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NO ONE LEFT BEHIND

Delivery Plan



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Prior to COVID-19, significant progress had been made to begin the integration and alignment of the systems and approaches to employability across Scotland with the successful transition of Activity Agreements and Scottish Employer Recruitment Incentive into the No One Left Behind partnership model.

Our recovery will be an opportunity to do things differently – and crucially, to rebuild our economy with wellbeing and fair work at its heart. This is exactly what No One Left Behind sets out to do and we remain committed to bringing about this transformation in partnership through collective leadership, a collaborative approach and significant cultural change.

We welcome the input of both the Advisory Group on Economic Recovery (AGER) and the Enterprise and Skills Strategic Board (ESSB/ERAG), recognising that stability and a well-supported employability sector is crucial to successful economic recovery.

It is therefore essential that No One Left Behind proceeds at a pace that enables us to sustain the employability system and provide stability to the support that users of this system rely upon. On this basis, we have agreed in principle that Community Jobs Scotland and Employability Fund will be operational in the next financial year (2021/22), subject to the budget and spending review process.

In moving forward, we will work towards delivering the next phase of No One Left Behind from April 2022. The pace and scale of implementation will be subject to a robust readiness assessment underpinned by a decision making framework developed jointly during 2021 by Scottish and Local Government and delivery partners. This will allow all partners to work collectively on a robust plan for change, underpinned by strong, inclusive and agile local employability partnerships which are responsive to labour market demands and challenges.

This No One Left Behind Delivery Plan outlines the next phase of work setting out key actions to ensure we realise our ambition for more effective and joined-up support across Scotland. It also sets out our aspiration to wider engagement involving a range of partners and stakeholders. This is reflective of our shared commitment to collective leadership from partners at national, regional and local levels to deliver the transformation required to ensure we have tailored and responsive services, to improve outcomes for all our communities.

Only by working together and trusting each other to put person centred principles at the forefront and thinking beyond organisational boundaries, can we create the environment for service redesign that makes a lasting impact for those who face inequalities and remain furthest from Scotland's labour market.



Jamie Hepburn MSP
Minister for Business, Fair Work and Skills

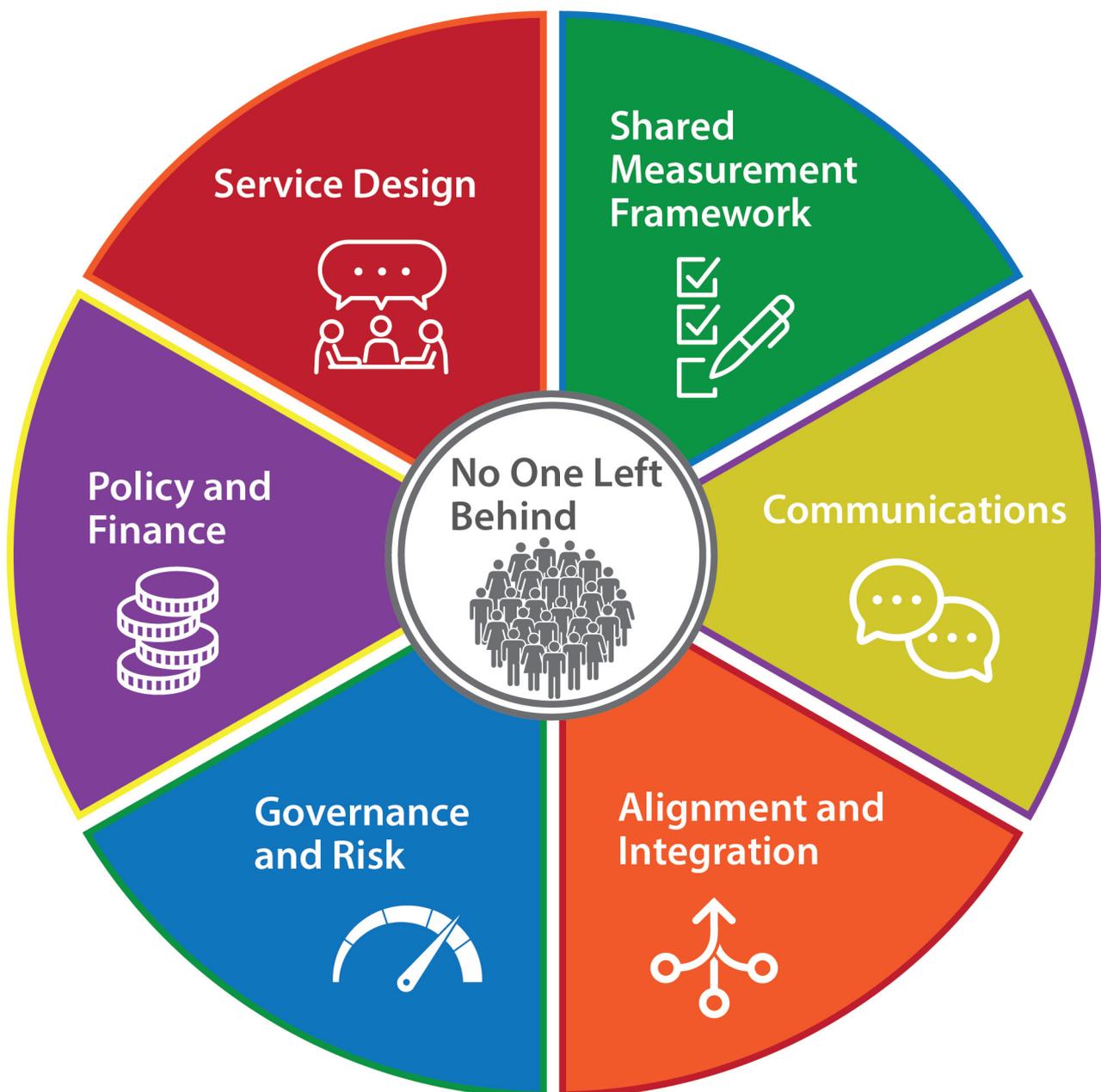


Councillor Kelly Parry
COSLA Community Wellbeing Spokesperson

1. Introduction

No One Left Behind, our strategy for placing people at the centre of the design and delivery of employability services, promotes a strengthened partnership approach where the spheres of government work more collaboratively with third and private sector to identify local needs and make informed, evidence-based decisions, flexing these to meet emerging labour market demands.

In February 2020 we published the Joint Scottish and Local Government No One Left Behind Employability **Action Plan**, setting out key deliverables across six No One Left Behind Workstreams:



	Workstream	High level Objective
	<p>Service Design</p>	<p>To use the Scottish Approach to Service Design to co-produce a national framework which establishes an all age employability system that is person centred, more joined up, flexible and responsive to individual needs.</p>
	<p>Governance and Risk</p>	<p>To ensure an appropriate approach to governance providing collective leadership ensuring a robust framework for decision-making and risk management.</p>
	<p>Shared Measurement Framework</p>	<p>To establish a national outcomes and shared measurement framework.</p>
	<p>Policy & Finance</p>	<p>To develop a strategic financial approach that reflects an overall national coherence and balances this with appropriate levels of local and regional flexibility, evidenced by the needs of individuals and local/regional geographies.</p>
	<p>Alignment and Integration</p>	<p>To align public policy and practice to improve outcomes and value from public expenditure.</p>
	<p>Communications</p>	<p>To effectively communicate with partners, stakeholders and service users adopting an inclusive, collaborative and flexible approach.</p>

Through these Workstreams, we are committed to working with partners and users of services, not only to deliver a move from national to more locally tailored place based design and delivery, but an increasing shift towards user engagement, collaborative service design, partnership working, shared measurement and a common approach to inclusive communications.

Since the publication of the Action Plan in February, much has changed. For many of us, 2020 will have been the most challenging year that we have ever faced, as we see and feel the impacts of COVID-19 on health, wellbeing and the economy. We must acknowledge that the unprecedented challenges of COVID-19 have limited the pace of progress on No One Left Behind actions, with staff resource rightly prioritised towards the national pandemic response.

In light of the economic uncertainty that we face, we remain conscious that we must balance our ambitions to progress No One Left Behind, but at a pace which provides both continuity of support to service users and stability across the employability system as a whole. The recent confirmation that Community Jobs Scotland and the Employability Fund will continue to operate in 2021-2022, with the next phase of No One Left Behind expected to commence in April 2022, recognises and seeks to mitigate some of those current challenges.

This Delivery Plan outlines the model for national employability investment in the period to April 2022, reinforcing our commitment to the No One Left Behind approach and extending an invitation to partners and users to work collaboratively with us as we develop and take forward shared plans for the next phase of No One Left Behind.

2. The Scale of the Challenge

The impact of the pandemic and lockdown measures on Scotland's economy has been both rapid and severe. There continues to be widespread expectation that groups and places already vulnerable in the labour market will be affected adversely by both COVID-19 and government responses to control the outbreak. Scottish Government¹ analysis examined the potential impacts for those with various protected characteristics, highlighting women, young people, disabled people, minority ethnic people, low earners, lone parents and those experiencing socio-economic disadvantage as most at risk.²

The impact of the crisis has varied significantly by sector, with implications across groups and places. Although the Job Retention Scheme has played an important role in mitigating unemployment rises, emerging evidence around labour market outcomes demonstrates that groups and regions have had differing employment experiences since COVID-19.

The evidence from the pandemic economic impacts to date shows that young people (aged 16-24 years) have been disproportionately affected. Young people in Scotland have seen greater falls in employment, greater rises in unemployment, and a greater rate of furlough take-up than any other age group. This is consistent with the experience of previous recessions where young people saw large rises in unemployment, and also reflects the fact that they make up large shares of employment in sectors most affected by the crisis (e.g. accommodation & food).

Evidence of labour market impacts on other groups is mixed. There was a greater reduction in men's employment in the year to July-September 2020, and greater rates of furlough take-up for men at the end of June 2020.³ While this might reflect sectoral patterns in the impact of the pandemic, these disparities may be temporary, with women facing established labour market barriers that are likely to impact in the longer term.⁴

In terms of impacts across the wage distribution, the Institute for Fiscal Studies⁵ estimated that low earners across the UK were seven times more likely to work in a shut-down sector of the economy than high earners. ONS⁶ analysis found there is less potential for home working in lower paid jobs (e.g. sales and customer service occupations), suggesting that they may be more at risk of job losses or being placed on furlough.

The most recent data for the year to July to September 2020 shows that the employment rate of disabled people has declined in the last year, and the disability employment gap widened, although the gap still remains lower than in previous comparable years. Other evidence⁷ has shown disabled people tend to experience greater social impacts from COVID-19 than their non-disabled peers (e.g. impacts on wellbeing and mental health) which could have implications for their employability longer term.

1 Scottish Government (2020) <https://www.gov.scot/publications/economic-impact-of-coronavirus-led-labour-market-effects-on-individuals-and-households/>; <https://www.gov.scot/publications/the-impacts-of-covid-19-on-equality-in-scotland/>

2 Scottish Government (2020) **Monthly Economic Brief: October 2020**

3 Coronavirus Job Retention Scheme statistics, HMRC (August 2020)

4 **Scottish Government, Gender Pay Gap Action Plan, Analytical Annex, March, 2019**

5 **Institute for Fiscal Studies, Sector shutdowns during the coronavirus crisis: which workers are most exposed?, April, 2020**

6 **Office for National Statistics, Coronavirus and homeworking in the UK: April, 2020**

7 ONS (2020) **Social Impacts of Coronavirus on Disabled People**

Similarly, although there is less available evidence of a disproportionate impact on employment status for minority ethnic groups to date, there is evidence that they have been particularly affected by COVID-19. UK wide ONS analysis⁸ suggested people from black and minority ethnic groups are over-represented in jobs with higher risk of exposure to COVID-19, accounting for 1 in 5 workers in the most at risk occupations despite accounting for 11% of the working population. In addition, the Resolution Foundation⁹ found 22% of UK minority ethnic workers that were furloughed during lockdown were no longer working by September, more than double the rate (9%) for furloughed workers as a whole.

Finally, in terms of regional impacts, claimant count¹⁰ evidence shows a broad-based rise in claimant count rates, with the greatest rises concentrated in areas with already high claimant rates (e.g. Glasgow City, West Dunbartonshire).

We are facing a depressed labour market for the months ahead. The trajectory of further economic impact and recovery for different sectors, groups and regions is dependent on many factors and is difficult to forecast with precision. Significant risks to the economy and the labour market remain, including the impacts of further restrictions as the second wave of the virus takes hold, and the potential of a no-deal exit from the EU.

8 Office for National Statistics, [Which occupations have the highest potential exposure to the coronavirus \(COVID-19\)?](#), May, 2020

9 Resolution Foundation (2020) [Jobs, Jobs, Jobs](#)

10 Number of people claiming unemployment related benefits, DWP Claimant Count data

3. Progress to date

Despite the challenges of COVID-19, we have taken positive steps forward in our collaborative approach to redesigning the employability system whilst delivering on existing and emerging priorities. In recent months, support services have moved from face to face to telephone or web-based provision to protect both service users and staff and recognise the wider implications this has including accessibility and digital exclusion.

We have a strengthened partnership which at all levels is supporting a refreshed clarity of purpose. We will refresh, enhance and build on existing good practice to prevent a widening of the inequalities and continue to strive for a longer term sustainable employability infrastructure to be implemented. A local partnership framework for the delivery of employability services and the Young Person's Guarantee were developed and shared with partners and enabled local collaboration on emerging delivery plans.

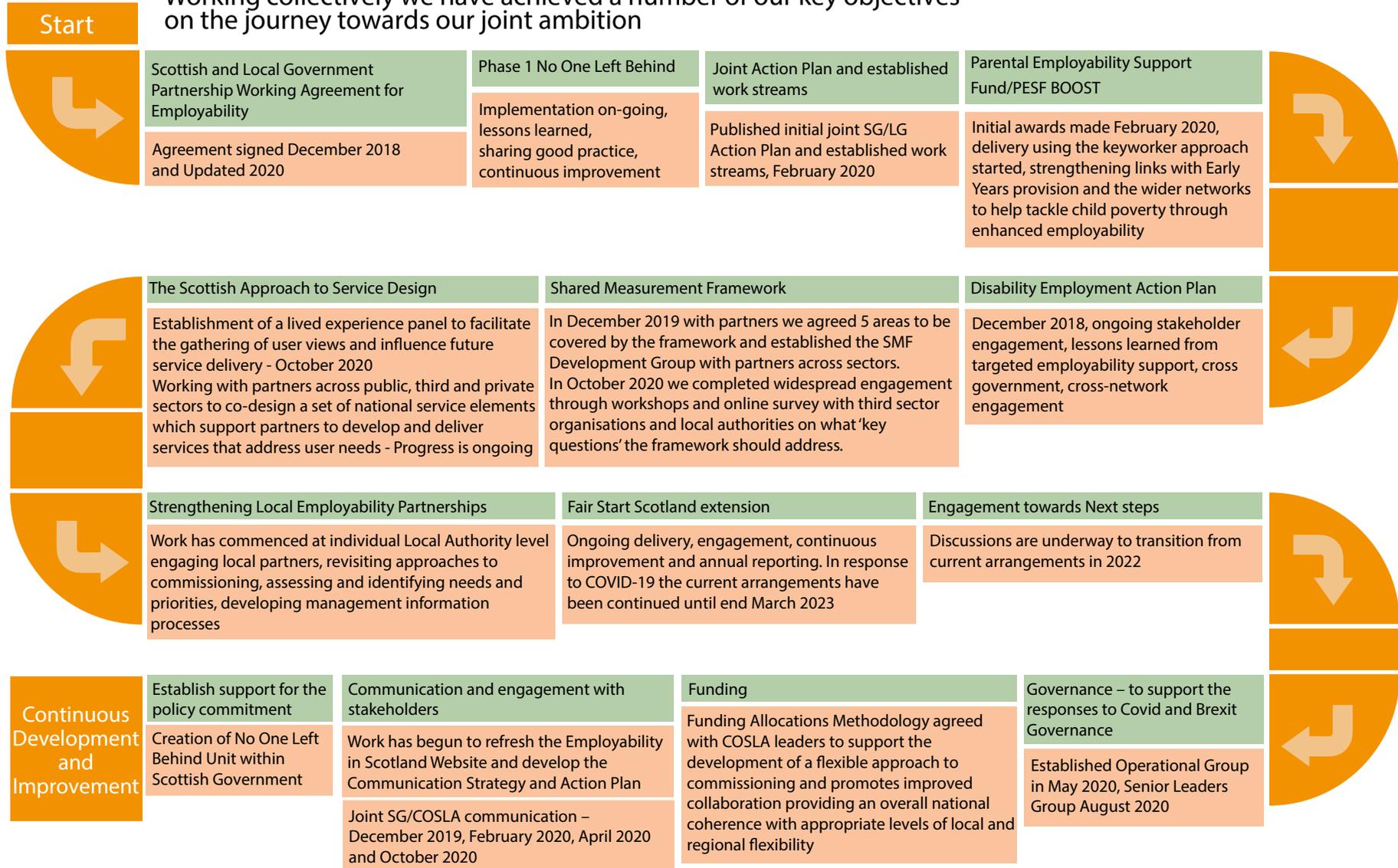
The implementation of the first phase of change has enabled a better aligned and integrated response to COVID-19, enabling a national approach to better connect with local delivery. The early work that had been undertaken across partners regarding the warm handover of service users ensured the right support was available at the right time for those who were at risk of being left behind. Improved joint working ensures a no wrong door approach evident in the support provided for education leavers, those being made redundant and those at risk of poverty and exclusion.

The initial systemic step changes enabled the principles of No One Left Behind to be implemented as service users accessed a variety of support to meet their individual needs from a range of service providers demonstrating the ability to collectively solve whole problems for people. The ability to flex the No One Left Behind investment provided an opportunity for local re-purposing of resources to respond to emerging local needs providing a good foundation for increased collaboration and co-production moving forward. A distribution methodology was agreed between Scottish and Local Government to enable a fair and equitable approach to be applied in the allocation of national resources to local authority areas establishing a framework for further resource transfer in future phases.

The diagram below sets out a number of key areas of work which have been initiated over the last year, and which we will continue to build on, across the No One Left Behind Workstreams and wider employability landscape.

Reflecting on Progress

Working collectively we have achieved a number of our key objectives on the journey towards our joint ambition



4. Working Together for Scotland

We are committed to a partnership approach in the design, delivery, implementation and improvement of employability services for the benefit of people who need them. To be effective this must extend beyond the Scottish and Local Government Partnership Working Agreement for Employability and harness the combined strengths of the range of third, private and public sector partners nationally and locally who can help to deliver a strong, vibrant and successful employability system.

Strong and effective leadership will be critical from all partners, working beyond organisational boundaries, maximising collaboration and establishing trust, as we jointly respond to the complexities of system change in an already uncertain operating environment.

The establishment of both the Employability Operational Group and Senior Leaders Group provides forums to share best practice, provide constructive challenge, explore opportunities to innovate and maximise further collaboration. However it is acknowledged that much of the dialogue around design and delivery will be between partners at a local level and through local structures.

This is why we will be developing an enhanced partnership model that embodies place and needs based approaches. As part of the Community Planning structure in Scotland, existing Local Employability Partnerships (LEPs) provide a solid foundation on which to develop this. It is important too, that we capitalise on the strengths, capacity and knowledge of all those involved in supporting local communities, to deliver better service alignment and integration.

We firmly believe that service users must remain at the heart of all that we do and feel empowered to play an active and ongoing role in shaping the services they access. We have already begun discussions with citizens with lived experience of engaging with existing employment support services to better

understand their experience and identify what works well and what requires further development. We must be wholly committed to engagement throughout both development and delivery of No One Left Behind as we continue to drive towards embedding the **Scottish Approach to Service Design** in our work, creating a space for users to actively participate in designing service elements agreed nationally.

As well as embedding the service design approach, we are putting people at the centre of decision-making through the Shared Measurement Framework. The Shared Measurement Framework will set out the key questions we need to answer to understand how well services are reaching and working for people, as well as what data we need to collect to answer those questions.

We have been engaging with people in a wide range of roles and organisations to identify our shared 'key questions'. This has included discussions with citizens with lived experience, from whom we are learning about their experiences of providing and using their own data. This will help us consider person-centred approaches to measurement as we develop the framework.

We greatly value the time that partners and users have already invested, and will continue to commit, in supporting the Workstreams established and recognise that is important that their input results in tangible outputs, actions and improvements. Similarly, we must also maximise the opportunity to learn from the first phase of No One Left Behind Delivery, as well as the range of programmes and interventions fully utilising the skills and expertise that exist across the system in Scotland. In order to ensure that we are capturing and sharing this detail, we will develop a Continuous Improvement Strategy for the delivery of Employability Services.

5. Supporting Economic Recovery

No One Left Behind was highlighted in the Scottish Government response to both the findings and recommendations of the Advisory Group on Economic Recovery (AGER) and Enterprise and Skills Strategic Board Sub-Group (ESSB).

This response is set out in **Addressing the Labour Market Emergency** which recognises the strong partnership commitment between the spheres of government in Scotland, underpinned by collaboration from a wide network of public, third and private sector providers, advocacy bodies, agencies and employers to ensure individuals have access to tailored support appropriate to their needs.

Scottish and Local Government partners welcomed the recommendations of both AGER and ESSB in helping to shape the response to the crisis and the recognition that the employability sector has never been more crucial. The immediate actions suggested included support for business; support for those facing redundancy; training to help people move to new jobs; and support for young people and other groups facing the greatest barriers to securing work.

In response, the Scottish Government committed £100m of new investment for employability and skills support. The main focus of financial support is the delivery of the Young Person's Guarantee, with other investments being made in redundancy support through Partnership Action for Continuing Employment; a Transition Training Fund targeting help at those in sectors where there is the greatest risk of job losses; The Flexible Workforce Development Fund in 2020/21 will ensure that both levy payers and SMEs across Scotland can continue to invest in their existing workforce and respond to the impacts of the COVID-19 pandemic.

The Scottish Government formally launched the Young Person's Guarantee on 5 November.

This sets out our ambition that within two years, every person aged between 16 and 24 will have the opportunity, depending on their circumstances, to study; take up an apprenticeship, job or work experience; or participate in formal volunteering.

Delivering the Guarantee is crucial to supporting young people's employment prospects and preventing the life-long scarring effects of unemployment. The long-term aim behind the Guarantee is to ensure that young people in Scotland are better supported to access all available opportunities and a no wrong door approach is created.

Aligned with No One Left Behind, implementing the Guarantee will require a collective endeavour. The Scottish Government have established an Implementation Group bringing together partners from the public, third, and private sectors as well as young people's organisations and businesses. An **Activity Plan** which sets out the initial high-level activities required to successfully implement the Guarantee has been published.

Work is also underway to effectively integrate and align the Young Person's Guarantee with local and national employability provision. This will include, for example, Our Future Now and Discovering Your Potential, Fair Start Scotland, Community Jobs Scotland, Employability Fund, Parental Employment Support Fund and No One Left Behind delivery. This alignment also extends to working with UK Government, Local Government and other stakeholders to support the implementation of Kickstart, which is a key element of the UK Government's youth offer. This alignment activity will help ensure additional elements are added to Kickstart which reflect the principles and ethos of the Scottish approach including wrap around provision, access to quality training including apprenticeships and support the real living wage.

6. Ensuring No One is Left Behind

We want to ensure we have the right support in place for people making their first steps into the labour market; for disabled people and other equality groups experiencing disadvantage in the labour market; and, for workers who need further support to find and sustain work. We believe that delivering this agenda is vital to ensure a more diverse and inclusive workforce.

Our investment in employability will continue to focus on helping those who struggle most in the labour market, with equalities and inclusivity at the centre of all we do. This investment has increased as the scale of the economic impact of COVID-19 is being felt by individuals and communities across Scotland and the prospect of a no-deal exit from the EU continues to add uncertainty in our economy. Employability support requires a significant step-change to address the rise in long-term unemployment and to ensure those who were already experiencing disadvantage in the labour market can access the extra help they need.

We have responded quickly to COVID-19, extending Fair Start Scotland for a further 2 years to support those facing long-term unemployment and unemployed disabled people; bringing stability to the sector and users through continuation of Employability Fund and Community Jobs Scotland in 2021-22; investing in Scotland’s young people through the Young Person’s Guarantee and targeted intervention which will help us deliver on this commitment such as Discovering Your Potential and Our Future Now; enhancing support for those facing redundancy through increased investment in Partnership Action for Continuing Employment; and launching a National Transition Training Fund to support those working in sectors most affected by COVID-19. These interventions complement the tailored Local Government and European Social Fund funded programmes.



Our increased investment and capacity across the system is welcome in addressing the scale of the labour market and economic challenges faced as a result of COVID-19. Together with our Delivery Partners we must show collective leadership in driving alignment, reducing duplication and assisting individuals in accessing the right support at the right time. In this way, the broad range of measures currently available combine to offer a strong package of support to those struggling most in the Labour Market.

We must also maintain momentum on existing strategies to drive inclusivity across the Labour Market. A Fairer Scotland for Disabled People: Employment Action Plan was published in December 2018, and sets out key actions that will be undertaken to deliver the ambition to at least halve the disability employment gap by 2038. The plan covers three key themes:

- Supporting employers to recruit and retain disabled people
- Supporting disabled people to enter employment
- Young people and transitions

The first Annual Progress Report of the Employment Action Plan, published in March of this year, highlighted the work undertaken in support of delivering this ambition, as well as outlining work being taking forward in 2020/21. Latest figures show that the disability employment gap in 2019 – 32.6 percentage points – was the lowest recorded in recent years. However, it is anticipated this steady progress in reducing the gap may be negatively impacted by COVID-19. Working with partners we will seek to better integrate this work within each of the No One Left behind Workstreams.

7. The Plan

In this Plan we seek to outline the key Objectives, Actions and Outcomes expected as we work towards delivery of the next phase of No One Left Behind from April 2022. This not only involves the transfer of funding from national programmes into local governance arrangements but the increasing and sustained shift towards user engagement, service design, partnership working, shared measurement and a common approach to inclusive communications. This forms a primary programme of activity throughout 2021 which will require the collective leadership of partners at national, regional and local levels to deliver more effective and joined-up employability support across Scotland.

We recognise that partner involvement, including Scottish Council for Voluntary Organisations, Skills Development Scotland and Scottish Training Federation will be critical to helping us shape the approach and in achieving our ambitions under No One Left Behind. Whilst key Objectives, Actions and Outcomes are set out below, partner input will be crucial as detailed planning and critical path timeline development progresses. We will share details of this via regular communications on the Employability in Scotland website, the next of which is expected to be shared in January 2021.

Objective	Actions	Outcome	Workstream
<p>To use the Scottish Approach to Service Design to co-produce a national framework which establishes an all age employability system that is person centred, more joined up, flexible and responsive to individual needs.</p> <p>To involve service users throughout the process</p>	<ul style="list-style-type: none"> Establish Lived Experience Panels Establish National Design Group to build capacity for Design across the system Publish first iteration of Customer Charter which will set out our commitments to users, and co-designed by our lived experience panel Publish first iteration of Employability National Standards Framework to ensure consistency of services across Scotland 	<p>To work with partners across sectors, as well as service users, to co-design a set of national service elements which enable partners to develop and deliver services that address user needs.</p>	 <p>Service Design</p>
<p>To ensure an appropriate approach to governance providing collective leadership ensuring a robust framework for decision-making and risk management.</p>	<ul style="list-style-type: none"> Refresh governance groups to ensure cross sectoral representation to facilitate stronger collaboration with partners. Establish and agree framework for strengthened Local Employability Partnerships to support local governance models with key delivery partners Implement a model of external scrutiny building on existing governance approaches amongst delivery partners Agree with delivery partners an assessment of readiness framework to support the transfer of resources in scope to local governance arrangements as part of future implementation plans 	<p>To build on existing national and local responsibilities to ensure an approach and model of governance which supports strong, inclusive and agile employability partnerships.</p>	 <p>Governance and Risk</p>

Objective	Actions	Outcome	Workstream
<p>To establish a national outcomes and shared measurement framework</p>	<ul style="list-style-type: none"> • Publish dates for No One Left Behind statistical release schedule • Publish the common key questions which will be included in the Shared Measurement Framework • Develop Evaluation and Annual Reports framework for No One Left Behind • Publish Employability Continuous Improvement Strategy, providing a strong framework to capture, share and act upon feedback and learning 	<p>Through the engagement across sectors we will identify the common data needs across the employability system, which our shared measurement framework should address.</p>	 <p>Shared Measurement Framework</p>
<p>To develop a strategic financial approach that reflects an overall national coherence and balances this with appropriate levels of local and regional flexibility, evidenced by the needs of individuals and local/regional geographies</p>	<ul style="list-style-type: none"> • Confirm budget allocations for delivery of No One Left Behind employability services further to completion of annual spending review and budget approval process. • Agree a partnership delivery plan based on evidence and need which aligns resources to improve outcomes and informs a local commissioning strategy 	<p>To agree a flexible approach to commissioning which promotes improved collaboration with an overall national coherence with appropriate levels of local and regional flexibility</p>	 <p>Policy and Finance</p>
<p>To effectively communicate with partners, stakeholders and service users adopting an inclusive, collaborative and flexible approach.</p>	<ul style="list-style-type: none"> • Publish Communications and Engagement Strategy and Plan • Launch refreshed Employability in Scotland website. 	<p>To establish a framework that enables consistent, timely and inclusive methods of communication.</p>	 <p>Communications</p>
<p>To align public policy and practice to improve outcomes and value from public expenditure</p>	<ul style="list-style-type: none"> • Continue to work at local and national level to improve the connectivity between employability services and other provision such as health, housing and justice through the adoption of a Whole Person/Whole Systems Approach. • Establishing a key role for employability in underpinning the approach and activities of City & Growth Deals and Regionalisation ensuring plans are flexible to respond to emerging economic crisis and future changes within the labour market. • Working with Community Wealth Building projects to ensure employability is embedded within this approach. • Alignment of employability support funding from other policy areas into No One Left Behind including the emerging Shared Prosperity Fund 	<p>To deliver more effective and joined-up employability support across Scotland, and ultimately better employment outcomes</p>	 <p>Alignment and Integration</p>

8. Get in Touch

The work to deliver No One Left Behind will require collective input across the public, third and private sectors, including those that might not currently have a seat at the table. User voice, and direct user involvement in our work, is also crucial to ensure what we deliver meets user needs and expectations and addresses cultural and structural barriers that impact on groups disproportionately.

We want this process to be as open and transparent as possible, and to learn from partners across the country. With this in mind, we'd invite you to get in touch, especially if your organisation represents the interests of user groups that face barriers to employment. Please email EmployabilitySG@gov.scot

For more information on local employability support, please visit

www.employabilityinscotland.com/partnership/local-employability-information/

If you would like to register for regular updates on employability in Scotland direct to your inbox, please visit <http://www.employabilityinscotland.com/employability-e-bulletin/employability-e-bulletin/> to subscribe.



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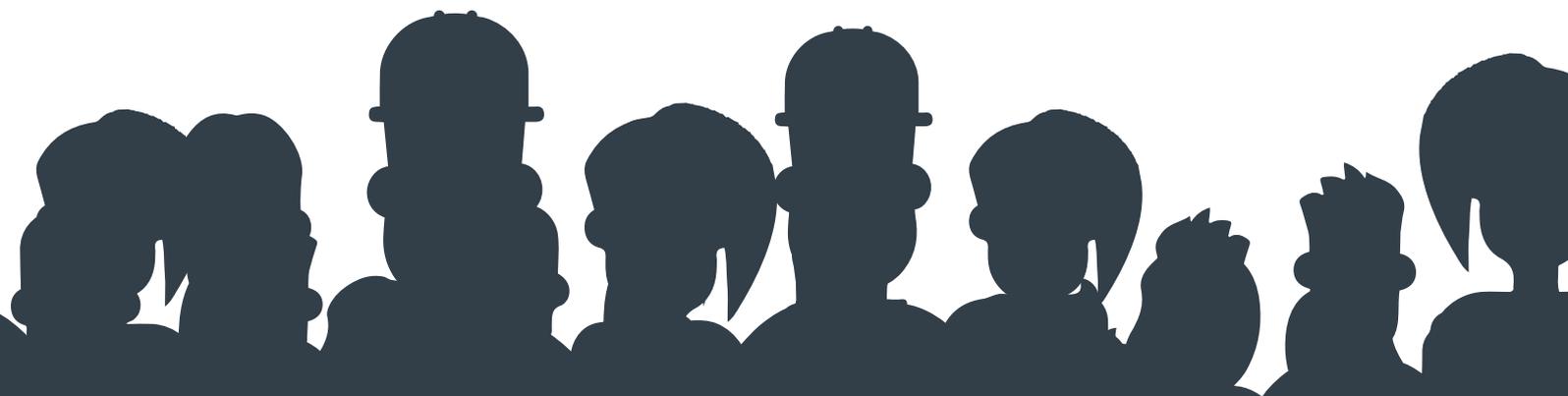
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