

Information paper

Recommended questions for the 2009 Census
Rehearsal and 2011 Census

National Identity

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1. Summary

Question development for the 2011 Census began in 2005. A detailed and lengthy process of user consultation, prioritisation of user requirements and qualitative and quantitative question testing has been carried out to inform the decisions on the content and questions to be included in the 2011 Census.

1.1 Background

The national identity question originated as a response to public and political concerns that the ethnic group question in the 2001 Census for England and Wales did not provide a tick-box for respondents to identify themselves as 'English', 'Welsh', 'Scottish' and 'Northern Irish' but only allowed for 'British' whereas people could record themselves as 'Scottish' in the 2001 Census in Scotland. Subsequent research concluded that a separate national identity question was the preferred method to facilitate the recording of national belonging without compromising the quality of data collected on ethnic group. A national identity question was first introduced when it was included in the Labour Force Survey (LFS) in 2001.

In 2003 ONS published a *Guide to the Collection and Classification of Ethnic Group Data* recommending that wherever possible a national identity question should be asked as a companion to the ethnic group question.

1.2 User requirements

The user consultation process invited key users of Census data to suggest and comment on topics for inclusion in the 2011 Census. Consultations with key users in 2005 and 2007 revealed significant demand for the inclusion of a national identity question in the 2011 Census, with the greatest demand coming from local and regional government. Overall, 58 per cent of respondents to the 2007 consultation on questions falling within the ethnicity, identity, language and religion (EILR) topics expressed a requirement for information on national identity. Respondents to the consultations helped to recognise a number of ways in which the new information would improve the quality of output data, including the following:

- Improving the acceptability of the ethnic group question
- Providing a richer understanding of society

1.3 Methods of question testing

A variety of quantitative and qualitative methodologies have been employed to test the questions recommended for inclusion in the 2011 Census.

Qualitative question testing on national identity has been conducted by the Data Collection Methodology branch in ONS through a programme of cognitive testing running between February 2005 and September 2008.

Quantitative question testing has been conducted at various intervals since May 2006 using a variety of methodologies as summarised in the table below.

Table 1.1: Quantitative Test Methodologies

Test	Method/Description	Dates
Lambeth Postal Test	Small sample of addresses in Lambeth. 366 household forms inputted	May-July 2006
2007 Postal Test	10,400 questionnaires posted to random sample across England.	April 2007
2007 Census Test	Large scale test with a random sample of approximately 100,000 addresses in five local authorities: Bath and North East Somerset, Camden, Carmarthenshire, Liverpool and Stoke-on-Trent.	May 2007
2008 Postal Test	20,400 questionnaires posted. Half sent to random sample of addresses in Northampton, half sent to random sample of addresses in England.	July 2008
Opinions (Omnibus) survey	Survey of around 1,200 adults every month. One adult from each household is selected to answer the questions. All interviews are carried out face-to-face.	Monthly (national identity included September-December 2007)

1.4 Development of the question

1.4.1 Understanding of concepts

National identity should be treated as separate from both citizenship and ethnicity, although these concepts may be strongly associated. This was confirmed through cognitive testing.

The cognitive testing process found that respondents thought there was a relationship between the national identity and ethnic group questions but ultimately saw them as measuring separate concepts. National identity was seen as changeable, whereas ethnicity was seen as fixed.

Respondents who participated in cognitive testing also recognised a relationship between the national identity and citizenship questions. There were mixed views on whether the answer given to each question should be the same. Some respondents noted that answering the national identity question encompassed an emotional and subjective aspect, while the citizenship question asked about legal or factual status.

1.4.2 Question phrasing

National identity is a subjective concept and many people see themselves having more than one identity. Therefore it is important that the phrasing of the national identity question emphasises the subjectivity of the concept and indicates that multiple responses are allowed. Five question options have been tested with a number of accompanying instructions:

- What do you consider your national identity to be?
✓ all the boxes that apply.
Alternative instruction:
Tick all boxes that apply.
- What is your national identity?
✓ all the boxes that apply.

Alternative instruction 1:
Tick all the boxes that apply.
Alternative instruction 2:
Tick all boxes that apply.

- Which national identity (ies) do you feel most connected to?
- Which national identity or identities do you feel most connected to?
- How would you describe your national identity?
Tick all that apply

Two Welsh language questions have been tested:

- Beth, yn eich barn chi, yw'ch hunaniaeth genedlaethol?
Ticiwch bob blwch sy'n berthnasol
[What do you consider your national identity to be?
Tick all the relevant boxes]
- Sut fydddech chi'n disgrifio'ch hunaniaeth genedlaethol?
Ticiwch bob blwch sy'n berthnasol
[How would you describe your national identity?
Tick all the relevant boxes]

Following the programme of question testing it was decided that the phrasing 'How would you describe your national identity?' combined with a 'tick all that apply' instruction best conveyed the subjectivity of the question whilst allowing multiple responses and remaining understandable to respondents with different levels of English ability.

1.4.3 Response categories

The programme of question testing found that the national identity question worked well with tick boxes for the four nations of the UK as well as 'British' and 'Other'. Some criticism was received from the 2007 consultation of the question only containing tick-boxes for UK national identities. However, these are the most important national identities in ensuring acceptability of the national identity and ethnic group questions. Cognitive question testing found that the write-in space was suitable for recording non-UK national identities. These considerations, combined with tight space constraints, informed the ONS decision that non-UK national identities would be measured through the write-in space.

Cognitive question testing on the national identity question has supported research findings that the order of tick-boxes has a statistically significant effect on responses given. When respondents chose only one response, the first option listed was more likely to be chosen. Since the ability to identify as Welsh in Wales and English in England was a key factor in the decision to include a national identity question ONS recommend that these response options appear first (English first in England, Welsh first in Wales), followed by 'Scottish' 'Northern Irish' 'British' and 'Other'. This order is consistent with the Scottish ethnic group tick-box order, the English ethnic group tick-box order and the Labour Force Survey (LFS) national identity question.

1.4.4 Response rates

ONS found good response rates to the national identity question in quantitative testing which suggested that the question is generally understandable and

acceptable to respondents. Non-response rates to the question (respondents who neither ticked one of the boxes, nor wrote anything in the write-in field) were 1.8 per cent in the 2007 Census Test, 3.3 per cent in the 2007 Postal Test and 2.2 per cent in the 2008 Postal Test. In each test, these percentages were broadly similar to those for other questions on similar topics.

1.5 Recommended location of the question

It is recommended that asking the national identity question immediately before ethnic group will improve responses to and acceptability of the ethnic group question.

The voluntary nature of the religion question may cause respondents to assume subsequent questions are also voluntary, particularly where these are on a related topic. For this reason it is also recommended that national identity is asked before religion.

1.6 Final recommendation

The questions presented below are those for England and Wales that will be included in the 2009 Rehearsal. They are also recommended for the 2011 Census subject to performance in the Rehearsal and any changes imposed by Parliament through the legislative process.

National identity – England

15 How would you describe your national identity?

↪ Tick all that apply

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

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National identity – Wales (English version)

15 How would you describe your national identity?
 ➔ Tick all that apply

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

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

National identity – Wales (Welsh version)

15 Sut fydddech chi'n disgrifio'ch hunaniaeth genedlaethol?
 ➔ Ticiwch bob blwch sy'n berthnasol

- Cymreig
- Seisnig
- Albanaidd
- Gwyddelig Gogledd Iwerddon
- Prydeinig
- Arall, nodwch

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2. Introduction

The next Census will take place on 27 March 2011 and prior to that a Census Rehearsal will be carried out on 11 October 2009. The proposed topics to be included in the 2011 Census have been announced in the 2011 Census Government White Paper published in December 2008. To access the White Paper and read further information about how the content of the 2009 Rehearsal and 2011 Census was determined, please refer to the National Statistics website at [*<insert web link>*](#)

The questionnaires for the 2009 Census Rehearsal were formally signed off by the National Statistician in October 2008 and can be accessed on the National Statistics website at [*<insert web link>*](#).

This paper outlines the development of the national identity question. There are equivalent papers which present the recommendations for each of the other questions within the ethnicity, identity, language and religion (EILR) topic area. The question included in this paper will be included in the 2009 Rehearsal. It is also recommended for the 2011 Census, subject to performance in the Rehearsal and any changes imposed by Parliament through the legislative process.

The supporting paper entitled 'The 2011 Census: Recommended Content for England and Wales', available on the National Statistics website at [*<insert link>*](#), explains the process that was followed in developing the question and the constraints within which the question was designed. This paper will begin by briefly addressing the key factors - public acceptability and user requirements - driving the development of the national identity question. It will then go on to explain the methods and process through which the question has been tested and developed before providing the final question recommendations.

3. Suite of ethnicity and identity questions to be included in the 2009 Rehearsal and 2011 Census

The following topics will be included in the 2009 Census Rehearsal and are recommended for inclusion in the 2011 Census for England and Wales:

- National identity
- Ethnic group
- Religious affiliation
- Main language
- Spoken English proficiency
- Knowledge of Welsh language (Wales only)

These questions complement the suite of migration questions that are proposed for inclusion, which are:

- Country of birth
- Usual address one year ago
- Citizenship
- Month and year of arrival to the UK
- Intended length of stay in the UK

For more detail on how the content was decided please see [*<insert web link to content paper>*](#).

4. Background

National identity is subjective and self-perceived, more so than any identity question asked on a recent census. With the devolved administrations in Scotland, Wales and Northern Ireland, there has been an increase in national consciousness with many people wanting their 'national' identity to be acknowledged. Consequently there is an increased desire amongst people with a White British background to express their affiliation with a particular country within the UK.

ONS first considered the question of national identity following public and political concerns that the ethnic group question in the 2001 Census for England and Wales did not provide a tick-box for respondents to identify themselves as 'English', 'Welsh', 'Scottish' and 'Northern Irish' but only allowed for 'British' whereas people could record themselves as 'Scottish' in the 2001 Census in Scotland.

Further research concluded that classifying ethnic groups was best achieved separately from national identity. In 2003 ONS published *A Guide for the Collection and Classification of Ethnic Group Data*¹, recommending that wherever possible a national identity question should be asked as a companion to the ethnic group question.

As a result of the campaign for a Welsh tick-box in the ethnic group question in Wales and a review by the Treasury Sub-Committee, ONS also gave a public commitment that the Welsh Assembly Government (WAG) would be given a more formal role in agreeing Census content and conduct in the future. ONS also introduced a question on national identity in the 2001 Labour Force Survey (LFS).

¹ *A Guide for the Collection and Classification of Ethnic Group Data*
http://www.statistics.gov.uk/about/ethnic_group_statistics/downloads/ethnic_group_statistics.pdf

5. User requirements

The inclusion of questions in the Census must be supported by a clear user requirement for the information. The user consultation process for the 2011 Census began in 2005 with a formal three month general topics consultation. A summary of the comments relating to national identity can be found at <http://www.ons.gov.uk/about/consultations/closed-consultations/consultation-on-2011-census---responses/index.html>.

In addition to this another formal three month consultation exercise was carried out between December 2006 and March 2007 (referred to throughout the paper as the 2007 consultation) to refine the user requirements for information on ethnicity, identity, language and religion for the 2011 Census. The report of the 2007 consultation can be found at <http://www.ons.gov.uk/census/2011-census/consultations/eth-group-national-identity/index.html>

5.1 Requirement for national identity

Table 5.1 below displays the requirements expressed for information on national identity in the 2007 consultation. The greatest demand came from local and regional government where 67 per cent of respondents indicated a requirement.

Table 5.1: Requirements for information on national identity from the 2011 Census

Organisation Type	Number of responses	Yes (%)	No (%)
Central & devolved government	22	50	50
Experts, community & special interest groups	114	57	43
Local & regional government	81	67	33
Local service providers	40	45	55
All respondents	257	58	42

Overall, 58 per cent of respondents expressed a requirement for information on national identity, including a wide variety of organisations and interest groups. However although the explicit requirement was lower than for ethnic group, language or religion this figure is slightly misleading as there was also a very strong implicit user requirement that became apparent when considering the ethnic group question. Respondents to both consultations helped to recognise two key ways in which the new information would improve the quality of output data:

- Improving the acceptability of the ethnic group question
- Providing a richer understanding of society

5.1.1 Improving the acceptability of the ethnic group question

As stated in section 4, the 2001 Census drew strong opinion from members of the ethnic majority that wished to express a more detailed identity than just 'British'. The lack of such options was one of the greatest areas of discontent amongst user groups.

Burton *et al* suggest that *'It will probably be important that the ethnic group classification question should follow one on 'national identity' covering*

identification with any of the four countries of the UK and/or with British. This is intended to ensure more stable...for example, from Scots who wish to assert their Scottishness (and will thus have been already provided an opportunity to do so) to the subsequent ethnic group categories" (Burton *et al* 2008:29) The potential scale of this issue is better understood when considering that in 2001, 87 per cent of respondents to the Census identified as White British.

A large number of requests were received for people to be able to identify themselves as Welsh. Amongst respondents to the 2007 consultation from Wales, the proportion who required a national identity question in the 2011 Census was 75 per cent. The Welsh Assembly Government (2005) commented that *'people who view their ethnicity or national identity to be Welsh should be able to indicate that at least as easily as those who view themselves as British or any of the other national identities pertaining to Britain'*. A Welsh local authority added that *'Many thousands of Welsh people felt annoyed that they were prevented from stating their Welsh identity [in the 2001 Census]. I would strongly lobby that this was included in the next Census.'* This opinion was supported by a number of individuals and community groups. There have been similar requests from English and other sub-UK identities.

The national identity question would also allow the Cornish to record their Cornish identity separately from their British identity as requested at the 2007 consultation.

Another advantage of meeting this demand is the reduction of coding costs by minimising written-in responses of English, Welsh, or Scottish, of which there were 1,577,298 in the 2001 Census in England and Wales.

ONS decided that it would be problematic to break the 'British' tick-box down into separate categories in the ethnic group question as an alternative to the national identity question because:

- ONS has determined that a single response question is most appropriate for ethnic group² and there is a risk, supported by results from cognitive question testing (Homes and Murray 2008), that respondents might want to tick more than one option if for example they can not choose between identifying as English or British
- there is not enough space on the census questionnaire to include full national identity descriptors for all ethnic groups in England and Wales (for example, 'Indian, Indian British, Indian English, Indian Welsh, Indian Scottish, Indian Northern Irish')
- Adding only two ethnic minority tick-boxes alongside four White UK tick-boxes could give the impression that undue emphasis was placed on monitoring the ethnic majority population at the expense of ethnic minorities
- it may not be acceptable or equitable to deny ethnic minority groups the opportunity to identify with particular UK national identities

Burton *et al* also argue that a national identity question will *'ensure more stable responses... from minorities who wish to assert their Britishness'* (Burton *et al* 2008:29) The 2007 consultation identified that there was also a desire for ethnic

² For detail see ethnic group question recommendation paper [<insert link to ethnic group paper>](#)

minority populations to express their affiliation with England, Scotland, Wales, Northern Ireland and Britain, particularly among those who were born in the UK.

In the 2001 Census there were no specific tick-boxes to record British national identities for those who are not White. In England and Wales 70,000 people wrote Black British under 'Other Black' to express their Britishness. Evidence also suggests that respondents may be happier to express their ethnic group if they can also express their national identity. Without this opportunity there is a risk that large proportions of the ethnic minority population could refuse to answer this question or the census as a whole.

Some user groups expected a question on national identity to increase response rates as a result of improved questionnaire acceptability and accuracy. An English local authority (2007) believed that a question on national identity '*would increase the response rate from certain sections of the community, for instance second or third generation Asian immigrants who may wish to record their national identity as British or English but their ethnic background as Asian.*'

5.1.2 Providing a better understanding of society

As well as making the questionnaire more acceptable to respondents the national identity question has the potential to provide data required by users.

For example some stakeholders wanted national identity information about people with particular identities within the UK (such as the Cornish, Scottish and Welsh), in terms of where they live and how they identify themselves. A national identity question will also allow for the first time a fuller understanding of the intersection of British, Northern Irish and Irish identities.

A need has also been identified for further analysis of ethnic minorities:

'The notion of 'hyphenated' British was incorporated in Black British and Asian British but whilst it might have been interesting to see how many people identified themselves in this way it is not possible to do so because the hyphenated British are conflated with Black and Asian. Thus we have no means of knowing whether a respondent ticking 'Asian or Asian British and then Indian saw themselves primarily as Indian or British Indian'...[These] answers do not lend themselves to the type of analysis that academics in fields of ethnic and racial studies might wish to make – thus depriving us of the opportunity to elaborate a more rounded analysis of issues relating to ethnic identity.' (Moore and Hickman 2007:3)

The national identity question may also provide some scope for disaggregating ethnic categories such as 'African' or 'Pakistani' or for identifying groups that span states for example Kurdish. One local authority (2007) stated that 'National identity data would greatly improve our understanding of the composition of, for example, the 'Other White' ethnic grouping...and, for example, Somalis within the Black African category.' Another consultation respondent commented that 'National Identity may identify significant groups in the UK which have not been recognised effectively in the past, for example, Kurds. [This information] could provide a rich dataset to complement country of birth since it is how people view themselves rather than a fact e.g. a person born in Turkey might rather write in Kurdish than Turkish or British.'

However ONS recognises this may be limited however with most ethnic minorities identifying with a UK identity only.

Finally, as Burton et al argue, 'the extent to which people identify with different countries of the UK and express such national identities, whether or not living in the countries concerned, is of interest in its own right to researchers both concerned with nationality and with the complementary and complex nature of identification.' (Burton et al 2008:29)

The opportunity for multiple responses provides a means for people to identify with more than one nationality. One use of this information is to examine whether those identifying as British are also likely to identify with one of the constituent nations and vice versa. And it was noted by a city council (2007) that '*an expression of national identity, where different from birthplace, could provide one measure of social and community cohesion.*' A London Borough (2007) believed that '*information about the national identity of our population would be useful, particularly in relation to issues such as citizenship and community cohesion.*'

6. Methods of question testing

A variety of quantitative and qualitative methodologies have been employed to test the questions recommended for inclusion in the 2011 Census.

6.1 Qualitative testing

Qualitative question testing on national identity has been conducted by the Data Collection Methodology branch in ONS through a programme of cognitive testing running between February 2005 and September 2008.

6.1.1 Cognitive testing

Data Collection Methodology (DCM) within ONS were commissioned to carry out a programme of cognitive question testing on Census questions. This began in February 2005 and continued until September 2008. The aim of this testing was to develop questions that collect accurate and meaningful information that meet user requirements, minimise the burden on respondents and are designed to conform as closely as possible to best practice of questionnaire design. The testing was split into 4 main phases:

- Pre-testing for the 2007 Census Test (February 2005 – April 2006)
- Whole Questionnaire Testing for the 2007 Census Test (June 2006 – August 2006)
- Testing with Somali respondents in Wales carried out by Welsh Assembly Government (WAG) (June – July 2007)
- Testing with people identifying as 'White Welsh/British' focussing on national identity and ethnic group, carried out by WAG (December 2007)
- Testing for 2009 Census Rehearsal
 - **Wave 1** (November 2006 to January 2007)
 - **Wave 2** (April to May 2007)
 - **Wave 3** (July to September 2007)
 - **Wave 4** (October and November 2007)
 - **Wave 5** (January to March 2008)
 - **Wave 6** (April to July 2008)
 - **Mini-wave conducted by WAG** (September 2008)

As part of the testing for the 2009 Census Rehearsal, two waves of Welsh language testing were carried out in Wales.

- **Wave 1** (October to November 2007)
- **Wave 2** (June to July 2008)

The national identity question has been included in cognitive testing since the pre-testing for the 2007 Census Test in February 2005.

Full reports of each wave of cognitive testing will be available in March 2009 <[link to cognitive testing reports](#)>

6.2 Quantitative testing

Analysis on the performance of the national identity question has been conducted for several quantitative tests since May 2006.

6.2.1 Lambeth Postal Test

From May to July 2006, a test of postal enumeration procedures was carried out in the London Borough of Lambeth. Although this test was designed to test field

procedures, it also allowed the opportunity to analyse and evaluate the performance of the questions. A response rate of 25 per cent was obtained and 366 household questionnaires were inputted, giving 787 individual respondents. Some of this data was analysed to help inform the development of the national identity question prior to the 2007 Test.

6.2.2 2007 Postal Test

The ONS Questionnaire Design and Content team ran a postal test in April 2007. Although the main objective of this test was aimed at testing issues related to questionnaire length, it did provide valuable information on the acceptability and understanding of definitions and questions, particularly new questions such as national identity. The national identity question included was 'what do you consider your national identity to be?' with a 'tick all boxes that apply' instruction.

10,400 questionnaires were posted out to a sample of random addresses across England during early April. Half of the households received a 24 page questionnaire (P1) and the other half received a 32 page questionnaire (P2). The overall response rate was around 31 per cent. The full report on the 2007 Postal Test is expected to be published in March 2009.

6.2.3 2007 Census Test

A large scale Census Test was carried out covering 100,000 households in England and Wales on 13 May 2007. The Test took place in Bath and North East Somerset, Camden, Carmarthenshire, Liverpool and Stoke-on-Trent. The questionnaire that was used for the Test was 24 pages long and included four pages of individual questions per person for five respondents. This allowed the opportunity to test new and updated questions. The national identity question included was 'what do you consider your national identity to be?' with a 'tick all boxes that apply' instruction.

Please refer to the evaluation report for a detailed evaluation of the 2007 Test questionnaire [<link to 2007 Test evaluation>](#).

6.2.4 2008 Postal Test

In July 2008 two postal surveys were carried out, one across England, and the other in Northampton, an area which has a high concentration of migrants. A split-sample design was used to test any impact on response rates of including a question on intended length of stay in the UK. The total sample was 20,400 addresses, with 5,100 in each of the 4 different samples.

The test also allowed valuable analysis to be conducted on the performance of the questions developed for the 2009 Rehearsal. The national identity question included was 'how would you describe your national identity?' with a 'tick all that apply' instruction.

The full report on the 2008 Postal Test is expected to be published in March 2009.

6.2.5 Opinions (Omnibus) survey question testing

The Opinions (Omnibus) survey is an ONS run, multi-purpose survey based on interviews with a monthly sample of around 1200 adults (aged 16 and over) in private households. It currently forms part of the Integrated Household Survey. One adult is selected from each household to answer the questions. It differs

from the census in that all interviews are carried out face-to-face by members of the general field force of interviewers in ONS.

Between September and December 2007, the Census Division of ONS requested the addition of a national identity question to this survey. Respondents were asked the question 'what do you consider your national identity to be?' and chose their answer from showcards displaying 'English' 'Welsh' 'Scottish' 'Northern Irish' 'British' and 'Other'. If respondents chose 'Other' they were asked to specify their national identity in their own words. In addition, a short statement was provided with the question to define the term 'national identity' and respondents were subsequently asked whether the statement was useful to them in answering the question.

7. Development of the question

This section details the decision making process that has been informed by the question testing tools outlined in section 6 in order to meet the objectives set out in sections 4 and 5. The starting point for question development was the question used in the Labour Force Survey (figure 7.1).

Figure 7.1 National identity question asked on the Labour Force Survey (England)

What do you consider your national identity to be? Please choose as many or as few as apply

English

Scottish

Welsh

Irish

British

Other

7.1 Understanding of concepts

Like the ethnic group question the national identity question must be clear and acceptable to all sections of the population.

7.1.1 Interpretations of national identity

National identity can be taken to mean affiliation to a nation³ and as such is subjective and self-perceived. The concept of national identity should be treated as separate from both citizenship –which involves bureaucratic or legal statuses – and ethnicity. Although these concepts may be strongly associated, citizenship and ethnicity are not necessary conditions for holding a particular national identity.

Cognitive testing revealed similar interpretations of the term 'national identity' by respondents throughout all waves. Some equated it with their factual legal status, their country of birth, nationality or citizenship. For example:

'... national identity I closely associate with nationality ... National identity that's my nationality, that's how I see it.' (Wave 1)

'Country you come from and what passport you have.' (Wave 4)

This factual interpretation was more often adopted by those who were born outside the UK and/or for whom English was not their first language. For some, the term 'national identity' was new to them.

In contrast, other respondents emphasised the emotional and subjective nature of national identity. For example:

³ Miller (1995) characterises a nation as community connected to a particular territory, with a history (and a future), that is involved in collective activity and distinct from other communities by its common public character

'... where they feel more sort of like associated with ... yeah.' (Wave 2)

'What country, or I suppose a nation, it doesn't have to be a country, a country or group of people you, sort of, associate yourself as being a member of regardless of where you were born ... It's a personal thing ... it's subjective rather than [something] you can prove.' (Wave 5)

In line with this, Welsh language testing also found that respondents viewed 'hunaniaeth genedlaethol' ['national identity'] as a subjective concept, based on what nationality a person 'considered' themselves to be. For example:

<i>'Anodd esbonio ... wel beth ych chi'n meddwl yw eich cenedligrwydd.'</i>	<i>['Hard to explain ... well, what you think your nationality is.']</i>
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(Wave 1, Welsh Language Questionnaire Development)

Often the two interpretations of national identity overlapped. The following quote demonstrates how some respondents recognised that national identity related to their passport(s) or their nationality, but also made reference to how they felt:

'The country to which I identify myself to ... where I was born and ... the country that I call home really, I would say... and I know I belong there.' (Wave 2)

Mention was also made of national pride and allegiance to a country or a country's sports team. For example:

'Proud of being Irish, where you're born and raised.' (Wave 3)

'I think we define national identity by which football team you support really.' (Wave 4)

Testing showed that those who were unclear about the concept of national identity, particularly those who were not born in the UK and/or for whom English was not their first language, used the response categories available to help them understand and answer the question:

'The options given there kind of guide you to understand what is being asked.' (Wave 1)

Testing of the Welsh language question also found that the response options assisted those respondents who were unsure of the term 'hunaniaeth genedlaethol' ['national identity'] to make sense of it. For example:

<i>'Hunaniaeth genedlaethol ... ddim yn rhywbeth ych chi'n defnyddio bob dydd ... oh Cymro, Cymraes ...'</i>	<i>['National identity ... not something you use every day ... oh Welsh man, Welsh woman ...']</i>
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(Wave 1, Welsh Language Questionnaire Development)

7.1.2 National identity vs ethnic group

The concept of national identity is distinct from that of ethnicity. Typically nations arise from ethnic communities although as a result of immigration many are now multi-ethnic. To reflect this, the national identity question has been developed to record national identities independently from ethnic group. However, for some there may be a strong association between national identity and ethnicity.

Cognitive testing demonstrated that respondents thought that there was a relationship between the national identity and ethnic group questions, but although there was a shared understanding, they were ultimately seen as referring to separate concepts. In contrast to the national identity question, the ethnic group question was seen to be more about a person's heritage or genetic origins. National identity was seen as changeable, whereas ethnicity was fixed.

'National identity is more to do with where I live and perhaps laws that affect me, whereas ethnicity is actually my genetic make-up, it's what I was born with and can't change.' (Wave 4)

'... I think there are loads of people who are British, or Welsh, or whatever, but then they've got, you know they're Asian as well.' (Wave 5)

While acknowledging this difference, some people found it difficult to explain why. For example:

'Different, but if you asked me to explain it I couldn't really.' (Wave 5)

Respondents in focus groups held in December 2007 in Wales welcomed the combination of a national identity question and an ethnic group question, with most being able to differentiate between the two concepts.

7.1.3 National identity vs citizenship

As mentioned previously, citizenship need not determine national identity, although the concepts may remain linked in people's minds.

The distinction between citizenship and national identity is synonymous with the difference between a state and a nation. Miller (1995) defines a nation as 'a community of people with an aspiration to be politically self-determining' and a state as 'the set of political institutions that they may aspire to possess for themselves'. Although they may often occupy the same physical space this is not always the case and a state may be multinational (for example, the UK or the former USSR) or a nation may be divided between two or more states (for example, Germany before reunification in 1990) or may exist as minorities within several states (for example, the Kurdish nation).

Respondents who participated in cognitive testing recognised that there was a relationship between the national identity question and the citizenship question. However, there were mixed views as to how similar or different the questions were, and whether the answer given to each question should be the same or not.

Respondents often noted that answering the national identity question encompassed an emotional and subjective aspect, while the citizenship question asked about their legal or factual citizenship status, which passport they held or could hold:

'... I see the passport is something that my parents applied for me when I was little ... and obviously that's something I use to get about, but like, being connected to it, living in England all my life, this is what I count myself as being connected to.' (Wave 5)

7.2 Question phrasing

7.2.1 Subjectivity of national identity

A key characteristic of a nation is that its members *feel* that they share something in common with each other. This relates to Benedict Anderson's idea of nations as 'imagined' political communities – imagined because they are too large for face-to-face contact with most fellow members (Anderson 1983). The modern nation is therefore built around a sense of national identity rather than any direct or immediate interaction.

Given the potential confusion with citizenship it is important that the question is phrased in such a way to make this subjectivity clear.

In the LFS for example, interviewers are told that if respondents ask them for a definition of national identity, they should reply that it is whatever it means to the respondent and that interviewers should never attempt any judgement of their own.

7.2.2 Why it is a multiple response question

The proposed national identity question is a multiple response question, to provide information for different combinations of national identities.

A few respondents to the 2007 consultation commented that because the national identity question allowed multiple responses, it would be difficult to analyse and interpret. Also, respondents may have difficulty answering the question.

However, ONS is aware from other surveys that the majority of Britons have dual identities, for example, feeling both British and Welsh or British and Scottish (Heath *et al* 2008). When ONS tested a single response version of the national identity question in 2001 some respondents had difficulty choosing a category because they held dual identities. It would therefore be unacceptable and potentially divisive to expect respondents to identify with a single nation and so a national identity question needs to allow a multiple response.

In the LFS question, ONS needs people to be able to choose one national identity if that is how they think of themselves, or if they really hold more than one identity, then to be able to express this.

LFS interviewers read out the phrase 'Please choose as many or as few as apply' clearly and slowly so that respondents realise that they can select more than one answer if necessary. They also give respondents time to choose more than one answer if they want to.

The question phrasing in the Census therefore needs to make clear that the question allows multiple responses without obscuring the meaning of national identity. All versions of the question tested offered the opportunity to tick more than one response. However, while early versions of the English language question explicitly stated 'Tick all boxes that apply', for cognitive testing Waves 4

and 5 this instruction was removed as the question wording implied that the reporting of more than one identity was permitted. The instruction was reinstated for Wave 6 testing.

Some respondents expressed uncertainty over the difference between 'English' and 'British', or whether there was a difference. These respondents included people who were born in the UK and might choose to self-define in either way, as well as people who were non-UK born. For example:

'I never know whether to put British or English because there doesn't really seem to be any difference ... I don't really think for me.' (Wave 5)

'That's an interesting question. Am I English or British?' (Wave 6)

However other respondents were clear about the distinction between the identities:

'I'm not British, I'm English ...' (Whole Questionnaire Testing)

'It's a separate nation, so it should be a separate identity really.' (Whole Questionnaire Testing)

7.2.3 Options tested

ONS tested several different combinations of question phrasing and question instructions with the intention of emphasising the subjectivity of national identity and making it clear that respondents could give more than one response. These combinations were:

- What do you consider your national identity to be?
✓ all the boxes that apply.
Alternative instruction:
Tick all boxes that apply.
- What is your national identity?
✓ all the boxes that apply.
Alternative instruction 1:
Tick all the boxes that apply.
Alternative instruction 2:
Tick all boxes that apply.
- Which national identity (ies) do you feel most connected to?
- Which national identity or identities do you feel most connected to?
- How would you describe your national identity?
Tick all that apply

Two Welsh language questions have been tested:

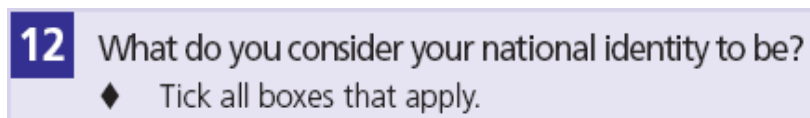
- Beth, yn eich barn chi, yw'ch hunaniaeth genedlaethol?
Ticiwch bob blwch sy'n berthnasol
[What do you consider your national identity to be?
Tick all the relevant boxes]
- Sut fydddech chi'n disgrifio'ch hunaniaeth genedlaethol?
Ticiwch bob blwch sy'n berthnasol

[How would you describe your national identity?
Tick all the relevant boxes]

7.2.3.1 What do you consider your national identity to be?

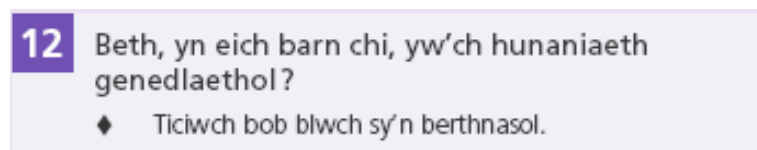
ONS began by testing the question 'What do you consider your national identity to be?' (Figure 7.2) – phrased in line with the original LFS question – with an instruction to 'tick all boxes that apply'.

Figure 7.2: Extract of question with phrase 'What do you consider your national identity to be?'



The Welsh language version – 'Beth, yn eich barn chi, yw'ch hunaniaeth genedlaethol?' (Figure 7.3) – was tested in Wave 1 of the Welsh language questionnaire development. The instruction 'Ticiwch bob blwch sy'n berthnasol' was included which literally translates to 'Tick every box/all boxes that is/are relevant'.

Figure 7.3: Extract of question with phrase 'Beth, yn eich barn chi, yw'ch hunaniaeth genedlaethol?' [What do you consider your national identity to be?]



The Wave 3 report suggested that respondents did not notice the 'Tick all boxes that apply' instruction, as no one ticked more than one box. This was despite some respondents expressing their 'Britishness' and another national identity to the interviewer. For Wave 1 of the Welsh Language Questionnaire Development Testing all respondents ticked only one response box, although this may reflect a tendency for Welsh speakers to have a strong singular Welsh identity rather than any phrasing issues, or them not noticing the instruction.

The question was also asked in the 2007 Census Test. One in ten respondents ticked more than one box (Table 7.4). The most common combinations were English and British in England (8 per cent) and Welsh and British in Wales (7 per cent).

Table 7.4 – Summary of responses to national identity question in 2007 Census Test (England and Wales)

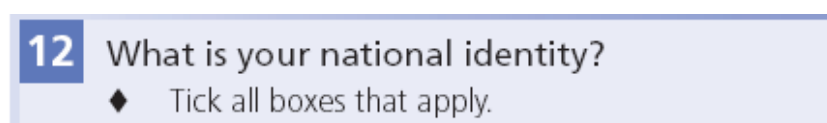
National identity	England (%)	Wales (%)	England and Wales (%)
English only	57	9	51
Welsh only	1	63	9
Scottish only	1	0	1
Northern Irish only	0	0	0
British only	21	12	20
Irish only	1	0	1
Other	5	1	4
English and British	8	1	7
Welsh and British	0	7	1
Other multicode responses	1	3	2
Missing tick	5	2	5
Total	100	100	100

One issue experienced with this question was that it ran over two lines and with the instruction to 'tick all that apply' its length placed pressure on the additional space available for new ethnic group categories.⁴

7.2.3.2 What is your national identity?

From the second round of preliminary cognitive testing and before much of the testing of 'What do you consider your national identity to be?' ONS considered a version of the question that simply asked 'What is your national identity?' (Figure 7.5) in an attempt to shorten the question and make it more direct. However this was possibly the least subjective phrasing and ONS rejected it for this reason.

Figure 7.5: Extract of question with phrasing 'What is your national identity?'



7.2.3.3 Which national identity (ies) do you feel most connected to?

The third version of this question, tested in Waves 4 and 5, asked 'Which national identity (ies) do you feel most connected to?' (Figure 7.6). The term 'connected to' aimed to emphasise the subjective nature of national identity as distinct from the objective concept of citizenship. The plural '(ies)' was included so that the option to select more than one response was implied in the question, thus removing the need for the 'Tick all boxes that apply' instruction.

⁴ See ethnic group recommendations paper

Figure 7.6: Extract of question 'Which national identity (ies) do you feel most connected to?'

14 Which national identity(ies) do you feel most connected to?

The word 'identities' was given in full for the second part of Wave 5, replacing the bracketed '(ies)' (Figure 7.7).

Figure 7.7: Question with phrase 'Which national identity or identities do you feel most connected to?'

15 Which national identity or identities do you feel most connected to?

Misinterpretation of 'connected to'

The change in question wording to 'feel most connected to' introduced a more explicit reference to the emotional nature of national identity. To explore the effectiveness of this phrase respondents were interviewed in the Opinions (Omnibus) Survey of September, November and December 2007. They were shown a show card for the question on national identity and asked what they considered their national identity to be. The show card included an explanation that national identity is a description of the nation(s) or country(ies) you feel most connected to.

They were then asked 'The previous show card included a statement telling you that national identity is a description of the nation(s) or country(ies) you feel most connected to. How useful was that statement? The responses sought were 'Very useful', 'Somewhat useful', or 'Not useful'. Around four in ten respondents said it was not useful, four in ten thought it was somewhat useful and two in ten thought that it was very useful.

Wave 5 of cognitive testing explored how this term was interpreted by respondents. The testing showed that for most people born in the UK and with English as a first language there seemed to be a clear understanding of what the term 'connected to' meant. Like the term 'national identity' the emotional aspect was acknowledged:

'If you feel more connected to Welsh, or Scottish.' (Wave 5)

'Where you feel most at home, which country you feel strongest about.' (Wave 5)

However one UK-born respondent interpreted the term in a different way to that intended:

'Relate to, probably also mix with on a daily basis. I work and I'm always surrounded by British people rather than my own, who are Pakistani. Who you feel closer to, or can understand more.' (Wave 5)

Respondents who were not born in the UK, had only lived in the UK for a relatively short-duration, or who did not speak English as a first language gave similar interpretations of the term 'connected to'. The term seemed problematic and generally did not work as intended among non-UK born respondents. Respondents were unsure of what the question was asking and therefore how they should respond.

The following respondent decided not to answer the question as he was not clear about what information the term 'connected to' was trying to obtain. He thought this question could also pose a problem for other people born outside of the UK.

'I don't really understand that. Is it the people you relate with? I'm not sure if that's what it means ... I don't understand this 'connected to' ... Is it friendship? Is it people I go out with? You know, it's not very clear ... I don't understand this sentence.' (Wave 5)

One respondent who was born outside the UK appeared to interpret this question quite literally as 'people from which countries do you feel you have an emotional connection with?' This individual ticked 'British', 'English' and 'Other' and wrote in 'Nepal' and 'Russia'.

Another respondent thought the question was asking her to give an answer about which other identity or identities were similar to her own:

'Spanish is very near to Italian, life is very similar, work, weather ... very close to Italian.' (Wave 5)

It is also important to note that although a translation of the question using 'connected to' was not tested in the Welsh language, ONS concluded that this question would not translate well into Welsh:

- 'hunaniaeth' [identity] is a feminine noun. The initial letter of adjectives [i.e. 'cenedlaethol'/'national'] following feminine nouns should change (this change of initial letter is called a 'mutation'), so 'national identity' becomes 'hunaniaeth genedlaethol'. However, the plural noun 'hunaniaethau' [identities] does not cause a change to the initial letter of an adjective following it. A translation of 'Which national identity or identities...' would therefore be very long: 'Pa hunaniaeth genedlaethol neu hunaniaethau cenedlaethol...'
- 'cysylltiad' [connection] is followed by a preposition which refers back to the singular 'identity' and plural 'identities', so would need 'hi' [feminine 'it'] and 'nhw' ['them']
- generally, the literal translation sounds clumsy, complicated and long: 'Pa hunaniaeth genedlaethol neu hunaniaethau cenedlaethol, yn eich barn chi, y mae gennych y cysylltiad mwyaf â hi/nhw?'
- This literal translation may not be well understood by respondents.

Because of these problems ONS decided that this wording should not be used for the Welsh language question.

Failure to multi-tick

When answering the question which used the 'connected to' wording respondents did not appear to realise that they could give more than one identity. In Wave 4 only one person chose to tick multiple options ('Welsh' and 'British') and the second identity, 'British', was added later while reviewing the questionnaire, rather than at the actual time of completing the question.

In Wave 5 testing some respondents who reported multiple identities said they were unsure as to whether they should have done:

'Can I tick more than one? Well, it says identities so I guess I can.' (Wave 5)

'I would identify myself equally, [Northern Irish and British] so I hope it's OK to tick both.' (Wave 5)

Other respondents did not realise that the option to report more than one national identity was implied in the question. When they realised they could include another response following further probing or reviewing of the questionnaire by the interviewer, some said they would have done so:

'If I had noticed that I would have ticked English and then wrote Southern Irish as well.' (Wave 5)

Several respondents pointed out that an instruction would be beneficial:

'If you might expect people to tick more than one then it should definitely say so.' (Wave 5)

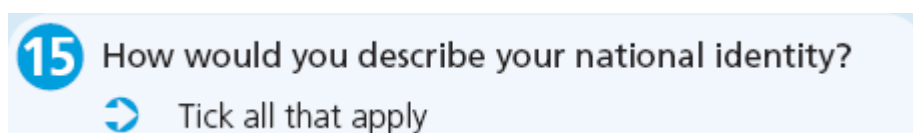
'I would always tick one box, unless it says tick whichever apply ... you assume it just requires one answer.' (Wave 5)

Following this testing ONS decided that the 'Tick all boxes that apply' instruction needed to be included.

7.2.3.4 How would you describe your national identity?

In light of these issues for Wave 6 ONS changed the question to the also subjective but less ambiguous: 'How would you describe your national identity?' and included the instruction to 'Tick all that apply' for Wave 6 testing in the English language (Figure 7.8).

Figure 7.8: Question with phrase 'How would you describe your national identity?'



The Wave 2 Welsh Language Questionnaire Development Testing was conducted with a Welsh translation 'Sut fydddech ch'n disgrifio'ch hunaniae genedlaethol?' [How would you describe your national identity?] with the instruction 'Ticiwch bob blwch sy'n berthnasol' which literally translates to 'Tick every box/all boxes that is/are relevant'. (Figure 7.9)

Figure 7.9: Question with phrase 'Sut fyddech ch'n disgrifio'ch hunaniaeth genedlaethol?' [How would you describe your national identity?]

15 Sut fyddech chi'n disgrifio'ch hunaniaeth genedlaethol?
↻ Ticiwch bob blwch sy'n berthnasol

In response to this version of the national identity question, most people did not report more than one identity. One respondent, who was torn between choosing one of two relevant identities, did not notice the instruction until after answering the question. Regarding the instruction, she commented:

'You just don't look at that.' (Wave 6)

ONS decided that the instruction should be visually prominent so that respondents would be more likely to read it.

Another respondent who did read the instruction pointed out that he did not feel comfortable selecting more than one identity:

'... even though it says tick all that apply it still feels a bit weird, it feels uncomfortable thinking about ticking both ...' (Wave 6)

A couple of respondents chose to tick more than one box. Some ticked both 'English' and 'British'. One respondent explained:

'Because I'm English but also British ...' (Wave 6)

Some ticked both 'Welsh' and 'British', adding that they were pleased that they were allowed to do so as they felt that they couldn't choose one over the other. Respondents from focus groups in Wales were also pleased to see that they were able to multi-tick in the national identity questions, particularly if they felt that they had a dual national identity such as 'British' and 'Welsh' for example.

Generally, no problems arose in Wave 2 of the Welsh language version of this question. As with Wave 1 Welsh language testing, on the whole respondents felt that 'hunaniaeth genedlaethol' ['national identity'] was a subjective concept, based on what nationality you 'considered' or 'felt' yourself to be.

The majority of the respondents ticked one box (i.e. 'Cymreig' [Welsh], and one respondent from outside of the UK ticked 'Other'. One respondent ticked both 'Cymreig' and 'Prydeinig' [British].

Most of the respondents had not noticed that they could tick more than one box, but said that ticking more than one was not a consideration for them.

Question phrasing recommendations

It is recommended that the question is phrased 'How would you describe your national identity?' with an instruction to 'Tick all that apply'.

The Welsh language question should use the same question phrasing as the English language version 'Sut fydddech chi'n disgrifio'ch hunaniaeth genedlaethol?' ['How would you describe your national identity?'] with the instruction 'Ticiwch bob blwch sy'n berthnasol' included ['Tick every box/all boxes which is/are relevant']

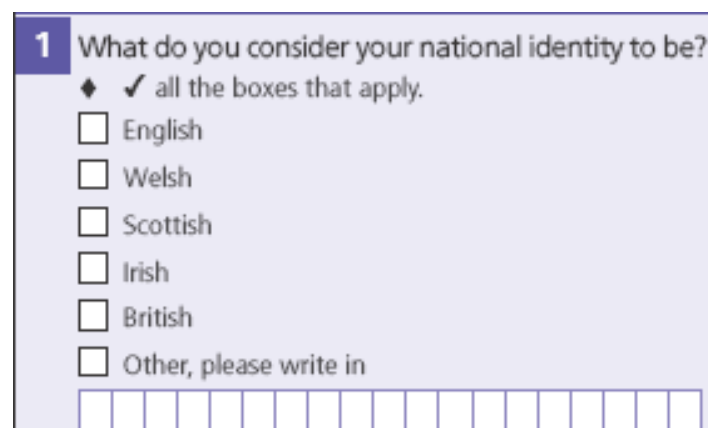
7.3 Response categories

7.3.1 Tick-box categories

A 'Northern Irish' category was not initially included in the national identity question because it was felt that this would compromise comparability with the 2001 Census question on ethnicity. This question did not have separate 'Northern Irish' and 'Irish Republic' categories, but rather one 'Irish' category.

The starting point for the 2011 categories in the national identity question was those used in the Labour Force Survey question (Figure 7.10).

Figure 7.10: First national identity question tested



1 What do you consider your national identity to be?
◆ ✓ all the boxes that apply.

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

However ONS quickly realised that with Irish included in the ethnic group question, inclusion of 'Northern Irish' in the national identity question would not interfere with comparability. In fact it would be unacceptable if Northern Irish was not listed with the other UK identities. So from Wave 1 onwards a 'Northern Irish' category was introduced (Figure 7.11).

Figure 7.11: Question with Northern Irish tick-box

13 What do you consider your national identity to be?
◆ Tick all boxes that apply.

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

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The 'Irish' category was included in the first seven versions of the question but was removed in Wave 3 (Figure 7.12). It was removed because within the UK the option was not used by enough people to justify the space that a tick-box required. It was felt that respondents could use the write-in box to report their Irish identity.

Figure 7.12: Question without Irish tick-box

12 What do you consider your national identity to be?
◆ Tick all boxes that apply.

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

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

Following the removal of the 'Irish' tick-box one respondent, who identified as Irish, did comment about writing in her national identity but fully understood why it was not included in the list:

'... you've got Irish everywhere else and the one thing you don't include in question 15 is a box for Irish ... I would have liked to have seen it but then again I totally understand why it's not in there because it's not part of the United Kingdom.' (Wave 6)

In Welsh language testing (Wave 1, Welsh Language Questionnaire Development) the question appears to have worked well with the inclusion of the four nations of

the UK. The 'Cymro/Cymraes' ['Welsh man/Welsh woman'] tick-box was frequently selected by respondents. Most respondents in the second wave also ticked one box 'Cymreig' [Welsh] – see section 7.4.2 for why 'Cymro/Cymraes' was changed to 'Cymreig'.

While it is important to record UK national identities respondents also need to be able to select alternative or additional identities. This would also be helpful to identify the small but growing number of people who do not subscribe to any of the national identities of the UK (Heath et al 2008).

Respondents to the 2007 EILR user needs consultation criticised the question for only having tick-boxes for UK or Irish identities, with all other national identities amalgamated into one category. Some respondents were interested in identifying specific non-UK national identities, while others wanted recognition of other UK national identities, particularly Cornish.

Following the publication of the *Guide to the collection and classification of ethnic group data* in 2003 (Office for National Statistics 2003), Cornish groups called for a specific Cornish tick-box to go alongside the UK identities listed in the national identity question instead of having to write in their identity.

ONS investigated the extent of the need for claiming Cornish identity. In the 2001 Census 37,491 people in England and Wales (0.07 of the total population) wrote in that their ethnic group was Cornish. 90 per cent of these were from Cornwall and the Isles of Scilly which make up just 1 per cent of the whole population of England and Wales.

In the 2007 Census Test, which took place in Bath and North East Somerset, Camden, Carmarthenshire, Liverpool and Stoke-on-Trent, 8 of the 92,898 (less than 0.1 per cent) respondents wrote in their national identity as Cornish.

Several Cornish respondents participated in Wave 3 of the English language questionnaire testing. Frequently respondents were aware of their Cornish identity, but decided to tick 'British' or 'English' instead. For example:

'I'm happy to say England but there are a lot of people around here who would say Cornwall.' (Wave 3)

'We might make a joke about it because we do feel Cornish, but we wouldn't write it in.' (Wave 3)

'I contemplated writing Cornish, but I think that's a bit ambiguous.' (Wave 3)

One respondent did decide to write in 'Cornish'.

As there are tight space constraints and given these findings, ONS decided that the write-in space would be adequate for measuring these individuals.

7.3.2 Welsh language tick-box descriptors – adjectives or nouns?

In the 2001 Census, as there was no tick-box for 'Welsh' in the ethnic group question, many respondents wrote 'Cymro/Cymraes ydw i' [I'm a Welsh man/Welsh woman] using the noun rather than the adjective 'Cymreig' ['Welsh'], which is for describing things rather than people. Nouns were used in the tick-boxes in the first wave of Welsh language testing to test respondents'

interpretation of the questions on national identity and ethnic group (Figure 7.13).

Figure 7.13: Version of Welsh Language Question with nouns

12 Beth, yn eich barn chi, yw'ch hunaniaeth genedlaethol?

◆ Ticiwch bob blwch sy'n berthnasol.

- Cymro/Cymraes
- Sais/Saesnes
- Albanwr/Albanes
- Gwyddel/Gwyddeles o Ogledd Iwerddon
- Prydeiniwr/Prydeinwraig
- Arall, ysgrifennwch isod

12 empty boxes for writing a response.

[‘What do you consider your national identity to be? Tick every box/all boxes that is/are relevant’ ‘Welsh man/Welsh woman’, ‘English man/English woman’, ‘Scottish man/ Scottish woman’, ‘Northern Irish man /Northern Irish woman’, ‘British man/ British woman’, ‘Other, write-in below’]

The first wave of Welsh language testing showed that respondents who were initially unsure of the meaning of the term ‘hunaniaeth genedlaethol’ [‘national identity’] were enlightened by the response options. Respondents also frequently used the nouns ‘Cymro/Cymraes’ when explaining their understanding of ‘hunaniaeth genedlaethol’:

‘Pwy dw i’n teimlo ydw i fel person...a Cymro ydw i...os oedd yr opsiwn ddim yna baswn i wedi ticio arall ac ysgrifennu ‘Cymro’. Rhywbeth sydd yn naturiol, rhywbeth ych chi’n teimlo. Cymro dw i.’

[Who I feel as though I am as a person...and I’m a Welsh man. If the option wasn’t there I would tick other and write in ‘Welsh man’. Something which is natural, something which you feel. I’m a Welsh man.]

(First Wave, Welsh Cognitive Testing)

The use of nouns also seemed to instil strong feelings of ‘nationality’ – e.g. ‘Cymro dw i’ [‘I’m a Welsh man’]. Furthermore, one respondent commented that the adjective, ‘Cymreig’ is used to describe something, such as a Welsh song, Welsh poetry, but ‘Cymro’ [the noun] ‘yn mynd wrth wraidd y peth’ [‘gets to the heart of it’].

Despite the positive response to the use of the nouns in the first wave of testing, one problem arose. The use of the male and female forms in the ethnic group question had caused the question to overlap the bottom margin of the page. Therefore in the second wave of testing adjectives were used, for example 'Cymreig' ['Welsh'], 'Seisnig' ['English'], and so on (Figure 7.14).

Figure 7.14: Version of Welsh Language Question with Adjectives

15 Sut fydddech chi'n disgrifio'ch hunaniaeth genedlaethol?

➔ Ticiwch bob blwch sy'n berthnasol

Cymreig

Seisnig

Albanaidd

Gwyddelig Gogledd Iwerddon

Prydeinig

Arall, nodwch

[How would you describe your national identity?' 'Tick every box/all boxes that is/are relevant', 'Tick all that apply'; Welsh', 'English', 'Scottish', 'Northern Irish', 'British', 'Other note/enter, write-in']

Adjectives are usually used in formal forms in Wales and can be used to describe 'national identity', 'ethnic group' or any other noun apart from a person. The use of adjectives avoids having to use male and female forms of the nouns and therefore takes up less space on the page.

The use of adjectives did not appear to cause any problems for respondents in the second wave of Welsh language testing and there were no spontaneous comments about the use of 'Cymreig' [describing 'Welsh' identity] rather than the use of 'Cymro/Cymraes' ['Welsh man/Welsh woman']. However, a few respondents naturally used the nouns when describing their identity and the use of the adjectives did not appear to instil the same strong feelings of 'nationality' that were evident in the first wave of testing.

ONS decided to recommend the use of the adjectives rather than nouns in the 2009 Rehearsal Questionnaire based on the findings that the use of adjectives were not an issue for respondents in the second wave of testing, and also that there was a shortage of space in the ethnic group question to include the male and female forms of the nouns.

Welsh adjective/ noun recommendation

It is recommended that the Welsh language question uses adjectives for response options.

7.3.3 Effectiveness of write-in

All waves of cognitive testing of the national identity question were tested with individuals who were born outside the UK, or who had lived in another country at some point in their lives, as well as with UK-born respondents. Respondents were able to report a variety of non-UK national identities if they so wished. Findings showed that the write-in space is suitable for recording non-UK national identities.

Respondents frequently made use of the 'Other' tick-box and the opportunity to write in an identity not listed as a tick-box option. A variety of national identities were reported over the testing periods, including: Australian, French, Hong Kong, Irish, Italian, Jewish, Polish, Somali, South African and Spanish. Writing in an identity not listed did not seem to be a problem:

'I just looked at the answer so I saw English, Welsh, Scottish, British, so I just put Spanish.' (Wave 6)

For Waves 2 and 3 the indentation of the write-in boxes was reduced to bring them in line with the tick-boxes. The reason for the realignment was to try to get respondents who wrote in their national identity to also tick the 'Other, write in' box, as this was sometimes missed. This change also increased the number of write-in boxes available. The realignment worked as cognitive testing after this change showed respondents were less likely to miss the 'Other' box.

Table 7.15 shows the most common unique (not including variations of spelling or phrasing) write-in responses in the 2007 Census Test. These accounted for around one-quarter of write-in responses (26 per cent), giving an indication of the range:

Table 7.15: Most common write-in responses by percentage in 2007 Census Test

Write-in	Percentage
Australian	4
Indian	4
French	3
Italian	3
German	2
Polish	2
Spanish	2
Japanese	2
Chinese	2
European	2

Table 7.16 shows the most common unique (not including variations of spelling or phrasing) write-in responses in the 2008 Postal Test. These accounted for around half of write-in responses (47 per cent). The 'Irish' tick-box was removed between the 2007 Census Test and the 2008 Postal Test, accounting for the increase in write-in responses of 'Irish'.

Table 7.16: Most common write-in responses by percentage in 2008 Postal Test

Write-in	Percentage %
	%
Irish	13
Indian	6
American	5
Italian	5
Chinese	3
Cornish	3
European	3
French	3
German	3
Polish	3

The first version of the Welsh language question used 'Arall, ysgrifennwch isod' ['Other, write in below']. This was changed to 'Arall, nodwch' ['Other, note/enter']. The verb 'nodi' ['to note'] is often used in Welsh language forms to replace ysgrifennwch ['write in']. It was selected as the best option as it is shorter and could help with space constraint issues in the census questionnaire.

7.3.4 Tick-box ordering

Research has demonstrated that the order of the tick-boxes used in national identity questions has a statistically significant effect on responses given. Specifically, whether British is presented first or last affects the answers given, particularly in England where it affects whether respondents tick English or British (Haseldon and Jenkins 2003).

This was corroborated in cognitive testing. One respondent ticked 'Welsh' because he came across it first as he looked down the list, but really would have preferred to describe himself as British:

'I think because it had the options and I read down, and British wasn't at the top, I said 'English', 'Welsh', yes, 'Welsh'.' (Wave 2)

Tests showed that if 'British' was put before the other nationalities more people were likely to tick British than any other nationality, particularly among the English. For example:

'If 'British' had been at the top, I probably would've ticked 'British' first without thinking, but then I probably would've changed it to 'English' if it had given me that option.' (Whole Questionnaire Testing)

Some of the other nationalities, particularly the Welsh, felt more strongly and actively looked for a Welsh tick-box option in the list.

'I do often consider writing British but because the option for 'Welsh' was there it was easy because I would consider myself Welsh before British, and probably not really perceive being British as a national identity.' (Wave 3)

As the question is included at least partly to satisfy a desire to identify as Welsh in Wales, English in England, and so on, it could cause problems if that choice was not first.

Testing found that the order of the categories did not seem to affect the number of choices made but did affect which was chosen if there was only one; the first category listed was most likely to be endorsed (Haselden L and Jenkins 2003).

This is also consistent with the Scottish ethnic group tick-box order, the English ethnic group tick-box order and the LFS national identity question.

The remaining options will be placed in decreasing order of size (that is 'Scottish' before 'Northern Irish') to reduce respondent burden, followed by 'British' and then 'Other'.

Response category recommendations

It is recommended that the question includes tick-boxes for the four UK nations and an 'Other' tick-box. It is also recommended that English should appear as the first tick-box category in the question for England and Welsh first in the question for Wales, followed by 'Welsh', 'English', 'Scottish', 'Northern Irish', 'British' and 'Other'.

7.4 Response rates

ONS found good response rates to the national identity question in quantitative testing which suggested that the question is generally understandable and acceptable to respondents.

7.4.1 2007 Postal Test

In the 2007 Postal Test, response frequencies to the national identity question were in line with expectations. English was by far the most common response, followed by British, and over 12 per cent had chosen multiple responses. The test was not conducted in Wales which accounts for the low frequency of 'Welsh' responses.

Table 7.17: National identity response frequencies from 2007 Postal Test

Response	Total Frequency	Per cent %
Missing Tick/No Response	211	3.3
English	3,742	57.6
Welsh	50	0.8
Scottish	49	0.8
Northern Irish	7	0.1
British	1405	21.6
Irish	54	0.8
Other	163	2.5
Ticked Multiple Responses	821	12.6
Total Responses	6502	100.0

The non-response rate (respondents who neither ticked one of the boxes, nor wrote anything in the write-in field) of 3.3 per cent was similar to those for related topics.

Table 7.18: Non-response rates for questions related to national identity in 2007 Postal Test

Question	Non-response rate
National Identity	3.3%
Ethnic group	2.5%
Religion*	6.6%
Country of Birth	3.5%
Citizenship (Passports)	2.4%

* The religion question had a 'this question is voluntary' instruction so a higher non-response rate was expected.

7.4.2 2007 Census Test

The 2007 Census Test returned a national identity question non-response rate to the national identity question of 1.8 per cent.

Table 7.19: National identity response frequencies for 2007 Census Test

Response	England	Wales	Total Frequency	Per cent %
Missing Tick/No Response	1,509	110	1,619	1.8
English	45,916	1,056	46,972	51.1
Welsh	476	7,500	7,976	8.7
Scottish	541	55	596	0.6
Northern Irish	161	9	170	0.2
British	16,812	1,447	18,259	19.9
Irish	1,018	49	1,067	1.2
Other	5,989	143	6,132	6.7
Ticked Multiple Responses	7,824	1,234	9,058	9.9
Total Responses	80,246	11,603	91,849	100.0

Non-response rates to national identity were highest among those who recorded ethnicity as Black African (10 per cent) and lowest among those who recorded ethnicity as White English (at less than one-quarter of 1 per cent)⁵.

The non-response rate for the national identity question compared favourably to those for related topics.

Table 7.20: Non-response rates for questions related to national identity in 2007 Census Test

Question	Non-response rate
National Identity	1.8%
Ethnic group	3.8%
Religion*	7.3%
Country of Birth	1.3%

* The religion question had a 'this question is voluntary' instruction so a higher non-response rate was expected.

⁵ NB The 2007 Census Test ethnic group question had an 'English' ('Welsh' in Wales) tick-box and an 'Other British' tick-box.

7.4.3 2008 Postal Test

The 2008 Postal Test returned a national identity question non-response rate of 1.4 per cent.

Table 7.21: Response frequencies for 2008 Postal Test

Response	Total Frequency	Per cent %
Missing Tick/No Response	153	1.4
English	6,921	63.7
Welsh	80	0.7
Scottish	109	1.0
Northern Irish	31	0.3
British	1,983	18.2
Other	399	3.6
Ticked Multiple Responses	1175	10.8
Total Responses	10851	100.0

Table 7.22 shows the breakdown of national identities that have been selected as part of a multiple response. English and British was by far the most common combination, constituting 90 per cent of multiple responses.

Table 7.22: Breakdown of multiple responses to national identity question

Response	Total Frequency	Percent %
English and Welsh	2	0.2
English and Scottish	6	0.5
English and NI	1	0.1
English and British	1060	90
English and Other	22	1.8
Welsh and British	6	0.5
Welsh and Scottish	0	0
Welsh and NI	0	0
Welsh and Other	0	0
Scottish and British	33	2.8
Scottish and Other	0	0
Northern Irish and British	3	0.2
Northern Irish and Other	0	0
British and Other	22	1.8
English and British and Other	10	0.9
Welsh and English and British	4	0.3
Scottish and British and Other	1	0.1
NI and British and Other	1	0.1
English & British & Scottish & Other	1	0.1
English and Scottish and NI and Other	1	0.1
Total Responses	1175	

7.5 Final question recommendations

The national identity question development process has produced questions that will be included in the 2009 Rehearsal and are recommended for the 2011 Census subject to performance in the Rehearsal and any changes imposed by Parliament through the legislative process. The images below present the recommended questions for England, Wales (in English) and Wales (in Welsh).

7.5.1 National identity – England

15 How would you describe your national identity?

➤ Tick all that apply

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

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7.5.2 National identity – Wales (English version)

15 How would you describe your national identity?

➤ Tick all that apply

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

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7.5.3 National identity – Wales (Welsh version)

15 Sut fydddech chi'n disgrifio'ch hunaniaeth genedlaethol?
➤ Ticiwch bob blwch sy'n berthnasol

Cymreig

Seisnig

Albanaidd

Gwyddelig Gogledd Iwerddon

Prydeinig

Arall, nodwch

Specifically, ONS recommends that:

- the question is phrased 'How would you describe your national identity?' with an instruction to 'tick all that apply'
- the Welsh language question should use the same question phrasing as the English language version
- the question includes tick-boxes for the four UK nations, a 'British' tick-box and an 'Other' tick-box with a write-in option. English should be the first tick-box category in the question for people in England and Welsh should be first for people in Wales, followed by Welsh/ English, Scottish, Northern Irish, British and Other.

8. Recommended location of the question

The questions on national identity, ethnic group, language and religious affiliation are all linked and therefore should be presented together as a suite of questions.

A key factor driving the development of the national identity question has been to complement the ethnic group question by improving the public acceptability of the questionnaire as well as enhancing the quantity and quality of data collected on ethnicity. It is forecast that allowing respondents to state the national identity component of their identity first will increase the number of accurate answers to the ethnic group question. In 2000, Labour Force Survey testing with the national identity question asked *after* the ethnic group question found that the national identity question did not reduce respondents' need to identify with sub-British identities. Therefore, it is recommended that national identity is asked immediately before ethnic group.

The voluntary nature of the religion question may cause respondents to assume subsequent questions are also voluntary, particularly where these are on a related topic. For this reason it is recommended that national identity is asked before religion.

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Annex A: Summary of question testing

Images not to scale

<p>Pre-testing, Wave 1 (December 2005)</p> <p>1 What do you consider your national identity to be? ♦ ✓ all the boxes that apply.</p> <p><input type="checkbox"/> English <input type="checkbox"/> Welsh <input type="checkbox"/> Scottish <input type="checkbox"/> Irish <input type="checkbox"/> British <input type="checkbox"/> Other, please write in</p> <p><input type="text"/></p>	<p>Pre-testing, Wave 2 (January 2006)</p> <p>14 What is your national identity? ♦ ✓ all the boxes that apply.</p> <p><input type="checkbox"/> English <input type="checkbox"/> Welsh <input type="checkbox"/> Scottish <input type="checkbox"/> Irish <input type="checkbox"/> British <input type="checkbox"/> Other, please write in</p> <p><input type="text"/></p>	<p>Pre-testing, Wave 3 (February 2006)</p> <p>5 What is your national identity? ♦ ✓ all the boxes that apply.</p> <p><input type="checkbox"/> English <input type="checkbox"/> Welsh <input type="checkbox"/> Scottish <input type="checkbox"/> Irish <input type="checkbox"/> British <input type="checkbox"/> Other, please write in</p> <p><input type="text"/></p>
<p>Lambeth small scale census test Waves 1 and 2 (June 2006)</p> <p>14 What is your national identity? ♦ Tick all the boxes that apply.</p> <p><input type="checkbox"/> English <input type="checkbox"/> Welsh <input type="checkbox"/> Scottish <input type="checkbox"/> Northern Irish <input type="checkbox"/> Irish <input type="checkbox"/> British <input type="checkbox"/> Other, write in</p> <p><input type="text"/></p>	<p>Whole Questionnaire cognitive testing, Waves 1, England and Wales (June - July 2006)</p> <p>12 What is your national identity? ♦ Tick all boxes that apply.</p> <p><input type="checkbox"/> English <input type="checkbox"/> Welsh <input type="checkbox"/> Scottish <input type="checkbox"/> Northern Irish <input type="checkbox"/> Irish <input type="checkbox"/> British <input type="checkbox"/> Other, write in</p> <p><input type="text"/></p>	<p>Whole Questionnaire cognitive testing, Waves 2, England and Wales (June - July 2006)</p> <p>12 What is your national identity? ♦ Tick all boxes that apply.</p> <p><input type="checkbox"/> English <input type="checkbox"/> Welsh <input type="checkbox"/> Scottish <input type="checkbox"/> Northern Irish <input type="checkbox"/> British <input type="checkbox"/> Irish <input type="checkbox"/> Other, write in</p> <p><input type="text"/></p>

**Wave 1 cognitive testing,
England and Wales**
(November 2006 - January 2007)

**2007 Census Test, England and Wales (including Welsh language
version)**
(13 May 2007)
2007 Postal Test: 24 Vs 32 pages, England
(22 April 2007)

12 What do you consider your national identity to be?
♦ Tick all boxes that apply.

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

England

12 What do you consider your national identity to be?
♦ Tick all boxes that apply.

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

Wales

12 What do you consider your national identity to be?
♦ Tick all boxes that apply.

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

Welsh language - 2007 Census Test

Wave 2 cognitive testing
(April - May 2007)

[What is your national identity in
your opinion?]
Tick all boxes which are relevant.
Welsh/English/Scottish/Northern
Irish/British/Irish/Other, note]

England

13 What do you consider your national identity
to be?
♦ Tick all boxes that apply.

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

Wales

13 What do you consider your national identity
to be?
♦ Tick all boxes that apply.

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

12 Beth yw'w'elch hunanlaeth genedlaethol yn eidd barn chi?
♦ Ticiwch bob blwch sy'n gymwys.

- Cymreig
- Seisnig
- Albanaidd
- Gwyddelig Gogledd Iwerddon
- Prydeinig
- Gwyddelig
- Arall, nodwch

Wave 3 cognitive testing
(July -September 2007)

England

12 What do you consider your national identity to be?

◆ Tick all boxes that apply.

English

Welsh

Scottish

Northern Irish

British

Other, write in

Wales

12 What do you consider your national identity to be ?

◆ Tick all boxes that apply.

Welsh

English

Scottish

Northern Irish

British

Other, write in

Wave 1 cognitive testing, Welsh language testing
(October – November 2007)

[‘What do you consider your national identity to be?
Tick every box/all boxes that is/are relevant’
‘Welsh man/Welsh woman’, ‘English man/English woman’, ‘Scottish man/Scottish woman’, ‘Northern Irish man /Northern Irish woman’, ‘British man/British woman’, ‘Other, write-in below’]

12 Beth, yn eich barn chi, yw'ch hunaniaeth genedlaethol ?

◆ Ticiwch bob blwch sy'n berthnasol.

Cymro/Cymraes

Sais/Saesnes

Albanwr/Albanes

Gwyddel/Gwyddeles o Ogledd Iwerddon

Prydeiniwr/Prydeinwraig

Arall, ysgrifenniwch isod

Omnibus Test (September, November, December 07)

Using this showcard what do you consider your national identity to be?

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

Wave 4 cognitive testing, England
(October - November 2007)

Wave 5 cognitive testing
(January - March 2008)

England

Wales

14 Which national identity(ies) do you feel most connected to?

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

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15 Which national identity(ies) do you feel most connected to?

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

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15 Which national identity(ies) do you feel most connected to?

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

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Wave 5.1 cognitive testing
(January - March 2008)

England

Wales

15 Which national identity or identities do you feel most connected to?

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

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15 Which national identity or identities do you feel most connected to?

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

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<p>Wave 6 cognitive testing (April - July 2008)</p>		<p>Wave 2 cognitive testing, Welsh language testing (June 2008)</p> <p>[How would you describe your national identity? Tick every box/all boxes that is/are relevant'; Welsh', 'English', 'Scottish', 'Northern Irish', 'British', Other, write-in']</p>
<p>England</p> <div data-bbox="118 658 552 936"> <p>15 How would you describe your national identity?</p> <p>→ Tick all that apply</p> <p><input type="checkbox"/> English</p> <p><input type="checkbox"/> Welsh</p> <p><input type="checkbox"/> Scottish</p> <p><input type="checkbox"/> Northern Irish</p> <p><input type="checkbox"/> British</p> <p><input type="checkbox"/> Other, write in</p> <p><input type="text"/></p> </div>	<p>Wales</p> <div data-bbox="590 658 1024 936"> <p>15 How would you describe your national identity?</p> <p>→ Tick all that apply</p> <p><input type="checkbox"/> Welsh</p> <p><input type="checkbox"/> English</p> <p><input type="checkbox"/> Scottish</p> <p><input type="checkbox"/> Northern Irish</p> <p><input type="checkbox"/> British</p> <p><input type="checkbox"/> Other, write in</p> <p><input type="text"/></p> </div>	<div data-bbox="1072 631 1522 909"> <p>15 Sut fydddech chi'n disgrifio'ch hunaniaeth genedlaethol?</p> <p>→ Ticiwch bob blwch sy'n berthnasol</p> <p><input type="checkbox"/> Cymreig</p> <p><input type="checkbox"/> Seisnig</p> <p><input type="checkbox"/> Albanaidd</p> <p><input type="checkbox"/> Gwyddelig Gogledd Iwerddon</p> <p><input type="checkbox"/> Prydeinig</p> <p><input type="checkbox"/> Arall, nodwch</p> <p><input type="text"/></p> </div>