



JRF Poverty and Ethnicity Demonstration Programme

Final evaluations of the demonstration projects

SYNTHESIS REPORT

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ONE: INTRODUCTION

This report presents a synthesis of key final evaluation findings from projects funded through the Joseph Rowntree Foundation (JRF) Poverty and Ethnicity Demonstration Programme to test solutions to poverty linked to ethnicity. The report brings together key findings and conclusions from the evaluation reports produced for each project. The individual project evaluation reports contain sensitive information and are not being published.

This report was produced by Liz Mackie on behalf of the Black Training and Enterprise Group (BTEG). BTEG is a partner in the JRF Poverty and Ethnicity Demonstration Programme, a role that includes supporting project level evaluation and synthesising project-level evaluation findings into composite reports, like this one.

TWO: THE DEMONSTRATION PROGRAMME

2.1 The JRF Poverty & Ethnicity Programme

The JRF Poverty and Ethnicity Demonstration Programme was Phase Three of a five-year programme of research into the relationship between poverty and ethnicity, and investigation of solutions to end poverty across all ethnic groups. Phases One and Two of the programme produced a wealth of qualitative and quantitative data on poverty and ethnicity which can be accessed from www.jrf.org.uk/people/ethnicity.

The aim of the demonstration programme was to test practical approaches to tackling poverty linked to ethnicity. To do this, JRF funded four organisations, selected through a national call for proposals, to develop and deliver demonstration projects over a two year period which started in January 2016.

2.2 The demonstration projects

The demonstration projects were:

Tackling inequality: supporting ethnic minority mothers to escape in-work poverty

This project was delivered by **Women Like Us**, part of the Timewise Foundation which aims to develop the part time jobs market so that everyone can find work that fits with their other responsibilities. The project tested ways of engaging with and supporting mothers from Somali and Pakistani communities who were working in low income jobs to progress into better employment. Activities in this project included:

- (i) An initial period of focus group research with members of the target communities to explore barriers to employment and ways of overcoming these;
- (ii) Personalised support for clients consisting of 1:1 interventions and small group workshops;
- (iii) Development of a Parent Ambassador role - women from the local Somali and Pakistani communities who were trained and supported to encourage other working mums to take up the Women Like Us support offer.

En-route to sustainable employment

This project was delivered by the **Mayor's Fund for London**, a charity supporting young Londoners to move out of poverty or the risk of poverty. The project tested ways of engaging employers in the transport sector to increase job opportunities for ethnic minority young people and of helping those young people to successfully apply for and sustain employment in the transport sector. Key actions in this project included:

- (i) Providing a job brokerage services by sourcing job vacancies from transport sector employers and promoting these to young job seekers via a network of 80 local employment support agencies;

- (ii) Raising young people's awareness of career opportunities in the transport sector and helping them to prepare for and apply for these roles through a series pre-employment courses and 1:1 employment advice delivered by Mayors Fund for London advisers;
- (iii) Working with transport sector employers to promote the benefits of an ethnically diverse workforce. This work resulted in a Diversity Pledge setting out commitments to practical actions which companies will take to improve ethnic diversity in their recruitment processes.

Bradford Producer City Talent Management Programme

This project was delivered by **Bradford Council**. The Council tested two approaches to helping people to move out of poverty:

Textile sector project: Creating a pathway to address skills shortages in textile manufacturing Keighley by increasing the number of Asian women applying for and employed in the sector. In this project, key actions were:

- (i) Working with Keighley College and local employers to open a new Textile Academy providing training to meet skills gaps identified by local textile manufacturing companies;
- (ii) Supporting Keighley Association Women and Children's Centre (KAWACC) to encourage their users (mainly Asian women) to take up places on the Textile Academy courses and work experience placements offered by the textile companies. KAWACC also helped women who took up employment offers to settle into their new jobs, sometimes working directly with the employers to facilitate this.

Public sector project: Providing enhanced support and encouragement for low-paid ethnic minority Council employees to secure better jobs. Key actions in this project were:

- (i) Developing Bradford Council's basic skills training for employees into a customised course supporting school catering staff to progress into supervisory roles. As almost all eligible participants spoke English as a second language, the training course included a substantial element of English language learning;
- (ii) In-depth interviews with all project participants before and after their participation on the training course aimed at evaluating their motivations, achievements and satisfaction. Originally planned as an evaluation method, these interviews came to play an important role in encouraging staff progression, as discussed later in this report.

Employment access and progression

This project was delivered by **Crisis Brent**, part of the national Crisis charity which supports homeless people and campaigns to end homelessness. The project tested ways of supporting clients who are in-work to progress into better jobs. The project approach was place-based, focusing on helping local people to access local opportunities, including those generated through the major redevelopment of nearby Park Royal. The main project activities were:

- (i) Providing in-work support to Crisis Brent clients who had recently been helped to move into employment. The support was delivered 1:1 by Crisis Brent in-work support advisers and was designed to respond to individual needs including, for example, help to plan for progression in work, providing training and information on HR issues, help with financial skills to manage fragmented contracts.

It is important to note that for all projects the JRF funded activities were incorporated within existing models of delivery and formed part of wider programmes. For example, the En Route to Sustainable Employment project continued delivery of the Mayors Fund for London’s already established Young London Working job brokerage programme, while Crisis Brent’s Employment Access and Progression project built a new in-work support service within the existing Harlesden Working Together programme which had wider community empowerment objectives. This evaluation report focuses only on the solutions to poverty linked to ethnicity which were tested by each project and not on any additional project objectives. The importance of this distinction is revisited in Section 4.3 of this report.

Because Bradford Council ran two demonstration projects there were five projects within this programme. The remainder of this report refers to five projects, the main features of which are summarised in Table i.

Table i: JRF poverty and ethnicity demonstration projects

Project	Geographic focus	Target employment sector	Target participants	Planned scale of project
Supporting people into work				
Mayors Fund for London	London-wide	Transport	Young people seeking work	100 ethnic minority young people into work
Bradford Council – textile sector	Keighley	Textile manufacturing	Asian women not in work	50 women & 15 textile employers engaged
Supporting people already in work into better work				
Bradford Council – public sector	Bradford	Public sector	Low paid ethnic minority Council employees in school catering	60 employees, of which 20 receiving enhanced support
Women Like Us	Streatham and neighbouring areas	No sector targeting (mainly local employers)	Pakistani and Somali mums in low paid jobs	75 clients supported
Crisis Brent	Harlesden	No sector targeting (mainly local employers)	Local people with multiple needs who had recently moved into employment	90 clients supported

The five projects shared the following features:

- All five demonstration projects focused on **employment** as the route out of poverty. Initially, the projects were established with a focus on either helping people to move from unemployment into work or supporting people already in work to progress into better jobs. As delivery progressed, this distinction became less clear cut and most projects delivered both into-work and in-work support to some degree, in response to the needs of their participants.
- All five projects worked with people in **poverty** or at risk of being in poverty. However, some supported individuals in extremely precarious financial situations. Crisis Brent worked with people with multiple needs, including many at risk of homelessness. Women Like Us supported similarly vulnerable clients, including many single parents working in minimum wage or even below-minimum wage jobs.

The projects differed in the following respects:

- There were some geographic variances. Three projects took place in London and two in Bradford. Three projects adopted a very local approach, working within a small geographic area, while two were city-wide.
- Three projects adopted a sector-specific approach, working with employers, employees or potential employees in the transport sector (Mayors Fund for London), textile manufacturing sector and public sector (Bradford Council). The other two projects (Women Like Us and Crisis Brent) supported in-work progression with no specific sector focus but working largely with local employers and employees.
- Projects differed in their approaches to ethnicity-targeting. Two projects targeted specific ethnic groups which were shown in the JRF research to be at highest risk of poverty; Women Like Us worked with Pakistani and Somali women, and the Bradford Council textile sector project supported Asian women. The other projects worked across all ethnicities, adopting approaches which ensured that most participants were from ethnic minority groups which experience the highest rates of poverty.

2.3 Project scale

Table ii illustrates the scale of the demonstration projects in terms of funding, timescale and intended outputs. The projects were generally small scale, the largest being that delivered by Mayors Fund for London which aimed to get 100 ethnic minority young job seekers into jobs in the transport sector.

The approximate amount of JRF funding given to each project is shown to indicate the scale of each project. As this was a demonstration programme a considerable proportion of the funding for each project was spent on exploratory and development work, and on learning and evaluation, including participation in a series of nine learning workshops facilitated by BTEG to capture and share learning from the project. Project investment in these activities varied, particularly on the exploratory and development work with some projects, notably those delivered by Women Like Us and Bradford Council investing considerably in research activities to gain a greater understanding of the barriers experienced by some ethnic groups. Largely because of this difference between projects in how the funding was used, any comparison of funding and outputs between projects, such as calculating unit costs for achieved outputs, would be misleading and is therefore not undertaken.

Table ii: Demonstration projects: scale

Project	Approximate funding from JRF	Timescale	Scale of intended outcomes
Women Like Us	£80,000	5 months research + 14 months delivery	19 working mums into better jobs
Mayors Fund for London	£150,000	24 months delivery	100 young people into work
Bradford Council	£100,000	12 months development + 12 months delivery	10 women into jobs & 5 low paid workers into better jobs
Crisis Brent	£100,000	20 months delivery + 5 months follow up for evaluation	60 employees into better jobs

2.4 Testing solutions to poverty

The five projects tested various practical ways of supporting individuals or families to move out of poverty. Although not explicitly designed in this way, the testable project elements can be seen as corresponding to solutions to poverty which were identified in a series of papers commissioned by JRF in Phase Two of the Poverty and Ethnicity Research Programme.

The testable hypothesis of each project is shown in Table iii, linked to the JRF solution which it can be considered to have tested. As can be seen in Table iii, some projects tested more than one solution.

Table iii: Testable solutions to poverty linked to ethnicity

Project provider	Testable solution	Corresponding solution in JRF papers
Supporting people into work		
Mayor's Fund for London	Providing additional support for ethnic minority young people will increase the number who secure jobs in the transport sector.	Providing tailored support for ethnic minority young people (supply side) (Morris, 2015)
	Engaging employers on a sectoral basis will encourage greater commitment and action to increase workforce ethnic diversity.	Encouraging employers to recruit a more diverse workforce (demand side) (Morris, 2015)
Bradford Council – textile sector	Creating a pathway into textile manufacturing jobs in Keighley will increase the number of Asian women applying for and securing jobs in this sector.	Encouraging employers to recruit a more diverse workforce (demand side) (Morris, 2015)
Supporting people already in work into better work		
Bradford Council – public sector	Providing targeted support and encouragement to low-paid Council employees will increase the number who successfully apply for higher-grade jobs.	Promoting ESOL and other support to employees. (Morris, 2015)
Women Like Us	Outreaching to target communities will help increase earnings for low-income women from target ethnic minority groups.	Delivering outreach services for ethnic minority groups (Wood and Wybron 2015)
Crisis Brent	Providing in-work support to an existing client group will improve their job sustainability and progression outcomes.	Providing better advice on opportunities for progression in different sectors and occupations (Wood and Wybron, 2015)

It is important to note that the Phase Three Demonstration Programme was not designed to test these specific solutions. The links between the testable elements of each project and the solutions offered in JRF Phase Two research papers have been drawn through this evaluation process.

For the Phase Three programme JRF invited applications for projects to demonstrate practical ways of tackling poverty across all ethnic groups but not to test any specific or previously identified solutions. The demonstration projects which were selected showed how their proposed activities were linked to the JRF Phase One and Two research and solutions papers. The closeness of these links varied across the selected projects, with some projects taking a broader approach to demonstrating ways of tackling poverty across ethnic groups. In particular, the Mayor's Fund for London worked with young people from all ethnic groups and did not differentiate its support offer by ethnicity. This meant that the project evaluation was unable to identify whether tailored support for ethnic minority young people (the possible linked

solution for this project) made any difference. A subtle but important distinction to bear in mind for this project is that the Mayor's Fund for London aim was to increase the number of ethnic minority young people securing jobs in the transport sector by increasing the number of all young people securing jobs in the transport sector (from the organisation's own baseline figure for the previous year) and not by providing a programme of support for a specific ethnic group of young people. This was a different approach from, for example, Women Like Us who sought to increase the number of ethnic minority women using their in-work progression support service through a programme of outreach and engagement tailored for the target ethnic communities, rather than by increasing their overall volume of clients and expecting ethnic minority numbers to increase within this.

The difference between what was learned from projects with an explicit ethnicity focus and those which took a more generalised approach with no ethnic targeting is considered in the Conclusions section of this report.

2.5 Wider context

Phase Three of the JRF Poverty and Ethnicity Programme took place within a context of increased government commitment to addressing long standing ethnic inequalities in the UK. Key policy developments of relevance to the demonstration programme include:

- *The BME 2020 Challenge*. In November 2015, then Prime Minister David Cameron pledged to increase the employment rate for the UK's ethnic minority population by 20 per cent by 2020. To deliver this pledge the Department for Work and Pensions (DWP) identified 20 'challenge areas' with high BME unemployment rates. It is thought that the 20 challenge areas included all the local authority districts where geographically-targeted JRF demonstration projects were delivered (i.e. Bradford, Lambeth and Brent) although this is not entirely clear as the challenge area list was not published. Nor was it clear whether Job Centre Plus teams within the challenge areas were carrying out any specific or additional activities to increase BME employment.
- *The Race Disparity Audit*. In August 2016, Prime Minister Theresa May announced that an audit of public services would be carried out to identify the extent of racial disparities across the UK. The audit, published in October 2017, highlighted the scale of race disparities in employment rates, earnings, housing ownership and many other spheres of life, with ethnic minorities generally experiencing poorer outcomes than white British people. The audit data was published on a new Ethnicity Facts and Figures website where it is regularly updated. The Cabinet Office is currently leading government actions to close the identified race disparities. These actions include DWP's work on the BME employment challenge areas, which are now reduced to 13 with Bradford and Brent still included.
- *McGregor Smith BME workplace review*. Published in February 2017, Ruby McGregor Smith's independent review of race in the workplace put the spotlight on poor progression outcomes for ethnic minority employees; ethnic minority

people make up 10% of the UK workforce but hold only 6% of top management positions. The review drew from JRF's Phase One poverty and ethnicity research to set the groundwork for its own inquiry. The review recommendations called for legislation requiring employers with 50 or more employees to publish a breakdown of their workforce by race and pay band. So far, the government has not backed this legislative proposal, preferring to see businesses adopt the measure voluntarily which, to date, does not appear to be happening.

The programme-level evaluation of Phase Two of the JRF Poverty and Ethnicity programme found evidence that the research had helped to influence government policy, perhaps contributing to the higher profile of race equality issues as reflected in the above initiatives. At the current time, late 2018, the government's commitment to tackling race inequalities continues to have relatively high priority, affording excellent opportunities for the JRF Phase Three findings to influence the practical steps which government departments and other agencies can take to achieve this. These opportunities are considered in Section Five of this report.

THREE: EVALUATION APPROACH

3.1 Individual project-level evaluation

Each project evaluated its own progress and achievements. The project-level evaluations employed a common approach using Theory of Change to establish aims and intended outcomes, and then measuring progress in achieving these. In addition to their own data collection methods, the projects used a set of shared metrics to capture data on poverty, ethnicity, job quality and sustainability (these metrics are listed in full in Annex One). The testable elements of each project were evaluated using methodologies which compared outcomes for participants with those for comparable groups of non-participants in order to identify the causality of the project intervention. The comparison groups for each project are shown in Table iv.

Table iv: Matched comparison groups for testable solutions

Project provider	Testable solution	Comparison group
Supporting people into work		
Mayor's Fund for London	Providing additional support for ethnic minority young people will increase the number who secure jobs in the transport sector.	Matched cohort of Mayor's Fund for London clients receiving similar job brokerage and pre-employment support in the year prior to JRF project.
	Engaging employers on a sectoral basis will encourage greater commitment and action to increase workforce ethnic diversity.	None available
Bradford Council – textile sector	Creating a pathway into textile manufacturing jobs in Keighley will increase the number of Asian women applying for and securing jobs in this sector.	Recruitment data from participating textile companies.
Supporting people already in work into better work		
Bradford Council – public sector	Providing targeted support and encouragement to low-paid Council employees will increase the number who successfully apply for higher-grade jobs.	Bradford Council employees within target group who applied to take part in project, randomly allocated to intervention and control groups
Women Like Us	Outreaching to target communities will help increase earnings for low-income women from target ethnic minority groups.	Labour Force Survey data on average earnings for women from the target ethnic groups in London over the project period.
Crisis Brent	Providing in-work support to an existing client group will improve their job sustainability and progression outcomes.	Matched cohort of Crisis Brent clients for year prior to JRF project.

Each project produced an interim and a final evaluation report. These reports provide open and honest reflections of what worked and did not work in the demonstration projects. The reports were shared within JRF but were not written for wider audiences and have not been published. Key findings from the project-level evaluations are incorporated within the published project-level evaluation reports.

3.2 Shared project-level evaluation

In addition to support for individual project-level evaluation, BTEG captured learning across the demonstration projects through a series of nine learning workshops. The findings from individual project-level evaluation reports and learning workshops were compiled within two synthesis evaluation reports; one at the interim programme stage (produced in June 2017), and a final report of all project evaluation findings (this report, produced in September 2018).

3.3 Programme level evaluation

JRF commissioned Cambridge Policy Consultants to conduct an external evaluation of Phase Three of the Poverty and Ethnicity programme. The Phase Three programme evaluation follows independent evaluations of Phases One and Two, also carried out by Cambridge Policy Consultants.

Evaluation of Phases One and Two of the JRF Poverty and Ethnicity programme identified interest from policy makers in the Phase Three projects. The strongest area of interest was learning about in-work progression, specifically:

- What skills, qualifications or other support may be necessary to improve an individual's position in the labour market?
- How best to engage employees in workplace progression – what they are hoping to achieve and what other factors are important in helping them improve their situation in the labour market?
- How to engage employers in contributing to progression for low paid employees.
- The sustainability of progression.
- How best to identify those already working but wanting a better quality job.

What the demonstration projects have learned in answer to these questions is considered in Section 4.4 of this report.

FOUR: EVALUATION FINDINGS

4.1 Quantitative evaluation findings

When considering the quantitative evaluation findings it is important to note that the primary purpose of the programme was to test solutions to poverty linked to ethnicity by developing new approaches and sharing lessons learned from these. While the end goals for project participants (primarily into work or job progression outcomes) were important, these were pilot projects and the numbers of intended outcomes were relatively low. This means that findings about participant outcomes are based on small sample sizes and should be treated cautiously. The findings are indicative of possible lessons that may be drawn from the demonstration projects but are not conclusive.

Project participants

The profile of participants across the five projects is shown in Table v.

The projects worked with 677 individuals in total. Aside from the Mayors Fund for London, all projects were of similar scale, engaging around 60 or 70 participants over a 12 to 24 month period. The Mayors Fund for London worked on a larger scale, engaging with well over 400 young people over the two year project period.

Most projects worked almost entirely with participants from ethnic minority groups, either because they were specifically targeting these groups (e.g. Women Like Us and Bradford Council) or because their existing client group was predominantly ethnic minority (e.g. Crisis Brent). Again, the exception here is Mayor's Fund for London which worked with young people from all ethnic groups, although the data reported in Table v shows only ethnic minority participants.

The projects supported a mix of people with low and high levels of qualifications. It is worth noting that many of the Women Like Us participants were degree-level educated but their qualifications were gained overseas and not generally recognised by UK employers. There is not enough data on participant qualifications to enable any analysis of correlations between qualification levels and job outcomes across the demonstration projects. Although all projects were asked to record information about participants' qualifications this proved challenging for Mayors Fund for London who collected much of their participant data via their network of provider agencies, few of which recorded the qualification data.

Table v: Participant profile for all demonstration projects

	Total	GENDER		ETHNICITY					HIGHEST QUALIFICATION			
		Male	Female	Asian	Black	Other ethnic minority	Not known	Ethnic minority total	None or level 1	Level 2	Level 3 and above	Not known
Women Like Us	76	0	76	18	35	22	1	75	15	19	42	0
Mayors Fund for London	411	301	110	147	184	61	19	392	2	16	39	354
Crisis Brent	69	42	27	8	41	16	4	65	45	10	12	2
Bradford – Textile sector	59	0	59	59	0	0	0	59	23	9	10	17
Bradford – Public sector	62	1	61	61	1	0	0	62	49	13	0	0
TOTAL (number)	677	344	333	293	261	99	24	653	134	67	103	373
TOTAL (%)	100	51	49	43	39	15	3	97	20	10	15	55

Job outcomes

Achievement of the into work and in-work progression outcome targets set by each project is shown in Table vi.

Table vi: Into work and in-work progression outcomes (July 2018)

Project	Target group	Target number	Actual achieved
Moving into work			
Mayors Fund for London	Ethnic minority young job seekers	100	81
Bradford Council - textile sector	Asian women not in work	10	8
TOTAL		110	89
Moving into better work			
Women Like Us	Somali & Pakistani mothers in low paid jobs	19	20
Bradford Council - public sector	Ethnic minority Council employees in low paid school catering jobs	5	1
Crisis Brent	Harlesden residents with multiple needs who have recently moved into employment	60	37
TOTAL		84	58

Achieving into work and in-work progression outcomes was more challenging than expected. Three of the four project providers owned that the scale of the challenge was greater than they had anticipated. These are highly experienced providers with strong track records of designing and delivering programmes successfully supporting people into jobs, or to progress into better jobs. However, their demonstration project focus on ethnic groups with the highest poverty rates meant they worked with communities experiencing multiple challenges associated with poverty, including precarious housing and reliance on welfare benefits. Although projects set modest targets for job or progression outcomes these proved very stretching and were not achieved in all cases.

On reflection within the learning workshops, several projects considered that they had under-estimated the immense, multiple difficulties which some target participant groups experience in accessing or progressing within the labour market. In addition, some projects found that changes made to out of work and in-work benefits over the programme period, including the move to Universal Credit, had an unanticipated and adverse impact on some client groups, prompting a greater need from clients for crisis-support than for into work or in-work progression. This was particularly the case for Crisis Brent clients, most of whom had only recently made the transition from worklessness to employment and were still managing the consequent changes in their welfare benefit arrangements. This was a highly vulnerable client group, with most in precarious housing conditions and with no resources to manage any delays in their benefit income. See Sonia's case study below for an example of how

managing the benefit transition was a more urgent priority than the in-work progression that Crisis Brent was aiming to deliver on this project, and Nigel's case study for a specific example of the difficulties some Crisis Brent clients experienced with Universal Credit.

Case study: Crisis Brent

Sonia, a single mother with no work experience and limited English, was informed that her welfare benefit payments were being reduced. Desperately worried about how she would manage, she heard about Crisis Brent through a friend and came for advice about finding a job.

With long term support from a crisis Brent adviser Sonia eventually secured a position at Asda as a Café Assistant. Once in work, and because her job was part time and low paid, Sonia needed to manage the changes this meant for her benefits. She was required to do this on-line, despite having no computer at home and limited knowledge of how to use one. Sonia needed intensive support from Crisis Brent to learn the IT skills needed to manage her benefits online. Just as Sonia was getting to grips with this, a new problem arose. Despite full compliance and regular communication about her change of circumstances with the local housing benefit office, Sonia was informed that there was an error in her housing benefit calculation and her benefits were reduced to rectify their overpayment. This was in addition to the benefit cap reduction already made to her housing benefit.

Without support to understand, query and respond to communications about her benefits, Sonia could very easily have ended up in further debt and possible homelessness.

Case study: Crisis Brent

Nigel, a former Crisis client and volunteer, started work for DWP. When he resigned from his post, he went back on Universal Credit and made a claim for the housing cost element to pay his rent. The housing cost element took over 8 weeks to be processed which triggered an eviction notice. Universal Credit advised Nigel in the 10th week into non-payment of his rent that his Universal Credit award would be subject to deductions caused by an alleged £750 overpayment of his housing cost element. Deductions have to be repaid by claimants within 6 months. Nigel started a new job and his deductions continued. He had to take out a loan to cover his rent (claimants can take up to 40% of their award as a loan). Now Nigel is repaying the loan and overpayment of his housing cost element. It was only as a result of Crisis Brent's liaison with Nigel's landlord, explaining that the rent non-payment was as a result of issues with DWP rather than Nigel's fault, that Nigel was not taken to court and evicted. If Nigel had been evicted, in addition to him becoming homeless again the court fees incurred would have been added to his arrears, taking him even further into debt.

Job satisfaction

Projects found it difficult to collect job satisfaction data, with many participants not reporting this, so there is little data on this. Only one project collected participant job satisfaction data which could be compared with data from a matched sample of people who had not received the project support. Crisis Brent found that clients receiving in-work support were far more likely to report being satisfied in their jobs than similar clients who did not receive any in-work support; 83% of clients receiving in-work support reported that they were satisfied in their current job compared with just 35% of clients who had not received any in-work support.

Job sustainability

This metric was not used across all projects. Crisis Brent found that providing in-work support increased job sustainability for their client group; from 53% in work for at least 13 weeks without any in-work support, to 88% of those who received in-work support staying in work for at least 13 weeks.

Increased hours or earnings

Table vii: Increased hours and earnings outcomes

	In work progression (target)	Increased earnings (achieved)	More or better hours (achieved)
Women Like Us	19	9	7
Bradford – Public sector	5	1	0
Crisis Brent	60	19	16
TOTAL (number)	84	29	23
TOTAL (%)	100%	35%	27%

Across the three demonstration projects providing in-work progression support, around one third of project participants increased their earnings with a further one quarter achieving more or better working hours; together, almost two thirds of the target number for in-work progression actually progressed on these metrics.

The main reasons for underachievement against targets were:

- The more challenging than anticipated environment, as discussed above;
- All projects found that for female participants, particularly working mothers, flexibility was a more important goal than increased earnings. Supporting participants into better work often meant helping them to find a job with more flexible hours, or nearer to home, and did not necessarily mean earning more or increasing their hours.

Other quantitative evaluation findings on increased earnings are:

- Crisis Brent's in-work support helped more clients to achieve an increase in their hourly earnings (32% compared with 21% of clients who didn't have in-work support) and increases in their working hours (26% compared with 8%).
- Women Like Us clients who increased their earnings over the project period did so at a slightly higher rate than the control group (derived from the Labour Force Survey). However, the numbers involved in both the intervention and control group are too small to allow for any statistical comparison.

Moving out of poverty

There is insufficient data from the projects to enable any quantitative analysis of whether the interventions led to increased incomes that moved participants above the poverty threshold.

The programme used the Minimum Income Standard (MIS) as a measure of household poverty (see Annex One). Women Like Us and Crisis Brent used the online MIS tool with their clients, finding it a useful way of assessing eligibility for support. But some projects were unable to collect this data as many participants did not know what their household income was; this was particularly the case for young people on the Mayor's Fund for London project and for some women on the Bradford textile project.

From the data available, it is likely that most participants were in poverty at the point where they first engaged with the projects. This is certainly the case for participants of the projects delivered by Women Like Us, Crisis Brent and the Bradford Council public sector workers, and probably the case for the women participating in the Bradford textile project. Although all the young people in the Mayors Fund for London project were not in work prior to joining the project, because it is not known how many were living in households in poverty it is not possible to say with certainty if all were in poverty. However, Mayors Fund for London's analysis of participants postcodes against the Indices of Multiple Deprivation shows that the majority were from areas of high deprivation and therefore likely to be in poverty.

The available quantitative data suggests that no participants moved above the poverty threshold during the project period. However, the samples are small and the data incomplete so no robust analysis of this is possible. The qualitative data findings on moving out of poverty are discussed in the following section.

4.2 Qualitative evaluation findings

Focusing on ethnicity

A great deal was learned about tackling poverty for specific ethnic groups from the projects which took an ethnicity-targeted approach. The projects with a focus on specific ethnic groups identified the barriers facing these groups and designed solutions to overcome these, generally through a research element which explored

issues through focus groups or interviews with people from the ethnic community of interest. For example, focus group research with Pakistani women (in Keighley for the Bradford Council textile project and in Streatham for the Women Like Us project) built a clear picture of the barriers they experience to accessing work or better jobs, which include:

- Lack of knowledge about formal job application processes;
- Very low confidence in their ability to secure jobs or progress in work;
- Poor written English skills and limited access to affordable English literacy classes;
- Experience or perceptions of prejudice and discrimination from employers, often relating to Muslim religious customs and dress;
- Fear of upsetting the balance of family life. Most of the women are primary carers and unable to take on employment that does not fit with their family responsibilities. A reluctance to use formal childcare is linked to this.

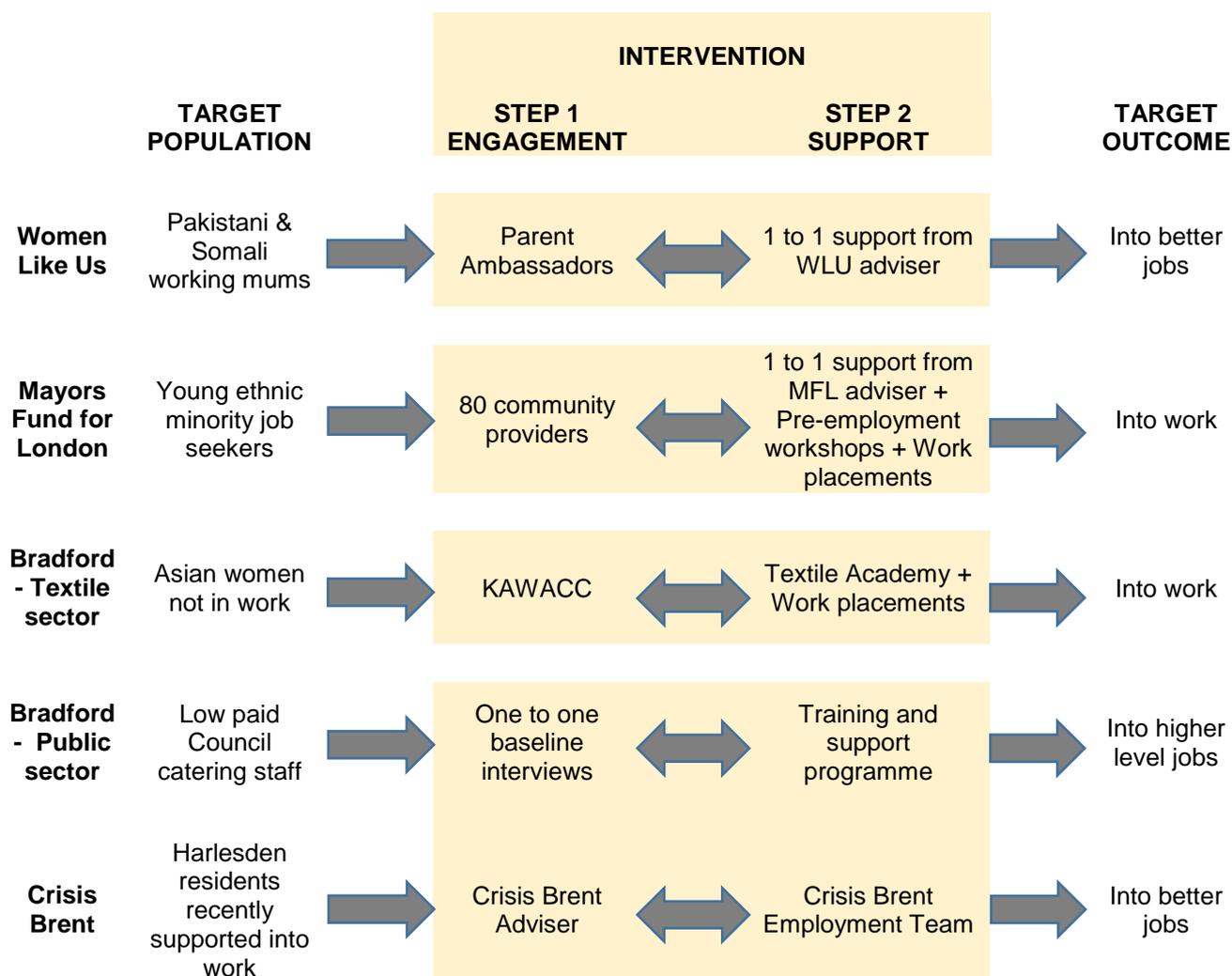
In contrast, where projects did not focus explicitly on the ethnicity of their participants and did not explore barriers or needs which may be specific to, or heightened for particular ethnic communities, the programme learned little about why high unemployment and low pay persist for those groups and what solutions may work to overcome this.

An explicit focus on ethnicity changed the profile of service users for some projects. For example, Women Like Us found that before this project, very few of their clients in the Streatham/Lambeth area were from Pakistani and Somali communities. The targeted approach adopted for this project resulted in over 60 per cent of participants from these ethnic groups. The key finding here is that simply operating a service in a geographic area with a high ethnic minority population will not necessarily result in a high take up by ethnic minority people. Focused measures are required to overcome the barriers which prevent some groups from using local services; in the Women Like Us example, to overcome Pakistani and Somali women's mistrust of most local services.

Engaging ethnic minority participants

Each project created a pathway for their target participants to achieve the intended project outcomes. Although there was no programme-level expectation that a pathway approach should be adopted, the project pathways created were remarkably similar. Each project established a two-step pathway, where Step One comprised activities to connect with and encourage target populations to engage with the project and Step Two broadly covered the range of support, training and advice to help participants achieve the target project outcomes. The project support pathways are illustrated in Figure 1.

Figure 1: Poverty & Ethnicity project support pathways



Within these pathways, outreach and engagement via trusted individuals and agencies (Step One in the model) are essential. Step One engagement was designed into some projects from the outset; for example, in the network of 80 community providers channelling young ethnic minority job seekers to the Mayors Fund for London advisers. In other projects, Step One engagement evolved as the project learned more about the target population, as seen, for example, in the Parent Ambassador role developed by Women Like Us. For the Bradford Council projects, Step One engagement was designed into the textile sector pathway from the outset, with Keighley Association Women & Children’s Centre (KAWACC) in this role. The Bradford low paid public sector workers pathway did not include a Step One engagement role; however, it is apparent that the one to one baseline interviews conducted by the evaluation team were perceived by project participants as a demonstration of the Council’s interest and support for their personal development and undoubtedly encouraged many to take up the training offer, and as such can be seen to represent a Step One engagement element in this pathway. Crisis Brent delivered both steps in their pathway; importantly, Crisis Brent is a local, community based provider which is itself a ‘trusted intermediary’.

The experience across these projects suggests that community engagement, delivered by a trusted intermediary, is a critical step in the pathway into work, or into a better job, for people in the ethnic groups at highest risk of poverty. For a range of reasons, including low confidence and lack of knowledge, people from these communities are unlikely to take up support, training, job brokerage or other services without active encouragement from a trusted intermediary. In the demonstration projects, target participants lacked either knowledge of or confidence to go directly into Step Two support services.

The provision of engagement services by trusted intermediaries, tailored to overcome the barriers facing target populations is essential for encouraging and supporting ethnic minority populations to take up employability support services. They provide the bridge between ethnic groups most likely to be in poverty and mainstream support services. We know from this programme that Step One engagement services work best when:

- They are designed into, or become an established step in the pathway towards the target outcomes;
- They are recognised and supported by the Step Two provider;
- They are delivered by individuals or agencies who demonstrate a genuine interest and commitment to the target population and are therefore trusted by potential participants.

Job progression

The demonstration projects focusing on progression found that working mums defined 'better jobs' as those which better balanced with their home and caring responsibilities, and not necessarily as jobs offering higher pay. Examples of 'better jobs' included jobs in schools, where the hours and holidays meant they could care for their own school-age children as well as working, or jobs located nearer to where they lived so that less time was spent travelling to and from work which, again, made caring for school-age children much easier. See the case study example from Women Like Us below.

For some ethnic groups with high poverty rates, encouraging women's workforce participation offers an important route out of poverty. But women's labour market participation is strongly hindered by the lack of jobs offering flexible working arrangements. In some cases Pakistani women, for example, demonstrated a strong interest in working and in developing the skills that employers require but were only able to take up jobs which could fit with taking their children to and from school.

Case Study: Women Like Us

Halima was born in Somalia and has lived in the UK for nearly five years. She is a lone parent to two primary school aged boys. At the time of registration Halima was on a zero hours' contract working as a cleaner in offices. She was actively looking for other, more stable jobs but the main barrier she had was lack of access to part time/flexible roles that would fit around her children.

Halima had a number of interventions from our advisor and these consisted of helping her prepare a targeted CV, sending her links to suitable jobs, helping her complete application forms, preparing her for interviews and contacting employers on her behalf. Prior to accessing our support Halima had applied on numerous occasions for a dinner lady role at a local school but had been unsuccessful. With the support of Women Like Us she was able to put in much stronger applications which secured her an interview. As a result of the interview coaching she received from Women Like Us, Halima was finally able to secure the role that she had been applying to for over a year.

Halima now works as a Catering Assistant for 17.5 hours a week at an FTE salary of £14,625. As a result of this job, Halima has seen her household income increase by £4,288 per annum. Halima really enjoys the job and the hours allow her to work without having to worry about or incur childcare cost. She feels much happier being in work and feels that it has made a positive impact on both her and her children.

Place based approaches

Several of the demonstration projects took a 'place based approach' which focused service delivery and participant engagement on a specific geographic location, including projects in Streatham, Keighley and Harlesden.

Some key learning points about place-based approaches have emerged from the demonstration programme. The place-based projects demonstrated that place is important in that:

- Pathways into employment or progression need to be delivered locally. Most people in poverty have limited geographic mobility; for example, very few of the Somali women in Streatham could drive and could only work in jobs easily reached on foot or public transport.;
- The Step One trusted intermediary role, which is essential for engaging with some ethnic minority populations, must be delivered by local agencies or individuals;
- Local initiatives can influence local decision making. Crisis Brent's ability to demonstrate the benefits of localised service delivery for vulnerable clients, who are often unable to travel to centralised services, influenced Brent Council to fund community-based support in six local areas across the borough.

However, it does not appear that place shapes the barriers or solutions for improving employment opportunities for ethnic minority people in poverty. The project research

found that the challenges and solutions for Pakistani women are remarkably similar in Keighley and Streatham. Similarly, the projects demonstrated that the same approaches towards engaging with employers on workforce ethnic diversity measures worked in Bradford and London.

Employer engagement

All projects engaged with employers to some extent. There was a great deal of willingness from employers to become involved in initiatives focused on recruitment, but engaging with employers on in-work progression was less successful.

The demonstration projects showed that employers are happy to look at all potential recruitment pools and to make bold commitments to increasing workforce ethnic diversity. Examples of this include the Mayor's Fund for London Diversity Pledge and the financial investment of Keighley companies in the Textile Academy. In these cases, employers were encouraged by a positive narrative which linked ethnic diversity and local recruitment to business success.

The Keighley textile project demonstrates that commitments from employers can translate into practical actions that result in increased recruitment or progression for employees from the ethnic minority groups at highest risk of poverty. The Keighley manufacturing companies have increased the number of Asian women they employ, from none at the start of this programme to seven at the time the project ended, and with the expectation that more will come through the Textile Academy pipeline in the future.

There has not been any resource to follow up with the companies who signed up to the Mayor's Fund for London Diversity Pledge. As a result, there is no evidence at this stage that the workforce diversity commitments from employers will translate into practical actions that result in increased recruitment or progression for employees from the ethnic minority groups at highest risk of poverty.

The projects produced examples of employers willing to examine and remove barriers which deter some ethnic groups from joining their workforce. Recognising that working around childcare commitments was critical for most of the Asian women coming through the Keighley Textile Academy, at least one manufacturing company negotiated flexible working arrangements with new entrants.

Across the demonstration projects, engaging with employers on in-work progression was extremely challenging. Although there are examples, particularly from Women Like Us, of intermediaries negotiating with individual employers to agree flexible working arrangements for individual clients, thereby enabling the client to move into a better job than they had previously been in, there are no examples of success in engaging with employers to support low paid employees to progress into better jobs within the company, other than Bradford Council's low paid workers progression scheme, in which the Council itself was the employer. Working with employers in the private sector to better understand what role they can play in supporting workers at highest risk of poverty to progress within the company remains a key area to explore.

Moving out of poverty

The qualitative evidence points fairly clearly towards the project interventions not having supported individuals or their families out of poverty, although they have helped people move along the pathway towards this outcome.

Case studies of project participants show that even when individuals moved from being out of work into employment, or from low paid into higher paid work, any resulting increases in income were not sufficient to move them out of poverty. See Ayaan's case study below for an example of this, and also Sonia's case study on page 18.

The evidence from this programme highlights that moving out of poverty is a very long term process which is highly unlikely to be achieved within the two year time frame of these demonstration projects. Bradford Council's public sector project found that much longer term support is required for low paid workers with poor English literacy skills to achieve the level required for progression to higher paid jobs. This project also found that progressing to the next level in school catering produced only marginal increases in income and that longer term support would be necessary to enable progression into jobs with significant pay increases.

Case Study: Women Like Us

Ayaan is a Somali mum living in Streatham. She is a lone parent with two children at primary school. Now in her early 30s, she secured GCSEs at school in the UK and has since then trained as a Teaching Assistant although has no work experience in this role and has not worked since her children were born.

Ayaan heard about Women Like Us from a Parent Ambassador at her children's school. She wanted to find out more, so the Parent Ambassador arranged an initial meeting with Zavery, a Women Like Us adviser. Zavery met Ayaan in Streatham Library, an accessible location close to where she lives. At this first meeting, Ayaan explained that she was keen to find work and had applied for many jobs in a range of roles but none of her applications had been successful. She was concerned that this might be due to prejudice and this was impacting on her motivation and confidence. Zavery reviewed Ayaan's CV and talked through her work experience, aspirations and challenges. A plan for support was put in place.

Over the following months, Ayaan and Zavery were in regular contact, in person or by phone or e-mail, and always at times and locations that fit with Ayaan's childcare responsibilities. With Zavery's practical help and encouragement Ayaan has secured a Teaching Assistant role at a local school, which she will start in the new school year. The job hours mean that her own childcare will not be an issue.

However, the median salary for a Teaching Assistant in London is around £14,000 per year, which leaves Ayaan well below JRF's Minimum Income Standard (£33,000 p.a. for a lone parent with two primary school age children) and still at risk of poverty. Ayaan continues to receive in-work benefits to subsidise her full time earnings.

4.3 Did the solutions tested by the programme work?

This section considers whether the solutions to poverty tested by the demonstration projects were proven to be effective, based on the available evaluation evidence. As previously noted, testing these solutions formed only one element of wider programmes of work delivered by each partner; in some cases it was challenging for partners to isolate their JRF activities as these were integrated within wider programmes. The assessments below are made only with regard to whether the solutions to poverty linked to ethnicity tested by each project can be considered to have worked, as indicated by the evaluation evidence which each project was able to collect. The assessments do not consider any of the wider activities carried out by each project and should not be read as judgements on the effectiveness or otherwise of the overall programmes delivered by the project providers.

Supporting people into work

Mayor's Fund for London: *Providing additional support for ethnic minority young people will increase the number who secure jobs in the transport sector.*

- This does not appear to have worked. The number of ethnic minority young people who Mayor's Fund for London helped to secure jobs in the transport sector increased from 29 in 2015 (the baseline year) to 59 in 2016 (Year One of this project) but fell back to 22 in 2017 (Year Two of this project). The lower number in Year Two was attributed to a large employer deciding not to continue recruiting through this service. However, that the number of ethnic minority people helped into transport jobs in Year Two was lower than the baseline year suggests that **the ethnic minority focus of the JRF programme made no difference to ethnic minority job outcomes** achieved by Mayor's Fund for London (although it is worth noting that without the additional delivery funded through the JRF programme it is not certain that any of the Year One or Year Two job outcomes would have been achieved, unless funding for the service had been secured from elsewhere).
- The Mayor's Fund for London project approach did not differentiate between ethnic minority and other young people who took part in the programme. The project evaluation was therefore unable to determine whether additional support for ethnic minority young people would have any effect in increasing the number securing jobs in the transport sector.
- None of the participating transport employers were willing to share their ethnicity recruitment data, so the project evaluation was unable to determine whether the number or the proportion of ethnic minority young people starting jobs in these companies increased over the project period.

Mayor's Fund for London: *Engaging employers on a sectoral basis will encourage greater commitment and action to increase workforce ethnic diversity.*

- This worked at one level. There was strong enthusiasm for the Diversity Pledge developed by the project, with 17 companies signing up to this by March 2018 and others showing interest. However, there was no scope within the project to identify whether committing to the Diversity Pledge results in increased workforce ethnic diversity within the signatory companies.

Bradford Council – textile sector project: *Creating a pathway into textile manufacturing jobs in Keighley will increase the number of Asian women applying for and securing jobs in this sector.*

- This worked. There were no Asian women working in the participating textile companies prior to this project and probably no Asian women applying (the evidence on this is anecdotal as none of the companies monitored ethnicity in their recruitment processes). At the end of the funded project period, 13 Asian women had undertaken work placements in textile companies and eight had secured jobs.
- The textile pathway established by this project is in place for the long term so the number of Asian women who will secure jobs in this sector will undoubtedly increase over time.

Supporting people already in work into better work

Bradford Council – public sector project: *Providing targeted support and encouragement to low-paid Council employees will increase the number who successfully apply for higher-level jobs.*

- This worked to some extent. A key project finding is that longer term support is necessary to move employees into higher waged jobs. .
- The project found high levels of interest in progression from low paid employees and recruited 62 to take part in training (two more than originally planned). However, within the project period only one employee successfully moved on to a higher level job (four below the target), although more are likely to progress longer term.
- It is apparent that the degree of support required for the target group, who all had low levels of English literacy, was much greater than anticipated and that longer term support would be necessary to achieve job progression.

Women Like Us: *Outreaching to target communities will help increase earnings for low-income women from target ethnic minority groups.*

- This worked to some extent. The project reached low income women from the target communities and supported 20 into jobs which the women themselves considered 'better' than their previous job.

- A central learning point from the project is that better jobs do not always mean higher income jobs. So while the project supported 20 women to move into better jobs only nine of these jobs paid more than the women's previous job.

Crisis Brent: Providing in-work support to an existing client group will improve their job sustainability and progression outcomes.

- This worked to a large extent. In-work progression outcomes were better for clients who received in-work support than for those who did not, on measures of sustained work, job satisfaction and gaining increases in working hours and hourly wage rates, although not on measures of earning the London Living Wage or reaching the Minimum Income Standard.
- A central learning point from the project is that vulnerable individuals with multiple needs require flexible, personalised support which can respond to differing priorities, as progressing in-work may not always be the most urgent issue.

4.4 Addressing stakeholder areas of interest

This section considers what was learned from the demonstration projects in areas of interest raised by policy makers and other stakeholders who contributed to the programme-level evaluation of Phases One and Two of the Poverty and Ethnicity programme.

What skills, qualifications or other support may be necessary to improve an individual's position in the labour market?

- Skills, qualifications and support will vary for different population groups and different employment sectors. Support programmes must be tailored to reflect this. A personalised client-centred approach is essential.
- For low paid employees with weak English literacy skills, long term support is required to enable them to reach the levels of literacy generally required for higher-level jobs.

How best to engage employees in workplace progression – what they are hoping to achieve and what other factors are important in helping them improve their situation in the labour market?

- Engagement is best achieved via trusted intermediaries. This could be within the workplace (as in the Bradford Council public workers project) or outside (for example, the Women Like Us Parent Ambassadors).
- Progression does not necessarily mean a better paid job; different hours, a new location, a more flexible working pattern may all be seen by low paid employees as progression to better work.

- Job flexibility is key. In the Bradford textile project, many of the women who were keen to train and work in textile companies were only able to take on jobs with flexible working arrangements.

How to engage employers in contributing to progression for low paid employees

- None of the projects focused on this.
- The Mayors Fund for London tried, unsuccessfully, to engage employers in supporting in-work progression for the young people joining their companies. Because this element was not central to the project there was little learning focus on this issue.

The sustainability of progression

- None of the projects measured the sustainability of progression.
- Crisis Brent's evaluation found that clients receiving in-work support were more likely than those not receiving support to stay in work for a sustained period.

How best to identify those already working but wanting a better quality job?

- One way is through trusted intermediaries who encourage potential participants to take up support services that could help. Examples include the Parent Ambassadors in the Women Like Us project who promoted the support service to other mums in their social networks and outside the school gates.
- Employers can identify those who want to progress. Participants in the Bradford Council public workers project reported that the Council's interest in their career progression was very welcome and encouraged them to apply for the training.

FIVE: CONCLUSIONS

5.1 What we have learned about tackling poverty linked to ethnicity

Supporting people into work

The demonstration projects have produced some evidence of the following key lessons which are of particular relevance to DWP's targets for tackling high ethnic minority employment in 'challenge areas':

- i. *Tailored approaches for specific ethnic groups are essential.* Ethnicity-blind approaches (i.e. running programmes which are open to all ethnic groups, without targeting any specific groups) may or may not result in people from ethnic groups at highest risk of poverty taking up the support services on offer. A tailored approach is required, which understands and responds to the barriers and needs which are specific to ethnic groups with high poverty rates.
- ii. *Trusted intermediaries are critical for encouraging people from ethnic groups at highest risk of poverty to take up mainstream support services.* People from ethnic groups at highest risk of poverty (in these projects, Asian and Somali women) lack knowledge of and confidence to use existing support services, including services provided by Job Centres and other public, private and voluntary sector agencies. They need the encouragement and reassurance of trusted intermediaries. The intermediaries can be individuals or agencies but must be locally based, committed to and trusted by the target communities.
- iii. *Moving out of poverty requires very long term support.* Moving from unemployment into work can take several steps. Progressing from a first job to a better job may take several more steps. This can be a long and difficult process which some people need a great deal of support to get through. People with low English literacy may require very long term support to develop their written English skills to the level required for higher-paid jobs. The transition from out of work benefits to in-work benefits can be extremely challenging and can push some individuals and families into a more precarious financial position than if they had not attempted to move into work.

Supporting people already in work into better work

The demonstration projects have produced some evidence of the following key points which are particularly relevant to work by the Greater London Authority, the Department for Business, Energy and Industrial Strategy, and other agencies concerned with implementing recommendations from the McGregor Smith review on ethnic minority workforce progression:

- iv. *In-work progression does not necessarily mean higher pay.* What constitutes 'job progression' varies from person to person and does not necessarily mean progressing to a job that secures a higher income. Many people are equally, or more concerned with the quality of their employment conditions, or in balancing their job with other responsibilities. Progress to a better job can include shorter

travel to work time, more or fewer hours on the same pay, flexibility to work only during school hours.

This conclusion merits further consideration in the context of other research on this issue. A recent study of progression by low paid workers in the retail sector (Usher, 2016) identifies two broad cohorts of workers; those wanting more pay and those wanting flexibility (and prepared to forego higher pay for this). Usher finds that the populations within these cohorts are not characterised by gender or caring responsibilities (although they are, to some extent, differentiated by age, with older workers more likely to be in the flexibility cohort). There is no analysis by ethnicity. Further investigation of the progression motivations for low paid workers is needed to better understand what interventions and incentives might work to encourage and sustain in-work progression, for both workers and employers, and particularly with regard to people from the ethnic minority groups at highest risk of poverty.

- v. *It is possible to engage employers in discussions about ethnic diversity.* A positive narrative which links business success with employing local people from under-represented ethnic groups can encourage employers to re-think their traditional recruitment approaches. This was demonstrated in Keighley where textile manufacturing companies were involved in finding new ways to attract Asian women to join their workforces. However, the narrative alone is probably not sufficient; the demonstration projects which included dialogue with employers around workforce diversity (Bradford Council and Mayor's Fund for London) also provided a source of diverse job candidates that the employers could recruit from.

Additional lessons

The following learning points will be of particular interest to JRF and other funders concerned with tackling poverty linked to ethnicity:

- vi. *Supporting people to move out of poverty is a very long term process.* Case study evidence indicates that into work and in-work progression outcomes achieved through this programme did not result in sufficient income increases to move participants out of poverty. A far longer time scale is required for this, perhaps with projects funded to support clients over a five or even ten year period.
- vii. *Longer term evaluation is required.* Longer term outcomes are likely to be achieved by this programme, which may include people moving out of poverty. Further evaluation would be useful to determine how far employer commitments to ethnic diversity will be sustained beyond this programme and what impact these may have on improving incomes for ethnic minority employees.

5.2 What we have learned about running demonstration projects

- i. *A demonstration programme supports innovation.* Participating in this demonstration programme encouraged the projects to explore new ways of working and perhaps to take greater risks than would be possible within a

programme focused on delivering outputs. Bradford Council's projects are particularly good examples of innovation and risk taking that may not have taken place without the demonstration programme.

- ii. *Demonstration projects must be clearly defined.* Good demonstration projects need to be based on a clearly defined intervention that is testable and for which robust evidence of the causality of the testable element of the intervention can be generated. There may have been more value for JRF from this programme if the focus of the demonstration projects had been explored and possibly defined by JRF, perhaps in consultation with key stakeholders, in advance of the demonstration programme. In this way, the demonstration programme application process could have called for agencies to test specific solutions (some of those suggested in the Phase Two solutions papers, for example) or to develop solutions to specific problems (as identified in the Phase One research papers, for example). This may have given the Phase Three programme a tighter focus, with a stronger link to the research phases of the Poverty and Ethnicity Programme, and a clearer sense of who the audiences for learning from the demonstration projects should be.
- iii. *Giving demonstration projects responsibility for their own evaluation engenders active participation in the learning process.* Encouraging projects to self-evaluate rather than contract external evaluators also helped with this. The requirement for all projects to include a comparator element within their methodology was essential for ensuring that they identified the demonstration element of their work.
- iv. *Demonstration projects which are required to generate robust quantitative evidence need to be funded to deliver on a large scale.* The projects in this programme were very small scale, supporting only a few hundred individuals over a two year period. The programme has not generated sufficient quantitative data to enable any robust evaluation of impacts. For future demonstration programmes, where quantitative impact evaluation is required, projects need to run at larger scale to generate sufficient data for this.
- v. *A balance is needed between data reporting requirements and encouraging projects to innovate and learn.* Although projects were given detailed guidance on which metrics they should report on, along with one to one support on how to incorporate these within their existing monitoring systems, not all projects collected all the data that was asked for. Although more onerous for projects, and perhaps running counter to the ambitions and ethos of a demonstration programme, it may have been preferable to require each project to report quarterly on each of the requested metrics. This would have enabled early identification of which projects were unable to do this and in need of additional support. However, projects highlighted that the looser targets and reporting requirements of this programme were critical to enabling them to adopt a more innovative, exploratory and learning approach.

5.3 Sustainability and legacy

Sustainability

Information provided by the projects six to nine months after their completion indicates that participating in the JRF demonstration programme has had a lasting impact on the way that the organisations deliver their services. Examples include:

- The Parent Ambassador role developed through this programme has been rolled out to other projects delivered by Women Like Us;
- The in-work support pioneered by Crisis Brent through this programme has become an integral part of the Crisis offer and rolled out nationally to all Crisis centres;
- Ethnicity monitoring has now become routine within all Mayors Fund for London services.
- The Textile Academy is now an established part of the Keighley College training offer and plans are in place to increase access to jobs in the textile sector for other disadvantaged communities, using the same pathway approach with local community intermediaries which was tested through this programme.
- The public sector progression programme has now been integrated into the mainstream training and development offer from Bradford Council's Facilities Management Service

Legacy

- Participating in the programme appears to have raised awareness of the need to explore the varying barriers to employment and progression faced by different ethnic groups, and the confidence to deliver support services which are tailored to address these.
- Giving projects responsibility for their own evaluation appears to have increased the confidence of some organisations to take on this role for other projects. Mayor's Fund for London, for example, has established a new Head of Impact role as a direct consequence of taking ownership of evaluating this project.
- The Mayor's Fund for London is continuing to work with employers around the Diversity Pledge. In response to enquiries from a range of companies, the Pledge has been opened up to companies in all sectors and Mayors Fund for London is in discussion with the Greater London Authority (GLA) about incorporating the Pledge as a benchmark within the GLA's Good Work Standard.
- Bradford Council's JRF projects have influenced a range of successor activities focused on supported ethnic minority women into employment, including planned delivery through the new Leeds City Region Local Industrial Strategy and the Integrated Communities Strategy, plus a new £1.3million project aimed at

improving ethnic minority recruitment and progression in the film and television industry.

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ANNEX ONE: EVALUATION METRICS

FOR ALL PROJECT PARTICIPANTS

Field	Suggested question wording	Data recording categories
Gender		<ul style="list-style-type: none"> • Male • Female
Ethnic group		Use ONS Census 2011 groups or more detailed but still within Census categories
Highest qualification		Use Census 2011 categories
Employment status	Are you currently working in a paid job?	<ul style="list-style-type: none"> • Yes • No
Main income source	Which of these is the main source of income for you? (show response options)	<ul style="list-style-type: none"> • Earnings from employment • Dependent on partner's earnings • Jobseekers Allowance • Universal Credit • Other benefit or tax credit • Student grant or loan • Dependent on parents • Other main source
Hours & earnings	(For those in employment only)	<ul style="list-style-type: none"> • Working hours per week • Hourly salary
Job satisfaction	(For those in employment only) How satisfied are you that this is a good job for you at the current time? (responses on a scale of 1 to 10 where 1 = not satisfied and 10 = very satisfied)	Job satisfaction score
Postcode		
Age group		<ul style="list-style-type: none"> • Young [16 to 24] • Middle [25 to 64] • Older [65+]
Disability	Do you consider yourself to be disabled? (Or similar self-reporting question)	<ul style="list-style-type: none"> • Yes • No • Prefer not to say
Household income	see ANNEX THREE	<ul style="list-style-type: none"> • Above MIS • Below MIS • Don't know • Prefer not to say • Household type not shown <p>see ANNEX THREE</p>

FOR CLIENTS SUPPORTED TO START A NEW JOB

Field	Suggested question wording	Data recording categories
Title of new job		
Sector		<ul style="list-style-type: none"> • Transport • Retail & wholesale • Public administration • Education

Field	Suggested question wording	Data recording categories
		<ul style="list-style-type: none"> • Health & social care • Hotel & leisure & food services • Creative & IT • Construction • Manufacturing • Other services • Other – please specify
Contract type		<ul style="list-style-type: none"> • Apprenticeship • Permanent employment contract (full time or part time) • Fixed term contract (full time or part time) • Zero hours contract • Consultancy agreement
Hours & earnings		<ul style="list-style-type: none"> • Average working hours per week • Hourly salary
Household income	see Household Income NOTES FOR PROJECTS	<ul style="list-style-type: none"> • Above MIS • Below MIS • Don't know • Prefer not to say • Household type not shown <p>see Household Income NOTES FOR PROJECTS</p>
Job satisfaction	How satisfied are you that this is a good job for you at the current time? (responses on a scale of 1 to 10 where 1 = not satisfied and 10 = very satisfied)	Job satisfaction score

FOR CLIENTS SUPPORTED TO STAY OR PROGRESS IN WORK

Field	Suggested question wording	Data recording categories
Job sustained	Are you in the same job as when we were last in contact?	<ul style="list-style-type: none"> • Yes - in same job • No - still in work, different job/employer • No - no longer in work
Contract type		<ul style="list-style-type: none"> • Apprenticeship • Permanent employment contract (full time or part time) • Fixed term contract (full time or part time) • Zero hours contract • Consultancy agreement
Hours & earnings		<ul style="list-style-type: none"> • Average working hours per week • Hourly salary
Household income	s see Household Income NOTES FOR PROJECTS	<ul style="list-style-type: none"> • Above MIS • Below MIS • Don't know • Prefer not to say

Field	Suggested question wording	Data recording categories
		<ul style="list-style-type: none"> Household type not shown see Household Income NOTES FOR PROJECTS
Job satisfaction	How satisfied are you that this is a good job for you at the current time? (responses on a scale of 1 to 10 where 1 = not satisfied and 10 = very satisfied)	<ul style="list-style-type: none"> Job satisfaction score

FOR PROJECTS WORKING WITH EMPLOYERS ON WORKFORCE DIVERSITY

Field	Suggested question wording	Data recording categories
Employer – job applications		Applications breakdown by ethnic group
Employer - appointments		Appointments breakdown by ethnic group
Employer - Workforce		Workforce breakdown by ethnic group

HOUSEHOLD INCOME NOTES FOR PROJECTS

- We want to know how your clients' household incomes change over the course of the project period. This includes whether they move above or below the minimum income standard (MIS).
- All projects should use this household income measure for all clients. You should collect the information when the client starts on the project, and again at your planned follow up contact with each client.
- Either ask questions 1 and 2, **or** question 3. Question 3 is preferable, but use 1 & 2 if that works better for your client group or on your client assessment form. You don't need to ask all three questions.
- If your clients are young adults who are living with their parents, please treat the client as a child for the purpose of the MIS calculation.

HOUSEHOLD INCOME QUESTIONS

Baseline stage

Question 1: How many people live in your household?

Response recording:

- Number of adults, including you (people age 18 and over)
- Number of children (age 0 - 17)

Question 2: What is your household income?

(the total income for everyone in your household before tax including from work, benefits and any other sources)

Response options to question:

- Below £282 pw

- Between £283 and £416 pw
- Between £417 and £522 pw
- More than £522 pw
- Don't know
- Prefer not to say

Response recording by project: [check against MIS levels]

- Above MIS
- Below MIS
- Don't know
- Prefer not to say
- Household type not shown

Question 3: Is the total income for your household above or below the amount shown here?

Single adult no children = £282 pw
 Couple with no children = £415 pw
 Lone parent with one child = £415 pw
 Couple with one child = £522 pw
 [see checklist for other household compositions]

Response options to question & response recording by project:

- Above
- Below
- Don't know
- Prefer not to say
- Household type not shown

Follow up stage(s)

Check if household composition is same as at baseline - if not, ask Question 1 again.

Ask question 2 or question 3 at each follow up interview/contact point.

Minimum Income Standard levels

Household composition		Household income	
Number of adults	Number of children	Weekly	Annual (approx.)
Households with no children			
1	0	£282	£17,000
2	0	£416	£25,000
Lone parent households			
1	1	£415	£25,000
1	2	£532	£34,000
1	3	£645	£41,000
2 parent households with children			
2	1	£522	£34,000
2	2	£632	£41,000
2	3	£750	£51,000
2	4	£827	£58,000