

# Skills Roadmap for London

## Equality Impact Assessment

### 1. Introduction

This document is an Equality Impact Assessment for the Skills Roadmap for London. The purpose of the document is to:

- Demonstrate how equality groups and equalities impacts were considered in the development of the Roadmap (Equality groups are groups who share a protected characteristic under the Equality Act 2010.)
- Set out the impact the actions in the Roadmap have on equality groups and address wider issues of socio-economic inequality, including in the labour market and in the skills/education system.

The Mayor has a legal obligation under the Equality Act 2010 to have due regard to the need to:

1. Eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by or under the Act
2. Advance equality of opportunity between people who share a 'protected characteristic' and people who do not share it by;
  - removing or minimising disadvantages suffered by people who share a relevant protected characteristic that are connected to that characteristic because of their protected characteristics
  - take steps to meet the needs of people who share a relevant protected characteristic that are different from the needs of people who do not share it; The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities
  - encourage people who share a relevant protected characteristic to participate in public life or any other activity in which participation by such persons is disproportionately low.
3. Foster good relations between people who share a 'protected characteristic' and people who don't by tackling prejudice and promoting understanding.

This Equality Impact Assessment demonstrates how the GLA is discharging its legal obligations under the Equality Act 2010 in developing the Skills Roadmap for London. Equality groups identified as relevant for the Skills Roadmap include:

- Age (younger people)
- Age (older people)
- Disability
- Race/ ethnicity/ nationality

- Religion
- Sex
- Pregnancy / maternity
- Gender reassignment
- Sexual Orientation.

In addition, we have also considered:

- Low Income.

### Ambitions of the Skills Roadmap for London

The Skills Roadmap for London sets the direction of travel for skills and adult education in London for the next Mayoral term and beyond, including the £320m per year Adult Education Budget. Tackling the root causes of persistent inequality is at the heart of the ambitions in the Roadmap. Overall the Roadmap aims to ensure skills provision in London is accessible, locally relevant, and makes an impact:

- making skills provision more **locally relevant** means providing a more joined up skills and employment offer which meets the needs of Londoners and the local economy, including businesses and employers
- ensuring skills provision **makes an impact** means ensuring the learning we fund transforms people's lives, leading to positive economic and social outcomes
- making skills provision **more accessible** means ensuring that Londoners who are most in need are prioritised to access AEB provision and other skills and employment support.

## **2. How equality groups and equalities impacts were considered in the development of the Skills Roadmap**

One of the goals of the Skills Roadmap for London is to help tackle the root causes of structural inequality in London, including labour market, skills and health inequality. For this reason, equality groups and equality impacts were considered from start to finish during the year long process to develop the Roadmap. Development went through several stages to: build up an understanding of the barriers and inequalities experienced by those with protected characteristics, design interventions to address those barriers and inequalities, and refine those interventions based on feedback from communities and stakeholders (including organisations representing key equality groups). These stages are summarised in this section.

### 2.1 Early engagement

Through January to March 2021 the GLA carried out early engagement reaching over 100 organisations and stakeholders to develop draft proposals for the Skills Roadmap (then called the Adult Education Roadmap). Critically, this engagement sought views from stakeholders before any fixed plans, programmes or policies for the Roadmap had been created.

This activity included three roundtables with community organisations, with over 20 people from 18 community organisations in attendance. Specific equality groups represented by these organisations included Black, Asian and minority ethnic groups, disabled Londoners, women and parents/carers, and young Londoners. The organisations also represented key demographic groups not specifically recognised under the Equality Act 2020 (although they may fall within a particular protected characteristic), such as migrants and refugees, veterans, low-income Londoners and Londoners living in poverty. As well as roundtables with community organisations, the GLA held a session with members of the Mayor's Equality, Diversity and Inclusion (EDI) Advisory Group, where members were asked what key equalities issues needed to be addressed and considered through the Roadmap. We also held a session with young people working as peer outreach workers at the GLA, including young people who had special educational needs, were care-experienced, or had an ESOL need.

Both the community organisation roundtables and the sessions with the EDI Advisory Group and GLA peer outreach workers were written up in detail, and then used to inform the first set of proposals for the draft Roadmap. Overall this shows how plans for the Roadmap were shaped by representatives of equality groups from the very beginning, to ensure that proposals would meet the needs of equality groups and address the barriers they experience.

## 2.2 Public consultation on draft proposals

The GLA ran a public consultation on the draft Skills Roadmap for London (then called the Adult Education Roadmap) between June and August 2021. The consultation ran for 7 weeks and included a written consultation, several targeted stakeholder roundtables, and a series of Community Conversations. The public consultation sought views from stakeholders, including equality groups, to test proposals contained in the Skills Roadmap.

The written consultation invited direct feedback on each of the draft proposals and received 64 responses from stakeholders. This included representative or service organisations for older people, deaf people, rough sleepers and homeless people, women and girls, people with English as a second or additional language, and victims of trafficking. In order to better understand the potential impacts of draft proposals on learners with a disability or learning difficulty, a targeted roundtable was held with 'Special Educational Needs and Disabilities' practitioners.

The Community Conversations were held to hear directly from Londoners about their needs and experiences in relation to skills and employment support provision. 44 conversations took place targeting key equality groups and people at the sharpest end of inequality who could benefit most from participation in adult education, reaching nearly 1000 people who would have been unlikely to participate in surveys or other more traditional forms of consultation. Groups targeted by the Community Conversations included: women, men, older people, children and young people, disabled people, people from Black, Asian and minority ethnic groups, low-income people, asylum seekers/refugees, faith communities, and LGBTQ+ communities.

Community Conversations were facilitated by community groups. The discussion questions mirrored those included in the written consultation, focused on issues important to Londoners, and were phrased using plain English. Small access grants

were provided to organisations that needed them, to ensure that all communities were able to participate. These grants covered costs such as venue hire, interpreters or translators, and accessibility requirements.

The results of all elements of the public consultation were analysed and summarised by a professional research company called CooperGibson Research. The summary report was used to refine proposals in the Roadmap to produce the final Skills Roadmap for London. The consultation report will be published alongside the Roadmap and this Equality Impact Assessment.

### 2.3 Considering evidence and commissioning new research and analysis

In order to better understand the barriers and inequality faced by different equality groups across the skills system and in the labour market, the GLA considered a wide range of data, research and evidence, summarised in the table below. The GLA also commissioned several new pieces of research to fill gaps in knowledge and to support development of the Roadmap; these pieces are indicated with a ‘\*’ in the table below. This included commissioning peer-led research into the barriers and experiences of adult education for the most disadvantaged communities, as well as intersectional analysis of equality groups’ participation in learning. The key insights from this work are summarised by protected characteristic in Section 3.

<b>Research/Data</b>	<b>Description</b>
Skills for Londoners Evidence Base (2018)	<ul style="list-style-type: none"> <li>- This evidence base was developed in 2018 in support of the Skills for Londoners strategy, London’s first Mayoral strategy for skills published in 2018.</li> <li>- The evidence base considered a range of data sources including the Office for National Statistics Labour Force Survey, Annual Population Survey, and other labour market datasets.</li> <li>- The evidence base includes a specific section on inequality in skills and qualifications, covering gender, ethnicity and nationality, disability, and age.</li> </ul>
Inclusive London, Mayor’s Equality, Diversity and Inclusion Strategy Evidence base (2019)	<ul style="list-style-type: none"> <li>- This evidence base was developed in 2019 in support of the Mayor’s Equality, Diversity and Inclusion Strategy.</li> <li>- Through a literature review and analysis of national and London data available to the GLA the evidence base summarises key inequalities in London, including in relation to skills and work. Protected characteristics considered include sex and gender, age, disability and learning disabilities, ethnicity, religion, sexual orientation, trans, social class and income.</li> </ul>
GLA Economics Labour Market Analyses (ongoing 2020 and 2021)	<ul style="list-style-type: none"> <li>- GLA Economics publish a monthly labour market update summarising key trends in the labour market including around employment, unemployment, jobs, and more recently support schemes relating to the COVID-19 pandemic.</li> <li>- These updates sometimes include analysis of labour market participation of different demographic groups, including</li> </ul>

	<p>disabled Londoners, Black, Asian and minority ethnic Londoners, men and women, parents and carers, older Londoners, and young Londoners.</p>
<p>Rapid Review of the Impact of COVID-19 on those with protected equality characteristics in London – the Ubele Initiative, Manchester University (October 2020)</p>	<ul style="list-style-type: none"> <li>- The GLA commissioned the Ubele Initiative and Manchester University to conduct a rapid review of the impact of COVID-19 on equality groups across social, health, and economic outcomes.</li> <li>- The methodology included a literature review of academic literature, grey literature, and blogs and other outputs from VCS organisations in London and nationally.</li> <li>- It also included over 50 structured interviews with communities, and roundtables with London VCS organisations.</li> <li>- Insights from 275 organisations fed into the analysis in total including the following protected characteristics: race/ethnicity (91), religion (58), age (38), disability (21), children and young people (18), sex (12), gender reassignment (10), sexual orientation (10), pregnancy/maternity (9).</li> </ul>
<p>*Adult Learner Survey – Polling by GLA and YouGov (October 2020)</p>	<ul style="list-style-type: none"> <li>- The GLA commissioned YouGov polling company to ask a representative sample of Londoners about their participation in adult learning, their motivations and interest in adult learning, and the barriers they experience to learning.</li> <li>- The sample included 1052 Londoners aged 18+ and analysis looked at key demographic group differences by age, ethnicity, parent/carer status, and gender. In depth analysis was produced for parents and carers and older Londoners.</li> </ul>
<p>*More than just education: A participatory action research project on adult education in London – Toynbee Hall (January 2022)</p>	<ul style="list-style-type: none"> <li>- This peer-led research was commissioned by the GLA to enable communities with protected characteristics to tell us in their own words about the barriers they experience to participating in adult education and how these could be addressed.</li> <li>- During the project a team of peer researchers worked with communities to identify the research focus and co-design the interview guide. The peer researchers conducted interviews with 51 people across 15 boroughs.</li> <li>- Those interviewed included individuals with protected characteristics or belonging to other key groups, such as: older Londoners aged 50+ (one third of interviews), Black, Asian and minority ethnic Londoners (two thirds of interviews), people with English as a second or additional language (one third of interviews); disabled Londoners (over a third of interviews); special educational needs and disabilities (one third of interviews); people with caring responsibilities (half of interviews); low income Londoners and those with no or low qualifications (three quarters of interviews).</li> </ul>

<p>*Intersectional analysis of participation in AEB-funded skills provision (January 2022)</p>	<ul style="list-style-type: none"> <li>- This analysis was commissioned to gain a greater understanding of the participation of equality groups in AEB-funded provision. In particular, this analysis took an intersectional approach by looking at within-group difference for each equality group and considering people with two or more protected characteristics.</li> <li>- Intersectional analysis means considering how multiple aspects of a person’s identity, such as their protected characteristics, combine to shape their lived experience including of inequality.</li> <li>- Key equality groups considered include gender, age, ethnicity, and disability.</li> </ul>
<p>*Effective practice in English and maths for adult learners (December 2021) – Learning and Work Institute</p>	<ul style="list-style-type: none"> <li>- This research aimed to identify barriers to participation and achievement in English and maths for London learners</li> <li>- Research methods included four focus groups with learners, alongside interviews and surveys of providers, a literature review, and analysis of AEB data.</li> <li>- Research looked at support needed for some specific cohorts linked to equality groups, including disabled learners/ learners with learning difficulties, learners with an ESOL need, and learners studying at lower levels.</li> </ul>

### 3. Summary of barriers and inequalities faced by equality groups

Using the insight summarised in section 2, the GLA has identified key barriers and inequalities experienced by people with protected characteristics, particularly in relation to accessing skills provision and participating in the labour market. Our research and engagement work, especially the peer-led research and Community Conversations which targeted people experiencing severe inequality and disadvantage, found that many of the barriers identified were common across people with different protected characteristics. Some of these common barriers included:

- **Cost** – both direct costs of provision and, critically, indirect costs such as travel and childcare were barriers even when provision is nominally free.<sup>1</sup> This is particularly acute for low income groups or those with mobility impairments.
- **Childcare** – childcare is a significant barrier, with a lack of childcare such as creches available at training locations, and inability to afford or find alternative/flexible childcare.<sup>2</sup> This barrier is more likely to affect women, and access to and take-up of free childcare varies by equality group such as ethnicity (described further in the below table).
- **Past experience of trauma** – the lingering impact of trauma, for example at school, can lead to distrust of education institutions and a reluctance to engage with them.<sup>3</sup>
- **Lack of information/ awareness** – people don't know where to find information about skills provision, and aren't aware of wrap-around support/entitlements available to support them.<sup>4</sup> For those experiencing severe inequality and disadvantage, people are primarily reliant on social connections for finding courses.<sup>5</sup>
- **Need for community based provision** – provision is more accessible to equality groups if it is community based, local, and flexible in terms of timing, length and structure.<sup>6</sup> This was also true for English and Maths provision, which is fundamental to basic literacy and numeracy, where non-accredited community based provision that is contextualised to a community context or workplace was found to be most effective.<sup>7</sup>

---

<sup>1</sup> More than just education: A participatory action research project on adult education in London, Toynbee Hall (publication expected 2022); London Adult Education Roadmap - Summary of consultation and community engagement feedback, CooperGibson Research (2021).

<sup>2</sup> Ibid.

<sup>3</sup> Toynbee Hall (publication expected 2022).

<sup>4</sup> Toynbee Hall (publication expected 2022); CooperGibson Research (2021).

<sup>5</sup> Toynbee Hall (publication expected 2022).

<sup>6</sup> Toynbee Hall (publication expected 2022); CooperGibson Research (2021).

<sup>7</sup> GLA commissioned research on English and maths provision in London, Learning & Work Institute (publication expected 2022).

Specific inequalities and barriers experienced by equality groups have been summarised by protected characteristic in the table below:

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
Age (younger)	<ul style="list-style-type: none"> <li>• Young people aged 19-23 are over-represented in AEB-funded provision compared with the London population. This is especially true for adult skills budget provision.<sup>8</sup> Considering all Londoners, young people (18-24) are much more likely to be currently doing some type of adult learning.<sup>9</sup></li> <li>• Young people experience a much higher unemployment rate than other age groups. The unemployment rate for young people aged 16-24 in London was 21.9 per cent, compared with a London average of 6.5 per cent.<sup>10</sup> Among young Londoners (16-24), and excluding students, young Black men, Pakistani and Bangladeshi men and women and those of Mixed ethnic background have a relatively low employment rate.<sup>11</sup></li> <li>• Barriers to employment identified nationally include low attainment levels, poor educational experiences, financial pressures, lack of a permanent address, lack of work experience, low confidence/motivation and a competitive labour market.<sup>12</sup> Lack of skills and poor access to career services are also key barriers facing young people looking for a job.<sup>13</sup></li> <li>• The COVID-19 pandemic has had a significant impact on the mental health of young people.<sup>14</sup></li> </ul>
Age (Older)	<ul style="list-style-type: none"> <li>• Older people aged 50+ are under-represented in AEB-funded provision compared with the London population, driven by a significant under-representation in adult skills budget provision.<sup>15</sup> Considering all Londoners, only 6 per cent of older Londoners are currently doing some adult learning, compared to 14 per cent of all Londoners, and older Londoners are less likely to say they are planning to take-up adult learning. Older Londoners motivations for learning are more focused on leisure or personal interest than</li> </ul>

<sup>8</sup> GLA commissioned analysis of ILR data, RCU (2021).

<sup>9</sup> GLA commissioned polling of Londoners on adult learning, YouGov (2020).

<sup>10</sup> ONS Annual Population Survey, ONS (July 2020-June 2021).

<sup>11</sup> Mayor's EDI evidence base: ONS Annual Population Survey three-year pooled dataset (2015/17).

<sup>12</sup> Mayor's EDI evidence base: Buzzeo et al (2016) Tackling unemployment among disadvantaged young people.

<sup>13</sup> Mayor's EDI evidence base: REED in partnership (2015) Young people and employment: Our UK Survey.

<sup>14</sup> Rapid Review of the Impact of Covid-19 on those with protected equality characteristics in London, Ubele Initiative (2020).

<sup>15</sup> RCU (2021).



Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
	<p>other age groups; and lack of interest and feeling “too old” were the biggest barriers to learning for the older group.<sup>16</sup></p> <ul style="list-style-type: none"> <li>• Older Londoners (50-64) are more likely to have no qualifications, and fewer have degree level qualifications, compared with 25-49 age group.<sup>17</sup> Older Londoners (65 and over) also have the lowest prevalence of basic digital skills at 49 per cent, followed by 55 to 64 year olds at 75 per cent, compared with 96 per cent for those aged 15-34.</li> <li>• Older Londoners (50-64) have a much lower employment rate (71.9 per cent) than those aged 25-49 (83.4 per cent).<sup>18</sup> While early retirement accounts for some of this gap, evidence at a national level suggests less than a third of people out of work in this age group consider themselves retired. The majority do not think of themselves as retired but see it as unlikely that they will ever work again.<sup>19</sup> Barriers to working among this group include sickness and disability, as well as above average rates of informal caring. Research has found that a quarter of working people aged 55 or over with a health condition are considering leaving work.<sup>20</sup></li> <li>• During the COVID-19 pandemic, the increased isolation and greater likelihood of death compared with other age groups has had a significant negative impact on mental health for older Londoners.<sup>21</sup></li> </ul>
Disability	<ul style="list-style-type: none"> <li>• 13 per cent of learners in AEB-funded provision declare that they have a learning difficulty, disability or health problem,<sup>22</sup> this proportion is very similar to the proportion of London residents that indicated on the Census 2011 that their day-to-day activities are limited either a lot or a little by a long-term health problem or disability (13 per cent).<sup>23</sup></li> </ul>

<sup>16</sup> YouGov (2020).

<sup>17</sup> ONS Annual Population Survey three-year pooled dataset (2015/17).

<sup>18</sup> Annual Population Survey employment rates (July 2020-June 2021).

<sup>19</sup> Mayor’s EDI evidence base: Department for Work & Pensions (2014) Fuller Working Lives – Background Evidence.

<sup>20</sup> Mayor’s EDI evidence base: Centre for Ageing Better (2018) Health warning for employers: Supporting older workers with health conditions.

<sup>21</sup> Ubele Initiative (2020).

<sup>22</sup> GLA AEB data release 2020/21 academic year, GLA (2021).

<sup>23</sup> RCU (2021).

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
	<ul style="list-style-type: none"> <li>• Londoners whose main language is British Sign Language are almost twice as likely to have no qualifications as the London average, and less than half as likely to have a degree level qualification.<sup>24</sup></li> <li>• Disabled Londoners face disproportionate barriers to accessing adult education, including significant additional costs and some instances where it appears providers have failed to put in place legally required reasonable adjustments.<sup>25</sup> Providers report that often funding is insufficient to fully meet support requirements of learners with a disability or learning difficulty.<sup>26</sup></li> <li>• The disability employment gap in London is very large at 25 percentage points.<sup>27</sup> The disability pay gap in London is 16.6 per cent, higher than the UK average of 14.8 per cent.<sup>28</sup> National evidence suggests that disabled young people (age 16-24) and disabled women have the lowest median hourly earnings of disabled people. Disabled men from certain ethnic groups face much larger pay gaps, in particular Bangladeshi, Pakistani and Black African disabled men compared to white British non-disabled men.<sup>29</sup> Disabled parents/carers (those in receipt of carers allowance) have relatively lower employment rates than non-disabled parents/ carers (46 per cent compared with 71 per cent).</li> <li>• Disabled people face multiple barriers to finding work and staying in employment. These include: discrimination in recruitment; inaccessible transport to get to and from their place of work;<sup>30</sup> employers failing to make reasonable adjustments at recruitment stage and in the workplace, partly due to a lack of understanding by employers of what reasonable adjustment means;<sup>31</sup> lack of flexible and inclusive working practices<sup>32</sup> (though the pandemic has brought about some positive changes with a shift to more</li> </ul>

<sup>24</sup> Mayor's EDI evidence base: Census 2001 and 2011 and ONS Annual Population Survey three-year pooled dataset (2015/17).

<sup>25</sup> Toynbee Hall (publication expected 2022).

<sup>26</sup> GLA commissioned research on English and maths provision in London, Learning & Work Institute (publication expected 2022).

<sup>27</sup> ONS (2020).

<sup>28</sup> ONS (2019).

<sup>29</sup> Mayor's EDI evidence base: EHRC (2017) Being disabled in Britain: a journey less equal.

<sup>30</sup> Mayor's EDI evidence base: Papworth Trust (2016) Disability Facts and Figures.

<sup>31</sup> Mayor's EDI evidence base: PMI Health Group (2016) Disability still seen as a barrier to career progression.

<sup>32</sup> Mayor's EDI evidence base EHRC (2017) Disability rights in the UK: updated submission to the UN Committee on the Rights of Persons with Disabilities.

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
	<p>flexible working)<sup>33</sup>; lack of or limited knowledge of available support for disabled staff at work and among their employers.<sup>34</sup></p> <ul style="list-style-type: none"> <li>The pandemic has had a significant negative impact on disabled people, including their mental health and economic status, as a result of greater likelihood of death of disabled individuals from COVID-19, uncertainty around and changes to provision of care, isolation and shielding, and difficulty accessing basic necessities.<sup>35</sup></li> </ul>
Race/ ethnicity/ nationality	<ul style="list-style-type: none"> <li>Overall, individuals from Black, Asian and minority ethnic groups are either over-represented or equally represented in AEB-funded provision compared with the London population. Black people in particular are over-represented, whereas Asian ethnicities are more in line with population levels. AEB learners belonging to a Black, Asian or minority ethnic group were on average ‘more deprived’ than those belonging to the White group, this was especially true for Black ethnic groups. Similarly, White learners were more likely than other ethnic groups to be in paid employment. Pass rates across AEB provision are slightly higher for the White group than other ethnic groups, with Black ethnic groups having the lowest pass rate of all ethnic groups.<sup>36</sup></li> <li>White Londoners are less likely than Black, Asian and minority ethnic Londoners to say they plan to take up some type of adult learning over the next 12 months.<sup>37</sup></li> <li>White Londoners are most likely to be to be educated to higher education level or above, and least likely to have no qualifications (except for the Mixed ethnic group), when compared with Black, Asian and minority ethnic Londoners. Black/ African/ Caribbean/ Black British Londoners are the least likely to have a higher education qualification, and the most likely to have a qualification at GCSE/A-level.<sup>38</sup></li> <li>The ethnicity pay gap in London is very large at 28.2 per cent compared with only 1.6 per cent for the rest of the UK. The pay gap is significantly higher for Black African (42.6 per cent) and Bangladeshi (45.4 per</li> </ul>

<sup>33</sup> Ubele Initiative (2020).

<sup>34</sup> Mayor’s EDI evidence base: EHRC (2017) Disability rights in the UK: updated submission to the UN Committee on the Rights of Persons with Disabilities.

<sup>35</sup> Ubele Initiative (2020).

<sup>36</sup> RCU (2021).

<sup>37</sup> YouGov (2020).

<sup>38</sup> Census 2001 and 2011 and ONS Annual Population Survey three-year pooled dataset (2015/17).

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
	<p>cent) ethnic groups.<sup>39</sup> The ethnicity employment gap is 12 percentage points, with a higher gap for Pakistani/Bangladeshi (20 per cent) and Black/Black British (15 per cent) groups.<sup>40</sup> For those aged 25-49, across all ethnicities, women in London are less likely to be employed than men. This is particularly the case among Pakistani and Bangladeshi Londoners.<sup>41</sup></p> <ul style="list-style-type: none"> <li>• The pandemic has had a disproportionate health and economic impact on Black, Asian and minority ethnic people. These groups have been more likely to contract and die from COVID-19, and pre-existing educational, economic and social inequalities have been exacerbated.<sup>42</sup></li> </ul>
Religion	<ul style="list-style-type: none"> <li>• Qualification levels vary by religion. Among people aged 25 to 49 living in London at the time of the 2011 Census, London's Jewish population had the highest education qualification with 61.8 per cent of the population holding a Level 4 or above qualification (higher education). This was 13.4 per cent points above the London average. Likewise, they are also one of the religious groups least likely to have no qualifications. Muslims have the lowest higher education qualification level, with one in three holding a Level 4 or above qualification. One in five (21.6 per cent) do not hold any qualifications, the highest of any religious group. It should be noted that Muslims also have the highest 'Other qualifications' at 17.8 per cent. This group also has the largest gap between men and women, with 38 per cent of Muslim men holding a higher education qualification compared to 29 per cent of Muslim women.<sup>43</sup></li> </ul>
Sex (note that most data and research considered looks at gender not sex)	<ul style="list-style-type: none"> <li>• There are twice as many women as men on AEB-funded adult skills budget provision, and more than three times as many in Community Learning.</li> <li>• Childcare and caring responsibilities are a significant barrier to accessing skills provision, especially for women (this is discussed in more detail in the next row).<sup>44</sup></li> </ul>

<sup>39</sup> ONS (2019).

<sup>40</sup> ONS (2020).

<sup>41</sup> ONS Annual Population Survey (Jan 2015 – Dec 2017). Excludes full-time students.

<sup>42</sup> Ubele Initiative (2020).

<sup>43</sup> Census 2001 and 2011 and ONS Annual Population Survey three-year pooled dataset (2015/17).

<sup>44</sup> Toynebee Hall (publication expected 2022); CooperGibson Research (2021).

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
	<ul style="list-style-type: none"> <li>• The median gender pay gap in London is 16.2 per cent,<sup>45</sup> with pay gaps being higher for older women and for Black, Asian and minority ethnic women.<sup>46</sup> The gender employment gap in London is historically bigger than the rest of the UK, with the most recent figure at 6.8 percentage points gap.<sup>47</sup></li> <li>• National evidence has found that key reasons for the gender pay gap include that women are more likely to be in low-paid sectors and insecure employment, and that women make up the majority of low-paid earners, part-time employees, temporary workers, zero-hours contract workers, and part-time self-employed workers.<sup>48</sup> These factors also compound to mean that women have fewer assets and lower incomes over their lifecourse, contributing to a greater incidence of poverty among women.<sup>49</sup> Women do 60 per cent more unpaid care and domestic work than men; this unequal division of unpaid care work in the home both contributes to and is reinforced by gender inequalities in the labour market.<sup>50</sup></li> <li>• A greater proportion of men in the UK were found to have basic digital skills than women.<sup>51</sup></li> <li>• During the COVID-19 pandemic there were increases in violence against women and girls, and increased burdens on unpaid carers, the majority of whom are women. Men are at a greater risk of dying from COVID-19, and both men and women report a drop in life satisfaction.<sup>52</sup></li> </ul>
Pregnancy / maternity	<ul style="list-style-type: none"> <li>• Carers and parents of children aged 11 or under are more likely to take up some type of adult learning over the next 12 months, showing they are motivated to participate in adult learning. However caring responsibilities are twice as likely to be a barrier for parents compared with people who are not parents, and are the top barrier for parents.<sup>53</sup></li> </ul>

<sup>45</sup> ONS (2021).

<sup>46</sup> Invisible Women, The All-Party Parliamentary Group on Sex Equality (2018).

<sup>47</sup> ONS (2020).

<sup>48</sup> Women, employment and earnings: <https://bit.ly/2R4d4pj>, Women's Budget Group (2020).

<sup>49</sup> Spirals of Inequality: How unpaid care is at the heart of gender inequalities: <https://bit.ly/32YITHz>, Women's Budget Group (2020)

<sup>50</sup> Ibid.

<sup>51</sup> Basic Digital Skills UK Report, IPSOS (2018).

<sup>52</sup> Ubele Initiative (2020).

<sup>53</sup> YouGov (2020).

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
	<ul style="list-style-type: none"> <li>• Despite childcare being a significant barrier, of AEB-funded learners participating in adult skills budget provision, only 720 claimed childcare support vouchers.<sup>54</sup> Similar data is not available for Community Learning.</li> <li>• Childcare and other caring responsibilities are one of the biggest barriers faced to accessing adult education provision.<sup>55</sup> National evidence shows that women are more likely to shoulder these caring responsibilities than men.<sup>56</sup></li> <li>• London faces challenges around the cost and availability of childcare for under-fives: Bangladeshi, Black and Pakistani children in London are less likely to be enrolled in formal childcare and take-up of the free childcare entitlement for disadvantaged two year olds is lower in London than nationally.<sup>57</sup></li> <li>• Mothers and female carers (in receipt of carers allowance) have significantly lower employment rates than fathers and male carers (63 per cent compared with 80 per cent). The employment rate of parents and carers is influenced strongly by ethnicity – White and Asian parents and carers have higher employment rates than Black, Mixed or Other ethnic group parents and carers.<sup>58</sup></li> <li>• The COVID-19 pandemic had a particularly big impact on parental employment, with an almost 5 per cent drop on number of parents in work between summer 2019 and summer 2020.<sup>59</sup> National evidence shows that 46% of mothers who were made redundant during the pandemic cite lack of adequate childcare as the cause, and that 70% of women with caring responsibilities who requested furlough following school closures in 2021 had their request denied.<sup>60</sup></li> </ul>
Sexual orientation/ Gender	<ul style="list-style-type: none"> <li>• There is a dearth of data pertaining to labour market and skills outcomes for LGBTQ+ groups, as this is not currently collected or published by the ONS. A question has been included in the 2021 census around sexual orientation, which will help support future analysis on this group.</li> </ul>

<sup>54</sup> Individualised Learner Record (ILR) data 2020-21, GLA (2021).

<sup>55</sup> Toynbee Hall (publication expected 2022); CooperGibson Research (2021).

<sup>56</sup> Spirals of Inequality: How unpaid care is at the heart of gender inequalities: <https://bit.ly/32YITHz>, Women's Budget Group (2020)

<sup>57</sup> Mayor's EDI evidence base, GLA (2019).

<sup>58</sup> GLA Economics (GLAE) Parents and Carers Evidence Base, GLA (2020).

<sup>59</sup> GLA Economics Beneath the headlines Labour Market analysis, GLA (2020).

<sup>60</sup> Autumn Budget Briefing: Women and employment in the recovery from Covid-19: <https://wbg.org.uk/analysis/autumn-budget-2021-women-and-employment-in-the-recovery-from-covid-19/>, Women's Budget Group (2021).

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
reassignment (note that data and research considered looks at LGBTQ+ groups)	<ul style="list-style-type: none"> <li>• Representative groups for LGBTQ+ people were engaged in the community conversations, so common barriers identified at the start of this section apply to this group. Experiences of trauma may be particularly relevant for this group, as national evidence shows that LGBTQ+ people often experience bullying in school settings as a result of their protected characteristic.<sup>61</sup></li> <li>• There is national evidence about workplace discrimination experienced by LGBTQ+ people, including having to hide their sexual orientation and experiencing physical attacks.<sup>62</sup></li> <li>• The pandemic has had a negative impact on the mental health of LGBTQ+ groups, with reports of increased tensions from isolation being boxed in with families away from external communities of support, leading to increases in domestic violence.<sup>63</sup></li> </ul>
Low-income	<ul style="list-style-type: none"> <li>• 38 per cent of learners in adult skills budget provision are in paid employment.<sup>64</sup> Adult skills budget learners are on average more deprived than compared with the London population. Deprivation of community learners mirrors that of the London population.<sup>65</sup> Around 50 per cent of the learners in adult skills budget provision were eligible for the disadvantage uplift in 2020/21, and 6 per cent of learners received learner support funding.<sup>66</sup></li> <li>• Income inequality is higher in London than elsewhere – after housing costs the top 10 per cent make 10.6 times as much weekly income as the bottom 10 per cent.<sup>67</sup> 1 in 6 employees in London are low paid, earning an hourly rate of pay below the London Living Wage. London’s low paid jobs are concentrated by sector: 64 per cent of jobs in hospitality, and 41 per cent in retail and wholesale, are low paid. Almost three quarters of low paid jobs in London are in these two sectors. Low pay is also more prevalent among part-time workers: more than half of part-time employees are low paid, versus less than a quarter among full-time employees.<sup>68</sup></li> </ul>

<sup>61</sup> School report, Stonewall (2017): <https://www.stonewall.org.uk/school-report-2017>

<sup>62</sup> LGBT in Britain Work Report, Stonewall (2018): <https://www.stonewall.org.uk/lgbt-britain-work-report>

<sup>63</sup> Ubele Initiative (2020).

<sup>64</sup> Based on internal GLA analysis of 2020/21 AEB data in London, GLA (2021)

<sup>65</sup> RCU (2021).

<sup>66</sup> Based on internal GLA analysis of 2020/21 AEB data in London, GLA (2021)

<sup>67</sup> Income Inequality data: <https://data.london.gov.uk/dataset/income-inequality>, GLA (2020)

<sup>68</sup> Mayor’s EDI evidence base, GLA (2019).

Protected Characteristic	Summary of participation in labour market/ skills provision, and key barriers and inequalities
	<ul style="list-style-type: none"> <li>• Low pay is more common among employed Pakistani/Bangladeshi Londoners, almost half of whom are paid below the London Living Wage. More than a third of employees who are Black or of 'Other ethnicity' are also low paid. Other groups at greater risk of low pay include disabled Londoners and people with low or no qualifications.<sup>69</sup></li> <li>• By social grade, 91 per cent of adults in the AB socio-economic category have basic digital skills compared to 60 per cent in the DE group.<sup>70</sup> Higher social grade (ABC1) Londoners are much more likely to be currently doing some type of adult learning.<sup>71</sup></li> <li>• Skill or qualification level is a key predictor of earnings, employment, and likelihood to participate in adult learning.<sup>72</sup> Those with no/low qualification level can be trapped in poor quality employment, especially in the London labour market which is highly skilled.<sup>73</sup> An estimated 1.36 million (21.3 per cent) London residents aged 16-64 had achieved their highest qualification at NVQ level 2 or below in the 12 months to December 2020.<sup>74</sup></li> </ul>

<sup>69</sup> London's Poverty Profile, Trust for London (2017).

<sup>70</sup> IPSOS (2018).

<sup>71</sup> YouGov (2020).

<sup>72</sup> YouGov (2020); Adult Participation in Learning survey, Learning and Work (2021).

Learning ladders: the role of adult training in supporting progression from low pay, Social Mobility Commission (2020: ; Post-18 Education: Who is Taking Different Routes and How Much do they Earn?, Centre for Vocational Education Research (2020).

<sup>73</sup> Skills for Londoners Evidence Base, GLA (2018).

<sup>74</sup> ONS annual population survey, ONS (2020).



## 4. Summary of impact on equality groups of actions in the Skills Roadmap for London

Pillar	Actions in the Skills Roadmap	Impacts on equality groups
Locally relevant skills	<p><b>1. Collaboration and partnerships</b></p> <p>Foster a more integrated skills and employment system, including with other public services and support, by:</p> <ul style="list-style-type: none"> <li>• investing in the setup of Integration Hubs to support the ‘No Wrong Door’ approach</li> <li>• publishing information about provision we fund to enable provider collaboration, including AEB-funded providers’ delivery plans.</li> </ul> <p>Publish new guidance for providers to stimulate collaboration and partnerships, including through good subcontracting.</p>	<ul style="list-style-type: none"> <li>• These actions will improve collaboration and partnership between AEB-funded learning providers and community organisations/ specialist and smaller learning providers. This will have a positive impact on equality groups because our research and engagement work has shown that these types of organisations are effective at engaging and supporting the most disadvantaged Londoners across equality groups, including Black, Asian and minority ethnic groups, older Londoners, young Londoners, women and men, disabled Londoners and low-paid Londoners.</li> <li>• These actions will also improve coordination between learning providers and other support services such as pension/debt advice, health services, or housing services. This will have a positive impact on aforementioned equality groups because it will help address some of the wider barriers to learning identified. It will also improve signposting and referrals into skills provision, helping address the lack of information/ awareness of the skills offer identified across equality groups.</li> <li>• Overall these actions will help increase participation in learning for equality groups, meaning they experience the positive social and economic benefits of learning and thereby reducing labour market and other inequalities for people with protected characteristics.</li> </ul>
	<p><b>2. Meeting the needs of London’s businesses and employers and helping Londoners into good jobs</b></p> <p>Boost collaboration between business and skills providers in</p>	<ul style="list-style-type: none"> <li>• These actions seek to improve employment outcomes for those who participate in AEB-funded provision by ensuring qualifications equip people with the skills needed for available jobs in their local area. Given that women and Black, Asian and minority ethnic groups are over-represented in AEB provision, this will help address inequality in the labour market experienced by these groups at a population level.</li> </ul>

Pillar	Actions in the Skills Roadmap	Impacts on equality groups
	<p>London and develop a programme of support to help providers work with employers.</p> <p>Regularly share data and information to support skills planning.</p>	<ul style="list-style-type: none"> <li>• Combined with the focus in other areas of the Roadmap on increasing participation for disabled people and older people, these actions will also have a positive impact for these groups.</li> </ul>
	<p><b>3. Learning that supports progression</b></p> <p>Continue to focus London's AEB on, and highlight the importance of, learning at Levels 2 and below, especially where evidence shows positive social and economic outcomes.</p> <p>Support and strengthen progression to higher level learning from Level 2 and below.</p>	<ul style="list-style-type: none"> <li>• Provision at level 2 and below is key for those with low or no existing qualifications, a group where people from Black, Asian and minority ethnic groups, older people, disabled people and low-income people are all over-represented. These actions seek to prioritise and improve outcomes of provision at this level. This will have a positive impact on aforementioned equality groups because it will help to improve both employment and social outcomes of those participating in provision at Level 2 and below.</li> <li>• Qualifications at Level 3 and above are especially important for the London labour market which is highly skilled, and enabling people with lower skill level to progress from lower levels of learning to Level 3 and beyond will help them access higher quality jobs which in turn will help address labour market inequality such as pay gaps. This will have a positive impact on aforementioned equality groups who are over-represented at low skill levels.</li> <li>• The AEB is a fixed pot of money, so there is a risk that increasing the offer at Level 3 and above could reduce the number of people able to participate at Level 2 and below. This could have a potential negative impact for aforementioned equality groups in terms of numbers able to participate at Level 2 and below each year. However, this is balanced against the positive impact of creating opportunities for progression at Level 3 and beyond that were previously not available and which will have a strong positive impact for those that do participate at Level 2 and below. Overall this will provide a greater positive impact but for a smaller number of people each year. To manage this risk and balance the positive and negative impacts the GLA</li> </ul>

Pillar	Actions in the Skills Roadmap	Impacts on equality groups
		<p>will track take-up of provision across equality groups and consider the outcomes from their participation in learning using the London Learner Survey and other data/research/engagement.</p>
<p>Making an impact</p>	<p><b>4. Measuring the social and economic benefits of adult education</b></p> <p>Create a new baseline of social and economic impact data for adult education, publishing the findings from the London Learner Survey in 2023.</p> <p>Through the London Learner Survey, work towards collecting representative data across all our funded providers.</p> <p>Use social and economic impact data to inform future skills policy and delivery in London.</p>	<ul style="list-style-type: none"> <li>• These actions will allow us to measure the economic and social outcomes for learners with protected characteristics participating in AEB-funded provision, including their progression to further learning, their employment outcomes, and changes to their well-being, self confidence, and sense of belonging. This will have a positive impact for equality groups because it will enable the GLA to better assess the impact the provision it funds on people with different protected characteristics and to develop policy and programmes that better respond to the needs of equality groups.</li> </ul>
	<p><b>5. Evaluation and best practice</b></p> <p>Assess the impact of changes introduced since delegation of the Adult Education Budget through a multi-year impact evaluation.</p> <p>Build on lessons learned from our commissioned research and evaluations to develop and expand</p>	<ul style="list-style-type: none"> <li>• These actions will help gather, disseminate and mainstream best practice in skills delivery, including around improving participation, achievement and outcomes for all equality groups. This will have a positive impact for equality groups because it will help providers across London engage with people with protected characteristics more effectively and will help ensure GLA funded policies and programmes target and support equality groups in the most effective manner. An example of this would be ensuring that the findings from the GLA commissioned peer-led research into the barriers experienced in accessing adult education by equality groups are incorporated into policy and practice across London.</li> </ul>

Pillar	Actions in the Skills Roadmap	Impacts on equality groups
	programmes based on best practice.	
Accessible skills	<p><b>6. Raising awareness of London's skills and learning offer for adults, especially among those who need it most</b></p> <p>Deliver a long-term marketing and community outreach programme for adult education in London.</p> <p>Increase understanding of London's adult education offer by partners and employers to boost referrals into adult education and skills provision.</p> <p>Improve coordination of English for speakers of other languages (ESOL) and fully fund courses for asylum seekers.</p>	<ul style="list-style-type: none"> <li>• These actions seek to increase participation in learning by the most disadvantaged communities across equality groups, especially those with no/low qualifications and low-income Londoners. People on low incomes and with no/low qualifications are more likely to be Black, Asian or minority ethnic, disabled, older (in the case of no/low qualification), or younger (in the case of low income). These actions will therefore have a strong positive impact for equality groups because participating in learning will help unlock the positive outcomes that in turn will help address labour market inequality and other social inequality experienced by these groups.</li> <li>• The marketing campaign will specifically address the lack of awareness and information that was identified in our research and engagement as a barrier common across equality groups. The campaign will be designed to target those with no/low qualifications, those earning below the living wage, young Londoners, older Londoners and disabled Londoners. This will have a positive impact for these groups by helping boost their participation in learning.</li> <li>• Our research has shown that it is often the groups who stand to gain the most from learning who are least likely to engage (no/low qualifications, low income, disabled Londoners, older Londoners). The community outreach programme will provide extra support to help boost participation for these groups, including older Londoners, disabled Londoners, Londoners with English as a second or additional language, and Londoners who are digitally excluded. This will have a positive impact for these groups by helping boost their participation in learning.</li> <li>• Fully funding provision for asylum seekers will have a positive impact on this group by making provision that is vital for social and economic integration free. Asylum seekers overwhelmingly belong to Black, Asian or minority ethnic groups.</li> </ul>

Pillar	Actions in the Skills Roadmap	Impacts on equality groups
		<ul style="list-style-type: none"> <li>• Actions to improve coordination of ESOL provision will have a positive impact for those with English as a second or additional language, who mostly belong to Black, Asian and minority ethnic groups, by making it easier to find and enrol in appropriate provision and improving wrap-around support for provision. This could include childcare which will have a particularly positive impact for women.</li> </ul>
	<p><b>7. The role of adult education providers as Anchor Institutions and good employers in their communities</b></p> <p>Expect City Hall-funded adult education providers to be 'Good Employers' that meet or are working towards the Mayor's Good Work Standard.</p> <p>Expect adult education providers to be inclusive organisations that are representative of the communities they serve and are located within.</p> <p>Expect adult education providers to set out their plans for achieving net zero-carbon estates by 2030.</p> <p>Introduce a quality mark across Mayoral priority sectors and showcase best practice.</p>	<ul style="list-style-type: none"> <li>• Actions to encourage learning providers to work towards the 'Good work standard' will help address labour market inequality by improving working conditions including pay and progression opportunities. This will have a positive impact on equality groups more likely to experience low pay and poor working conditions, including Black, Asian and minority ethnic groups, women, disabled Londoners, low-income Londoners, young Londoners, and older Londoners.</li> <li>• Actions to encourage learning providers to be more inclusive will increase representation of equality groups in the further education sector workforce. This will have strong positive impact for equality groups both in terms of increasing their employment in the further education sector, and in turn helping make skills provision in London more accessible and inclusive of diverse communities, as adult learning institutions will be more representative of the communities they serve.</li> </ul>

Pillar	Actions in the Skills Roadmap	Impacts on equality groups
	<p><b>8. Investing in physical and digital learning spaces</b></p> <p>As part of the London Recovery Programme’s Digital Access mission, work with partners to improve the digital infrastructure of London’s adult education services, improving digital connectivity and access to devices for learners.</p> <p>Encourage more co-location of learning with other activities and services to help create multiple opportunities for people in both physical and digital learning spaces, in a way that fits their complex lives and helps address issues of exclusion.</p>	<ul style="list-style-type: none"> <li>• These actions seek to ensure availability of both physical and digital learning spaces, recognising the importance of each for different equality groups.</li> <li>• This will have a positive impact for equality groups for whom co-location of learning in community venues / local community based provision is particularly important, such as older people, people with mobility issues, people with mistrust of mainstream settings, people on low-income, and people who are digitally excluded. Offering provision in community settings, where on-site childcare may be available, will have a positive impact on women.</li> <li>• These actions will include work to better understand the impact of increased remote learning on learners and to improve the online learning offer. This will have a positive impact for equality groups who our research suggests may benefit from the flexibility of online provision, such as parents and carers, some disabled people, and people working multiple or inflexible jobs. It will also enable us to better understand the impact of remote learning on equality groups.</li> <li>• Access to devices is an issue for many equality groups, especially those which intersect with low income including Black, Asian and minority ethnic groups, women, disabled Londoners and young Londoners. These actions will have a positive impact on these groups by helping ensure devices and connectivity are available to support learning.</li> </ul>