

MOVING UP TOGETHER

Promoting equality and integration among the UK's diverse communities



PROJECT OUTLINE

1. Summary

This project will address the question of why some migrant and minority communities are lagging behind in terms of employment, qualifications and earnings. By identifying the aspirations of four communities and the factors that shape their outcomes, this research will seek to answer why and to what extent some communities (or sections within them) experience barriers to better outcomes. It will also assess which policy interventions will best meet the aspirations of these communities to create routes out of exclusion and promote greater equality and integration.

2. Background

ippr's recent groundbreaking report, *Beyond Black and White: mapping new immigrant communities*, mapped the spatial and socio-economic profiles of a range of communities in the UK. This report highlighted the immense diversity between and within migrant and minority communities; a much wider variety, in fact, than most policy makers and much of the public had realised.

In addition to the empirical novelty of the data (the data from the report published at www.bbc.co.uk/bornabroad/ received more than a million hits in the first day), the report presents some clear challenges for policy makers. Looking at basic socio-economic indicators on employment, earnings and qualifications, it is clear that some communities, and some sections within communities, are falling behind dramatically. This picture of inequality and disadvantage has raised two questions that are at the centre of this research project:

- Why are some communities, or sections within them, falling behind in terms of socio-economic integration?
- What policy interventions will be most effective in promoting equality, inclusion and meeting the aspirations of those communities?

3. Policy Context

Following the 2001 riots in the north of England there has been a sea-change in UK policy around diversity and integration. A major concern of current integration policy is to prevent the further marginalisation of specific communities. This marginalisation is seen as responsible for much of the discontent of the second generation that became evident in the riots of

2001. Fostering a sense of common belonging and community cohesion is now a policy priority. Equality is also emerging as key to a more successfully integrated society.

Meeting Government aspirations on employment and integration will depend, to some degree, on how well policy can better support particularly disadvantaged groups move into the labour market. Just a few of the starkest findings from *Beyond Black and White* are outlined in the table below:

	Employment Rate	Earning below UK Median	Holding higher qualification
British Born	74%	21%	25%
Bangladeshi	43%	63%	7%
Iranian	32%	33%	12%
Nigerian	61%	18%	37%
Somali	12%	n/a	3%

The Government has acknowledged that more progress is needed to tackle the challenges faced by some communities. Following the Prime Minister's Strategy Unit report on *Ethnic Minorities in the Labour Market* in 2003, the Government created a cross-departmental Ethnic Minority Employment Task Force to take forward the strategy and remove the labour market disadvantage of minority ethnic groups by 2013.

Despite these efforts, some groups continue to experience labour market disadvantage. This is now a pressing concern for public policy. A recent Government report estimated that the working age population will increase by one million in the next ten years, and that minority ethnic communities will account for more than half that increase. The Government aspires to reach an overall working age employment rate of 80%. Achieving this will depend, at least in part, on supporting more people from minority ethnic groups into the labour market.

An equal and just society should not allow specific groups to be cut adrift from mainstream opportunities. Such marginalisation threatens to undermine social cohesion and integration prospects. The likely reasons behind the difficulties some communities are facing are various. It may be that some communities experience particular difficulty adjusting; alternatively, some individuals and groups may experience forms of discrimination or challenges around language skills. Improving the outcomes for these groups presents new integration challenges in terms of understanding what interventions will be the most effective and appropriate.

There is a paucity of research on the employment aspirations and opportunities of particular communities and on why socio-economic indicators remain low despite some of the educational opportunities afforded to younger, British-born minority groups. There is also a significant

knowledge gap in how policy can best respond to the entrenched disadvantage of these communities. Focusing on aspirations, gender and intergenerational change, we will attempt to fill this gap by investigating the extent to which inequalities are becoming entrenched, and by identifying sustainable routes out of marginalisation for struggling communities.

4. Desired outcomes

- To provide a better understanding of the trajectories and aspirations of communities. Are they progressing or have they stalled? Are inequalities between groups widening or becoming entrenched?
- To develop policy interventions capable of responding to the needs of smaller communities. Data remains insufficiently disaggregated for nuanced and targeted policy to be developed; our research would fill knowledge gaps on the specific needs of certain communities and the factors shaping their outcomes.
- To stimulate the development of more appropriate or targeted policy interventions that advance integration and provide routes out of exclusion. Assessing the aspirations of these communities against existing integration policies will enable us to identify more appropriate and effective policy levers. For instance, where aspirations are primarily to further the second generation's life chances, policy makers will need to consider whether it would be better to concentrate on helping parents to support their children and the wider community through education, as opposed to a primary emphasis on paid employment.
- To stimulate a focus on intervention to promote sustainable integration by addressing specific community integration issues in more depth. In focusing on aspirations and performance indicators in relation to longer term community trajectories, the project will advance more sophisticated approaches to integration policy.
- To develop closer links between ippr and community organisations through the active recruitment of focus group participants. Final workshops on research findings and policy recommendations will facilitate the engagement of community organisations and their members with research and policymaking. These workshops will also provide an additional standard of quality assurance by ensuring that the research and policy focus is more reflexive.

5. Key research questions

- What factors influence socio-economic outcomes of immigrant communities, and to what extent? What is the impact of gender, age, generation, situation in the country of origin, size of community, religion, education levels (on arrival/gained in the UK), employment (sectors), route of entry, length of stay, language competencies, spatial distribution, spatial segregation, and policy failure?
- What trajectories are communities on? Are poor outcomes becoming entrenched? Investigate the level of improvement on basic indicators

to see if communities' profiles are improving, stalled or deteriorating e.g. measure changes in outcomes since arrival; compare outcomes inter-generationally (children to parents).

- What are the aspirations of the least well-off communities? Are they primarily concerned with integrating into the UK and if so at what level (national, local, community)? Are they more concerned to maximise remittances? Are intentions to settle permanently in the UK, or do they favour return or onward migration?
- Are there factors impeding the progress of these communities?
- What policy interventions are likely to be most effective and appropriate in promoting better outcomes?

6. Timescale and methodology

The project will run from January to September 2007:

Months 1 and 2:

- Identify communities and locations that will be the focus of the project. We envisage that this will include a mix of communities doing relatively well and relatively badly, a mix of communities that are predominantly asylum seeking/refugee and ones that are predominantly composed of labour migrants, and a mix of large and small communities. Tentatively, these communities are Bangladeshi, Iranian, Nigerian and Somali. We also envisage looking at each community in at least three locations: London (Brent), Birmingham and Manchester to allow for regional comparisons.
- Interview/talk to 7-8 key policymakers, academics and practitioners to discuss project scope and research plans.
- Literature review to build on previous ippr work as well as to cover existing and forthcoming research on the selected communities.
- Recruit community researchers

Months 3 and 4:

- Quantitative research to analyse Labour Force Survey data in more detail by disaggregating earnings by gender, calculating pay per hour, or by focussing on employment patterns in relations to educational progress, aspirations and household data. This work would build on the broad analysis of socio-economic indicators in the *Beyond Black and White* report
- Design questionnaire and focus groups by locating participants and consulting advisory group.
- Liaise with community organisations to set up qualitative research.

Months 5 to 7:

- Conduct qualitative research, including a survey to take into account migration history and socio-economic data that can be coded and analysed, providing an extra stream of data to bolster the findings.

Conduct 18 focus groups (3 per community: 1 male-only group, one female-only group and one mixed). Analyse results.

- Conduct local authority case studies and interviews with key stakeholders to put into context the local situation and policy interventions.

Months 8-9:

- Write up final report.
- Convene expert roundtable (similarly composed to initial roundtable) to disseminate findings to key stakeholders and refine policy recommendations.
- Convene workshops with community groups to discuss research findings and policy recommendations.

The total project budget is £85,160 - final budget obtained is £85,000

7. Key stakeholders

We will work with a range of stakeholders in our research. Our initial discussions with potential partners have been very positive and expect to involve the stakeholders below in the research.

- **Government departments.** The aim of identifying the interaction between ethnic and spatial disadvantage should be of interest to the Office of the Deputy Prime Minister. Our research will be highly relevant to several parts of the Home Office, including the Community Cohesion Unit, Race Equality Unit and Refugee Integration Unit. The research will enable the Home Office's strategy (stated most recently in *Improving Opportunity, Strengthening Society*) of designing tailor-made policy interventions to promote opportunity and build community cohesion. The project's focus on education outcomes and employment outcomes should be of interest to the Department for Education and Skills and Department for Work and Pensions respectively. This research would also be vital to the work of the Commission for Integration and Cohesion in advancing an understanding of the barriers facing the progression of particular communities and what policy interventions would be most effective in overcoming these.
- **Commission for Racial Equality.** Our aim of developing methods for improving equality outcomes should be of interest to the CRE, especially given its responsibility to monitor the progress of Public Service Agreement equality targets. The project will also feed into broader race relations and community relations agenda which will assume increasing salience as the establishment of the Commission for Equalities and Human Rights draws near.
- **Equal Opportunity Commission.** Our project will be useful in informing the ongoing investigation of the EOC into labour market disadvantage for ethnic minority women.

- **Equalities Review.** We hope that our findings will also feed into the call for evidence of the Equalities Review reporting in 2007.
- **Local authorities.** Our work will be of particular interest to race equality and integration units within local authorities, but also to other service providers. We hope to work with local authority partners to identify difficulties faced by certain communities and also to identify best practice. Our research will be of value to those local authorities with high concentrations of disadvantage amongst ethnic minority communities.
- **Community organisations.** Given that we hope to explore the views and aspirations of minority communities, it will be critical for us to establish good working relationships with relevant community organisations. Indeed, critical to our success will be enabling these communities and their representatives to contribute directly to the research process and outcomes.
- **Employers.** Our findings should help enable employers to identify how they can better increase their workforce diversity.

8. Outputs and Dissemination

Using ippr's extensive contacts and experience, we would ensure that the findings of our work are widely disseminated across government departments, the media and other stakeholders. Outputs will be:

- Final report with concrete policy recommendations to be published at the end of the project.
- One expert roundtable involving a range of key stakeholders.
- 18 focus groups
- 50 key stakeholder interviews + 7-8 expert interviews on initial project design
- A community workshop series in each location to discuss issues and disseminate findings at the local level.
- A briefing to Birmingham Council on specific local implications of early research findings
- Training and engagement of 2 community researchers

9. Staff

- **Dr Dhananjayan Sriskandarajah**, is an Associate Director of ippr and Head of Migration, Equalities and Citizenship team. He is also the author of *Paying Their Way; The Fiscal Contribution of Immigrants in the UK* and will provide an expertise on migration, economic development and the integration of ethnic minorities in the UK.
- **Dr Rachel Pillai** is a Research Fellow specialising in equality, integration and minority communities. Rachel will lead the research.
- **Dr Sarah Kyambi**, former ippr Research Fellow and author of *Beyond Black and White: mapping new immigrant communities*, will advise on the research process throughout.

- **Research Assistant** will be recruited to work part-time to conduct background research, coordinate the logistics of qualitative research, set up advisory group and expert roundtables, and provide general administrative assistance.
- **Howard Reed**, Research Director and expert in quantitative research methods, will assist in designing the Labour Force Survey analysis.