

Joseph Rowntree Foundation

Call for proposals

Theme: Poverty

Programme: Poverty and ethnicity

Title: Exploring the relationship between poverty and ethnicity in Wales

REF: PAE002

This call is for proposals for new research to be carried out in Wales looking at the relationship between poverty and ethnicity.

General guidelines

Project Timescale 9 months, starting late November 2011 (or as negotiated)

Project Budget up to £50k (including VAT and expenses)
one project only

Contact for administrative and budget queries Helen Robinson, Research Administrator
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Please note that, in the interests of fairness, we are not able to discuss the substance of proposals.

Deadline for submission **Thursday 13 October 2011 – 11.59pm**

Notification of decision **Monday 7 November 2011**

Start of project (or as negotiated) **Mid to late November 2011 (or as negotiated)**

Project completion date **End August 2012**

Please submit applications via our website <http://www.jrf.org.uk/funding/calls-for-proposal/poverty-and-ethnicity-wales>

It would be helpful if you could let helen.robinson@jrf.org.uk know by **Friday 16 September 2011** whether you are planning to submit a proposal.

Required documents

The submission must contain two attachments; templates are available via the links below:

1 The Proposal Registration and Budget Form (.xls) -

<http://www.jrf.org.uk/sites/files/jrf/ProposalRegistrationAndBudgetForm.xls>

2 The Proposal, including appendices of summary CVs (. doc)-

<http://www.jrf.org.uk/sites/files/jrf/JRF-application-for-funding.doc>

Please note

All text should be Arial – size 14

The maximum length of the proposal is 3,000 words, excluding CVs and references.

CVs should be a maximum of two sides A4 per person and should include relevant publications and project work.

No appendices, bar the CVs and references are permitted.

In line with our procurement policy, we may ask for further information at a later date e.g. accounts from your organisation. We may also request that you provide names and contact details of referees (e.g. past funders or sponsors) or further CV information.

Background

The JRF's Poverty and Ethnicity Programme

In Spring 2011 the Joseph Rowntree Foundation launched a major new 5 year programme across the UK. The programme aims to increase understanding of the relationship between poverty and ethnicity and to use this to develop more effective ways of tackling poverty across ethnic groups. The programme consists of three phases.

The first phase consists of seven projects intended to substantially increase our knowledge about areas that are central to the relationship between poverty and ethnicity. Four projects look across the different countries of the UK, focusing on specific topics:

- Unpaid caring;
- Employer behaviour and workplace culture, particularly around promotion and training;
- Social networks; and
- Places and local labour markets.

In addition to these, we are funding studies of poverty and ethnicity in Wales and in Northern Ireland.

The second phase of the programme, involving commissioning quantitative research from two new sources will also include projects which analyse data in the different countries of the UK. These will build on and be linked to the qualitative and mixed methods research commissioned in the first phase of the programme.

The third phase of the programme will take emerging findings from the programme and use them as the basis for developing policy and practice solutions that can be implemented.

For more information about the programme, and for papers commissioned as part of the scoping process, please refer to our [website](#).

Defining poverty and ethnicity

The starting point for this programme is our interest in poverty. In order to consider the relationships between poverty and ethnicity, we need to define what we mean by ethnicity and by poverty.

The term 'poverty' is used in many different ways and can imply a wide range of conditions and experiences. There can often be a particular disconnect between the use of 'poverty' by policy makers, academics and other experts and how it is understood by some communities and those with direct experience of it. For instance, we know that some people are unwilling to identify themselves as living in poverty because of its associations with extreme deprivation in the developing world or with destitution and homelessness in the UK. ¹

We see household low income as being a central element of poverty. Commonly used definitions including an income of less than 60% of the average for that household type, a definition based on household spending, a Minimum Income Standard or the receipt of certain benefits or tax credits. We also recognise that the experience of poverty is multi-dimensional. Other aspects which may be important include:

- Lack of opportunities for sustained and rewarding employment;
- Difficulty in accessing education and leisure opportunities;
- Physical and/or mental ill health and disability (both a greater likelihood of experiencing them and the additional costs that this can place on the household);
- Poor services, stigma and discrimination;
- Social isolation, insecurity and anxiety;
- Living in a deprived area with poor infrastructure and high levels of social problems such as crime and anti-social behaviour; and
- Distribution of resources within households (between men and women, generations living together and adults and children).

¹ See the Foundation's Public Interest in Poverty Issues programme

There is good evidence that levels and experiences of poverty are affected by people's ethnic identities². Ethnic identity from the individual's perspective is important because it can affect self-perception and views of opportunities, risks, aspirations and priorities. Ethnic identity as ascribed by others is significant because it relates to racism, discrimination and the availability of opportunities and support. However, ethnic identities are fluid and dynamic; their meanings change over time and between contexts.

Our goal is to develop as nuanced and in depth an understanding as possible. Therefore our interest is in all ethnicities. This includes white ethnicity, both the majority and white minority ethnic groups. We consider not only 'visible' groups but also those identifying themselves through culture, language or religion. This enables us to take account of the fact that a range of dimensions of history, culture, belief and group membership can be significant. It also helps to ensure that we include the growing numbers of people of 'mixed' ethnicity.

Following the development of this focus on a broad definition of ethnicity, the second key principle of our thinking is intersectionality. This refers to the fact that people's experience is not shaped by one aspect of their identity alone but by a combination of elements. Important dimensions alongside ethnicity include gender, age, class, religion, health, disability, location, language (for example the languages spoken by minority ethnic groups such as East Europeans, Roma and others) and migration history. The evidence available highlights considerable commonality between people from different ethnic groups and variations within groups, with these other dimensions often playing as important a part as ethnicity.

Outcomes in a wide range of areas that are closely linked to poverty vary depending on people's ethnic background. In particular:

- Income;
- Chances of being in employment ;
- Employment type and in work poverty;
- Education;

² Poverty and Ethnicity, a review of evidence, Barnard and Turner (2011) JRF

- Health;
- Patterns of unpaid caring; and
- Access to services and other support (including housing, financial services, benefits, childcare, adult care and other types of support).

When considering drivers of different outcomes across ethnicities, a number of key mechanisms have emerged from the evidence so far:

- Social networks;
- Local labour market opportunities;
- Service provision, effectiveness and inclusiveness;
- Decision making, preferences, social norms and perceptions of risk and opportunity among individuals, families and communities; and
- Employer behaviour and workplace culture.

The experience of discrimination of various kinds and of racism is, of course, an important part of the experience of people from a wide range of ethnic groups. These can shape both the structure of opportunities and the ways in which people respond to them.

Poverty and ethnicity in Wales

In Wales overall, 23% of the population live in low income households (using the standard definition of an income below 60% of median for the household type). Of these, nearly 400,000 are working-age adults, 200,000 are children and 100,000 are pensioners³. Key policies that have been developed to address poverty in Wales include the Child Poverty Strategy, Communities First (which included a ‘community of interest’ around ethnicity) and Flying Start.

Two research reviews have been funded by the Equality and Human Rights Commission⁴. These examined the existing research across a wide range of

³ Monitoring poverty and social exclusion in Wales 2011, Parekh and Kenway (2011) JRF

⁴ Equality Issues in Wales: A Research Review. V. Winckler (editor) The Bevan Foundation 2009

topics and highlighted key gaps in evidence and understanding. These reviews, in particular 'Equality issues in Wales', found that very limited evidence relating to race and ethnicity in Wales is available. There seems to be a particular lack of primary, comparative research between and within different ethnic groups, especially high quality qualitative work, examining the links between poverty and ethnicity (and their intersection with other factors such as location, gender, age, class, changing demographics etc).

There is some evidence available regarding employment issues, including economic activity, work patterns, pay and occupational segregation. However, the role that these issues play in terms of poverty has not been fully considered. In addition, much of the research has used fairly broad ethnic categories and has not explored in a great deal of depth the intersection of poverty and ethnicity with other factors (apart from some discussion of gender). Likewise, there is some evidence available about education and ethnicity. This provides some information about patterns of attainment and the extent to which schools are meeting the needs of some ethnic groups (particularly Gypsy Traveller pupils). The ways in which ethnicity affects the role of education, including adult skills, in providing routes out of poverty has been addressed only in very limited ways. The review also shows fairly limited exploration of the ways in which other issues such as housing and health are affected by ethnicity (alongside other factors) and relate to poverty.

Overall, it appears that research has not tended to consider a wide range of ethnicities, or involved people from white ethnicities as well as those from other ethnic groups. Research has been carried out into issues relating to Welsh and English language speakers. However, this has not generally been placed in the context of ethnicity more broadly, or of poverty.

Much research has been at a fairly broad statistical level, which has not enabled a great deal of analysis of place. Other work has focused on specific areas of the country. Researchers have been particularly critical of the approach that policy makers have taken towards black and minority ethnic groups living within rural areas. It is argued that they are often ignored by policy as the numbers are so low, but at the same time are visible to the host

http://www.equalityhumanrights.com/uploaded_files/research/11_equality_issues_in_wales_-_a_research_review.pdf ; An Anatomy of Economic Inequality in Wales

http://www.wiserd.ac.uk/wp-content/uploads/2011/05/WISERD_RRS_002.pdf

community, and experience discrimination⁵. However, little research or analysis seems to have addressed the wider question of the different ways in which location in Wales affects outcomes. Neither has this been fully integrated into analysis of the significance of ethnicity and other dimensions of identity in relation to poverty.

Threadgold's research into immigration and inclusion in South Wales⁶ found that:

- There was no evidence that minority ethnic groups were any less well integrated than white working class communities;
- Class differences affected the ways in which integration and community cohesion were experienced in everyday life;
- Minority groups reported experiences of discrimination, cultural ignorance or racism;
- Social mobility was restricted by the deprived conditions and poverty experienced by some new migrants; and
- The appearance of integration and cohesion in apparently successful communities can hide groups who are isolated, exploited or vulnerable.

Issues relating to Welsh identity and Welsh language are a very important part of the context of research in Wales. They have particular relevance to thinking about social networks, the role of location and access to labour markets. The research that this brief is commissioning will need to be carried out with full awareness of these contextual factors. We are not however seeking to commission studies that focus primarily on Welsh language and identity or on the sustainability of Welsh language communities given the evidence that exists elsewhere.

Aims of the project

This project aims to contribute to filling the gaps in specific, in depth research about the relationship between poverty and ethnicity in Wales, although it will

⁵ Pilgrim, A. (2006), *A Review of Research Data on the Black and Minority Ethnic Population in the South West Region of England*

⁶ Threadgold. (2008), *Immigration and Inclusion in South Wales*

not be able to address all of the evidence gaps that have been identified. It will examine ethnicity in relation both to general issues around poverty and some of the specific interests of this programme, including:

- Causes and routes into poverty;
- Routes out of poverty;
- Experiences of poverty and aspirations for the future; and
- The role of social networks and local labour markets in helping or hindering escape from poverty.

Proposers should consider the following key questions:

1. How does ethnicity (and its intersection with other factors such as age, gender, class, religion etc.) influence levels and experiences of poverty in Wales?
2. How are the lives of people from different ethnic groups affected by the places/areas within Wales in which they live ?
3. What are the key factors that affect access to routes out of poverty in Wales?
4. To what extent are there issues and factors that are particular to Wales (as opposed to other countries and parts of the UK)?
5. What can we learn from the foregoing analysis about how poverty can be most effectively tackled in Wales and in a way that takes account of the experiences of people in different ethnic groups?

Research design, methods and analysis

Proposers should clearly set out the methods they intend to use. Proposals should indicate how their methods will address specific issues affecting

research of this type in Wales (such as highly dispersed groups and thinly populated areas). We anticipate that the project will mainly involve qualitative research. Proposers may also wish to suggest some quantitative research to complement this, particularly using local or other data which has not been fully exploited in the past. Proposers should be explicit about the way in which all elements of the project will meet the aims. A common weakness of proposals is not giving enough information on the research design, methods or analysis proposed or failing to demonstrate how these will enable the project to meet its aims.

It is important that this research builds on previous work. Proposers should demonstrate how this project will advance understanding of the ways in which poverty and ethnicity are linked in Wales. They should also show how it will contribute towards more effective policy, practice and actions among a range of relevant organisations, communities and individuals in relation to tackling poverty.

The research should take into account the geographical and demographic diversity of Wales and consider the ways in which different types of localities shape outcomes and routes out of poverty. For instance, the different issues faced in rural and urban areas, and for communities which are more concentrated or dispersed. The research findings must be relevant Wales-wide. The project is not required to cover all ethnicities in Wales; however it could involve a range of ethnic groups such as settled/established ethnic minorities, newer groups and white ethnicities. Proposers might also approach the research by focusing on particular processes and exploring how ethnicity affects their connection to poverty. Whatever approach is taken, proposals should be explicit about their design and sampling methods, who they anticipate participating and what types of analysis they plan to carry out.

The project should take a close interest in the role of other dimensions of identity alongside ethnicity, including gender, age, class and migration history.

Partnerships and people with direct experience

The proposal should explain how the project will make links with relevant communities and community/voluntary groups. Proposals from partnerships

will be particularly welcome. Where the partnership involves organisations from different sectors the proposal should demonstrate a respectful and capacity building approach which clearly values the expertise and contributions of all partners. Proposals must make it clear how each partner's costs are being met; where the work involves community groups it is particularly important to set out how their time and contributions are being resourced and valued.

Influencing policy and practice

A short (up to 15,000 words) accessible report and a summary JRF *Findings* (up to 2,300 words) are normally the minimum outputs required. The JRF will make these available via the JRF website, which is increasingly becoming our standard means of disseminating research reports. We may consider printing the research report but this should not be assumed. We anticipate that the summary of *Findings* will be available both in print and on the website.

Proposers are also encouraged to think more broadly and to consider dissemination arrangements that will have a real impact on policy and practice. Where the Foundation's expected outputs are not felt to be appropriate you should give details of the outputs you think would better meet the objectives of influencing policy or practice, and include separate costings for these. An important distinction is that events that feed into the project should be included in the project budget whereas costs to fund events to disseminate the findings to key audiences should not.

The Foundation only funds research and development projects that have the **potential** to inform policy or practice in the UK; we do not fund knowledge for its own sake. It is therefore essential that you explain what potential the proposed project has to influence policy or practice. Be as explicit as possible about the scale and nature of the policy or practice questions your project will address and also the timeliness of the proposal. We understand that impact is hard to predict as much will depend on the findings produced. However, we will not fund any project that is unclear about its implications for policy or practice.

This project has the potential to feed into policy and practice in both Wales and other parts of the UK. Its findings may be relevant to national policies

such as the Child Poverty Strategy, Flying Start, Older People's Strategy and Single Equality Scheme. It may also generate messages for local government, service providers and for employers, businesses, the voluntary and community sector and for communities themselves. The proposal should demonstrate the research team's thinking about the potential implications of the work for different audiences and how they would anticipate achieving the greatest impact with it.

The Foundation will also wish to bring together the findings of this project with those of the other projects in the first phase of the Poverty and Ethnicity Programme. The research team will not be expected to carry out additional research or writing for this but will be expected to have some contact with other research teams working across the UK on related issues.

Ethical issues

We expect all projects that we fund to adhere to the SRA ethical guidelines. If your proposal raises particular ethical issues you **must** indicate which they are and what your strategy for addressing them is. It is not good enough to simply state that the project will adhere to the SRA Guidelines or that the proposal will be submitted to a NHS, social care or University ethics committee. A common weakness of proposals is not to address this fully. This can, on occasion, result in an otherwise strong proposal not being funded if a competing proposal has given sufficient information or, at best, funding being delayed as we clarify this issue with applicants. Where appropriate, proposers should discuss how they plan to address specific issues arising from carrying out ethnicity research in Wales (such as anonymity when involving people from very small groups in thinly populated areas). If your proposal requires consideration by an ethics committee please specify this in the proposal. For some proposals with particular ethical issues, funding may be conditional on ethics committee approval.

Staffing

Give brief information about the role of each staff member on this project, the work they will undertake and how much time they will devote to the project. A

key weakness of many proposals is to omit describing the management arrangements of projects. This is particularly important for projects with relatively junior members of staff or where work is being carried out by staff from more than one organisation.

You should also provide information about the current and likely future commitments of staff who will be working on the project and the ways in which they would fit the additional work in with existing commitments.

Please note: this section is not for CVs – these are required as part of the proposal (2 sides A4 maximum per person, including any relevant publications).

Advisory arrangements

A collaborative approach to working with JRF is essential. It is expected that there will be regular one-to-one discussions, either face-to-face or over the telephone, with the Programme Manager regarding project progress and milestones. Your proposal should also reflect these requirements.

We intend to have an advisory group for this project to help to guide and inform it and to strength its impact. We would value proposers' thoughts about the best ways of doing this and of including a suitable range of people and organisations reflecting different areas of expertise and experience, locations, backgrounds and so on. We would particularly welcome imaginative, sensitive and ethically sound approaches that include people with direct experience of poverty in setting directions for and advising this research project. The additional costs relating to project advisory group members (travel expenses) plus venue and refreshments will be met by the JRF. Your proposal should, though, allow time to prepare for and participate in these meetings.

Assessing risks

As an independent funder, JRF is in a position to support projects which carry risks. We ask proposers to be open and robust about the key risks

associated with their project, and the steps they propose to mitigate these. Please use the following grid to capture this information:

Nature of risk	Proposed ways to mitigate this risk

Timetable

You must provide a schedule setting out the elements of the work to be done. This should cover what activities will be carried out, when they will occur, how they relate to other activities and how long they will take. You must allow time within your schedule to complete the required outputs (usually a *Findings* and an accessible report). It is common for draft reports to undergo a number of iterations and this should be costed for within the proposal. It would be helpful, but not essential, for this to be set out as a 'Gantt chart' showing how long each particular task will take and fits into the overall project design.

Budget

The budget available for this research is up to £50,000. The budget submitted must include all research and other costs including VAT. There will be additional resources available to support dissemination of the research.

Other support

You must include details of any other support that the project may have received or is seeking (this may be in the form of other grants or in the provision of accommodation, office facilities, staff time, equipment, etc.).

Funding criteria

The key criteria against which proposals will be judged will be:

- Demonstration of robust, good quality research methods appropriate to the project's aims and the credibility of proposed strategies for identifying, accessing, assessing and reporting on relevant research
- Understanding of poverty issues
- Understanding of ethnicity and how it may interact with poverty, including ways in which other dimensions of identity intersect with this
- Understanding of the policy, practice and research context in Wales
- The contractor's familiarity with the relevant evidence base, key issues and policy and practice context
- The contractor's knowledge of, and access to networks and contacts which will enable them to involve the relevant people
- Capacity to deliver a high quality output to meet the Foundation's needs
- The proposed team's experience and credentials in relation to the area of work
- Whether proposers have identified the key risks and set out proposals to address these