Ethnic Minority
and Migrant
Entrepreneurs
Position Paper 2023
Northern Ireland

Steve Pollard - Dr. Laura Bradley

Steve Lazars - Dr. Halla Kiyan Iqbal

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Migrant Entrepreneurship - The Northern Ireland Context

Introduction

The promotion of entrepreneurship in Northern Ireland is a key economic driver whilst also contributing to social inclusion. The purpose of this positioning paper is to examine the potential for embracing and monitoring ethnic minority entrepreneurship in Northern Ireland. This paper looks at existing literature and the available evidence to explore the merit in its adoption as a core economic strategy.

Ethnic Minority and Migrant Population Northern Ireland

Understanding the ethnic and migrant make-up of NI is challenging. The Census (2021) identified that the usual resident population in Northern Ireland is 1,903,179 with 96.55% of the population identifying as white and the remainder (3.45%; n = 65,600) identifying as from an ethnic background. The figures however suggest the number of minority ethnic groups have doubled since 2011 and quadrupled since 2001 (1.8%; n = 32,400 and 0.8%; n = 14,300).

These statistics do not provide a true reflection of the make-up of the population in NI as some migrant groups can also identify as white. Indeed, Census 2021 reported that there are 768,809 households in NI with 67.69% reporting everyone in the household has the same ethnic background and 2% identifying as households made up of different ethnic backgrounds. This figure does not provide a clear picture of the migrant make-up of households in NI. Furthermore, ethnic minority groups are spread across NI council regions with pockets of diversity emerging namely in Belfast, with 7.1% of the population identifying as ethnic minorities, followed by Mid-Ulster (4%) and Lisburn and Castlereagh (3.9%).

There are indeed clear gaps in data and reporting. For example, some entrepreneurial activity by migrants is only documented at a UK level. "Whilst we acknowledge that there are numbers of migrants in NI with entrepreneurial potential it is difficult to provide a clear picture of migrant entrepreneurship activity taking place due to shortfalls in data" (Equality Commission, 2018). This data is not only missing in terms of activity, but also in terms of understanding

the barriers and challenges for migrant entrepreneurs which directly impacts upon policy development (Hyde, 2021; Legrain and Fitzgerald, 2021).

The official data therefore presents the first challenge to understanding both the ethnic minority and migrant entrepreneurship position in NI. Despite this lack of detail in the figures, there is evidence of a clear trend that numbers, in NI, are growing quite significantly. We can reasonably assume that this will continue into the future and may, in fact, grow exponentially as a result of global crises including the cost of living, current and future unrest and the potential increased attractiveness of NI, post BREXIT, with an affiliation to the European Union whilst being part of the United Kingdom.

Understanding Ethnic Minority Entrepreneurship

In 2018, 5.4% of SMEs were led by ethnic minorities although this figure does not provide a breakdown of how many are owner-managed, (BEIS, 2023). These businesses were predominantly in the accommodation and food services with the lowest in agriculture, utilities, manufacturing and construction. At UK level, Hyde (2021) concluded that Ethnic Minority Businesses (EMBs) present significant potential. It is noted that they employ 3 million people and generate between £25 to £74 billion in Gross Added Value (GVA) annually. Overall, 1 million of the 6 million businesses, in the UK, are owned by ethnic minority business people, (Barclay, 2021). EMBs are most common in England (6% of SMEs), in 2020 with only 2% in Scotland, Wales and NI, (Andrews, 2023). These figures are however tempered with caution as ethnicity of entrepreneurs is not provided. Therefore a clear profile of these businesses origins is not available. Within the NI context, BEIS (2023) reported the highest number of white led employers. A clear conclusion drawn is that the NI SME leadership profile is not diverse, providing a strong rationale to focus on why and the further development of ethnic minorities and migrant entrepreneurship.

Notably, activity remains inconsistent across minority groups (Legrain and Fitzgerald, 2021). Although, using the data available, EMBs are considered more innovative than non-EMBs based on their product and process innovation recorded. Indeed EMBs are considered to be more ambitious, seek growth and aspire to achieve export potential and enhanced productivity more than non-EMBs, (CRÈME, 2022).

It is however important to recognise that these groups are not necessarily distinct



from each other. In developing policies and programmes to address under representation it is important to recognise the concept of intersectionality as it provides a useful analytical framework to consider how a person's identities combine to create different modes of discrimination and privilege. To consider gender in isolation of ethnicity, for example, would not present an accurate or full picture (Crenshaw, 1989). Ethnic minority women, for instance, have several variables including ethnicity and gender, each of which presents its own sets of challenges, but collectively create a multi-layered disadvantage (Potter, 2017).

Interestingly, it is suggested that if EMBs were supported to achieve their full growth aspirations, the economic impact of this to the UK would be £100 billion. We therefore conclude that the economic and innovation potential typically demonstrated by existing EMBs suggests that entrepreneurial potential of ethnic minority and migrant businesses remains largely untapped and underdeveloped. Furthermore, Andrews (2023) suggests that ethnic minority groups are more entrepreneurial than the white population.

Whilst some conclusions can be drawn, the lack of consistent regional research in this area is obvious and presents a priority area to be addressed (FSB, 2020; Legrain and Fitzgerald, 2021). Variations may also exist within, and across, minority groups in terms of economic activity which must also be considered when gathering data and generating intelligence (Equality Commission, 2018; ACH, 2022, British Business Bank, 2023).

Understanding Migrant Entrepreneurship in Northern Ireland

When examining an overview of Immigrants (IM), Regional In-Migrants (Reg),

Lifelong Residents (LLR) and the NI Average (NI), the most important figures are Immigrants (IM) against the NI average. For example, in 2012-14 entrepreneurial activity by immigrants was 7.1% against an NI average of 6.5% which was 1.3% higher than LLR (5.8%). By 2019 to 2021 these figures were 11.0% (IM) against 7.0% (NI) which is 4.5% higher. Whilst the increase and decrease in immigration figures will impact upon activity, as the population of migrants increase, the potential increase in migrant business start-ups shows a clear opportunity.

This information, whilst useful, is not complete as it provides no detail on business births by county, industry or sector and there is no detail on business growth, export activity and business failures/success for migrant entrepreneurs which would provide a more comprehensive picture. Overall the landscape in NI, in comparison to the UK, in terms of migrant entrepreneurship is patchy and under-developed. The lack of detailed and clear data makes drawing conclusions and proposing evidence based recommendations challenging.

Barriers and Opportunities

It is suggested that migrant entrepreneurship, as a distinct group, exhibit nuanced and specific challenges in terms of start-up and growth, (Barclay, 2021). For example, Hyde (2021) and ACH (2022) suggest that MEs face issues with self-confidence, lack of social capital and access to finance and education when it comes to entrepreneurial activity. Furthermore, the Equality Commission (2018) suggest that language is a significant barrier, whilst Andrews (2023) suggests that discrimination through the entrepreneurial journey, restricted access to wider markets and lack of business resources and support are negatively impacting activity. Indeed, the lack of bespoke pre-start-up support, both nationally and locally, is considered as a critical factor in this under-activity, (ACH, 2022). It is suggested that mentoring support to develop confidence and networks is a critical component of any support package for migrant entrepreneurs with ACH (2022) suggesting that existing approaches to mentoring are ineffective. However, specific regional and migrant data to inform these challenges and potential interventions is limited, (ACH, 2022).

Indeed, whilst there are many challenges to migrant entrepreneurship there are also opportunities which suggest these migrants remain under-tapped and untapped. Despite increased numbers of skilled and experienced migrants, the levels of migrant entrepreneurship remain relatively low. For example, there has been a large increase in inward migration with 20% of the working population in the Republic of Ireland and 9% in NI identifying as being born outside of the jurisdiction, (ESRI,

2023). Furthermore, migrants are typically highly skilled and normally have third-level qualifications, (ESRI, 2023). In the UK in 2021, 8 of the 23 unicorns valued at £740 million were co-founded by migrant entrepreneurs.

Surprisingly, Belfast City Council (2022) conclude that just under a third of migrants are unemployed despite a higher skills profile. This then poses the question as to why more migrant entrepreneurship is not taking place.

As the European Commission (nd) concluded "migrants represent an important pool of potential entrepreneurs but can face... specific... obstacles. These issues need to be addressed in full to give support equitable to that received by all other entrepreneurial groups".

Current Policy and Practice

Policy is critical to engage migrant entrepreneurs economically and socially, (UNCTAD, 2018). The Northern Ireland Affairs Committee previously suggested, however, that, in NI, "minority ethnic communities may be largely invisible to policy makers".

There appears, from our initial investigation, to be a lack of clear policy direction to support both ethnic minority and migrant entrepreneurship:

- The Draft Refugee Integration Strategy 2022 2027 identifies a key outcome is to ensure refugees and asylum seekers achieve their full potential in NI. However, this strategy only discusses measures to support employment of refugees with no reference to entrepreneurship.
- The Equality Commission (2018) acknowledge the challenges to employment faced by migrant workers and refugees but no other form of economic activity and integration is discussed.



- The UK Government set up the Ethnic Minority Employment Stakeholder Group to address ethnic minority issues in the labour market for the Department of Work and Pensions with a focus on employment only.
- A lack of comprehensive data collection on ethnic minority and migrant entrepreneurship is evident which means that policy makers do not have the necessary information to inform focused and refined policies in this area. The FSB (2020) called for research to inform targets and evaluate and develop business support specifically for, in this case, migrant entrepreneurs.
- The current NI Inclusive Growth strategy makes clear that an "inclusive growth agenda must be inclusive of everyone in society, something that is a key focus of the Racial Equality Strategy for Northern Ireland 2014-2024. The six aims of the report are designed to reduce inequality among different racial groups and ethnic minorities, in order to provide everyone in Northern Ireland with equal opportunities. The strategy aims to enhance participation and social cohesion among society in Northern Ireland in order to help the country collectively achieve its aims." This would itself seem to indicate that a focus on migrant and ethnic minority entrepreneurship should be a policy priority, albeit challenging at present given the absence of data and relevant research.





- As the OECD noted in 2020 there are key developments needed to support, in this case, migrant entrepreneurship, such as policy and regulatory reform, skills and training for migrant entrepreneurs and greater coordination of networks and groups to deliver meaningful impact which require a variety of stakeholders to engage, (ACH, 2022). Specifically, Higher Education Institutions (HEIs) have a central role to play due to the need for training support along with policy makers to provide consistent interventions support and (European Commission, 2010; Hyde, 2021; Legrain and Fitzgerald, 2021).

- There is a need to develop support and understanding of Ethnic Minority and Migrant Entrepreneurship in NI, something also called for by Belfast City Council in 2022 – "Support the inclusion of minority entrepreneurs in the local business community".

Entrepreneurs Perspectives

Two consultation workshops facilitated by EMEEN and UUBS took place in Belfast and Derry-Londonderry, hosted in July August 2023. The purpose of these workshops was to solicit the views, informed by their lived experience, of ethnic minority and migrant entrepreneurs based in Northern Ireland. A number of key themes emerged. These focused on existing support, desire by ethnic minorities to belong in NI along with acknowledgement of support and challenges with current enterprise support for ethnic minorities and a largely undifferentiated business support network.

A positive view of the work of EMEEN

66

I think EMEEN
can be the
organisation which
can assist
entrepreneurs like
me in the future.



66

EMEEN is a crucial organisation to pave a path for many ethnic minority entrepreneurs to flourish in NI.

"

There is huge work to be done to help ethnic minorities to integrate into the business eco system in NI. I think EMEEN will play an important role in in making this happen.



My business is aimed at creating employment here at the heart of Northern Ireland by setting up manufacturing plants and research labs completely contributing to STEM.

Northern Ireland is a huge part of my life and I have lived and grown to love the native people of this beautiful island. This is why it matters to me.

A desire to integrate and make a positive contribution to



66

Why does it matter to me? It's the only way to perpetuate growth and sustainability.

66

I think ethic minorities in NI could contribute so much more to international trade and relations.

66

I deeply care about the Northern Ireland economic development; this is my home and my country.

A generally positive view of enterprise support but noting limitations for both migrants and ethnic minorities

"I have received the best support I could by the entrepreneurship and business support community, but I don't think it is the same experience by other ethnic minority entrepreneurs from different industries."

"It is frustrating to see that there are very few representatives within the business sector who see the opportunity with ethnic minority entrepreneurs."

"I think there is a responsibility on ethnic minority entrepreneurs or professionals who want to open a business to put themselves out there because there is lot of people who want to help."

"Support available in Northern Ireland is better than in London in some aspects, likely due to the smaller scale here currently. However, London's system points to the need for sustainable, evolving support".

"Institutional changes to arts funding have opened up some opportunities in the last 1-2 years. So has same for the STEM sectors".

"There is limited awareness and access to information about available grants, funding opportunities, and support programs for ethnic minority entrepreneurs. The application processes lack clear guidelines"





A lack of diversity in the business support network



"There are avenues to great mentors but there are underlying differences and maybe bias - cultural, social, 'language'- which makes it hard to relate and gain traction. This could also be tied to the lack of representation at higher levels which results in a lack of 'sponsors' at the decision tables and therefore impede progression of ethnic minority start-ups".

"Ethnic minorities tend to create their own smaller communities which limits integration with the larger ethnic minority group and local Northern Ireland community. It would also be challenging to have a single solution as the needs of these ethnic minority groups are varied, proposing pathways would be a better approach. As such, there is a need for an exclusive organisation or body like EMEEN that addresses this sensitively and generates solutions."

"Ethnic minorities need very specific and nuanced mentorship. Mentors did not have the expertise to offer answers due to lack of information, limited understanding of the context."

"The existing systems, policies, mentorship and advisory boards lack diversity and representation. This leads to lack of a expertise to offer tailored solutions. Language and cultural barriers negatively impact communication and understanding between stakeholders. Progress requires changing mindsets and breaking down biases in the system. Patience and persistence is needed".

Why this is important

- With an expanding ethnic minority and migrant population, the need to nurture and grow this relatively untapped pool for entrepreneurship has never been greater. Ethnic minorities and migrants present significant economic potential.
- Migrant entrepreneurship is potentially a central tool in enabling not only increased economic contribution but also greater social integration into NI.
- Migrant entrepreneurship forms part of the overall agenda for inclusive entrepreneurship set out in the Europe 2020 Strategy, (European Commission, 2010). Across Europe inclusive growth delivers numerous key benefits namely economic, job creation and to counteract social and financial exclusion, (ACH, 2022).
- EMBs and migrant entrepreneurs have significant potential in this area. Importantly, they deliver both economic integration and social impact (FSB, 2020). For example, Legrain and Fitzgerald (2021), for MSDUK, suggest that the top 100 minority businesses in the UK deliver £18.5 billion in foreign sales alone.
- The impact is delivered both to local communities and national economies. Indeed, migrant entrepreneurs and EMBs are important contributors to the levelling up agenda and achieving inclusive growth across the UK and the regions (CRÈME, 2022).

Way Forward

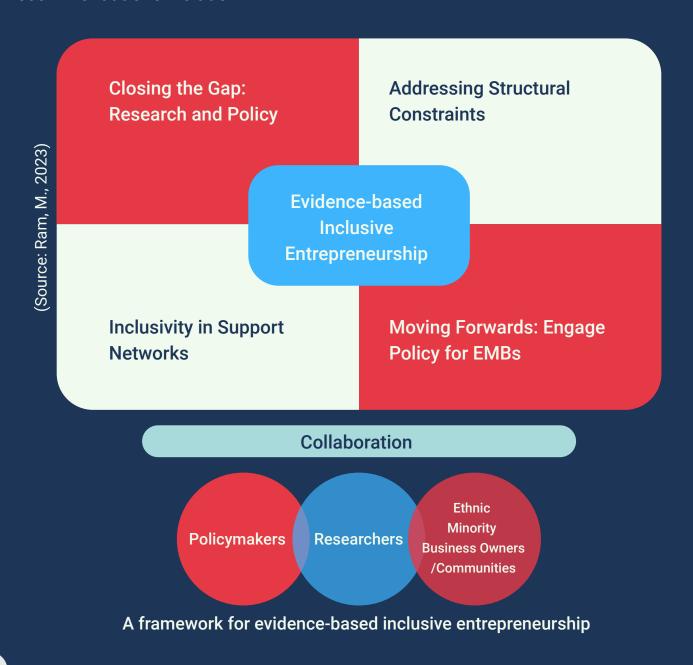
There are typically two key aims of entrepreneurship policies that target groups that are under-represented in, or face greater barriers to, business creation:

- To increase awareness of the potential benefits of entrepreneurial activity among under-represented groups along with building motivations to pursue it.
- To address market failures, institutional failures and behavioural failures that disproportionately affect people in under-represented and disadvantaged groups.

The absence of a specific strategy for migrant and ethnic minority entrepreneurship

in Northern Ireland indicates the need for a consensus to be built that will inform the creation and delivery of policies. Our findings suggest the need to develop an evidence-based approach that draws together knowledge held in the Northern Ireland Executive, public bodies and key stakeholders to seek common understanding of how best to optimise economic contribution through ethnic minority and migrant entrepreneurship. This will require clarity on the outcomes that will be aimed for, and development of metrics to monitor, these outcomes. Policy interventions must be monitored and evaluated to understand how they are making an impact on the outcomes.

In a UK context our findings align with conclusions drawn by Professor Monder Ram OBE, Director of the Centre for Research in Ethnic Minority Entrepreneurship (CREME). In his June 2023 paper 'Unlocking Potential: Rethinking Ethnic Minority Entrepreneurship Policies and Perspectives' his policy and practice recommendations include:



Closing the Gap: Research and Policy: Policymakers need evidence-based approaches that account for the diverse experiences of ethnic minority entrepreneurs. Greater collaboration and communication between researchers and policymakers can promote research and meaningful impact.

Addressing Structural Constraints: Through pursuing structural polices to enhance market opportunities, facilitating access to finance, and fostering connections with established businesses can create an enabling environment. The paper stresses the need to recognise that these businesses operate in a wide range of sectors, from retailing to more advanced industries, and tailored support should be provided accordingly.

Inclusivity in Support Networks: Policy initiatives should focus on integrating ethnic minority and migrant businesses into support networks to promote greater access to the resources and opportunities available. The paper recommends fostering relationships with larger companies and developing partnerships to promote market opportunities for EMBs. Finally, inclusivity in policy design and implementation is key to ensuring a fair and supportive environment for all ethnic minority businesses. As with our own consideration of the importance of intersectionality, policy and practice must reflect the diverse needs and aspirations within the migrant and ethnic minority business community.

Moving Forwards: Engaged Policy Taking this forward effectively will require a coming together of key stakeholders in a collaborative effort to develop integrated, inclusive approaches to policy and co-created service delivery.

Recommendations

- A roundtable is needed to explore the issues impacting ethnic minorities and migrant entrepreneurship in NI to include key stakeholders namely entrepreneurs, researchers, government bodies, non-government bodies, policy-makers, business organisations and best practice examples. Discussions will need to be interactive, evidence-based and action oriented with the participation of relevant stakeholders. Participants might be encouraged to commit pledges towards the implementation of policies and practices that are inclusive to ethnic minorities and to migrants. This will represent a key step in better understanding ethnic minority and migrant entrepreneurship in NI. A similar approach to that undertaken by Hyde (2021), in England, is proposed.

- A study to explore the barriers and drivers for EMBs and migrant entrepreneurship in NI, and the wider island of Ireland, is needed. Indeed, the Federation for Small Businesses (FSB) have called for such a study to be undertaken regularly to better understand migrant entrepreneurship especially at a regional level, (CRÈME, 2022). Without up-to-date and detailed data it is difficult to shape policy to achieve outcomes.
- Utilising research and intelligence, a Northern Ireland specific policy for both migrant and ethnic minority entrepreneurship needs to be developed. This should include development of a model of support to positively impact ethnic minorities and migrant entrepreneurship going forward. This will involve ethnic minority and migrant entrepreneurs, policy makers, the social sector and HEI providers with the ultimate aim of creating a more inclusive business community.

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"EMEEN's Collaboration with Ulster University Business School has been to maximise the economic capacity of every Ethnic Minority professional living in this country. I want to thank Steve Pollard, Dr Laura Bradley & Dr Halla for developing the first ever positioning report on Ethnic Minority and Migrant Entrepreneurship. This is truly a historic document moving forward."

Appendix 1: Defining Migrant and Ethnic Minority Entrepreneurship

Ethnic Minorities are defined by the Office of the High Commissioner United Nations Human Rights as follows: "An ethnic, religious or linguistic minority is any group of persons which constitutes less than half of the population in the entire territory of a State whose members share common characteristics of culture, religion or language, or a combination of any of these. A person can freely belong to an ethnic, religious or linguistic minority without any requirement of citizenship, residence, official recognition or any other status" (OHCHR, 2023).

Ethnic Minority Businesses (EMBs) are defined as "businesses that are either wholly or at least 50 per cent owned by people of ethnic minority origin", (Council of Europe, 2006).

Migrant Entrepreneurs (ME) are defined, for the purposes of this report, as businesses which are founded, or co-founded, by individuals who identify themselves as non-UK/non-Northern Ireland nationals. This includes traditional commercial businesses such as limited companies and sole traders and social enterprises with a profit for good focus (Centre for Entrepreneurship, 2015).

Migrant Entrepreneurship is defined as "business activities undertaken by migrants with a specific socio-cultural and ethnic background or migrant origin" (Sahin, Nijkamp and Baycan, 2006).

For further clarity, drawing on Office for National Statistics (ONS) definitions:

- An international migrant is a person who moves from one country to another.
- A long-term immigrant is defined as someone who intends to stay in the country for at least 12 months.
- Ethnicity is not collected for the purpose of measuring international migration.
- Analysis on second generation migrants in the 2021 census analysis plans is the first time that ONS will be doing research on second generation migrants. This analysis will focus on UK-born children living in England and Wales, whose parents were born outside of the UK. We are not aware of a similar exercise being planned for Northern Ireland.
- As set out in the Government Statistical Service (GSS) Ethnicity Harmonised Standard, ethnicity is defined as the ethnic group that the person completing the Census feels they belong to. It could be based on their culture, family background, identity or physical appearance.
- Whilst the Office for National Statistics collects and provides data on both ethnic group and migration as two distinct measures, they also acknowledge that ethnic group is subjectively meaningful to an individual (ONS, 2022).

It is important to recognise that these groups are not necessarily distinct from each other with intersectionality, for example, gender adding additional complexities.



Summary

Ethnic Minority and Migrant Entrepreneurs Position Paper 2023 Northern Ireland

Steve Pollard - Dr. Laura Bradley

Steve Lazars - Dr. Halla Kiyan Iqbal

24th August 2023







Key Findings

The promotion of entrepreneurship in Northern Ireland is a key economic driver whilst also contributing to social inclusion. Northern Ireland has experienced significant growth in both ethnic minority and migrant populations. There is a trend for continued growth in population.

Strong indications suggest that both migrant and ethnic minority entrepreneurship represent a significant economic opportunity and, importantly, an opportunity to promote increased social integration. There appears, however, from our initial investigation, to be a lack of clear policy direction to support both ethnic minority and migrant entrepreneurship. There are significant data gaps and a lack of consistent regional data and understanding in this area.

With an expanding ethnic minority and migrant population, the need to nurture and grow this relatively untapped pool for entrepreneurship has never been greater. Indeed, the absence of a specific strategy for migrant and ethnic minority entrepreneurship in Northern Ireland indicates the need for a consensus to be built that will inform the creation and delivery of policies.

Proposed Way Forward

There are typically two key aims of entrepreneurship policies that target groups that are under-represented in, or face greater barriers to, business creation:

- To increase awareness of the potential benefits of entrepreneurial activity among under-represented groups along with building motivations to pursue it.
 - To address market failures, institutional failures and behavioural failures that disproportionately affect people in under-represented and disadvantaged groups.

Our findings suggest the need to develop an evidence-based approach that draws together knowledge held in the Northern Ireland Executive, public bodies and other key stakeholders to seek common understanding of how best to optimise ethnic minorities and migrant

entrepreneurship to deliver economic and social benefits. This might be structured through the following key themes, identified by Ram (2023):

- Closing the Gap: Research and Policy
- Addressing Structural Constraints
- Inclusivity in Support Networks
- Moving Forwards: Engaged Policy

Proposed Next Steps

- A roundtable is needed to explore the issues impacting ethnic minority and migrant entrepreneurship in NI to include key stakeholders such as entrepreneurs, researchers, government bodies, non-government bodies, policy-makers, business organisations and best practice examples. This can deliver evidence-based and action-oriented outputs.
- A study to explore the barriers and drivers for EMBs and migrant entrepreneurship in NI, and the wider island of Ireland, is needed. Indeed, the Federation for Small Businesses (FSB) have called for such a study to be undertaken regularly to better understand migrant entrepreneurship especially at a regional level, (CRÈME, 2022). Without up-to-date and detailed data it is difficult to shape policy to achieve outcomes.
- · Utilising research and intelligence, a Northern Ireland specific policy for both



"EMEEN's Collaboration with Ulster University Business School has been to maximise the economic capacity of every Ethnic Minority professionals living in this country. I want to thank Steve Pollard, Dr. Laura Bradley & Dr. Halla for developing the first ever positioning report on Ethnic Minority and Migrant Entrepreneurship. This is truly a historic document moving forward."

Steve Lazars - EMEEN Founder & Director

migrant and ethnic minority entrepreneurship needs to be developed. This should include development of a model of support to positively impact ethnic minority and migrant entrepreneurship going forward. This will involve ethnic minorities and migrant entrepreneurs, policy makers, the social sector and HEI providers with the ultimate aim of creating a more inclusive business community.

Call to Action

- The absence of a specific strategy for migrant and ethnic minority entrepreneurship in Northern Ireland indicates the need for a consensus to be built that will inform the creation and delivery of policies.
- We want to work with you through collective, structured engagement, to develop a better understanding of ethnic minority and migrant entrepreneurship in NI.
- A Northern Ireland specific policy for both migrant and ethnic minority entrepreneurship needs to be developed. This should include development of a model of support to positively impact ethnic minority and migrant entrepreneurship.
- We want to encourage you to commit pledges towards the implementation of policies and practices that are more inclusive to ethnic minorities and to migrants.