

Equality Impact Assessment

National Citizen Service pilots

Published: April 2011

National Citizen Service Equality Impact Assessment

© Crown copyright 2011

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence.

To view this licence, visit

<http://www.nationalarchives.gov.uk/doc/open-government-licence/>

or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk.

Any enquiries regarding this document should be sent to the Office for Civil Society in the Cabinet Office at

ocs.info@cabinet-office.x.gsi.gov.uk

Copies of this document are available from our website at

<http://www.cabinetoffice.gov.uk>

1. Introduction

The Cabinet Office has carried out an Equality Impact Assessment (EIA) on the Government's commitment to run National Citizen Service (NCS) pilots in 2011 and 2012, to meet the requirements of equality legislation and inform the development of the NCS programme. At this early stage there are still some detailed aspects that need to be explored throughout the two year pilot phase of NCS.

This Equality Impact Assessment provides an indicative high level assessment of impacts and highlights a number of steps that have been taken or planned to date. We will publish lessons learnt in the interim and full evaluation reports.

This process will help to ensure that:

- the Cabinet Office's strategies, policies and services are free from discrimination;
- due regard is given to equality in decision making and subsequent processes; and
- opportunities for promoting equality are identified
- learning from the NCS pilots can be regularly compiled, assessed and shared with those planning or delivering the activities.

Reading this document

NCS contains many components¹ which need to be analysed and tested from an equality point of view. We have examined the nine protected characteristics groups covered by the Equality Duty² as well as other groups of young people who we believe will need particular support to participate in NCS.

Section 2 invites readers to share ideas with us.

Sections 3, 4 and 5 provide useful background information about NCS.

Section 6 offers a brief summary of headline evidence, key potential barriers and actions in table format for ease of reading (pages 10-19).

Section 7 explains our approach to monitoring and evaluation. Section 8 contains a more detailed explanation of the evidence and actions already taken or planned, as well as additional analysis of barriers and opportunities for promoting equality through NCS.

Annexes A, B and C provide further background information which has been separated from section 8 for ease of reading.

¹ Please refer to page 5 for a description of the key phases of NCS

² The Equality Duty is explained on page 8

2. Invitation to share your ideas

The Cabinet Office and Department for Education have formed a joint team to work on the National Citizen Service pilots happening in 2011 and 2012. As part of the two year pilot phase, we are particularly focusing on testing ways of making the scheme truly inclusive and open to all. We would welcome your suggestions on how best to achieve this.

To get in touch, please email your suggestions to
NCS.pilots@education.gsi.gov.uk

Or write to
National Citizen Service policy team
Office for Civil Society
Cabinet Office
4th floor
1 Horseguards Road
London
SW1A 2HQ

If you would like us to take your ideas into account for the summer 2011 pilots, please contact us by 31 May 2011 so that we and the delivery organisations have time to consider new ideas before the main activities begin.

Please write at any time if you want to share ideas for the summer 2012 pilots, but your input would be particularly useful before 14 July 2011.

Opportunities to apply to deliver 2012 NCS pilots

The commissioning process to select organisations and consortia to deliver the NCS 2012 pilots opened in March 2011. The bidding process for the 2012 pilots comprises two stages, with the initial stage closing for applications on 5 May. All organisations or groups of organisations hoping to deliver a pilot in 2012 are required to pass both stages (including any organisations leading pilots in 2011).

If you are interested in contributing to delivering next year's NCS activities, please download a copy of the specification and find out about our information events for potential bidders at:

<http://www.education.gov.uk/childrenandyoungpeople/youngpeople/nationalcitizenservice>

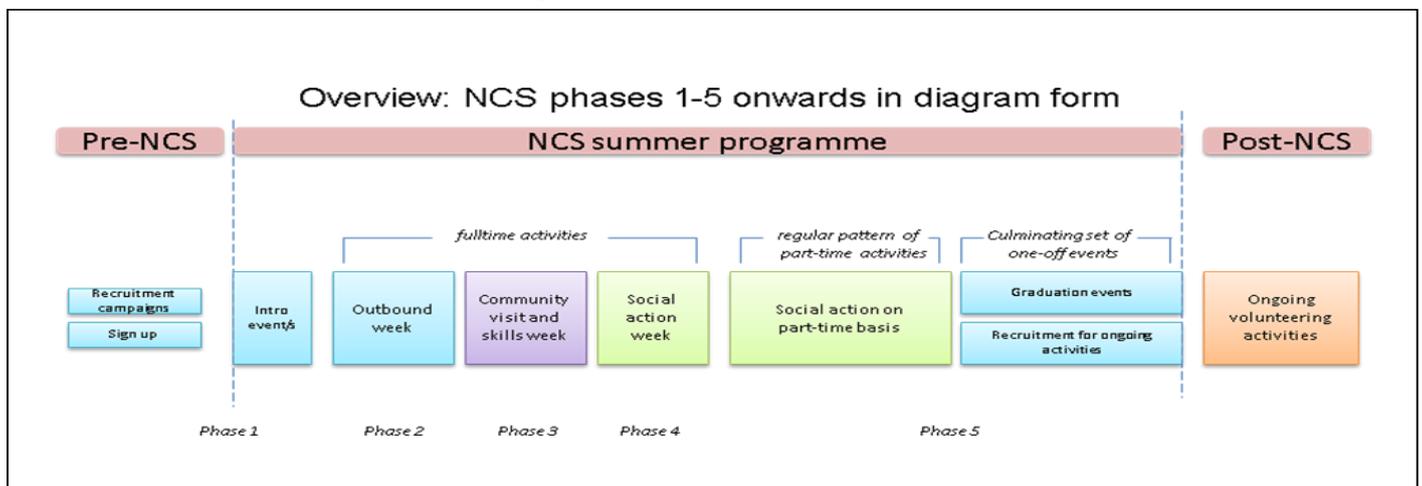
3. Aims, Objectives & Projected Outcomes

National Citizen Service (NCS) is a flagship policy and a key part of the Government’s plans for building the Big Society. NCS will help to build a more cohesive, responsible and engaged society by bringing 16 year olds from different backgrounds together in a residential and home-based programme of activity and service. It will challenge participants to develop as individuals and learn more about mixing with others from different backgrounds and also enable them to learn about how they can make a difference in their communities. NCS will be a formative – and for many, life-changing – experience.

The Cabinet Office is leading on a two year pilot phase of NCS, with support from the Department for Education and Department for Communities and Local Government.

NCS will offer a common experience for those who take part, wherever they are from. The programme will include the following components:

- **Phase 1:** An introductory phase in which expectations will be set and relationships built between participants and staff.
- **Phase 2:** Full-time residential team building programme away from participants’ local community, with a focus on teamwork and outdoor physical challenges (one week).
- **Phase 3:** Full-time residential programme based in participants’ home community, with a focus on developing new skills and serving groups in the local neighbourhood (one week).
- **Phase 4:** Participants design a social action project in consultation with the local community (one week).
- **Phase 5:** This phase will involve:
 - 30 hours of social action on a part-time basis, when participants will deliver the social action project they designed in Phase 4.
 - A fair/event to encourage participants to get involved in ongoing social action or volunteering activities in their area.
 - A large celebration and graduation event for participants and their guests. It is anticipated that as a final challenge young people will play a full and active part in this celebration.



National Citizen Service Equality Impact Assessment

In summer 2011, over 11,000 16 year olds in England will have the opportunity to take part in NCS; and in summer 2012, 30,000 places will be available. The pilots will test the NCS model in a range of locations, including urban, rural and suburban settings; through a variety of delivery models; and at different scales both locally and nationally. Following the pilots, it is intended that all providers will work to enable young people to continue to serve and engage with their communities once the NCS summer programme has concluded. This EIA report does not specifically focus on those activities, as plans are still under development.

The 2011 pilots are taking place during the summer, in over 170 locations in a representative selection of areas throughout England. Twelve lead providers were appointed in November following a competitive selection process and they will work with partners to attract over 11,000 16 year olds to sign up to NCS on a voluntary basis.

The twelve lead providers for 2011 pilots are:

- **Bolton Lads and Girls Club** – providing 270 places in Bolton.
- **Catch 22** – leading a national consortium providing 1515 places.
- **Connexions Cumbria Ltd** – providing 492 places across Cumbria.
- **Field Studies Council** – working with Rotary International in Great Britain & Ireland (RIBI) and Action for Blind People providing 540 places in Bradford, Hull, North East Lincolnshire, Tower Hamlets and Manchester.
- **Football League (Community) Ltd** – working with the club trusts of: AFC Bournemouth; Barnsley; Charlton Athletic; Leyton Orient; Milton Keynes Dons; Plymouth Argyle; Rotherham United; Sheffield Wednesday; and other local and national providers, providing 800 places in those areas.
- **Lincolnshire and Rutland Education Business Partnership** - providing 120 places in Lincolnshire.
- **Norwich City Community Sports Foundation** – working with a range of local partners in the Norfolk NCS Consortium to deliver 490 places across Norfolk.
- **Safe in Tees Valley** – working with local partners to provide 1000 places in Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees.
- **The Challenge Network** –providing 3240 places in London, the West Midlands and Greater Manchester.
- **The Prince's Trust** – working with local partners to provide 885 places in a range of locations.
- **v – The National Young Volunteers' Service** – working with The Dame Kelly Holmes Legacy Trust and local partners to deliver 1065 places in a range of locations.
- **Young Devon and South West Consortium** – providing 900 places across the South West.

You can find out more about the 2011 pilots by visiting the dedicated Directgov webpage and facebook area for National Citizen Service:

- www.direct.gov.uk/nationalcitizenservice and www.facebook.com/ncs

The commissioning process to select organisations and consortia to deliver the NCS 2012 pilots opened in March 2011. We will continue to test a range of delivery approaches in locations across England during the 2012 pilots. Please refer to page 4 for a link to further information.

4. The evidence base

In completing this assessment, we have drawn on a number of evidence sources, including:

- Demographic data
- Surveys providing insights into attitudes and behaviour patterns
- Data from previous or current programmes which include similar elements to the NCS pilot model, for example youth volunteering programmes or residential and outbound/adventure schemes.
- Young people's involvement in sessions to inform policy development
- Surveys of young people's views of National Citizen Service
- In depth discussions with representatives from equalities groups
- Liaison and advice from Government departments and advisory bodies, including the Government Equalities Office, the Office for Disability Issues and Equality 2025
- Detailed pilot delivery proposals from 33 shortlisted potential providers
- Discussion and work planning with the 12 appointed lead providers for 2011 NCS pilots.

5. National Citizen Service pilots and our approach to the Equality Impact Assessment process

As highlighted in section 3, one of the three main aims of National Citizen Service is creating a more cohesive society by mixing participants from different backgrounds. Equality, diversity and inclusion are especially important to NCS, because we want the 16 year old participants, and other people who support the local schemes, to represent a broad cross section of the local population. We need a broad cross-section of society to make sure that participants really do get a chance to mix with people from other backgrounds who they otherwise might not have met.

Our hope that NCS will help to build a more cohesive society means that this scheme presents many specific opportunities to promote equality and good relations between different groups. In turn, it also poses some related risks of a having negative impact on equality, and we will try equally hard to address these risks as promoting positive impacts.

The Cabinet Office has taken all available opportunities in the NCS 2011 pilots and 2012 pilots commissioning processes to highlight the importance we place on equality, diversity and inclusion during these pilots. We continue to work with the appointed lead pilot providers and other stakeholders to address these important themes, and will assess the outcomes as part of the evaluation exercise of the pilots during 2011 and 2012.

The Equality Duty

In April 2011, the Government introduced a new public sector Equality Duty under the Equality Act 2010. This new duty requires public authorities to have due regard to eliminate unlawful discrimination, advance equality of opportunity and foster good relations. The intention is to encourage public authorities to deliver services which meet the different needs of everyone in our diverse communities appropriately and effectively.

The new duty covers nine areas: age; disability; gender reassignment; pregnancy and maternity; race (this includes ethnic or national origins, colour or nationality); religion or belief (this includes lack of belief); sex and sexual orientation and marriage or civil partnership. These are known as “protected characteristics”³. In accordance, this Equality Impact Assessment looks at the impact on equalities for the National Citizen Service pilots, identifying options for mitigating or avoiding potentially adverse impacts of the proposals as the scheme is rolled out.

“The Equality Strategy – Building a Fairer Britain” lists five principles for change as part of the Government’s approach to equalities. We have set out here how these principles will be reflected in the National Citizen Service pilots:

³ The Essential Guide to the Public Sector Equality Duty, Equality and Human Rights Commission

National Citizen Service Equality Impact Assessment

Equality Strategy 1: “creating equal opportunities for all”

“Equal treatment...means giving everyone an equal right to be treated fairly as an individual”⁴. National Citizen Service recognises this through its goals for wide participation and by using experienced providers to test ways of making the programme inclusive and open to all.

Equality Strategy 2: “devolving power to people”

In the long-term, we hope that National Citizen Service will become a valued part of public life and be open to every 16 year old, providing opportunities to develop the skills needed to be an active and responsible citizen who has the capability to get involved in and shape their community.

Equality Strategy 3: “transparency”

The evaluation of the National Citizen Service pilots will provide an important opportunity to utilise the principles of the forthcoming Public Service Equality Duty to publish more information on equality than ever before.

Equality Strategy 4: “supporting social action”

We are developing a programme which will bring people from different backgrounds and of different ages to design and carry out social action projects in their local communities.

Equality Strategy 5: “embedding equality”

We hope that National Citizen Service will help people to change their own expectations and others' perceptions of what they can achieve.

⁴The Equality Strategy – Building a Fairer Britain, December 2010

National Citizen Service Equality Impact Assessment

6. Headline evidence, key potential barriers and actions

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
Relevant to all or many protected strands and other groups		
NCS schemes should involve a broad cross section of the local population so that participants can learn more about working with other people of different backgrounds.	<p>Recruitment strategies may not lead to a representative or adequate mix of participants.</p> <p>The design of the NCS model may not always facilitate positive experiences of mixing between participants from different backgrounds.</p>	<p>The 2011 pilots commissioning process included specific testing of potential providers' plans to recruit a representative cross sample of the local 16 year old population and achieve a wide social mix. Commissioning for 2012's pilots will build on this.</p> <p>Appointed providers have developed detailed plans to work with recruitment partners, referral agencies, specialist bodies and role models. Recruitment materials, events and timings will be carefully designed.</p> <p>The independent evaluation will monitor background and population groups recruited by local schemes and compare this to the local population to identify if there is low take-up by any groups.</p>
Participants can broaden their horizons and learn more about respecting difference by working	If NCS staff are not well trained and equipped to run engaging activities for mixed groups there is a risk that	Pilot providers will take these risks into account when planning staffing and activities and will develop codes of conduct for/with participants.

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
closely with people who have different backgrounds, beliefs and abilities.	young people’s misconceptions or prejudices could be reinforced rather than challenged, which could lead to disrespectful behaviour or bullying.	<p>Cabinet Office and Department for Education staff will support providers to exchange expertise on this topic.</p> <p>The evaluation will closely examine the challenges of working with mixed groups of 16 year olds, and the ways that providers have sought to address them.</p> <p>Lessons learned will inform the development of NCS in the future.</p>
Some 16 year olds or their families may be put off from participating by the residential phases	We anticipate that some groups will require single-sex accommodation for cultural or faith reasons, for example young Asian women. This is particularly relevant to the gender, ethnicity and religion/belief strands.	<p>Providers will offer single-sex accommodation and aim to keep residential bookings flexible until individual needs of participants are known.</p> <p>The evaluation will examine this issue and lessons learned will inform the development of NCS in the future.</p>
Gender		
The lack of similar programmes using this kind of model means that we have limited evidence about the appeal of the whole NCS model to either young	There is a risk that young women will be alienated by ‘physical’ elements and young men by the ‘volunteering’. Either possibility would lead to an	Providers have the freedom to design recruitment materials and the daily timetable of activities to have a wide appeal to both genders.

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
<p>men or women.</p> <p>Some evidence suggests that the outdoor adventure activities will have a stronger appeal for young men whilst the social action activities will attract more young women.</p>	<p>underrepresentation in programme.</p>	<p>The evaluation will monitor uptake by gender and examine any barriers that exist and how providers have sought to address them.</p> <p>The evaluation will also consider any issues that arise in relation to the transgender protected strand.</p>
Race/Ethnicity		
<p>Evidence from other programmes suggests that Asian groups have lower rates of participation in similar social action and residential schemes and other organised activities.</p> <p>The ethnic mix of communities varies considerably in different areas of the country.</p> <p>Around 12% of young people within state-maintained secondary schools are known (or believed to have) English as a second language.</p> <p>Gypsy and Traveller communities may</p>	<p>There is a risk that certain ethnic groups may be less likely to join NCS. Young people and their families may face barriers to hearing about the scheme.</p>	<p>Providers are looking at a range of targeted recruitment methods, to take cultural and language issues into account and seek to recruit a representative mix from their communities.</p> <p>The evaluation will monitor uptake according to race and ethnicity and speakers of English as a foreign language and examine the types of barriers that exist and how providers have sought to address them.</p>

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
face particular issues regarding participation in NCS pilots, especially as evidence suggests that levels of hate crime and harassment are high towards this group.		
Disability		
<p>There is mixed evidence on levels of disability among young people (ranging from 7-18%). Evidence suggests that some degree of local variability in levels exist but without school census data information is limited.</p> <p>Although there is some evidence that levels of volunteering are higher amongst younger disabled people than the adult disabled population this is not conclusive. It may be due to an increased emphasis placed on removing barriers in recent schemes.</p> <p>Data around participation in residential schemes is limited.</p>	<p>Disabled young people may face barriers to participating in NCS linked to additional support and access needs or their (and carers') perceptions of what they can achieve. Some physical activities in the first residential phase may be particularly challenging for some impairment groups.</p> <p>Families with a disabled family member may be more likely to have lower incomes – see below</p>	<p>Pilot providers were closely assessed on their plans to meet additional support needs and have already planned a range of measures for the recruitment and activity phases. Some pilots will focus on involving specific impairment groups/disabilities.</p> <p>The evaluation will monitor uptake by disabled young people and examine the types of needs or barriers that exist for particular impairment groups and how providers have sought to address them.</p> <p>A question on disability is being introduced into the school census from 2011 which will improve our understanding of scale of potential needs.</p>

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
Religion/belief		
Evidence suggests that levels of participation in outside school group activities vary amongst different faith groups, with participation being reported as highest for Christian and Buddhist groups and lowest for Muslim groups and Hindu.	Young people from faith backgrounds may face barriers to participation if they or their families are concerned about their ability to engage in faith-based or cultural practices away from home or at other points during the scheme.	<p>Pilot providers were closely assessed on plans to meet religious/cultural considerations, such as dietary needs or prayer commitments. Providers will also consider cultural and religious festivals when timetabling the schemes. Some providers are also looking at particular ways to involve the traveller community.</p> <p>The evaluation will monitor uptake by young people from faith backgrounds and examine the types of needs or barriers that exist and how providers have sought to address them.</p>
Sexual Orientation		
Data on sexual orientation is not routinely collected from this age group. Homophobic bullying is one of the most commonly reported types of bullying within schools.	NCS schemes need to create an environment where lesbian, gay or bisexual young people feel comfortable, and where homophobic bullying is not tolerated so that this group can participate.	<p>Pilot providers were closely assessed on plans to recruit and support participants. Providers will draw up codes of conduct/acceptable behaviour and experiment with the best ways to encourage participants to respect them.</p> <p>The evaluation will closely examine the challenges of working with mixed groups of 16 year olds, and how providers have sought to address them. This issue will also be examined during qualitative work with young people and providers.</p>

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
Pregnancy and maternity		
Evidence suggests that there will be a very low proportion of 16 year olds who are pregnant or young mothers, particularly given the limited numbers involved in the pilot locations.	Providers are unlikely to be able to accommodate young women in the later stages of pregnancy in outdoor activities away from their home area, for insurance or medical reasons. Young mothers will face significant barriers to participation in many of phases of NCS (facing issues such as confidence and childcare).	Providers will closely monitor the types of support needs and challenges highlighted by potential participants, including any by young mothers or pregnant young women. We will use this evidence to consider whether the model needs adjusting in the future.
Marriage/civil partnership		
Evidence suggests that there will be a very low proportion of 16 year olds who are married or in civil partnerships, particularly given the limited numbers involved in the pilot locations.	Young people who are married or in civil partnerships may not want to participate in NCS.	Providers will closely monitor the types of support needs and challenges highlighted by potential participants, including any by young people who are married or in civil partnerships. We will use this evidence to consider whether the model needs adjusting in the future.
Young carers		
Estimates of the number of young carers vary significantly. It is also difficult to find evidence on the number of hours spent caring per week. Families with caring commitments may be more likely to have lower incomes – see below	16 year olds with caring responsibilities may find it difficult to commit time to participating in NCS, especially for residential or for periods of the day when their family doesn't receive respite/other support.	The evaluation will monitor the need for care provision of dependents and examine how providers have sought to address those needs.

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
Young people living in rural localities		
Evidence suggests that providers may face particular challenges when involving participants from rural localities in the NCS model, such as arranging transportation where distances are longer or where public transport is more sparse than in urban areas.	There is a risk that participants may be deterred from taking part in the scheme or that the current NCS model may not work as well at a larger scale in the future without this piloting of rural proofing.	Some of the pilot delivery partners and locations have been specifically chosen to test and develop the NCS model for rural communities. The providers have made specific plans to address transportation and other challenges anticipated in rural areas. The evaluation will monitor the types of challenges or barriers experienced in rural areas and we will use this evidence to consider whether the model needs adjusting in the future.
Young people in care/care leavers		
Evidence on the number of young people in care would predict a very small number of in-care, or more likely, care leavers within the NCS pilot.	Young people in care or care leavers may be preparing for particular transitions in their lives at the age of 15/16 and may have specific needs in relation to NCS.	Providers will closely monitor the types of support needs and challenges highlighted by potential participants, including by young people in care/care leavers. We will use this evidence to consider whether the model needs adjusting in the future.

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
Young people from lower income families		
<p>Evidence suggests that significant numbers of the NCS cohort may face economic barriers to participation. This will vary significantly across the country and many pilots will be operating in areas with much higher rates of economic disadvantage.</p>	<p>We do not want cost to become a barrier to participation in NCS and we do not want young people to be stigmatised for seeking financial support.</p> <p>We anticipate that some young people may not have appropriate clothing or equipment to take part in some phases of the scheme.</p> <p>Some 16 year olds will need to earn money during the summer before resuming studies or may wish to enter the labour market straightaway or may wish to concentrate on opportunities such as work experience or internships.</p> <p>We are also trialling financial contributions in some pilots, such as small fees or deposits or fundraising activities. Whilst the majority of</p>	<p>Pilot providers are giving careful consideration to meeting equipment, bedding and clothing needs.</p> <p>All of the schemes have bursary schemes and inclusion budgets to ensure that cost is not a barrier to participation. The providers have set low deposit and fee structures which they judge to be realistic for many families in their pilot areas.</p> <p>The 2011 pilots are taking place in a broad range of more and less disadvantaged areas, as mapped against 2007 data of Indices of Multiple Deprivation of 149 Top Tier local authorities, so that we can observe how the NCS model works in a representative sample of areas. We will seek to run 2012 pilots in a similar spread of more and less disadvantaged areas.</p> <p>The evaluation will monitor any needs or barriers relating to cost and examine how providers address them and avoid creating a stigma for any participants who access support.</p>

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
	participation costs will be met by Government and other funding sources, we want to test different methods of placing a value on the experience for young people.	The evaluation will also consider how the current model caters for 16 year olds who need to earn money during the summer and we will use this evidence to consider whether the model needs adjusting in the future.
Offenders/ex-offenders		
Evidence suggests that a number of the eligible NCS cohort will be known to Youth Offending Teams and have a proven offence. Offending rates vary between young men and women.	Young people may be serving a range of community sentences with conditions attached. These conditions may present barriers to participating in parts of the NCS model or participating at specific times/places. Young people who have a history of offending may be more likely to have anger management or behavioural issues. Providers may also have to allocate groups carefully to deal with any sensitivities where an offender and a victim of crime could be placed together.	Some of the providers' recruitment plans include specific partnerships working with youth offending teams. Some are looking at ways to address support needs or deal with conditions attached to community sentences, such as curfews or requirements to wear tags. The evaluation will monitor the types of challenges or barriers experienced in recruiting or involving young offenders and we will use this evidence to consider whether the model needs adjusting in the future.

National Citizen Service Equality Impact Assessment

Equality strand/group and brief evidence summary (for details and sources, refer to section 8)	Key potential barriers (for further examples and for opportunities to promote equality, refer to section 8)	Actions (for further examples, refer to section 8)
Young people unlikely to engage in structured activities		
Evidence shows that some young people are particularly unlikely to engage in structured activities outside of school and have little experience of participating in them.	Recruitment strategies may not lead to a representative or adequate mix of participants. The design of the NCS model may not offer adequate support to some young people who are not used to participating in similar activities or in such mixed groups.	The commissioning process included specific testing of potential providers' plans to recruit a representative cross sample of the local 16 year old population and achieve a wide social mix. The evaluation will monitor background and population groups recruited by local schemes and compare this to the local population to identify if there is low take-up by any groups.

7. Monitoring, evaluation and ensuring access to information

National Citizen Service is designed to promote:

- a more cohesive society by mixing participants of different backgrounds
- a more responsible society by supporting the transition into adulthood for young people
- a more engaged society by enabling young people to work together to create social action projects in their local communities.

Both pilot years are being independently evaluated by a consortium led by the National Centre for Social Research (NatCen). The contract for the evaluation was awarded in late February 2011, following a competitive process. This EIA does not cover specific details about the evaluation plans or methodology as some aspects were being finalised at the time of drafting of this report.

The evaluation will

- inform the future development of the NCS programme through assessment of the design and delivery of the pilot scheme;
- assess the impact of NCS on young people's attitudes and behaviours with regard to: social mixing; leadership; communication; community involvement and trust; confidence; and transition to adulthood;
- gather information on the views of parents of young people and the wider general public as regards NCS;
- estimate the value for money of the NCS programme

We will closely monitor the equality impacts of National Citizen Service pilots as the policy develops. The independent evaluation process will help us to understand more about how the National Citizen Service model works and what types of barriers exist for different groups and how these barriers can be addressed. Advice and analysis from the evaluators will be fed into the development of the 2011 and 2012 pilots at regular intervals.

In conjunction with the central and independent evaluation, the delivery providers will ask NCS participants and staff for data that includes characteristics protected by equality legislation, and we will closely monitor the levels of participation by 16 year olds from different groups and backgrounds. This will be key to monitoring success against our stated aim to mix young people with others from different backgrounds and build a more cohesive society. We will also ensure that the providers also regularly update the Cabinet Office and the evaluators on their experiences of piloting the different approaches outlined in this report.

National Citizen Service Equality Impact Assessment

The pilots and their evaluation will be crucial for demonstrating the benefits of NCS. As the case for offering NCS places on a wider basis in the future is considered, it will be especially important to draw on the lessons that we learn about promoting equality, both for society and for the individual young people who take part. We will publish interim and full findings of the evaluation in an interim report (expected in early 2012) and a final report (expected in early 2013).

Subject to decisions at the end of the pilot phase, the Government hopes that a wider roll-out beyond the two year pilot phase can begin from 2013. In the long-term, we hope that National Citizen Service will become a valued part of public life and be open to every 16 year old.

8. Detailed analysis

This part of the report contains a number of sections which consider our

- Main evidence
- Analysis of opportunities to promote equality and risks of negative impact
- Analysis and actions already taken or planned

The first part looks at general considerations which are relevant to all or many of the protected strands and other population groups. Subsequent sections highlight considerations which are directly relevant to individual groups, in the following order:

- Gender
- Race and ethnicity
- Disability
- Religion and belief
- Sexual orientation
- Age
- Pregnancy and maternity
- Marriage or civil partnership
- Other significant equality considerations

For brevity, annex A provides an explanation of the main data sources that we have used (to reduce lengthy references in the text of this report).

General considerations which are relevant to all or many of the protected strands and other population groups

Evidence

Creating a more cohesive society, by supporting participants to meet and take part in activities with people from different backgrounds, is a key aim of NCS. Data from previous Government programmes which include similar activities to the NCS pilot model indicates that this is a valuable and realistic aim.

An evaluation of the 2010 Do-it 4-Real activity camps programme highlighted that “Young people benefited from the opportunity to mix with others from different backgrounds, following camp 94 per cent of young people agreed that a long-term impact of going on camp was to better understand people from different backgrounds”⁵.

The evaluation of Challenge Network’s 2009 Challenge pilots reported that “the programme appears to have been very successful in its goal of encouraging social mixing, with participants having opportunities to meet

⁵ See Annex A – Do-It-4Real

National Citizen Service Equality Impact Assessment

people that they would not normally and this seems to have gone some way to challenging the young people's pre-conceptions about others. However, there is an issue about whether participants have sustained their contact with people from other backgrounds"⁶.

The *How Fair Is Britain* report reviews changing attitudes about diversity within the general population. It notes that "*the available evidence suggests that people's subjective attitudes towards diversity have become more accepting and more tolerant in many respects, and particularly towards some groups. There remain, however, other minority groups about whom the public remains more wary or simply ill-informed; and even where mainstream opinion has softened towards certain groups, individuals from those groups may still experience bigoted attitudes*"⁷.

The report draws on analysis suggesting that people's attitudes to diversity and cohesion "can be strongly affected by local circumstances". It highlights research suggesting that "high levels of diversity did not necessarily translate to poor relations between local people", whilst local factors such as rapid changes in local population or changes to local employment patterns or traditional industries may be particularly significant.

Opportunities to promote equality and risks of negative impact

a) Achieving universal rather than targeted participation in National Citizen Service

NCS is intended as a universal scheme that will be open to all young people in the eligible age group. The scheme is not designed to target particular groups of young people within that age group, but will provide an opportunity for 16 year olds to meet a cross section of their peers. Participants will broaden their horizons and learn more about respecting difference by spending an intensive period of time working closely with people who may have distinctly different backgrounds, beliefs and abilities from them.

Some targeting will be a necessary part of recruitment strategies, so that the scheme attracts a broad cross section of people, rather than being comprised of those who are more likely to put themselves forward for this type of activity. For the 2011 pilots, providers will use their judgment to decide what a suitable cross-section would be for the catchment areas that they are working in, and decide how to allocate participants into small teams of 12 to 16 people. The selection process for 2011 pilot providers closely examined their proposals to recruit the broadest range of young people in pilot areas and support them to mix with their peers from other backgrounds. The formal independent evaluation will be a key way of measuring the levels of diversity amongst participants that each local scheme has achieved.

⁶ See Annex A – the Challenge programme

⁷ How fair is Britain? Equality, Human Rights and Good Relations in 2010, Equality and Human Rights Commission Triennial Review 2010

National Citizen Service Equality Impact Assessment

b) Meeting the challenges of working with mixed groups

It should be recognised that our aim for NCS participants to work with a very mixed group of their peers poses distinct challenges from convening more targeted groups of young people - both for the coordinators and the participants. If it is not done well, mixing groups of young people with very different learning and support needs and ability levels could cause more harm than good.

All of the lead NCS 2011 pilot providers are working with locally-based delivery partners, and many are local or region-focused organisations themselves. This should increase levels of local insight and ensure that any existing patterns of community cohesion or tensions can be taken into account during the recruitment and activity phases of the pilots.

NCS staff and volunteers need to be experienced and trained in supporting and managing groups of young people in residential settings and in personal and social development. Staff members also need training in conflict resolution and explaining diversity and inclusion themes. The activities should be engaging for groups with very mixed abilities and interest levels, otherwise there is a risk that stereotypes or prejudices could be reinforced rather than challenged. Bad planning of activities could also mean certain young people are excluded from activities because their needs are not taken into account, and therefore have a negative experience. Schemes will need to have strict policies on challenging bullying and disrespectful behaviour.

The pilot providers will be carefully planning the activities to take account of this, and Cabinet Office and Department for Education officials are organising opportunities for providers to exchange expertise on this particular topic. The evaluation will examine the challenges of recruiting and working with mixed groups of 16 year olds, and the ways that providers have sought to address them.

c) Promoting community interaction and role models

The scheme presents a number of opportunities to support community interaction and encourage contact between people who may not otherwise have met:

Participants mixing within their peer group

The participants will be allocated to work in teams of their peers from their local area, and will spend the whole 7 to 8 weeks of their experience based in these groups of 12 to 16 participants. The teams will be carefully composed, both to reduce the probability that participants already know more than two or three others in the group, and to increase the likelihood of team members having some shared interests or hobbies. Teams will also be allocated to ensure that a range of social, religious and ethnic backgrounds, as well as disabled and non-disabled participants, are represented in each group where possible. As well as concentrating on getting these small group dynamics right, the pilot providers will look at maximising opportunities for different teams to interact and work or socialise together during certain phases, such

National Citizen Service Equality Impact Assessment

as during the phase two outward bound adventure residential weeks or at the final volunteering fairs and graduation events. (Please refer back to the list and diagram in section 3 for an explanation of the phases.)

Participants with NCS staff and volunteers

NCS participants will also benefit from a variety of opportunities to meet adults from different backgrounds outside of their usual contact group. We expect that the staff teams involved in the pilots will include a number of experienced youth workers, and that at least one will be attached to the same group throughout the scheme. We also expect that many schemes will involve older young people (for example, aged around 17 to 20) as paid staff or volunteers acting as assistants or in trainee roles. The pilot providers should make every effort to ensure their staff recruitment contributes to building a diverse staff team, offering a variety of older role models for participants to work with. In future years, we hope that NCS graduates will return to work as volunteers and paid staff on NCS schemes and also be seen as role models for current participants.

Participants with NCS supporters

Lastly, the scheme will create a number of opportunities for participants to interact with people from their local community, particularly during phases 3, 4 and 5 of the scheme. Phase 3 is focused on giving participants a chance to observe and practise skills and services that are useful to their community, and we intend that the programme of visits and activities will bring teams into contact with local beneficiaries, volunteers, charities, businesses and statutory services. During phases 4 and 5, participants will use their experiences and observations to design a social action project to benefit their local area. We expect that a range of local people will offer their support as short-term volunteers to help participants and plan and carry out these projects. Key examples could be organisations with project management or community planning expertise allowing staff to offer their time through employer-supported volunteering schemes or short-term secondments. At the end of the scheme, we hope that the graduation ceremonies and ongoing volunteering fairs will also provide valuable opportunities for NCS participants to forge new links or make the most of personal or professional connections made earlier during the scheme.

In summary, the scheme design provides a broad range of opportunities for the 16 year old participants to forge new relationships and work with role models from a variety of ages and social and professional backgrounds. We hope this will create positive influences and greater chances for networking and social mobility when participants are at a transition point in their lives and considering career paths and future directions.

d) Recognising the scale of the NCS pilots

Whilst NCS offers considerable opportunities for promoting equality, these pilots will involve a relatively small number of 16 year olds. There are around 600,000 16 year olds in each school year in England. The pilots will offer just over 11,000 places in 2011 (around 1.5% of the cohort) and 30,000 places in

National Citizen Service Equality Impact Assessment

2012 (5% of the cohort). As we are testing different delivery models and scales for NCS, some areas will have higher coverage and others will have lower or no coverage. Therefore, it is important to note that the benefits of NCS will not be felt in all areas, and that some areas may see strong competition for places.

Providers are working on ways to balance their recruitment strategies and avoid over stimulating demand where possible, and any lessons learned will inform the development of NCS in the future.

e) Showcasing or reinforcing images

The scheme provides a number of opportunities to highlight positive images of community cohesion and showcase the contribution that beneficiaries receive or that local volunteers, employees and figureheads or community champions can make within their area. Many of the pilot providers have made partnerships with local newspapers and radio studios, meaning that there is great potential to publicise the social action projects and graduation projects and highlight the value of diverse groups of people working together in local communities.

The guided reflection sessions which trained youth workers or participants will lead at regular points during the scheme, should provide a good opportunity for participants to discuss their observations and experiences of diversity. Preparing young people for life in a diverse society will be an important contribution to their transition to adulthood, which NCS seeks to support.

Whilst the scheme offers considerable positive opportunities, we should also be wary that negative images could be reinforced in some cases. With any scheme involving such a broad mixture of people, there may always be a risk of using stereotypes to pigeonhole people by their characteristics or aptitude. The pilot providers will need to take care to avoid this happening both within scheme activities and in local publicity. The Cabinet Office will also take this risk into account when dealing with national media interest and case studies.

Action

a) Emphasis on equality and diversity in the NCS 2011 pilots commissioning process

The Cabinet Office issued a specification on 2 August 2010 inviting organisations to express their interest in running NCS pilots in 2011. The timeframe for both preparing and running the commissioning process was compressed, so that providers could be appointed as soon as possible and have adequate preparation and recruitment time to run intensive activities from June 2011. During a pilot year, it was believed to be particularly important to allow appointed providers the maximum amount of time to implement and refine delivery plans, including time to explore and deliver equality outcomes. The Cabinet Office and Department for Education took a number of measures to ensure that as many potential bidders as possible had

National Citizen Service Equality Impact Assessment

a fair chance to access information about the process. Please refer to annex B for further details.

As one of the three key aims of NCS is based on building cohesion and mixing participants of different backgrounds, the specification was drafted with intensive consideration of equality and diversity issues. Officials drew lessons from similar existing schemes and also received valuable feedback from the Equality 2025 group, a network of disabled people set up to advise Government departments on how to achieve disability equality. The published specification and assessment process for NCS 2011 pilots included clear requirements for providers to address equality issues in their proposals, which are detailed in annex B.

The funding agreement made with NCS 2011 pilot providers sets out clear terms and conditions for the lead pilot providers to ensure that they and their delivery partners or anyone acting on their behalf fully complies with the Equality Act 2010. It also highlights the importance of following additional good practice beyond legal requirements, to ensure that the varied needs of a diverse group of participants are met, (exceeding the protected characteristics set out in the forthcoming Public Sector Equality Duty). The providers are also required to collaborate and share good practice and advice with other bodies involved in delivering the pilots so that learning can be shared and utilised quickly during the pilot phase.

b) Plans for continuing to place emphasis on equality and diversity in the commissioning process for 2012 pilots

The commissioning process for selecting providers to deliver the 2012 pilots opened in March 2011 and is currently still underway at the time of writing. Officials have sought to build on the strong emphasis placed on equality, diversity and inclusion aspects in the 2011 pilots commissioning process, whilst integrating learning acquired since it ran during summer 2010. The Cabinet Office and Department for Education have also continued to explore ways to widely publicise the process and allow a diverse range of organisations to consider expressing their interest in delivering 2012 pilots. (Please refer to page 4 for a link to further information about applying.)

c) Actions that the appointed lead pilot providers have already planned to take for the 2011 pilots

The lead pilot providers and their delivery partners are still confirming the minute details of their plans for the summer. This summary explains a broad range of planned actions which are relevant to all or many of the protected strands and other population groups:

National Citizen Service Equality Impact Assessment

Recruitment partners

The 2011 pilot providers have all mapped out a detailed selection of local organisations that can act as recruitment partners and referral agencies. Some examples include:

- *Education establishments in the pilot location*, such as state schools, faith schools, special schools, academies, independent schools, alternative education providers, Pupil Referral Units. When working in areas where a small number of NCS pilot places is available compared to local numbers of pupils, the providers have chosen to target particular schools, according to data on levels of wealth/deprivation, un/employment, youth participation etc and the social mix that would provide a broad cross-section of the population in that area.
- *People or bodies linked to schools*, such as Youth Forums in schools, School Governors' Associations, Parent Teacher Associations, Head teachers forums, heads of year 11 students etc, Career Education/post 16 progression coordinators, Citizenship coordinators, school nurses, SEN coordinators, volunteering or work experience placement coordinators, extended schools coordinators, pastoral support leads in schools, behaviour improvement coordinators.
- *Community and youth-focused organisations*, such as local volunteer development agencies and volunteer centres, youth organisations/clubs, uniformed groups, charities, community groups, disability groups and faith groups.
- *Statutory organisations*, such as local authority services, youth offending teams, colleges, Fire and Rescue Services, Integrated Youth Support Services/Targeted Youth Support Teams, teenage pregnancy team, drugs and alcohol advisory/support, information, advice and guidance providers, positive activities providers, education and welfare teams, behavioural improvement teams, inclusion teams, Connexions Services, Safer Neighbourhood Teams, Probation Services, Job Centre Plus offices.

The 2011 providers have also made plans to seek specialist advice from expert bodies whilst planning the pilots such as faith-based helplines, a young carers association, disability charities, translation professionals, regional refugee forums and organisers of community events such as gay Pride-style events and cultural celebrations. Many of the lead providers and their consortia also have specific expertise themselves in supporting particular groups of young people to participate, and will be exchanging this with others delivering pilots.

Recruitment materials

The 2011 pilots will benefit from each of the 12 lead organisations' expertise in promoting activities for young people so we can learn more about the best

National Citizen Service Equality Impact Assessment

kinds of approaches for this type of scheme. Many of the providers are planning to use images or first-hand testimonials on recruitment materials and will ensure that these promote positive and representative images of diversity.

The 2011 providers will use wide range of communication channels to promote NCS, recognising that a one-size-fits-all will not reach some of the harder to reach groups of young people. Their plans include local youth/community group newsletters, local media partnerships, such as a regular newspaper column or a weekly radio slot, printed magazines or school mailouts for young people/ parents/carers, as well as making use of social media, websites, e-newsletters.

Recruitment events

The providers also recognise the importance of face-to face opportunities to promote the pilots. They are trialling a number of approaches to running school and young-person focused events, including school assembly talks, youth group roadshows, visits to school parents' evenings and post 16 options events. Some of the providers are also exploring more community-focused promotion opportunities, such as making presentations at sporting event match days or running a local promotional bus tour.

The providers have given careful thought to the presenters who should 'pitch' the NCS experience to young people. Many of the schemes will work with young ambassadors, such as older young people who have completed similar personal projects. Some schemes are also planning to work with other role models including champion/lead teachers and local celebrities, such as sports player ambassadors.

Some of the providers have interesting proposals for monitoring patterns of recruitment, for example by matching the postcodes of participants to indices of deprivation or local population data, to ensure that recruitment is reflective of the local area. The providers also have plans to stagger their recruitment, so that whilst some places can be allocated according to general demand, other places can be set aside for later. This should help to recruit young people who may need additional encouragement to sign up from support workers/referral agencies or those who are likely to make summer plans at a very late stage in the spring.

During the scheme phases

Many of the selected pilot providers have highlighted plans for ensuring that their staff and volunteer base includes a wide variety of backgrounds and previous life experiences. Whilst this is an important aim in itself, the providers also recognise the value of having a personnel base that reflects the wide social mix of NCS participants they are aiming to attract.

National Citizen Service is designed to offer a common experience to 16 year olds, but this aim will not preclude pilot providers being flexible in meeting individual needs. For example, many providers will be closely examining the need for single-sex teams for the residential phases, especially where this is

National Citizen Service Equality Impact Assessment

important for cultural reasons. These providers will maintain some flexibility in their residential accommodation bookings, so that single-sex arrangements can be confirmed when individual participant needs will be clearer.

All the appointed providers have strongly emphasised their commitment to promoting equality, diversity and inclusion whilst piloting the structured NCS model. Providers have made plans to develop codes of conduct for local NCS schemes, and many have proposed to draw up the codes together with participants as part of the phase 1 induction activities. We are interested to learn whether this approach will mean that participants feel more committed to respecting others and not tolerating any disrespectful behaviour that they may witness.

d) Future actions

The specification for bidding to deliver 2012 pilots emphasises that organisations or consortia interested in delivering NCS in summer 2012 should be prepared to adapt their plans to integrate early lessons coming through from the 2011 pilots. Lessons will be captured in a variety of ways, including surveying and case studies carried out by the evaluation team and close monitoring and support of 2011's lead providers by NCS policy officials.

Gender

Evidence

The Millennium Volunteers programme evaluation showed that 65 per cent of volunteers were female⁸, and the evaluation of v-funded volunteering programmes for 16-25 year olds indicated that 60.5 per cent of these volunteers were female⁹. In contrast, an evaluation of the Do-it-4 Real programme activity camp¹⁰ programme showed that 56 per cent of attendees were male.

The Tellus 4 survey¹¹ highlighted that young men were found to be more active than young women and were more likely to have participated in a sports club or class (60 per cent compared to 44 per cent). Young women were, however, more likely to have participated in an art, craft, dance, drama, video/film-making group (38 per cent compared to 17 per cent).

Opportunities to promote equality and risks of negative impact

The NCS pilot model includes a mixture of activity types, as illustrated in the diagram in section 3. The findings highlighted above, together with evaluations of other similar programmes, suggest that the more active and

⁸ See Annex A – Millennium Volunteers

⁹ See Annex A – v – the National Young Volunteers Service

¹⁰ See Annex A - Do It 4 Real

¹¹ See Annex A - Tellus 4 survey

National Citizen Service Equality Impact Assessment

challenging activities in phase 2 may have a stronger appeal for young men, whilst the social action activities in phases 4 and 5 may appear more attractive to young women. This highlights the need for recruitment messages to be carefully tailored to highlight all elements of the scheme. The statistics also suggest that some potential participants may need more reassurance or encouragement about one part of the scheme or another. It may be particularly valuable to take this into account when recruiting in single gender environments, such as single-sex schools.

Within each phase, the local providers have the freedom to design the daily timetable of activities, and it will be important to build in a range of activities with a wide appeal to both genders. However, while the evidence above provides a useful insight into potentially differing motivations of young men and women, pilot providers should take care not to reflect simple stereotypes.

Actions related to gender

In the long-term, we want to ensure that all 16 year olds of any gender feel that NCS is open and attractive to them. In addition to the general steps outlined above on pages 22 to 30, NCS pilot providers will be piloting a number of gender-focused approaches in 2011 and 2012.

The 2011 providers who are using role models and ambassadors are all aware of the need to choose these ambassadors sensitively and ensure that both genders can identify with them.

We anticipate that some young women and their families may request single-sex accommodation for cultural or faith reasons. The providers have arranged to keep residential bookings flexible until individual needs of participants are known.

Race and Ethnicity

Evidence

The Do-it-4 Real activity camps evaluation¹² showed that 88 per cent of attendees were categorised as 'White', 7 per cent as 'Mixed', 3 per cent as 'Black or Black British' and 1 per cent as 'Asian or Asian British' and also highlights that 1 per cent of attendees spoke English as a second or foreign language.

An evaluation of the Challenge Network's 2010 Challenge pilots reported a high proportion of participation from BME groups, where 40 per cent of participants aged 16 described themselves as "black", 30 per cent "white" and 30 per cent described themselves as "other"¹³.

¹² See Annex A - Do It 4 Real

¹³ See Annex A – The Challenge Programme

National Citizen Service Equality Impact Assessment

The Tellus 4 survey shows that young people of Asian/Asian British origin were less likely to participate in a number of the activities listed (such as a sports club or class, a youth centre/club with organised activities, and art activities), whereas those of Black/Black British origin were more likely to participate in most of the activities listed. Furthermore, young people who reported that they were of Asian or Asian British origin, or in the 'other' ethnic groups category, were less likely to have participated in group activities in the previous four weeks (47 and 50 per cent respectively) compared to overall (60 per cent)¹⁴.

Around 12% of young people within state-maintained secondary schools are known (or believed to have) English as a second language¹⁵. Data on prevalence within the NCS cohort will be examined during the course of pilot.

The Millennium Volunteers programme evaluation showed that 90 per cent of volunteers were white (compared with 93 per cent of 16-24 GB pop)¹⁶. The evaluation of v-funded volunteering programmes indicated that 13.4 per cent of v volunteers were from BME backgrounds (compared to 4.2 per cent in the 2001 census)¹⁷. These volunteering programmes were based on a year-round or adhoc model more similar to the NCS alumni period than the NCS summer activities, so it will be interesting to observe the results achieved by NCS pilots.

Data from the Citizenship Survey 2008-09¹⁸ shows that black and Asian young people are more likely to have volunteered compared with white young people and more likely to have engaged in civic activism. This is contrary to the pattern found among the population as a whole where engagement is lowest among Asians.

Ethnicity					
	Civic Participation (%)	Civic Activism (%)	Civic Consultation (%)	Formal volunteering in past year(%)	
All ages					
All white	39	10	20	42	
All Asian	27	10	14	32	
All Black	26	13	18	39	
All	38	10	20	41	
age 16-24					
All white	23	6	12	39	
All Asian	26	14	16	47	
All Black	24	22	18	52	
All	23	8	12	38	
Source: DCLG Citizenship Survey 2008-09 and Department for Education internal analysis					

¹⁴ See Annex A - Tellus 4 survey

¹⁵ School information statistical release, Department for Education website

¹⁶ See Annex A – Millennium Volunteers

¹⁷ See Annex A – v – the National Young Volunteers Service

¹⁸ See Annex A - Citizenship Survey 2009-10 published by the Department for Communities and Local Government

Opportunities to promote equality and risks of negative impact

Although these data sources are not directly comparable in terms of categories used or activity type examined, they do highlight differences between different racial or ethnic groups. However, many of these surveys are based on self-reporting of activities rather than actual registers of participation, so part of the difference may be attributed to the way that some groups perceive or describe their activities. The pilot providers should take into account these indicative differences in participation rates, and bear in mind that 15 and 16 year olds and their families from different population groups may respond in different ways to descriptions of the scheme, and this may be due to cultural differences in perceptions of these kinds of activities.

As highlighted earlier in section 8, our aim for NCS participants to work with a very mixed group of their peers may pose a range of distinct challenges from other youth activities with a lesser emphasis on mixing. The How Fair is Britain report which examines public attitudes to diversity highlights that *“whilst research shows that there is greater mixing of people from different backgrounds, when the public is explicitly asked about prejudice, they feel that there is greater racial and religious prejudice nowadays, compared with the recent past. In 2001, 2 in every 5 people in England and Wales believed there was more racial prejudice in Britain then, than there had been 5 years previously. The view that there was more racial prejudice than 5 years ago increased to almost half (48%) in 2005, and to more than half (56%) by 2008¹⁹.”*

It should also be noted that Gypsy and Traveller communities may face particular issues regarding participation in NCS pilots. Evidence suggests that levels of hate crime and harassment are high towards this group. For example, one survey of Gypsies and Travellers in Devon found that half of respondents had experienced race hate crime²⁰.and a West of England survey found that 70 per cent of Gypsies and Travellers had experienced harassment and intimidation²¹.

As already discussed, pilot providers will design recruitment strategies and activities sensitively and Cabinet Office and Department for Education officials are organising opportunities for providers to exchange expertise on this particular topic. The evaluation will examine the challenges of recruiting and working with mixed groups of 16 year olds, and the ways that providers have sought to address them.

¹⁹ How fair is Britain? Equality, Human Rights and Good Relations in 2010, Equality and Human Rights Commission Triennial Review 2010

²⁰ Southern R and James Z, Devon-wide Gypsy and Traveller Housing Needs Assessment (2006), University of Plymouth

²¹ Greenfields M, Home R, Cemlyn S et al., West of England - Gypsy Traveller Accommodation (and Other Needs) Assessment 2006–2016, Buckinghamshire Chilterns University College (2007)

Actions related to race and ethnicity

In the long-term, we want to ensure that all 16 year olds of any race or ethnic background feel that NCS is open and attractive to them. In addition to the general steps outlined on pages 22 to 30, NCS pilot providers will be piloting a number of approaches focused on race and ethnicity in 2011 and 2012.

Lead providers for 2011 have identified a need to undertake targeted outreach recruitment for particular communities living in their pilot areas. At least one provider is looking at specific ways to involve participants from local Gypsy or Traveller communities in the pilots. Several providers have identified families from migrant backgrounds as a key audience. They will work with local media partners or use translated materials to raise awareness of NCS pilots and reassure parents about the credibility and benefits of the scheme. Providers will also explore opportunities to promote the scheme at cultural festivals, with one example being Mela festivals held by the Asian community.

We anticipate that Asian young women and their families are particularly likely to request single-sex accommodation for cultural or faith reasons. The providers have arranged to keep residential bookings flexible until individual needs of participants are known.

As already highlighted, the providers recognise the importance of having a personnel base that reflects the wide social mix of NCS participants they are aiming to attract. Some providers have already made plans to allocate more female staff to teams with Asian female participants, where young women or their families desire this.

Unlike gender, the ethnic mix of communities varies dramatically throughout the country. The formal evaluation will examine how successful providers were in recruiting a mix of both participants and volunteers that reflected their local ethnic mix.

Disability

Evidence

National estimates of disability prevalence vary, but the Family Resources Survey estimates that 6 per cent of children are disabled²². Data on disability is not collected through the school census at present, however, the data on pupils with special education needs (SEN) is collected. This includes numbers, and, for young people assessed as requiring additional support (either as statement of education need or school action plus) types of need as well. This data shows that while many young people have additional needs, only a relatively small proportion of young people have significant needs that could present greater barriers to participating in National Citizen Service

²² Family Resources Survey published by the Department for Work and Pensions, 2007-08.

National Citizen Service Equality Impact Assessment

(around 4% have statements of education need, similar to other estimates of disability in this group)²³.

Data around participation in residential schemes is limited but an evaluation of the Challenge Network's 2010 Challenge pilots reported that participants had a range of mental health and support needs such as depression and attention deficit disorder (ADHD)²⁴. Participation levels at Do-it-4Real activity camps²⁵ suggest that while disabled young people did participate in the camps, their number was not proportionate to the estimates of disability amongst young people in the wider population. This evidence supports anecdotal feedback that specific action is needed to address perceived or real barriers for disabled young people to take part in residential or challenge based activities.

The evaluation of v-funded volunteering programmes indicated that 15 per cent of v volunteers considered themselves to be disabled, which was comparable with the population as a whole (18 per cent)²⁶. The Millennium Volunteers programme evaluation showed that 7 per cent of volunteers were disabled²⁷.

In the Tellus 4 survey²⁸, young people who said they were disabled were more likely to have been to a youth centre or club (both with and without organised activities) (34 and 20 per cent respectively) and to have given their time to help a charity, voluntary group or done some organised volunteering (23 per cent), compared to overall (28, 14 and 17 per cent respectively). Young people who said they were disabled were, however, less likely to have been to a local park or playground (60 per cent) and to a sports club or class (46 per cent), compared to overall (66 and 52 per cent respectively).

In terms of the adult population, interim results from the Life Opportunities Survey (LOS)²⁹ show that charitable or voluntary work was reported as being the leisure activity adults were least able to take part in as much as they would have liked to, and a higher proportion of adults with impairments³⁰ experienced barriers participating in these activities than adults without impairments (69 per cent and 65 per cent respectively). Among adults with impairments who could not participate in voluntary work as much as they would like to, the main reason was being too busy or not having enough time (54 per cent). Other barriers for adults with impairments included caring

²³ School information statistical release, Department for Education website

²⁴ See Annex A – The Challenge Programme

²⁵ See Annex A - Do It 4 Real

²⁶ See Annex A – v – the National Young Volunteers Service

²⁷ See Annex A - Millennium Volunteers

²⁸ See Annex A - Tellus 4 survey

²⁹ Life Opportunities Survey. Interim Results (2010) Office for National Statistics.

³⁰ LOS does not equate having an impairment with being disabled. To meet the social model definition of disability, as used in LOS, people must have an impairment and have experienced barriers to participation.

National Citizen Service Equality Impact Assessment

responsibilities (6 per cent), difficulty with transport (5 per cent) and lack of help or assistance (4 per cent).

The Office for Civil Society recently funded a pilot project called Access to Volunteering where organisations based in three test areas of the country could apply for small grants to help disabled people volunteer. The early results of the pilot show that a wide range of projects, including outdoor adventure activities and creative arts schemes, were funded for modest sums between £500 and £5000³¹.

Opportunities to promote equality and risks of negative impact

Although there is some evidence that levels of volunteering are higher amongst younger disabled people than the adult disabled population, this is not conclusive. The difference may be due to an increased emphasis placed on removing barriers in recent schemes

If we are able to follow some of the encouraging patterns seen in the secondary schools survey, rather than the survey of older population groups, National Citizen Service presents considerable opportunities for promoting equality for disabled people. One of the main barriers to equality may be perceptions of what disabled people are able to do. We hope that some perceptions held by disabled young people themselves, their peers, their parents and carers and staff or community supporters involved in running the scheme will all gradually change, if disabled young people can play a full part in the pilots.

Another common issue is the perception that disabled people are more likely to receive support or services than to offer help others themselves. NCS schemes may be able to tackle this perception in several ways, for example by introducing disabled participants to ongoing forms of social action after their NCS graduation or by showcasing volunteering projects that involve disabled volunteers as part of the visits in the phase 3 community skills and service week.

Where young people face a disability or health issue that affects their daily lives, they will need extra support, different equipment or adapted activities to take part in NCS. Advice received from the Equality 2025³² group highlighted the types of small changes that should be considered for different aspects of the programme, from the physical or adventure challenges in phase 2 to the guided reflection sessions that participants will regularly take part in throughout the scheme. It should also be noted that many support needs will be not be based on physical and more visible disabilities, but may be linked to mental health needs or depression.

³¹ Access to Volunteering Fund, Awardees report, 2010

³² Equality 2025 is a network of disabled people which advises the central Government departments on how to achieve disability equality

National Citizen Service Equality Impact Assessment

The pilot providers were all asked to address these issues in their delivery proposals. They have committed to exploring a range of ways to do this, as well as setting aside contingency budgets to pay for reasonable adjustments where necessary. Early findings from the Access to Volunteering pilot fund indicate that adjustments will be relatively inexpensive in many cases. We are aware that the combination and structure of activities in the NCS model is still being tested, and we are confident that the 2011 and 2012 pilots will help us to learn more about supporting disabled people to participate in NCS.

Lastly, we should consider the potential for young people to face barriers to their participation in NCS due to their association or relationship to a disabled person, such as a parent. The concept of discrimination by association is a new provision in the Equality Act. We are keen to learn lessons from the pilots about how to support young people who have care commitments to disabled family members or others. A number of the providers have already outlined plans for addressing this.

Actions related to disability

In the long-term, we want to ensure that all disabled young people feel that National Citizen Service is open and attractive to them. In addition to the general steps outlined on pages 22 to 30, NCS pilot providers will be piloting a number of disability-focused approaches in 2011 and 2012.

The Cabinet Office has already taken into account that some disabled young people may face particular barriers to taking part at a specified age or may be ready for their transition to adulthood at a different time from their peers. The specification for NCS 2011 pilots therefore allowed a wide age range for disabled young people; *“Participants should have reached their 16th birthday by 31st August 2011. In exceptional circumstances, the programme will be open to young people aged 17-18 years. For young people with Learning Difficulties and Disabilities we would expect those up the age of 25 could participate.”*

The 2011 pilot providers plan to use local disability organisations as recruitment intermediaries, and many will also be working with SENCO (special education needs co-ordinators within schools) or special schools to recruit participants. Some providers are considering producing recruitment materials in a range of formats, such as large print or audio materials, to reach out to potential participants themselves and parents.

Some providers have also identified the need to allow extra time to discuss NCS with parents/carers of disabled young people. For example, one provider reports from their own experience and specialist advice on working with young people with visual impairment, that one of the greatest barriers to engagement is parental concern. They have designed their recruitment timetable and costings to allow for extra time needed to work on a one to one basis with the families of young people with visual impairment.

National Citizen Service Equality Impact Assessment

All the 2011 providers are adopting a number of plans to ensure that their staff are fully prepared to support disabled young people to participate in a National Citizen Service scheme. Many have plans to run training courses in topics such as disability awareness training or supporting young people with administration of medication. One of the providers is planning a specialist pilot involving 36 visually impaired (VI) young people, and will be sourcing specific training to help staff learn more about working with the participants, as well as recruiting visually impaired volunteers to the staff team.

All of the providers are developing systems for assessing participants' needs as they sign-up to take part in the programme. This will include building on existing assessment of needs and Individual Education Plans (IEPs), and determining where participants may need additional or one-to-one support from extra staff specifically assigned to some groups.

All of the providers are booking accessible and DDA-compliant venues and looking into sourcing accessible transport for NCS teams that will require this for some of their members. Some of the providers are considering how best to allocate accommodation during the residential phases where some disabled participants may be older than the rest of the 16 year old participants.

For the latter phases of the scheme, when participants will be home based and may be expected to reach their social action activities via public transport or via group transport from arranged pick-up points, the providers have made plans for additional transport or contingencies for any participants who cannot travel themselves to these points.

Religion and belief

Evidence

An evaluation of the Challenge Network's 2010 Challenge pilots³³ reported that 51 per cent of participants described themselves as Christian, 14 per cent Muslim and 6 per cent Sikh/Jewish/Hindu. The evaluation also highlighted that 60% of the Muslim participants were female and 40% were male. These results disproved some anecdotal evidence received by Challenge Network which had suggested that uptake might be lower among female Muslims.

The Citizenship Survey 2008-09³⁴ shows differences in the levels of formal volunteering through clubs, associations and groups reported by people of different faiths and beliefs of all ages, and indicates that participation is lower for those of the Muslim and Hindu faith.

³³ See Annex A – The Challenge Programme

³⁴ See Annex A - Citizenship Survey 2008-09 published by the Department for Communities and Local Government

National Citizen Service Equality Impact Assessment

Religion	Civic Participation (%)	Civic Activism (%)	Civic Consultation (%)	Formal volunteering in past year(%)
All ages				
Christian	40	10	20	43
Hindu	23	10	12	29
Muslim	28	11	17	31
None	33	9	19	38
All	38	10	20	41
16-24				
Christian	25	6	13	41
Hindu	25	13	10	48
Muslim	23	15	18	39
None	23	7	11	37
All	23	8	12	38

Source: DCLG Citizenship Survey 2008-09 and Department for Education internal analysis

The Citizenship Survey questionnaire also asks respondents how many times they have mixed socially with people from different ethnic and religious groups from themselves in different areas of their lives. It shows that young people are much more likely to mix in most situations than adults, with a majority mixing in several situations at least once a month and that nearly a quarter of young people had mixed through volunteering in the past 12 months

Evidence on social mixing by religion/ethnicity	Age 16-24 % mixed in past month	All ages % mixed in past month
Work school or college	77	52
Shops	68	60
Pub,club,café or restaurant	66	43
Home or their home	56	35
Public parks	55	42
Group, club or organisation	41	29
Public buildings	34	25
Formal volunteering	24	19
Place of worship	12	14

Source: DCLG Citizenship Survey 2008-09 and Department for Education internal analysis

The TellUs 4 Survey³⁵ shows that there were significant differences across religious groups in the numbers of pupils reporting that they had taken part in a structured adult led group activity outside school in the past four weeks.

³⁵ See Annex A - Tellus 4 survey

National Citizen Service Equality Impact Assessment

Muslim pupils were the least likely to have taken part in such activities, followed by Sikh and Hindu pupils. This is consistent with the fact that participation in activities varies across ethnic groups.

Whether taken part in group activity outside school, by religion Tellus4 survey

Religion	% taken part in any group activity led by an adult outside school lessons in past four weeks	N (Unwtd)
None	56	10486
C of E	70	4055
RC	66	3549
Other Christian	64	3070
Muslim	47	3230
Hindu	53	839
Jewish	65	144
Sikh	51	358
Other	56	448
All		

Opportunities to promote equality and risks of negative impact

Advice we have received from consulting with cross faith groups highlighted a clear opportunity for boosting interaction and cohesion through people's participation in NCS; *"NCS needs to contact and mobilise young people from the UK's faith groups.... because all too many individuals from different faith groups remain isolated from one another"*.

The scheme also offers opportunities for participants to work with local faith-based groups in their local community as part of the community visits and social action phases. Providers will need to ensure that this kind of activity is focused on social action in a faith-based context, so that it is not misconstrued as having a narrower focus of promoting religious activity.

As highlighted earlier in section 8, our aim for NCS participants to work with a very mixed group of their peers may pose a range of distinct challenges from other youth activities with a lesser emphasis on mixing. The How Fair is Britain report which examines public attitudes to diversity highlights that *"whilst research shows that there is greater mixing of people from different backgrounds, when the public is explicitly asked about prejudice, they feel that there is greater racial and religious prejudice nowadays, compared with the recent past. The Citizenship Survey also found that there was an increase in perceptions of religious prejudice and on this issue, feelings are stronger. The proportion of people who believe there is more religious prejudice in Britain compared to 5 years ago previously increased from around 52% in 2005 to 62% in 2007/08."*³⁶

³⁶ How fair is Britain? Equality, Human Rights and Good Relations in 2010, Equality and Human Rights Commission Triennial Review 2010

National Citizen Service Equality Impact Assessment

Providers should be aware that in some cases, particular tension or misunderstanding may occur between participants with strong religious beliefs and participants who are lesbian, gay or bisexual. If managed in the correct way, this can form a valuable part of the participants' experience of learning to live together in a diverse society.

As already discussed, pilot providers will design recruitment strategies and activities sensitively and Cabinet Office and Department for Education officials are organising opportunities for providers to exchange expertise on this particular topic. The evaluation will examine the challenges of recruiting and working with mixed groups of 16 year olds, and the ways that providers have sought to address them.

Actions related to religion and belief

In the long-term, we want to ensure that all 16 year olds of any faith or religious background or none feel that NCS is open and attractive to them. In addition to the general steps outlined on pages 22 to 30, NCS pilot providers will be piloting a number of religion and belief-focused approaches in 2011 and 2012.

In terms of central awareness raising, NCS team officials in the Cabinet Office and Department for Education have made a number of links with faith-based umbrella organisations that have agreed to disseminate information about local NCS schemes during the Springtime recruitment peak.

Many of the pilot providers have made clear and early plans to involve local faith and religious organisations as conduits for their recruitment plans. One provider has planned to work with alumni participants from similar schemes to NCS and has made explicit plans to involve Muslim young women alumni to encourage their peers to consider signing up to an NCS pilot.

Advice from faith based organisations has re-iterated that participants or their families are particularly likely to request single-sex accommodation for cultural or faith reasons. The providers have arranged to keep residential bookings flexible until individual needs of participants are known. Depending on the wishes of individual participants and their parents/carers, the providers are also making plans to cater to particular dietary requirements, provide prayer facilities and timetable activities to suit prayer times. The Muslim and Jewish faiths are two notable examples where events take place during the NCS peak period:

For Muslims, Ramadan in 2011 will start on 31st July/1st August and continue for 30 days until 30th August. Anyone observing Ramadan may take part in fasting days throughout that period, culminating in the celebration event of Eid on 31 August. Due to the staggered nature of pilot scheme start dates in some pilot locations, in some areas it may be possible for participants to

National Citizen Service Equality Impact Assessment

choose a start date in July and complete some of the more time intensive and physical activities before Ramadan begins. In other areas where the pilot size is smaller and does not allow for such staggering, the providers will be examining other ways to adapt the scheme to a religious occurrence such as Ramadan. One provider in particular is developing a package of guidance in collaboration with Muslim organisations and looking at ways to alter timetabling for fasting and prayer and to organise lighter-intensity activities for any participants who may be fasting during that period.

For those of the Jewish community and faith, a number of important events take place in September 2011, including Rosh HaShanah and Yom Kippur. At this point, all of the schemes will be near completion and running the phase 5 social action activities where participants meet on a part-time basis in evenings or weekends to complete projects designed earlier in the summer. We expect that the participants and all supporting workers or volunteers involved in the social action phase will decide together on the exact meeting days, and it will be important to take these religious holidays into account. Some providers may be planning graduation events or volunteering fayres in September, and should avoid scheduling these events on religious days.

Potential providers will be reminded as part of the commissioning process for 2012 pilots to be mindful of cultural and religious events taking place during spring and summer 2012, and submit proposals which take these into account.

Sexual orientation

Evidence

Data on sexual orientation is not routinely collected from this age group by the Department for Education but Stonewall's guide to supporting lesbian, gay and bisexual young people notes an estimate that "*six per cent of the population, around 3.6 million people, are lesbian, gay or bisexual – so there's a good chance that in a group of 30 at least two young people will be lesbian, gay or bisexual*"³⁷.

Stonewall notes that 60 per cent of lesbian, gay and bisexual young people feel there is neither an adult at home nor at school who they can talk to about their sexual orientation and that "*this stops young people feeling able to be themselves*". Stonewall also highlights that lesbian, gay and bisexual people are less likely to participate in organised activities than other population groups.

Stonewall research found that secondary school teachers say that "*homophobic bullying is the most frequent form of bullying after bullying*

³⁷ Stonewall Education Guide - Supporting lesbian, gay and bisexual young people

National Citizen Service Equality Impact Assessment

*because of weight and three times more prevalent than bullying due to religion or ethnicity*³⁸.

Opportunities to promote equality and risks of negative impact

In the long-term, we want to ensure that all 16 year olds of any sexual orientation feel that NCS is open and attractive to them. In addition to the general steps outlined above on pages 22 to 30, NCS pilot providers will be piloting a number of approaches focused on sexual orientation in 2011 and 2012.

Stonewall's guide to supporting lesbian, gay and bisexual young people notes that *"Young people tell us that they want anti-bullying policies to specifically mention homophobic bullying and that they want teachers to challenge it whenever it happens"*³⁹. While Stonewall's recommendations are focused on a school environment, the recommendation to adopt explicit anti-bullying policies is equally relevant to young people's programmes such as NCS.

We should also not forget that participants or staff may feel affected by homophobic behaviour if they feel discriminated against "by association" because of family links to others who are lesbian, gay or bisexual or bullied; or if they feel discriminated against because they are "perceived" to be gay. Providers should also be aware that in some cases, tension or misunderstanding may occur between participants with strong religious beliefs and participants who are lesbian, gay or bisexual. If managed in the correct way, this can form a valuable part of the participants' experience of learning to live together in a diverse society.

Diversity and inclusion training will be particularly important for equipping staff with the confidence to adopt a firm approach to addressing homophobic behaviour. Some of the national and local delivery partners for NCS are sports clubs, and we may be able to learn lessons about the football community's efforts to address homophobic behaviour amongst football players and fans.

Actions related to sexual orientation

As highlighted earlier, many of the providers will be involving participants in drawing up codes of conducts and acceptable behaviour, and we are interested to learn whether this approach will mean that participants feel more committed to respecting others and not tolerating any disrespectful or homophobic behaviour that they may witness.

Stonewall has recommended that providers can present a gay-friendly atmosphere through taking steps such as carrying diversity messages on recruitment materials to emphasise that the scheme is welcoming to all, or by

³⁸ Stonewall Education Guide - Supporting lesbian, gay and bisexual young people, quoting "The Teachers' Report, 2009

³⁹ Stonewall Education Guide - Supporting lesbian, gay and bisexual young people

National Citizen Service Equality Impact Assessment

displaying gay-friendly posters amongst other posters in venues used for recruitment or sign-up events. As mentioned earlier, providers will also plan staff recruitment carefully and make efforts to have widely representative workforce.

The evaluators will undertake qualitative work with young people and providers to look at the types of needs or barriers that exist for lesbian, gay and bisexual young people and how providers have sought to address them.

We have not yet taken a decision on whether the evaluation will monitor levels of participation according to sexual orientation as there are some sensitivities which would need to be carefully addressed. For example, young people may have concerns about disclosing this kind of information if they are based in a small group of 12-16 participants and feel that their questionnaire could be easily identified amongst others.

Age

Evidence

National Citizen Service is designed to be open to all young people in the academic year that they turn sixteen. The NCS model was developed to focus on young people during a key point of transition in their lives. Focusing on one key age group is part of offering a common experience at a common point in young people's personal and social development.

There will be a mixture of fifteen and sixteen year olds on the scheme as the eligibility criteria says that participants should have reached their 16th birthday by 31st August, rather than having reached it at the point when they start the scheme. We did not want young people whose birthdays fall in July or August to miss the opportunity of participating with their year group.

As highlighted above in the section about disability, the age criteria are different for disabled young people, to take into account that some disabled young people may face particular barriers to taking part at a specified age or may be ready for their transition to adulthood at a different time from their peers.

We feel it is important that young people take part in NCS at a common stage in their lives, which is why the eligible age range is limited to those who will have reached their 16th birthday by 31st August.

Actions related to age

Young people reach emotional and physical maturity at different points regardless of their actual age, so providers will need to plan activities accordingly. Providers will also work sensitively with parents or carers to reassure them about the benefits and safety of the scheme and obtain consent for their child's participation.

National Citizen Service Equality Impact Assessment

The evaluation will also examine how the scheme supports 16 year olds on their transition to adulthood and look at equality considerations that are raised by young people maturing at different rates.

Pregnancy and maternity

Evidence

Evidence from the Department of Health⁴⁰ suggests that there will be a very low proportion of 16 year olds who are pregnant or young mothers, particularly given the limited numbers involved in the pilot locations.

Actions related to pregnancy and maternity

We anticipate that young mothers will face significant barriers to participation in many of phases of NCS (facing issues such as confidence and childcare). We also expect that providers are unlikely to be able to accommodate young women in the later stages of pregnancy in outdoor activities away from their home area, for insurance or medical reasons.

Providers have already made a number of plans in relation to helping participants source care provision, and will look at other support that may be necessary as the needs arise. These issues will be investigated during evaluation. We will monitor the level of interest from young mothers or pregnant young women during the pilots and consider whether the model needs adjusting in future.

Marriage or civil partnership status

Evidence

Office for National Statistics data for England and Wales showed that around 900 young men aged 16-19 and around 3,300 young women aged 16-19 were married during 2008. As these figures include young people aged 18 and 19 where parental consent is not required, we could expect that the numbers of 16 years olds who are married who wish to participate in NCS will be probably substantially less than a third of those. It should be noted that some groups, such traveller communities, have a stronger tradition of early marriage⁴¹.

Actions related to marriage or civil partnership status

We will monitor the level of interest from young people who are married or in civil partnerships and any measures taken by pilot providers. We will use this evidence to consider whether the model needs adjusting in the future.

⁴⁰ Provided by the Department for Education in conjunction with the Department for Health

⁴¹ Provided by the Department for Communities and Local Government

Other significant equality considerations

There are many other kinds of inclusion needs for young people which are not directly covered by the protected characteristics that are defined in the Equality Act.

Young carers

The 2001 Census⁴² indicates that around 5% of young people aged 16-24 are carers and that from those aged 5-15 the rate is around 1%. There are slightly higher rates amongst women than men. Evidence from the Census report suggests that social group has little impact on rate of caring but does highlight that much longer hours of caring (over 55 hours per week) are associated with families from lower social groups or with long-term unemployment.

It should be noted that identification of young carers can be difficult because of communication channels between referral bodies or because young carers and their families do not want to be identified. As a result, estimates of the number of young carers varies significantly.

Young people living in rural areas

Evidence suggests that transport and availability are often a particular barrier for young people in rural areas⁴³.

Lower income families

Data suggests that nationally around 13% of year 11 pupils are eligible for Free School Meals, and this is often used as an indicator for lower income backgrounds⁴⁴. The figure for all secondary school pupils is higher (15%). While eligibility for FSM does not cover all economically disadvantaged young people, this suggests that a significant numbers of the NCS cohort may face economic barriers to participation. It should be also be noted that this figure varies significantly across the country and many pilots will be operating in areas with much higher rates of economic disadvantage.

Young offenders

In 2009/10 there were around 25,000 young people aged 16 who had a proven offence resulting in a disposal and known to Youth Offending Teams⁴⁵. The Ministry of Justice estimates that for a cohort born in 1988, (and therefore aged 17/18 in 2006), 5.5% of men and 1.4% of women had been convicted by age 16⁴⁶.

⁴² 2001 Census – Statistics.gov.uk

⁴³ Brunton, G. et al. (2006) 'Young People and Physical Activity: A Systematic Review of Barriers and Facilitators' in *Health Education Research* vol. 21; Wikeley, F., Bullock, K., Muschamp, Y. and Ridge, T. (2007) *Educational relationships outside school: why access is important*, York: Joseph Rowntree Foundation

⁴⁴ School information statistical release, Department for Education website

⁴⁵ Youth Justice Board annual workload statistics 2009/10

⁴⁶ Ministry of Justice Statistics Bulletin 2010 "Conviction histories of offenders between the ages of 10 and 52"

National Citizen Service Equality Impact Assessment

Young people in care/care leavers

There were 60,900 children looked after by Local Authorities in England in March 2009 which equates to 55 children looked after per 10,000 children aged under 18 years⁴⁷. This would predict a very small number of in-care or more likely care leavers within the NCS pilot.

Population groups particularly unlikely to engage in structured activities

Evidence shows that many young people do not take part in or have any desire to join any structured activities outside of school lessons. The Tell Us 4 survey⁴⁸ highlights that about a third of young people had not taken part in an adult-led group activity outside of lessons in the previous four weeks, with young people in families on low incomes and from some minority ethnic groups least likely to participate in positive activities. The Longitudinal Study of Young People in England⁴⁹ reinforces this pattern and shows that those most likely to engage in unstructured social activities are white young people, young people with negative school attitudes and those living in less cohesive families.

Actions related to supporting other groups

The 2011 pilots commissioning process included specific testing of potential providers' plans to recruit a representative cross sample of the local 16 year old population and achieve a wide social mix, and the process for 2012 pilots will repeat this scrutiny.

The 2011 pilot providers have developed detailed plans to work with recruitment partners, referral agencies and specialist bodies that can help with reaching harder to reach groups or those who need additional support.

The evaluation will monitor the types of challenges or barriers experienced in supporting a whole range of young people and we will use this evidence to consider whether and how the NCS model needs adjusting in the future.

⁴⁷ Department for Education analysis of former Department for Children, Schools and Families Statistical First Releases: Children Looked After in England (including adoption and care leavers) year ending 31 March 2009

⁴⁸ See Annex A - Tellus 4 survey

⁴⁹ Longitudinal Study of Young People in England (LYSPE), undertaken for the Department for Children, Schools and Families

ANNEX A – background to key evidence sources

This annex provides background to volunteering and residential schemes, Tell Us 4 Survey and Citizenship Survey. Data from each of these sources is used in many sections of this EIA.

v – the National Young Volunteers Service	Formative Evaluation of v – interim report (2010) Carried out for v by a consortium of research organisations led by the National Centre for Social Research Contact v for a copy of the report: http://vinspired.com/about-us/current-projects
	National charity launched in England in 2006 Set up to implement the recommendations of the Russell Commission, namely to create a step change in the quantity and quality of youth volunteering.
Features of the scheme	
<ul style="list-style-type: none"> • v volunteers must be aged between 16-25 • v commission other organisations to provide volunteering opportunities through a variety of programmes, which include short-term, part-time and full-time opportunities. Programmes include <ul style="list-style-type: none"> ○ vinvolved infrastructure teams and youth action teams (YATs) ○ vinvolved projects ○ vtalent year – full time volunteering ○ vmatch fund – programmes part funded by the private sector ○ vcashpoint – youth-led projects • There is an emphasis in some schemes on recruiting volunteers from hard-to-reach backgrounds/ • Volunteers can receive recognition for their volunteering hours via vfifty and vimpact awards. <p>Other relevant information</p> <ul style="list-style-type: none"> • V has been appointed as one of the twelve lead providers for National Citizen Service pilots in 2011, in a consortium that it is leading with the Dame Kelly Holmes Legacy Trust 	
Millennium Volunteers	UK wide evaluation of Millennium Volunteers Programme (conducted by Institute for Volunteering Research and published by DCSF) , July 2002 Access the report at: http://education.gov.uk/publications/standard/publicationDetail/Page1/RR357
	Former UK wide initiative designed to promote sustained volunteering among young people aged 16-24.
Features of the scheme	
<ul style="list-style-type: none"> • Millennium Volunteers was aimed at 16-24 year olds • Participants committed to at least 200 hours volunteering over a 12 month period • In most cases, volunteers had access to support including one to one feedback sessions with their project and peer mentoring. They also completed a “volunteer plan” at the start of the scheme setting out what they hoped to get out of the scheme (there were some complaints that this was over formal/bureaucratic) 	

National Citizen Service Equality Impact Assessment

Do it for Real	Do it 4 Real (up to 2010) – Research Report not yet published
	A residential summer camp for young people between 11 and 17 years of age. Camps offer a structured residential experience in the areas of outdoor adventure, drama and arts, vocational skills and community projects.
Features of the scheme	
<ul style="list-style-type: none"> • A voluntary scheme open to all 11 to 17 year olds, with particular efforts to engage disadvantaged young people • Week long residential camps run during school summer holidays • Camps offer a structured, residential experience in the areas of outdoor adventure, drama and arts, vocational skills and community projects <ul style="list-style-type: none"> ○ camps include a mix of young people from different backgrounds ○ camps for 17-19s include leadership skills • The camps aim to support young people to: improve their life and social skills; develop community and social values. • Participants pay between £0 and £299 depending on household income, and whether in receipt of means tested benefits or in care • Participants have an opportunity to gain a qualification – the John Muir award. In 2009 1,895 young people achieved this, as did 54 staff. 	

The Challenge pilots	Final Report on the Evaluation of the Challenge Programme 2009 for the Conservative Party (Innovative Routes to learning/Applied Educational Research Centre – University of Strathclyde)
	Contact The Challenge Network for a copy of the report: http://www.the-challenge.org/
	The Challenge Network ran small scale pilots of a scheme named “The Challenge” in London 2009 and in London and Birmingham in 2010. It aimed to help 16-17 year olds understand the responsibilities of adulthood, bring them together with people of different social backgrounds and motivate them to get involved in serving local communities
Features of the scheme	
<ul style="list-style-type: none"> • Aimed at 15-16 year olds at the end of Year 11, young people work in mixed groups of around 12 people • Run during the school summer holidays for 3 weeks full time followed by weekly involvement for a further 30 hours spread over 4 to 10 weeks • The scheme consisted of: <ul style="list-style-type: none"> ○ The Personal Challenge: five day residential programme at an outdoor pursuits centre ○ The Team Challenge: a five day residential programme taking part in a project based on personal interest (Performance, media, design and technology, enterprise or sport.) ○ The Real Challenge: Teams design and implement a project designed to address an issue in local community. One week’s initial work followed by regular meetings to complete the project • Participants asked to put something towards the cost (£25 or £50). 	
Other relevant information	
<ul style="list-style-type: none"> • The Challenge Network has been appointed as one of the twelve lead providers for National Citizen Service pilots in 2011 	

National Citizen Service Equality Impact Assessment

Tellus 4 Survey	<p>This research report presents the findings and results from 2009 survey, March 2010</p> <p>Access the report at: http://education.gov.uk/publications/standard/publicationDetail/Page1/DCSF-RR218</p>
Features of the survey	
<p>The Tellus4 survey was undertaken online by 253,755 children and young people in Years 6, 8 and 10 in 3699 primary, secondary and special schools and Pupil Referral Units in the 2009 autumn term. The survey asked children and young people their views about their local area and questions which covered the five Every Child Matters outcomes.</p> <p>A representative sample of 40 primary schools, 20 secondary schools, four special schools and two Pupil Referral Units were selected from across each of the 152 English local authorities to take part. Local authorities were also invited to extend this sample if they wished to, to include up to 60 primary schools and all secondary schools. Participating schools were asked to include a randomly selected class (one class of Year 6 pupils, two classes of Year 8 pupils and two classes of Year 10 pupils). Schools were however encouraged to extend this sample to include all pupils in these year groups where possible.</p> <p>The survey responses were weighted using the following three strata: gender, year group (Y6, Y8, and Y10) and deprivation using the Income Deprivation Affecting Children Index. Population data for 2008 from the Pupil Level Annual School Census (PLASC) was used to derive the weights.</p>	

Citizenship Survey	<p>Access Citizenship Survey reports from the Department for Communities and Local Government website at: http://www.communities.gov.uk/communities/research/citizenshipsurvey</p>
Features of the survey	
<p>The Citizenship Survey asks over 10,000 adults in England and Wales a wide range of questions covering issues such as race equality, faith, feelings about their community, volunteering and participation.</p>	

Annex B: Details of 2011 pilots commissioning process (held August to October 2010)

The announcement of the 2011 commissioning process was publicised in July 2010 on websites such as Funding Central and circulated to a number of organisations that regularly help the Department for Education and Cabinet Office to publicise information about Government policies, including intermediary organisations that specialise in representing organisations working in connection with equality or minority groups and in disseminating information about government policies to these stakeholders.

The Departments ran seven information sessions and ensured that detailed question and answer documents were circulated to all 1600 organisations that enquired about the commissioning process, to ensure that every potential bidder had a fair chance to access information about the process. An information sharing website was also set-up to assist interested bidders with finding potential consortium partners.

The published specification for NCS 2011 pilots included clear requirements for providers to address equality issues in their proposals.

- When setting the context for the commissioning process, the specification said that, *“Proposals should demonstrate a clear commitment to diversity and achieving a balanced social mix of young people. Mixing young people from different backgrounds is one of the core objectives of NCS, and we are looking for organisations/groups of organisations to set out innovative approaches to achieving this”*.
- Regarding recruitment and organisation of activities for participants, the specification stated that, *“Teams should have a good social mix of participants from different social, religious and ethnic backgrounds, disabled and non-disabled participants, and from harder-to-reach groups”*.
- Regarding staff recruitment, the specification said that, *“Pilot providers should demonstrate a commitment to diversity in their recruitment plans”*.
- In terms of communication and recruitment plans, the specification emphasised the importance of *“using existing channels and working with partner organisations to raise awareness of NCS”*.
- The specification highlighted that testing ways of supporting a broad cross section of 16 year olds to take part would be an integral part of the providers’ task: *“For the pilot, we are looking to test a variety of cost and delivery models which fit the overall aims and objectives of NCS. The pilot provides the opportunity to develop new and efficient approaches to meet the core aims, especially with regard to ensuring a good social mix, including participation from the most vulnerable and disadvantaged young people.”*
- The specification also invited *“proposals that can deliver in rural and suburban areas, as well as urban areas, to test NCS across the country”*.

National Citizen Service Equality Impact Assessment

- In terms of cost and financial inclusion, the specification said that *“Young people participating in the Summer 2011 pilot may be asked to provide a small contribution to the programme costs. However attendance should not be dependent upon a young person’s ability to pay a contribution. Bidders will be expected to set out how they will collect contributions so that there is a value attached to the programme, at the same time as ensuring that the programme is open to all and socially mixed”*.
- The specification emphasised the importance of considering additional support needs in costings, *“It is likely that some young people may require additional support to participate in the programme, which may attract extra costs. This should not be a barrier to young people participating in the programme, and bidders should consider how they will cost this into their proposal, and maintain a diverse social mix of participants”*.

The commissioning process to select providers for 2011 NCS pilots included two stages of assessment which were carried out by officials from the Cabinet Office, Department for Education and Department for Communities and Local Government. 250 Expressions of Interest were received and the assessment included close examination of organisations’ track record of delivering activities for young people and their experience of working with socially mixed groups.

Shortlisted organisations were invited to submit detailed proposals for delivering pilots in 2011. Thirty-three organisations and consortia responded at this stage.

- The full proposal stage assessment paid close attention to organisations’ delivery proposals, including examining plans to reflect one of the key aims of building a cohesive society by supporting participants from different backgrounds to mix during the scheme.
- The shortlisted organisations were also thoroughly examined on how they would *“ensure that there is an effective social mix of participants on the programme, reflecting the requirements set out in the specification”*.
- The assessment also included a question asking *“How additional support will be provided to ensure that all young people can access NCS, including, but not limited to those that might be economically disadvantaged or require reasonable adjustments to participate. High scores will be awarded where organisations provide responses which demonstrate innovative solutions to ensure inclusivity and can demonstrate that young people have been involved in planning to date”*.
- The assessment of costing proposals asked shortlisted organisations to give a detailed rationale where *“additional costs are included to enable certain groups to participate”*.

The twelve lead providers appointed in November 2010 are listed on page 6. Details of their approaches to equality are highlighted throughout this report.

The commissioning process for selecting providers to deliver the 2012 pilots opened in March 2011. A detailed summary has not been provided in this report, as the process is still underway at the time of writing. For further information about that commissioning, please refer to page 4 or page 27.

Annex C - A note on language used in the disability strand sections of this EIA report

This EIA report uses the term “disabled people”, which is based on the social model of disability, rather than the term “people with disabilities”.

The social model of disability⁵⁰ says that disability is created by barriers in society. These barriers generally fall into three categories:

- the environment — including inaccessible buildings and services
- people’s attitudes — stereotyping, discrimination and prejudice
- organisations — inflexible policies, practices and procedures.

Using the social model helps identify solutions to the barriers disabled people experience. It encourages the removal of these barriers within society, or the reduction of their effects, rather than trying to fix an individual’s impairment or health condition. The social model is the preferred model for disabled people. It empowers disabled people and encourages society to be more inclusive.

The Office for Disability Issues encourages all government departments to use this model when considering disability.

⁵⁰ Office for Disability Issues website – explanation of the social model
<http://odi.dwp.gov.uk/about-the-odi/the-social-model.php>