



The Use of Data to Evaluate Government Policy: A Longitudinal Analysis of Nursing Workforce Data

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Overview



- Background
 - Market Labour Trends
 - Employment Situation
- Nursing Workforce Research
- Nursing Graduate Guarantee (NGG)
- Evaluation of the NGG
 - Methodology
 - Analysis
 - Results
- Conclusions

Background:

Market Labour Trends



- 1984-1987, percentage of employees in FT or permanent employment decreased and non-standard employment (i.e. PT, casual) increased.
- Movement towards flexible, non-standardized work and shift towards “casualization”.
- Nursing workforce followed trend with the increases in PT and casual although research suggests many favour FT over PT status.

Heery, E., & Salmon, J. (2000). *The insecure workforce*. London: Routledge.

Baumann, A., & Blythe, J. (2003). Restructuring, reconsidering, reconstructing: Implications for health human resources. *International Journal of Public Administration*, 26(14), 1561-1579.

Blythe, J., Baumann, A., Zeytinoglu, I., Denton, M., & Higgins, A. (2005). Full-time or part-time work in nursing: Preferences, tradeoffs and choices. *Healthcare Quarterly*, 8(3), 69-77.

Background: Employment Situation in Nursing



- 1990's economic downturn
- Loss of nurses from Ontario 1993-1999
 - (5,765 RN's and 1,510 RPN's)
- Healthcare restructuring led to increase in casual and agency nurses
- Nursing shortage
- Government focused on employment strategies in 1999

Background:

How Markets Change



- Balance between supply and demand of nurses
 - influenced by market conditions & availability of receptor sites
- Turnover of nurses
 - retirement, job changes, personnel leaving profession, moving between sectors .
- Nursing labour markets sensitive to government investments and policy decisions
 - since 1999, MOHLTC led multiple initiatives aimed at increasing FT equivalents of nurses working in acute care hospitals and LTC to reverse the attrition of nurses

Background: MOHLTC Nursing Workforce Planning and Policy (1999-2004)



MOHLTC Policies to enhance Nursing in Ontario

- **1999:** Nursing Enhancement Fund announcement (Ontario Nursing Strategy)
 - to create FT & PT nursing positions
- **2003:** Nursing Graduate Initiative announcement
 - to invest in ON new nursing graduates to support transition into workplace.
- **2004:** Government policy for hospitals to increase FT nursing employment towards a goal of 70% FT.

Nursing Workforce Research (2004-2006)



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Health Human Resource Series
Series Number 2

Andrea Baumann, RN, PhD
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**Educated and
Underemployed:**

The Paradox for Nursing Graduates

May 2006

- Survey new nursing graduates upon graduation with follow up survey 6 months after graduation:
 - 2003-04 & 2004-05 for RNs
 - 2004-05 for RPNs

Nursing Workforce Research (2004-2006)



- Employment Characteristic Highlights from. *Educated and Underemployed - The Paradox for Nursing Graduates*:
 - Majority of nursing graduates prefer FT
 - Majority of contracts offered to nursing graduates were PT, casual or temporary.
 - In two year period, half the RN graduates converted from casual to FT and few RPNs had FT contracts after one year.

Nursing Workforce Research (2004-2006)



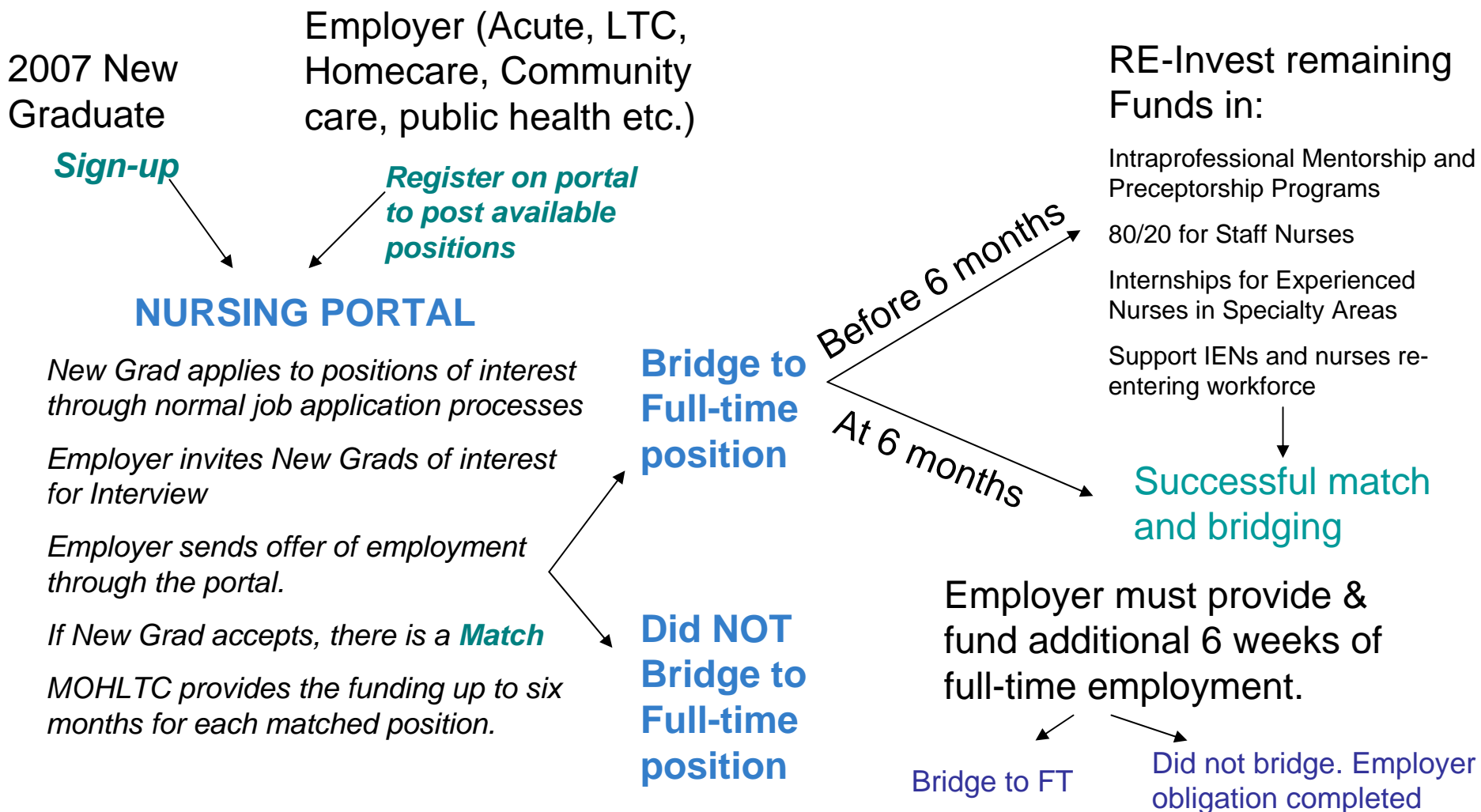
- The two-year study showed high rates of PT employment for nurses in Ontario and recommended:
 - Increase targeted investments for the creation of FT positions for newly graduated nurses
 - Increase government initiatives to enhance availability of FT jobs for graduates

Nursing Graduate Guarantee (NGG) Initiative (2007)

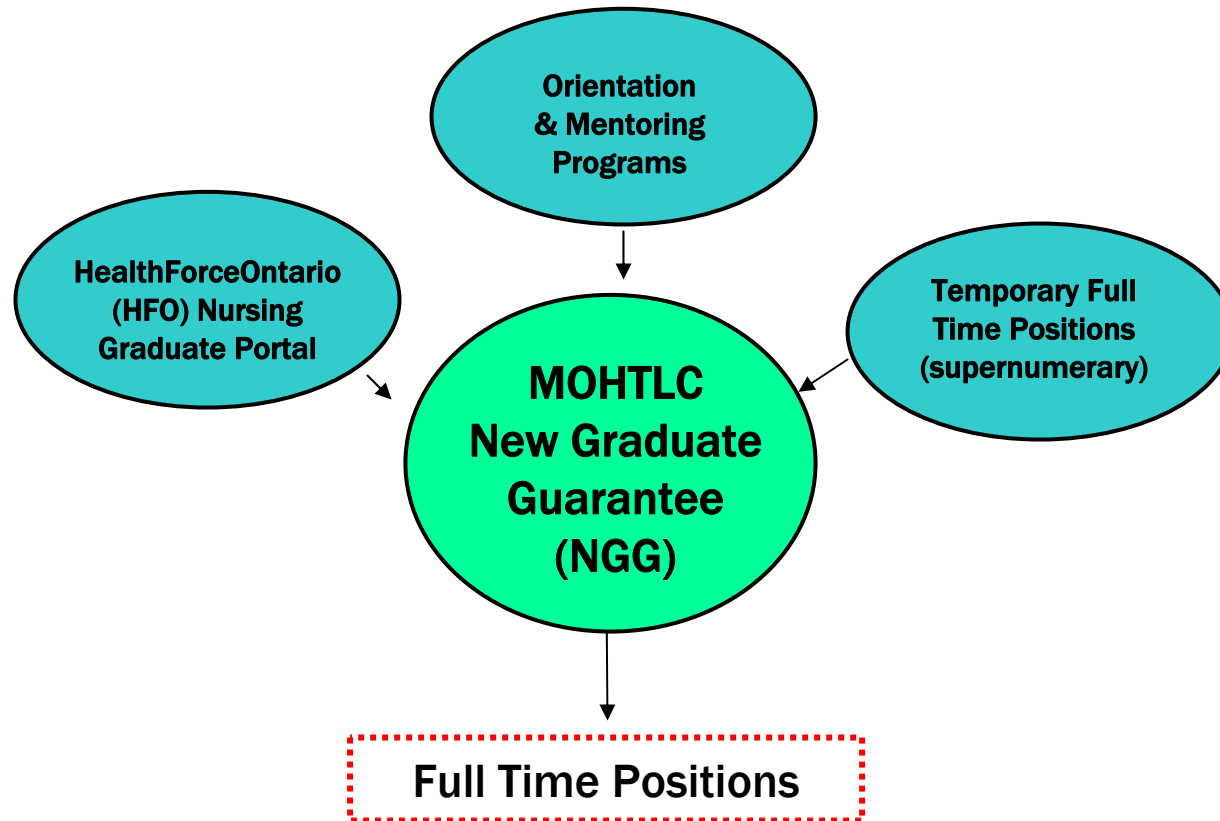


- MOHTLC increasingly concerned about reversing PT and casual trend.
- February 2007, MOHTLC announced \$89 M to fund the NGG in 2007-2008.
- Purpose is to fund supernumerary positions for all 2007 new nursing graduates.
- NGG intended to give every RN and RPN new nursing graduate opportunity to work FT in ON

HealthForceOntario (HFO) Nursing Graduate Portal Application Process



Components of the NGG leading to Full-Time (FT) Positions



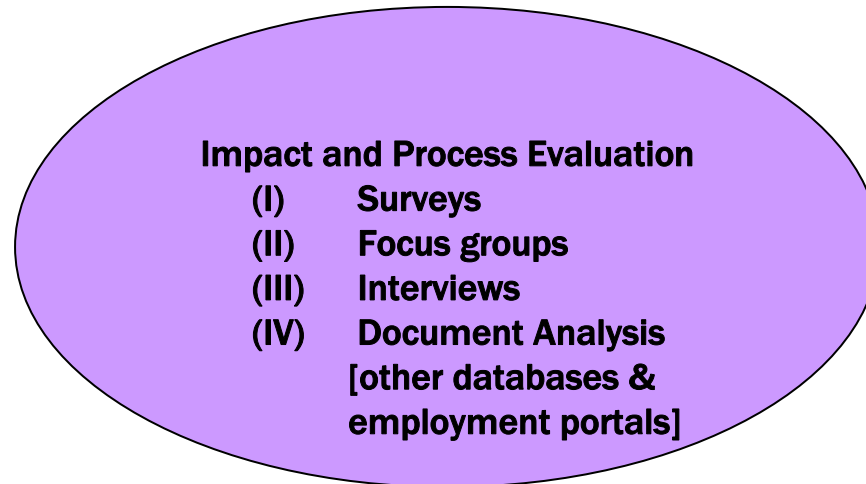
Legend

Green - Initiative

Teal - Strategies/Projects

Red - Goal

Evaluation of the NGG: Participants and Processes



Legend

Blue - Targets

Purple - Methods

Analysis



- Surveys
 - Statistical analysis - SPSS Version 16.0
- Thematic analysis of qualitative data
- Document analysis
- Triangulation of data to evaluate the initiative and identify trends

Response Rate: Surveys



- Employer Evaluation of Employment Portal
 - 230 respondents out of 296* portal registrants [78%]

- New Graduate Evaluation of Nursing Graduate Employment Portal
 - 1780 respondents out of 4234* portal registrants [42%]

- New Graduated Survey 2007
 - RN: 868 respondents out of 2955** graduates in 2007 [30%]
 - RPN: 468 respondents out of 1345** graduates in 2007 [35%]

*HealthForceOntario, Jan. 2008

**Ontario Schools of Nursing estimated graduation numbers; Jan. 2008

Stakeholder Analysis

Participants



- Focus Groups
 - 7 Employer Focus Groups
 - 42 participating employers – acute care (large, medium, small and rural), long-term care, public health and community.

- Key Informant Interviews
 - 25 interviews with New Graduates Front-line/Senior Nursing Staff and Union Representatives .

Document Analysis

National & Provincial Databases



PROVINCIAL

College of Nurses
of Ontario (CNO)

Ontario
Schools of Nursing

Ministry of Training,
Colleges &
Universities

NATIONAL

Canadian Association
of Schools of Nursing
(CASN)

Canadian Nurses
Association
(CNA)

Statistics
Canada

Canadian Institute for
Health Information
CIHI

Employer Participation in the NGG

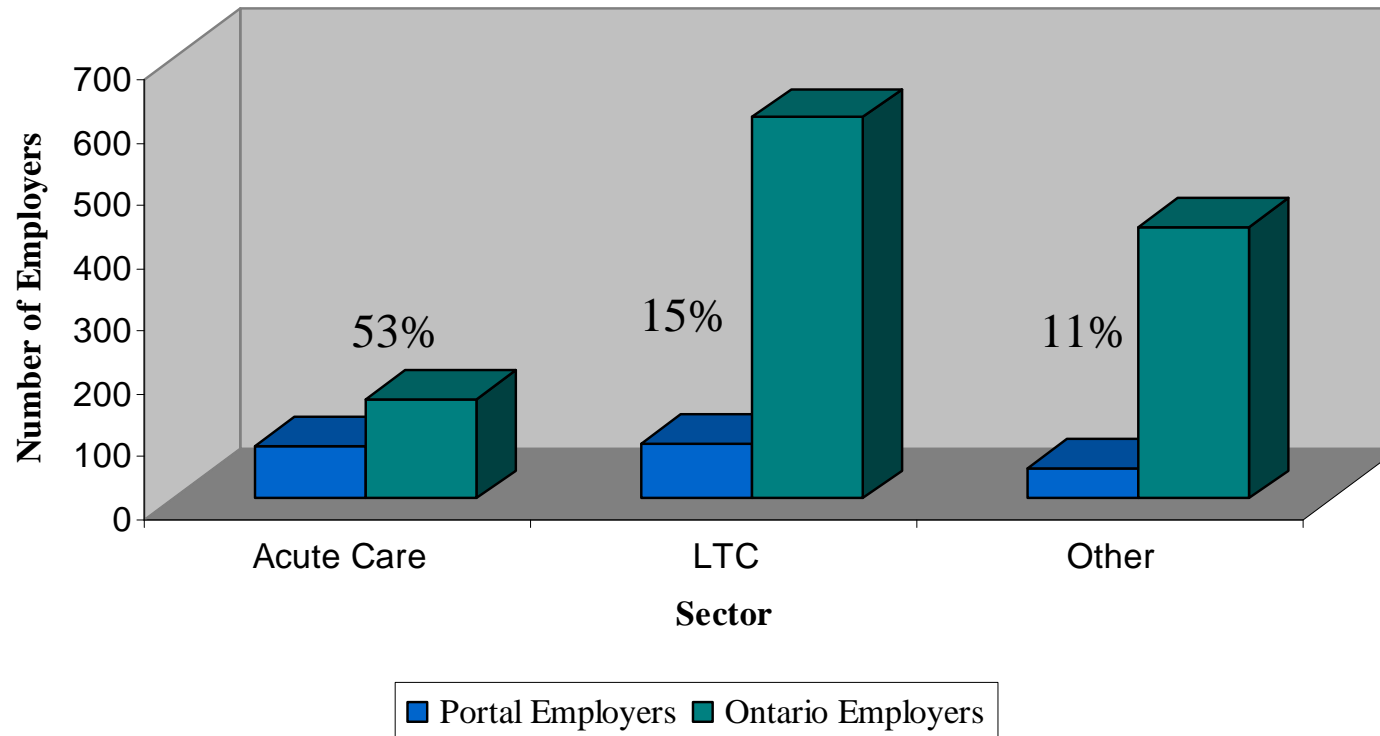


- The employer portal evaluation questionnaire was sent to 1198 nursing employer organizations in Ontario
 - 24.7% (296) **registered** on the employment portal
 - 20.5% (246) **posted** employment positions

Percent of Employers in each Sector that Used the Portal



Percentage of Portal Employer Users in Ontario by Sector



*Other includes: Nursing Agency, Government, Reg. body, Union, Community (CHC, CCC, CCAC, Comm. Health, Physicians office), Addiction and Mental Health, and Public Health [no breakdown available].

Source: *Nursing Secretariat - Ministry of Health and Long Term Care, 2007.*

The Five LHINs where One-half of Employer Survey Respondents are Located



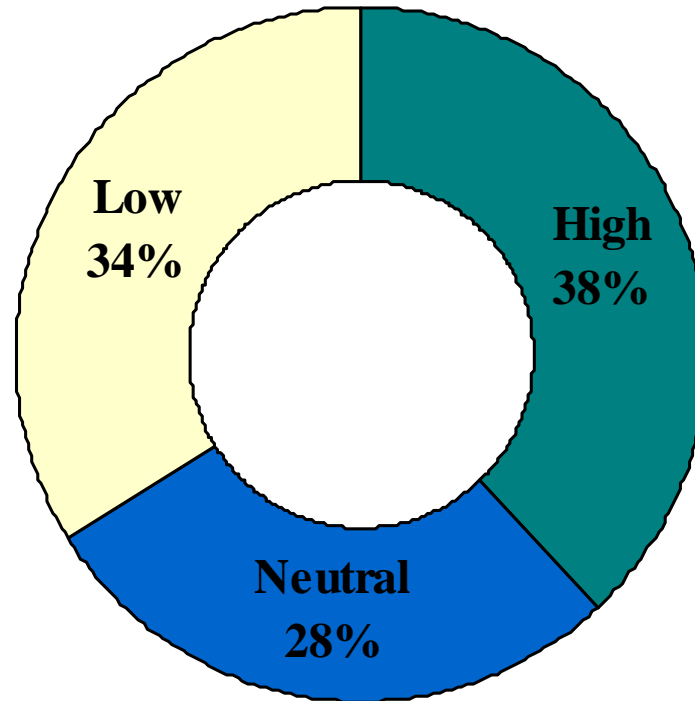
Source: Employer Evaluation of Employment Portal

Source of Map: MOHLTC – Local Health Integrated Networks

Overall Employer Satisfaction with the Portal



Overall Employer Satisfaction



Use of the 2007 Employment Portal: New Graduates

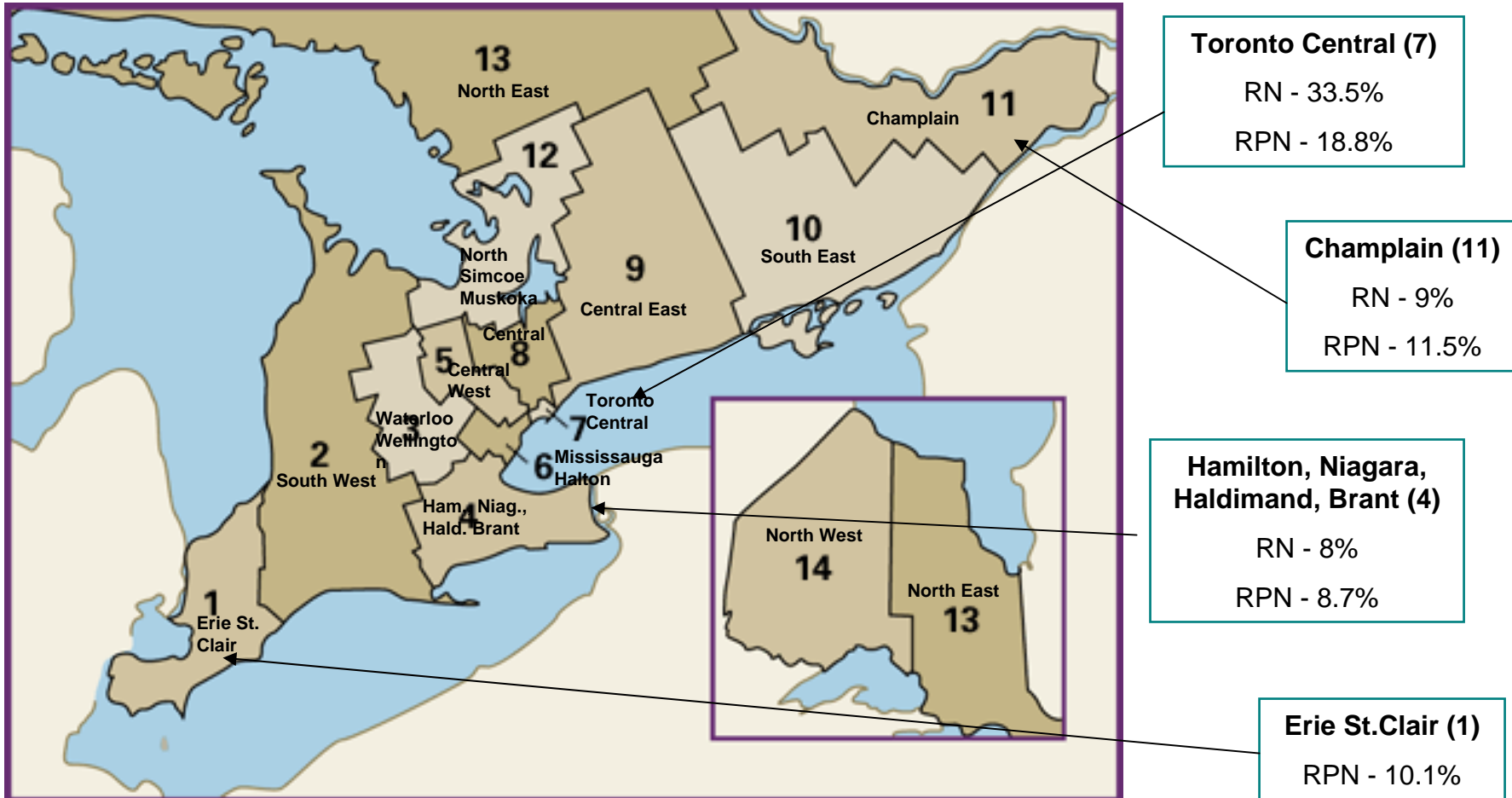


- Over 85% of nursing graduates use the portal
 - 4234* out of an estimated 4300

*Not all registrants are 2007 graduates. The total includes some nurses who:

- have not yet graduated
- are graduates from previous years
- are double registrants

The four LHINs that Employ one-half of New Graduate Portal Registrants



Source: New Graduate Evaluation of Nursing Graduate Portal

Source of Map: MOHLTC – Local Health Integrated Networks

Employment Preferences: Geographic Location



- RNs
 - Toronto (41%), Central South (26%) and Central West (19%) regions are most popular
 - Less seek in East (12%) and North (10%) Regions; consistent across the years.

- RPNs
 - In 2005 and 2007, 25% sought employment in South West region. Many also seek in Toronto, Central East, Central West and East.
 - North and Central South are the least preferred regions.

Increased Preference for Full-Time Status: 2005 to 2007



- RNs
 - Increased from 71% (2005) to 81% (2007)

- RPNs
 - Increased from 60% (2005) to 64% (2007)

Are New Graduates Employed in their Region of Choice?



- Of the respondents that were employed:
 - 94% of RN and 87% of RPN new graduates confirmed employment in geographic region of choice

Percentage of New Graduates Securing FT Employment



Registered New Graduates' Employment Status in 2007 (%)

Employment Status	RN	RPN
Permanent Full-Time	64.7*	22.6**
Temp Full-Time	19.8*	38.1**
Permanent Part-Time	10.6	18.5
Temp Part-Time	1.1	6.5
Casual	3.5	13.8
Other	0.2	0.4

If Permanent Full-Time and Temporary Full-Time are combined:

* RN Full-Time = 84.5%

**RPN Full Time = 60.7%

Current Employment Status Compared to Previous Years



Registered Nursing Graduates' Employment Status

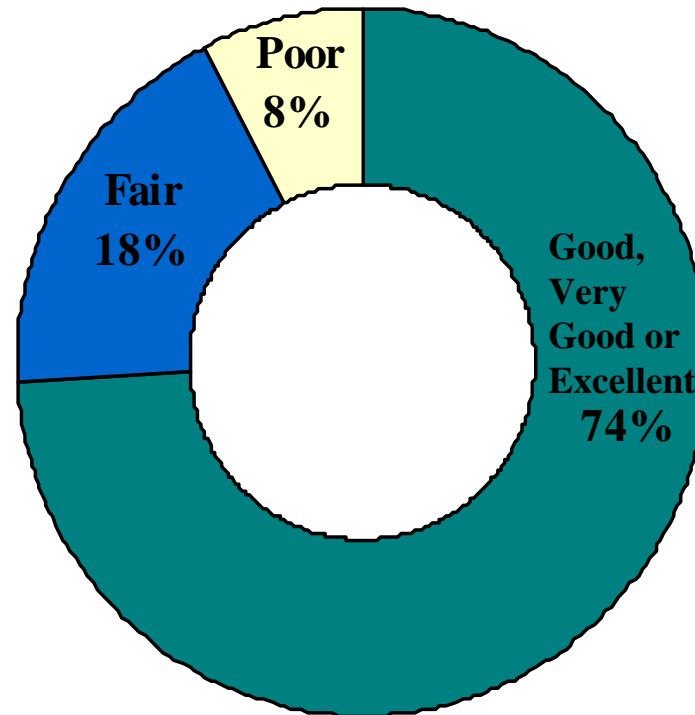
Employment Status	RN (%)			RPN (%)	
	2004	2005	Portal 2007	2005	Portal 2007
Permanent Full-Time	31.7	42.5	64.7	14.2	22.6
Temporary Full-Time	--	--	19.8	--	38.1
Permanent Part-Time	28.6	26.6	10.6	38.7	18.5
Temporary Part-Time	--	--	1.1	--	6.5
Temporary (not specified)	12.3	15.7	--	12.2	--
Casual	16.2	6.6	3.5	19.0	13.8
Other (including multiple)	11.1	8.6	0.2	15.8	0.4

- Increase in Full-Time from 2005 to 2007
 - **52% increase for RNs**
 - **59% increase for RPNs**
- Decrease in Part-Time and Casual from 2005 to 2007

Overall New Graduate Experience with the Portal



Overall New Graduate Experience



Organizational Variability in Orientation: Mentoring and Resources



- Mentoring:
 - Type of mentoring model was primarily a 1:1 model
 - Mentoring program did not exist in smaller organizations prior to the NGG
- Resources
 - More existing resources in larger organizations
 - nurse educators, mentoring workshops
 - A strain on some organizations to precept students and mentor new graduates

Orientation and Mentoring: Integrating New Graduates into Workforce



- Workload and “above complement” positions:
 - Short-staffing challenges
 - Some new graduates sometimes worked as base staff
- New graduates perspectives:
 - Had access to a mentor
 - Had the option to not take on additional assignments during staff shortages
 - Were able to handle assignments and did not offer complaints regarding workload

Conclusions



- Employers and new graduates provided valuable information about their perspectives on the NGG initiative.
 - Suggestions for improvement for this multi-year initiative
 - Adjust the employment portal based on the technical recommendations.
 - Increase interpretive sessions for employers and new graduates.
 - Recommendations
 - Retain an employment initiative for new graduates for 2008.
 - Focus on specific employment initiatives for RPNs.
 - Retain an orientation and mentorship component for all new graduates.
 - Focus on specific strategies for FT employment in rural areas.
 - Create an alternative initiative to assist the long-term care sector with recruitment and retention.

Questions?



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