

Ethnic Minority Women and Access to the Labour Market Synthesis Report

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Preface

The GELLM Partnership and Research Programme

Between 2003 and 2006, the **Gender and Employment in Local Labour Markets (GELLM) Programme**¹ explored an extensive range of factors affecting the labour market situation of women in **11 local labour markets** in England.

This unique programme of research, perhaps the most extensive study and analysis ever undertaken of the local labour market situation of women in England, was developed in a close and active partnership with 11 local authorities, and with support, guidance and additional investment from two national agencies, the **Equal Opportunities Commission (EOC)** and the **Trades Union Congress (TUC)**. Working closely with its 13 external partners, the GELLM project team, comprising an experienced and diverse group of social scientists (with expertise in sociology, social policy, urban and regional studies, social statistics, and gender studies) produced 12 **Gender Profiles of Local Labour Markets** (Buckner et al 2004, 2005), each presenting a comprehensive picture of gender-disaggregated local labour market statistics². The team then went on to develop, in 2004-5, six new **Local Research Studies**, each carried out in parallel fashion in up to six of the local labour markets which had been profiled, and designed and implemented in close collaboration with local policy-makers. The evidence from these studies was reported at the local level in 31 **Locality Reports** published (in spring 2006) with the support of the local authorities concerned, and disseminated in each of the English regions in a series of successful local events³.

Carrying out this research in partnership with a wide range of local authorities over a three year period was important in a number of ways:

First, it enabled us to focus our studies on topics which were of interest not only as subjects for academic study, but also as issues of major policy relevance and current concern to our partners. We debated the topics we should explore (and the precise focus of each study) with each of our partners in meetings of the GELLM *Regional Project Groups* (established by each local authority partner to support the project at local level), in consultations with the GELLM *National Advisory Group* (which comprised all our local and national partners, and also had the benefit of three external academic advisers with relevant expertise⁴), and within the research team. This led to the decision to develop 6 multi-method *Local Research Studies*, with each local authority partner able to participate in up to three of the studies.

Second, it enabled us to design the studies so that they would draw on local intelligence and expertise about the issues involved. This was particularly important in those studies where there was thought to be existing research, or a body of knowledge about our topic, which had not previously been drawn together into a single report (and most notably in our study of ethnic minority women and their local labour markets).

Third, our partnerships made the process of securing research access (to organisations, documentation, agencies and individuals) both efficient and effective. Our various partners thus assisted in identifying suitable venues for focus groups, in contacting agencies and individuals who could provide a practitioner or policy-maker perspective at the local level, and supported us in accessing interviewees, workshop facilitators and the additional resources needed to support this type of research.

Finally, the partnership ensured that this body of research was not merely 'policy relevant', but achieved our wider aims for the GELLM programme. These were: to produce an *evidence base fit for the purposes of local authorities* and their partners; to deliver the research in a way which was '*policy engaged*' and recognised the realities and challenges of addressing the entrenched local labour market problems which

¹ The programme was based in the *Centre for Social Inclusion* at Sheffield Hallam University, and directed by Professor Sue Yeandle. It was made possible by a large core grant from the *European Social Fund*.

² The *Gender Profiles* were launched at events hosted in each locality by our local authority partners in 2004-5, and were attended by a total of approximately 800 people.

³ A list of the 31 *Locality Reports* and details of the local dissemination events can be found at www/shu.ac.uk/research/csi.

⁴ Prof. Ed Fieldhouse and Prof. Damian Grimshaw, both of the University of Manchester, and Prof. Irene Hardill of Nottingham Trent University.

underpin women's employment disadvantage; and to conclude the partnership, at the end of the three year period, by supporting our local authority partners to *mainstream gender equality* in their planning, operations and strategic policy-making in relation to local labour market issues. Our Locality Reports were presented at well-attended conferences and workshops organised by our local authority partners in spring/summer 2006. These events were used to launch the reports, to debate the new evidence and recommendations, and to consider what actions should follow. Across the country, over 800 people attended these events, and at most of these meetings clear commitments were made to give further detailed consideration to the research findings, and to explore ways of addressing the issues identified at the local level.

The GELLM Synthesis Reports

This *Synthesis Report, Ethnic Minority Women and Access to the Labour Market in Five localities*, draws together the findings from the local research study of the labour market situation of black and minority ethnic women which was carried out in the **London Borough of Camden, the London Borough of Southwark, Leicester, Newcastle-upon-Tyne, and Somerset**. It provides a comparative analysis of the labour market position of women from ethnic minority groups living in these localities, and explores some of the issues they face in accessing employment in 5 local labour markets, drawing on the wider body of GELLM research of which it forms a part. As indicated above, it is one of the 6 GELLM *Synthesis Reports* published in summer 2006, and completes the study output as funded under the original research award.

In the 6 *Synthesis Reports*, we show how both gender and locality play out in the way local labour markets operate, and identify features which affect women's labour market situation in similar ways across 11 very different local labour markets. We also show that in some cases, particular local labour market circumstances act as quite locally specific constraints and opportunities for the women living and working within them. In each case we explore the diversity of the female working age population, and take account of changes and developments which have affected the structure of the local labour market. In our analysis we have tried to tease out those factors which are within the sphere of influence of local authorities and their local partners - employers, trade unions, voluntary sector organisations and publicly funded agencies – as well as to identify those policy issues which require attention at the national level if local agencies are to achieve their objectives.

Because they offer a comparative analysis of data relating to different local labour markets, our *Synthesis Reports* present the research findings in ways which will be of particular interest to national and regional agencies with responsibilities for developing effective labour market policy, and for ensuring that the labour market operates in an inclusive manner, making full and fair use of the talents of both women and men across the whole economy. The research therefore contains messages of crucial importance to:

- those charged with seeking effective ways of **tackling local pockets of 'worklessness'**
- those responsible for achieving a high level of **productivity** and making effective use of national **investments in education, skills and training**
- employers and trade unions seeking to create **modern workplaces** which can attract and retain staff and support employees to **achieve their full potential**
- employers and service providers concerned about **labour and skills shortages**

The GELLM Research Studies

We developed the *GELLM programme* in a partnership in which all parties shared the view that local labour markets should aim to offer women (and men) equitable access to employment opportunities and a fair chance to realise their full potential as labour force participants - and that they should assist those who desire to enter the labour market to do so. Across the entire programme we have therefore:

- i) explored the **situation of women outside the labour market** who wished to enter it (Grant et al 2006a; Escott et al 2006)

- ii) examined the particular situation of **women from minority ethnic groups** (Stiell et al 2006)
- iii) looked in detail at **women's employment in the local authority sector** (Bennett et al 2006)
- iv) studied the **situation of women in low-paid jobs** and examined why so many part-time women workers are **employed 'below their potential'** (Escott et al 2006; Grant et al 2006b)
- v) explored the **recruitment, retention and workforce development** policies of employers in the highly feminised domiciliary care sector (Yeandle et al 2006)
- vi) through the **Gender Profiles** (Buckner et al 2004, 2005), provided the fullest possible **statistical evidence** for our topic of enquiry, making extensive use of the 2001 Census and other official statistics.

As we pointed out in the introduction to the **Gender Profiles**, given the importance of two critical factors - the **gendered nature of labour force participation** and the **local nature of most employment** - it is remarkable that previously so little attention has been given in analysis of labour force participation and behaviour to gender-disaggregated data at the sub-regional level. We believe the output from the GELLM Programme represents a major step forward in developing evidence-based policy in this field, makes it quite clear that such data is available, and shows that new evidence-based understanding of entrenched labour market problems and how to tackle them can be secured through a gender-sensitive approach to labour market analysis.

Box 1 Policy Relevance of the GELLM Research Programme

When we began the study, we could not know quite how close the fit between our research and new developments in public policy would be. During the research period:

- The **Women and Work Commission** reported its findings (in 2006).
- The Prime Minister commissioned two major **Equality Reviews** (reporting in 2006).
- The **Equality Act 2006**, setting up the *Commission for Equality and Human Rights* and placing a new duty on public bodies to promote gender equality (from 2007), achieved the royal assent.
- The *Equal Opportunities Commission* conducted **new GFIs**⁵ into:
 - ♦ **occupational segregation**
 - ♦ **pregnancy discrimination**
 - ♦ **flexible and part-time working**
 - ♦ **ethnic minority women at work**
- Important **new developments occurred at the national level**, affecting policy on:
 - ♦ skills and productivity - **The Leitch Review of Skills 2005**
 - ♦ access to the labour market - **A New Deal for Welfare: empowering people to work** - DWP Green Paper 2006
 - ♦ the delivery of health and social care - DoH White Paper **Our Health, our Care, our Say: a new direction for community services**
 - ♦ work and family life - **Work and Families Act 2006**

⁵ GFIs are the 'General Formal Investigations' which the *Equal Opportunities Commission* has statutory powers to conduct under the *Sex Discrimination Act 1975*.

1 Introduction

Ethnic Minority Women and the Labour Market in Five Localities: the study

This study was designed to

- provide a statistical analysis of the labour market circumstances of ethnic minority women living in the five localities, focusing in particular detail on selected wards within them
- summarise the existing knowledge held by local authorities and local agencies about ethnic minority women living in each of the five localities
- identify local support and services offered to women from ethnic minority communities by statutory and voluntary sector agencies
- develop qualitative work with a small group of local ethnic minority women in each locality, chosen in consultation with the local authority, to gain enhanced understanding of
 - the achievements and aspirations of these groups of ethnic minority women
 - mismatches between their skills and the employment opportunities available to them
 - their support needs in accessing the labour market or in progressing within it

The main **research questions** we hoped to answer through the study were:

- In the selected localities, how large is the population of women from different ethnic minority communities, and what are their main characteristics relevant to paid employment and the labour market?
- What types of skills and qualifications do women from these different groups currently have, and how could these be applied and developed to enhance their access to paid work
- What conditions, circumstances and life experiences have assisted women into and within the labour market?
- What further types of support do women from the identified groups require in order to facilitate their access to employment and their progress in the workplace?
- To what extent is there a mismatch between their skills and available labour market opportunities, and how can this be addressed?
- What are the aspirations, hopes and experiences of the women identified with regard to labour force participation?

Five of the local authority partners in the *Gender and Employment in Local Labour Markets (GELLM)* research programme chose to take part in this study⁶. They were:

- **The London Borough of Camden**
- **Leicester City Council**
- **Newcastle City Council**
- **The London Borough of Southwark**
- **Somerset County Council**

⁶ Each of these local authorities received a separate report drawing on the detailed qualitative data obtained through our statistical analysis and qualitative research in the locality, and summarising the local policy context and developments in spring/summer 2006. Those interested in this detailed material can find it in the five Locality Reports relating to Ethnic Minority Women and the Labour Market. The reports were launched at events held in these local authorities in spring-summer 2006 (Stiell et al 2006a-e).

To explore the research questions we adopted the following **study design and research methods**:

- **Analysis of official statistical data**⁷ - primarily from the 2001 Census. This was important as the Census of Population is the only source which can be used to explore gender and ethnicity at the sub-regional level, particularly in localities such as Somerset where the ethnic minority population is small. The ward level analysis explored the following
 - **In Camden:** Swiss Cottage, Kilburn and West Hampstead wards
 - **Newcastle:** Elswick and Wingrove wards
 - **In Leicester:** Spinney Hills and Stoneygate wards
 - **In Somerset** Mendip, South Somerset and Taunton Deane districts⁸
 - **In Southwark:** Camberwell Green, Livesey and Peckham wards
- **Review of existing research and intelligence**
- **Arts-based workshops and other qualitative research activities with small samples of local women from ethnic minority groups** – these were designed to capture the aspirations and concerns of local women, and to identify their skills and achievements as well as any barriers they faced.

Comparative analysis

By drawing together evidence from all five of the local studies, in which a common research methodology and research instruments were used⁹, this **Synthesis Report** offers a completely new, comparative, analysis of the circumstances of ethnic minority women in five very different localities. As we will show, some issues raised in the research are common to all of these localities, albeit with some important variations in scale and degree. Others are rather more specific, and relate to the particular characteristics of the local ethnic minority population, and to conditions in the local labour market.

In each case our local study of *Ethnic Minority Women and the Labour Market* was carried out after we had prepared a very detailed *Gender Profile* of the relevant local labour market (Buckner et al 2004-5). The study was also conducted alongside two other GELLM local research studies relevant to understanding gender and employment in each locality. This has enabled us to contextualise both our new research evidence about ethnic minority women's perspectives, and our analysis of the statistical evidence about their labour market circumstances within a detailed understanding of local labour market conditions.

Report Structure

The remainder of this **Synthesis Report** is structured as follows:

- A summary of the policy context and key themes in relevant literature
- Comparative analysis of the study findings
 - Ethnic minority women in 5 local labour markets
 - The local labour market context for ethnic minority women's participation in the labour market
 - Experiences and aspirations: hearing the voices of ethnic minority women
- Policy Implications of the Study

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⁸ In Somerset we look at district data as numbers of women from ethnic minority groups were too small to explore at ward-level data.

⁹ Further details of the research methodology are given in Appendix 2.

2 Policy and Research on Ethnic Minority Women and the Labour Market

Since 2000, the UK government has had an explicit commitment to improve employment within minority ethnic communities. This was formalised in a Public Service Agreement target negotiated between the Treasury, the Department of Trade and Industry (DTI) and the Department for Work and Pensions (DWP), to increase the employment rates of disadvantaged areas and groups, including ethnic minorities, relative to the overall rate (Gupta 2003).

Tackling the disadvantaged position of ethnic minorities in the labour market becomes even more pressing when demographic changes are taken into account. The minority ethnic population in the UK is currently about 7.5 per cent of the whole. However, that population is growing and it is not evenly spread across the country. In part this is due to the more youthful age structure of some of these populations and higher birth rates. It has been estimated that ethnic minorities are likely to account for almost half of the growth in the working age population over the coming decade.

The 2001 Census of Population shows that 7.9% of the UK population (about 4.6m people) were from ethnic minority groups. These included over 2.4m people from Asian groups, over 1.1m people from Black population groups, and almost a quarter of a million Chinese. Ethnic minority populations tend to be concentrated in specific geographical regions, in part reflecting the settlement patterns of earlier periods of large-scale immigration, especially in the 1950s and 1960s. This has been reinforced by the limited geographical mobility of some ethnic minorities, who tend to cluster in particular localities for community or cultural reasons. Ethnic minority populations in urban areas are much larger than the national average (reaching over 70% of all residents in some areas), as we will see below. In recent years, some of these localities have been affected by economic decline and associated unemployment, and other analysis has confirmed that ethnic minority groups are over-represented in areas of socio-economic disadvantage (Owen and Green 2000; Gupta 2003).

There are about 2.3 million ethnic minority women and just under 2.4 million ethnic minority men in the UK. Overall, they are more likely to be unemployed than the White population. Ethnic minority women are more likely to work in the public sector, particularly Black women, of whom 40% work in this sector (Thewlis et al. 2004). This confirms earlier national level analysis of data from the 1991 UK census (Owen 1994), which highlighted the large proportion of Black Caribbean women working in the service sector, with more than half employed in local and national government. Indian and Pakistani women had different patterns of employment. A higher percentage of Indian women worked in engineering and allied industries, and in the clothing and textile industrial sectors. Overall, larger proportions of Indian and Pakistani women were employed within manufacturing, and fewer worked in 'other services' (local/national government, health and education). On the other hand, more Pakistani, Bangladeshi and Chinese women were employed in sales occupations, reflecting the fact that high proportions of women from these ethnic groups are employed within the 'distribution' sector of the economy.

District level analysis of employment and ethnicity enables a detailed examination of diversity, inequality and discrimination. For example, our previous analysis for South Yorkshire showed that Black African women and some women of mixed race had unemployment rates three to four times higher than those of White British or White Irish women (Yeandle, Buckner et al 2004) in some South Yorkshire districts. Some 57% of Bangladeshi and Pakistani women in the South Yorkshire districts were outside the labour market looking after their home or family, compared with fewer than 10% of Black Caribbean women. Chinese and Indian women had rates of sickness and disability well below those of Black Caribbean, White Irish and Black African women. Our South Yorkshire analysis also showed differences between the occupations of local women. Chinese women were the most likely to work in skilled trades, Pakistani women to work as machine operatives, and Indian women as managers, professionals or technicians. Examination of the industrial sectors in which women were employed showed that Black African women were more likely than other women to work in public administration, education and health, and that Chinese women were by far the most likely to work in the distribution, hotels and restaurants sector, while Bangladeshi women were almost entirely absent from manufacturing industry. These patterns were in some respects very different from those which emerge from national level analysis, and show the very important role played by local labour market conditions and local culture.

Women from Black and Minority Ethnic groups often face particular difficulty in accessing employment or in securing work positions which match their skills, talents and abilities. These difficulties may be caused by: socio-economic disadvantage in the localities in which they live; discrimination and social exclusion; poor recognition/acceptance of the skills and qualifications they possess; inadequate support for their family and caring roles; and limited opportunities to gain skills relevant to their employment, such as fluency in English.

In this new GELLM local research study we have (where data availability permits) identified specific localities with ethnic minority populations using ward and sub-ward level analysis. These show which groups of ethnic minority women live in the districts studied. We have also drawn on the GELLM Gender Profiles of Local Labour Markets (Buckner et al 2004, 2005) for information about the economic status, caring roles, and employment of these women. The study has also explored some of the other factors affecting women's participation in their local labour market in these localities, working with local representatives from the identified communities, and with local women.

Existing knowledge and theories

A number of previous studies have investigated the employment circumstances of Britain's ethnic minority population and pointed to the persistent labour market disadvantage faced by many individuals from minority ethnic groups in the UK (Daniel 1968; Smith 1974; Brown 1984; Modood et al 1997). There is also evidence that ethnic minority women experience multiple discriminations (Bradley et al 2002), often leaving them worse off than ethnic minority men (Noon and Hoque 2001; Brah and Shaw 1992; Hall et al. 2004).

In an earlier study of South Asian young Muslim women, Brah and Shaw (1992) pointed out the major obstacles facing this group of women in their participation in the labour market. These included the demands of housework and childcare; limited knowledge of English and lack of formal educational qualifications; family and community pressures against women doing paid work outside the home; geographical location of jobs away from place of residence; and racial discrimination in the labour market. The respondents in their study were *'resourceful women determined to make the most of the opportunities available to them. At the same time, their responses constitute a critical assessment of the nature of these opportunities and their institutional context'* (1992: 41).

More recent studies suggest that qualifications have a particular significance for ethnic minority women (and men) in the labour market (Dale et al. 2002; Shields and Wheatley Price 2001; 2003; Hall et al. 2004). At present, a higher proportion of women from Asian backgrounds in the UK hold no qualifications (26%), compared with White women (17%), while a slightly lower proportion of Black women hold no qualifications (15%) (WEU, 2002). This is especially salient since the labour market does not offer 'a level playing field', and experience indicates that an Asian applicant has to be much better qualified than a White applicant to stand a similar chance of success (Dale et al 2002).

Qualifications are also strongly related to whether a woman was educated in the UK, a factor which, in turn, is related to fluency in English and whether she was born in the UK, or settled here at an early age (Dale et al 2002). Others have shown that for both male and female ethnic minority migrants, English language speaking fluency significantly enhanced average employment probabilities, once age, education and other relevant factors were accounted for (Shields and Wheatley Price 2001). From this it has also been argued that human capital accumulation, via formal schooling or post-education investments in labour market activity, increases the probability of employment (Shields and Wheatley Price 2003).

For Pakistani and Bangladeshi women, it has been argued that there are enduring cultural factors impacting upon employment that no longer affect most White women (Thewlis et al. 2004). Women who wished to take employment typically had to justify their decision to other family members¹⁰, although it should be noted that (in another study) holding a higher qualification helped to make women in these groups more confident, more determined or more motivated to withstand traditional views (Dale et al 2002).

Dale and her colleagues have highlighted change and diversity in the lives of Pakistani and Bangladeshi women (Dale et al 2002) presenting evidence of change across generations. They note that most of the older women they studied had not been born in the UK, and that many had limited fluency in spoken

¹⁰ This was also commonplace among White British women in the past (Yeandle 1984).

English. When combined with a lack of formal qualifications, these factors posed a considerable barrier to seeking paid work outside the home. Many women in these groups also had heavy family responsibilities compounded by material hardship. However those young women in these groups who had been educated in the UK and for whom limited English fluency was not a problem saw paid work as a means of gaining independence and self-esteem. Women with higher qualifications often showed considerable determination in managing to combine paid work and childcare, and it was clear that the majority were likely to follow very different routes through the life-course compared with their mothers.

Some writers have claimed that the barriers experienced by ethnic minority women in entering paid employment and in progressing in jobs and careers relate primarily to gender and being a mother. Hall et al (2004) highlighted the impact of both maternal and caring roles, but also pointed to low awareness of job opportunities, difficulties with travel, and financial problems. In other research, it has been argued that ethnic minority women exit full-time employment at higher rates than White women because they are more likely to be laid off, to work in temporary/seasonal jobs, or to leave for other reasons (Reid 2002). Reid found structural features of the labour market to be critical in explaining ethnic minority women's higher exit rates from full-time employment, although individual characteristics and discrimination also played a role.

At the national level, Dale and her colleagues (Lindley and Dale 2004; Holdsworth and Dale 1997, Dale et al. 2002) have investigated the demographic and family composition of women of working age from different ethnic groups. This work has highlighted considerable differences in employment patterns between women from different ethnic groups, and the relationship between life stage and employment, which differs between ethnic groups. Black women were more likely to be in full-time employment at each stage of family formation, whereas White women and Indian women were more likely to be in part-time employment. Young Pakistani and Bangladeshi women with a partner were less likely to be economically active than their counterparts without partners. Levels of economic activity were even lower among young Pakistani and Bangladeshi women who had both a partner and children. These writers emphasised the need to take account of the very different demographic and family structures of different ethnic groups when examining labour market behaviour.

The above examples refer to the relatively small number of existing studies of ethnicity and women's employment when we began our research (Thewlis et al 2004). This GELLM study has sought to generate new knowledge by exploring factors affecting and enhancing employment opportunities for women from ethnic minority groups in the context of their local labour market settings.

The situation of ethnic minority women in the labour market in England

In addition to differences in labour force participation, across England there are also complex variations in levels of educational achievement among men and women from ethnic minority groups. Although a high proportion of people from ethnic minority groups enter post-16 education and training, many face barriers to learning, gaining qualifications, and finding and progressing within employment (PIU 2002; Berthoud 2003; Barnes et al 2005; TUC 2006). Muslim women - mainly those from Pakistan and Bangladesh - have the highest rates of economic inactivity and unemployment, and suffer the greatest employment penalty of any ethnic group (Twomey 2001; Lindley et al 2004; Berthoud and Blekesaune 2006). While differences between first and subsequent generations of Muslim women have been identified (Dale et al 2002), the employment rates of female Muslim graduates still lag far behind those of their male counterparts, and of other female graduates (STEER 2005).

In passing the *Race Relations Act in 1976* and establishing the Commission for Racial Equality as a publicly funded body promoting racial equality, the UK government signalled its desire to establish harmonious relationships between the different ethnic groups resident in the UK, and to combat discrimination against people on the grounds of race or ethnicity. Employment was identified in the 1976 Act as one of the key fields of activity in which it was illegal to discriminate against a person, directly or indirectly, on racial grounds. The Act also sought to eradicate, through legal remedies, harassment, discrimination and other forms of racist behaviour. In an important amendment to this landmark legislation, the *Race Relations Amendment Act 2000* introduced additional measures and duties. These were influenced by the MacPherson report into the death of Stephen Lawrence, which found that 'institutional racism' was rife in some public institutions. The *Race Relations Amendment Act 2000* requires public

bodies to 'review their policies and procedures; to remove discrimination and the possibility of discrimination; and to actively promote race equality'. Public bodies have a duty not only to address unlawful discrimination, but also to prevent it from occurring¹¹.

Clearly we cannot examine the detailed development, administration or implementation of this body of legislation in this report. However it is important to emphasise that the labour market disadvantage of ethnic minority groups remains a major policy concern for government, and has resulted in a number of national policy initiatives relating to education, skills, training, employment and social inclusion. Briefly, these have included:

- The *Aimhigher* initiatives, developed in a collaboration between the Department for Education and Skills and the Higher Education Funding Council for England, which seek to increase the higher education participation rates of under-represented groups by raising the aspirations and motivation of young people in schools, further education and work-based learning programmes.
- The *Learning and Skills Council's* equality and diversity strategy, which includes initiatives aimed at ethnic minority learners and staff (Ethnic Minority Student Achievement Grant; Adult Ethnic Minority Student Achievement Grant; Neighbourhood Learning in Deprived Communities; Black Leadership Initiative) (LSC 2004, 2005).
- The *Ethnic Minority Employment Task Force*, which brings together Ministers from key government departments and representatives of public bodies and the private sector to deliver the recommendations of the 2003 Strategy Unit report, *Ethnic Minorities and the Labour Market*. The Task Force focuses on: *building employability*, to tackle the lower levels of education and skills of some ethnic minority groups; *connecting people to work*, to address the problems faced by the groups with the lowest rates of employment living in deprived areas, where access to support and advice is most limited; and *equal opportunities in the workplace*, to tackle employer discrimination. Its strategy highlights the importance of English language skills, noting that three-quarters of Bangladeshi women aged over 25 are unable to speak English fluently, and require more ESOL training (Ethnic Minority Employment Task Force 2004:27).
- The Department for Work and Pensions' *Ethnic Minority Outreach* (EMO) schemes operate through Jobcentre Plus, and with private and voluntary sector organisations, to attract job seekers into the mainstream labour market. They offer outreach-based, employer focused, and positive action training provision. The EMO schemes have been successful in increasing ethnic minorities' awareness of employment and training opportunities, especially among Indian and Pakistani women, where the language and outreach skills of EMO staff were crucial in reaching these groups (Barnes et al 2005).
- The employer-led *Fair Cities Programme*. This is an initiative designed by the National Employment Panel to help 'disadvantaged members of ethnic minorities get, stay and advance in work'. It highlights the barriers to employment often faced by ethnic minorities, including: low levels of basic and workplace skills; their disproportionate concentration in localities with poor employment opportunities; and the relatively weak social networks available to help people from ethnic minority groups gain access to employment. This initiative targets industries facing skill shortages, where employers may be willing to explore recruiting from non-traditional labour pools, and may wish to employ a more diverse workforce, to reflect diversity among their customers and service users.
- The *Equalities Review*, set up by the Prime Minister and led by Trevor Phillips, which issued its interim report in March 2006. Among the 'major challenges' it identified were:
 - *The employment prospects of Pakistani and Bangladeshi young people not in employment, education or training.*
 - *The job prospects of all Pakistani and Bangladeshi women*
- Official policies and initiatives to tackle the issues facing refugees and asylum seekers. These include the Home Office's refugee integration strategy *Integration Matters*, launched in 2005, and *Working to Rebuild Lives*, the DWP's refugee employment strategy. Both emphasise refugees 'gaining skills to give something back to the community'. They highlight unemployment and the use of Jobcentre Plus and examine ways of tackling racism and housing problems. They also identify the need for regional and local

¹¹Other legislation and developments relevant to this study include policy and measures relating to immigration, refugees and asylum seekers, which have continued to be the subject of high profile political discussion and debate during the period in which we have been conducting our study, including controversial debates about the accuracy of the evidence base on these questions. It has not been possible in this study to explore any detailed data on these matters.

action, involving voluntary and community groups which can provide both direct support and volunteering opportunities. These initiatives do not address gender directly (*Working to Rebuild Lives* makes no reference to women or to gender). Critics of the government's approach have emphasised that the removal of asylum seekers' employment concessions in July 2002 further reduced the employment prospects of those in exile.

These national level strategies have been developed in the context of over 30 years of equalities legislation, including the *Sex Discrimination Act 1975*, the *Race Relations Act 1976* (and its subsequent amendments), and the *Disability Discrimination Act 1995*. The recent enactment of the *Equality Act 2006* will in 2007 establish a *Commission for Equality and Human Rights* and a new duty requiring public bodies to promote gender equality. Service providers and public sector employers will be required to meet the needs of different groups of women and men, and to take action to meet equality goals in consultation with their service users and employees. The Equal Opportunities Commission is currently investigating the participation, pay and progression of ethnic minority women in the GB labour market, and this should further raise the profile of these issues.

At the local level, regional and local agencies have also taken a number of steps to address the disadvantage experienced by ethnic minority residents in relation to the labour market. Further details of these developments in the five localities included in this study (and in London) are given in the separate Locality Reports. In outline, these have included:

In Camden

- *The LB of Camden's Community Strategy*
- *Camden's Neighbourhood Renewal Strategy*
- *Activities as a Beacon Council award holder for raising standards for Black, Bangladeshi and refugee pupils*
- *Investing in Camden's Future – a plan for excellence*
- *RAISE – Refugees into Sustainable Employment project*
- *Women Like Us – a social enterprise supporting women to return to work*

In Leicester

- *Leicester City Council's cultural strategy 2006-8*
- *Taking Forward Community Cohesion in Leicester*
- *Leicester's Community Plan*
- *Virtual Labour Market managed by Leicestershire Asian Business Association*
- *Leicester Economic Regeneration Partnership's Local Employment Strategy 2004-7*

In Newcastle

- *Newcastle City Council's Corporate Equality Plan*
- *The Settling Into Work project for refugees in the North East*
- *The New Deal for Communities partnership in the city's West End*
- *The Newcastle Plan 2004-7*

In Somerset

- *Somerset County Council's Equalities Scheme and Corporate Equalities Plan 2005-8*
- *Somerset Equalities Vision and Community Cohesion Strategy, 2004-14*
- *Somerset Strategic Partnership's Vision and Community Strategy*
- *Somerset Learning and Skills Council's Equality and Diversity Impact Measures*
- *Somerset Black Development Agency*

In Southwark

- *Southwark Employment Strategy*
- *Corporate Equalities Action Plan*
- *Neighbourhood Renewal Strategy: Making a Difference Together*
- *Community Strategy for 2003-6*
- *Southwark Enterprise Strategy 2003-5*
- *Southwark Works! – funded by the Southwark Alliance Local Strategic Partnership*

A rich variety of local voluntary sector projects and partnerships addressing the needs of ethnic minority women in a variety of different ways are also described in the Locality Reports of this study.

3 Ethnic Minority Women in 5 Localities

In England as a whole, there were well over 14 million women of working age in 2001, of whom just over 2 million were women from ethnic minority groups (Figure 1)¹². Numerically the most important of these groups were the 'White Other' category¹³, which included over half a million women of working age; Indian women (almost 350,000); Pakistani, Black Caribbean and 'White Irish' women (all around 200,000); Black African women (over 165,000); plus over 85,000 Chinese women and almost 80,000 Bangladeshi women.

The localities included in our study had ethnic minority populations of very varied size, ranging from the tiny ethnic minority population in Somerset, to the London boroughs of Southwark and Camden where around half of all women were from ethnic minority groups, albeit in very different configurations (Figure 2).

Figure 1 Ethnic minority women of working age: selected localities and England *numbers*

	Camden	Newcastle	Leicester	Somerset	Southwark	England
ALL women	70,782	79,750	86,527	139,333	81,519	14,643,350
White British	34,742	71,766	50,936	134,527	39,953	12,504,393
White Irish	2,950	603	953	716	2,502	192,827
White Other	13,735	1,826	1,963	2,249	7,961	510,262
White & Black Caribbean	444	120	584	153	780	48,483
White & Black African	408	103	131	59	603	20,402
White & Asian	635	267	373	186	420	43,896
Other Mixed	915	161	318	171	731	41,490
Indian	1,831	1,056	23,773	203	1,359	349,619
Pakistani	445	1,424	1,398	57	356	206,929
Bangladeshi	3,665	716	570	96	1,069	78,642
Other Asian	785	217	1,610	70	493	71,591
Black Caribbean	1,455	52	1,552	117	7,354	199,351
Black African	4,208	239	1,250	111	13,531	166,322
Other Black	308	24	184	19	1,265	30,006
Chinese	1,604	713	573	309	1,689	85,874
Other Ethnic Group	2,652	463	359	290	1,453	93,263
All ethnic minority groups¹⁴	36,040	7,984	35,591	4,806	41,566	2,138,957

Source: 2001 Census Standard Tables, Crown Copyright 2003.

Composition of the ethnic minority population in different localities

Our three localities with the largest ethnic minority populations are very different from one another. In Leicester, the Indian community forms over a quarter of all female residents, whereas this group represents just a tiny proportion of residents in Camden and in Southwark. Black African women are by far the largest ethnic minority group in Southwark, while in Camden the 'White Other' group occupies this position. Figure 1 presents the detailed figures for each of the localities.

Although different ethnic minorities share some characteristics, it is now widely recognised that in exploring their participation in the labour market it is very important to distinguish different groups. Collapsing together all 'Black' or all 'Asian' women conceals very significant differences between these groups, and risks creating a misleading impression which offers an accurate picture of no-one's real situation or experience. We therefore begin this part of the report by describing in some detail the characteristics of selected groups of ethnic minority women. To investigate these questions at the district or ward level, it is essential to use Census, rather than sample survey data. The 2001 Census, from which data first became available in 2003, and which we have interrogated extensively¹⁵, is the only reliable source for this purpose. Clearly this source cannot capture any population changes which occurred after April 2001, and in some localities these have

¹² All Crown Copyright material is reproduced with the permission of the Controller of HMSO.

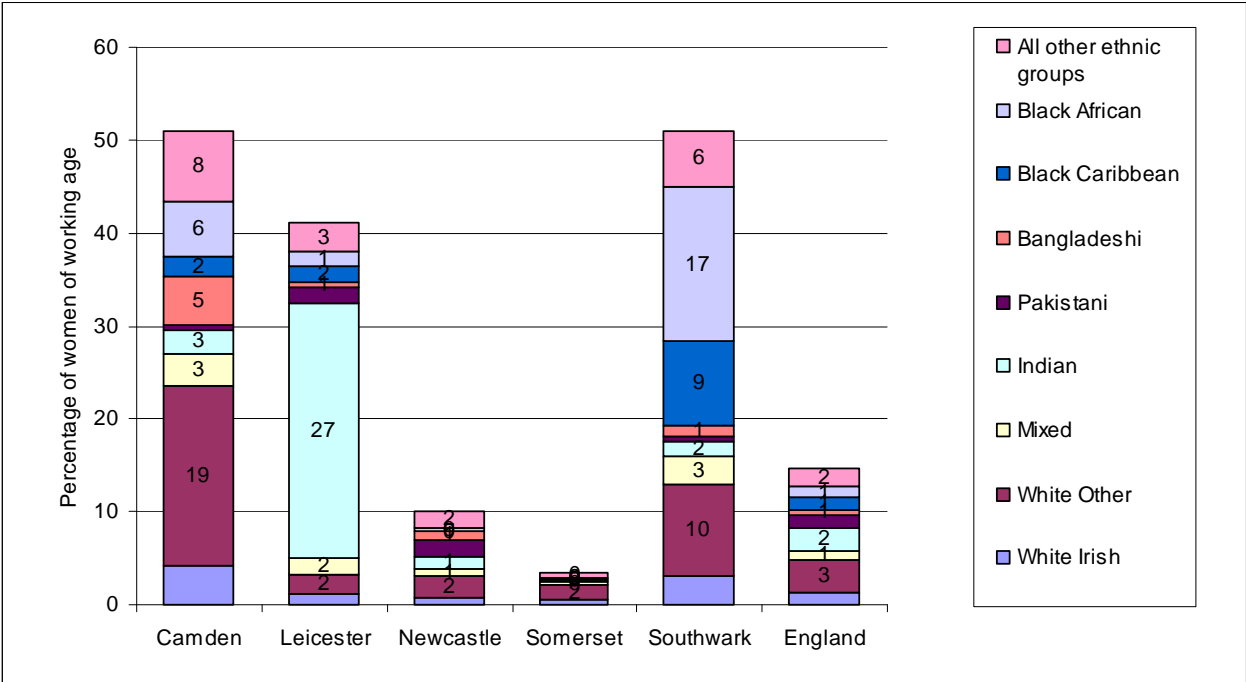
¹³ The White Other category includes Romany Gypsies, Turkish Cypriots, people from the former Yugoslavia, and others of Eastern European origin, as well as people from other European countries, South Africa, USA, Canada, Australia and New Zealand.

¹⁴ These include women from all ethnic minority groups other than White British.

¹⁵ This included requesting special data, and examining the various specialist resources which first became available in 2005 and 2006.

been significant. However it is our view that most of our analysis is still pertinent to understanding how ethnic minority women experience the labour market in the English localities we have examined.

Figure 2 Women of working age by ethnicity: selected localities and England



Source: 2001 Census Standard Tables, Crown Copyright 2003.

Age Structure of the Female Ethnic Minority Population

As is well known, the age structure of ethnic minority population groups varies, in some cases quite significantly, from that of the White British population; for some groups it also varies across our selected localities. In 2001, in England as a whole, the White British female population was split fairly evenly into three age groups – the under 25s (29%); those aged 25-49 (34%) and those aged 50+ (37%). This population is projected to age significantly in coming decades, as we discuss elsewhere (Yeandle et al 2006). Very different age patterns are found in some minority groups, however, as shown in Figures 3a-3g.

Figure 3a White British female population by age: selected localities and England

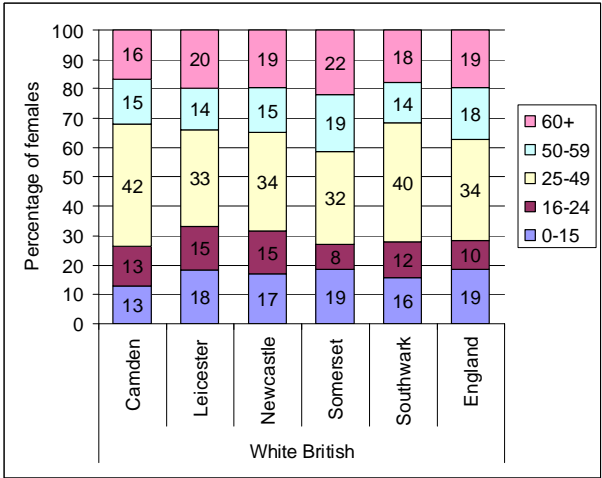


Figure 3b Bangladeshi female population by age: selected localities

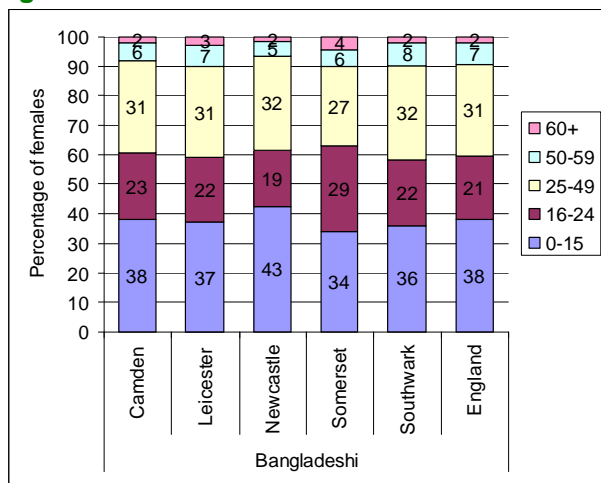


Figure 3e Black Caribbean female population by age: selected localities

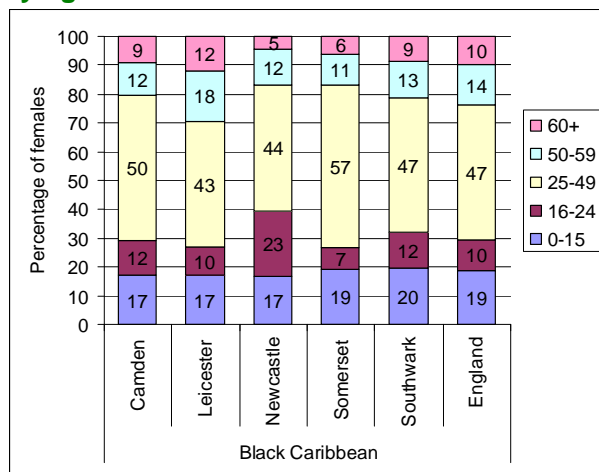


Figure 3c White Other female population by age: selected localities

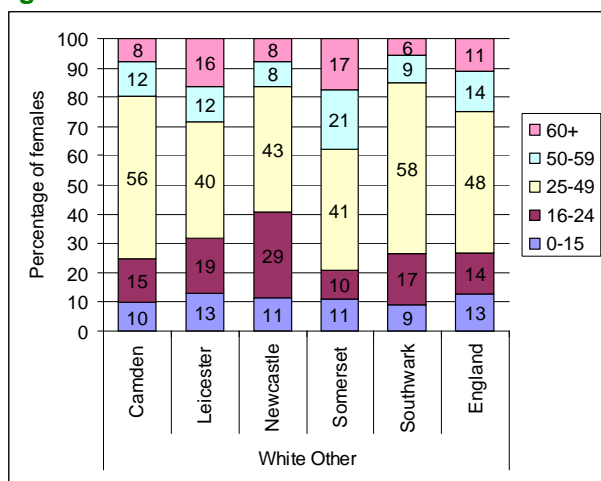


Figure 3f Indian female population by age: selected localities

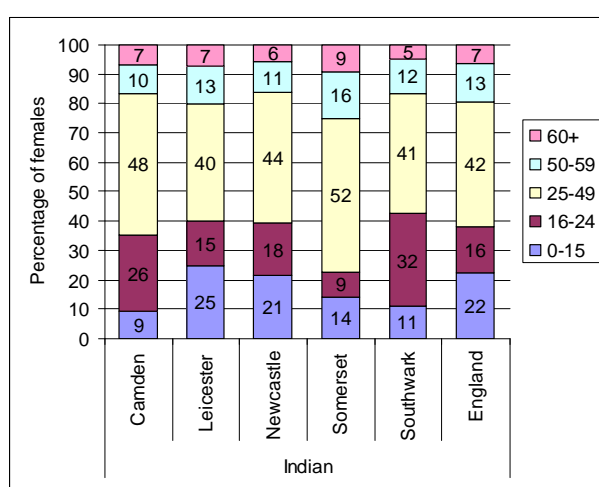


Figure 3d Black African female population by age: selected localities

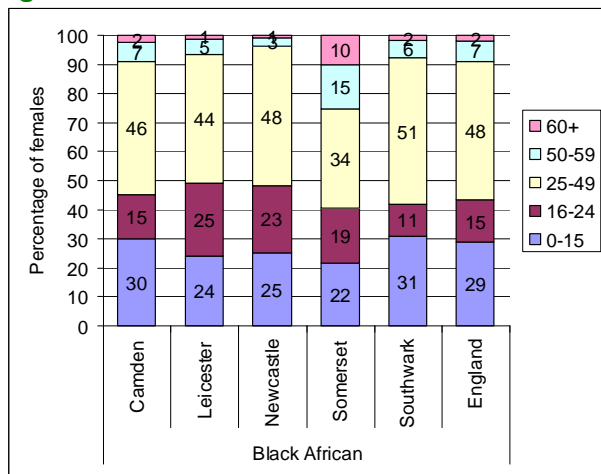
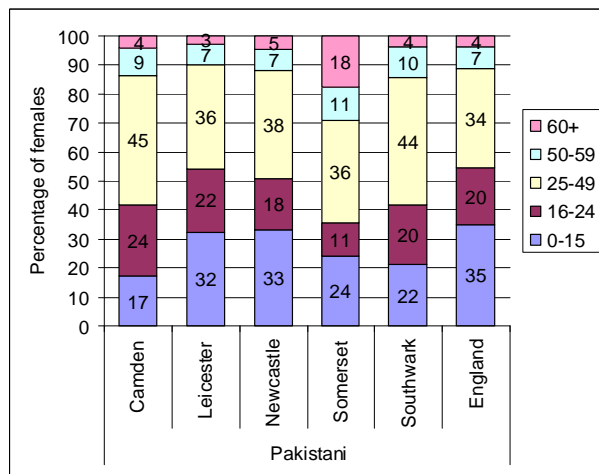


Figure 3g Pakistani female population by age: selected localities



Source: 2001 Census Standard Tables, Crown Copyright 2003.

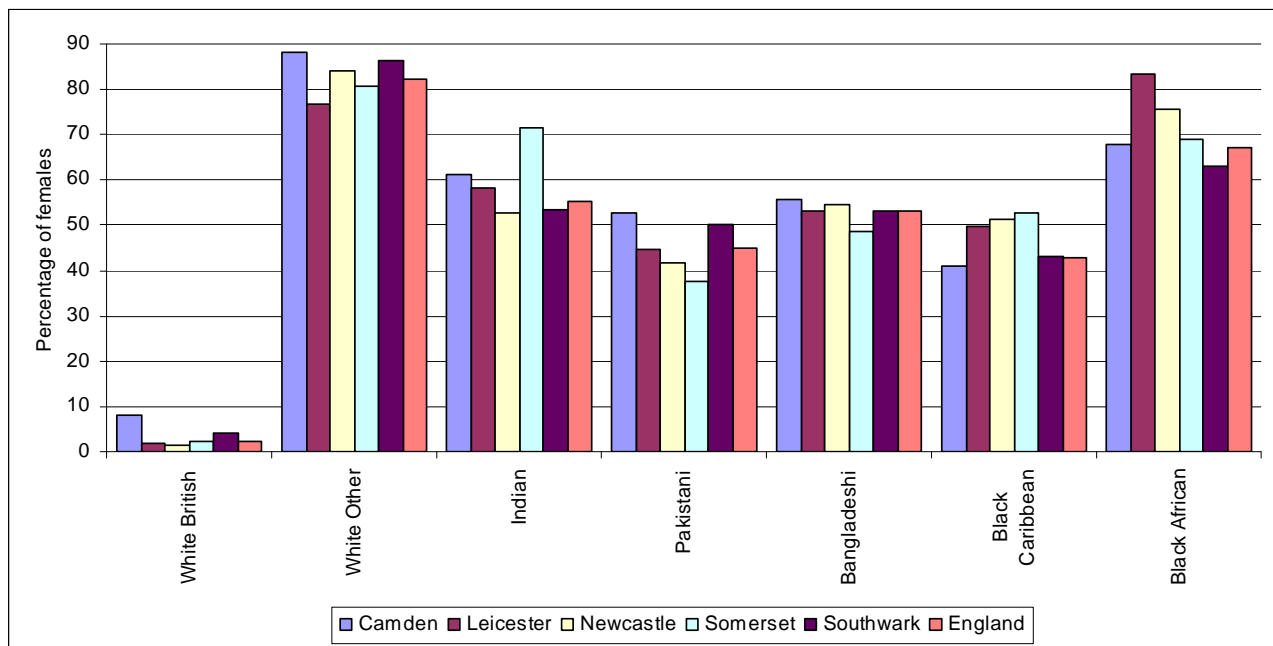
In England as a whole, 62% of the female White British population is of working age (aged 16-59). This figure varies from place to place; among our localities it is smallest in Somerset (59%) and largest in Camden (70%); Somerset has both far more children and far more older women than Camden (Figure 3a).

- In all our localities, the **Bangladeshi** population is by comparison relatively young. Well over 50% of women in this community were under 25 in all five areas, as in England, and barely 10% were aged 50+ (Figure 3b).
- By contrast, the **White Other** female population in England contains rather fewer women aged 60 and above, and rather more women aged 25-49. This is particularly true in our two London Boroughs, which contain relatively few women and girls aged under 25, but large proportions of women aged 25-49 (56% and 58% respectively) (Figure 3c).
- The **Black African** population contains a fairly large proportion of women aged 25-49 in all our localities, with this feature again particularly marked in the London Boroughs studied, most notably in Southwark where this is a numerically very important group (over 20,000 Black African women and girls in 2001) (Figure 3d).
- Nationally, the **Black Caribbean** group contains a proportion of women and girls aged under 25 which is similar to the White British group. However, there are fewer older Black Caribbean women, and the 25-59 age group is larger both nationally and in all our selected localities than the White British group (Figure 3e).
- The **Indian** group, which is particularly important in Leicester, is also relatively young. By comparison with White British women, there are fewer Indian women over age 50 in all our localities. There are big locality variations in the share of the Indian female population which is young, however. In Leicester, 15% of Indian women are aged 16-24, and 25% aged 0-15, compared with 25% aged 16-24 in Camden and just 9% aged 0-15. The large Leicester population of Indian women (almost 24,000 women of working age) is a very settled community, whereas Camden's 2,000 Indian women of working age include almost 550 students, many of whom are likely to have moved into the borough to study (Figure 3f).
- The **Pakistani** group is another comparatively very young community. Across England, 55% of women in this group are aged under 25, with only 11% aged 50+. This pattern is seen in both Newcastle and Leicester which are the study localities containing the largest groups of Pakistani women (Figure 3g).

Women born outside the UK

Another important source of variation between the localities is the proportion of each group within the overall ethnic minority population who are not UK-born. This is shown for our localities and for England as a whole in Figure 4.

Figure 4 Females who were born outside the UK: selected localities and ethnicities



Source: 2001 Census Standard Tables, Crown Copyright 2003.

As we might expect, this is a major point of contrast between the White British and the other ethnic groups shown. Women from the White Other and Black African groups are especially likely to be born outside the UK, with some variation between localities. For example, in Leicester, well over 80% of the female Black African population was born outside the UK. Of the groups shown in Figure 4, Pakistani women and girls and Black Caribbean girls and women are the most likely to be UK born. However in the large Indian community in Leicester, 58% of females were born outside the UK. In our two London boroughs a large minority of all female residents were non-UK born (31% in Southwark and 39% in Camden). As we will see below, women from ethnic minority groups who participated in this study drew attention to the importance of accessible and relevant training in English language skills, with those residents who were born outside the UK or who were not native speakers of English particularly needing better support in developing English language fluency.

In some groups, being born outside the UK reduces the likelihood of being economically active, and increases the likelihood of being unemployed. We can see this for women in England aged 25-44 in Figure 5. (This feature cannot be explored at locality level, however.).

Figure 5 England: Women aged 25-44 who are economically active by place of birth %

	White	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
1991						
UK born	71	73	36	27	75	68
Non-UK born	68	67	22	11	49	60
2001						
UK born	76	79	47	48	79	80
Non-UK born	73	70	24	19	51	61

Source: 2001 and 1991 Census SARs. Census output is Crown copyright and is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland. This work is based on the SARs provided through the Centre for Census and Survey Research of the University of Manchester with the support of ESRC and JISC.

In 1991, in all ethnic minority groups shown, women aged 25-44 were significantly more likely to be economically active if they were UK born. This was still true in 2001, with the gap between the economic activity of UK-born and other women even more marked in most cases at the latter date.

Data from the same source show that, in 2001, women in the Bangladeshi, Black Caribbean and Black African groups were much more likely to be unemployed if they were born outside the UK (Figure 6). This pattern appears to have been rather different in 1991, when general conditions in the labour market were also rather different.

Figure 6 England: Women aged 25-44 who are unemployed as a proportion of those economically active, by place of birth

	White	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
1991						
UK born	5	13	34	..	13	26
Non-UK	8	10	26	41	10	24
2001						
UK born	4	5	13	7	7	12
Non-UK	5	5	13	23	10	18

Source: 2001 and 1991 Census SARs. Census output is Crown copyright and is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland. This work is based on the SARs provided through the Centre for Census and Survey Research of the University of Manchester with the support of ESRC and JISC.

Economic Activity Status of Ethnic Minority Women in the 5 localities

When we examine the labour market circumstances of women in the different study localities, we see some important similarities and differences. First, and perhaps surprisingly, in our localities, mature women of working age from ethnic minority groups were less likely to report that they were **permanently sick or disabled** than White British women (Figure 7). At the national level, 'White Other' women stood out as least likely to have permanent disability or sickness, with rates for Indian women the same as for White women. Yet there were quite varied patterns among Indian women in our different study localities, with rates in Leicester particularly high.

Figure 7 Rates of sickness and disability: women aged 25-59

	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Camden	7	3	3	5	5	7	6
Leicester	7	4	9	8	5	6	5
Newcastle	9	4	6	5	6	9	3
Somerset	5	4	4	..	..	..	..
Southwark	6	3	5	7	8	6	3
ENGLAND	6	3	6	7	5	6	4

Source: 2001 Census Standard Tables, Crown Copyright 2003.

As is well established, the Bangladeshi and Pakistani population groups have much lower economic activity rates than most other groups of women. Among young women aged 16-24, Bangladeshi women in all our localities had much higher rates of '**looking after home and family full-time**'; rates were considerably lower among young Pakistani women, however, and there was much more variation between our localities (Figure 8). The percentage of women who look after their home or family full-time also varies quite markedly from one locality to another for the young White British population. We can also observe that among young women, looking after home and family full-time appears to be a particularly important feature in Leicester, where rates are well above the national average for almost all the ethnic groups shown (apart from in the relatively small Pakistani population in this city). Other evidence in the GELLM studies (Escott et al 2006; Grant et al 2006) suggests attitudes and behaviour among these groups of women are changing, influenced by a range of factors including educational attainment and employment opportunities.

Figure 8 Looking after home and family full-time: women aged 16-24

	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Camden	3	1	0	6	20	6	5
Leicester	10	7	8	14	26	8	3
Newcastle	6	1	4	13	18	..	..
Somerset	7	7	..	..	..	..	..
Southwark	7	3	1	5	18	8	4
ENGLAND	7	5	6	19	22	6	5

Source: 2001 Census Standard Tables, Crown Copyright 2003.

Figure 9 Looking after home and family full-time: women aged 25-59

	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Camden	10	14	14	26	56	13	21
Leicester	15	14	21	38	51	11	22
Newcastle	14	12	19	43	63	9	15
Somerset	15	18	19	..	..	9	..
Southwark	14	13	13	29	52	12	11
ENGLAND	15	18	18	48	54	10	15

Source: 2001 Census Standard Tables, Crown Copyright 2003.

Among women aged 25-59, who are much more likely to have childcare and caring responsibilities, this picture is even more marked (Figure 9). In all our localities more than half of Bangladeshi women were full-time home-makers (as at national level), whereas in the study areas this applied to between 26% and 43% of Pakistani women (in all these cases below the national average). Black Caribbean women had rather low

rates of full-time home-making, while among Black African women rates in some localities were over 20%. The 'Leicester effect' seen in younger women is here evident only among 25-59 year-old Indian women.

Linked to these other factors, **full-time employment** among some groups is much lower than in others (Figure 10). Among the White Other group, rates do not vary much from those seen among White British young women, ranging from 32% to 48% for White British women and from 20% to 46% for 'White Other' women. The highest full-time employment rates were found in the two London boroughs for both these groups of women. Full-time employment rates are high everywhere for Black Caribbean women (between 38% and 49% in our localities and 50% at national level), as well as for Indian women, but were very low indeed among Bangladeshi women. The picture among Pakistani and Black African women is more mixed, with quite marked locality variations: between 12% and 37% for Pakistani women; and between 20% and 40% for Black African women.

Figure 10 Rates of full-time employment: women aged 25 – 59

	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Camden	48	43	47	37	7	45	29
Leicester	39	38	35	18	8	43	20
Newcastle	38	38	34	12	5	38	30
Somerset	32	30	35	..	..	49	..
Southwark	46	46	45	33	11	46	40
ENGLAND	37	40	39	12	9	50	37

Source: 2001 Census Standard Tables, Crown Copyright 2003.

Rates of **part-time employment** are also extremely low among Bangladeshi women – between 5% and 7% (Figure 11). As we found in our companion GELLM study of part-time employment (Grant et al 2006a), rates of part-time employment in the London Borough of Camden are particularly low, and we can see that this low part-time employment pattern applies to all groups, including the White British group, in this borough. Nearly all the ethnic minority groups studied, in almost all our localities, had lower rates of part-time employment than were found among White British women.

Figure 11 Rates of part-time employment: women aged 25-59

	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Camden	10	9	8	6	5	13	9
Leicester	25	16	17	12	7	18	9
Newcastle	25	12	13	10	6	15	8
Somerset	32	23	25	..	..	28	..
Southwark	14	10	11	10	6	15	14
ENGLAND	28	15	17	8	6	16	12

Source: 2001 Census Standard Tables, Crown Copyright 2003.

Figure 12 Students in the population aged 16-24: both sexes

	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Camden	49	57	78	72	45	59	71
Leicester	46	66	56	54	34	59	76
Newcastle	57	80	75	54	42	..	81
Somerset	36	40	..	..	..	..	..
Southwark	41	55	82	56	45	50	69
ENGLAND	39	49	60	44	42	52	70

Source: 2001 Census Standard Tables, Crown Copyright 2003.

Some economic inactivity in the population arises from the fact that people are in full-time study. Unfortunately we cannot explore this variable by sex, but we can see that among young people aged 16-24 many are **studying** (Figure 12). This applies to between a third and a half of the White British group (except in Newcastle with its very high student population, where the figure is 57%). These rates were

exceeded by some margin in all the ethnic minority population groups examined here, in almost all our localities, with the exception of young Bangladeshis (although at national level rates of studying for this group were higher than for White British 16-24 year olds). Bangladeshis had markedly lower percentages of young people engaged in full-time study than all other groups in each locality, except in Southwark, where 45% of young Bangladeshis, but only 41% of young White British residents were students.

Unemployment among ethnic minority women

When considering ethnic minority women's access to and progression within the labour market it is particularly important to examine unemployment in relation to the economically active population. This measure removes from the base data those women who are not seeking work because they are students, who are caring for their families full-time by choice, or who have retired from paid work before reaching state pension age. On this measure, we find very important variations by ethnicity, as seen in Figure 13. Here we have data for our localities and also for some of the wards selected for more detailed examination in our Locality Reports¹⁶.

Even in the same locality, unemployment rates can be almost six times higher for some groups than for others (Figure 13). In Leicester's Stoneygate ward, for example, 29% of economically active Black African women residents were unemployed, at a time when the comparable rate for White British women in that locality was just 5%. Similarly, in the Haverstock ward in Camden, where White British women again had unemployment rates around 5%, Black African women and Bangladeshi women resident in the same locality (and at the same point in time) had unemployment rates of 16% and 21% respectively. This suggests very strongly that in these and similar cases the local labour market is not operating fairly for women from some ethnic minority groups. While some of the barriers discussed elsewhere in this report will undoubtedly be relevant in explaining this situation, it seems extremely likely that direct or indirect discrimination is also playing an important role in these cases. As demonstrated in Figure 13, the pattern of much higher unemployment rates among Pakistani, Bangladeshi and Black African women is also seen in the statistics for England as a whole.

Figure 13 Unemployment amongst economically active women: selected ethnic groups

	%s						
	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Camden	5	6	6	10	14	9	17
<i>Gospel Oak</i>	5	7	7	**	18	10	14
<i>Haverstock</i>	5	6	0	**	21	11	16
<i>Kentish Town</i>	5	5	13	**	**	5	14
Leicester	5	8	8	12	17	9	13
<i>Spinney Hills</i>	10	18	11	18	20	12	25
<i>Stoneygate</i>	5	10	8	12	22	6	29
Newcastle	5	7	4	11	18		15
<i>Elswick</i>	10	**	**	14	25	**	**
<i>Wingrove</i>	5	8	6	12	20	**	**
Somerset	3	5	2	17	8	3	5
<i>Mendip</i>	2	5	**	**	**	**	**
<i>South Somerset</i>	3	6	**	**	**	**	**
<i>Taunton Deane</i>	3	6	**	**	**	**	**
Southwark	5	6	5	10	10	10	13
<i>Camberwell Green</i>	7	10	0	**	**	11	11
<i>Livesey</i>	7	6	8	**	**	11	14
<i>Peckham</i>	6	13	**	**	**	10	15
ENGLAND	4	5	6	15	17	8	12

Source: 2001 Census Standard Tables, Crown Copyright 2003.

Note: These data are for women aged 16-74.

¹⁶ Although where ethnic minority populations are very small, this data has not been released by Census under regulations relating to disclosure.

At the district (but not ward) level, we can also examine unemployment rates for women from different ethnic groups by age¹⁷. This analysis is shown in Figure 14 for women aged 16-24, and for women aged 25-59. Almost everywhere, and in all the different groups, unemployment is higher among young women. In at least some localities, economically active young women in the Pakistani, Bangladeshi, Black Caribbean and Black African groups have unemployment rates which are *double* or *treble* the national average for all women in their age group. Among women aged 25-59 the highest levels of unemployment are again found in the same ethnic groups, except that the acute disadvantage seen among young African Caribbean women is far less evident among older African Caribbean women. In the two London boroughs, we see very similar levels of unemployment in both age groups for the White, Indian and Black African groups. However while young Bangladeshi women had the same levels of unemployment in both boroughs (10%), the situation of older women in this community was quite different (18% in Camden and 9% in Southwark).

Figure 14 Economically active women who are unemployed by age: selected localities %

	All	White British	White Other	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African
Women aged 16-24								
Camden	7	6	6	5	16	10	18	17
Leicester	9	8	9	9	14	14	20	9
Newcastle	7	7	4	7	13	22	**	**
Somerset	6	5	9	**	**	**	**	**
Southwark	9	8	5	0	18	10	14	13
ENGLAND	7	6	6	8	17	16	13	11
Women aged 25-59								
Camden	6	5	6	6	8	18	8	16
Leicester	6	5	9	8	11	18	8	15
Newcastle	4	4	7	4	11	13	**	13
Somerset	3	3	6	3	**	**	3	**
Southwark	8	5	7	5	6	9	9	13
ENGLAND	4	3	5	6	13	17	7	12

Source: 2001 Census Standard Tables, 2001 Census Commissioned Tables, Crown Copyright 2003.

Qualifications of the ethnic minority population

Data on the qualifications of women from different ethnic minority groups are not available at the district or ward level¹⁸. We therefore examine these data at national level, focusing on highly qualified women only, to gain an understanding of variation between ethnic minority groups.

Well qualified women

In England as a whole, 21% of all women aged 16-59 were qualified to degree level or above (referred to hereafter as graduates) in 2001 - a marked change from 1991, when the figure was only 6%. In both 1991 and 2001, 83% of these women graduates were economically active, and a very high proportion were in employment (79% in 1991 and 80% in 2001). These changes affected women in all age groups, but the situation of women aged 25-44 (sometimes regarded as the 'prime years' of working life) is our focus here.

By 2001, 26% of all women in England aged 25-44 were graduates, compared with just 9% a decade earlier. When we examine the data for this group of graduate women by ethnicity, we find significant changes over the period 1991 to 2001 for these women as well. Again, we are dependent here on national data, but for women aged 25-44 the picture is as shown in Figure 15.

By 2001, more than a quarter of women aged 25-44 were graduates in all the groups shown, apart from the Pakistani and Bangladeshi groups. Even in these latter groups, however, 1 in 5 Pakistani women was a graduate in 2001 (compared with 1 in 20 a decade before). Among Bangladeshi women, by 2001 more than 1 in 8 were graduates. Very notable in Figure 15 are the large increases in the percentages of

¹⁷ The age bands shown are the only ones released by ONS for analysis at this level of geography.

¹⁸ Although collected in the 2001 Census, this data has not been released in gender-disaggregated form, at this geographical level.

graduate Indian and Black Caribbean women between these dates – from 8% to 37% for Indian women, and from 5% to 28% for Black Caribbean women.

Between 1991 and 2001 the propensity among graduate women to be in employment remained high but was fairly stable, at or around 80% in 2001 in most cases, having risen slightly since 1991 in all cases. Pakistani and Bangladeshi women graduates of this age still had much lower employment rates than the other groups, however – 53% among Pakistani women and 57% among Bangladeshi women.

Figure 15 Women aged 25-44 who were graduates and in employment, 1991 and 2001, selected ethnic groups: England

	% of women aged 25-44 who were graduates		Graduate women aged 25-44 who were in employment	
	1991	2001	1991	2001
Indian	8	37	74	77
Pakistani	4	20	53	53
Bangladeshi	..	13	..	57
Black Caribbean	5	28	80	83
Black African	12	28	65	83
White ¹⁹	9	25	81	84
All women	9	26	80	82

Source: 2001 and 1991 Census SARs. Census output is Crown copyright and is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland. This work is based on the SARs provided through the Centre for Census and Survey Research of the University of Manchester with the support of ESRC and JISC.

These important increases in women's access to university and to degree level qualifications is an important feature underlying changes in the way women of all ethnicities feed into the labour supply. Large numbers of women in ethnic minority groups now approach (or participate in) the labour market as well qualified individuals with considerable human capital, and it is crucial for effective operation of the overall economy and of the local labour markets within it that best use is made of their skills and talents.

Unpaid caring responsibilities in different ethnic groups²⁰

Caring responsibilities – by which we mean unpaid the tasks involved in caring for a relative, partner or friend who is disabled, ill or frail, rather than childcare - are another important factor in understanding ethnic minority women's participation in the labour market. The proportion of women of working age who provide this type of unpaid care is considerably higher in some groups than in others. *In the discussion here we refer only to those who reported having really demanding caring responsibilities: those caring for 20 or more hours per week.* Nationally, more than 650,000 women of working age have these demanding roles. Their incidence is highest for women aged 45-59 (affecting 23%), but is also important among 30-44 year olds (almost 14%) and 25-29 year olds (7%). We also know that caring responsibilities are not evenly distributed across the country or between ethnic groups (Buckner and Yeandle 2006).

The distribution of these demanding caring roles also varies by employment status and by level of qualification, as illustrated below. The figures given represent the percentage of women in each category who are carers for 20+ hours per week:

- Almost 30% of graduate women in full-time employment
- Just under 25% of unqualified women in full-time employment
- About 15% of economically inactive women graduates
- Over 50% of economically inactive unqualified women

Turning now to our data at district level and by ethnicity, we find that among all women of working age:

¹⁹ In the 1991 Census White British was not a separate category.

²⁰ Data in this section are from the 2001 Census and are fully presented for all ethnic groups for whom data was available, with graphs, in the GELLM *Gender Profiles* of the relevant local labour markets (Buckner et al 2004, 2005).

- In Camden, while 11% of all Bangladeshi women, 5% of Pakistani women and a little under 5% of Black African women of working age had demanding caring responsibilities, the comparable figure for White British women was only 2.5%, and for Black Caribbean women just under 3%.
- In Leicester, well over 8% of Bangladeshi women, 7% of Indian women, and 6.5% of Pakistani women were in this situation, compared with a little over 4% of White British women and 3.5% of Black Caribbean women.
- In Southwark, the comparable figures are 9% of Bangladeshi women and just over 6% of Pakistani women, compared with just over 4% of White British women, a little below 4% of Black African women, and just over 3% of Black Caribbean women.

These figures, and our other analysis of data on carers (Buckner and Yeandle 2005, 2006), suggest that it may be considerably more difficult for women in the groups with the heaviest unpaid caring roles to participate in the labour market.

We can also examine the unpaid caring responsibilities of women who are in paid employment. Here we also find significant variation between different ethnic groups in the three localities for which data are available.

- In Camden, almost 6% of employed Bangladeshi women and just under 5% of employed Black African women of working age were carers for 20+ hours per week, compared with 1.5% of White British women and almost 2% of Black Caribbean women.
- In Leicester, 8.5% of Bangladeshi women, just above 5% of Indian women, and over 5% of Pakistani women were in this situation, compared with a little less than 3% of White British women and just under 4% of Black Caribbean women.
- In Southwark, the comparable figures are 3.5% of Bangladeshi women, over 3% of Black African women, and just under 3% of Black Caribbean women, compared with over 2% of White British women, just above 2% of Pakistani women, 2% of Indian women, and just under 1% of White Other women.

These distributions suggest that, for women in different ethnic minority groups, local variations in the population's age structure, state of health and cultural backgrounds, as well as the structure of local employment opportunities, have an important impact on the interplay between unpaid caring responsibilities and paid employment. This further underlines our point that to 'read off' from national data, or data relating to all ethnic minority groups, the situation and circumstances of women in these very different groups would be highly misleading.

Summary

- In 2001, just over 2.1 million women of working age in England were from ethnic minority groups. The 'White Other' (510,000 women) and Indian (almost 350,000) groups were numerically the largest.
- Our study localities had populations of ethnic minority women which were very different, both in their size relative to the total population, in their particular ethnic composition, and in their age structure.
- In our localities, around 80% of the 'White Other' female population had been born outside the UK. This was also the case for about 70% of Black African women, and around 50% of Indian, Pakistani, Bangladeshi and Black Caribbean women, with some variations from place to place.
- In 2001, Bangladeshi and Black African women were very much more likely to be unemployed if they were born outside the UK.
- Indian and Pakistani women aged 25-59 were much more likely to be permanently sick or disabled in Leicester than in our other study localities.

- Among young women, the percentages of women looking after their home and family full-time were much higher for Pakistani and Bangladeshi women than for other groups. However in Leicester, rates were well above the national average for almost all the groups studied.
- Full-time employment rates among women aged 25-59 varied between the localities. In almost all cases, they were higher in our two London boroughs, most notably among Pakistani women.
- Part-time employment rates among women aged 25-59 also varied by both locality and ethnicity. In the two London boroughs these rates tended to be low by national standards, but this was not the case for Pakistani women or for Black African women (numerically a very large group) in Southwark.
- Even in the same locality, unemployment rates among the economically active population were much higher for some groups than others - in the most extreme case, 6 times higher. This problem is also very marked among young women aged 16-24. Local labour markets do not seem to be operating fairly, especially for women in the Bangladeshi and Pakistani groups.
- Between 1991 and 2001, data for England show that the proportion of working age women who were graduates rose very strongly. This increase was very marked for women aged 25-44 in the Indian, Pakistani and Black Caribbean groups.
- Having demanding unpaid caring responsibilities is a more common experience for women in some ethnic minority groups than in others. The figures for Bangladeshi women are particularly striking for women of working age in Leicester and in the two London boroughs. Among women in paid employment, Bangladeshi women were also much more likely to be carers, especially in Leicester.

4 The Local Labour Market Context for Ethnic Minority Women's Participation in the Labour Market

In this section we turn from consideration of the characteristics of local women, explored in the previous section, to conditions in the local labour markets where they live. We emphasise that for women in the two London boroughs, it is less appropriate than elsewhere to use the district in which they live as a proxy measure for their operational labour market, since it could be argued residents in these localities have access to the whole London labour market. However, labour market conditions in our two London boroughs are important matters for local policy-makers and planners, and (as we show elsewhere [Escott et al 2006; Grant et al 2006b] many local women hold jobs which are located very close to where they live.

Trends and patterns in women's employment

Across England, the labour market over the past decade or so has had an overall pattern of significant job growth, with a large net increase in jobs held by women (in England as a whole) of 1.86 million jobs (Figure 16). This included over 600,000 additional full-time jobs and over 1.2 million additional part-time jobs. This job growth was experienced very differently in different parts of the country. Against the national trend, Newcastle and Leicester both saw net losses of female full-time jobs, and had increases in part-time jobs much smaller than the national average. By contrast the two London boroughs and the county of Somerset were buoyant with regard to overall job growth.

Figure 16 Changes in women's employment 1991-2002 by full-time part-time status and sex

1991-2002	Camden	Leicester	Newcastle	Somerset	Southwark*	England
<i>Net change in number of jobs</i>						
Female full-time	+12,478	-711	-126	+4,843	+5,991	+632,389
Female part-time	+17,968	+3,900	+6,891	+19,558	+6,412	+1,231,606
<i>Percentage change in number of jobs</i>						
Female full-time	+17.1	-1.5	-0.3	+13	+16.0	+13
Female part-time	+97.7	+13.2	+21	+53	+44.0	+31

* Southwark data are for then period 1991-2003

Source: Annual Employment Survey/Census of Employment 1991, Annual Business Inquiry 2002, ONS (Buckner et al 2004)

The distribution of full and part-time jobs held by women also differed rather markedly between localities. In 2002, the share of all jobs in the locality held by women which were full-time jobs varied from 42% in Somerset to 70% in the London Borough of Camden (Figure 17).

Figure 17 Distribution of Female employment between Full and Part-time jobs, 2002

Locality	Full-time	Part-time
LB of Camden	70%	30%
LB of Southwark	67%	33%
Leicester	58%	42%
Newcastle	55%	45%
Somerset	42%	58%
England	52%	48%

Source: ABI 2002, Crown Copyright

It is thus likely to have been considerably easier to find part-time employment in Somerset than in Camden – although as we have shown elsewhere (Grant et al 2006a) - the concentration of part-time employment in lower level jobs almost certainly means that women in Somerset had local job opportunities available to them which were much more likely to be low paid and lacking in scope for progression and career development than women who took up job opportunities in Camden.

Connected with this, we also find that structures of local employment opportunity differed in other important respects. Nationally, a key feature of industrial change was that most of the female jobs lost between 1991 and 2002 were in manufacturing (net losses of almost 240,000 female full-time jobs and over 55,000 female part-time jobs). Over the same period there was a net gain of almost half a million additional part-time jobs held by women, however, including well over 400,000 part-time jobs in public administration, education and health. Full-time job growth was very significant for women at the national level in banking and finance (a net gain of over 340,000 full-time jobs), in public administration, education and health (plus over 250,000 full-time jobs) and in distribution, hotels and catering (over 175,000 additional full-time jobs).

Locality Variations

These changes played out very differently in different localities (Figure 18). In 2002 the banking, finance and insurance sector was particularly important for women in the two London boroughs, while the distribution, hotels and restaurants sector was far more prominent in Somerset than in our other localities, and manufacturing continued to employ one in 8 women in Leicester, despite suffering considerable decline in the preceding decade (see below for further discussion). In Newcastle, almost half of all employed women worked in the public sector, compared with just 30% in Camden.

Figure 18 Women of working age in employment, by major industrial category in which they work, 2002

	Public Admin Education & Health	Banking, Finance & Insurance	Distribution, Hotels & Restaurants	Manufacturing	Other Services
Camden	30	32	19	5	9
Leicester	43	16	21	12	4
Newcastle	49	18	21	3	7
Somerset	40	10	32	9	4
Southwark	34	32	16	7	6
ENGLAND	36	19	27	7	6

Source: Annual Business Inquiry 2002, ONS (Buckner et al 2004)

In each of our local authority areas, the local labour market opportunities available to labour force participants are affected by local industrial and occupational structures. These structures, and the range of local workplaces they produce, create the jobs to which local residents have access. Our local labour markets are very different places, offering quite distinct ranges of employment opportunity. A comparison of Camden and Leicester shows this very clearly:

In Camden, where local employment is dominated by the banking, finance and insurance sector (32% of all female jobs and 38% of all male jobs), the manufacturing sector provides less than 5% of female jobs. 30% of local female employment is in public sector jobs, and almost 20% is in the construction sector.

White, Indian and Pakistani women in Camden are strongly concentrated in the banking, finance and insurance sector, as we might expect – but this is not the experience of most local Bangladeshi, Black Caribbean and Black African women (see Appendix 3 for the detailed statistics). They are concentrated in the wholesale, retail, restaurants and hotels sector (Bangladeshi women) and in the health and social work sector (Black African and Black Caribbean women). Related to this, these last three groups are also much less concentrated in professional and managerial level jobs. Bangladeshi women are clustered in sales and customer service jobs, and Black African and Black Caribbean women are clustered in administrative and secretarial jobs.

The patterns are quite different in Leicester, where very many female jobs are in public administration, education and health (43%), in distribution hotels and restaurants (21%), and in manufacturing (12%). As we show below in a detailed example, Indian women are strongly concentrated in the manufacturing sector (where jobs have been declining in recent decades). However very few Black Caribbean or Black African women in Leicester have jobs in manufacturing – these groups of women are instead strongly clustered in

health and social work. In terms of their occupations, Black African women are strongly concentrated in personal services occupations, Black Caribbean women in associate professional and technical occupations, and Bangladeshi and Pakistani women in elementary and operative positions.

Discussion

Examining these two cases makes it very clear that there must be pressures operating in these local labour markets which lie behind these different patterns of engagement with it. It is simply implausible that such very different patterns of industrial and occupational distribution by ethnicity arise from untrammelled free choice on the part of local women.

Differences in educational attainment will be relevant here, but, as we have seen, the gaps in educational attainment between women of different ethnicities have been closing. Other factors are likely to include the different *modes of recruitment* used to fill vacant jobs, which may draw on networks and practices which are not fully open to all, *discrimination* (which may often be 'institutional' and 'unintended', rather than deliberate or direct), and *tradition* – the tendency for job applicants to seek work in areas of the economy which are familiar to them because family, friends or neighbours are in the same type of work. From the statistics it is impossible to discern the relative importance of these factors, or to identify others – but, as we will see in the next section of this report, various forms of discrimination, exclusion and harassment were reported by many of the ethnic minority women who engaged in the workshops in this study, suggesting that these are unlikely to be negligible factors.

These local variations also matter because women from different ethnic groups have sometimes quite different patterns of employment in terms of the hours they work, the sectors in which they hold their jobs, and the occupations they take up. Clearly these differences are in part caused by the very uneven geographical distribution of different ethnic minority populations, which result in access to different local labour markets. But there are other factors as well. When we examine women of different ethnicities and of different ages, we find that the picture is rather volatile, even over a ten-year period²¹. This data is not available at locality level, but in England as a whole, and taking all women of working age who were gainfully employed together:

- Indian and Pakistani women had rather high rates of self-employment (10% and 9%).
- Black Caribbean and Black African women had particularly high rates of full-time employment (71% and 67%).
- White and Pakistani women had higher rates of part-time employment than other groups (38% and 40%).

Analysis by age reveals some further interesting contrasts:

- Among women aged 25-49, Black Caribbean and Black African women had even higher rates of full-time employment (73% and 76%) than were found among White women (55%) and Pakistani women (51%).
- Among women aged 45-59, Pakistani and Indian women's self-employment rates were higher (21% and 17%), compared with 5% and 7% for Black Caribbean and Black African women.

At national level there are interesting variations in the occupational distribution of women of different ethnicities. To cite some examples:

- Whereas almost 4% of all employed women in England work in childcare and related services, this is true of almost 9% of all employed Bangladeshi women, but only 2% of employed Black African women.
- Indian women are 10 times more likely to work as health professionals than Black Caribbean women (3% compared with 0.3%).
- 1 in 8 of all employed Black African women (12.2%) work in healthcare and related personal services, compared with only 2.4% of Indian women and 3.1% of Bangladeshi women.
- About 1 in 6 employed Pakistani and Bangladeshi women are sales assistants and retail cashiers (16% and 17.6% respectively), compared with only 8.4% of Black Caribbean women and 10.5% of White British women.

²¹ This has emerged in Buckner's investigation of 1991 and 2001 Census data for the Equal Opportunities Commission (unpublished) on which we draw in this discussion.

The box below highlights the situation of Indian women in the Leicester manufacturing sector. We are able to examine their circumstances in detail because this is a numerically large group of women – as we saw above (Figure 1) Leicester has almost 24,000 Indian women residents of working age. This analysis draws on Census microdata²²; this type of investigation can only be conducted at district level for relatively large groups within the population, and we have chosen this place and these women partly for this reason.

Indian women in Leicester's manufacturing sector²³

Nationally, 8.8% of all women employees work in the manufacturing sector. Within this industry, the occupation distribution of women's employment is different from that found in the economy as a whole. They are much more likely to hold jobs as *process plant and machine operatives* (28% compared with 4%), and in *skilled trades* (7% compared with 2.5%), and much less likely to be in *professional posts* (3% compared with 9%) or in *sales and customer service* roles (4.5% compared with 13%). Both in the manufacturing sector and in the economy as a whole, about 10% of women occupy *managerial* positions.

In Leicester, the distinctive occupational distribution of women's employment in manufacturing seen at the national level is very much more marked. In Leicester's manufacturing sector, 61% of all women employees are in process plant and machine operative positions (compared with 28% nationally), but whereas the proportion of women in skilled trades is about the same (nearly 7%), the proportion in professional jobs is even smaller (less than 1% compared with 3%), and even fewer women are in sales and customer service roles (under 2% compared with 4.5%). Perhaps particularly notably, fewer than 4% of women in the city's manufacturing sector are in managerial positions, compared with 10% nationally.

This picture becomes even more interesting when we examine the situation of **Leicester's Indian women**. In 2001, 34% of Leicester's large population of Indian women worked in manufacturing (almost 4,200 women), compared with just under 12% of White British women (just over 3,700 women).

Within the city's manufacturing sector:

- **67% of Indian women were employed in process, plant and machine operative positions, compared with 52% of White British women** (and with 52% of Indian men)
- **19% of Indian women were employed in elementary (unskilled) occupations, compared with just under 10% of White British women** (and with 16% of Indian men)
- **Only 4% of Indian women occupied better paid jobs in the sector, as either managers, professionals, associate professionals or technicians – compared with almost 18% of White British women** (and over 12% of Indian men)

This data confirms that in Leicester, **Indian women occupy a particularly disadvantaged position in a key segment of the city's economy** – where they are much more strongly concentrated than White British women. They are also very strongly concentrated in the least well paid positions, and very few have secured better paid jobs. Their disadvantage is particularly worrying given continuing job losses in the manufacturing sector locally, and the limited relevance of their work experience to employment in other and more buoyant segments of the local economy. Local intelligence indicates that some are also employed in small manufacturing firms which do not use English as their operational language. Thus, if displaced through restructuring, some may face additional problems in entering other sectors because of their limited fluency in spoken and written English.

²² These data were obtained using the 2001 Census Controlled Access Microdata. This is an anonymised 3% sample of individual 2001 Census records and is accessed under special license at National Statistics.

²³ Source: Census output is Crown copyright and is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland. This work is based on the CAMS provided by the Office for National Statistics.

Summary

- Recent national labour market trends provide the context in which the labour market experiences of ethnic minority women need to be understood. They have included significant job growth in the overall economy, with a net increase of 1.86 million jobs held by women between 1991 and 2002. Major female job losses in the manufacturing sector were strongly offset by job growth in other parts of the economy. Many of the new jobs were in part-time employment.
- These developments were experienced very differently by the different groups of ethnic minority women in our 5 study localities, with job growth much stronger in the two London boroughs. Leicester and Newcastle both experienced small net losses of female full-time jobs.
- Trends in the types of jobs available, which play out differently in different places, mean the opportunity structure in the localities where ethnic minority women live can be different. In 2002, over two-thirds of all female jobs in the 2 London boroughs were full-time positions, compared with only 42% in Somerset.
- The two London boroughs had a much smaller share of female employment in public sector jobs than our other localities (notably Newcastle), with markedly more jobs in banking, finance and insurance. There were (comparatively) very high levels of female employment in distribution, hotels and catering in Somerset, and in manufacturing in Leicester.
- At the local level, there is strong evidence that labour markets are not operating fairly for some groups of ethnic minority women. Our detailed example relating to the 24,000 Indian women of working age living in Leicester showed that :
 - 34% of Indian women worked in the manufacturing sector, compared with 12% of White British women
 - These Indian women were more strongly concentrated in operative and elementary jobs than White British women or than Indian men
 - Only 4% of Indian women, compared with 18% of White British women (and with 12% of Indian men) held better paid jobs in the sector.

5 Experiences and Aspirations: hearing the voices of ethnic minority women

In this section of the report we draw on the arts-based workshops which were held with selected groups of ethnic minority women in each locality as part of the study methodology. These workshops used innovative research techniques, including story-telling, music, puppet-making, collage and poetry, to enable women to share their experiences in relation to the labour market – irrespective of their degree of English language fluency - highlighting their skills, experience and aspirations, as well as identifying some of the barriers and obstacles some of them had faced in engaging with the labour market in the localities in which they now lived. The characteristics of the 93 women who participated in these workshops are shown in Figure 19.

Figure 19 Qualitative Research with Ethnic Minority Women: workshops, activities and participants in the 5 localities *numbers*

	ALL	Newcastle	Somerset	Southwark	Leicester	Camden
Main workshop activities		Poetry, digital art/ mandalas and photography (plus focus groups)	Collage, painting & puppet making	Collage and African drumming	Collage	Gantt charts & narrative boards
Number of participants	93	39	17	18	12	7
Ethnicity						
Pakistani	15	10	1	0	3	1
White Other	9	1	7	0	0	1
Mixed Ethnicity	4	2	1	0	0	1
Indian	10		2	1	6	1
Bangladeshi	12	12	0	0	0	0
Other Asian	12	6	3	0	3	0
Black Caribbean	7	0	0	6	0	1
Black African	15	3	0	11	0	1
Chinese	4	0	3	0	0	1
Other	5	5	0	0	0	0
Age						
16-24	15	10	3	1	1	0
25-34	28	13	5	5	4	1
35-44	21	7	3	5	5	1
45+	28	9	6	6	2	5
Qualifications						
Overseas	30	16	6	0	7	1
UK	27	6	1	10	6	4
Degree level	23	9	4	5	5	0
None	22	10	6	3	0	3
Activity status						
FT employee	11	2	5	4	0	0
PT employee	23	7	4	3	6	3
Self employed	4	0	1	3		0
Looking for a job	40	18	4	6	8	4
Looking after home/ family	44	21	5	5	8	5
With children	54	27	8	8	7	4

Source: GELLM Study of Ethnic Minority Women, 2005-6

It is important to emphasise that the women who took part in this aspect of the study were not selected to be 'representative' of ethnic minority women, either in general, or in their specific groups and communities. Our aim in this part of the research was to assist our local authority partners (and the other agencies with which they work) in gaining a more detailed understanding of aspects of the lives of some local ethnic minority women. They were particularly keen to access women from communities of which they had limited knowledge, in which it had previously been difficult to engage with local women, or in which women were

felt to be inadequately supported through mainstream programmes of support. As a result of this approach, the women included were often not drawn from the largest local groups of ethnic minority women, included some who were relatively new to the locality, and drew together women from many different ethnic backgrounds. The participants had a wide variety of experiences in education and the labour market, were of differing ages, and had a range of different family and personal circumstances, as summarised in Figure 19.

We have outlined each local authority's approach to supporting ethnic minority women in accessing and progressing within the labour market in our *Locality Reports* of this study (Stiell et al 2006a-2006e), and do not repeat that material here. Those reports also provide a summary of local intelligence about the ethnic minority population and communities living locally, drawn together as another element of our study. Again, interested readers can find this material, and references to the documents and reports on which it was based, in the *Locality Reports*. In this section of the *Synthesis Report*, we briefly present some of the themes and issues which were highlighted in the workshops we held, illustrating this with some of the words of the women who took part.

Aspirations and confidence in relation to paid employment

Many of the women who came to the workshops had aspirations to enter or progress within the labour market, although often these had been frustrated in the past. Confidence had frequently been sapped by set-backs and difficulties, which included experiences of racism and discrimination, social isolation and difficulties in coping with or accessing the local infrastructure of service provision. Some women also spoke about personal and family issues.

I wanted to work in a hospital where they would train me and qualify. I would like to work as a (healthcare) assistant and be sponsored through training.

Workshop participant, Somerset

I did my degree. Now I tell people, 'Do a degree, it will make you different, you will be in a different life.'

Workshop participant, Southwark

This collage shows I have always maintained my own independence, my own self-employment, and my own ideas. I've come out after 9 years of working indoors, and I've seen there are opportunities. It's not going to be easy, it's not quick, but you have to know what you can do and go for it. My aim is to become a foster carer of children (in the Caribbean).

Workshop participant, Southwark

Some women had found that a UK education and good qualifications were insufficient to complete at higher levels in the labour market. Sometimes 'appropriate experience' for a job was much harder to gain than qualifications. Others had relevant work experience, but lacked the formal qualifications to evidence their abilities:

I want to progress my career now, but I need professional qualifications. Experience is not enough any more to be a strong candidate.

Workshop participant, Camden

There was also an awareness of some of the more subtle skills required in negotiating the 'codes and rules' of progressing through complex, modern workplace cultures:

You need to understand how networking works. How you actually apply for promotion. Some get promotion more easily than others. Some jobs are open to everybody, others are not.

Workshop participant, Camden

There's a very clear game that people play... and to understand that you need to be in the system long enough, and be willing to play the game to get to the top - watching to understand what the rules are and how it works. If you play it straight you get nowhere.

Workshop participant, Camden

Some workshop participants who had qualifications from overseas were highly motivated to continue training until they re-qualified in their previous professions (which included accounting, bio-chemistry, and teaching), after acquiring the necessary English language competence. Some had progressed well through the ESOL²⁴ levels, education and training – in some cases gaining advanced qualifications (up to Masters'

²⁴ English for Speakers of Other Languages.

level), but had then experienced difficulties in finding higher graded work. This had left some women resigned to working below their skill level and potential.

In the workshops, especially among recent immigrant women, overcoming fear, isolation and depression and gaining the confidence to do something new was a re-current theme. These women had often 'forced themselves' out of the house and into local centres, to attend classes and make social contacts. For some, this was a significant achievement. These women expressed their growing confidence, and how this had led them towards training, voluntary work and, for some, paid work. There was nevertheless a constant battle for some women against fading confidence, set-backs and feeling 'out of their depth'. These women reported that competition, even for low-paid, unskilled jobs, could be fierce, and that without impeccable English, qualifications and experience, they knew they would always be disadvantaged.

One young graduate, whose parents were from Pakistan, had high aspirations. She spoke of 'stepping into the unknown', conveying vividly through her participation in the workshop activities how uncomfortable and socially isolating this could be:

I don't feel any family pressure in going to university. I just went to school and did well and went to university. All this aspiration - aspiration of doing well, to go to Uni. - I am lucky to have the opportunity and to get a good full-time education and everything. In my course at university, I'm the only ethnic minority student. There are foreign students, but for students from England, they are all White, and I'm the only Asian student. It was quite an alienating experience. I didn't get along well with people. There are quite a lot of very posh people - I didn't get along with a lot of students. I didn't like it. I tried to, but I couldn't mix with the majority of the students. I made a couple of friends, but groups of students stuck together - they are from very rich families. I really don't like that.

Workshop participant, Newcastle

*Sometimes my skills dissolve in the grey
Eroded and worn away,
They melt like wax, distorted then reformed
And then I'm lost again -
This room is a prison as well as a palace.*

(From untitled composite group poem,
Newcastle Poetry workshop)

Work experience, job search and recruitment practices

In a number of localities, some ethnic minority women were critical of local statutory support agencies. Their experience of the Benefits Agency and Jobcentre Plus had not been positive, and they felt these services did not cater for those women who had existing skills and aspirations. To them, these were agencies focused on long-term unemployed people and people whose lives were in crisis. They complained that staff in these agencies had failed to listen to what they wanted or to explore with them what they were capable of doing.

If they actually listened they would find that we don't want to be unemployed, we don't want to sit inside. We all have brains, we all have ambitions, but after a while you go there and they look at you and it's starts to make you feel like, what's the point I'm useless that's why a lot of people get depression who sign on.

Workshop participant, Southwark

In Leicester, some of the Indian and Pakistani women participating in the workshops had been supported by a local community organisation which specialised in linking women to the labour market through supporting them to enter the hosiery sector. These women had taken courses at the centre (which had secured funding from local businesses and from Leicester City Council to run these), which had enabled them to secure employment in local manufacturing companies where spoken English was not essential. These were often small firms offering flexible employment, but for most of these women, success in finding

employment in manufacturing (as we saw above) also meant low pay, limited job security and relatively poor working conditions. As one participant put it:

I learned 'overlocking' (a technique in hosiery manufacture) at the centre – 6 weeks training in hosiery, then they found work for me. I did that job for a year and a half. But then they said they had no materials – so I had to leave that job.
Workshop participant, Leicester

Support networks

Despite the difficulties they had experienced, most women had found some sources of support. They discussed what had helped them overcome some of the barriers and disadvantages of their situation, in some cases portraying this in their artwork. They emphasised that support networks and organisations that meet the specific needs of ethnic minorities were essential in overcoming their social and physical isolation. The women who took part in the research in Somerset drew attention to the particular difficulty they faced, living in small scattered groups in a primarily rural county.

In rural areas, not like in cities, we do not have many networks to tap into. You have to be on your own. People don't know what's out there.
Workshop participant, Somerset

We need more information on cultures of Somerset – areas that are good and bad places to live in – translated. (We also need) geography and living in England culture lessons.
Workshop participant, Somerset

In all the localities, almost all those who participated in the research reported that they had benefited from the arts workshops. These had provided a valued opportunity to share their experiences and to make contact with others in a similar situation. In Somerset, even for some of the well-established residents, this was the first time some women had attended an event specifically for ethnic minority women. Across the groups, and in all localities, the women highlighted the value of:

- affordable, community-focused, social or training opportunities
- informal confidence-building activities that could lead from home towards employment
- approachable, understanding project workers in community-based organisations to advise them about other sources of support/information
- culturally appropriate and gender-sensitive support activities
- accessible information on services, events, training in community languages

Some also explained how important their family networks and friends had been in supporting them and in helping with childcare and job searching.

Engagement in voluntary activities

Perhaps influenced by the way they were recruited as study participants (in most cases through voluntary sector projects), the women underscored how important voluntary work was as a way of acquiring work experience, language fluency and other skills. It was also greatly valued as a source of social contacts. Taking part in voluntary and community projects had built the women's confidence and extended their lives beyond their homes. As their English skills improved, some had volunteered as interpreters and translators in community settings, and had begun to use their language skills to help others 'in their situation'.

I did voluntary work for 7 months, supporting couples with children who needed help. Then a post came up, to co-ordinate support work.
Workshop participant, Southwark

In Newcastle, many of the workshop participants had been coming to the community-based centres for help and advice for a number of years. The courses they attended gave them something to look forward to and structured their week, particularly when children were at school. For those with pre-school children, the on-site crèche provided safe social and play opportunities for their children, while also allowing their mothers opportunities to learn. These centres formed an important social support network for those who found it difficult to access other 'less friendly' statutory services, or who did not yet have the confidence to attend college courses:

It's like a big family where you get advice, meet and speak to people in your own language, and get whatever help you need.
Workshop participant, Newcastle

Language fluency and issues in accessing language support

English language difficulties and lack of confidence in communicating were widely reported, and represented a significant barrier to work for some of the women. Difficulty in accessing ESOL training was a recurrent theme. Information on courses was considered inadequate, and many women mentioned the travelling distance to learning centres, transport limitations, and the cost of the provision. Without basic communication skills, and contact with English speakers in a 'safe' environment, some of the women had become more socially isolated and depressed:

When I moved to Somerset I didn't speak any English at all. I felt very lonely and frustrated and silly because I couldn't understand anything.
Workshop participant, Somerset

Concerns about access to ESOL courses came up in our encounters with ethnic minority women in some of the other GELLM studies too, and was an important point of discussion in many of the GELLM dissemination events held at local level (Escott 2006, Grant 2006b). There was widespread agreement among policy makers and local practitioners that ESOL funding regimes, eligibility rules governing access to free or subsidised ESOL training, and, in some places, the content of ESOL training, needed to be urgently reviewed.

Racism, discrimination and harassment

This was a prominent and recurring theme for many of the women, many of whom had experienced discrimination and racism in a variety of situations. Some felt unsafe on the street and highly vulnerable, particularly Muslim women wearing the hijab. This hostility had worsened since the London bombings in July 2005, which they believed had further reduced their chances of securing employment with a White employer. Those whose English was poor had no confidence in reporting or challenging these behaviours, and their experiences had led to them avoid such situations:

I was called 'Paki, go back to where you belong', while walking down the street.
Workshop participant, Somerset

He was shouting at me: 'people like you shouldn't be in this country', shouting abuse at me. The bus was full, but everyone went silent and everyone heard and I felt so small. I could feel everybody was staring at me, but no-one said anything to him. I couldn't wait to get off the bus, and I will never use the bus at that time (peak/rush hour) again. I will never, ever put myself in that position again. Workshop participant, Newcastle

We're judged by our faith and the clothes we wear. It's really easy for women to go into depression.... Since 9/11 innocent people like us have to fight harder for our rights. Workshop participant, Leicester

Some of the women felt they were still affected by experiences of racism and discrimination at school, many years later, and that these early negative experiences had continued to hamper their progress throughout their lives:

It was a tough battle that still affects you as you grow up. Later in your life you wonder, 'What is holding me back, what is stopping me?' Experiences of being put down and racially abused, they stay with you the rest of your life. Workshop participant, Camden

Others spoke about racism or sexism in the workplace or in the process of applying for jobs.

In the interview they ask you, 'Why did you come (to this country)?' You answer their question, then they ask you more questions about how, when why. They never ask me about my experience or my skills. They say you'll hear from them in 2 weeks – but you never hear from them again. Workshop participant, Newcastle

Some of those with significant labour market experience also reported feeling excluded, undermined or overlooked in jobs they had held. The 'unspoken rules' operating in some workplaces, and some of the informal processes involved, made it even harder for them as members of ethnic minority groups to break through the 'glass ceiling'. This problem was also reported in another of the GELLM studies, where it was vividly referred to by research participants as the 'concrete ceiling' – it was not possible to 'see through it', let alone 'break through it', as there were so few ethnic minority women role models in the upper echelons of organisations (Bennett et al 2006).

Family pressures/culture/patterns of migration and settlement

In the women's accounts, parental, family and cultural influences could be positive and negative – encouraging, directing or holding women back. Even within the same local community, cultural and family expectations associated with a woman's role in the home and at work varied greatly, and cannot be generalised along ethnic lines. In Somerset, the workshop included one woman who was desperate for legal support and advice regarding problems she was having with an arranged marriage. Another woman, from an Asian background but married to a White English husband, was struggling with his very traditional views about women's family role. In Newcastle, one divorced mother spoke about the breakdown of her violent marriage, and explained how this had given her the strength to begin the training necessary to achieve her lifelong ambition to become a teacher. She also pointed out that because of the value placed on humility and modesty in her (Muslim) culture, she found it extremely alien to have to 'sell herself' when filling out application forms or attending interviews. In Camden, women's words expressed a wide range of cultural experiences and expectations:

My father, then my husband, had very old views. My husband said I should give up my job, and I lost a lot of confidence.
Workshop participant, Camden

My family thought it was very important for me to do sciences. It was 'very Gujarati' to become a doctor, so I went to university and did sciences. Had I done arts, I would have really blossomed, but you don't have a say.
Workshop participant, Camden

I come from a culture and society where you accept what the general framework is, what people say. For a girl, it's not about going out and forging your individual style. For men it's different, they can forge a public life, they do other things. Women don't, in reality, it's quite different.
Workshop participant, Camden

Among those who were not UK born, the length of time spent in the UK, individual background in terms of education, employment and the reasons for moving to England – which could include fleeing conflict and war, escaping poverty, coming to the UK on marriage, and accompanying a husband who was studying or working in the UK – were all important factors affecting the degree of difficulty the women experienced in settling and achieving their personal goals, and the extent to which they felt supported by relatives and friends, or isolated and alone. The women all had individual stories to tell, and the 'journeys' they were on, in terms of identifying and achieving their personal goals, could be very different. They emphasised that when they sought help from support agencies in acquiring skills or in entering employment or training, they needed advisers to take account of their personal circumstances, and of the skills and qualifications they already had or hoped to achieve. Too often they felt assumptions were made about what they would be able or would want to do which did not match their aspirations or abilities.

Summary

The small, specially selected groups of ethnic minority women who attended the study's arts-based workshops in the five localities highlighted the following:

- Many had aspirations to enter or progress within the labour market, but these had often been frustrated. This had affected the confidence and self-esteem of some women.
- Ethnic minority women strongly emphasised the importance of English language skills and of understanding local employment practices, but had often found access to training courses, advice and guidance difficult. Many were frustrated and perplexed by their difficulties in gaining access to ESOL training.
- Women with qualifications from outside the UK were often finding it hard to gain recognition of their skills and talents – some had become resigned to working below their potential in low level jobs.
- Some women felt the mainstream services responsible for assisting women into work did not listen to them properly, and did not recognise the abilities and experience they had to offer. Some women had very positive experiences of the support voluntary sector agencies provided to those seeking training and support in entering paid work.

- Identifying support networks was especially difficult for those in rural locations, or who felt isolated for other reasons. There was a need for better and more accessible information about available services. Women especially valued culturally and gender-sensitive support activities offered in local community-based organisations.
- Voluntary work had been an important source of support for some women, and had acted as a stepping-stone to education, training and paid employment for some.
- Racism, discrimination and harassment were common experiences. Women stressed that these had a long-term impact, often creating fears, anxieties and loss of confidence. Many spoke of encountering rejection and exclusion in their attempts to enter or progress at work, and some felt their past experiences of racism also 'held them back'.
- The women who attended the workshops came from a wide variety of backgrounds and cultures. These were important factors shaping their experiences of accessing the labour market, but the women's accounts showed that parental, family and cultural influences could be highly variable, even within the same ethnic group. This highlights the danger of making stereotyped assumptions about how any individual woman's family or personal circumstances may affect her aspirations and experiences in relation to the labour market.

6 Policy Implications of the Study

In this study, we have explored the situation of ethnic minority women living in five localities in different parts of England. Using the latest available data, we have exposed some important differences and identified some significant similarities. Once again, as in all the GELLM studies, we find that 'locality matters', and that it would be very misleading to assume that the national statistics relating to women – and in this case most especially to ethnic minority women - can provide an accurate basis for the development of local employment policies and plans. But ethnicity and gender are both crucially important in shaping labour market behaviour, experience and attitudes too, and it is by combining these three variables in our analysis that we can identify some of the aspects of employment policy which local, regional and national policymakers need to address.

In the Locality Reports of this study of the labour market situation of ethnic minority women, we reviewed some of the local intelligence available to local authorities and others when developing local services. This crucial local knowledge, which often draws on years of practitioners' experience, detailed local knowledge, and small-scale local surveys and studies carried out by local projects, has helped us to understand the local settings in which the ethnic minority women who participated in this research were living, studying and working. We have not had space to present that material in this Synthesis Report, but it has informed our analysis and deepened our understanding. Those reports and sources we identified nevertheless rarely use official statistics, and our experience in the GELLM project suggests that the detailed information available in the Census for analysis at local level is often an under-used resource.

Above, we have presented our analysis of some of the statistical data about the characteristics of the ethnic minority women who live in our five selected localities, and about key features of their local labour markets. We have also highlighted some of the concerns, aspirations, capabilities and frustrations of some local ethnic minority women. In this final section of the report we draw out some of the practical policy implications of our study findings. A wide range of developments and actions could be taken forward, and in some cases are urgently needed. These are steps which local, regional and national agencies could take to address the disadvantage ethnic minority women face in accessing labour market opportunities.

Socio-economic conditions and the local infrastructure of the local area:

Many of the ethnic minority women studied were living in deprived communities where entrenched poverty, very limited local job opportunities, weaknesses in the local support infrastructure (including childcare) and inadequate public transport had already been identified as important local issues and where steps had been taken to address these problems. Some of the measures taken were working – but the lack of a gender focus in these approaches, even where ethnicity was recognised as important – was limiting their effectiveness (Escott et al 2006). In our study, transport emerged as a particular issue for women in rural communities, but was also problematic for some who needed to move across towns and cities. Some women in the study also felt deterred from using public transport because of their experiences of racist comments and harassment. As we show in our other GELLM studies, these problems must be tackled at the local level, using gender-sensitive policies which are responsive to the circumstances of diverse populations.

Language skills

This is a particular issue for recent migrants, refugees and asylum seekers, but also affects some longer established communities, especially where women may have been employed in settings where the working language is not English (as for some ethnic minority women in our Leicester study, for example). Limited command of written or spoken English affects women's confidence, motivation, employment aspirations and their ability to access information and support services, and makes it extremely difficult for them to access most employment opportunities.

ESOL training and other forms of support for women in gaining confidence and fluency in the English language are important services which need to be widely available, accessible to women in the localities where they live, and carefully tailored to ensure that they develop language skills which can support women's employment aspirations. Women were often perplexed by waiting times and eligibility criteria affecting access to this type of support, and there appear to be unhelpful inflexibilities in current arrangements for delivering these services which need to be removed. This is an area where national and local policy changes are needed, and where relatively small additional investment may yield significant dividends.

Support for women displaced from declining sectors

Our example of Leicester's Indian women who were working in some of the more precarious parts of the manufacturing sector illustrates the need for local and national agencies to be proactive in developing support services for those out of work or who have been, or are likely to be, made redundant. Ethnic minority women in some localities may be working in occupations and industries which are particularly vulnerable, and when affected by labour market restructuring are likely to need specialised and carefully tailored support which is responsive to emerging local labour market opportunities. Some ethnic minority women displaced from declining industries, or those relocating elsewhere, are likely to find their existing work-based skills do not help them much in their changing local labour market, and these women will need access to further training, advice on job search and applying for jobs and, in some cases, specialist language support.

Unemployment among ethnic minority women

The levels of unemployment among some groups of ethnic minority women are much higher than those affecting other local women. In some localities, and for some groups of ethnic minority women, as we have seen, the scale of these differences is startling, and almost certainly arises, at least in part, from discrimination. Local agencies need, as a matter of some urgency, to explore why this is the case, and to deal very vigorously with those aspects of discrimination – whether institutional, unintentional or direct – which are identified. This may involve tackling myths, stereotypes and misconceptions on the part of employers and managers involved in the selection and recruitment of staff, reviewing how positions are advertised, and considering whether organisational practices and cultures embrace diversity and difference and are genuinely open to all.

Support services

The services provided to support women who want to enter the labour market or to progress in work need to be 'listening and responding' services which treat ethnic minority women with attention and respect, and help them to articulate their aspirations and to identify and achieve their goals. At present too many ethnic minority women feel they are 'fobbed off' by service providers who have not really listened to what they say, or have ignored their aspirations and dismissed their skills and experiences as irrelevant. In common with some of the White women living in deprived communities who took part in our other studies, many of these ethnic minority women need access to 'mid range', and in some cases to higher level skills and qualifications, and some need support in gaining recognition of their existing qualifications. Currently there is not enough support available for women in this situation, and because it appears to be so widespread, this issue needs to be tackled at the national as well as at local and regional levels.

Labour markets and jobs

The concentration of different groups of ethnic minority women in particular occupational categories - and also sometimes in particular industrial sectors - is a cause for concern. The extent of this concentration makes it hardly likely that it arises from free choice, and it leaves some groups of ethnic minority women especially vulnerable to shifts and changes in labour market structure (for example in manufacturing). These women, and some in other sectors where ethnic minority women are highly concentrated, face low

pay (for example in parts of the social care sector, and in segments of the cleaning, catering and hotels sectors), poor working conditions, and limited opportunities for career development.

Some developments in previously 'unskilled' and low status occupations (domiciliary care is one of these, as we show else where [Yeandle et al 2006]) are beginning to open up scope for workforce development and are creating career trajectories. But generally the concentration of ethnic minority women in particular labour market segments contributes to the limited horizons of younger women, feeds myths and stereotypes about women from different groups, and acts as an unhelpful constraint on the effective operation of the labour market. At the local level, and within organisations, policy on equality and diversity needs to tackle the clustering of ethnic minority women in particular segments of the labour market, as well as to help them access and progress into those parts of the labour force which offer higher graded work and better career prospects, and which are currently dominated by White women or by men.

The *Equalities Review* mentioned earlier in the report and currently under way, together with the provisions of the *Equality Act 2006* (which among other measures introduces a public sector duty to promote gender equality), and earlier legislation relating to race equality, provide the immediate context for tackling these issues. Steps need to be taken at the national level (for example in the development of the work of Sector Skills Councils), at regional level, where Regional Development Agencies can be expected to take the lead, and through central government departments, which will need to work closely with the new Commission for Equalities and Human Rights in developing suitable strategies and policies.

It is also evident that, like many other women and some men, some groups of ethnic minority women prefer to work part-time, so that they can combine their paid employment with childcare, with the caring responsibilities for older and disabled relatives which - as we have seen above - are especially important for women in some groups, and with study (which is again a high priority for some ethnic minority women, including those whose experience of school was poor, or who need to upgrade or enhance their skills). Our work within the GELLM research programme has strongly underscored the importance of developing more and better quality part-time employment in most parts of the economy (Grant et al 2006a). This is a particular problem in some localities (notably in London) and in some industries and occupations, where part-time working is still uncommon, and where its benefits and advantages may be unfamiliar to managers.

Build on success

The rapid increase in the proportion of ethnic minority women who hold high level qualifications, which we highlighted earlier in this report, provides evidence of the talents and abilities of women in these groups, and should help those who have achieved them to enter better quality employment and to progress within the labour market. Highlighting these achievements, which are not widely known or celebrated, could help those working at the local level with ethnic minority women who are trying to enter the labour market, and with girls in schools, to raise aspirations, build confidence in the possibility of educational attainment, and open up new or unfamiliar career paths. Schools, advisory services and agencies such as Connexions which have responsibilities in this field could do more to highlight the achievements of ethnic minority women - often in the face of significant disadvantage. In taking policy in this area forward it will be important to identify women who can act as role models or exemplars. A variety of mentoring schemes already exist, and where they work well these are highly valued by ethnic minority women, who sometimes feel they are faced with a 'concrete ceiling' holding them back from achieving their potential and reaching their goals (Bennett et al 2006). These schemes need to be developed at the local level, and there are roles here which employers, trade unions and other agencies operating at the local level could develop.

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NOTE: References relating to local data in the 5 localities are not included here unless cited in this report. They can be found in the relevant Locality Reports of this study.

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Appendix 1 Gender and Employment in Local Labour Markets

The *Gender and Employment in Local Labour Markets* project was funded, between September 2003 and August 2006, by a core European Social Fund grant to Professor Sue Yeandle and her research team at the *Centre for Social Inclusion*, Sheffield Hallam University. The award was made from within ESF Policy Field 5 Measure 2, 'Gender and Discrimination in Employment'. The grant was supplemented with additional funds and resources provided by a range of partner agencies, notably the Equal Opportunities Commission, the TUC, and 12 English local authorities.

The GELLM project output comprises:

- new statistical analysis of district-level labour market data, led by Dr Lisa Buckner, producing separate **Gender Profiles** of the local labour markets of each of the participating local authorities (Buckner, Tang and Yeandle 2004, 2005, 2006) - available from the local authorities concerned and at www.shu.ac.uk/research/csi
- 6 **Local Research Studies**, each involving between three and six of the project's local authority partners. Locality and Synthesis reports of these studies, published spring-summer 2006 are available at www.shu.ac.uk/research/csi. Details of other publications and presentations relating to the GELLM programme are also posted on this website.
 1. *Working below potential: women and part-time work*, led by Dr Linda Grant and part-funded by the EOC (first published by the EOC in 2005)
 2. *Connecting women with the labour market*, led by Dr Linda Grant
 3. *Ethnic minority women and access to the labour market*, led by Bernadette Stiell
 4. *Women's career development in the local authority sector in England* led by Dr Cinnamon Bennett
 5. *Addressing women's poverty: local labour market initiatives* led by Karen Escott
 6. *Local challenges in meeting demand for domiciliary care* led from autumn 2005 by Professor Sue Yeandle and prior to this by Anu Suokas

The GELLM Team

Led by Professor Sue Yeandle, the members of the GELLM research team at the *Centre for Social Inclusion* are: Dr Cinnamon Bennett, Dr Lisa Buckner, Ian Chesters (administrator), Karen Escott, Dr Linda Grant, Christopher Price, Lucy Shipton, Bernadette Stiell, and Dr Ning Tang. The team is grateful to Anu Suokas, Gerard Poole and Dr Pamela Fisher for their contributions to the project in 2004 and 2005, and for the continuing advice and support of Dr Chris Gardiner.

The GELLM Partnership

The national partners supporting the GELLM project are the Equal Opportunities Commission and the TUC. The project's 12 local authority partners are: Birmingham City Council, the London Borough of Camden, East Staffordshire Borough Council, Leicester City Council, Newcastle City Council, Sandwell Metropolitan Borough Council, Somerset County Council, the London Borough of Southwark, Thurrock Council, Trafford Metropolitan Borough Council, Wakefield Metropolitan District Council and West Sussex County Council. The North East Coalition of Employers has also provided financial resources via Newcastle City Council. The team is grateful for the support of these agencies, without which the project could not have been developed. The GELLM project engaged Professor Damian Grimshaw, Professor Ed Fieldhouse (both of Manchester University) and Professor Irene Hardill (Nottingham Trent University), as external academic advisers to the project team, and thanks them for their valuable advice and support.

Appendix 2 Research Methods²⁵

This study used a mixed method research design, incorporating:

- Detailed analysis of employment data from the 2001 Census
- A review of local information and intelligence using documentary analysis
- Qualitative research with local ethnic minority women

Analysis of the 2001 Census

Using data from the Census 2001 Standard Tables, Commissioned Tables, and Census Microdata [including the SARS (Sample of Anonymised Records) and SAMs (Small Area Microdata)] (supplemented with data from the 1991 Census where appropriate), a detailed picture of the situation of ethnic minority women resident in the participating local authorities was assembled. Data from the 2001 Census relating to selected groups of ethnic minority women resident in selected wards within these localities were also analysed. The data explored included statistics relating to:

- Background information - population size, age-sex profile, country of birth, household composition
- Economic activity - full-time/part-time employment, unemployment, economic inactivity,
- Local labour market - occupation and industry for women currently in employment

Where possible, data were supplied for women of working age (16-59), using more detailed breakdowns by age groups where available. In some cases, Census output was only available for women aged 16-74. For level of highest qualification, gender disaggregated data was not available.

Review of local information and intelligence

Working through the participating local authorities, the research team requested relevant information from all local statutory, voluntary and community sector organisations likely to have any data or reports relating to ethnic minority women and the labour market. The volume of material produced varied considerably between localities. The documents and data supplied were reviewed to ensure the research team had access to all existing relevant information, and these sources were supplemented by a review of relevant national policy and academic literature, and the internet. The main documents received are referenced in the Locality Reports of the study.

Qualitative research: arts-based workshops

Workshops were arranged with the assistance of the participating local authorities and relevant local voluntary sector organisations. Based on maps showing the location of women in different ethnic minority groups, and in consultation with the local authorities concerned, specific wards and groups of ethnic minority women were identified as the target groups for inclusion in the qualitative work. With the support of local authority officers, local voluntary organisations and local community artists were recruited to assist in the design of the workshop activities. Research instruments and techniques were developed by the research team, and developed and adapted in consultation with the local practitioners. 3-4 successive workshops were held, usually over a period of about one month, in each locality. In the workshops, the research team, the women participants, and the artists were able to get to know one another and build rapport and trust. Different activities, involving poetry, music, artwork, photography and games were used. The research team for the workshops included team members from different ethnic minority backgrounds. In some cases team members were able to draw on their own ethnic background or language of origin to support the research.

Workshop participants used the arts activities to produce images of their lives, and to explore and express their aspirations, skills and capabilities, focusing on labour market issues. Participants also completed questionnaires (with support from the research team) and engaged in one-to-one and group discussions about barriers to employment, job progression and support needs. The workshops produced detailed qualitative data relating to the women's: views, preferences and values regarding child-care, caring, and employment; existing experience, skills, capacities and qualifications; personal choices, and how these are influenced by cultural/ family expectations; local barriers to employment such as transport, childcare,

²⁵ The authors of this report would like to thank the local authority officers, voluntary organisations, community artists and others who assisted with the study. Full acknowledgement of their contribution is given in the Locality Reports. The qualitative research for this study was led by Bernadette Stiell. The team involved in conducting the workshops and analysing the workshop data also included: Dr Cinnamon Bennett, Christopher Price, Lucy Shipton and Dr Ning Tang.

education and discrimination. Details of the numbers of women involved in each locality and their characteristics are provided in Figure 19 in the report.

Appendix 3 Additional Statistical Data

Occupational distribution of BME women

Data omitted where group has female working age population of less than 100

Source: 2001 Census Standard Tables and 2001 Commissioned Tables, Crown Copyright 2003.

Managers and Senior Officials

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	18.3	7.6	8.3	10.5	15.5
White Other	17.5	7.5	7.6	10.4	15.0
Indian	18.2	4.9	19.7	9.4	18.3
Pakistani	18.5	6.2	16.5	..	9.9
Bangladeshi	3.0	4.3	5.0	..	6.9
Black Caribbean	9.2	6.2	..	..	8.6
Black African	10.3	4.7	..	..	6.9

Professionals

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	20.8	9.7	12.4	8.4	16.1
White Other	24.1	26.0	39.1	20.9	18.2
Indian	28.4	5.4	27.8	24.4	24.6
Pakistani	21.7	13.1	14.3	..	23.0
Bangladeshi	6.3	5.1	10.7	..	14.6
Black Caribbean	9.7	9.8	..	..	8.0
Black African	11.4	9.6	..	..	7.0

Associate Professional and Technical Occupations

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	27.8	13.0	14.1	12.6	22.0
White Other	25.6	15.3	16.7	19.4	22.9
Indian	19.2	7.0	13.8	29.1	17.0
Pakistani	22.2	8.3	10.9	..	23.0
Bangladeshi	9.9	8.5	6.4	..	8.9
Black Caribbean	21.0	22.0	..	..	15.6
Black African	19.5	17.6	..	..	16.6

Personal Service Occupations

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	6.3	14.2	12.3	15.6	8.5
White Other	6.3	9.4	5.5	12.9	7.7
Indian	5.0	6.2	6.7	10.2	5.1
Pakistani	4.8	8.5	10.9	..	10.5
Bangladeshi	9.7	12.8	13.6	..	14.2
Black Caribbean	12.1	16.9	..	..	15.6
Black African	13.9	24.2	..	..	20.2

Elementary Occupations and Process, plant and machine operative occupations

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	4.0	23.0	16.4	16.3	8.1
White Other	6.8	18.5	9.8	10.4	11.0
Indian	4.5	41.3	6.4	3.1	4.8
Pakistani	3.2	31.2	10.7	..	4.0
Bangladeshi	12.6	29.9	7.8	..	8.9
Black Caribbean	7.4	15.1	..	..	10.1
Black African	10.2	18.2	..	..	16.9

Administrative and secretarial occupations

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	17.0	18.2	21.1	20.6	21.8
White Other	14.0	13.4	12.1	15.3	17.3
Indian	13.4	19.2	12.6	13.4	15.6
Pakistani	10.6	18.3	12.6	..	21.1
Bangladeshi	16.7	18.8	16.4	..	25.5
Black Caribbean	29.7	17.4	..	..	30.7
Black African	22.5	11.8	..	..	18.5

Sales and Customer Service Occupations

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	4.6	11.9	13.9	12.7	6.3
White Other	4.4	7.7	8.5	7.7	5.8
Indian	10.2	13.8	11.2	10.2	14.1
Pakistani	17.5	13.1	24.2	..	8.6
Bangladeshi	40.1	15.4	34.3	..	19.8
Black Caribbean	9.0	9.9	..	..	9.9
Black African	10.3	12.5	..	..	10.9

Industrial distribution of BME women

Data omitted where group has female working age population of less than 100

Source: 2001 Census Standard Tables and 2001 Commissioned Tables, Crown Copyright 2003.

Manufacturing

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	7.0	11.6	4.9	9.5	6.7
White Other	5.8	12.4	5.4	9.0	5.3
Indian	4.9	34.2	2.8	8.9	4.8
Pakistani	8.1	26.0	5.0	..	3.3
Bangladeshi	2.9	25.4	2.9	..	3.6
Black Caribbean	2.9	7.4	..	..	2.2
Black African	2.5	8.5	..	..	2.0

Wholesale, Retail, Restaurants and Hotels

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	12.4	25.0	23.6	27.0	14.8
White Other	15.1	18.4	14.4	21.2	19.1
Indian	20.5	23.3	28.1	22.0	24.1
Pakistani	23.1	22.6	33.2	..	15.3
Bangladeshi	53.2	27.2	29.7	..	28.3
Black Caribbean	16.0	20.3	..	..	18.2
Black African	19.5	17.5	..	..	22.8

Finance and Real Estate

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	32.9	12.7	15.3	12.3	27.9
White Other	36.1	12.2	18.0	11.8	32.7
Indian	34.3	10.9	14.6	8.1	31.0
Pakistani	40.3	12.6	13.8	..	30.0
Bangladeshi	11.3	12.3	26.8	..	19.0
Black Caribbean	24.0	11.3	..	..	20.7
Black African	20.3	12.5	..	..	19.4

Education

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	11.0	13.5	12.6	12.9	12.7
White Other	11.1	24.2	25.5	20.3	10.5
Indian	9.0	6.6	9.5	4.9	5.4
Pakistani	7.5	11.1	12.9	..	14.0
Bangladeshi	11.8	7.0	10.1	..	17.8
Black Caribbean	7.9	12.1	..	..	10.8
Black African	8.2	8.0	..	..	7.0

Health and Social Work

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	13.7	21.5	23.1	20.1	16.1
White Other	11.5	18.2	21.8	20.4	13.1
Indian	15.5	11.3	30.9	48.8	22.0
Pakistani	10.8	15.8	14.8	..	22.0
Bangladeshi	11.0	16.7	13.8	..	10.9
Black Caribbean	25.7	32.2	..	..	25.6
Black African	27.9	35.7	..	..	30.3

Public administration and defence; social security

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	4.3	4.5	8.3	5.6	6.3
White Other	2.3	4.2	4.9	4.0	3.1
Indian	4.2	5.1	6.1	4.9	3.5
Pakistani	2.2	2.9	9.3	..	7.3
Bangladeshi	3.9	6.1	3.6	..	9.7
Black Caribbean	7.8	6.8	..	..	11.3
Black African	8.2	3.5	..	..	8.0

Transport, storage and communication

	Camden	Leicester	Newcastle	Somerset	Southwark
White British	3.2	3.5	4.2	3.1	3.8
White Other	4.3	3.0	3.1	2.9	5.3
Indian	2.4	3.2	4.2	2.4	3.5
Pakistani	1.6	2.7	5.3	..	0.0
Bangladeshi	1.5	5.3	5.1	..	1.6
Black Caribbean	6.5	3.9	..	..	4.5
Black African	4.4	3.1	..	..	4.7