

EQUALITY IMPACT ASSESSMENT

**Ethnicity, National Identity, Language and Religion
Question Development**

2011 Census in England and Wales

Table of Contents

PART 1	4
Introduction	4
Summary of recommendations	5
Objectives	8
What is an equality impact assessment?	9
PART 2	11
Equality Impact Assessment: Key Stages	11
Stage 1: Aims and objectives	11
Stage 2: Data collection (surveys, statistical databases, consultation results, publications etc.)	14
Stage 3: Assess the likely impact of the options being considered on communities and groups	15
Ethnic Group	16
Deciding on ethnic group tick-box categories	17
Colour and geographical labels	18
White	19
Mixed	19
Asian or Asian British	19
Black or Black British	21
African sub-group	23
Other ethnic groups	24
Any other ethnic group	26
Comparability of ethnic group categories	26
National Identity	27
Language	29
Religion	30
Stage 4: Mitigating adverse impact	33
Stage 5: Formal consultation for the question development programme	36
Stage 6: Analysing impact and finalising policy	40
Stage 7: Monitoring and review of policy outcomes	42
Stage 8: Governance	43

Monitoring outcomes	45
PART 3	48
Appendix 1: Background information and commentary	48
Question development for ethnicity, national identity, language and religion	48
Constraints on 2011 Census questionnaire content	49
2011 Census development timetable: key dates	51
Acting on the results of consultation	52
Ethnic group: key issues for question development	53
National Identity: key issues for question development	59
Language: key issues for question development	61
Religion: key issues for question development	62
Appendix 2: Legal Context	64
Legal Context for the Census	64
Appendix 3: Definitions of terms used in the assessment	65
Adverse or negative impact	65
Census	65
Cognitive testing	66
Direct discrimination	66
Diversity	66
Equality of opportunity	66
Ethnicity	66
Indirect discrimination	66
Positive impact	67
Qualitative evidence	67
Quantitative evidence	67
Appendix 4: Supporting documentation	68
2005 Consultation	68
Results of 2005 Consultation	68
2006-07 Consultation	69
Results of 2006-07 consultation	69
2007 Consultation: Open Meetings	69
2008 Consultation: Workshops with Census Advisory Group members	70
Question testing research	70
Test Areas for the 2007 Census Test in England and Wales	70

PART 1

Introduction

This equality impact assessment is about the ethnicity, national identity, language and religion questions that are being developed for inclusion in the 2011 Census for England and Wales.

This is Version 1 of the assessment, and refers to the development that has taken place up to July 2008.

The completed assessment makes up the main part of this document.

Appendix 1 gives background information and commentary;

Appendix 2 gives the legal context;

Appendix 3 gives definitions;

Appendix 4 gives links to supporting documents.

The assessment takes into account the constraints that ONS must consider when developing the questionnaire for the 2011 Census. These constraints apply when deciding how many pages to include in the questionnaire, which questions to ask and how many tick-box response options to include for each question.

It is impossible to include a tick box on the Census form for every ethnic group, religion, national identity, spoken and written language and other communication medium that could be identified. Space for questions is, therefore, a major constraining factor and ONS must balance many demands for more Census outputs against increasing the burden on respondents. A substantial amount of research and consultation is undertaken to get this balance right. For example, to determine the acceptable range of questions and terminology, the 2007 Census Test gave more space to ethnic group and national identity questions than was given in the 2001 Census.

Further details about constraints are included in Appendix 1.

Parliament will make the final decisions on the content and questions to be asked in the 2011 Census. The Census questionnaires will be approved by Parliament in Spring 2010.

Summary of recommendations

The assessment makes a number of recommendations that will assist ONS to comply with its statutory duties to promote race, disability and gender equality. The recommendations also reflect the outcomes of extensive research that has been informed by the views of individuals and communities who have participated in a wide range of consultation and focus group exercises.

The recommendations are summarised below:

1. that ONS works with organisations such as the Equality and Human Rights Commission to do the following:
 - determine which minority groups face discrimination and disadvantage to such a degree that full Census outputs should be produced; and
 - advise public bodies in particular areas where to expand their monitoring categories on ethnicity, language, national identity, religion and belief, to enable them to take account of the needs of vulnerable and disadvantaged communities in their localities.
2. that guidance is provided with the ethnicity, national identity, language and religion questions to help people understand why they are asked, and how the results are used.
3. that ONS agrees a policy on how to prioritise which ethnic groups will be covered by tick-boxes and which will be covered by 'Other' written-in answers.

4. that ONS liaises with representatives of ethnic groups that are not covered by tick-boxes to inform them of the policy and encourage them to make full use of the write-in boxes to ensure their community is accurately measured.
5. that ONS agrees a policy on how the written in answers will be output, including in what circumstances full outputs from Census data will be produced based on the written answers. The policy should include information on the range of outputs that will be cross-tabulated, for example analysing ethnicity by language, country of birth, religion and national identity. The policy on written in answers will also need to taken into account the final UK agreement on statistical disclosure methodology which ensures that no statistics are produced that allow the identification of an individual (or information about an individual) with a high degree of confidence.
6. that ONS investigates whether the term 'Mixed' has an adverse impact and, if so, what terms would be more appropriate;
7. that ONS carries out more research and consultation into the optimum placement of the Chinese ethnic group category; and
8. that the impact of moving the Chinese ethnic group category, if made, is kept under review when the 2011 Census outputs are available.
9. that ONS investigate the acceptability of the colour term 'Black or Black British' and any potential alternatives such as a geographical reference.
10. that ONS investigates how best to measure the diversity of African ethnic groups.
11. that ONS should work with the Equality and Human Rights Commission, and with other organisations carrying out equality monitoring, to advise on

how to use the range of Census questions as the basis for equality monitoring beyond the 2011 Census.

12. that ONS investigates the appropriate wording of the category 'Gypsy/Romany/Irish Traveller'.
13. that further consultation is undertaken with Gypsies and Irish Travellers to make sure the terms used in the 2011 Census will be acceptable to the majority so that the maximum possible returns are made by these very vulnerable and marginalised communities.
14. that ONS continues its work on agreeing common questions wherever possible so that comparison can take place on Census outputs across all four countries of the UK: Any differences between the Censuses in the four countries to be explained and justified by the Registrars General.
15. that ONS carries out more research and consultation into the measurement of 'Cornish' national identity.
16. that the reasons for asking a national identity question are made clear and unambiguous. ONS should also consider if an alternative question will produce the desired results, such as country of birth or country of citizenship, in conjunction with ethnic group data.
17. that ONS continues research and consultation into the precise requirements for language information and what questions people can reasonably answer.
18. that ONS investigates whether the religion question can be rephrased to collect information on religion or other (including non-religious) belief systems.

19. that Census guidance notes explain the difference between a religion and a belief, with examples such as those given in the equality impact assessment.
20. that ONS works with multi-faith and belief groups when agreeing a policy on how the written in answers will be output from the question on religion or belief.
21. that ONS works pro-actively with multi-faith and belief groups to determine effective ways of enabling people to understand the value of providing accurate information on their religion and belief systems.
22. that ONS considers ways of encouraging organisations to understand the value of gathering and using information on national identity and religion as a means of enriching ethnic group data.
23. that ONS will keep the potential for adverse impact under review at all stages of the Census design process; and all reasonable attempts will be made to mitigate the impact.

Objectives

The purpose of this equality impact assessment is to highlight the potential impact on race, religion and belief, gender, and disability¹ equality of the Census questions related to ethnicity, national identity, language and religion. This will enable ONS, before the questions are finalised for the 2011 Census, to eliminate any adverse impact, or reduce adverse impact to the greatest possible extent within its available resources.

¹ The equality impact assessment has focussed on those equality dimensions for which there are relevant legal instruments at present as well as religion and belief given its particular relevance to this function. However if ONS subsequently identifies impacts on age and sexuality through its ongoing review process it is committed to working to eliminate or reduce adverse such impacts to the greatest possible extent within its available resources.

For some communities, the impact on equality is positive or neutral. For others, including groups within ethnic communities, there is potential for adverse impact.

The communities likely to be affected by the ethnicity, national identity, language and religion topic of the 2011 Census include those listed below:

- ethnic majority and minority communities, including new and emerging communities such as Eastern Europeans;
- people from different religious groups and groups with non-religious beliefs;
- people who do not speak English, including people who use British Sign Language;
- people with low English literacy levels or none;
- communities, such as Bangladeshi people, who speak one language and read in another language.

What is an equality impact assessment?

An equality impact assessment is a systematic way of finding out whether a function, such as a policy or practice, has a differential impact on particular communities, or groups within communities. Equality impact assessments can be used to determine disadvantage for any one, or all, of the following:

- minority and majority ethnic communities
- women and men, including transsexual people
- disabled people
- lesbians, gay men, bisexual and heterosexual people
- people with religious identities and those with none
- people of different age groups.

These groups are protected by equality legislation, and are sometimes called 'equality groups'.

An equality impact assessment provides evidence that 'due regard' is given to the impact of policies and practices on particular communities, or on groups within communities. Impact may be positive, adverse or neutral. Where adverse impact occurs, this must be justified. All reasonable attempts must be made to mitigate adverse impact and promote positive impact.

Applying the principle of 'due regard' is required by the Race Relations (Amendment) Act 2000, Disability Discrimination Act 2005 and the Gender Duty of the amended Sex Discrimination Act 1975. 'Due regard' comprises two linked elements: proportionality and relevance. This means that, in all their decisions and functions, ONS has a statutory duty to give due weight to the need to promote race, disability and gender equality.

Detailed information about 'due regard' is available in the statutory codes of practice on the race, disability and gender equality duties. These codes are available on the website of the Equality and Human Rights Commission, as follows:

<http://www.equalityhumanrights.com>

PART 2

Equality Impact Assessment: Key Stages

This equality impact assessment is set out in eight key stages, as follows:

1. aims and objectives of the policy, which is the development of ethnicity, national identity, language and religion questions for the 2011 Census;
2. the data resources used to inform the assessment;
3. assessment of the likely impact of the policy options;
4. mitigating any potential adverse impact of the policy;
5. review of the formal consultation for developing the questions;
6. analysing impact and finalising policy;
7. monitoring and reviewing policy outcomes
8. governance

Stage 1: Aims and objectives

1. Title of function:

2011 Census for England and Wales: development of ethnicity, national identity, language and religion questions.

2. Date started, implemented or changed

This is Version 1 of the equality impact assessment, which was commenced 19.2.07.

This is the first equality impact assessment on the ethnicity, national identity, language and religion topic. The assessment was started on 19.2.07, through an Equality Impact Assessment Screening Checklist.

The equality impact assessment will be updated during the lifetime of the topic development process.

<p>All updates will be identifiable as different versions of this first assessment, which is Version 1.</p>
<p>3. Owner(s) of function, i.e. those responsible (include any outside bodies and contractors)</p>
<p>The Office for National Statistics (ONS).</p>
<p>4. Purpose of function</p>
<p>The ONS information paper The 2011 Census: A design for England and Wales states that the Census should:</p> <p>“provide a robust benchmark for key population statistics, on a consistent and comparable basis for small areas and small population groups, including:</p> <ul style="list-style-type: none"> • population units (people, housing and key demographics – age, sex, ethnicity, etc.); • population structures (household, families); • population characteristics, with multivariate analysis.”
<p>5. Which communities and groups are likely to be affected by the function?</p>
<p>All communities, including majority and minority ethnic communities; and groups within communities.</p>
<p>6. How does the policy fit with wider objectives?</p>
<p>ONS is a government department and the principal provider of official statistics about the UK. The questions on ethnicity, national identity, language and religion will help to provide key population statistics in the 2011 Census for England and Wales.</p> <p>Information derived by public, private and voluntary sector organisations from the results of the Census 2011, including the ethnicity, national identity, language and</p>

religion questions, assists them to do the following, as appropriate to their sectors:

- identify the diversity of the communities, clients and customers they serve;
- consider how they may develop and improve the provision of goods, facilities, services and access to all sections of communities across a range of variables including ethnicity, disability, gender, sexual orientation, religion or belief and age;
- learn from and enhance good practice identified through equality monitoring;
- Use the results of equality monitoring to mitigate any adverse impact of their goods, facilities, services and access on diverse communities, and on groups within communities;
- eliminate any unlawful discrimination identified through equality monitoring;
- promote good community relations.

Communities and individuals also use Census information for a variety of reasons, including demonstrating need and monitoring the provision of goods, facilities, services and access to all sections of their communities.

The Registrars General of England and Wales, Scotland and Northern Ireland have published a statement of agreement about the conduct of the 2011 Census, including the dates on which it takes place². The Registrars will reach mutual agreement on the design of the Census. This includes, where possible, harmonisation on a range of topics, including the questions asked about ethnicity, national identity, language and religion.

The questions currently vary, with one set of questions about ethnicity, national identity, language and religion being tested in England and Wales and a different set of questions being tested in Scotland. Northern Ireland is awaiting the outcome of the testing before deciding on its own questions.

Common questions will be agreed wherever possible so that comparison can take

² <http://www.ons.gov.uk/census/2011-census/2011-census-project/reg-gen-agree.pdf>

<p>place on Census outputs across all four countries of the UK. Any differences between the Censuses in the four countries must be explained and justified by the Registrars General.</p> <p>This equality impact assessment is concerned only with the questions being developed for England and Wales.</p>
<p>7. Who implements the policy? e.g. local managers, Human Resources, contractor etc.</p>
<p>2011 Census Division.</p>
<p>Stage 2: Data collection (surveys, statistical databases, consultation results, publications etc.)</p>
<p>8. List data sources initially used, including data collected by other agencies.</p>
<p>Information about data sources is contained in Appendix 4 that accompanies this equality impact assessment, where references are made to the data sources used, together with a link to each document.</p> <p>Detailed information about the 2011 Census for England and Wales is available on the National Statistics website:</p> <p>http://www.ons.gov.uk/census/2011-census/index.html</p>
<p>9. List data sources drawn upon later and used in this assessment.</p>
<p>This information is contained in the Appendices that accompany this equality impact assessment form.</p>
<p>10. For planning purposes, list areas where more quantitative or qualitative data are needed on particular communities, or groups within communities.</p>
<p>Evidence from further research and consultation is required to address the issues described in section 11.</p>

Stage 3: Assess the likely impact of the options being considered on communities and groups

11. Outline the likely impact of the policy on each community and group affected. Describe the likely impact on each one.

All majority and minority communities are affected by the Census. The primary purpose of the Census is to provide an accurate count of the population.

Census information enables central and local government, health authorities and many other public bodies to target their resources more effectively and to plan housing, education, health and transport services for years to come.

Accurate, reliable data about ethnic groups, language and religion is an essential part of the planning process, to help ensure equality of outcomes for all diverse communities. Census information includes, for example, the numbers of women, disabled people and people of different age groups within distinct communities. National identity data will help to enrich the ethnic group data.

Census outputs, or results, rely on the willingness of all UK households to provide a range of personal information. The reliability of Census outputs depends on individuals giving responses that best reflect themselves, even when they would prefer to have a question asked in a different way.

Limited space is available on the Census form, which means that some communities and groups will have tick boxes and others must write in their answers in the 'Other' box. A key aim of ONS consultations is to ensure that the questions are acceptable to the greatest number of people from all communities and groups. Response rates will be reduced if the questions are not accepted, or people do not understand why they are asked.

Recommendation 1: To ensure that any potential for adverse impact is identified and mitigated, it is recommended that ONS works with organisations such as the

Equality and Human Rights Commission to do the following:

- determine which minority groups face discrimination and disadvantage to a such a degree that full Census outputs should be produced; and
- advise public bodies in particular areas where to expand their monitoring categories on ethnicity, language, national identity, religion and belief, to enable them to take account of the needs of vulnerable and disadvantaged communities in their localities.

Recommendation 2: It is recommended that guidance is provided with the ethnicity, national identity, language and religion questions, to help people understand why the questions are asked, and how the results are used.

Ethnic Group

This section deals with the likely impact of the 2011 Census ethnic group question on majority and minority ethnic groups.

The Race Relations (Amendment) Act 2000 requires ONS, as a government department, to have due regard to the general duty of the Act, and its specific duties, when carrying out its functions. The general duty, which is highly relevant to considering changes needed to the ethnic group question, means that ONS must have due regard to the need to

- eliminate unlawful racial discrimination;
- promote equality of opportunity; and
- promote good relations between people of different racial groups.

One of the elements taken into account by ONS is the leading role it plays in framing ethnic group categories, which are then used by over 43,000 public bodies across the UK. Public bodies often use the Census ethnicity question as a model for the collection of data for ethnic monitoring. The ethnic group categories of the Census are used by these public bodies to conduct ethnic monitoring. The monitoring results are evidence of equality performance and enable public bodies

to measure and improve equality outcomes for particular communities.

The Race Relations Act 1976 makes it unlawful to discriminate against anyone on grounds of race, colour, nationality (including citizenship), or ethnic or national origin. The Act protects all racial groups from discrimination.

The Census uses the term 'ethnic group' instead of 'racial group' since ONS research confirms that this term is more widely understood and accepted across all communities. Unlike 'ethnic group', the term 'racial group' has no legal definition.

Deciding on ethnic group tick-box categories

Due to space constraints in the Census form, it is not possible to provide tick boxes for every possible ethnic group. However, information provided in 'Other' write in boxes for all ethnic groups is invaluable for planning purposes, where public bodies need to have information to plan appropriate services for people from different ethnic minority communities. For example, since 2004 there has been a significant increase in the numbers of migrants arriving in the UK from Eastern and Central Europe. This has placed particular demands on public services.

Lack of full Census outputs can reinforce adverse impact experienced by communities in a variety of ways. For example, the consultation revealed that several groups who consider themselves to belong to a distinct ethnic group feel disadvantaged by the lack of a tick box in the Census. They feel that this renders them invisible compared to other ethnic groups and that the distinct cultural needs of their communities are therefore not being addressed by service planners.

Recommendation 3: It is recommended that ONS agrees a policy on how to prioritise which ethnic groups will be covered by tick-boxes and which will be covered by 'Other' written-in answers.

Recommendation 4: It is recommended that ONS liaises with representatives of ethnic groups that are not covered by tick-boxes to inform them of the policy and

encourage them to make full use of the write-in boxes to ensure their community is accurately measured.

Recommendation 5: It is recommended that ONS agrees a policy on how the written in answers will be output, including what range of outputs will be produced based on the written answers. The policy should include information on the range of outputs that will be cross-tabulated, for example analysing ethnicity by language, country of birth, religion and national identity. The policy will also need to take into account the final UK agreement on statistical disclosure methodology which ensures that no statistics are produced that allow the identification of an individual (or information about an individual) with a high degree of confidence.

The policy must be the subject of an equality impact assessment to enable consultation with communities that would benefit from the policy, including Kashmiri, Arab, Eastern and Central European and Cornish communities.

The policy and Census guidance should be designed to encourage communities to use the write in boxes, giving examples of how the information will be used to their benefit in a variety of ways.

Colour and geographical labels

In the 2001 Census and 2007 Census Test, each ethnic group is headed by a colour or geographical label, as listed below. Sub-categories are listed under each label, together with tick box and write in options.

- White
- Mixed
- Asian or Asian British
- Black or Black British
- Other ethnic group

ONS has conducted research into the acceptability of colour labels amongst

majority and minority ethnic communities in England and Wales. ONS research suggests that the colour labels are acceptable to the great majority of people from all communities, but not to all.

White

Current evidence suggests that the colour term 'White' is acceptable to the vast majority of people.

Mixed

There is evidence from the 2006-07 consultation that the colour term 'Mixed' is offensive to some people whose ancestry includes Caribbean, African or Asian and White people. The term 'Mixed Heritage' is now widely used in public bodies in response to demands for appropriate language from service users. However, question testing with members of the public carried out by the University of Kent show that many people use the term 'Mixed' to describe their ethnic identity and prefer it to other alternatives.³

Recommendation 6: It is recommended that ONS investigates whether the term 'Mixed' has an adverse impact and, if so, what terms would be more appropriate.

Asian or Asian British

The 'Asian or Asian British' sub-group categories were as follows:

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Any other Asian background

³ Peter Aspinall et al, The Ethnic Options of 'Mixed Race' People in Britain:
http://www.pih.org.uk/features/mixedraceinbritain_report2.html

ONS is testing whether the 'Chinese' category should be moved from 'Other ethnic group' to 'Asian or Asian British'. 'Chinese' was first introduced to the Census as a specific tick box category when the ethnic group question was first asked, in the 1991 Census.

The reason for moving it from the 'Other' heading to the 'Asian or Asian British' heading is because analysis of 2001 Census data showed that people of Eastern and South Eastern Asian origin (for example Japanese, Vietnamese and Malaysian) were inconsistently recorded, because some classified themselves as 'Other Asian', while others classified themselves as 'Other Ethnic Group'. This hindered the production of statistics for these groups. Recording all Asians under the same heading may provide a solution.

There have been no representations objecting to this change from the Chinese community or from other Asian communities.

Some users were concerned that the term 'Asian' is generally understood to refer to 'South Asian', and that including Chinese would hinder comparison with 2001 and make the 'Asian' category so broad that it would become meaningless. However other users support the move. It should be noted that the 2001 Census in Scotland recorded Chinese under 'Asian'.

The Chinese community in England and Wales is small but growing, and this trend is likely to continue.

At this time, there is no evidence that moving 'Chinese' to the Asian or Asian British' category will have an adverse impact on any of the other Asian sub-groups.

Recommendation 7: It is recommended that ONS carries out more research and consultation into the optimum placement of the Chinese ethnic group category.

Recommendation 8: It is recommended that the impact of moving the Chinese ethnic group category, if made, is kept under review when the 2011 Census outputs

are available.

The value of the 'Pakistani' category has been questioned by the Kashmiri community, which has made representations to ONS to have their own tick box category.

Recommendations 3 and 4 above ask that ONS agrees a policy on how to prioritise which ethnic groups to cover with tick-box categories, and liaises with community representatives to encourage people to make use of the write-in boxes and develops a policy on outputs for written-in answers.

To mitigate any possible adverse impact from the lack of a 'Kashmiri' tick box, or tick boxes for other communities, ONS should analyse output data for the Kashmiri community, and work with the Equality and Human Rights Commission to target service providers in localities where Kashmiri communities are identified in the Census. The service providers should be actively encouraged, as part of their general duty under the Race Relations (Amendment) Act 2000, to develop expanded ethnic monitoring categories that will enable them to identify and meet the needs of the Kashmiri community.

A similar approach should be taken by ONS to meet the needs of other communities, such as the Sikh and Jewish communities, which have also made representations to ONS about the need for them to be measured as ethnic groups, not just as religious groups.

Black or Black British

The ONS consultations have revealed conflicting views about the acceptability of the colour term 'Black or Black British'. It is viewed as offensive to some people of African heritage, setting them apart from others, such as Asians, who are not defined in the Census by the colour of their skin. However, other people of African heritage identify with the term 'Black', which they consider to be a term of visibility that draws its meaning from the civil rights struggle of the 1960s in the USA. Today,

the term African American is used in the American public sector as a term of equality that does not define people by the colour of their skin.

Those who object to the colour term 'Black or Black British' prefer the geographical terminology being tested by the General Register Office for Scotland. This is considered to be a neutral approach that does not refer to skin colour.

The 2007 Census Test question for England and Wales was as follows:

Black or Black British

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

The 2006 Census Test question for Scotland was as follows:

African, African Scottish or African British, Caribbean, Caribbean Scottish or Caribbean British

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

Recommendation 9: It is recommended that ONS investigates the acceptability of the colour term 'Black or Black British' and any potential alternatives such as a geographical reference.

The general acceptability of words can change very quickly and the Census

categories will be current at least to 2021. For example, referring to people of African heritage as 'Coloured' is considered to be highly offensive today. Thirty years ago, it was a term of respect used to reject the word 'Negro' and its highly offensive derivation.

The Asian community has already rejected the inclusion of its community in the descriptive phrase 'Black and Minority Ethnic' or 'BME', which is widely used in the public sector. In response to Asian community demands, many public sector bodies including, for example, the Greater London Authority, have changed the description to 'Black, Asian and Minority Ethnic' or 'BAME'.

By 2011, it is possible that the term 'Black' may no longer be acceptable to the majority of people of African heritage as a description that should be used by the public sector. If there is widespread rejection of the term, as there was for 'Negro' and 'Coloured' in previous decades, maintaining the colour term would result in an adverse impact for people of African heritage.

Since public bodies are expected to adopt the 2011 Census ethnic group categories to conduct ethnic monitoring, the adverse impact would be compounded until the following Census in 2021.

African sub-group

Recommendation 10: It is recommended that ONS investigates how best to measure the diversity of African ethnic groups.

The Commission for Racial Equality (CRE - now merged with the Equality and Human Rights Commission) and others argue in favour of expanding the sub-groups of the 'Black or Black British' ethnic group asked in England and Wales.

People from different African countries living in the UK will have different experiences. These differences need to be reflected in the planning processes of public bodies. The CRE, for example, says that

“there is some evidence that some African groups have different social and economic life-chances compared to other groups and a growing body of evidence on the extreme disadvantage experienced by Somalis in particular.”

However, the ability of public bodies to analyse these experiences is limited by the ways in which it gathers and uses ethnic monitoring data. Public bodies can expand the ‘African’ category when monitoring their service delivery and employment, and are encouraged by the CRE to do this. However, many use the basic Census categories for most service areas. Expanded Census categories will enhance the ability of public bodies to plan and deliver services that meet the needs of distinct ethnic groups from different regions of Africa.

The national identity question, if adopted for the 2011 Census, would enable public bodies to enhance their ethnic monitoring data. The country of birth question, which will be included in the 2011 Census, will also enhance ethnic monitoring data on people born in countries outside the UK, including African countries.

ONS would work with the Equality and Human Rights Commission and others to advise public bodies on cross-tabulating their ethnic monitoring categories by national identity and other relevant variables to enable them to take account of the needs of different African communities in their localities.

Recommendation 11: It is recommended that ONS should work with the Equality and Human Rights Commission, and with other organisations carrying out equality monitoring, to advise on how to use the range of Census questions as the basis for equality monitoring beyond the 2011 Census.

Other ethnic groups

In the 2007 Census Test, ONS tested the addition of tick-boxes for other ethnic groups:

- Arab
- Gypsy/Romany/Irish Traveller
- Any other, write in

'Arab' would be a new Census category, introduced in response to consultations that have identified user and community need for this data.

Over 20 countries in the Middle East and North Africa are predominantly populated by Arab people. Many Arabs live in the UK, some arriving as asylum seekers from countries such as Somalia, Iran and Iraq. The National Association of Arabs believes there may be around 500,000 Arabs living in Greater London but there are no reliable data on the numbers of Arabs living in the UK. This is a significant issue for the public and voluntary sectors, which need to design and deliver services that are appropriate to the needs of people from different communities and cultures. This is difficult without reliable Census data.

'Gypsy/Romany/Irish Traveller' would be a new Census category, introduced in response to concerns of inequality of outcomes and racism experienced by the communities. The Gypsy Council, for example, is concerned that there is under-counting of the Gypsy and Traveller communities. They estimate that around 100,000 people living in caravans and 200,000 living in houses. Again, this is a significant issue for service planners, who need an accurate population count in order to design and deliver appropriate services. There is considerable evidence that Gypsy and Traveller communities do not have adequate access to education, health and housing services.

In its publication, 'Common Ground', the CRE says the following:

"Gypsies and Irish Travellers have the poorest life chances of any ethnic group today: life expectancy for men and women is ten years lower than the national average; Gypsy and Irish Traveller mothers are 20 times more likely than mothers in the rest of the population to have experienced the death of a child; and, in 2003, less than a quarter of Gypsy children achieved five

GCSEs at A*-C grades, compared to a national average of just over half.”

The wording of the sub-group is confusing and may discourage some people from responding. Gypsies and Irish Travellers are recognised in law as two distinct ethnic groups and the wording should reflect the groups. ‘Romany’ refers to Gypsies who have lived in the UK for centuries. Roma Gypsies are recent arrivals from Eastern Europe. It is not known how many Roma are in the UK and the 2011 Census is an opportunity to capture this information.

Gypsy and Irish Traveller communities will experience adverse impact from the 2011 Census if all reasonable efforts are not made by ONS to encourage and support them to respond to the Census questions.

Recommendation 12: It is recommended that the ONS investigates the appropriate wording for the category ‘Gypsy/Romany/Irish Traveller’.

Recommendation 13: It is recommended that further consultation is undertaken with Gypsies and Irish Travellers to make sure the terms used in the 2011 Census will be acceptable to the majority so that the maximum possible returns are made by these very vulnerable and marginalised communities.

The consultation should include testing of the inclusion of the sub-group within the ‘Other ethnic group’ category. These are White minority communities who should be included in the ‘White’ category.

Any other ethnic group

It has been recommended above (Recommendation 5) that ONS agrees a policy on how the written in answers will be output, including in what circumstances full outputs from Census data will be produced based on the written answers.

Comparability of ethnic group categories

If there are differences between England and Wales, and the censuses in Scotland

and Northern Ireland (for example in whether colour labels are used in the 2011 Census), this will create issues of comparability for public sector users of the data; and for organisations and communities who wish to demonstrate needs for services and differences in equality outcomes in some regions compared to others.

This inconsistency will limit the value of the ethnic group data that needs to be compared for ethnic groups across the UK. This could have an adverse impact on any ethnic group that was measured differently in England and Wales compared to the rest of the UK. The data would need to be re-interpreted for purposes of comparison. There is a risk that this would not happen because of resource issues. In some cases, there would be significant resource issues for trans-national data users, such as the NHS, local authorities and police services.

Any change to the sub-groups will have an effect on comparisons between 2011 Census outputs and those of the 2001 Census. This could have an adverse impact on any ethnic group for which comparable data was not available.

Recommendation 14: It is recommended that ONS continues its work on agreeing common questions wherever possible so that comparison can take place on Census outputs across all four countries of the UK. Any differences between the Censuses in the four countries must be explained and justified by the Registrars General.

National Identity

Since the introduction of devolved government in Scotland and Wales, The Welsh Assembly and Scottish Parliament are interested to understand the different national identities in their nations. In the 2001 Census, a question about country of birth was used. However, this is not the same as national identity, which is a subjective identity that can change depending on a person's circumstances, such as migration from one country to another.

The likely impact on all communities of the Census 2011 question on national identity is positive if the message is understood that the purpose is to enrich ethnic

group data. The 2007 Census Test asked people to declare their national identity as follows:

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

These categories may change following analysis of the 2007 Census Test results.

With the exception of 'Irish', the tick box options reflect identity with the four UK nations of England, Scotland, Wales and Northern Ireland, or a general identity with Britishness. Central and local government and other organisations in the four nations can use the results to enhance community cohesion policies and projects, helping to promote good relations between all UK communities.

Cornish people have responded to consultation, asking for the inclusion of a specific 'Cornish' tick box since they are a distinct ethnic group with their own language. In the 2001 Census, over 37,000 people used the write in box to say they were Cornish.

The inclusion of 'Irish' may be seen as anomalous, since this sub-group would include people who identify as citizens of the Irish Republic. 'Irish' also appears in the ethnic group category. People wishing to declare their national identity as 'Irish' can use the 'Other, write in' box. However, the Northern Ireland Statistics and Research Agency has advised ONS that, under the Good Friday Agreement, no-one from Northern Ireland should be forced to choose between being British, Irish and Northern Irish.

Recommendation 15: It is recommended that ONS carries out more research and

consultation into the measurement of 'Cornish' national identity.

Recommendation 16: It is recommended that the reasons for asking a national identity question are made clear and unambiguous. ONS should also consider if an alternative question will produce the desired results, such as country of birth or country of citizenship.

Language

There is a strong demand from users to collect data on the use of different languages in England and Wales. In Greater London, for example, around 300 different languages are used in homes across the region.

Providers of public services have a statutory duty under race and disability equality legislation to make their services accessible to people who do not understand, speak and/or write English.

Reliable information on language use is not currently available for England and Wales. This makes it difficult for public bodies to know if the range of interpreting, translation and transcription services they provide is adequate to meet the needs of their populations, including people whose first language is not English; and those who do not read or write English, such as many people in the Deaf Community. It is a common misperception that Deaf people read and write English, even when they communicate in British Sign Language.

The question would also be used to assess the literacy levels of people in different localities. The Census output data would help to improve the targeting of adult literacy campaigns.

Recommendation 17: It is recommended that ONS continues research and consultation into the precise requirements for language information and what questions people can reasonably answer.

Religion

For the 2007 Census Test, the question on religion was the same as that asked in the 2001 Census. The question is voluntary.

The question asked 'What is your religion?' and had sub-groups with tick boxes, as follows:

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

Since the 2001 Census, legislation has been introduced that outlaws discrimination on the grounds of religion or belief in the provision of employment, goods, facilities and services.

The Employment Equality (Religion or Belief) Regulations 2003 and the Equality Act 2006 make it unlawful to discriminate against anyone on grounds of their religion or belief. The Equality Act 2006 defines religion as any religion and belief as any religious or philosophical belief. Belief systems include:

- Agnosticism
- Atheism
- Humanism
- Paganism

Currently there is no accurate data that enable public bodies and others to know the numbers of people who belong to, or practice, different religions and beliefs. The 2007 Census Test religion category and sub-groups did not reflect the legislative changes that recognise belief as well as religion.

ONS should consider collecting information on belief, as well as religion, in the 2011 Census. This will provide baseline data, assisting public bodies to assess the effectiveness of their anti-discrimination policies and practice in this area; and to provide services that have due regard to the range of religion and belief systems of individuals and local populations.

In the 2001 Census returns, it is notable that many Christians used the 'Other, write in' box to declare their particular religious affiliation or practice. Many people who do not practice or belong to a major world religion, but who hold other beliefs, will be under-counted if 'belief' is not included as an option.

Recommendation 18: To avoid adverse impact on people who do not have a religion but who do have a religious or philosophical belief, it is recommended that ONS investigates whether the question can be rephrased to collect information on religion and other (including non-religious) belief systems.

Recommendation 19: It is recommended that Census guidance notes explain the difference between a religion and a belief, with examples such as those given in the equality impact assessment.

Recommendation 20: It has been recommended above (Recommendation 5) that ONS agrees a policy on how the written in answers will be output, including in what circumstances full outputs from Census data will be produced based on the written answers. It is recommended that ONS works with multi-faith and belief groups when deciding how this policy will apply to outputs on religion and belief.

Recommendation 21: It is recommended that ONS works pro-actively with multi-faith and belief groups to determine effective ways of enabling people to

understand the value of providing accurate information on their religion and belief systems.

12. Outline what you think may be the impact of the function on each community affected.

The impact of the data resulting from the questions on ethnicity, national identity, language and religion should have a positive impact on all communities, and groups within communities.

The data should enable organisations to develop and improve the provision of goods, facilities, services and access to all sections of communities across a range of variables including ethnicity, disability, gender, sexual orientation, religion or belief and age.

The data should also help to allay fears based on inaccurate perceptions of the size of particular communities and may, therefore, promote good community relations.

13. If the function is likely to impact on disabled people, how are they involved in developing the strategy, policy, practice etc.?

A person has a disability if he or she has a physical or mental impairment, which has a substantial and long term adverse effect on his or her ability to carry out normal day-to-day activities. This includes sensory impairments, such as those affecting sight or hearing. (See “The Duty to Promote Disability Equality: Statutory Code of Practice”, Disability Rights Commission, 2005)

ONS has a statutory duty, under the Disability Discrimination Act 2005, to promote disability equality. Through its continuing work with groups representing disabled people, ONS is taking all reasonable steps to ensure that disabled people from all communities can complete the Census form and benefit from the results of the 2011 Census. This includes people with sensory impairments, learning disabilities and mental health issues.

To achieve this, disabled people and disability organisations are consulted about planning and designing the Census, advising on reasonable adjustments that must be made to maximise the return of completed forms by disabled people.

The Equality Scheme sets out ONS policy and process related to involving disabled people.

14. If there are positive impacts, explain what these are.

There are many positive impacts from the Census and these are outlined in Section 11.

Stage 4: Mitigating adverse impact

15. If there are concerns about adverse impact that may result in discrimination, explain what these are.

ONS is actively working to identify and eliminate any adverse impacts that might affect the quality of Census 2011 data, including the rate of returns.

Questions are not yet finalised and ONS continues to keep an open mind on the design of questions until the results of all consultation are fully analysed. The analysis of consultation responses will influence the final design of the ethnicity, national identity, language and religion questions.

Research on the design of the ethnicity, national identity, language and religion questions has been underway since the last Census in 2001.

Extensive consultation has been underway since 2005. The aim of the research and consultation is to ensure that there is no adverse impact on any community that may result in unlawful discrimination by ONS.

The following adverse impacts are anticipated:

Due to space constraints, very few new ethnic group tick-box categories can be

added in 2011. Some users argue that ethnic groups are disadvantaged by the lack of a tick box in the Census because of a lack of 'visibility' or 'recognition' of particular minority communities. Public bodies use the ethnic group Census categories to conduct ethnic monitoring.

ONS policy in 2001 was to automatically produce full Census outputs for those ethnic groups that have a tick box category. Full output data on 'Other' ethnic groups was produced if a public body, community group or other organisation commissioned and funded the output.

As the leading statistical agency in England and Wales, ONS has a legal duty to promote race, disability and gender equality. This includes giving due regard to making full output data available on the maximum possible number of communities, languages, religions and beliefs, and national identities.

A decision to produce full outputs should not rely solely on the numbers of write ins completed by members of particular groups, but to the level of discrimination and disadvantage that may be experienced by the groups. The discrimination can, for example, relate to the invisibility of a particular ethnic group, resulting in public bodies not making provision for particular unmet cultural, language, religious and other community needs.

Disadvantage may be mitigated by providing a wider range of outputs to meet users' requirements for information on groups that do not have a specific tick-box, for example more outputs based on the written-in answers; and more outputs combining Census data on ethnicity with that on country of birth, religion, national identity, and (if available) language and legal citizenship/nationality, to create 'derived variables' to meet user needs.

Recommendation 5 asks ONS to agree a policy on how the written in answers will be output, including in what circumstances full outputs from Census data will be produced based on the written answers. It is emphasised again that the policy on written in answers will also need to take into account the final UK agreement on

statistical disclosure methodology which ensures that no statistics are produced that allow the identification of an individual (or information about an individual) with a high degree of confidence.

User and stakeholder groups tend to see outputs from the national identity and religion questions as lower priority than ethnicity, because local organisations tend to collect and analyse only the ethnic group information.

Recommendation 22: When advising on equality monitoring, it is recommended that ONS should consider ways of encouraging organisations to understand the value of gathering and using information on national identity and religion as a means of enriching ethnic group data.

Analysing data in this way should assist organisations to understand the different ways in which some communities experience particular forms of disadvantage and discrimination.

16. What actions can you take to mitigate any adverse impact?

To mitigate the potential for adverse impact, a series of recommendations is contained in Sections 11 to 15 above. The recommendations are also summarised at the beginning of this assessment.

Recommendation 23: It should be noted that this is Version 1 of the assessment and evidence on ethnicity, national identity, language and religion question development continues to be collected. It is recommended that ONS will keep the potential for adverse impact under review at all stages of the Census design process; and all reasonable attempts will be made to mitigate the impact. Questions on ethnicity, national identity, language and religion should be revised where necessary when the evidence-gathering is finalised and reviewed.

17. What are the resource implications, if any, for mitigating adverse impact?

The ethnicity, national identity, language and religion questions are part of the overall function of the 2011 Census. Resource implications include:

1. funding additional consultation and research to inform question development;
2. funding the production of a range of full outputs from the 2011 Census related to minority communities that are identified in the 'Other' write in boxes;
3. funding partnership work with the Equality and Human Rights Commission and other organisations to identify the extra range of full outputs that should be produced;
4. enabling access to participation in the 2011 Census to ensure due account is taken of different types of disability and impairment;
5. developing policy to enable the involvement of disabled individuals and other consultees through funding subsistence, travel and accommodation expenses;
6. providing Census questionnaires in different communication formats, to enable responses from people who are non-English speakers/writers.

18. Do you need to consider an alternative policy or practice? If yes, briefly describe what needs to be done.

No.

Stage 5: Formal consultation for the question development programme

19. Describe the methods of consultation used (programme of question development (user consultation, question testing and secondary research))

Extensive research and user consultation is taking place on the ethnicity, national identity, language and religion questions to be asked in the 2011 Census. ONS consultations aim to be as inclusive as possible and reach the maximum possible number of respondents amongst all diverse communities. To achieve this, a range of consultation methodologies is used over an extended period of time and these are summarised below.

The focus of the consultations is to gather objective evidence that will determine the range and format of questions for the 2011 Census questionnaire; and to justify, with evidence, where changes to 2001 Census questions and requests for additional questions cannot be achieved.

The consultation methodologies are designed in accordance with the principle of 'due regard' required by the Race Relations (Amendment) Act 2000, Disability Discrimination Act 2005 and the Gender Duty of the amended Sex Discrimination Act 1975. This means, for example, that when consulting on the development of questions for the 2011 Census, ONS actively considers the need to promote race, disability and gender equality in proportion to their relevance.

User consultation

The user consultation programme in England and Wales started in 2005 and consists of:

- 2005 consultation on the content of 2011 Census;
- 2006/07 consultation on ethnicity, national identity, language and religion questions;
- written responses to online and postal consultation;
- meetings with the Equality and Human Rights Commission and UK Statistical Agencies for England, Wales, Scotland and Northern Ireland to review compliance with race equality legislation;
- open consultation meetings in Sheffield, London and Cardiff during March 2007;
- specialist stakeholder and focus group meetings during April and May 2007 to discuss in more detail the acceptability of colour terminology; and meetings with the Sikh community, Cornish community and British Humanist Association to consider issues of ethnic group, national identity, religion or belief (and no religion or belief).

Question testing

Cognitive question testing is ongoing. In total, six waves of cognitive testing have been conducted.

A major test of the proposed ethnicity, national identity, language and religion questions was carried out in May 2007. This test is complemented by additional qualitative and quantitative research to provide further evidence for the design and acceptability of the questions. The final questions will be agreed in Autumn 2008.

Focus groups have taken place in England to discuss the acceptability of colour terminology within the ethnicity question. A report will be published in Winter 2008.

The Omnibus Survey is used to test the acceptability of Census questions. Variations of ethnicity, national identity, language and religion questions were added to the Omnibus survey in 2007 and 2008.

For more information about the Omnibus Survey, which runs 12 times a year, go to <http://www.statistics.gov.uk/about/services/omnibus/default.asp>

A postal questionnaire test took place in April 2007. 10,400 questionnaires were posted out to random addresses across England. Half of the households received a 24 page questionnaire (with three pages of individual questions per person). The other half received a 32 page questionnaire (with four pages of individual questions per person). 33 per cent of the questionnaires were returned within four weeks of the test.

Return rates for the postal test showed no difference in return rates for the 32 page questionnaire versus the 24 page questionnaire. Analysis of the questionnaires, including the ethnicity and national identity questions, will be published along with other analysis documentation in Winter 2008.

The 2007 Census Test was conducted in five local authority areas selected to

reflect a range of field conditions, covering around 100,000 households in total. The five local authorities represent a range of area types according to the ONS classification:

- Liverpool (representing Services and Cities)
- Camden (London Centre)
- Bath and North East Somerset (Prospering UK)
- Carmarthenshire (Coastal and Countryside)
- Stoke-on-Trent (Mining and Manufacturing)

The majority and minority ethnic groups resident in the local authority areas vary, and reflect urban and rural situations. To find out the details from the 2001 Census about the ethnic groups in each area, go to:

<http://neighbourhood.statistics.gov.uk/dissemination/>

Evaluation of the 2007 Census test results will be published in Winter 2008.

Another postal questionnaire test took place in July 2008 where 10,400 questionnaires were posted out to random addresses across England and another 10,400 questionnaires to Northampton (as a region of high migration).

20. Describe how you have attempted to include hard-to-reach/hear communities or groups within communities.

This is done through the extensive consultation programme, targeted stakeholder and focus groups. In addition, extra links are made as needed through the Local Authority and Community Liaison Team of ONS. Meetings are held in venues that are accessible to disabled people, including people with sensory impairments and mobility issues. Delegates are facilitated as needed, for example by British Sign Language and Welsh language interpreters. All available community networks are used to encourage individuals and group representatives to attend consultation events.

The consultation report on ethnic group, national identity, language and religion was published in October 2007. The report includes an analysis of the means by which ONS made its consultation events and other public meetings accessible to the widest number of people from all communities and groups within communities.

To find the report, go to:

<http://www.ons.gov.uk/census/2011-census/consultations/eth-group-nationality/index.html>

21. Which interested parties, staff, members of the public etc. are involved in the consultation events.

Through open consultation and targeted events, ONS attempts to reach all sections of all communities and user groups in England and Wales.

22. Give the titles of each consultation event, their dates and locality, and expected coverage (local, regional, national).

These are detailed on the National Statistics web-site:

2005 consultation on census topics

<http://www.ons.gov.uk/about/consultations/closed-consultations/2011-census-content/index.html>

2007 open meetings

<http://www.ons.gov.uk/about/newsroom/events/2011-census--updated-view-on-content-for-england-and-wales--march-2007.html>

<http://www.ons.gov.uk/about/newsroom/events/2011-census--updated-view-on-content-for-england-and-wales--april-2007.html>

2008 workshop on content

<http://www.ons.gov.uk/census/2011-census/collecting-info/dev-questionnaires/index.html>

Stage 6: Analysing impact and finalising policy

23. Describe the views expressed during the consultation process. (Maintain confidentiality by not attributing names to comments, unless you have

permission).

Links to reports on the consultation process are given in Appendix 4 of this equality impact assessment form.

24. Where the views of individual members of the public or groups of consultees must be rejected, give the reasons for each rejection.

For practical and financial reasons, it is impossible to include a tick box on the Census form for every ethnic group, religion, national identity, spoken and written language and other communication medium that could be identified. The 'Other' write in boxes are included so that these can be identified. This enables Census outputs to be produced for particular groups where funding is available and there is a requirement to do so, or a need is identified.

ONS will develop a method for prioritising which tick-boxes to include and publish this. Taking budget and space constraints, into account, and the burden on respondents, ONS will mitigate any adverse impact that results from the limited number of tick boxes available. This will be achieved by producing the maximum possible number of full outputs.

25. State the date and means by which feedback to consultees was given.

Feedback is available on the National Statistics web-site for:

2005 consultation on census topics

<http://www.ons.gov.uk/about/consultations/closed-consultations/consultation-on-2011-census---responses/index.html>

2006-07 consultation on ethnic group, national identity, religion and language

<http://www.ons.gov.uk/census/2011-census/consultations/eth-group-national-identity/index.html>

2007 open meetings

<http://www.ons.gov.uk/census/2011-census/collecting-info/dev-questionnaires/2007-test-questionnaire-development.html>

2008 workshop on content

<http://www.ons.gov.uk/census/2011-census/collecting-info/dev->

questionnaires/index.html

26. Say how you have adjusted the policy or practice in light of consultation. Be explicit about the actions recommended to mitigate any adverse impact.

Decisions on the final content of questions in the 2011 Census have not yet been made. This equality impact assessment is part of the analysis that will enable the final questions to be determined.

27. Say when, where and in what formats the policy is published.

Information on the ethnicity, national identity, language and religion topic, of the 2011 Census will be published on the National Statistics web-site:

28. Say where the results of this equality impact assessment will be published. This is part of providing the audit trail of 'due regard' being exercised.

ONS equality impact assessments are published on the National Statistics web-site:

<http://www.ons.gov.uk/census/2011-census/consultations/index.html>

Stage 7: Monitoring and review of policy outcomes

29. Describe how the different aspects of the monitoring arrangements will be conducted (e.g. quarterly internal scrutiny and annual external scrutiny).

ONS has a legal duty⁴ to monitor the effects of its policies according to race, disability and gender outcomes.

This equality impact assessment will be reviewed at six-monthly intervals. Additions and changes will be published to ensure ONS maintains the accountability and transparency of the decision-making process related to the ethnicity, national identity, language and religion topic; and identifies and mitigates any adverse

⁴ Policy outcomes must be monitored to satisfy specific requirements of the Race Relations

impact that is not already identified.
30. Say which internal and external scrutineers will be involved in the monitoring process.
To be completed following consideration by (individual names withheld under the Data Protection Act).
31. Describe how, where and when you will publish the outcomes of the monitoring.
Monitoring of outcomes will be published on the National Statistics web-site: http://www.ons.gov.uk/census/2011-census/consultations/index.html
Stage 8: Governance
32. Describe how, and when, issues raised during the equality impact assessment process will be reported to the Senior Board (e.g. general resource issues or issues related to commissioning new research etc.)
The Census Design and Change Control Board will consider all issues raised by the equality impact assessment at six monthly intervals.
33. Describe how, and at what intervals, the Senior Board will be involved in overseeing monitoring outcomes.
The Census Design and Change Control Board will review monitoring outcomes at six-monthly intervals.

Completed by:

Name:	Caroline Jones	Signature:	
Position:	Director, Diversity Solutions	Date:	

(Amendment) Act 2000, Disability Discrimination Act 2005 and Sex Discrimination Act 1975, as amended by the Equality Act 2006.

	Consultancy Ltd		
Location:	Norwich	Tel ext'n:	0845 260 0028

Name:	Helen Bray	Signature:	
Position:	Head of Stakeholder Management and Communications, 2011 Census, ONS	Date:	
Location:	Titchfield	Tel ext'n:	01329 44 4518

A copy of this document should be forwarded to: HR Policy (Diversity).

This document should be retained locally for audit / monitoring purposes.

Monitoring outcomes

This section should be completed as a record of the outcomes of the monitoring undertaken on your policy, procedure, project, plan etc.

34. Date that monitoring took place.
35. On this occasion, from which external organisations were members of the public drawn to assist in the monitoring of the policy?
36. What evidence of outcomes was considered?
37. Is there evidence that the policy is having a positive impact? If yes, what is the evidence?
38. Was there evidence of adverse impact as a result of the policy?
39. What remedial actions, if any, were recommended to mitigate adverse impact? (Be explicit about the recommended actions.)
40. On what date were the recommendations reported to the Board?
41. On what date will this section be posted onto the ONS website to show that 'due regard' is being exercised?
42. Date for further monitoring of this policy, if any.

Subsequent Monitoring

The section below should be completed and uploaded on each occasion the policy is subject to monitoring. Some policies, because of the nature of the service, may be subject to monthly monitoring. Others may be monitored less frequently. Some policies may be monitored only once, at a suitable interval from the implementation date.

43. Date of the monitoring meeting.
44. On this occasion, from which external organisations were members of the public drawn to assist in the monitoring of the policy?
45. What evidence is there of positive impact from the changes made after the last monitoring, if any?
46. What evidence is there of adverse impact from the changes made after the last monitoring, if any?
47. If adverse impact is identified, what are the remedial actions recommended to mitigate the impact? (Be explicit about the recommended actions.)
48. Date that amendments to the policy were reported to the Board, if applicable.
49. Date that amended policy is agreed for implementation, if applicable.
50. Reasons that no further monitoring is needed on this policy, if applicable.

51. On what date will this section be posted onto the ONS website to show that 'due regard' is being exercised?

PART 3

Appendix 1: Background information and commentary

Question development for ethnicity, national identity, language and religion

To develop the questions for ethnicity, national identity, language and religion in the 2011 Census, ONS is doing the following:

1. Conducting consultation with users and stakeholders to help understand what information is needed, for example:
 - Formal consultation and open meetings on Census topics (2005)
 - Formal consultation on ethnicity, national identity, religion and language (2006-07)
 - Census Open Meetings (public meetings held by ONS in March 2007)
 - Census content workshop with representatives of Census Advisory Groups (February 2008)
 - Separate discussions with stakeholders on key issues (such as acceptability of colour labels, inclusion of specific tick box categories)

2. Conducting qualitative and quantitative research to gather evidence to help develop the questions, for example:
 - Cognitive question testing (see definition)
 - Focus groups
 - 2007 Census Test and smaller scale tests and surveys

3. Producing an Equality Impact Assessment on the ethnicity, national identity, language and religion topic (working with independent diversity consultants), to ensure we comply with our legal obligations on equality.

The results of the consultation and research will help to inform the final decision on the wording of the ethnicity, national identity, language and religion categories and sub-groups.

Constraints on 2011 Census questionnaire content

The United Kingdom has a wide range of Government surveys that provide sources of social and economic information.

The Census of Population is the largest and best known, but there are many others covering topics, such as economic activity, income, expenditure, food, health, education, housing and transport.

Most of these are continuous household surveys. Others, covering topics such as crime, dental health and house condition, are repeated regularly. The Government also commissions single surveys from time to time on subjects of national importance, such as the prevalence of disability and mental ill health.

These surveys were designed at different times, to meet different needs, and have been commissioned by a range of departments. Consequently, the surveys were developed mostly in isolation from each other.

This resulted in a lack of cohesion. Differences arose in concepts, definitions, design, fieldwork and processing practices, or 'inputs', and also in the way results are released, or 'outputs'. This lack of cohesion was a source of frustration for many users. A major factor behind the creation of National Statistics in 1996 was the desire to improve the service being provided to users of statistics, and the availability and accessibility of those statistics.

A cross-governmental programme of work is looking into standardising inputs and outputs. This is known as harmonisation. For several years, the ONS has led this programme of work. The aim is to make it easier for users to draw clearer and more robust comparisons between data sources.

For information on the collection and classification of ethnic group statistics, go to

http://www.statistics.gov.uk/about/ethnic_group_statistics/downloads/ethnic_group_statistics.pdf

For information on harmonised questions for ethnic group, go to

<http://www.statistics.gov.uk/about/data/Harmonisation/downloads/P3.pdf>

For information on harmonised questions for national and religious identity, go to

<http://www.statistics.gov.uk/about/data/Harmonisation/downloads/s11.pdf>

There are several other factors that ONS must consider when developing the questionnaire for the 2011 Census. These factors apply when deciding how many pages to include in the questionnaire, which questions to ask and how many tick-box response options to include for each question. The various factors are outlined below:

- Impact on respondents:
 - acceptability of questions (to ensure maximum response rates); and
 - respondent burden (so that respondents are not asked to complete a questionnaire or answer questions that are too long or complicated).
- Data quality:
 - questions will only be included where ONS is confident that the information collected will be of sufficient quality to be of use to users.
- Operational considerations:
 - cost of printing, delivery and collection (dependent on questionnaire length); and
 - cost of processing (dependent on questionnaire length and questions asked).
- Time:
 - for delivery and collection (dependent on questionnaire length); and

- for processing (dependent on questionnaire length and questions asked).

2011 Census development timetable: key dates

The table below shows some key dates for the 2011 Census:

Action	Date
Cognitive question testing (see definition below)	February to November 2007 and January to July 2008
Census Open Meetings	March 2007
Focus groups on ethnic group colour terminology	April 2007
Separate meetings with stakeholder groups	April - May 2007
2007 Census Test	May 2007
Report on user consultation for ethnicity, identity, language and religion questions	October 2007
Workshop with representatives of advisory groups	February 2008
Decision on length of Census questionnaire	Spring 2008
Questionnaires for 2009 Rehearsal agreed	October 2008
Equality Impact Assessment published	Autumn 2008
Evaluation of 2007 Census Test published	Autumn 2008
Census Rehearsal	October 2009

Questionnaires for 2011 Census agreed	December 2009
Census questionnaires approved by Parliament	Spring 2010
Census day	Spring 2011

Acting on the results of consultation

ONS has based the question development on the evidence it has gathered through research and consultation. For example, the topics considered for inclusion in the 2011 Census were those for which a need was identified in the consultation exercise in 2005.

The responses to the 2005 consultation were evaluated and ONS' assessment of the strength of requirement for each topic is outlined in the information paper 'The 2011 Census: Assessment of initial user requirements on content for England and Wales' in March 2006. The responses showed that there was significantly more demand for information than could be collected in the Census. The document can be found on the National Statistics website:

<http://www.ons.gov.uk/about/consultations/closed-consultations/consultation-on-2011-census---responses/index.html>

In 2005, a working group was established for the ethnicity, national identity, language and religion topic. The group is responsible for understanding users' requirements for information on these topics, and developing and testing questions to meet these needs.

In Summer 2008, the working group will review the results of the question testing research carried out in England and Wales. Following the review, the group will make final recommendations for the 2009 Census Rehearsal and 2011 Census.

The document that details ONS work to develop the 2007 Census Test questions can be found on the National Statistics website:

<http://www.statistics.gov.uk/census/2011Census/CollectingtheInfo/questionnairedevelopment.asp>

Information about the Census Advisory Groups, which are consulted by ONS on a six-monthly basis for their views on topics and questions, can be found on the National Statistics website:

<http://www.ons.gov.uk/census/2011-census/consultations/user-adv-groups/index.html>

Ethnic group: key issues for question development

The concept of ethnic group is subjective, identifying a person's sense of belonging to a particular majority or minority ethnic community.

Ethnic group information produced by the Census has a range of important uses. For example, it provides a benchmark for measuring equality outcomes in employment and services delivered by organisations in the public, private and voluntary sectors. Ethnic monitoring, which measures equality of access to employment and services, is a statutory duty for over 43,000 public bodies in the UK. The Census also determines the main ethnic group categories that are used by public bodies and others.

The House of Lords has defined 'ethnic group' as a group that regards itself, or is regarded by others, as a distinct community by virtue of certain characteristics that will help to distinguish the group from the surrounding community. Two of these characteristics are essential:

1. A long shared history, of which the group is conscious as distinguishing it from other groups, and the memory of which it keeps alive; and
2. A cultural tradition of its own, including family and social customs and manners, often but not necessarily associated with religious observance.

Other characteristics are relevant but not essential. Relevant characteristics are:

3. Either a common geographical origin or descent from a small number of common ancestors;
4. A common language, not necessarily peculiar to the group;
5. A common literature peculiar to the group;
6. A common religion different from that of neighbouring groups or from the general community surrounding it;
7. Being a minority or being an oppressed or a dominant group within a larger community

The legal definition of an ethnic group can cause difficulty for some communities. For example, Jews and Sikhs are defined by the Race Relations Act as an ethnic group because of their shared history. Some Jews and Sikhs consider themselves to be communities on the basis of their religious traditions and practice, not their ethnic origin.

For the 2011 Census, ONS is trying to balance two aims:

- Maintaining consistency with previous information on ethnicity, as many users need to compare whether the position of different ethnic groups has changed over time; and
- Updating the classification to make sure the information collected on ethnicity is relevant in 2011.

ONS will make changes if the following criteria are met:

- there is a strong justification for change, for example because of changes in society or problems with the 2001 classification;

- the need for change is greater than any problems it will pose for comparability; and
- there is a lack of suitable information from other sources, such as the Integrated Household Survey.

ONS has received a wide range of requests for change to the ethnic group classification. Broadly there are two types of requirement:

1. For information on groups that were not specifically measured in 2001.
2. For changes to the way the question is worded, to improve the acceptability to respondents.

The 2005 and 2006-7 Consultations showed a need to consider collecting information on a range of different ethnic groups, including:

- ‘Arabs’, who are a large group for which it was not possible to obtain reliable information from the 2001 classification or other sources.
- Gypsies and Irish Travellers because, even though this is a very small group, there is evidence to show they are particularly vulnerable to disadvantage. There is no suitable information available to monitor these groups. Gypsies and Irish Travellers are also recognised in law as distinct ethnic groups.
- Sikh and Jewish as ethnic groups as well as religious groups because they are protected as ethnic groups under the Race Relations Act.
- Kashmiris, who appear to be a relatively large and distinct group, which was not adequately measured in 2001. Evidence shows that some Kashmiris may tick Pakistani, while others write in ‘Kashmiri’ under ‘Other Asian’.
- More detailed information about the African group, either specific nationalities such as Somali or Nigerian or, at least, to expand the African category into north, south, east and west African.

- A specific tick box for 'Black British', as this was the most common response written in under the 'Other Black' category. In the 2001 Census, 70,000 people wrote in 'Black British'.
- Expand the 'Other White' category to provide more detail on Eastern Europeans.
- Expand the 'Other Mixed' category by adding a specific category for 'Mixed: Chinese and White', which was the largest of the written in answers under 'Other Mixed' in 2001.

It is impossible to include every possible ethnic group in the question, given the real space constraints of a census questionnaire and the major cost of adding further pages. The question is being developed as follows:

- Prioritising the possible categories, based on the strength of need for the information:
 - evidence of a strong need might include that the group was particularly vulnerable or disadvantaged, or particularly large.
- Alternative sources were not adequate. Alternative sources might mean using Census information on:
 - national identity, legal citizenship if a question is included, or possibly country of birth, for example to provide more details on Eastern Europeans or Africans; or
 - religion to provide more details on the Sikh and Jewish groups.

Realistically, many groups will need to be covered by the 'Other, write in' categories, unless there is evidence that this provides particularly poor information for any particular group.

For any new categories that are a high priority for inclusion, ONS would test how their inclusion affected responses to the question. The test would check whether the inclusion of new categories worked in practice; and understand if

their inclusion affects comparability with the 2001 Census. Guidance to users would also be issued.

Besides requests for additional categories, the second type of request from users is to update the terminology to make it more acceptable. As 'ethnic group' is based on subjective identification, the labels people use vary and can change over time. ONS's consultations have revealed the following acceptability issues:

- Acceptability of colour terminology, especially the term 'Black'.
- The naming of specific categories, such as whether to use the terms 'Gypsy' or 'Romany Gypsy'; 'Arab' or 'Middle Eastern'; 'Mixed' or 'Multiple Heritage'.

The terms are not equivalent so it is important to choose which is most relevant to measure.

The key issue on acceptability is concerned with the use of the terms 'Black' and 'White' in the ethnic group question. ONS has received correspondence from some users saying that they do not wish to see colour terms used in an ethnic group question as they find it offensive to be called Black instead of African or African-Caribbean. Other users object to the way the colour terms are used for some groups and geographical terms, such as 'Asian', are used for others.

However, there is also evidence that many people positively identify as Black. Since views are divided, ONS is collecting more evidence to reach a description that is acceptable to the majority of people of African and African Caribbean heritage.

ONS must have due regard to the Race Relations Act 1976, since one of the protections against discrimination is on the grounds of colour. Changing colour terms may result in some difficulties when comparing the results of the

2011 Census with the results of the 2001 Census. Major users of ethnic group data, such as public authorities who have a legal duty to monitor race equality outcomes, may need to re-interpret some data in order to demonstrate changes in outcomes over time.

However, in considering their legal duty to eliminate discrimination, promote equality of opportunity and promote good community relations, public authorities including ONS must have due regard to the likely acceptability of colour terms amongst all communities. The colour terms in the 2011 Census will be used by public authorities until at least 2021 since they base their ethnic monitoring categories on the ethnic group categories used in the Census.

Harmonisation of topics and questions asked in the Census is an issue of major importance for UK Statistical Agencies. Comparability with data from earlier Census periods, and between the data collected by the four nations of England, Wales, Scotland and Northern Ireland in the 2011 Census, is an issue of major importance to most users of Census outputs.

Consultation with communities in Scotland, research and question testing has demonstrated that there are opposing views regarding the acceptability of colour terms. In the 2006 Census Test in Scotland colour labels were removed but the results showed this to be problematic. The question recommended by the General Register Office for Scotland for use in the 2011 Census does use colour labels but in a different way than they were used in 2001, and, crucially, in a way that allows African and Caribbean people who find the term 'Black' offensive to avoid being classified as 'Black'.

Public bodies are major users of ethnic group Census data, using it to assist in benchmarking their progress in eliminating discrimination and improving equality outcomes for all diverse communities. The data helps public bodies to achieve compliance with the general duties of the Race Relations (Amendment) Act 2000. If the use of colour labels varies between Scotland and England and Wales, users of Census data that need to compare results

between the two nations will have to find additional resources to re-interpret the 2011 Census ethnic group results.

The 2007 Census Test in Northern Ireland included colour labels. The ethnic group categories are different to those used in the England and Wales, and in Scotland. The results of the 2001 Census in Northern Ireland showed a very small minority ethnic population of 14,279 people, which is less than 1% of the population.

To help inform the final decision on colour labels for the 2011 Census in England and Wales, ONS conducted focus group and stakeholder meetings on the subject in April and May 2007.

To ensure the maximum acceptability of terms for various communities, ONS gathered more evidence. This was done using qualitative and quantitative research during 2007, testing the questions with members of the public to gauge their views of acceptability, their preferences for terminology and question wording. If Census questions are not acceptable to respondents, there is a risk that they will not answer them. This would affect the quality of ethnic group data, or even the whole population count.

The working group for the ethnicity, national identity, language and religion topic review the results of consultations, stakeholder meetings and focus groups. They have also reviewed the results of the 2007 Census Test. The review will be completed by Summer 2008 and used to inform the final recommendations for the 2009 Census Rehearsal and 2011 Census.

National Identity: key issues for question development

A person's national identity is a subjective concept based on a person's own identification. National identity may relate to country of birth, legal nationality or even ethnic group, but it is not necessarily determined by these things. It can be changed, for example, by marriage or geographical migration.

National identity information is used to measure identification with different countries of the UK, as well as nations outside the UK. It was not included in the 2001 Census, but there was strong demand for information after 2001, especially on Welsh identification. From 2001 onwards, national identity was introduced into government surveys, such as the Labour Force Survey,.

Measuring national identity and ethnic group makes it possible for a person to record, for example, their national identity as British and their ethnic group as Pakistani or Kashmiri.

There was criticism of the 2001 ethnic group question because the only category for British was listed under the heading 'White'. This problem is resolved by including the national identity question.

When the national identity question was introduced, there was some evidence to show that British-born people from ethnic minority groups were more likely to answer the ethnic group question if a national identity question was asked first, as it allowed them to state that they were British. This suggests it has a positive effect on the response to the ethnic group question.

The national identity question will also capture English, Welsh and Scottish identities, for example, which are not associated with legal nationality or citizenship.

The question for the 2007 Census Test listed the national identities of the countries of the British Isles. Other national identities were recorded using a write-in box.

The issues relating to national identity are whether the national identity categories need to be included in a separate question or if they can be merged into the ethnic group question. If English, Welsh, Scottish and Northern Irish could be added to the ethnic group categories it might be possible to remove the national identity question altogether. However this would cause problems because these categories would all be listed under the

'White' heading, which would raise considerable criticism from people who want to identify, for example, as 'Black British'.

If there is a strong need for national identity information to be collected separately, ONS needs to understand whether respondents can give meaningful answers and recognise the differences between national identity and similar concepts such as ethnic group, country of birth and legal citizenship or nationality if included, especially people who would give virtually the same answers to each question.

The decision to include a national identity question in the 2011 Census has been finalised, subject to parliamentary approval in Spring 2010.

Language: key issues for question development

As well as English, many other languages are regularly spoken, signed, read and written by people living in England and Wales. For example, over 300 languages are used by London's residents. Public bodies, including ONS, have a statutory duty under race and disability equality legislation to make sure that the goods, facilities and services they provide are accessible to everyone who needs them. This includes removing language barriers. Many business and voluntary sector organisations also wish to achieve similar results. To help this happen, better information on linguistic diversity is required for organisations to improve the accessibility of their goods, facilities and services.

The only language question ever asked in the Census is about Welsh language. However, the 2005 Consultation revealed a strong need for information on languages more generally, especially at a local level. to help provide services and improve accessibility.

The main user needs appear to be for English language proficiency, and what languages were used other than English. This information is needed, for example, by public bodies, where race and disability equality legislation

requires them to remove communication barriers related to language and literacy. Information from a language question would help to ensure that services are accessible to everyone who needs them.

Indigenous languages are covered by the Welsh Language Act and the European Charter for Regional or Minority Languages. For this reason, a Welsh language proficiency question will continue to be asked in Wales.

The language question included on the 2007 Census Test was comparable with the way Welsh language was measured in the 2001 Census. It aimed to collect information on the different aspects of language ability, such as understanding, speaking, reading, and writing in English, Welsh or any other language. It also allowed respondents to record their ability to understand and sign in British Sign Language or other Sign Languages.

A question or questions on language will be included in the 2011 Census, subject to parliamentary approval in Spring 2010. ONS are currently testing a combination of two questions, the first on 'main language' and the second on 'English language proficiency'.

The questions on language have been developed by consultation to understand users' precise requirements, and qualitative and quantitative research to ensure respondents are able to answer the question.

Religion: key issues for question development

A religion question was first added to the England and Wales Census in 2001. The Census Act states that religion must be a voluntary question and therefore people are not obliged to answer. Despite its voluntary nature, in 2001 the response rate to the religion question was 92 per cent. The same question was asked in the 2007 Census Test.

The main reason for adding the question in 2001 was to provide richer information on diversity than ethnic group data can provide on its own. Since

2001, it has become more common to record religion. For example the Labour Force Survey and the British Crime Survey both collect information on religion.

Under the Equality Act 2006, it is unlawful to discriminate on the grounds of religion or belief. As a result, there is a growing need for information on religion and non-religious beliefs so that equality outcomes can be monitored.

This 2001 question recorded religious identity or affiliation. It did not aim to collect information on non-religious belief systems such as Humanism, although around 8,000 people wrote this in the space provided. Detailed information on the 'written in' answers to the 2001 Census question on religion can be requested from Census Customer Services:

<http://www.statistics.gov.uk/census2001/customerservices.asp>

Appendix 2: Legal Context

Legal Context for the Census

A Census, in which everyone must take part, is required by law and is debated and approved by Parliament. The Census Act 1920 is the primary legislation which allows a Census to be taken. The legislation is amended by the Census (Confidentiality) Act 1991.

This makes provision for the taking of a census from time to time, but no more frequently than every five years. The Act gives power to the Government of the day, if Parliament agrees, to ask the Queen to make an Order in Council directing that a census be taken on a particular day. The duty for carrying out a census rests with the Registrar General for England and Wales (whose office is part of the Office for National Statistics) and the Registrar General for Scotland (General Register Office Scotland).

A Government Order and Regulations set out the details for a specific Census after publication of Government policy in a White Paper, which will be laid before Parliament in October 2008. The final content of the Census questionnaire will be decided by Parliament in Spring 2010.

In addition to the Census Act 1920, as amended, other legislation is relevant. The Race Relations Act 1976, Race Relations (Amendment) Act 2000, Disability Discrimination Act 1995 and 2005, and the Sex Discrimination Act 1975, as amended by the Equality Act 2006, provides the context for gathering a range of information about the population. This information is used by government, business and the community to analyse, through equality monitoring, whether or not goods, facilities, access and services are provided fairly to everyone.

More information about equality legislation is available from the Equality and Human Rights Commission.

Appendix 3: Definitions of terms used in the assessment

Adverse or negative impact: Adverse impact is where functions disadvantage equality groups. This may also be differential, in that the adverse impact on one group is likely to be greater than on another. Some adverse impacts might be intended. For example, when providing a dedicated service for women who suffer domestic violence, the service might exclude some groups. If an adverse impact is considered to be unlawful this would result in either direct or indirect discrimination. Action must be taken immediately to either develop/change or even abandon the functions.

Census: A census is a survey of all people and households in the country. The primary purpose of the Census is to provide an accurate count of the population. It provides essential information from national to neighbourhood level for government, business, and the community.

The information the census provides allows central and local government, health authorities and many other organisations to target their resources more effectively and to plan housing, education, health and transport services for years to come.

In England and Wales, the census is planned and carried out by the Office for National Statistics. Elsewhere in the UK, responsibility lies with the General Register Office for Scotland and the Northern Ireland Statistics and Research Agency.

The 2001 census cost some £255 million for the UK as a whole, but the information it provides enables billions of pounds of taxpayers' money to be targeted where it is needed most. The 2011 Census is likely to cost significantly more due to inflation, increase in size of population, Internet costs and other factors.

Detailed information about the Census for England and Wales is available on the National Statistics website:

<http://www.statistics.gov.uk/census/>

Cognitive testing: Cognitive testing is a recognised method for pretesting questions and questionnaires. By using techniques such as paraphrasing, think-aloud, concurrent, and retrospective probing, developers are able to identify problems with the questionnaire, to ensure that respondents understand questions, concepts and tasks in a consistent way; feel able and willing to answer; and provide answers that are valid, reliable, sensitive and accurate.

Direct discrimination: Direct discrimination occurs when a person is treated less favourably than someone else for reason of their sex, ethnic origin, disability, age, sexual orientation, religion/belief etc. Also, it occurs under the Disability Discrimination Act, when organisations fail to make reasonable adjustments to meet the needs of a disabled person (unless failure can be justified).

Diversity: The difference in beliefs, values, attitudes, culture, ethnic background, sexual orientation, skills, knowledge, and life experiences etc of each individual in any group of people.

Equality of opportunity: Making certain that no section of the population receives less favourable treatment because of their race, religion, gender, skin colour, age, sexual orientation or any other status.

Ethnicity: A sense of cultural and historical identity based on belonging by birth to a distinctive cultural group.

Indirect discrimination: Applying a rule or requirement, which effectively leads to less favourable conditions or treatment for a particular group of people.

Positive impact: this is where functions have a positive influence on equality groups, or improve equal opportunities and/or relationships between different groups. The positive impact may be differential, where the positive impact on one group is likely to be greater than on another. For example, a targeted training and education programme for minority ethnic women would have a positive differential impact on minority ethnic women, compared with its impact on white women and all men. It would not, however, necessarily have an adverse impact on white women or men.

Qualitative evidence: information that is people's perceived experiences. They are viewpoints and will often provide an explanation of the quantitative data, or produce different analyses.

Quantitative evidence: information that is "numbers" - e.g. Census data. This can be statistically analysed and cross-referenced in different ways.

Appendix 4: Supporting documentation

2005 Consultation

Consultation on proposed questions for the 2011 Census began with a general consultation exercise in 2005. Approximately 2,000 responses to the 2005 consultation were received, from around 500 users. Of these, over 120 responses were received commenting on the subject of ethnicity and national identity. These came from a variety of central government, local authority, interest groups and other data users.

The ONS preliminary view on content is available in the report entitled 'The 2011 Census: Initial View on Content for England and Wales' can be found on the National Statistics website:

<http://www.ons.gov.uk/about/consultations/closed-consultations/2011-census--content/index.html>

Results of 2005 Consultation

ONS has published the results of the consultation exercise on its website, in an information paper called 'The 2011 Census: Assessment of initial user requirements on content for England and Wales'. The paper can be found on the National Statistics website:

<http://www.ons.gov.uk/about/consultations/closed-consultations/consultation-on-2011-census---responses/index.html>

The paper provides:

- Details of the response to the consultation document published in May 2005;
- A provisional ONS view on the likely content of the 2011 Census questionnaire for England and Wales after consideration of the responses received; and

- Details of the work that informed the content of the May 2007 Census Test questionnaire, including the ethnicity, national identity, language and religion topic.

To help census users and other interested parties understand the reasons for ONS's judgements on topics, ONS has included in the information paper the decision making tools used to reach the judgments. ONS has also published all individual responses to the consultation.

2006-07 Consultation

In 2006-07, ONS followed up the 2005 general consultation with a detailed questionnaire on user needs for ethnicity, national identity, language and religion information. The consultation, four months from 1 December 2006 to 31 March 2007, was designed to help ONS to understand further the requirements of its users and stakeholders.

Results of 2006-07 consultation

The consultation ended on 31 March 2007 and a summary of all responses received is available on the National Statistics website:

<http://www.statistics.gov.uk/census/2011Census/Consultations/ethnicidentconsultation.asp>

2007 Consultation: Open Meetings

In March 2007, ONS conducted a series of open consultation meetings in Sheffield, London and Cardiff. These were attended by users such as public authorities, charities, voluntary sector agencies, private sector companies and members of the public.

Delegates at the open consultation meetings expressed a range of requirements related to the ethnicity, national identity, language and religion topic. The slides from the meetings are available on the National Statistics website:

<http://www.ons.gov.uk/census/2011-census/collecting-info/dev-questionnaires/2007-test-questionnaire-development.html>

2008 Consultation: Workshop with Census Advisory Group members

In February 2008, ONS held a workshop with representatives of the Census Advisory Groups to discuss the priorities for the content of the 2011 Census questionnaire for both three and four pages of individual questions.

The documents from the workshop are available on the National Statistics website:

<http://www.ons.gov.uk/census/2011-census/collecting-info/dev-questionnaires/index.html>

Question testing research

Details of ONS's question testing research will be available on the National Statistics website in Autumn 2008.

Test Areas for the 2007 Census Test in England and Wales

The 2007 Census Test was conducted in five local authority areas selected to reflect a range of field conditions, covering around 100,000 households in total. The five local authorities represent a range of area types according to the Office for National Statistics (ONS) classification:

- Liverpool (representing Services and Cities)
- Camden (London Centre)
- Bath and North East Somerset (Prospering UK)
- Carmarthenshire (Coastal and Countryside)
- Stoke-on-Trent (Mining and Manufacturing)

The majority and minority ethnic groups resident in the local authority areas vary, and reflect urban and rural situations. To find out the details from the 2001 Census about the ethnic groups in each area, go to

<http://neighbourhood.statistics.gov.uk/dissemination/>