

NHS Education for Scotland
Equality Impact Assessment Report

Name of programme: Youth Employment Programme

NES directorate: Workforce

Name of person completing EQIA: Sheena Greco – Educational Projects Manager

Individuals or groups contributing to EQIA: Jen Calder - Graduate Trainee
Gail Dennett - Specialist Lead
Kristi Long - Equality and Diversity Advisor

Date Report Completed: August 2017

- **Define the programme**

The programme is the provision of advice and guidance on engagement with, recruitment, development and employment of young people into the NHSScotland support workforce.

- **What is the purpose of the programme?**

The purpose of the programme is to support NHSScotland Boards in their engagement with, recruitment, development and employment of young people.

There are a number of subsidiary aims as follows

- to raise awareness in Boards of Scottish Government policy around youth employment
- to support Boards to implement Scottish Government policy
- to support NHS Boards towards meeting Scottish Government targets for youth employment, including specific targets for Modern Apprenticeships
- to widen access to the workforce through the Apprenticeship 'family' including Foundation, Modern and Graduate level Apprenticeships
- to increase Boards' knowledge and understanding of developing and delivering Apprenticeships for young people aged 16-24, particularly in terms of gender, race, disability and care
- to share good practice and approaches to engaging with, and employing, young people
- to support workforce and succession planning in NHS Boards, in the context of an ageing workforce

- **Who does the programme benefit and what is the relevance of the programme to these groups?**

The programme benefits young people aged 16 to 24. The programme aims to increase employment into the NHS from these groups. 92% of 2014/15 school leavers were in positive destinations by March 2016 follow up, a 0.5pp increase on the previous year's figure. However, 13% of 16-24 year olds are unemployed (Scottish Government, May 2016).

- **How are they affected or will they benefit from it?**

The programme is designed to support NHS Boards to engage with, actively recruit and support young people aged 16-24 into NHS employment

- **What results/outcomes are intended?**

The anticipated overall outcome is an increase in the number of young people employed within NHSScotland overall including an increase in Modern Apprentices in the areas of disability, race, gender, care experience and an increase in youth employment in remote and rural areas.

However, limited data sets and statistics are collected from Boards in relation to youth employment and apprentices and evidence is not available in all these areas. There are also inconsistencies in the data gathered.

In addition, the youth employment landscape is very complex and involves a wide range of partners - the advice and guidance provided by NES is intended to help NHS Boards navigate this landscape successfully.

- **What is NES's role in developing and delivering the programme?**

NES' role is to support Boards to increase their engagement with, and employment of, young people aged 16 – 24.

NES has a key role in raising awareness across NHS Boards of *Developing the Young Workforce* (DYW)¹ - a seven-year Scottish Government programme (2014-2021) to prepare children and young people aged 3–18 for the world of work. The headline aim of *Developing the Young Workforce* is to reduce youth unemployment by 40% by 2021. Equality and inclusion are highlighted as areas of importance within this strategy and it identifies an ambition to widen access to the workforce.

NES also has a key role in raising awareness of the Skills Development Scotland Equalities Action Plan for Modern Apprenticeships² which contains targets and recommendations. The Scottish Funding Council's Gender Action Plan³ also recommends actions around this issue.

¹ <http://www.gov.scot/Publications/2014/06/4089/0>

² https://www.skillsdevelopmentscotland.co.uk/media/40691/2869_sds_equalities_action_plan_digital_v7.pdf

³ http://www.sfc.ac.uk/web/FILES/Corporate_publications_SFCCP022016_GenderActionPlanInterimreport/SFC_P022016_Gender_Action_Plan_Interim_report.pdf

- **Who are the partners in developing and delivering the programme and what are their roles?**
 - **Scottish Government Health Workforce and Youth Employment directorates** produce national, strategic policies
 - **Skills Development Scotland (SDS)** is responsible for overseeing the development of national youth employment programmes, including Apprenticeships, and offers advice on delivery, sustainability and funding. It works with Scottish Government to provide strategic infrastructure including the Scottish Apprenticeship Advisory Board.
 - **Scottish Qualifications Authority (SQA)** oversees most of the qualifications embedded within Foundation and Modern Apprenticeship frameworks
 - **NHS Learning & Development Leads** provide information on workforce development needs and local developments
 - the **NHS Scotland MA Network** provides a forum for discussion of national policy and approaches to youth employment
 - A range of **Sector Skills Councils** are responsible for the development of MA Frameworks
 - **Education/training providers** deliver the qualification element of Apprenticeships
 - **Third sector organisations** including BEMIS, Prince's Trust and Barnardo's support the employment of disadvantaged and minority groups

- **Evidence used to inform assessment**

<http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/women-and-equalities-committee/work-of-the-equality-and-human-rights-commission/oral/45795.pdf>

<https://www.parliament.uk/business/committees/committees-a-z/commons-select/work-and-pensions-committee/inquiries/parliament-2015/young-people-employment-16-17/>

Scotland's NHS Workforce Audit Scotland (2017)

Developing the Young Workforce Information Update (2017)

Equality Action Plan Skills Development Scotland (2017)

Gender Action Plan Scottish Funding Council (2016)

Education Outcomes for Scotland's Looked After Children, 2014/15. Scottish Government 2016

Labour Market Brief 2016 Scottish Government www.gov.scot/Resource/0050/00503576.pdf

'Supporting Remote and Rural Healthcare 2013' NHS Education for Scotland report

Results from analysis of evidence and engagement.

2016/17 national data

Ageing workforce

We know that NHS Scotland has an ageing workforce and are at risk of high vacancies with the possibility of a high volume of staff retirement. 38% of NHS Scotland staff are aged 50+, a 4% rise since 2012. Nursing and Midwifery particularly have higher rates of older staff, with 1/3 of staff in the 50+ age bracket. The largest age group of staff in NHSS is 50-54, accounting for 18% of the total workforce (Audit Scotland 2017). The programme ensures that the organisation is recruiting tactically for the sustainability of the workforce, whilst simultaneously tackling youth unemployment and widening access to careers for young people.

A total of 10,699 employability opportunities for young people have been offered by Boards from 2014-2017⁴

Modern Apprenticeships

20,404 individuals in Scotland achieved an MA across all sectors in 2016/17. The Employee Experience Team, Health Workforce and Strategic Change Directorate, Scottish Government reported that, in 2016/17, 14 Boards provided new Modern Apprentice (MA) opportunities. A total of 144 MA's utilising differing frameworks were appointed and contribute to the Scottish Government target of 500. This is a total of 240 MA's since the introduction of this target. However, this is still only 48% of the overall target which is due to end in July 2017. Over the reporting year 2015/16, Boards delivered 4187 new employment opportunities for young people (aged 16 to 24). This figure includes the MA's noted above. This is an increase of 37% over the same period last year when 3050 were appointed.

Gender: The gender breakdown of MA starts is 60% male to 40% female; the proportion of female starts decreased by -0.9 pp this year (-65 starts). There continues to be an increase in the proportion of female starts to level 3 + each year since 2014/15. This has contributed to a narrowing of the gap in the proportion of male and female starts in higher level frameworks. Skills Development Scotland have a target to reduce to 60% the percentage of MA frameworks where the gender balance is 75:25 or worse by 2021. Currently, ¾ of the NHS Scotland workforce are female with a particularly high concentration of female staff in Nursing and Midwifery. 1 in 10 nurses are male and 2 in 10 are AHPs (ISD 2017).

Disability: The proportion of MA starts self-identifying an impairment, health condition or learning disability in 2016/17 is 8.6% (+ 4.7 pp higher than the proportion of MA starts in 2015/16)

Ethnicity: The proportion of MAs who self-identify as being from a Mixed or Multiple; Asian; African; Caribbean or Black; and Other ethnic group is 1.7% in on 2015/16. The proportion has increased slightly each year since 2012/13.

Care Experience: In 2016/17, the proportion of MA starts who self-identify as care experienced is 1.3% (+0.4 pp on last year). ² 73% of looked after young people leave school

⁴ Employee Experience Team, Health Workforce and Strategic Change Directorate, Scottish Government.

before the age of 16,³ and only 4% of looked after young people went straight to university compared with 39% of non-looked after young people (NES Corporate Parenting Plan June 2017).

Remote and Rural: 45% of staff in the Western Isles are 50+ and 34% in Grampian. Locally, NHS workforce staff identify that many young people leave remote and rural areas to study or work in central Scotland instead of staying.

- **The relevance of this programme for different equality groups**

The SDS Equalities Action Plan for Scotland sets out the following objectives:

Disability Objectives

- Support young disabled people through transition periods in their education and into employment
- Improve the successful uptake of Modern Apprenticeships by young disabled people

Gender Objectives

- Reduce gender stereotyping and gender segregation in career choices and occupational routes chosen by young people in education
- Reduce gender segregation in Modern Apprenticeship frameworks

Minority Ethnic Groups Objectives

- Broaden the range of career pathways taken by young people from Scotland's Minority Ethnic communities
- Improve the successful uptake of Modern Apprenticeships by individuals from Minority Ethnic communities

Care Leavers Objectives

- Support young people in care and leaving care through transition periods in their education and into employment
- Improve the successful uptake of Modern Apprenticeships by young people in care and leaving care
- **The specific issues you identified for particular groups – evidence of barriers, under-representation, particular needs.**

Disability

The SDS Equalities Action Plan for Scotland states an aim to increase the employment rate for young disabled people to the population average by 2021.

For 2014/15, 0.41% of MA starts across all employers had a self-declared disability. Improved data in 2015/16 show 3% of all starts had a self-reported disability.

Our actions to support Boards to encourage higher rates of employment of disabled young people include:

1. Making Boards aware of recent policy regarding enhanced contribution rates, giving young disabled people the highest level of Modern Apprenticeship funding for their chosen Frameworks until the age of 30.
2. Supporting Boards to engage with networks to support young people e.g. third sector groups and charities that support disabled people into employment (such as Project Search) and other stakeholders identified by the Skills Development Scotland Equality Advisory Group
3. Supporting Boards to widen access to disabled young people by raising awareness of stigma/stereotyping, improving access to learning, removing barriers to disclosure of disability and working to improve accessibility to assistive technologies.

Gender

The SDS Equalities Action Plan for Scotland aims to reduce to 60% the percentage of MA frameworks where the gender balance is 75:25 or worse by 2021

To support the Scottish Funding Council's Gender Action Plan, NES is in a key position to lead on gender issues in partnership with Boards and Scotland's colleges and universities. Subjects with a greater than 25/75 gender split include Engineering & Technology and subjects allied to Medicine as follows:

| Colleges | Universities |
|--------------------------------------|--------------|
| Female under-representation | |
| Building Services | Engineering |
| Engineering/Technology (general) | Technologies |
| Mechanical Engineering | |
| Electrical Engineering | |
| IT: Comp Science/Programming/Systems | |
| Male under-representation | |
| Child Care Services | Nursing |
| | Psychology |

This imbalance is reflected in the current NHS workforce. We work with College development network to raise awareness of gender imbalances in the uptake of vocational learning and particular job families.

Gender imbalance in MAs

In 2014/15, 40% of MA starts were women. The table below shows the top five MA frameworks in 2014/15 by gender:

| Frameworks | Female | Male | Total |
|---------------------------|-------------|-------------|-------|
| Hospitality | 1,572 (56%) | 1,221 (44%) | 2,793 |
| Business & Administration | 1,744 (71%) | 707 (29%) | 2,451 |
| Retail | 1,094 (55%) | 909 (45%) | 2,003 |
| Freight Logistics | 85 (5%) | 1,505 (95%) | 1,590 |
| Engineering | 61 (5%) | 1,303 (95%) | |

In partnership with key organisations, our actions to support Boards aim to reduce gender inequality in Modern Apprenticeships by:

- raising awareness of gender issues with key staff in Boards
- producing positive case studies e.g. illustrations of girls employed in engineering roles and males in caring roles.

Research⁴ has identified that the uptake in female Apprenticeships is lower than males. There is significant gender segregation in MAs with female participation predominately in health, social care and child care... Very few women undertake Engineering, Plumbing and other trades Apprenticeships, It should be noted that the same applies to the MA programmes being studied by men where MA courses are predominately in Engineering and Construction and new technical fields such as IT. Examples include; 87% of women undertake MAs in Health and Social Care with only 13% of males undertaking the same award. Conversely, 97% of males undertake MAs in Engineering with only an uptake of 3% of women.

⁵Modern Apprenticeship training undertaken by women in female dominated areas tend to be shorter in duration while those undertaken by men in male dominated areas are longer. Evidence suggests that over the last few years there has been a decrease in the number of females working within areas such as the energy sector; financial and business services and Information Technology; The pattern is also reflected in the level of MA training where female dominated service sector jobs are usually at Level 2 whereas male dominated areas are more likely to be at Level 3. It is important to note that it is the Level 3 qualifications that can afford entry to higher education and lead to professional status. The research suggests that there is underrepresentation in gender roles across what are considered to be 'traditional' job roles and training.

Minority Ethnic groups

The SDS Equalities Action Plan for Scotland aims to increase the number of MA starts from minority ethnic communities to equal the population share by 2021.

⁶Data on ethnicity proves to be difficult as a result of the high number of apprentices not declaring their ethnicity. However the Equality and Human Rights Commission has determined that fewer than 2% of apprentices in Scotland are from ethnic minorities. From the target population of (16-24) around 4% is from an ethnic minority.

⁵ Equality and Human Rights Commission

⁶ Equality and Human Rights Commission

SDS data shows that 1.4% of MA starts in 2014/15 were taken up by people who declared themselves to be from a BME background. Over half of BME MA starts (56%) are concentrated in five MA frameworks: retail, hospitality, sports, health & social care and construction.

Our actions to support Boards include working in partnership with BEMIS on widening access to employment from young people in black and ethnic minority groups and supports Boards by:

- raising awareness of the under-representation of ethnic minority groups across MAs
- promoting partnership work with BEMIS
- creating resources e.g. case studies which highlight MAs from ethnic minorities working in NHSS

Care leavers

The SDS Equalities Action Plan for Scotland aims to improve the number of care leavers who successfully take up MAs.

There are limited data sets on care leavers in Scotland. A review shows that they are far less likely to move to a positive destination than the overall number of school leavers, with over 25% of care leavers unemployed.

SDS statistics show that the proportion of MA starts who identified in Q1 of 2015/16 as care leavers was 0.9%.

Our actions to support Boards to encourage higher rates of employment of care leavers include:

1. Making Boards aware of recent policy regarding enhanced contribution rates, giving care experienced young people the highest level of Modern Apprenticeship funding for their chosen Frameworks until the age of 30.
2. Supporting Boards to engage with networks to support young people e.g. third sector groups and charities that support care leavers
3. Supporting Boards to widen access to care leavers by raising awareness of stigma/stereotyping

Remote and Rural – young workforce

The NHS Education for Scotland report 'Supporting Remote and Rural Healthcare 2013' states that as a result of an ageing population, remoteness from mainland/specialist centres, and the comparatively low socio-economic position and dispersed rural deprivation of communities, the remote, rural and Island boards face particular difficulties. These Boards include NHS Shetland, NHS Orkney, NHS Western Isles, NHS Highland and NHS Dumfries & Galloway.

There is a clear rural dimension to Scotland's ageing population. While 17% of the Scottish population are 65 and over, the councils with the largest proportions of over 65s are predominantly rural (e.g. Argyll and Bute, Eilean Siar, Dumfries and Galloway, South Ayrshire all 21%). Age related migration is a key factor with net out-migration from rural (and

especially remote rural) areas in the 16-24 age group as a result of young people leaving for employment and education reasons.

Table 4: Age and migration in urban and rural Scotland (2007-8)(%)

| Age group | Accessible rural areas | Remote rural areas | Rest of Scotland |
|-------------|------------------------|--------------------|------------------|
| 0-15 | 2.4 | 1.5 | * |
| 16-24 | -0.8 | -5.3 | 1.8 |
| 25-34 | 4.9 | 2.6 | 0.3 |
| 35-44 | 2.9 | 2.1 | -0.3 |
| 45 59/64 | 1.2 | 1.2 | -0.1 |
| Pension age | 0.1 | * | * |
| All | 1.6 | 0.7 | 0.2 |

Source: GROS * less than 0.05%

Local authority areas defined as 'remote and rural' are:

- Argyll and Bute
- Highland
- Moray
- Orkney
- Shetland
- Western Isles
- Isle of Arran (North Ayrshire)
- Dumfries and Galloway
- Scottish Borders
- Aberdeenshire
- Perth and Kinross

Our actions to support Boards to encourage higher rates of employment of care leavers include

1. Working with Remote and Rural Boards to identify specific issues and support them to attract and retain more young people. For example, NHS Western Isles is considering MAs, NHS Shetland Estates and Facilities are in the process of recruiting MAs and NHS Orkney has employed MAs in Facilities.
2. promoting MAs available in remote and rural areas via the NHS Scotland careers website www.careers.nhs.scot
3. Making Boards aware of recent policy regarding a new Rural Supplement of between £250 and £1,000 for training providers in recognition of the additional costs for delivering in rural areas

- **Evidence of existing good practice**

NES currently leads the NHSScotland Modern Apprenticeship Network, providing advice and guidance for all Boards on all aspects of Apprenticeships.

Working with SDS and Scottish Government, NES supports Boards to reach specific Board targets for Apprenticeships. Our plans build on our current work with Boards and third sector organisations to promote employment of young people with barriers such as those from deprived socio-economic backgrounds e.g. our work with the Princes Trust, Barnardo's and Project Search.

Recently, the MA Network has widened to include representatives from Boards with wider responsibility for youth engagement and employment raising awareness of wider DYW policies and issues.

NES has published two guides (*Working to Learn and Learning to Work; Moving Ahead with Modern Apprenticeships*) designed to promote good practice in the development and delivery of MA programmes. As part of this work, a number of case studies have been developed and disseminated, highlighting where NHS Boards have promoted equality and diversity where issues were identified. The guide also includes specific guidance for NHS Boards on addressing equality and diversity issues when establishing MA programmes.

Specialist Leads within the team support Boards at a local/regional level to develop strategy, processes including joining networks and collaborative working with providers around youth employment.

- **Opportunities to promote equality and good relations**

A robust and effective communication strategy is in place to ensure that all stakeholders and interested parties are informed on Modern Apprenticeship developments and progress.

The MA Network provides a forum where information can be gathered, disseminated and shared. It provides a 'home' for MA promotion and will ensure that NES and partners across NHSScotland have clear channels of communication with agencies involved in developing the national programme. The Network also enables NES to gain a greater understanding of how MAs are being rolled out across the service and to gather information relating to equality and diversity issues within MA programmes.

In addition, the programme developed a NHSScotland careers website with a focus on young people in 2016. The website includes advice and guidance for young people, case studies and films. It also shows young people (content and images) from a range of ethnic backgrounds.

- **Actions taken or planned response to issues identified in the analysis**

| Issue Identified | Action to be taken in response to issue | Responsibility | Timescale | Resources required | What is the expected outcome? |
|------------------|---|----------------|-----------|--------------------|-------------------------------|
| | | | | | |

| | | | | | |
|------------------------------|---|-----------------------|--|---|--|
| Data | Source improved data on young people employed in NHS Boards including stats and data on gender, ethnic groups, disabled and care experienced young people | Workforce Directorate | | Staff time | A fuller understanding of the number and spread of MAs across the service, including data on age, gender etc. |
| Gender | Continue to raise awareness in Boards of gender imbalance across roles and support Boards to use inclusive approaches to employing young people | Workforce Directorate | | information, materials, reports, Staffing | Greater awareness across Boards of the barriers/issues in this area and of approaches to overcoming these barriers |
| Minority Ethnic young people | Continue to raise awareness in Boards of minority ethnic issues and support Boards to use inclusive approaches to employing young people | Workforce Directorate | | information, materials, reports, Staffing | Greater awareness across Boards of the barriers/issues in this area and of approaches to overcoming these barriers |
| Disability | Continue to raise awareness in Boards of disabilities and support Boards to use inclusive approaches to employing young people | Workforce Directorate | | information, materials, reports, Staffing | Greater awareness across Boards of the barriers/issues in this area and of approaches to overcoming these barriers |
| Care | Continue to raise awareness in Boards of care | Workforce Directorate | | information, materials, reports, | Greater awareness across Boards of the barriers/issues in this area and of |

| | | | | | |
|--|--|-----------------------|--|--|---|
| | issues and support Boards to use inclusive approaches to employing young people | | | Staffing | approaches to overcoming these barriers |
| Remote and Rural workforce development | Continue to support these Boards to identify specific issues and support them to attract and retain more young people. | Workforce Directorate | | information, materials, reports, Staffing | Greater awareness across the remote and rural Boards of approaches to attracting and retaining young people |

1. Risk Management

Board policies and processes for recruitment and working practices may inadvertently present barriers. NES offers support for Boards in producing inclusive policies and approaches. Boards may promote opportunities to under-represented groups but still may not be successful in recruiting MAs due to external factors.

2. Consideration of Alternatives and Implementation

There are no specific alternatives. We will continue to monitor and review progress on our action plan.

3. Monitoring and Review

Please explain how the programme will be monitored and reviewed including:

(a) What data will be collected, at what time?

Data on MAs will be collected through the MA/DYW Network. This provides the number of MA Apprenticeships being undertaken across NHS Boards and which frameworks are being used.

Scottish Government reports quarterly on Board targets and this information is shared with the Network and more widely.

(b) What analysis of the data will be undertaken?

Analysis of the data includes identifying Boards requiring support to meet MA targets and Boards which are successful in using particular frameworks/approaches. This allows the programme team to provide targeted support and to share best practice.

(c) Are there any specific targets or indicators to be monitored?

The main areas for monitoring include: gender, disability, ethnicity and care experienced and number of apprentices and young people employed.

(d) How will results of the monitoring be reported, when, and to whom?

This will be reported through the MA Network to NES Workforce Directorate and the Equality and Diversity Advisor.

(e) When will you review the programme, taking into account the monitoring information?

The MA/DYW Network is regularly asked for feedback on frequency and for monitoring information.

Additional external reports and data will continue to be scrutinised to support this programme

A review of the MA Network, its membership, role and programme was carried out in 2017/18.

(f) Who will be responsible for leading the review?

The review will be led by the Education Projects Manager reporting to the Education & Diversity Advisor and the Director, Workforce.

Sign off (by accountable director): Dorothy C Wright

Date: 21st August 2017