



Ethnic Minorities in the Labour Market

PROJECT MANAGEMENT PLAN

Ethnic Minorities in the Labour Market Project

Project Management Plan

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1. INTRODUCTION

- 1.1 The purpose of this document is to gain approval for the project management approach for the PIU Ethnic Minorities in the Labour Market (EMLM) Project from the PIU Senior Management Team, Sponsor Minister and Advisory Group. Once approved, this document will be posted on the PIU and project websites.
- 1.2 The document presents the following issues:
- purpose and rationale of the PIU EMLM project;
 - initial assessment of key issues;
 - aims and objectives;
 - policy links and context;
 - methods and analytical framework;
 - project management arrangements;
 - project plan.

2. PROJECT PURPOSE AND RATIONALE

Definition of the problem

- 2.1 The current position and prospects of ethnic minorities in the labour market raises a number of concerns.
- Ethnic minority groups in Britain such as black Caribbeans, Pakistanis and Bangladeshis, have been shown to be heavily disadvantaged in the labour market.
 - Data shows that there is also a diversity of experience both within and between ethnic minority groups, the causes of which are complex and cross-cutting.
 - There are also clear gender differences in educational and labour market outcomes within ethnic minority groups.
 - Policies may not be joined together in a coherent Whitehall strategy on equality issues or in relation to mainstream policy levers that can affect the labour market achievements of ethnic minorities.
 - Policies aimed at overcoming ethnic minority disadvantages are not consistently assessed for their impact. There is little evidence of assessment of the kinds of policies that have worked and why.
 - The most important challenge that arises from this problem is that ethnic minorities are characterised by reasonably distinctive demographic, occupational, sectoral and settlement patterns. The development of a coherent strategy will need to address these distinctions.

3. INITIAL ASSESSMENT OF KEY ISSUES

Concerns to be addressed

- 3.1 The main focus of the project will be on Black and Asian ethnic minority groups. The project will focus directly on the position of Black and Asian minority groups in the labour market and their educational qualifications.
- 3.2 Where possible, the project will make reference to an obvious “white” comparator of social and employment disadvantage, namely the Irish-born or descended population. This can be affected through certain employment data sets though not all. It is important to find out how far barriers to achievement and discrimination are found among non-visible ethnic minorities as well.
- 3.3 The proportion of ethnic minorities in the population of Great Britain has risen from under 1% in 1950 to 7.1% in 2000. Ethnic minority and mixed origin groups are projected to account for more than half of the growth in the working age population over the next ten years. However:
 - It is well documented that ethnic minority groups in Britain such as Black Caribbeans, Pakistanis and Bangladeshis are disadvantaged in the labour market. Evidence illustrates that they have inferior chances of reaching professional and managerial grades, and that they have a higher unemployment risk than their White counterparts.
 - There is also an increasing trend towards diversity of experience both *within* and *between* ethnic minority groups. For example, Indian and Chinese groups are doing better than the groups mentioned above. However, there is no clear, shared understanding of the reasons for this trend or indeed of its policy implications.
 - An especially worrying pattern is the relative under performance of highly qualified groups in the labour market. For instance, graduates of Black African origin continue to experience high levels of unemployment, far in excess of that found among similarly qualified whites.
 - A growing body of evidence appears to point to a potentially serious problem over employment progression. There is evidence across a range of sectors although responses have often been muted. There are several important implications here for under utilisation of labour resources, ineffectual training and progression policies, and rising disenchantment with employers.

4. AIMS AND OBJECTIVES

- 4.1 The aim of the project is to increase the participation and achievement of ethnic minorities in the labour market. This raises four core objectives, set out below:

- A better and shared understanding of what the current differentials are between and within ethnic groups and what causes these differentials - drawing together existing research.
- An assessment of the effectiveness of different approaches for increasing the achievement of ethnic groups – examining the impact of existing action by Government, public, private and voluntary sectors.
- Clear policy recommendations for building on existing work and adopting new approaches to address the causes of the differentials in labour market achievement.
- To help develop a fresh intellectual and policy approach to the issue of ethnic minority differential performance in the labour market.

4.2 To achieve these objectives the project will need to examine a range of issues including:

- The structural, institutional, cultural and individual factors that contribute to achievement in the labour market e.g. qualifications, geographical location and social mobility. These may have implications for disadvantaged members of the population generally, whether from ethnic minorities or other groups.
- The role of employers in shaping labour market achievement.
- The impact of existing public services – in particular education (this will be examined both in terms of participation and achievement in education as well as how skills match with local job opportunities).
- The role of private services e.g. banks and financial institutions.
- The impact of discrimination.
- The effect of economic conditions and working patterns, including self-employment and business formation.
- Regeneration in urban areas.
- The role of demand and supply side factors in the labour market in affecting the experiences of different ethnic minorities.
- The role that policy mainstreaming can play in improving the labour market achievements of ethnic minorities in Britain.

Main questions arising

4.3 Three main areas of questions and dilemmas can be identified stemming from the range of issues identified above:

- (i) *On the basis of existing patterns and evidence, to what degree is it possible to map trajectories for likely patterns of UK labour market experiences by ethnic minorities in the next 20 years?*

Relevant aspects of these labour market experiences include earnings, unemployment, progression, training and access to training, workforce development, entry into senior management and professional roles.

The existing literature allows us to isolate a number of contrasting answers to this question including:

- No “catching up”, whereby a simple extrapolation of past trends and patterns points to a widening of differences for most ethnic minority groups compared with whites.
- Convergence with regard to some particular dimensions. The convergence dimensions may be *for some ethnic groups* only (say, Indians and Chinese only catching up with whites) or these may be *for some dimensions of inequality* only (income rather than unemployment).
- Separation and segmentation, whereby a series of drivers open up and impact on ethnic minorities in a way that differs sharply from traditional liberal assumptions about integration (i.e. labour market ethnic niches, “negative” neighbourhood effects, group identity and reformulation of identity, and so on).
- New, less familiar, patterns for new immigrant cohorts. The results of globalisation, regional integration and similar drivers may serve to alter the human capital “quality” of the groups in question. Additionally, government policy towards immigration may also serve to have a similar effect.

- (ii) *Has there been a systematic review – or way of reviewing – the policy impacts of earlier and existing policy in order to draw together shared lessons and common perspectives for the future?*

The project will, therefore, look at the following:

- The degree to which individual department strategy fits together into a comprehensive Whitehall strategy.
- The relative importance of social justice and economic efficiency driven arguments in driving forward policies aimed at raising ethnic minority labour market achievements.
- The cost effectiveness of different types of policy instruments. It will be useful to look at international evidence here.

- The role and effectiveness of lead responsibility departments in racial equality and community relations and social cohesion.
 - The ability to understand – and influence – through policy a number of cross-cutting influences on labour market experiences and outcomes.
- (iii) *What would be a coherent strategy for achieving the previously identified objectives and for identifying the practical steps needed to move to such a vision?*

To arrive at such a vision it will be necessary to:

- Review the existing UK, EU and international political and economic context within which more effective and refined labour market and social inclusion policies need to be developed.
- Analyse in detail current and future demand and supply factors and policy levers affecting ethnic minority labour market achievements.
- Consider the impact of institutional processes in shaping the recruitment and retention outlook and behaviour of major public and private sector employers.
- Identify areas for possible early gains in improving relevant labour market achievements as well as the capacity to replicate and borrow otherwise isolated examples of good practice.

5. POLICY LINKS AND CONTEXT

Rationale for government intervention

- 5.1 The project will begin by examining the case for and against government intervention to address the problems identified previously. Elements of this will be concerned with assessing evidence for market failures and/or imperfections. Additionally, arguments can be developed on economic efficiency and productivity grounds.

Policy instruments

- 5.2 Partly depending on the outcome of the above, the project will further explore the range of possible policy instruments available to government. These may include new and/or extended forms of regulation, offering financial incentives, promoting better information exchange, harnessing existing or foreseeable market forces, exhortation, and so on.

Current policy objectives

5.3 Current policy objectives include:

- Promoting and delivering racial equality in public services including employment.
- Tackling the causes of educational under achievement among certain groups of ethnic minorities.
- Raising the qualifications and skills levels of unemployed members of the labour force including efforts concentrating on high level of ethnic minority unemployment.
- Promoting workplace diversity.
- Extending involvement of ethnic minorities in physical and non-physical urban regeneration, typically through community organisations.
- Encouraging greater scrutiny and social audit of employment practices across different sectors.
- Stimulating public and private organisations to provide opportunity and achievement ladders for under-represented groups such as ethnic minorities in senior employment positions.

Recent developments in the policy context

5.4 A number of important changes have come on stream in the past few years that have a bearing on the scope of the project:

- The Human Rights Act 1998 provides for the enforcement in UK courts and tribunals of rights secured by the European Convention on Human Rights. Article 14 of the ECHR prohibits discrimination on several grounds not already covered by UK law including language, religion, and “association with a national minority”.
- The Treaty of Amsterdam 1998 inserts a new Article 13 in the EC Treaty, empowering the Council to “take appropriate action” to combat discrimination based on various grounds including racial or ethnic origin.
- The publication of the Macpherson Report 1999 (Cmnd 4262-I) based on the Stephen Lawrence Inquiry. Highlights the need to tackle institutional racism, providing a definition that has origins in the 3^d Race Relations Act, 1976.
- The Race Relations (Amendment) Act 2000 extends the Race Relations Act 1976 to public functions, which were not previously covered such as law enforcement. The Act places all public authorities under a general statutory duty to promote race equality.

- The publication of the Hepple Report 2000. Sets out a new framework for law on equality aiming to be non-adversarial, less bureaucratic and more effective in enforcement.

5.5 Links with other work – in the UK

Relevant work in the UK includes:

- The European Commission has a directive on implementing the principle of equal treatment.
- Much of the work being done in the **Home Office** centres on the mainstreaming agenda: making race equality a core issue in the development of policies and the delivery of public services.
- **HMT** – Although no specific policies are in place at the moment to encourage ethnic minority opportunity and achievement in the labour market, HMT is currently analysing the potential overlaps between ethnic minorities, the geography of the workless and people with low skills, prior to SR2002.
- **DfES** have a number of initiatives in place to cover both education and employment. For example, promoting achievement of ethnic minority pupils and a policy for increasing recruitment of minority ethnic teachers.
- There are a range of initiatives within **DWP** aimed at increasing overall employment opportunities including New Deal, Employment Zones, Action Teams, and activities to encourage work place diversity. The department also has an explicit PSA target to reduce the unemployment rate among disadvantaged groups, including ethnic minorities, and to reduce the difference between their rates and the overall rate, by 2004. The department is also presently seeking approval for a new £15 million outreach service for jobless people from ethnic minorities.
- In **DTLR** there is the Housing Investment Programme which requires authorities to take account of the needs and aspirations of ethnic minority people and communities in their areas when drawing up their housing strategies.
- Following departmental changes made over the summer, **DTI** now has a number of additional responsibilities - which were previously the function of DfEE - in the field of ethnic minorities and the labour market. As well as being responsible for employment relations, DTI is now working on implementing Article 13 which seeks to outlaw discrimination in the workplace on the grounds of religion, age and sexual orientation. In addition, DTI is now working with employers to promote good practice on equality matters.

- Devolved Government - As employment and race relations are largely reserved functions, neither the Scottish Executive nor the Welsh Assembly have the 'formal' competency to develop separate strategies for policies concerned with ethnic minorities and the labour market. Nevertheless, the **Scottish Executive** are working on examining access to health services by ethnic minorities; workshops with ethnic minority networks to examine ethnic issues; commissioning work to audit existing ethnic minority research; approaches to consulting ethnic minorities. The **Welsh Assembly** is currently developing a strategic approach to identifying and meeting ethnic minority housing needs as part of its wider National Housing Strategy.

5.6 Links with other work – overseas

Relevant overseas experience is considerable and includes:

- The considerable impact in the USA of reduced unemployment differentials between African-Americans and their white counterparts in recent years.
- The causes, effects and implications of growing white-collar employment rates among African-Americans. The rise in this pattern of employment has been accompanied by important trends in education and residency and these must be examined together. Additionally, educational and employment opportunities for segments of this and other ethnic minority groups have worsened, thereby exacerbating tensions within and across ethnic groups in the US.
- Canadian experience has suggested a marked closing down of unemployment and earnings differentials among second generation offspring, with policy intervention limited to accelerating and fine-tuning this trend.
- Evidence from France and elsewhere in continental Europe points to enduring high levels of long-term unemployment among second and third generation citizens of North African descent.
- An evaluative, evidence-based debate exists in the US – and elsewhere – on the rationale and impacts of racial/ethnic group preferences in employment, education and other linked sectors.
- Dutch experience of incorporating ethnic minorities into group-based processes of policy consultation and co-development have been important in supporting both the capacity of groups in the labour market and the capacity and nature of policy responses.
- The work of specialists in the US (UCLA and elsewhere) in mapping and understanding the nature and trajectories of ethnic minority owned and/or controlled businesses will be important in informing British policy understanding and priorities.

- 5.7 The project team has already made a series of requests to relevant overseas embassies and consulates to supply information on the core elements of the project and their cross-national insights. An encouraging response has been achieved and the project team are in the process of developing a more formal strategy for harnessing cross-national, comparative evidence and conclusions.
- 5.8 Additional information can be found at **Annex A** – project management organogram, main work streams and tasks.

6. METHODS AND ANALYTICAL FRAMEWORK

- 6.1 The project will rely on a broad range of methods to gather and interpret the relevant evidence base in relation to the labour market achievements of ethnic minorities. Planning and execution of these are now well advanced and include the following:
- A commissioned research package that comprises several elements. These range from broad data analysis, comparative policy experiences, examination of specific policy interventions, detailed private sector case studies, and evidence and explanation of labour market progression difficulties. Details are supplied in **Annex G**.
 - The bulk of the commissioned research paper will be accompanied by focused teach-in sessions for the project team led by the relevant lead researcher/author.
 - Further, supplementary briefings and consultations with key experts including, if appropriate, further formal and informal discussions involving members of the academic panel.
 - A seminar and workshop programme covering a variety of issues and themes within the project scope. These include some part-structured workshop formats in which the project team will be bringing together new and less familiar participants and perspectives. Additionally, the programme includes more formally organised half-day seminars featuring a cross-section of relevant research findings, experiences in different sectors of the labour market, examination of topical issues and controversies surrounding the project, and understanding of programmes and interventions that deliver desired impacts on the ground. Further details are set in **Annex I**. Several seminars and workshops are planned to take place in conjunction with both Whitehall Stakeholders and others.
 - Focus groups have been commissioned to allow the project team to examine the nature of the policy problem from a number of angles and perspectives. The focus group package includes a diverse set of participants and themes. It is also designed to gather both unstructured insights on labour market experiences as well as more structured feedback

on the policy implications thrown up by the research analysis phase of the project. A note describing the package is found in **Annex J**.

- The project team has planned site visits for two basic purposes. First, in order to gauge a range of experiences and perspectives on the ground and in a way that cannot be easily delivered through desk-based research or some of the other methods described above. Second, these visits will encompass a number of regions/national variations to enable some degree of intra-UK comparison.
- The project will also make use of some scenario analysis in order to gauge whether the patterns and related problems that exist currently are likely to persist into the future.

6.2 In addition to the above, the project will engage a wide range of relevant stakeholders. This is in part to achieve greater refinement of understanding of the core problem or problems. In addition, selected stakeholders have been identified with whom the project can create opportunities for collaboration. Finally, key stakeholders – within Whitehall and beyond – have been engaged by the project team specifically on future questions arising from the project's emerging conclusions and policy implications. A list of stakeholders consulted to date is found in **Annex D**.

7. PROJECT MANAGEMENT ARRANGEMENTS

Project organisation

- 7.1 The PIU will be responsible for the overall management of the project and for delivering a report to the Prime Minister by summer 2002. Any policy decisions will ultimately be determined collectively by Ministers.
- 7.2 The PIU team have now been recruited to undertake this project, a list of the team members can be found at **Annex C**. The team are already working closely with a wide range of stakeholders including both the public and private sectors. A list of the stakeholders can be found at **Annex D**.
- 7.3 The project will be overseen by an Advisory Group chaired by Barbara Roche MP, Minister for State at the Cabinet Office. The Advisory Group membership is attached at **Annex E**.
- 7.4 The first meeting will take place on Thursday 25th October 2001. The meeting will cover:
- The Project Management Plan (this document).
 - A presentation on certainties, uncertainties and related questions. (This is based mainly on the project's internal risk assessment paper.)

- A presentation on the progress report, examining work two months into the project.
- 7.5 Further meetings of the Advisory Group will be scheduled to coincide with important project milestones, for instance meetings in:
- mid December - to consider emerging findings and the draft analysis paper;
 - late February - to look at emerging conclusions, implementation strategy and outline report;
 - late April - to discuss the draft report and communications strategy.
- 7.6 As well as the Advisory Group, the project will also be assisted by an Academic Panel – see **Annex F**. Meetings with academics and other experts will be arranged as a means of gathering suggestions for appropriate approaches and of testing conclusions. In addition, the Panel will be called on to peer review commissioned research pieces and to provide input on questions of data reliability.
- 7.7 An overall description of the organisation of the project, including its management and lines of communication and accountability, is provided in **Annex A**.

8. PROJECT PLAN

Project phasing

- 8.1 The project setting up phase is now complete. The project is divided into 5 stages. Details of the stages up to submission of the final report are given below. Details of the final two stages can only be determined once the status of the final report has been decided.

Stage	Dates
Initial/Setting Up Phase	July – September
Research and Analysis	September – December
Policy Development & Development of Final Report	January – April
Publication and Launch	To be determined
Implementation and evaluation	To be determined

- 8.2 The Initial Phase will cover:
- induction day for project team;
 - initial project management plan/work programme;
 - Advisory Group membership agreed;
 - Academic Panel membership agreed;
 - objectives and feedback arrangements agreed with all project team members;

- early meeting with Sponsor Minister, Head of No 10 Policy Directorate, lead Policy Directorate member, PM's Principal Private Secretary and PIU project team to set political expectations; and
- Minister and team to brief key stakeholders, including Scottish and Welsh Executives.

8.3 The Research and Analysis Phase will cover:

- information gathering, analysis and discussion with key stakeholders (including workshops);
- overseas visits relevant to developing a comparative evidence base;
- publication of an initial list of 'questions' for further consideration;
- a meeting of the Advisory Group;
- formulation of a draft analysis paper;
- draft progress report sent to Advisory Group and PIU Steering Board; and
- further work undertaken in light of comments received.

8.4 The Policy Development and Development of Final Report Phase will cover:

- testing of emerging conclusions with a range of key stakeholders;
- focused and structured feedback of analysis and discussion with stakeholders;
- overseas visit relevant to policy development and recommendations;
- further work in light of comments received;

followed by

- presentation to No.10 Policy Directorate;
- presentation to the Cabinet Secretary;
- consultation with key relevant Ministers as required;
- consultation and collaboration with key relevant officials as required;
- formulation of draft report;
- circulation of draft report to the Advisory Group, other relevant departmental officials, and the PIU Steering Board;
- Final Report submitted to the PM including the Sponsoring Minister's covering note;

followed by

- circulation of report by No.10 to Ministers with an interest in the policy area, setting out initial views from the PM;
- revision of text by project team in line with comments and resolve outstanding points of disagreement;
- circulation by No.10 of final text for information, together with a note outlining proposed publication and handling arrangements.

8.5 The Publication and Launch Phase will cover a range of activities that result from the agreement of the final text in the previous phase. These are to be determined in detail though it is envisaged that they will take place during May-June 2002.

Management of project risk

- 8.6 The project risk have been discussed and evaluated during three dedicated risk planning sessions by the project team. A series of key risk, at various levels, have been identified, and countermeasures and contingencies (where appropriate) have been agreed. Elements of this risk management strategy form the basis of the Certainties/Uncertainties paper to be considered at the first meeting of the Advisory Group.
- 8.7 The next stage will be to allocate ownership of each key risk within the project team. This will enable the project to monitor developments, manage countermeasures, activate contingencies as required, and escalate the issue to the team leader if necessary. A note on changing project risks will be presented for discussion to the Advisory Group at the end of each phase.

Main workstreams

- 8.8 The workstreams identified in the PMP are provisional and may be modified as the project develops. A timelines summarising the key milestones in each of the project phases is set out in **Annex B**. Each of the workstreams will have a developing series of outputs, leading to the incorporation of the material in the first draft of the report. The findings and policy conclusions that are contained in these outputs will be tested with key stakeholders – and a wider audience – through seminars and workshops and, where appropriate, by placing these on the website.
- 8.8 In many cases the outputs will be written by members of the project team, sometimes drawing on materials provided by Whitehall departments and others. Given the strong cross-sectoral nature of the project, it is important that each output is developed as far as possible in concert with others.
- 8.9 The first and critical output will be an analysis paper to establish key facts, issues, causal links and policy priorities. This output will subsume a number of lower order elements of the project plan such as detailed proposals for site visits, cross-national examples, additional workshops and seminars needed, further follow-up research and/or consultancy work, and so on.
- 8.10 The project timeline – **Annex B** – reflects all known outputs. Any proposals for further related outputs will be developed as the workstreams are advanced.

9. PRESENTATION AND COMMUNICATIONS

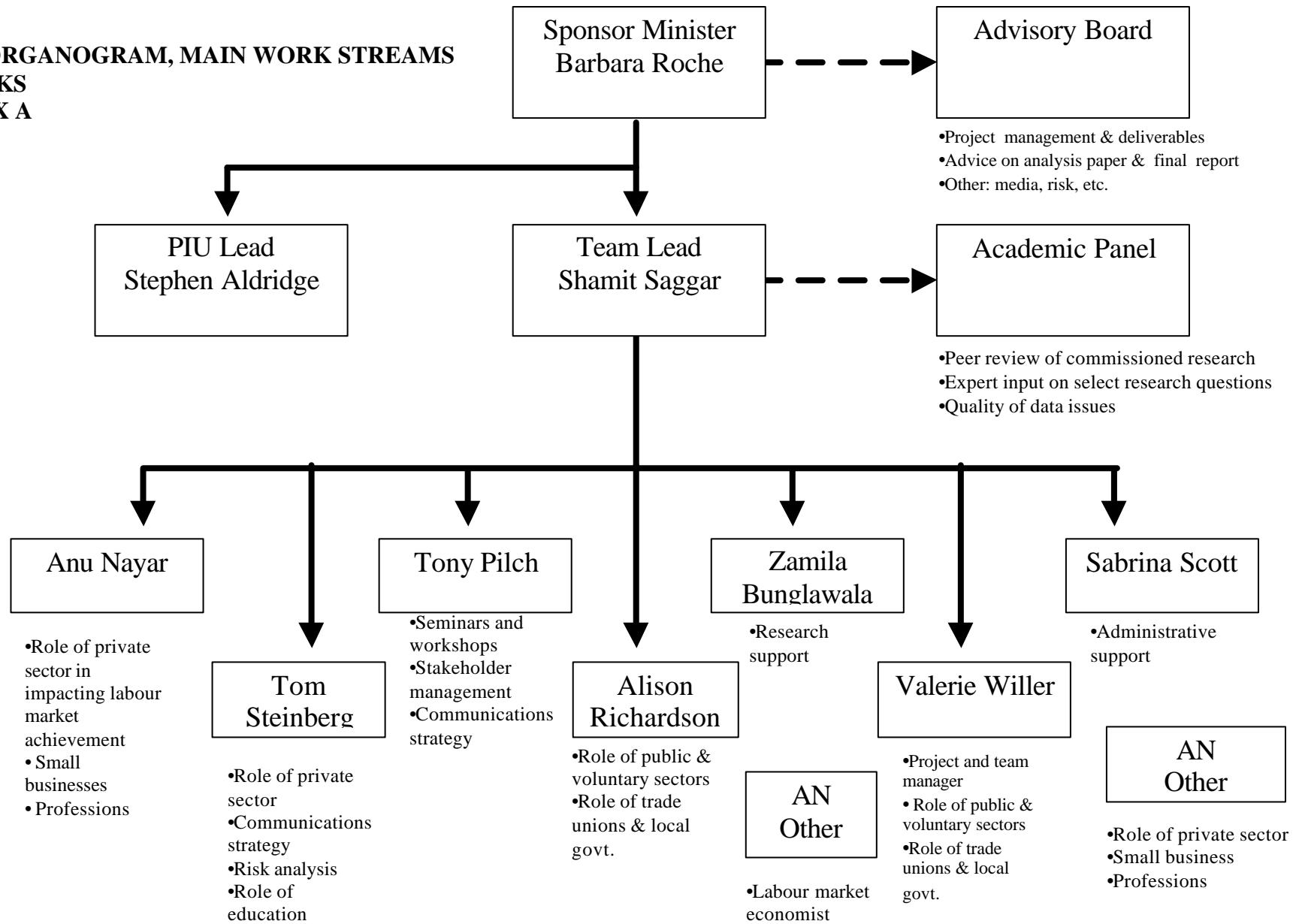
- 9.1 Media communications will be handled jointly by the PIU Communications Team and the Cabinet Office Press Office. The project team in conjunction with the Cabinet Office Press Office drew up an initial communications strategy paper. It is proposed that this strategy paper will be revisited by the project team at the start of the second phase of the project and that this is shared with the Advisory Group.

- 9.2 The project team has drawn up a formal web strategy paper. It is proposed that this website is used for regular publication of a variety of papers to enable journalists and external stakeholders keep abreast of the project (commissioned research, emerging findings, key questions, analysis paper).
- 9.3 Specialist briefings for journalist will be considered as analysis and emerging conclusions are made public, or if there is a pattern of incorrect media reports.
- 9.4 A presentation strategy for the launch of the final report will be determined once the content of the formal report has been finalised.

10. IMPLEMENTATION

- 10.1 Recommendations for post-report implementation, along with the monitoring and evaluation processes for project recommendations, will be set out in the final report and will depend primarily on the type of report that is adopted (i.e. “of the government” or “to the government”).

PMP ORGANOGRAM, MAIN WORK STREAMS & TASKS ANNEX A



ANNEX B

Main Project Timeline

See Papers Provided.

ANNEX C

EMLM Project Team

Zamila Bunglawala (Full-time, intern)

Zamila has come to the PIU after taking a year off after graduating from the College of Law - London. Her primary interests here were in European Law, Public Policy and specifically Human Rights. Prior to Law School she graduated from Queen Mary College - University of London, reading Politics. She is a member of the Association of Studies in Ethnic Nationalisms (ASEN) at the LSE. She is also a honorary member of the Middlesex Guildhall Crown Court Witness Service, where she volunteered for four years.

Anu Nayar (0.8 FTE)

Anu Nayar is a member of the Cabinet Office staff and joined the PIU from eMCSaatchi, a start-up e-business consultancy. Anu has an MBA from the London Business School, a Masters degree in Apparel Merchandising and Marketing from the National Institute of Fashion Technology, Delhi, and a Bachelors degree in English Literature, History and Philosophy from St Stephens College, University of Delhi. She has worked as a consultant specialising in organisation development and change management. In the past she has worked with Gemini Consulting (now Cap Gemini Ernst & Young) and Sainsburys.

Tony Pilch (Full-time)

Tony Pilch began working in the PIU in May 2001 as part of the Modernising Government Loans Team. Prior to this he worked for three years as a parliamentary researcher in the House of Commons for two Members of Parliament. In addition, he worked for the Smith Institute and produced a Report, published in October, *Dynamic Reporting for A Dynamic Economy*. He graduated from the University of Stirling with a first-class degree in Politics.

Alison Richardson (Full-time)

Alison Richardson is a recent graduate of Harvard University's Kennedy School of Government where she received a Master's Degree in Public Policy with a concentration in education and labour policy. Prior to attending the Kennedy School, Alison worked in the field of education in the United States in a variety of different roles including classroom teacher, staff developer and programme associate in an educational voluntary organization. During this time, she earned a Masters Degree in Early Adolescent/Early Childhood Education from Bank Street College of Education in New York. She also has a first degree in English Literature from the University of Virginia.

Shamit Saggar (Team Leader, Full-Time)

Shamit Saggar is a Reader in Electoral Politics, Queen Mary-University of London and is presently on secondment to the PIU. He holds a PhD in Government from the University of Essex. He has held visiting appointments at University of California at Los Angeles, the Australian National University, New York University and the University of Western Australia. He has previously been a Harkness Fellow, a Menzies Fellow (twice), a Johns Adams Fellow and a Stein Rokkan Fellow. His books include: *Minority Ethnic Groups in Britain and Social Change* (OUP/British Academy, forthcoming) (ed); *Race and Representation* (Manchester University Press, 2000); *Race and British Electoral Politics* (UCL Press, 1998) (ed); *Ethnic Minorities and Electoral Politics* (CRE, 1998); *Race and Politics in Britain* (Harvester, 1992); and *Race and Public Policy* (Avebury, 1991).

Dr Saggar has served on the boards of a number of public and private bodies including: the Financial Services Authority; National Consumer Council; Whittington Hospital NHS Trust; the Peabody Trust; the Accountancy Foundation; and Institute for Citizenship.

Tom Steinberg (Full-time)

Tom has come to the PIU from the Institute of Economic Affairs, where he was a research fellow and system administrator. At the IEA he published papers on British migration policy and the state of the UK telecoms infrastructure. In his spare time he has written for the Hansard Society, The Parliamentary IT briefing and The Register, primarily on issues of electronic democracy and government. He is also a founder member of voxpolitics.com. Prior to the IEA he studied Politics, Philosophy and Economics at Lady Margaret Hall, in Oxford.

Valerie Willer (Full-time)

Valerie Willer is on loan to the PIU from the Lord Chancellor's Department (LCD). In her previous post Valerie was the Personal Assistant to the Director-General (DG), in Policy Group. Part of her role was to provide written and oral advice on equality and diversity issues to the DG, in the DG's role as Corporate Board champion for ethnic minority staff. As a trained tutor, Valerie has delivered the Human Awareness and Equal Opportunities training course, and has had training in a number of other courses including, selection interviewing, development training and presentation skills. Valerie is currently undertaking studies with the Open University in the disciplines of Sociology, Social Policy and Politics.

+ 1 Other (Labour Market Economist)

+ 1 Other (B2)

ANNEX D**Stakeholders**

Shown below is a list of key stakeholders that have so far been met by members of the EMLM team. The list covers stakeholders in official government departments, local government, voluntary and community organisations, think-tanks and other umbrella organisations.

Whitehall Stakeholders		
Department	Officials	
No 10	Razi Rahman	Assistant Political Secretary
	Justin Russell	Policy Directorate
HMT	Duncan Melville	Policy Advisor Labour Market Policy/Welfare to Work
Home Office	Caroline Sinclair	Director, Community Policy
	Mike Boyle	Head, Race Equality Unit
	Kate Gross	Public Order and Community Cohesion Team
	Jim Acton	Head of Public Order and Community Cohesion Team
	Nick Pearce	Special Advisor
	Neil Frater	Head of Religious Issues
	Nicky Roche	Head of Strategic Policy
	Ceri Gott	Migration and Labour Market Economist
DWP	Jeremy Moore	Structural Unemployment – Divisional Manager
	Cay Stratton	New Deal Taskforce
DfES	Will Cavendish	Special Advisor
	Roger Weller	Skills for Employment Division
	Tristan Slinger	Economy and Labour Market Division
	John Doherty	Analytical Services
Cabinet Office	Karina Stibbards	Cabinet Office Equality Team
DTLR (NRU)	Joe Montgomery	Head of Neighbourhood Renewal Unit
DTI	Chris Dee	Head of Equality and Diversity
Local government		
Local Government Association	Peter Smith	
Pendle Borough Council	Clr Ali	
Redbridge Borough Council	Clr Javed	
Rochdale Council	Clr Parker	
Rochdale Regeneration Team	Andy Zuntz	
Bradford City Council	Clr Eaton	
Burnley Council	Clr Caddy	
Leicester Council	Clr Wilmott	
Manchester City Council	Clr Leese	
Stoke on Trent Council	Clr Stockley	
Oldham Council	Clr Hilyer	
Bristol Regeneration Partnership	Anna Schiff	
Unions and umbrella organisations		
Trade Union Congress	Roger MacKenzie	
Association of University Teachers	Gargi Bhattacharyya	
Britains General Union	Dawn Butler	

NASUWT	Olwyn Gunn	
TGWU	Diana Holland	
National Union of Journalist	John Foster	
UNIFI	Doris Henderson	
UNISON	Gloris Mills	
USDAW	Graham Markell	
WEA	Janice Owen	
NUT	Samidha Garg	
Voluntary and community groups		
BMA	Amy Schofield	
Black New Deal Partnership	Diane Wright	
Camplane Development Centre	Mel Thompson	
Prime Focus	Richard Clark	
Beta First	Grace McCauly	
CEMVO	Desmond Bailey	
Race for Opportunity	Suk Binder Singh	
Citizenship Foundation	Leena Chalal	
Me Too	Liz Vallance	
Peabody Trust	Maura Santos	
NCVO	Bill Feinstein	
Progress Trust	Carl Agard	
Prince's Trust		
Think-tanks		
IPPR	Sarah Spencer	
1990 Trust	Dipen Rajguru	
Demos	Gavin Mensah-Coker	
SMF	Selina Chen	
FPC	Mark Leonard	
Centre for Social Markets	Malini Mehra	
Civitas	David Green	
Other		
Black Training and Enterprise Group	Sajid Butt-Sar	
Society of Black Lawyers	Rosemary Emodi	
Centre for Continuing Education – Uni of Bradford	Nadra Mercer	
Rowntree Foundation	Mark Hinman	
Working with Men	Trevor Lloyd	
Ethnic Minorities Foundation	Raj Patel	
Movement For Innovation	Alan Crane	
Private sector stakeholders		
RCU	Amobi Modu	
Egg	Christine Hayes	
Society for Black Business	Michael Parker	
Standard Chartered Bank	Clive Davies	
European Federation of Black Women Business Centres	Yvonne Thompson	
Sainsburys	Caroline Marshall	
Black Police Association	George Rhoden	
De Montford University	Prof Moder Ram	
BT EM Network	Lia and Jenny	
B & Q	Melissa Godfrey	
Leicester Fair Employment Initiative	Vinod Chudasama	
Institute of Asian Business	Dipak Shelat	
MG Rover	June Hogan	
FSB	Stephen Alambritis	
HSBC	Anne Watts	

Ford	Kamaljeet Jandu	
BlackBritain.co.uk	Veena Kapila	
Noon Products	Maggie Gray	
Business Link West Yorkshire	Barbara Wynn	
Unilever	Linda Emery	
Bar Council	Kathryn Hamilton	
BBC	Linda Mitchell	
Orange	Jonathon Brown	
Shell UK	Alison Broomfield	
Lloyds TSB	Andrew Wakelin	
Citigroup	Lynne Fisher	
PWC	Paul Cleal	
British Chambers of Commerce	Stephanie James	
Business in the Community	Peter Davis	
Vodafone	Annelie Green	
Goldman Sachs	Cherie Collins	
Glasgow Council	Prem Singh	
Small Business Services	Tracey-Ann Evans	
Local Futures	Kate Oakley	
Coventry Home Working Association	Vera Hyare	

ANNEX E

Advisory Group members

Whitehall
1. No.10 Justin Russell – Senior Advisor, Policy Directorate
2. HMT Duncan Melville – Advisor, Labour Market Policy (Welfare to Work)
3. DTLR Joe Montgomery – Head, Neighbourhood Renewal Unit
4. DTI Chris Dee – Head, Equality and Diversity Issues
5. DfES - Will Cavendish – Special Advisor
6. HO Nick Pearce – Special Advisor
7. DfID - Suma Chakrabarti -
8. DWP - Jeremy Moore – Divisional Manager, Structural Unemployment
9. DWP - Cay Stratton – Head of New Deal TaskForce
Private Sector
10. CBI – Susan Anderson – Director of HR
11. HSBC - Anne Watts – Director of HR
Trades Unions
12. TGWU – Bill Morris – General Secretary - tbc
Others
13. Jeremy Kinsman – Canadian High Commissioner, London
14. Norman Glass – Director, National Centre for Social Research
15. Gerard Lemos – Publisher/Consultant, Lemos & Crane
16. Sarah Spencer – Head of Human Rights Programme, IPPR
17. Gurbux Singh – Chairman, CRE
PIU
18. Geoff Mulgan – Director, PIU/FSU
19. Stephen Aldridge – Chief Economist, PIU

ANNEX F

Academic Panel

The following panel membership is proposed

Waqar Ahmed	Currently at DTLR	Formerly held chair in Community Medicine/Social Policy at Leeds University. Now head of research at DTLR
Anuradhu Basu	Reading	Asian businesses and entrepreneurship in Britain
Richard Berthoud	Essex (Institute for Social and Economic Research)	Research on Social Policy relevant to the changing distribution of employment and of income within and between families; disadvantaged groups, including ethnic minorities.
Reena Bhavnani	Consultant	Author of Equal Opportunity Commission Report, <i>Black Women and the Labour Market: A Research Review</i> . Recent work with Lambeth Council.
Mary Cousey	Cambridge	Has worked in the Cabinet office as part of the study for the Hepple Report on the future of equality legislation, published 2000. Currently writing on race equality in employment in Whitehall.
Adrian Favell	Sussex, now UCLA	Working with Tariq Modood on 'Multicultural Citizenship: Theory and Practice'. This study will assess the extent to which North American theories of multiculturalism really can be applied to European cases.
Andrew Geddes	Liverpool/EUI, Florence	School of Politics. Areas of interest include immigration and citizenship.
Randall Hansen	Merton, Oxford	Research interests include immigration, citizenship and forced population movements in Europe
Anthony Heath	Nuffield, Oxford	Research includes the social mobility of Britains ethnic minority populations.
Virinder Kalra	Manchester	Published ESRC project, 'Labour Market Prospects for Pakistani and Bangladeshi Women'
Zig Layton-Henry	Warwick	Interests include the development of immigration and asylum policy in Britain and other West European countries.
Heidi Mirza	Middlesex	Head of Centre for Racial Equality Studies.

Tariq Modood	Bristol	Author of Policy Studies Institute and national surveys on 'race'.
James Nazroo	NCSR	Ethnic inequalities in quality of life at older ages; ethnicity and sexual health.
Paul Ong	UCLA	Research on the labour market status of minorities and immigrants, displaced high-tech workers, work and welfare and transportation access.
Jan Rath	Institute for Migration and Ethnic Studies, Amsterdam	Migration and ethnic studies; immigrant and ethnic entrepreneurship in the Netherlands.
Satnam Virdee	Glasgow	Research interests centre on racist and anti-racist collective action, the political economy of racism in late capitalism, theories of race, racism and ethnicity and the relationship between racism and nationalism. Current research projects include an ESRC-funded study of the racialisation of school life, a sociological history of racist and anti-racist collective action in the English labour movement and a project theorising the re-configuration of racism and class relations in America and Britain.

ANNEX G

Commissioned Research

Research	Academic	Due Date/Completion
<p>1. Broad data analysis overview</p> <ul style="list-style-type: none"> Broad range survey of research and literature about the UK labour market and its principal trends and issues relating to ethnic minorities, mainly based on aggregate level-data To assess explanations of the factors contributing to different outcomes presented in the literature To draw out key policy lessons and dilemmas arising from the literature To help develop a fresh intellectual approach to the issue of ethnic minority differential performance in the labour market 	Anthony Heath, Nuffield, Oxford	Delivered (3 papers: (I) theoretical overview; (ii) mapping UK labour market trends and policy priorities; (iii) future research)
<p>2. Experimental paper on limitations of existing data</p> <ul style="list-style-type: none"> To go beyond the usual policy-relevant conclusions concerning existing literature on ethnic minorities in the labour market and to Draw out how far existing UK-specific data sources can take us in shaping public policy on ethnic minorities in the UK To examining innovations in US approaches, testing the idea that social capital and networks influence labour market outcomes To draw conclusions from US comparison to capture the main implications of this type of approach for UK policy 	Anthony Heath, Nuffield, Oxford	Delivered
<p>3. Mapping and evaluating existing policies</p> <ul style="list-style-type: none"> Establish the historical context of UK public policy Examine the place of policy geared towards ethnic minorities Answer what has been established, implemented and why Address 'what works' in policy terms at the levels of high legislative change, intermediate policy, entrepreneurial initiatives and local level self help activities 	TBA (Malcolm Cross, likely...)	

<p>4. Comparative policy approaches (Western Europe)</p> <ul style="list-style-type: none"> • Establish historical context of public policy concerning ethnic minorities in Western Europe generally and EU countries specifically • To inform the projects understanding of cross-national differences in the way in which the problem is identified and addressed • Examine the place of policy geared towards ethnic minorities in relation to wider developments in social policy and employment policy throughout Western Europe • Answer what has been established, implemented and why • Assess policies that have been effective, examining how and why 	<p>Andrew Geddes, University of Liverpool/EUI, Florence</p>	<p>Nov 1st</p>
<p>5. Progression issues in employment patterns of ethnic minorities</p> <ul style="list-style-type: none"> • One of three core elements from labour market economist workstream 	<p>Nii Djan Tackey, Institute of Employment Studies</p>	<p>30th November</p>
<p>6. Comparative labour market trends policy approaches (USA)</p> <ul style="list-style-type: none"> • Establish historical context of public policy concerning ethnic minorities in New world cases • To inform the projects understanding of cross-national differences in the way in which the problem is identified and addressed • Examine the place of policy geared towards ethnic minorities in relation to wider developments in social policy and employment policy throughout the US, Canada and Australia • Answer what has been established, implemented and why • Assess policies that have been effective, examining how and why 	<p>Paul Ong, UCLA</p>	<p>1st November</p>

<p>7. Case Studies in Private Sector Best Practice</p> <ul style="list-style-type: none"> • Establish case studies of good practice that has helped to promote labour market achievement of ethnic minorities in the labour market in the UK. • To inform the project's understanding of the factors that contribute towards creating good practice, why and how • To examine the place of good practice geared towards ethnic minorities in relation to wider issues of business performance and growth • How these have been implemented 	<p>Anu Basu, Reading</p>	<p>30th November</p>
<p>8. US Affirmative Action</p> <ul style="list-style-type: none"> • Historic review of AA programmes • Conceptual discussion of nature and purpose of variety of such programmes • Evaluation of economic impact • Discussion of political and other impacts and consequences 	<p>Jonathan Portes, freelance consultant</p>	<p>Delivered</p>

ANNEX H

Site Visits

A number of site visits have been conducted in an effort to appreciate initiatives taking place ‘on the ground’. Visits have taken place around the country to voluntary and community organisations that work to promote ethnic minority achievement in the labour market. Further site visits are planned in the near future.

Location	Specific Site Visits
Birmingham	<ul style="list-style-type: none"> - PATH West Midlands - Learning and Skills Council - Birmingham Settlement - Handsworth Area Regeneration Trust - ESP - Pertemps - Jaguar - Partnership for Change - Scarman Trust
Sheffield	<ul style="list-style-type: none"> - Black CARD - A2e Access to Employment - Spat-C
Outer London – Redbridge	<ul style="list-style-type: none"> - Barnabas Workshops - Redbridge Institute for Adult Education
Inner London – various (Peabody Trust)	<ul style="list-style-type: none"> - Skills Development Centre - Bethnal Green North Community Project
Bradford	TBA
Bristol	TBA
Manchester	TBA
Scotland	TBA
Wales	TBA

ANNEX I

Seminars and Workshops

A number of seminars have been organised to discuss a range of issues. The seminars are intended to develop an understanding within the EMLM team of key issues, and to share that with stakeholders. A list is attached below.

Seminar	Aims/Audience	Date
PIU EMLM Research Seminar	<ul style="list-style-type: none"> To draw together leading experts in the use of large-scale data about ethnic minorities in the labour market in order to identify the policy and research possibilities from existing data To give greater understanding of what is and is not possible from existing large scale sources To identify what existing qualitative data can tell us about the labour market experiences of ethnic minorities Audience – EMLM Team, Whitehall stakeholders, Research Centres, Academics, EMLM Advisory Group 	0900 – 1200 - 29th October, Conf Room A, 70 Whitehall
Public Attitudes Seminar (No.10 PD)	<ul style="list-style-type: none"> To gain an understanding of the evidence surrounding public attitudes towards and about ethnic minorities and, in doing so, Understand the constraints and opportunities presented by British public attitudes To discuss the policy levers available to government when devising public policy which impacts on ethnic minorities Audience – EMLM Team; No 10 Policy Directorate; selected ministers/MPs invited by No.10 PD 	1300 - 14.30, November 8th No 10 Downing Street (Private)
Role of Schools in Preparing Ethnic Minorities for the Labour Market	<ul style="list-style-type: none"> Assessing challenges and initiatives currently in place The schools exclusions debate: the evidence re-examined Identifying best practice in 	

	<p>promoting ethnic minority educational achievements</p> <ul style="list-style-type: none"> • A role for faith-based schools? <p>In planning stage</p>	
Voluntary Organisations as Service Providers in Labour Market Training	<ul style="list-style-type: none"> • Structure and organisation of the sector • Effects of the above on capacity and delivery • Funding constraints and opportunities • Likely workshop format <p>In planning stage</p>	
Should the Government Target Public Policy at Ethnic Groups?	<ul style="list-style-type: none"> • Does targeting work? • Is it 'fair'? • Does it create backlashes? • Will it deliver appropriate results? <p>In planning stage</p>	
How can Technology Improve Prospects for Ethnic Minorities in the Labour Market?	<ul style="list-style-type: none"> • Does the digital divide harm ethnic minority groups? • Can ethnic minorities seize the advantages offered by IT (more than comparable white groups)? • What examples are there if best practice? • Is it worth the government intervening? <p>In planning stage</p>	
'What Works Workshop(s)' – Public Sector Officials, Private Sector Employers, NGOs	In planning	
Impact of the Private Sector on Labour Market Achievements of Ethnic Minorities	<ul style="list-style-type: none"> • Assessing business requirements in playing such a role • Are educational qualifications a lesser issue than 'softer' management skills? • Evaluating recruitment and performance assessment criteria and procedures • Do ethnic minorities fall through the gaps of the above? • Are ethnic minority work-related networks sufficiently outward looking and pro-active in the labour market? 	

	In planning stage	
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ANNEX J

Focus Groups

Focus groups and workshops can be used to seek views from key stakeholder groups and can provide powerful “grassroots” messages about the problem and act as a reality test of proposals.

After a consultation and tendering process with a number of market research companies, MORI have agreed to carry out focus groups and in-depth discussions to investigate the views of some key groups.

Focus Group	Date
<p>1. Entrepreneurs/Managers of SMEs</p> <p>The audience here should be predominantly from the ethnic minorities with a few non-ethnic minority entrepreneurs. The objective would be to obtain their views on the reasons why they chose this path and how far they believe entrepreneurship will take them. We would also like to ascertain if they received help from banks, Government initiatives etc and their views on the same.</p> <p>Managers of SMEs with large ethnic minority presence: To ascertain why they work for these firms; what their ideal job would be; what recruitment processes they went through; what it would take to make them work for other businesses without large ethnic minority workforces; what development they need to progress within the market.</p>	<p>End October</p>
<p>2. Black and Asian professionals</p> <p>We propose to carry out a series of one-to-one in depth interviews with an invitation to participate in focus groups thereafter. This method will generate focused discussion on an individual level that would otherwise not arise in focus group format. With specific regard to black and Asian professionals we are particularly interested in examining the issues around the extent, membership and impact of social and professional networks; issues around company policy and implementation; and issues to do with professional development and progression once in the labour market.</p>	<p>23rd November</p>
<p>3. Regional BME populations</p> <p>Single gender focus groups will be carried out in the North of England, South of England and the Midlands as the appropriate regions in which to conduct research among the BME communities.</p>	<p>23rd November</p>
<p>4. Unemployed BME populations – low/high skilled</p> <p>As well as gaining the general views as to the barriers to finding work that ethnic minority groups face, we would like to focus on the thoughts of both low and high skilled unemployed people; where they think their skills could be utilised; what has been their</p>	<p>23rd November</p>

experience of attempting to improve skills sets.	
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