

**ANALYSIS OF RESPONSES  
TO THE REVIEW OF  
CENSUS ETHNICITY  
CLASSIFICATIONS  
CONSULTATION 2005**

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CLASSIFICATIONS CONSULTATION 2005**

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Scottish Executive  
2005

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SG  
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## EXECUTIVE SUMMARY

### Background overview

1 Scottish Ministers are committed to reviewing the ethnicity classification framework used in the Census. The first stage of the review was the commissioning of research in 2004-05 conducted by a collaborative team of researchers from BMRB Social Research, CERES and UHI PolicyWeb. The main aim of the research was to inform the development of an ethnic identity classification scheme; ideally one that met a variety of needs. This research was followed by a seminar held by the Scottish Executive in April 2005, involving key stakeholders, at which the issues emerging from the research were discussed. The second and third stages involved a written consultation, “*Review of Census Ethnicity Classifications Consultation*” which took place between 23 June and 15 September 2005.

2 The aim of this report is to analyse responses to the consultation and this will feed into recommendations to be made to Scottish Ministers about the ethnicity classification scheme for inclusion in the 2006 Census Test. This will be undertaken by the General Register Office for Scotland (GROS) in spring 2006 and will cover about 50,000 households in Scotland.

3 A total of 93 consultation responses were received from a wide range of organisations and individuals with an interest in ethnicity classifications.

4 The consultation document set out the background to the consultation and asked a total of 11 questions focused on 4 broad topic areas.

### Overview of respondents

5 The majority (82%) of respondents responded on behalf of organisations or groups, and 18% responded as individuals.

6 The largest number (32) of organisational responses was received from local authorities, which represented 42% of the total number of organisational responses and 34% of the total number of responses.

### Defining ethnic identity

7 A series of questions were outlined in the consultation in order to elicit a range of views on ethnicity and identity from data providers (those who provide information about their ethnicity) and data users (those who collect and analyse ethnicity data). **The majority of respondents (70) agreed that several different questions should be used to capture information on ethnic identity** instead of a single question. The key reasons cited for this were that the current question limits the scope of

information and detail that can be collected on ethnic identity, that it is important to enable people to identify themselves in their own preferred way, or that the subject matter is too complex to be covered by only a single question.

8 It should be borne in mind that although there was support for different questions to be used in order to gather information on ethnic identity, there were still concerns over the **need for comparability with other data sources and this was a key theme emerging throughout the analysis**. Some comments made by respondents emphasised a preference for the number of questions that may be asked to be balanced against the information required by data users.

### **Summary of responses to the consultation questions**

9 **The majority of respondents (59) agreed that there should be a separate question about national identity** and that the key advantage of this was in helping to aid self-determination. However, the key concern was the subjective nature of the question, for example, the concept of national identity can shift. Additionally, there were concerns that the question wording would need to be free from any ambiguity and be clear.

10 In considering what term(s) most effectively captured information on national identity, views were relatively split on whether the phrase presented in the consultation was appropriate or not. Where alternatives were suggested, each was made by only one or two respondents. Again, some respondents noted that, regardless of the questions asked, some form of guidance or clarification accompanying the question itself would be needed.

11 The consultation presented a possible question on area of family descent/ origin and a minority of respondents (23) favoured the phrase suggested in the question. A further 29 respondents suggested another term that could capture the information described as area of descent/ origin, although these were very varied, each being mentioned by only one or two respondents. One respondent was concerned that a descent/origin question may not be the most appropriate way to capture ethnic identity in Britain as some other countries who have taken this approach have had adverse experiences.

12 A number of categories to describe area of family descent/ origin were suggested in the consultation and there was agreement from 37 respondents with the areas listed at this question, albeit that some respondents requested additional areas for inclusion. The main areas for addition were Arab/ Middle Eastern, West Africa and European sub-divisions. In some instances there were calls for clarification or explanation as to what was covered by a specific category.

13 The issue of collecting information on mixed descent was also highlighted in the consultation paper and views on how to capture this information were relatively polarised. Sixteen respondents were not in favour of limiting the number of ticked

boxes allowed, in comparison to 16 respondents who favoured using a combination of tick boxes with an open option.

14 The issue of how to capture information in relation to colour prompted a more varied response than any other question. That said, a total of 30 respondents favoured the use of the term “*visibility*” compared to 11 favouring using the term “*colour*”. None of the Minority Group Interest organisations supported the use of the term “*colour*”.

15 Support for a Census language question that could be extended to include community languages came from a majority of respondents (73), with opposition coming from only 7 respondents. The key advantage cited for this change was the usefulness of the data in helping to plan the provision of translation, health, literacy and other community services. Smaller numbers of respondents also suggested breaking down a question to determine the extent to which English as a language is used, or to gather information on the first or main language spoken at home.

16 A majority of respondents (60) thought that a question on identification with a community or culture should be included in some form, with only 19 respondents opposed to this. The key benefit was considered to be that such a question would allow for groups who had not previously been identified or who may feel marginalised, to express their identity. A significant minority (20 respondents) suggested an open question format to allow for self expression at this question.

## **Comparisons**

17 One of the key points raised in the consultation document was the issue of comparability with previous Census data or data from other sources. The consultation document raised that moving to a system that separates out different facets of ethnicity would have an impact on possible comparisons with data collected by the 1991 and 2001 Census.

18 **Views on the impact of a lack of direct comparability were mixed**, with 23 respondents perceiving that this would have little or no impact on them or their organisation, 18 respondents anticipating difficulties for them or their organisation and 9 commenting that it would have a positive impact for them or their organisation. It should be noted that respondents within large public sector organisations noted the ongoing need to comply with obligations under the Race Relations (Amendment) Act 2000 and its recommendations on progress towards diversity within the workforce. Any changes need to take this into account.

19 Of those commenting specifically on the issue of comparability, views were also polarised, with almost equal numbers claiming that comparability was very important *or* that the need to move forward and collect more information outweighs any inconvenience caused by a lack of comparability.

20 A pragmatic view might be that as the make-up of Scottish society changes, data collected needs to change alongside this, and only accurate information will allow local and national government to provide the necessary services. However, this lack of comparability can present problems for organisations committed to providing data users with ongoing and comparative data.

21 When asked to say what implications there would be to respondents or their organisations if the Census was changed to include a range of questions to capture ethnic identity, a greater number (38) thought that the increased range would bring about positive outcomes rather than adverse (17). Comments on the positive aspects of this focused on the usefulness for service providers in being able to tailor services to the population served. While only cited by 8 respondents (of which 6 were local authorities), there were some references to the issue of cost to the organisation, either in terms of time and/ or money of having to modify systems to deal with any changes.

22 Overall, comments suggested that changes as proposed in the consultation document will help to bring about more detailed, meaningful or robust information. This, in turn, helps with the development of services targeted to those who need them. However, whatever questions are introduced, there is a need to ensure that they meet the three core objectives of being understood by the population, meeting the needs of data users and providing data in a useable format.

# **CHAPTER 1: BACKGROUND TO THE CONSULTATION**

## **Background**

1.1 Governments and local authorities need to monitor the impact of policies and services that are developed to help their communities. To do so effectively, they require clear, unambiguous classification categories that accurately describe different segments of the population and that can be used to produce sensible, useful statistical data.

1.2 There is a particular need to monitor minority ethnic groups because they may suffer social exclusion and discrimination in many different areas: employment, housing, education, health provision and social justice. Under the Race Relations (Amendment) Act 2000, public authorities have a general duty to promote racial equality and good race relations and specific duties in relation to policy, service delivery and employment. Without ethnic monitoring organisations and authorities cannot tell whether or not their racial equality strategies are working effectively.

## **Census categories and their limitations**

1.3 An ethnic classification framework was included in the Scottish Census for the first time in 1991 with the aim of accounting for ethnic diversity across Scotland. However, the inclusion of a question about ethnic minority membership has not been straightforward or clear-cut. Despite the recognised importance of measuring and addressing inequalities and disadvantages that minority ethnic communities may face (e.g. in employment and housing), there continues to be uncertainty and concern about how to define an ethnic group.

1.4 There are certainly clear advantages to the use of ethnic classifications. Local Authorities and organisations can conduct ethnic monitoring to highlight inequalities or barriers that particular minority groups may face in accessing resources or opportunities, whilst service providers are able to assess which groups are utilising their services and measure the effectiveness of them. Similarly, employers can examine the ethnic make up of their workforces and consider how personnel practices and procedures affect different ethnic groups.

1.5 However, there are concerns about the particular categories that are currently being used to classify the population along ethnic lines. One of the biggest problems is the fact that there is no consensus on what it means to belong to an ethnic community or how to define ethnicity, and membership is defined in terms of a wide range of different criteria (including racial characteristics, national identity, religious beliefs, country of origin, cultural attributes and many other criteria). Identities are fluid, changing over time and in relation to context. Moreover, dual or hyphenated identities are increasingly

common reflecting the changing nature of the Scottish population as a result of migration, globalisation, marriage and generational differences.

1.6 There are also issues over the appropriateness of using terms such as “black” and “white” as a description of all visible minorities and the majority community which hides differences within these broad groups.

1.7 The Race Equality Advisory Forum (REAF) has raised concerns about the inconsistent use of the categories of colour and geography<sup>1</sup>. For example, the ethnic classification categories of “Black, Black Scottish or Black British” and “Asian, Asian Scottish, Asian British” were used, the first denoting racial characteristics/ skin colour and the second denoting geography. This treated individuals of African backgrounds differently from other minority ethnic groups with the use of the term “black” as a primary category of definition.

1.8 Finally, there are issues about how to effectively represent smaller communities in ethnic classification frameworks, including those from less visible “white” minority groups for example Gypsies, Travellers or Jewish etc., and a danger of conflating the term, “ethnicity” with “non white”.

1.9 In the light of these issues, **Scottish Ministers are committed to reviewing the ethnicity classification system used in the Census.** The findings of the review will feed into the development of the 2011 Census question on ethnic identity. The aim is to develop a better understanding of the issues surrounding ethnic identity and to work closely with data users and data providers to develop classifications that better reflect the diversity of Scotland’s communities, whilst continuing to provide data that is useful. The ultimate aim is to allow people to classify themselves more meaningfully while enabling ethnic monitoring of the population to be conducted effectively in the short and longer term. The framework would have to be acceptable to both data providers and data users to ensure accurate data collection and data use.

## **Scottish Executive review activities**

### ***Stage 1: Ethnic identity and the Census research***

1.10 To date, the Scottish Executive has undertaken three of seven stages of the review of Census ethnicity classification (see Appendix C for a detailed project timetable and plan). The first stage of the review was the commissioning of research in 2004-2005<sup>2</sup> conducted by a collaborative team of researchers from BMRB Social Research, CERES and UHI PolicyWeb. The

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<sup>1</sup> Race Equality Advisory Forum Report 2001, Edinburgh, Scottish Executive.  
<http://www.scotland.gov.uk/library3/society/equality/reif-00.asp>

<sup>2</sup> Ethnic Identity and the Census. 2005, Edinburgh, Scottish Executive.  
[http://www.scotland.gov.uk/Ethnic\\_Identity\\_and\\_the\\_Census/Research/MainReport](http://www.scotland.gov.uk/Ethnic_Identity_and_the_Census/Research/MainReport)

research was conducted using a qualitative methodology using interviews with stakeholders, data users and data providers to inform the development of the classification system.

1.11 The main aim of the research was to inform the development of an ethnic identity classification scheme; ideally one that met a variety of needs. The research explored how people from different communities would wish to class their ethnic identity, what information is needed and what it is used for.

1.12 This research was followed by a Scottish Executive led seminar in April 2005 involving key stakeholders at which the issues emerging from the research were discussed, together with how to ensure effective engagement with communities on this issue. These included:

- How colour, nationality and ethnicity should be disentangled in the Census categories
- If the Census is the correct vehicle to monitor colour discrimination and how should colour be addressed in the Census
- If a question on community language should be included
- Promoting the purpose of including an ethnic question in the Census
- Promoting information about how ethnicity data are being used
- Mechanisms to use Census data extensively to meet diverse needs without compromising confidentiality
- Mechanisms to assist those with a difficulty (eg language, literacy) in filling in forms.

### ***Stages 2 & 3: The consultation***

1.13 The findings of the research have informed the second and third stage of review, the consultation exercise. The research highlighted some of the key areas and issues requiring further consideration through consultation with key stakeholders. A consultation paper was developed which explores an alternative classification framework and questions for use in the Census. This was intended to address the various concerns that have been voiced by some communities. The consultation paper included a summary of the events leading up to the consultation, the main findings of the research and brief discussions around each of the questions on which views were sought. The consultation was circulated to a wide range of stakeholder organisations including, research participants, academics, community groups and local and central government in order to canvass as wide a range of views and opinions on the subject as possible.

## **Aims of the consultation analysis**

**The overarching aim of this report is to produce a robust analysis and synthesis, using qualitative and where possible, quantitative methods of analysis, of all responses received to the consultation including both public and organisational views.**

1.14 In addition to this central aim, there were a number of additional objectives that are integral to this consultation report:

- To identify the full range of views presented
- To identify the main interest groups responding to the consultation and their views about the consultation themes
- To identify groups where the response rate has been poor and indicate which voices remained silent in the consultation
- To identify emerging themes and sub themes
- To identify variations in responses of different groups and highlight significant minority views
- To identify the views of different types of respondents and identify where respondents expressed particularly firm views or points on which they will not accept compromise
- To provide an analysis of responses (written and electronic) to the consultation grouped under the consultation themes
- To provide an analysis of the responses that do not fit within the consultation themes or where respondents offered alternatives to the choices outlined in the consultation
- To identify and highlight contradictions and anomalies that emerged in the analysis
- To highlight any particularly sensitive issues.

1.15 Following a competitive tender by the Scottish Executive, George Street Research was commissioned to conduct an analysis of the consultation responses and this document constitutes the final report of the findings from both quantitative and qualitative analysis.

1.16 Where respondents have agreed to have their response made public, these responses will be made available in the Scottish Executive Library and on the Scottish Executive web site, alongside a copy of this report which provides an analysis of all responses. Further details of how these can be accessed may be found in the consultation document itself which is available on the Scottish Executive web-site<sup>3</sup>

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<sup>3</sup> The Review of Census Ethnicity Classifications Consultation can be accessed on the Scottish Executive website at [http://www.scotland.gov.uk/Ethnicity\\_Classifications\\_Consultation](http://www.scotland.gov.uk/Ethnicity_Classifications_Consultation).

## CHAPTER 2: THE CONSULTATION PROCESS

### Timing of consultation

2.1 The consultation was launched on 23 June 2005 and ended on 15 September 2005. In total, 93 responses were received, providing a wide range of views and information for consideration.

### Nature of consultation

2.2 The consultation document set out the background to the consultation, highlighted the findings from the earlier research and the issues raised for further consideration. It then posed a series of questions around the range of issues contained within the consultation to which respondents were invited to respond.

2.3 The questions focused on 4 broad topic areas; defining ethnic identity, national identity, area of family descent and implications to change of the Census; which were divided into a number of sections. Respondents were also invited to provide further comments they might have. The questions were intended to focus on key issues relating to an ethnicity classification. The list of questions was not intended to restrict responses, and all comments and views, whether or not they related directly to a specific question have been taken into consideration.

2.4 The following table provides a list of the questions asked in the consultation document.

**Table 2.1 The questions contained in the consultation document**

	<b>Defining Ethnic Identity</b>
Q1	Should several different questions be used to capture information on ethnic identity instead of one question?
Q2	If you think the information on ethnicity could be captured using one question can you suggest categories to be used in this question?
<b>National Identity</b>	
Q3	Should there be a separate question asking about national identity?
<b>Area of Family Descent/Origin</b>	
Q4	Can you think of another term that captures the information described as area of family descent/ origin?
Q5	Are the world areas listed on page 22 of the consultation document the most helpful or would you recommend a different split?

Q6	What do you think would be the best way to capture information on mixed descent?
Q7	What would be the most acceptable and useful way to ask individuals about their colour or whether they are visibly from a minority ethnic group?
Q8	Do you think that the Census language question should be extended to include community languages?
Q9	Should a question be included on identification with a community or culture not covered by the other questions? Should this be an open question?
	<b>Implications of Changes to The Census</b>
Q10	What implications would there be for you/ your organisation if direct comparability with previous Census data is not possible?
Q11	What implications would there be for you/ your organisation if the Census was changed to include a range of questions to capture ethnic identity?
	Further comments

2.5 Respondents were invited to respond freely to each question in the consultation document. Some respondents answered each question, others chose to comment on a limited number of questions, some chose not to answer specific questions but to provide general comments on issues raised in the consultation.

### **Distribution and advertising of consultation document**

2.6 A key concern was to develop a consultation document that encouraged a wide range of organisations and individuals to submit their views. The consultation paper was distributed to around 500 organisations and individuals and was also made available on the Scottish Executive website for any interested parties.

2.7 Audiences to whom the consultation document was issued included:

- Key stakeholder groups
- Academics
- Local authorities
- Health Boards
- Voluntary organisations
- Community groups

2.8 It was also open to the general public.

## Responses and respondents

2.9 A total of 93 responses to the consultation were received. These consisted of two distinct types of responses:

- **Structured responses following the questionnaire structure:** these responses followed the structure of the consultation document. Respondents provided an answer in relation to some or all of the questions posed.
- **Free flowing commentary:** these responses did not always follow the structure of the consultation document but were free flowing responses, some of which were lengthy and detailed.

2.10 All responses to this consultation were entered into a bespoke database by the Scottish Executive. This was then submitted to George Street Research for analysis. Each response was analysed and coded to enable qualitative and quantitative analysis to be conducted.

2.11 As Table 2.2 illustrates, the largest number of responses (76), representing 82% of the total number was received from those responding on behalf of an organisation or group and these respondents were able to base their views on their professional and/or personal experience and insight into these issues. 17 responses (18%) were received from those responding as an individual.

2.12 The organisation respondents were grouped into broad categories as shown in Table 2.2. The largest number of organisational responses (32) was received from local authorities, a further 9 responses were received from public bodies, 8 from health organisations and 6 from minority group interests and a further 21 from other types of organisation.

**Table 2.2 Total number of respondents by category**

<b>Respondent Type</b>	<b>Number of Respondents</b>	<b>Percentage of Respondents (%)</b>
Academic/ Universities	3	3
Charitable Organisations	3	3
Disability Organisations	-	-
Education Organisations	1	1
Governing Bodies	-	-
Health Organisations	8	9
Justice Interests	3	3
Lobby/ Single Issue Groups	-	-
Local Authorities	32	34
Minority Group Interests	6	6
Policy Organisation	1	1
Private Companies	-	-
Professional Bodies	-	-
Public Bodies	9	10
Religious Organisations	1	1

Representative Bodies	-	-
Scottish Executive	1	1
Trade Union	2	2
Umbrella Group	2	2
Voluntary Organisations	4	4
Sub-total	76	82
Individuals	17	18
<b>Total</b>	<b>93</b>	<b>100 *</b>

Notes:

\* Figures do not add to 100% due to rounding.

2.13 A full list of responding organisations is in Appendix A.

### *Gaps in Respondent Type*

2.14 The respondent list and the review of the respondent organisations shows there were no responses from Disability Organisations, Governing Bodies, Lobby/ Single Issue Groups, Private Companies, Professional Bodies and Representative Bodies. Where there are sub-group themes in terms of similar comments to a question being made by particular types of organisation this is noted in our commentary. Where our commentary does not distinguish between organisation types responding to each question, this is because similar comments have been made across a range of organisation types.

2.15 A letter was received from the Commission for Racial Equality (CRE) which has not been treated as a response to the consultation. This is because the CRE is a member of the Ethnicity Classifications Consultation Work Steering Group overseeing this review. This response has been briefly summarised in appendix B and contains the CRE's corporate position on the England and Wales Census which covers areas of classification, a position which has been influenced by the development work being carried out in Scotland.

**The findings from the consultation will feed into recommendations to be made to Scottish Ministers. Agreed changes to the classification frameworks will be passed to the General Register Office for Scotland (GROS) in November 2005 for inclusion in the 2006 Census Test which will cover about 50,000 households in Scotland, in spring 2006.**

2.16 In August 2005, George Street Research was commissioned to conduct an analysis of the consultation responses. This report presents the findings from responses received to this consultation. The findings contained in this report are based on an overall view of the key themes; analysed on a question by question basis.

## **CHAPTER 3: APPROACH TO ANALYSIS**

3.1 In addition to deploying an organised and robust framework for identifying and collating relevant comments from respondents, the exercise also required a number of ground-rules to be set to ensure responses were prepared for analysis in a consistent and sensible fashion.

### **Analytical framework**

3.2 An Access database was used to store and assist analysis of consultation responses. This database enabled the storage of free text in a systematic manner.

3.3 The fields used to record the material in the Access database were based on the questions set out in the consultation document. The result was a comprehensive list of fields that formed the headings for the consultation database of responses.

### **Publication of written responses**

3.4 Where respondents have agreed to publication, these responses will be available in the Scottish Executive library. After discussion with the Scottish Executive, the convention adopted for this consultation has been to preserve anonymity of individual respondents and organisations, but to attribute their comments and quotes to the grouped respondent category to which they fit, where respondents have agreed to share their response publicly. In this way, a further depth is added to the analysis by providing some contextual information about the respondent type.

### **Quality control and assurance**

#### ***Separate responses from the same individual/ organisation***

3.5 On occasions, one respondent may send in more than one response. The consultation team at the Scottish Executive were primarily responsible for identifying and removing duplicates. The research team at George Street Research was also alert to the possibilities of such double entries to ensure that any identical or duplicate responses were picked up and removed from the exercise. This was done by hand searching or electronic screening.

### *Quality control*

3.6 In order to minimise any inconsistencies in approach, the research team at George Street Research was kept to a minimum size and all worked to a well-tested set of rules for data examination and entry.

### *Factual accuracy*

3.7 The respondents' views presented in this analysis have not been vetted in any way for factual accuracy. The opinions and comments submitted to the consultation may be based on fact or may, indeed, be based on what respondents perceive to be accurate, but which others may interpret differently. It is important for the analysis to represent views from all perspectives. The report may, therefore, contain analysis of responses which may be factually inaccurate, or based on misunderstanding or misinformation on the actual proposals but nevertheless reflect strongly held views. In some instances, such inaccuracies and misunderstandings will be relevant findings in themselves.

### *Interpretation of findings*

3.8 Those participating in this exercise were self-selecting and each had their particular motivation to take part. The exercise was not intended to gain views that were representative of the Scottish population, but was intended to give all those who wished to comment an opportunity to do so. This has to be borne in mind when interpreting the findings presented in this report.

**3.9 Given the self-selecting nature of any consultation exercise, it should be noted that any statistics quoted here cannot be extrapolated from the consultation population to the wider population beyond.**

### **Reporting**

3.10 The following chapters document the substance of the analysis, presenting the main issues, arguments and views expressed in the responses. These follow broadly the ordering of issues raised in the consultation document. Wherever possible, each question has been analysed on a quantitative basis and the data from this analysis is presented with charts to illustrate the key findings. Broad headings have been used within each of the charts. These include

- Those agreeing (classified as “yes”) or disagreeing (classified as “no”) with consultation questions 1-9, and those agreeing on a “positive” or “adverse” impact at questions 10-11
- Those who did not reply (classified as “no reply”)
- Those who did not know (classified as “don’t know”)

- Those who made a comment which was neither in agreement or disagreement with the question being posed (classified as “*others*”).

3.11 These are then overlaid with qualitative analysis, drawing examples from the responses contained in the database. Verbatim quotations have been taken from the database for illustrative purposes, where respondents agreed to share their responses publicly.

### ***Interpreting the data***

3.12 It should be noted that throughout the analysis there may appear to be inherent contradictions in the responses in that many respondents while agreeing or disagreeing with a specific question, then provide some form of qualifying statement (i.e. are neither directly in agreement or disagreement). For example, when examining a chart, readers will notice that the total number of respondents commenting on a given proposal can add up to more than 100%. This is because there was no limit to the number of comments that a respondent could give to each question and every separate comment was coded and included in our analysis. Also, not every respondent answered every question.

## CHAPTER 4: DEFINING ETHNIC IDENTITY

### Introduction

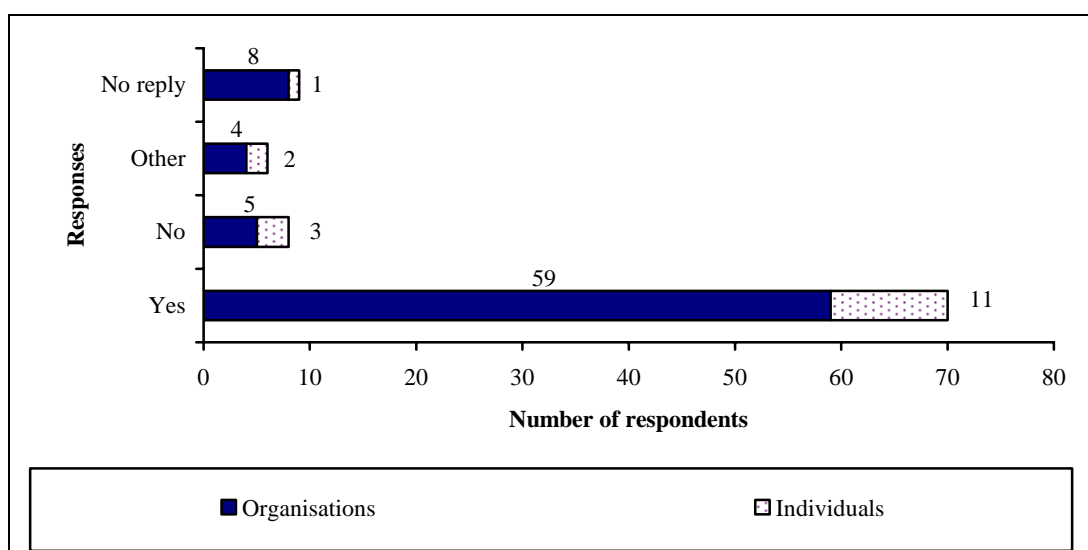
4.1 This chapter provides analysis of the first nine questions in the consultation document. This reflects the structure of the consultation document.

4.2 Stage 1 of the review highlighted the subjective nature of ethnic identity: different people use very different terms to identify their ethnicity. Some people base their answer on the country of their birth, others identify with the country or community they live in, and others with their religion. The classifications used in the 2001 Census were found to be limited in their scope and inconsistent; some people reported difficulties in accurately expressing their ethnicity using these.

4.3 Respondents to the consultation were asked to give their opinion on a range of questions.

4.4 The consultation questions aimed to capture a range of information that would allow data users and data providers to express their views on the collection of data on ethnic identity in the Census. As such, question 1 of the consultation asked:

**Chart 4.1 Responses to Question 1 - *Should several different questions be used to capture information on ethnic identity instead of one question?***



4.5 **The majority of respondents (70), expressed agreement with this proposal (59 organisations and 11 individuals).**

4.6 Of those responding positively to this question, a number of main themes emerged. Eleven respondents, including 6 Local Authorities, agreed that the current question limits the scope and does not allow for sufficient detail, and 9 respondents expressed the view that it is important to enable people to identify themselves in their own preferred way. Indeed, one group responding to this consultation included results from a survey of its ethnic membership which suggested “*a strong desire by members to have control over their identity/ethnicity and find in favour of self-description*” (Trade Union).

4.7 Eleven respondents also noted that there was a need for the inclusion of multiple questions on ethnic identity because the subject matter being identified was too complex to be dealt with in just one question. Five respondents (3 organisations and 2 individuals) considered the cost of an increased number of questions was justified because of the nature of the information being requested.

4.8 A small number of respondents (2 Local Authorities and 1 Public Body) noted that the inclusion of more than one question was justified by the research previously conducted.

4.9 The increased range of questions was seen as a way to promote the view that “*diversity is valued*” (Local Authority) and to address the problem of the current question being seen as too narrow or containing categories that they felt should not be conflated, such as colour and geography. One respondent simply anticipated “*a more valid response*” (Individual) from the range of questions suggested in the consultation.

4.10 In addition, the current question was described as being “*confusing*” (Local Authority).

4.11 The issue of comparability was raised by 1 Local Authority and 1 Justice Interest who, while agreeing that multiple questions are needed, cautioned that the new data should be comparable to previous Census information and that information on how comparison could be achieved should be included at the reporting stage.

4.12 Of the **8 (5 organisation and 3 individual) respondents disagreeing with the proposal in this question**, 2 respondents (1 individual and 1 Voluntary Organisation) felt that the current question could be modified to suit informational needs, while another added that the collection of information on ethnicity is not the sole point of the Census and so the collection of this information “*should be kept in proportion*” (Individual). One Local Authority and 1 Umbrella Group queried whether it would be useful to have more than one question.

4.13 **Six respondents provided general comments on this question.** One individual respondent thought that the question of “*why we want to collect this information*” needed further thought before deciding on the best questions to

ask. One group agreed with the need for change and another proposed the use of “*linked questions*” (Health Organisation) although they did not elaborate or provide examples. One respondent noted that any information collected must allow for comparison with the rest of the UK and another presented arguments for single and for multi questions and noted that whatever is selected should meet the three core objectives of :

- Being understood by the population
- Meeting the needs of data users
- Providing data in a useable format.

4.14 Another respondent in a local authority noted that only two dimensions in a question should be allowed as any more could produce too low a percentage of individuals in each category.

4.15 Finally, there was a reminder from one respondent that “*there is no point in collecting useless data*” (Umbrella Group).

4.16 **The 8 respondents who agreed that the information on ethnicity could be captured using one question only were asked to suggest categories to be used for this question.** Question 2 asked “*If you think the information on ethnicity could be captured using one question can you suggest categories to be used in this question?*”

4.17 Of the 8 respondents who felt, at question 1, that a single question would suffice, seven made suggestions at question 2. One individual questioned the need for the amount of data that would be produced. This, they felt, might undermine “*the very inclusion/equality it is seeking to promote*”, and proposed keeping the current format. Two respondents within local authorities suggested using the question presented in the GROS 2006 Census Test<sup>4</sup>, although they both also suggested specific changes to the existing question. For example, one noted

*“We accept the difficulty in capturing the information in a single question. However, having looked at the latest proposed version of the Census question on the GROS website, we think that this provides an improved question which might be acceptable. It uses broad geographic areas as the main categories, includes travellers and Arab populations which were previously missing and does not use terms such as “black” which have proved contentious in the past. It should also be reasonably comparable with previous classifications so that change over time can be monitored. One change which we would suggest would be under Arab or Middle East descent, the “Other descent” should be*

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<sup>4</sup> This refers to the General Register Office for Scotland’s consultation on New and Modified Scottish Census Questions 2005 (<http://www.gro-scotland.gov.uk/files/new-and-modified-scottish-census-questions.pdf>).

*reworded as “Other Arab or Middle East descent” for consistency with the other categories .... The additional proposed questions in the Census on country of birth, language and religion should provide some of the additional information required to supplement a single ethnicity question.”*

4.18 An individual respondent also indicated a preference for retaining the current Census question along with “a question on descent origin”. One respondent cautioned that

*“Increasing the number of aspects measured increases the complexity of ethnic monitoring. Users would require guidance on how to analyse the data accurately and to its full potential. With or without guidance, there is a risk that only a single question (e.g. descent) would be used as a proxy for ethnic identity” and that increasing the number of questions “would increase data collection and processing costs. More evidence of a corresponding improvement to data quality and utility is needed(Public Body)”.*

4.19 The issue of comparability with other data sources was again raised. One Local Authority commented that if a single question were to be used then this should be based on the categories used in the England and Wales Census to allow for “*comparability throughout Great Britain*”.

4.20 **While not asked to provide any further comments, a number of respondents (25) who had answered at question 1 that several different questions should be used in order to capture information on ethnic identity, made additional comments to this question as well.** Thirteen of these respondents reiterated that one question is not enough to obtain the level of information required. For example, “*we do not agree that one question is sufficient given the complexity of ethnic identity*” (Justice Interests).

4.21 Suggestions for additional questions included a question on ethnic origin with a final option of “other” and a question on languages spoken and understood (Local Authority); another local authority suggested gathering information on descent/ family background, colour and religion. A Public Body suggested

*“.... that the heading for section D (of the 2001 Census question) (Black, Black Scottish, or Black British) could be changed to 'African or Caribbean'. If a question on national identity was added, this would be sufficient information, otherwise it might be necessary to add the qualifiers 'Scottish or British' if suitable wording can be found. We can see some value in adding broad African regions (Eastern, Southern etc.), but do not think it would be practical to list individual countries. If it is thought necessary to define what is meant by Eastern', 'Southern' etc., this could make the Census form unmanageably complicated.”*

4.22 The proposal to include a question on national identity and another on area of family descent/ origin follows findings from the initial research that individuals wish to have an opportunity to report their national identity in addition to their ethnic background. The consultation document gives the example of a person resident in Scotland of Bangladeshi parents who might want to be considered Scottish regardless of family descent.

4.23 It is envisaged that a question on this specific issue would allow individuals to specify these aspects of their identity separately and would also help to ensure the correct information is collected by an ‘area of family descent/ origin’ question. The approach of asking a national identity question before one on ethnic group also follows the current guidance recommended by the Office for National Statistics (ONS) for collecting information on ethnic identity in England and Wales<sup>5</sup>

4.24 Having one question on national identity, followed by a question on area of family origin/descent, would allow data providers to record both these facets of their identity. The consultation includes the proposal for the use of a listing of world areas, split by continent, that would list countries which represent the most populous groups in Scotland. This question would be completed by tick boxes or, if the choices were not relevant to the data provider, an open response option would also be provided.

4.25 Questions 3 – 6 in the consultation document deal with this issue.

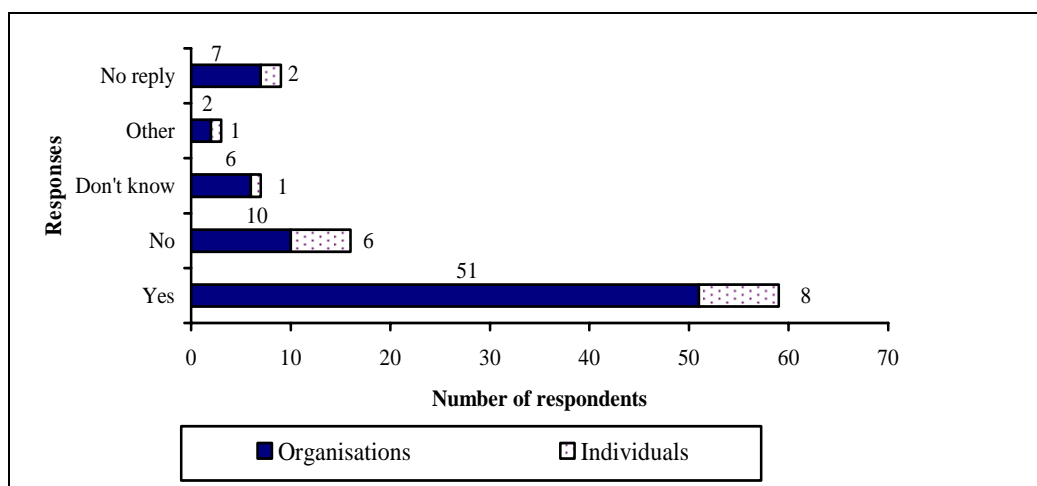
### **National identity**

4.26 Question 3 asked “*Should there be a separate question asking about national identity?*” As shown in chart 4.2, **the majority of those responding to this question (59) agreed that there should be a separate question about national identity.** Of these respondents, 24 were from Local Authorities. Only 16 respondents (including 5 Local Authorities) felt there should not be a separate question asking about national identity.

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<sup>5</sup> The ONS publication entitled ‘Ethnic group statistics: A guide for the collection and classification of ethnicity data can be accessed on the ONS website at [http://www.statistics.gov.uk/about/ethnic\\_group\\_statistics/](http://www.statistics.gov.uk/about/ethnic_group_statistics/)

**Chart 4.2 Response to question 3 – *Should there be a separate question asking about national identity***



4.27 Of those respondents agreeing that there should be a separate question about national identity, the key advantage cited by 13 respondents, all organisations, was that it would help aid self determination. By self-determination, respondents meant that this would enable data providers to describe their national identity in their own words rather than being confined by pre-defined categories.

4.28 Once again, the issue of comparability was raised, with 4 respondents noting that this approach would allow for comparison with the rest of the UK. One Public Body and 1 Local Authority mentioned further that this is consistent with the approach advised by the ONS, who “*recommend that the national identity question allows multiple responses, to be consistent with the standard approach and hence produce UK outputs*”. It should be noted that whilst ONS currently recommend that organisations in England and Wales use a question on national identity as part of any classification of ethnicity, it has not as yet committed to the inclusion of this in the 2011 Census.

4.29 A small number of respondents noted that it would be important to have a separate question asking about national identity (4 organisations) or that it would provide useful information on inclusion, on changes in population or on specific groups of data providers. A Charitable Organisation and a Local Authority noted that it would be interesting to compare how people regard their national identity in comparison to their country of origin.

4.30 One individual and 1 Public Body commented specifically on the need for any question to allow for multiple responses.

4.31 A more openly worded question was proposed by two individual respondents to allow for the expression of dual or multiple identities and to capture diversity. This view was also echoed by two group responses; one of which stressed the importance “*for individuals to be able to express both their national and their ethnic or community identity*” (Health Organisation). The other (a Public Body) noted

*“We support the inclusion of a separate question on national identity. It is recognised that national identity and ethnicity are not necessarily related and given the increasingly multi-cultural composition of communities, it is important that individuals are able to express their sense of belonging, in addition to other facets of their identity. The inclusion of a question on national identity prior to questions on ethnicity would also ensure consistency of approach with the Office for National Statistics data for England and Wales, thus enabling more effective comparisons of data at a UK level. A consistent and structured approach is important for the monitoring of data for race equality schemes and indeed for all components of equal opportunities.”*

4.32 One response highlighted the importance of monitoring national identity in respect of the Race Relations (Amendment) Act 2000, but felt that this category should ask about nationality “*as defined for passport purposes*” (Justice Interest) rather than national identity.

4.33 Among the **16 respondents disagreeing that there should be a separate question asking about national identity**, 8 felt that this would not be useful or questioned the need for it. One issue in relation to this appeared to be the question of subjectivity, with one consultee suggesting that the

*“respondents (to the Census) would be uncertain as to how they should respond”* and went on to provide an example of this “*.... some respondents might interpret the question as asking about their actual nationality, others about their country of birth, and others about familial or emotional attachment to a nationality that might or might not be their own.*” (Umbrella Group).

4.34 **10 organisations disagreed with the proposal**, comprising 5 Local Authorities, 2 Voluntary Organisations, 1 Health Organisation, 1 Minority Group Interest and 1 Umbrella Group.

4.35 Four respondents noted that the concept of national identity can shift. In the words of another Umbrella Group, “*national identity is a personal issue, and as it is more of a (moveable) social attitude rather than a fixed fact, we feel that perhaps the Census is not the place to capture this information.*”

4.36 One Local Authority response questioned whether the information would be “*sufficiently robust for planning purposes*” given the subjective nature of the issue.

4.37 Seven respondents, including 3 Local Authorities, answered “don’t know” to this question but then went on to raise issues of subjectivity and the need for unambiguous question phrasing. For example, one respondent from an Umbrella Group noted that the current question was unclear and that any question needed to be unambiguous; another organisation felt that the question was subjective and queried how responses would be analysed. That said, one of these respondents, a Local Authority, noted that this question may help to reduce the number of open questions.

#### **Area of family descent/ origin**

4.38 Having asked whether or not there should be a separate question asking about national identity, respondents were asked to consider what other term(s) could be used that would capture information described as area of family descent/ origin. Question 4 asked “*Can you think of another term that captures the information described as area of family descent/origin?*”

4.39 Of those responding to this question, a total of 29 respondents (8 individuals and 21 organisations), provided an example of another term that could be used. A variety of suggestions were given and each is listed below. However, each was mentioned by only one or two respondents and there was no consistency for a single term to indicate family descent/origin.

#### **4.40 Proposed terms:**

- Race
- Generic heritage
- Country of origin i.e. place of birth
- Cultural and geographic area of family origin
- Cultural origins
- Heritage
- Geographic ancestry
- Regional classification
- Ethnic origin (2 mentions)
- Country/ Area of family descent/ origin
- Area of family ancestry
- Ancestry (2 mentions)
- Family history (2 mentions)
- Ancestral or family origin
- Country of family heritage (2 mentions)
- Ethnic descent
- Ethnic descent (plus tick boxes)
- Ethnic descent (plus change categories) (2 mentions)

- Ethnic descent (plus suggested amendments to question 3.3 in the GROS 2006 Census Test<sup>6</sup>)
- Question on origin of grandparents and parents

4.41 One respondent (Local Authority) suggested a combination covering ethnicity, ancestry, cultural background, family origins and family background.

4.42 **Twenty three respondents, including 4 Health Organisations and 7 Local Authorities, favoured the phrase used in the question “area of family descent/origin”**, although there were concerns from some that guidance or clarification would be needed (cited by 7 respondents across different sectors). In the words of one Local Authority “*guidance will need to be provided for the data provider on what information is wanted.*” Two of these respondents also suggested including Heritage as an option.

4.43 Three respondents favoured amendments to question 3.3 in the GROS 2006 Census Test<sup>6</sup>, which asks “What is your ethnic descent” with 6 subsections including tick boxes and a space for “other”. Another respondent asked that the question be expressed in “*plain English*” (Local Authority). One respondent asked for inclusion of the term “*Arab/ Middle Eastern*” (Local Authority).

4.44 Four respondents, including 2 Local Authorities, queried the usefulness of the information, and one of them noted that it might help to tackle discrimination.

4.45 Three respondents (1 individual, 1 Public Body and 1 Academic/ University) mentioned problems this might pose for someone who had been adopted

*“Consideration needs to be given to people who do not know their origins - e.g. adopted people or those from families estranged from their more distant family.”* (Individual)

4.46 **Fifteen respondents did not comment on this question**, while nine (4 Local Authorities, 1 Public Body, 1 Health Organisation, 1 Justice Interest, 1 Minority Group Interest and 1 Individual), answered “no”.

4.47 The consultation noted that if it is agreed that the best approach is to break down the different elements of ethnic identity and to include a Census question on area of family descent/ origin, then this question would need to allow for specifications at a detailed level as well as allowing for a sensible grouping scheme. One way of dealing with this would be to allow tick boxes for every country of descent, although this is not practicable in that it would take up far too much space on the Census form. Alternatively, this could be left as an open question, although this option would be very timely and costly for

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<sup>6</sup> This refers to the General Register Office for Scotland’s consultation on New and Modified Scottish Census Questions 2005

Census administrators to code and would not give an indication of how data would be grouped for analysis.

4.48 As such, the consultation proposes that, if an area of family descent/origin is adopted, top level world areas are defined together with some specific countries, while also asking individuals to then further specify their country/countries of descent where they are not specifically listed. Question 5 of the consultation thus asked “*Are the world areas listed on page 22 of the consultation document the most helpful or would you recommend a different split?*”

4.49 **Twenty six respondents**, including 20 from organisations, **agreed with the areas listed in the consultation document**; and provided further limited answers saying that this would be “*adequate*”, “*useful*” and “*satisfactory*”. Only 1 Minority Group Interest agreed with the list of areas.

4.50 **A further 11 respondents, including 5 Local Authorities and 2 Justice Interests, also agreed with the areas**, although they also requested additional clarification or suggested additions to the list. An additional 17 respondents who did not commit either way to the suggested areas also requested extra information or suggested additions to the lists.

4.51 Of those respondents suggesting different world areas to be included in the list, the main areas in which clarification and/or additional areas were requested were :

4.52 **Arab/ Middle Eastern:** Eleven respondents, including 6 Local Authorities and 2 Public Bodies, commented that the Middle East should be included. “*In particular we would prefer a question which has a separate category for those of Arab/Middle East origin as this is a relatively large group and there is no obvious place for them in the question on page 22.*” (Local Authority)

4.53 **West Africa:** Eleven respondents commented that this region has not been included. A Voluntary Organisation recommended “*the option of West Africa for completion of the African continent.*”

4.54 **Australasia;** especially the Pacific Islands: Definition or examples were requested by 5 respondents, especially in the case of Tonga and Fiji, and for the inclusion of tribal responses. One Local Authority commented that “*‘Australasian’ not a familiar term*”.

4.55 **Europe:** Four organisations felt that Europe needed to be subdivided; three of whom specifically cited Eastern Europe. Another Local Authority explained “*Due to increasing number of migrant workers from the new EU countries it may be prudent to add Eastern European as a separate sub group.*”

4.56 **Ireland:** Two respondents, one Local Authority and one Voluntary Organisation, made the identical comment that “*the areas under European descent should state ‘Northern Irish’ and ‘Irish Republic’ to be consistent with the previous question*”.

4.57 A further 14 respondents who did not give a yes/ no response to this question included 2 Public Bodies and a Local Authority who felt the data was not needed or not useful, and 2 Local Authorities who felt it was inconsistent.

*“Mixing countries and broad regional demarcations makes things inconsistent and would lead to a repeat of some of the objections to the existing system of classifications.”* (Local Authority)

4.58 One Minority Group Interest felt the areas could be more specific, and one Health Organisation noted

*“The proposed world area groupings will mean that every respondent will fall into a category therefore all possibilities will be captured, although it is recognised that this may do little to raise the profile of less visible groups. Such groupings could be made more specific at a local data gathering level if required although it is recognised that locally or nationally, the alternative of listing of individual countries is not a realistic expectation in terms of cost and resource.”*

4.59 Only 11 (including 2 Minority Group Interest) respondents disagreed with question 5, with 3 favouring the wording at question 3.3 New and Modified Scottish Census Questions and 4 giving their own examples

*“There seemed to be two different methods of categorisation. One based on continents, the other on countries. Perhaps this should be standardised. Possible to Continents or large geographical areas, leaving the boxes to ‘please specify country’ for greater detail. E.g. European descent: Eastern/northern/southern etc Europe, specifically Scottish, English etc or Swedish/ German/ French/ Italian/ Hungarian etc E.g. Asian Descent: Sub-continental/ Central/ Far-East/ South-east, specifically Indian/ Nepalese/ Uzbeki/ Russian/ Tibetan/ Chinese/ Vietnamese/ Singaporean etc.”* (Minority Group Interest)

4.60 One Minority Group Interest again mentioned the need to include the Arab/ Middle Eastern area. One respondent expressed a strong preference for the subjective identification of ethnic group used in the 2001 Census over the descent/origin approach, noting that

*“Many respondents find the [descent] question ambiguous and many respondents object to being asked to identify themselves based on a country other than the country of their birth and lifetime residence.*

*Responses to descent questions in other countries' censuses have therefore been found to be highly unstable over time (Public Body)".*

The respondent further argued that

*"The desire for conceptual consistency, expressed as 'moving away from the confusion between geography and colour in the current classification', is at odds with the different ways that ethnic identity is formed in society. Both geography and colour are aspects of ethnic identity in Britain, but are differentially important across ethnic groups".*

4.61 Fourteen respondents did not comment on Question 5.

### **Mixed descent**

4.62 The consultation invited views on the best way to capture information from data providers of mixed descent and suggested two alternative approaches, although both raise issues in relation to comparison of data. The ONS tested multiple-response ethnicity questions before the 2001 Census and concluded that multiple ticking did not reliably identify people of mixed descent as it was not possible to distinguish between national identity and descent in all cases. As such, any question needs to ensure that mixed descent is not taken to mean a combination of national identity and descent. A question on national identity being asked prior to a question on descent may resolve this problem.

4.63 It may also be difficult for smaller organisations to process multi-coded data and thus difficult to use the classification and compare their data to the Census. One means of resolving this issue could be to ask respondents to tick up to 2 boxes, based on what they feel are their 'main' descent(s). Alternatively, it might be possible to allow people to tick one option only and to include a 'mixed' category as an option, with an open box for specification.

4.64 With these issues in mind, respondents were asked to comment on the option of asking individuals to tick "up to 2 boxes" and the option of having an open response. Question 6 asked "*What do you think would be the best way to capture information on mixed descent?*"

4.65 While **there was no majority outcome for any one suggestion on the best way to capture information on mixed response**, the suggestion favoured by the largest number of respondents was the tick box method. The suggestion to allow people to "*tick as many boxes as are relevant*" (Individual) was proposed by 16 respondents, including 2 Justice Interests, 2 Health Organisations and 6 Local Authorities, and these were not in favour of limiting the number of ticked boxes allowed. A further 4 respondents supported a limit of 2 tick box answers and one Local Authority suggested a limit of 3 tick box answers.

4.66 Two respondents, while supporting the multiple tick box option, pointed out potential problems. One respondent in a Local Authority noted that,

*“The use of multiple tick boxes as shown in question 2 seems to capture mixed descent quite effectively. However, results may be difficult to analyse.”*

4.67 A Public Body noted that,

*“It is also important to highlight the importance of clarity in terms of what the question is seeking to establish in order to minimise confusion and inconsistency of approach.”*

4.68 **Sixteen respondents, including 3 Public Bodies and 5 Local Authorities, favoured using a combination of tick boxes with an open option.** In the words of one Justice Interest,

*“Mixed descent should be recorded via the question on family descent/origin, where respondents tick as many boxes that apply to them. While the issues that other countries have experienced is noted, limiting box-ticking to two is restrictive and produces inaccurate information. Using a mixed category could prove resource intensive.”*

4.69 **A question on “Multiple Descent” was proposed by 8 respondents; 3 Local Authorities, 1 Minority Group Interest, 2 Voluntary Organisations and 2 Individuals,** with one response highlighting that this term is consistent with the recommendations from the Race Equality Advisory Forum. The term “mixed” was seen as inappropriate by one Local Authority which commented *“Create either a 'Multiple ethnicity' or 'Multiple Descent' category. 'Mixed' sounds odd for describing a person's identity or origins. You can have a 'cake mix' but never 'human mix'.”*

4.70 **Six organisations from different sectors felt that the questions in the consultation document at question 2 were acceptable.** One Minority Group Interest suggested a small change to the wording

*“I think it's important to re-phrase the question 'What is your area of family descent/origin?' to better accommodate individuals of mixed descent/origin. The question 'What is/are your area(s) of family descent/origin?' is inclusive of the subject with more than one area of family descent.”*

4.71 **Two organisations and 2 individuals favoured questions on the origin of grandparents or parents.**

4.72 Seven respondents gave a variety of responses ranging from the difficulties faced by small organisations to the need to be clear on what

information is being asked for and why, while a further six respondents felt that there is little or no need to capture the suggested data

*“It may be necessary to explain the point of the question on mixed descent so that it is clear that ethnic identity is being asked about. Otherwise it will be difficult to get consistent and useful information from the data provided. Potentially the most effective question format may be the compromise indicated by the preliminary research, i.e. including a mixed category within the ethnicity question. It is likely that people of mixed descent will constitute an increasing percentage of the population in Scotland.”* (Local Authority)

4.73 Three individuals and 11 organisations did not comment on this question.

### **Colour/ visibility**

4.74 The issue of asking people to describe themselves on the basis of colour is a very sensitive one. To attempt to balance the need for useful data (to monitor and meet the requirements to tackle discrimination) against the possibility of offending data providers, the consultation asked for views on the possible wording of a question on colour or visibility.

4.75 Question 7 of the consultation asked, *“What would be the most acceptable and useful way to ask individuals about their colour or whether they are visibly from a minority ethnic group?”*

4.76 **This question prompted a more varied response than any other.** The question of what might cause offence featured in many responses; with one Individual merely commenting *“Very difficult and there may be sensitivities.”*

4.77 Respondents were divided over whether the first or second part of the suggested question 3 in the consultation document was the most useful, non-discriminatory and least offensive.

4.78 While **20 respondents, including 4 Minority Group Interests, suggested that using the second part of the suggested question 3 “Do you consider yourself to be from a visibly minority ethnic group?” would be acceptable**, there was a degree of dissention, with one Local Authority suggesting it might be seen as offensive and suggesting that guidance be given on why it is being asked, and a Justice Interest describing it as confusing.

4.79 **Two Local Authorities and 1 Umbrella Group agreed that collecting information based on visibility was preferable to using colour categories**, but suggested that this should be subdivided into appearance and/ or dress. In addition, the wording of the question was commented on; *“We suggest that*

*‘appearance or dress’ should be substituted as a plain English alternative to visible ethnic community” (Local Authority).*

**4.80 Five respondents; 3 Local Authorities, 1 Minority Group Interest and 1 Charitable Organisation, suggested a move away from the use of ‘colour’.** For example, the Charitable Organisation noted

*“Asking people to describe their colour will generate problematic data which is difficult to collate and analyse since 'colour' is completely subjective. Asking respondents to state whether they are part of a visible ethnic minority group is altogether more useful. This would provide information to help tackle discrimination and promote equal opportunities while also moving away from the unhelpful practice of treating 'race' as determined by skin colour as objective fact.”*

4.81 Nine respondents, including 4 Local Authorities and 2 Individuals, favoured the first part of question 3 *“How would you describe your colour?”*, with one respondent noting that it is compatible with *“language in the Race Relations Act (which uses colour)”* (Justice Interests). One respondent favouring this question proposed using testing to check for offensiveness while another suggested using a pilot study with the open wording given to *“develop a list from the most common answers”* (Individual).

**4.82 In total, 30 respondents favoured the use of the term ‘visibility’ while 11 favoured the term ‘colour’.** None of the Minority Group Interest organisations favoured the use of the term “colour”.

4.83 Six respondents were in favour of using both parts of question 3. This did not include any of the Local Authority respondents.

**4.84 Six respondents, 3 of them Local Authorities, 2 Individuals and a Voluntary Organisation, supported the use of the discrimination question in GROS New and Modified Scottish Census Questions consultation (Question 5.3: Do you experience discrimination on any of the following grounds),** although two of these respondents suggested a change to the categories *“replace the categories colour and ethnicity with the broader ethnicity and race”* (Individual).

**4.85 A further 5 respondents also supported the use of a question on discrimination.** One Public Body noted,

*“We are not persuaded that this question would be acceptable to respondents. We find it hard to imagine how 'visible' could be defined. We suggest that a question about experience of discrimination might be a more useful approach, with the opportunity to indicate the grounds on which the perceived*

*discrimination occurred (such as appearance, skin colour, accent etc)."*

**4.86 Three respondents, 2 organisations and 1 individual, suggested the use of tick boxes**

*"It is our assumption that the basis for such a question is to address discrimination by colour. There may be difficulties in classifying some groups by colour, for example, South East Asian and Chinese groups. If there is to be a question of 'colour' perhaps a checkbox using specific colour identifiers could be used."* (Health Organisation)

**4.87 Two respondents suggested that minority groups should be consulted as to their preferred terminology.** One Local Authority noted that,

*"In asking the question 'black or white', is this the political 'Black' to be inclusive of all visible minority ethnic people or skin colour? If skin colour, we agree that finding the right terminology is difficult and should be discussed with Black and minority ethnic people directly."*

**4.88 However, the majority of responses from the 5 Minority Group Interest organisations favoured the use of the suggested second part of question 3.** One of these suggested asking *"What colour best describes your complexion?" with inclusion of a complete list of colour options.* Another asked *"What is the use of colour in defining a minority ethnic group? If it is important then define them by their continent or geographical origin."*

4.89 Fourteen respondents did not comment on this question and two organisations were undecided.

## **Language**

4.90 Data provided by the Census is used to enable service providers to gauge the need for translation and a variety of other services in their areas. However the 2001 Census questions on ethnicity did not specifically mention languages, with the exception of the question on Gaelic. Since is it not possible to ascertain from the current ethnicity questions whether or not an individual speaks or understands English, the consultation asked for views on whether a language question should be included.

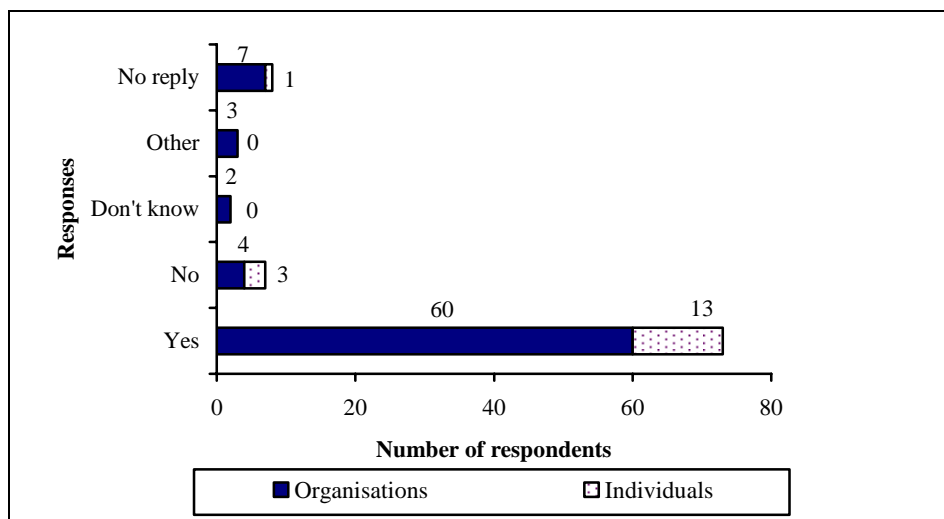
4.91 With this in mind, question 8 asked *"Do you think that the Census language question should be extended to include community languages?"*

4.92 As shown in chart 4.3, **a large majority (73 out of 93) of respondents agreed on the need for some form of question on language.** One Policy Organisation noted that,

*“It is impossible currently in Scotland to find out which community languages are most commonly used. This makes it extremely difficult for service providers who want to provide accessible information about services to know which languages they should translate into. This is an issue at both national and at local level, with variation between needs in different parts of Scotland. Local authorities often have a poor understanding of language needs in their communities, and this can effect the provision of interpretation and translation services. A better understanding of need would help to develop more efficient policy solutions.”*

4.93 Only 7 respondents were opposed to this idea (3 Individuals, 1 Local Authority, 1 Minority Group Interest, 1 Umbrella Group and 1 Voluntary Organisation).

**Chart 4.3 Responses to Question 8 – Do you think that the Census language question should be extended to include community languages.**



4.94 **Thirty respondents, including 13 Local Authorities, 5 Health Organisations and 3 Public Bodies, remarked on the helpfulness of this data to the provision of translation, health, literacy and other services, for example**

*“the inclusion of this question would both enlarge understanding of respondents’ ethnicity and directly enable service providers to plan translating and interpreting services more effectively.”*

(Umbrella Group)

4.95 **Eight organisations suggested breaking the question down to determine the extent to which English is used:** whether it is understood, spoken, read or written. “ .... *This should also include ability in reading, writing, listening and speaking. This will assist in the delivery of services by revealing any literacy difficulties.*” (Local Authority)

4.96 **Eleven respondents suggested asking for the first or main language spoken at home** and also that spoken outside the home. In the words of one Health Organisation

*“Interpretation and translation requirements can only be ascertained if language selected is the main language. Many people speak/read/understand languages but we need to know what first language is and how much is understood or can be communicated in English.”*

4.97 **Eight respondents, including 3 Local Authorities and 2 Voluntary Organisations requested that BSL (British sign language) and other forms of communication be included.** One Health Organisation commented *“this is an important piece of information for public bodies in terms of projecting the*

*requirements for Translating, Interpreting & Communication. Therefore, it should also include BSL, lip speaking etc.”*

4.98 **Seven respondents (4 organisations and 3 individuals) disagreed with the proposal** to extend the language question to include community languages. Two suggested that this would only be useful if *“the question were more direct in terms of gathering information on fluency in English.”* (Voluntary Organisation), although even then *“Even a question on fluency in English may be of limited value, given the length of time it takes from the point of data collection to its publication.”* (Umbrella Group)

4.99 One Umbrella Group and 1 Local Authority asked that an explanation be included of what is meant by the term *“community languages”*.

4.100 Eight respondents did not express an opinion.

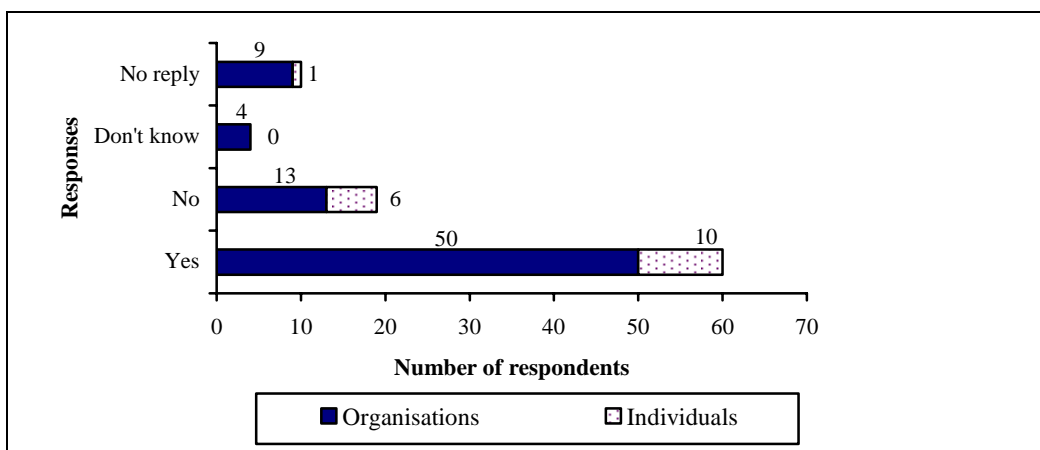
#### **Identification with a community or culture**

4.101 The consultation asked whether a question, in the form of a yes or no tick box followed by an open response, should be added to capture data from those groups who cannot easily identify themselves using the other questions. Example given in the consultation document included Arab, Gypsy, Jewish, Kurdish, Romany, Traveller etc. Such a question would allow for individuals to identify with other ethnic backgrounds not covered by other questions.

4.102 Question 9 asked, *“Should a question be included on identification with a community or culture not covered by the other questions? Should this be an open question?”*

4.103 As shown in chart 4.4, **a majority of respondents (60 out of 93, including 4 of the Minority Group Interests and 21 Local Authorities) thought that a question on identification with a community or culture should be included in some form.** Nineteen respondents, including 1 Minority Group Interest and 6 Local Authorities, were opposed to the idea, 4 were undecided and 10 respondents did not comment.

**Chart 4.4 Responses to Question 9 – “Should a question be included on identification with a community or culture not covered by the other questions? Should this be an open question?”**



4.104 Of the 60 respondents agreeing that a further question should be added, 46 provided additional comments. Nineteen of those, including 4 individuals and 6 Local Authorities, thought that **some form of open question to allow for self expression should be included**, either on its own, after a yes/no option, or after coded tick boxes. One Individual noted “*Yes this should be an open question as exemplified otherwise there is the risk that a key group could be omitted.*”

4.105 One Voluntary Organisation and 1 Local Authority felt that this open question should be included to give more robust data than is currently available.

4.106 Fourteen respondents made reference to the fact that **this question would allow groups who had not been identified previously, or who may otherwise feel marginalised, to express their identity**. One of these respondents – in a Local Authority – noted that “*It is essential to include such a question if comprehensive social inclusion is to be achieved.*”

4.107 Nine respondents, including 5 Local Authorities, mentioned self-determination in support of this question. One comment was “*Yes - again this is crucial to the Human Rights issue of self-determination.*” (Academic/University)

4.108 The option of tick boxes followed by an ‘other’ option was favoured by 4 respondents (3 Local Authorities and 1 Individual).

4.109 Six respondents gave examples of other groups or communities for whom this question might be relevant; including those wishing to express tribal identity or heritage or people for whom Judaism or Sikhism is an ethnic, rather than religious, identity.

4.110 As the following quotation from an Umbrella Group notes, a question such as question 4 would allow for better means of identification with a community or culture.

*“We believe that Q4 on p22 of the Scottish Executive Consultation Document would provide extremely valuable information that would enable the census to gather a much fuller picture than it otherwise could. For example, it is evident from the 2001 census that more people regard themselves as being of any particular religion than attend a place of worship. This is particularly true of the Jewish religion since many people consider themselves ethnically Jewish despite the fact that they do not affiliate to a synagogue. This view of Judaism is supported by the fact that Jewish people benefit from the protection of the Race Relations Act. There is also empirical evidence for the importance of this from the last Canadian census, in which respondents were able to identify themselves as ‘Jewish’ in response to both the religion and the ethnicity questions. The data showed that the number identifying in either of these ways was 27.6% more than those identifying themselves Jewish by religion alone. As these individuals continue to call on communal welfare and social facilities, full and accurate statistics are required to enable effective planning of service provision and these will not be available unless all respondents are given the option of identifying themselves as Jewish by either religion or ethnicity.”* (Umbrella Group)

4.111 **Nineteen respondents disagreed with the proposal**, with 1 Individual and 1 Voluntary Organisation preferring the example in Question 3.3 of GROS’s New and Modified Scottish Census Questions consultation. Six respondents, including 3 Local Authorities, felt that the data could be captured from other questions in the Census, either as in the examples provided in the consultation document or with some modification. One Individual noted that,

*“This question addresses an issue specific to gypsies/traveller communities. It might be more cost effective to place it as a separate category under the question on ethnic origin rather than as a question on its own.”*

4.112 Two organisations and 1 individual felt the question was not needed and a further 2 organisations and 1 individual felt that the 2001 Census questions could be amended to capture this information.

In summary, **comments made suggest a need to balance the information required against the number of questions asked in order to obtain this information.** While a majority of respondents agreed that several different questions be used to capture information on ethnic identity, there were concerns that information gathered needs to be comparable to other data sources.

Respondents identified various areas for inclusion in the list of world areas. On the question of mixed descent, slightly more respondents favoured the tick boxes option than those favouring an open question.

In terms of reference to visibility from a minority ethnic group, the term 'visibility' was preferred to 'colour' and more respondents favoured a question on discrimination than one based on colour.

A large majority of respondents were in favour of a language question, with the usefulness in provision of services being the main supporting factor. A smaller number supported the community or culture question, although this was still the majority of respondents.

## CHAPTER 5: COMPARISONS

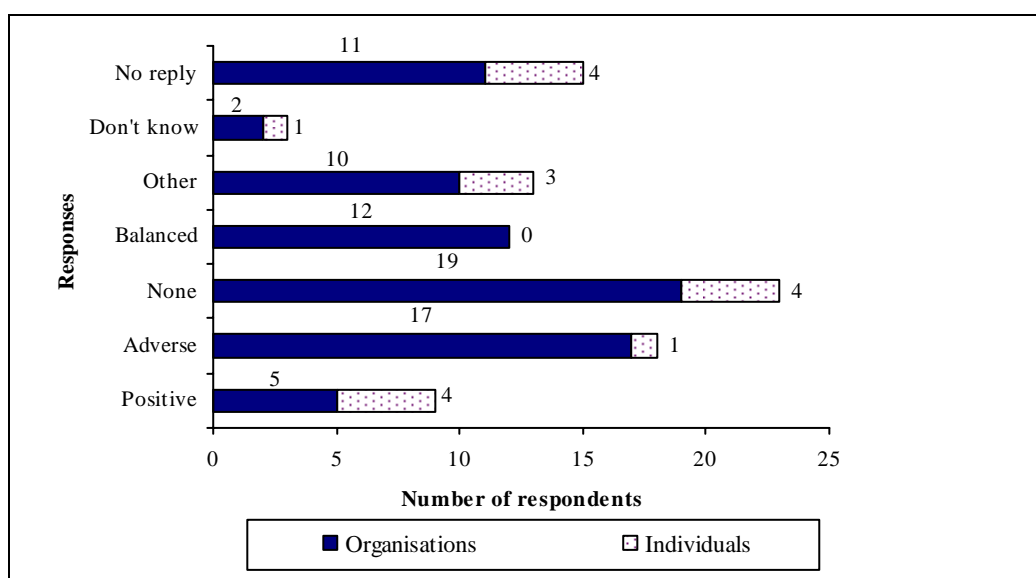
### Comparability with previous Census data

5.1 Changes to questions in the 2011 Census will, inevitably, lead to some difficulty in comparisons with previous Census data. For example, moving to a system that separates out different facets of ethnicity would have an impact on possible comparisons with data collected by the 1991 and 2001 Census. GROS would need to make a number of assumptions about the previous year's data in order to carry out an approximate match with the 2011 data. Additionally, they would also need to test for the comparability of data following the 2006 Census Test to fully assess the level of achievable comparability.

5.2 The consultation invited respondents to assess the impact that a lack of comparability would have on their organisation or work. Question 10 asked, "What implications would there be for you/your organisation if direct comparability with previous Census data is not possible?"

5.3 Responses to this question were varied, although the single response made by greatest numbers of respondents (23) was that this would have no effect on them or their organisation; with 18 respondents (17 of whom were organisations) anticipating an adverse impact and only 9 anticipating a positive impact (4 of these were individuals).

**Chart 5.1 Responses to Question 10 – "What implications would there be for you/ your organisation if direct comparability with previous Census data is not possible?"**



### ***No impact***

5.4 Of the 23 respondents (11 Local Authorities, 8 other organisations and 4 individuals) who thought that there would be little or no impact on themselves or their organisation, their comments were brief and terms used included “*minimal*” or “*negligible*”, although 2 respondents (1 Local Authority and 1 Charitable Organisation) mentioned proxy comparisons. For example, “*Continuing information from the different questions to do proxy comparisons should more than compensate for any such gaps.*” (Local Authority)

### ***Other***

5.5 Of the 13 respondents who did not give an assessment on the impact of lack of comparability, but instead gave more general comments, 1 Local Authority and 1 Individual also mentioned the role proxy comparisons could play. Another 2 respondents highlighted the need for comparability, with one Health Organisation commenting; “*Comparability is very important and at least one of the questions should reproduce or be very similar to the 2001 census.*” A further 2 respondents mentioned that advice would be needed on how to use the data for comparison purposes; “*Scottish Executive and CRE should take the lead in ensuring data collated from larger organisations and national organisations in line with new categories is shared as widely as possible to ensure consistency in comparison of data.*” (Justice Interest)

### ***Balanced***

5.6 Twelve respondents, including 3 Health Organisations and 5 Local Authorities, commented that the need to move forward, to collect more relevant information, outweighed any inconvenience caused by lack of comparability. “*Having more useful information probably outweighs the inconvenience of not being able to fully make comparisons with previous years.*” (Local Authority) The possibility of more specific ethnic data was seen as a positive step, with one Health Organisation welcoming the increased relevance of the data to service provision including translation and religious support.

5.7 One Local Authority who, while commenting on the major impact the changes would have, also agreed that “*the categories should change, as Scotland is an ever-changing country and we need to have a more accurate picture of the background and cultures of our citizens.*” This respondent, while agreeing that categories should change, also noted that this would have time and cost implications for their business

*“As you will be aware due to the Race Relations (Amendment) Act 2000, public authorities are required to monitor ethnicity of staff and of service users. For some time now the Commission for Racial Equality have advised public authorities to use the ethnic*

*categories as set out in the 2001 Census. If the categories were to be changed, all monitoring forms for service use and staff would have to be changed, as well as a 'census' of our staff to find out the ethnicity of our workforce in terms of the new categories. This would have both time and cost implications for our authority and indeed all public authorities.”*

### ***Adverse implications***

5.8 This need to monitor progress towards diversity or to meet obligations set out by the Race Relations Advisory Committee was also mentioned by 8 out of the 18 respondents who anticipated difficulties for them or their organisation. These included 4 Public Bodies and 8 Local Authorities. One Public Body noted

*“This is a significant problem for the service. We believe that we are in the forefront of progress in diversity within public life but our challenge is to demonstrate that to our community. Much of that lies in year on year developments that require the underlying ethnicity statistics to show progress. A dramatic rehash of those metrics could present a significant challenge for the service to convince the public our commitment and progress was undiminished and that this was a matter of counting not an upswing in racism or other bigotry. Changes to such statistics have in the past had a real impact on the perception and anxiety of our communities.”*

5.9 Lack of comparability was an issue raised by 7 respondents. One individual commented on the cost of a lack of comparability amongst the “*vast mountains of info/ data collected*”. A Local Authority reported that “*Lack of comparability would be unacceptable*”, while another envisaged difficulties in terms of comparability with the ethnic make-up of their local community. A Health Organisation felt that the usefulness of the data would be limited if comparisons were not possible. One Local Authority also commented on the need for comparability across the UK

*“It is essential to ensure comparability with previous Census data in order to preserve the ability to analyse trend data. It is also essential to ensure comparability with data from the England and Wales Census and with data from local systems such as ScotXed (pupil and staff census data) and personnel systems. Communication and consultation is of vital importance when moving to implement changes such as this.”*

### *Positive implications*

5.10 Nine respondents (5 individuals and 4 organisations) anticipated a positive outcome from the proposed changes. Only 2 Local Authorities, 2 Minority Group Interests and 1 Voluntary Organisation anticipated a positive outcome. As one Minority Group Interest noted

*“Currently the lack of accurate information prevents us convincing policy makers about the issues that affect our people. Policy makers have played the numbers game. Therefore, accurate information will allow us to make an informed request and it will allow government and policy (makers to write) their policy based on the accurate and relevant information.”*

5.11 And one Local Authority expressed the view that *“it is more important to look forward than back”*.

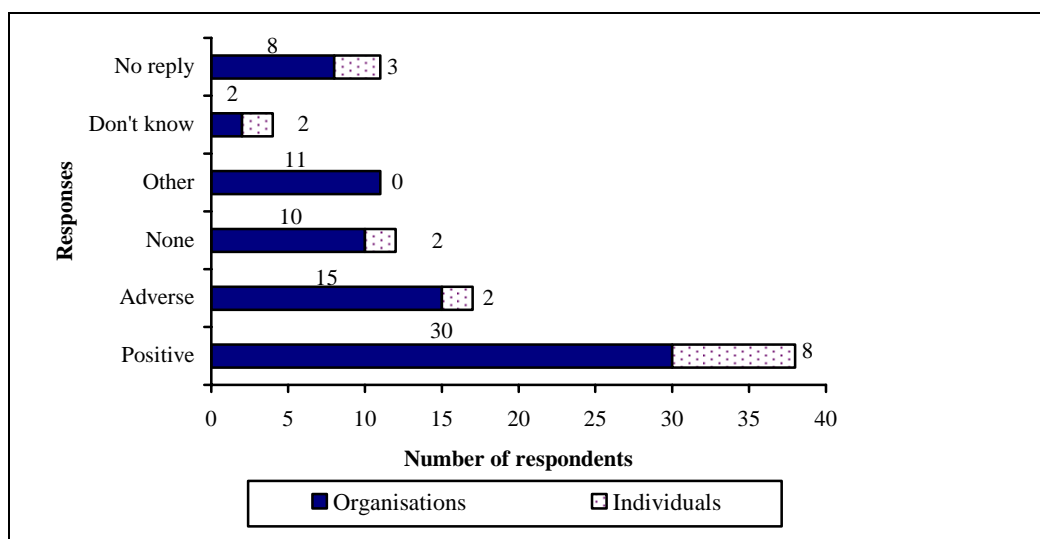
### **Implications of change to Census questions**

5.12 Some organisations make use of Census data in their planning processes, especially those providing services to the general public. Other organisations collect their own data, either using their own categories or those in line with the Census questions. Understandably, any change to questions in the Census will have an impact on those organisations who wish for their data monitoring/collection systems to be in line with the Census. To attempt to assess the impact on resources which may follow on from changes to the Census, the consultation invited respondents to comment on how the extra questions would affect their own organisations.

5.13 *Question 11 asked “What implications would there be for you/your organisation if the Census was changed to include a range of questions to capture ethnic identity?”*

5.14 Of the 82 respondents commenting at this question, **almost half (38 respondents) thought the increased range would bring positive results** and only 17 felt that there would be adverse results (this included 9 Local Authorities and both the Trade Union respondents).

**Chart 5.2 Responses to Question 11 – “What implications would there be for you/your organisation if the Census was changed to include a range of questions to capture ethnic identity?”**



5.15 Those respondents who thought the increased range would bring positive results welcomed the improvements and anticipated more useful information. This included 12 of the Local Authorities and 5 Minority Group Interests. Their comments included that this would be “important”, “extremely useful”, “more robust”, “more meaningful” and “more accurate”. One Health Organisation remarked that “It will be extremely useful to plan the public services and in particular health services”.

5.16 Twenty one respondents thought the changes would yield more useful information, with seventeen of them specifically mentioning the importance for service providers, including 3 Health Organisations and 3 Minority Group Interests. For example, one Health Organisation noted that

*“A range of questions would produce better quality population data so that we would be aware of many factors, general implications (including genetics), high risk populations, requirements for interpretation and translation, religious requirements (particularly for hospitalised patients) and how to target appropriate health information and health improvement initiatives.”*

5.17 A further 8 respondents saw the changes as being important for inclusion, again this included 3 Minority Group Interests. For example, “As part of the community planning partnership, the Council believes that good information will facilitate social inclusion.” (Local Authority)

5.18 Four respondents, 2 of them Health Organisations, anticipated more detailed, meaningful or robust information, including one who commented *“Greater detail relating to ethnic identity would be welcome, providing a better picture of the complexity of our population”*.

5.19 Five respondents (1 Health Organisation, 3 Local Authorities and 1 Public Body) again mentioned that the benefits would outweigh any inconvenience; *“The issue of resourcing changes to paper and electronic systems will be a concern but this would be balanced by the provision of appropriate, effective and targeted services”* (Health Organisation).

5.20 Twelve respondents, half of them from Local Authorities, could see the changes having little or no effect on themselves or their organisations. These answers were generally short, one or two word responses.

5.21 **Of the 17 respondents who anticipated an adverse effect**, 3 again reiterated problems in monitoring progress towards diversity. Three of these were Public Bodies, 2 were Trade Unions, 1 was a Voluntary Organisation, 2 were Individuals and 9 were Local Authority respondents. One Local Authority noted that

*“A full employee information check will have to take place which is a lengthy, time consuming process. Every Council employee's information will need to be updated to match any new categories. This will be difficult for smaller organisations, and a massive task for larger ones. There will be similar issues with service monitoring, and comparisons will be more difficult to make with past service user information.”*

5.22 Eight respondents, including 6 Local Authorities, 1 Public Body and 1 Individual, specifically cited the issue of **cost, in terms of time and/or money, of modifying their systems to deal with the changes**, *“We would require to change computerised systems to cope with new categories which may prove costly, and time-consuming”* (Local Authority). Another Local Authority commented on the scale of changes that may prove necessary

*“A full employee information check will have to take place which is a lengthy, time consuming process. Every Council employee's information will need to be updated to match any new categories. This will be difficult for smaller organisations, and a massive task for larger ones. There will be similar issues with service monitoring, and comparisons will be more difficult to make with past service user information.”*

5.23 The issue of costs arising from system changes was also commented on by 4 Local Authorities, 1 Health Organisation, 1 Trade Union and 1 Public Body who, having taken this into account, nevertheless anticipated a positive

impact. A further 2 Local Authorities gave more general comments to this question. A Trade Union commented that they appreciate

*“that there are going to be varying implications for a number of organisations if the Census changes its question on ethnic identity. For some organisations this is going have resource implications in order to replicate the questions posed in the Census. However, the range of questions in the Census is going to mean improved information on ethnic identity so that policies and services can be developed in a more appropriate and effective way.”*

**5.24 The lack of comparability was seen as a potential problem by 5 respondents**, 2 of which were Public Bodies, 2 were Local Authorities and 1 an Academic/ University. Comments noted for example that customers requiring comparative data over time might be unhappy with the envisaged lack of comparability. As one Public Body noted

*“The key implications for this body are the potential loss of comparability with previous ethnicity data and the risk that UK outputs could not be produced. Many of our key customers require a benchmark to monitor change over time, and categories that provide UK outputs. Further implications are the additional space required on the Census questionnaire and associated data collection and processing costs.”*

**5.25** While a Local Authority commented

*“A substantially different ethnic classification to the one used in England and Wales will give rise to difficulties in comparing results for Scotland and for England and for migration flows between Scotland and England (Special Migration Statistics)”*

**5.26** Of the eleven respondents making more general comments, 2 felt that streamlining across government departments and public bodies would be useful, with one Local Authority asking *“were radical changes proposed, it would be helpful to have as much notice as possible in the lead in to census data release to allow changes to be made to Council service monitoring systems.”* Another thought that any impact on resources would be balanced by the changes *“if the change led to improved practice and improved provision of services”* (Local Authority).

**5.27** Eleven respondents did not comment and 4 (comprising 2 Health Organisations and 2 Individuals) stated that they were not sure.

In summary, views on the implications for respondents (either personally or corporately) were varied, with slightly higher numbers of respondents noting that this would have no effect on them.

Regardless of the impact of this, some respondents were concerned about incomparability over time, although others felt that collecting more relevant information in line with changes to the cultures of Scottish people would outweigh any disadvantages of comparability.

Higher proportions of respondents supported the suggestion for the Census to be changed to include a range of questions to capture ethnic identity. Where there were concerns these related to the cost implications of changes to current monitoring services and a lack of comparability.

### **Additional comments**

5.28 At the end of the consultation, all respondents were invited to make any further suggestions not covered by the questions raised in the consultation.

5.29 Forty two respondents (6 individuals and 36 organisations) made further comments on the consultation. They used the opportunity to offer their own question examples, provide clarification or elaboration of previous answers, or to give other, more general, comments.

5.30 Five organisations chose not to answer any specific questions posed in the consultation, but to record their comments at the “additional comments” space.

5.31 Two of these respondents saw a need for several different questions to capture all aspects of ethnicity and expressed their agreement with the proposals outlined in the consultation document. One Public Body commented that they would be *“supportive of the inclusion of additional questions relating to ethnic origin in the next census, and given our high level use of this type of information, we will accept the questions resulting from this consultation process”*.

5.32 Two of these organisations, as well as one other who had answered the survey questions, made points in regard to specific ethnic groups and the benefits to them of being specified in the Census, with one pointing out that the Gypsy/ Traveller community can be mistrustful of the uses of data and asking that resources be invested to overcome any fears they might have.

5.33 The remaining organisation giving only a general comment submitted a comprehensive response which commented on general principles including:

- The role of the Census in service planning and provision and therefore the importance of accurate data;
- The desirability of separating questions on colour or visibility from that of ancestry or race;
- The limited space available in the Census and the need to “*strike a balance between self-identity and needs identification in terms of space on the form*”.

5.34 Of the individuals providing additional comments, one called for “*more action, less bureaucratic counting*” while another asked for it to be made clear “*in all statements: ethnicity does not equate to race*”.

5.35 Two individuals thought it important that the reasons behind the collection of any additional data were fully explored; looking at how it would be used could help to formulate the questions; “*I think before changing the questions it would be helpful to establish how the information on Ethnic Minorities will be used. This would help shape the questions to get the best possible information*”.

5.36 One individual, who only commented at this section, thought that the Census was in danger of becoming overly long and complicated and suggested limiting the Census categories to just those groups who represent over a certain proportion of the Scottish population. The remaining individual included the GROS 2006 Census Test<sup>7</sup> questions for reference.

5.37 Two of the organisations responding used the space to report on results from their own surveys.

5.38 Two respondents highlighted the need to give clear reasons for collection of information as some minority groups distrust data collection; “*It needs to be made very clear how the information will be used if greater completion rates are required*” (Local Authority). They also noted that this information needs to be accurate for planning and provision of services. Two other respondents also mentioned the need for accurate data for service provision.

5.39 Another Local Authority welcomed “*the opportunity to review the ethnic classifications system as it causes confusion and is not sensitively gathered. Extensive piloting, including representation from minority and ethnic groups, is essential*”, while another commented that “*Ethnic classifications should be consistent, colour free and unite rather than divide Scotland*”.

5.40 Three respondents suggested additional categories or questions they would like included, including a question on immigration status, a question on

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<sup>7</sup> This refers to the General Register Office for Scotland’s consultation on New and Modified Scottish Census Questions 2005

key cultural practices and sub-division of Christian into Roman Catholic and Church of Scotland.

5.41 Five respondents, including 2 Public Bodies, raised the desirability or importance of comparability. This issue of comparability across the UK was raised by one Umbrella Group

*“Most minority communities live throughout the UK so if information is collected for only one part of the country it will not be possible to gain an accurate picture of those populations, and it will also prevent direct comparisons between census figures from different parts of the UK.”*

5.42 Two Local Authority respondents reiterated the need to cater for the growing Eastern European population.

5.43 Two respondents mentioned the cost of including extra questions; *“This will add cost and time to the analysis but will yield more useful information now and for future comparison”* (Voluntary Organisation), while a Local Authority suggested extensive piloting.

5.44 One Umbrella Group would like to see UK-wide changes to the way data on ethnicity is collected while another would like to see better use made of existing data.

5.45 The possibility of small sample sizes breaching confidentiality at local levels was raised by one Local Authority while another suggested different data sets, of either complex or more general information, depending on need.

5.46 One organisation included examples of their suggested question formats, one respondent included background information on their organisation and three respondents voiced their appreciation of the consultation; *“Identity is a complex issue and this consultation brings us closer to finding a practicable and suitable outcome, for the present.”* (Minority Group Interest)

## **APPENDICES**

## Appendix A - List of responding organisations

Organisation	Org Type
Aberdeen City Council	Local Authority
Aberdeenshire Council	Local Authority
Aberdeenshire Council Education & Recreation Dept	Local Authority
ACPOS	Justice Interests
African Women's Group Aberdeen	Minority Group Interests
Angus Council	Local Authority
Angus Council (Educational Services)	Local Authority
Argyll and Bute Council	Local Authority
Black Community Development Project	Minority Group Interests
British Sikh Federation	Minority Group Interests
Central Scotland Racial Equality Council	Voluntary Organisation
Centre for Community Arts Research & Practice	Academic/ Universities
City of Edinburgh Council	Local Authority
City of Edinburgh Council (Housing Department)	Local Authority
Clackmannanshire Council	Local Authority
Dumfries & Galloway College	Academic/ Universities
Dumfries & Galloway Council	Local Authority
Dundee City Council	Local Authority
East Ayrshire Council	Local Authority
East Dunbartonshire Council	Local Authority
East Renfrewshire Council	Local Authority
East Renfrewshire Council, Education Department	Local Authority
Enable	Charitable Organisations
Falkirk Council	Local Authority
Fife Arabic Society	Minority Group Interests
Fife Council	Local Authority
Fife NHS Board	Health Organisations
Forth Valley College	Academic/ Universities
Forth Valley NHS Board	Health Organisations
General Register Office for Scotland	Public Bodies
Glasgow Anti Racist Alliance	Umbrella Group
Glasgow Black Voluntary Sector Network	Voluntary Organisation
Glasgow City Council (Policy and Resource Equalities) Sub-Committee	Local Authority
Grampian Racial Equality Council	Voluntary Organisation
Highlands and Islands Enterprise	Public Bodies
Information Services (ISD)	Public Bodies
Inverclyde Council	Local Authority
Lothian and Borders Police	Public Bodies
Midlothian Council Education Division	Local Authority
NCH SAN JAI Chinese Project	Voluntary Organisation
NHS Ayrshire & Arran	Health Organisations
NHS Health Scotland	Health Organisations
NHS Highland	Health Organisations
NHS Lothian	Health Organisations
NHS Lothian Primary & Community Division	Health Organisations
North Ayrshire Council	Local Authority
North Lanarkshire Council	Local Authority
Office for National Statistics	Public Bodies

Orkney Islands Council	Local Authority
Perth & Kinross Council	Local Authority
REACH Community Health Project	Minority Group Interests (Health)
Renfrewshire Council	Local Authority
Saheliya	Minority Group Interests (Health)
Save the Children UK	Charitable Organisations
Scottish Consumer Council	Policy Organisation
Scottish Council of Jewish Communities	Umbrella Group
Scottish Criminal Record Office	Public Bodies
Scottish Enterprise	Public Bodies
Scottish Executive Data Standards Branch (Data Standards & eCare Division)	Scottish Executive
Scottish Human Rights Centre	Justice Interests
Scottish Legal Aid Board	Justice Interests
Scottish Natural Heritage	Public Bodies
Scottish Qualifications Authority (SQA)	Public Bodies
Scottish Refugee Council	Charitable Organisations
Scottish Trades Union Congress	Trade Unions
Shetland Islands Council	Local Authority
South Ayrshire Council	Local Authority
South Lanarkshire Council	Local Authority
Stirling Council	Local Authority
Tayside NHS Board	Health Organisations
The Educational Institute of Scotland (EIS)	Trade Unions
The Highland Council	Local Authority
The Salvation Army	Religious Organisation
Welsh Language Board	Public Bodies
West Dunbartonshire Council	Local Authority
West Lothian Council	Local Authority

## **Appendix B – Summary of CRE letter received by Scottish Executive**

The response states that “*The CRE strongly supports the inclusion of ethnicity and identity in the 2011 census*”. Reasons given for this support include:

- The duty to promote racial equality and the need for accurate information to facilitate this;
- The need for accurate data in order to track progress on meeting Public Service Agreement performance targets within government departments;
- The need for accurate data as a resource for the new Commission for Equality and Human Rights.

In addition “*The CRE strongly recommends that the following underlying principles should inform the question(s) relating to ethnicity and identity*”:

- Questions asked in the Census should be user-friendly;
- Data should be comparable across the UK;
- Categories used should be as acceptable and relevant as possible;
- Data should be “*as far as possible*” broadly comparable with the 2001 Census data.

On the subject of format, wording and additional categories “*consider the feasibility and practicability of asking the ethnicity and identity question in different ways*”:

- CRE suggests that national identity and ethnicity information is collected by way of a two-stage question and cites the proposal for this format in the Scottish Executive’s consultation;
- CRE suggests considering new categories or changing or expanding existing ones.

Additional topics:

The CRE also recommends the inclusion of questions covering Religion, Language and Health Status/Carer Information.

## Appendix C – Project plan & timetable

### Review of Census Ethnicity Classification – Project Stages

