

CABINET MEETING: 15 SEPTEMBER 2016

ADVICE & SUPPORT RECOMMISSIONING

**REPORT OF DIRECTOR COMMUNITIES, HOUSING &
CUSTOMER SERVICE**

AGENDA ITEM: 6

**PORTFOLIO: HEALTH, HOUSING AND WELLBEING (COUNCILLOR
SUSAN ELSMORE)
SKILLS, SAFETY AND ENGAGEMENT (COUNCILLOR DAN
DE'ATH)**

Appendix G of this report is exempt from publication because it contains information of the kind described in paragraph 16 of Part 4 of Schedule 12A to the Local Government Act 1972

Reason for this Report

1. To set out proposals for the recommissioning of Advice and Support services.
2. To agree the overall timetable for recommissioning of Supporting People funded services.
3. To agree detailed proposals for the recommissioning of Advice Services, Floating Support Services and Gender Specific support services (including Domestic Abuse).

Background

4. The Council currently receives £16.2m in Supporting People Programme grant to provide housing related support services. This grant funds a wide range of services including homeless hostels, domestic violence refuges, supported housing, floating support provided in the client's own home, community alarm and warden services.
5. Supporting People Funding reduced each year between 2012/13 and 2015/16, with an overall cut of £4.5m. While there was no cut to funding in 2016/17, it is anticipated that there will be a reduction for 2017/18 of between 5% (£813k) and 10% (£1.6m).

6. There is also an underuse of some types of support, which needs to be addressed, for example there are currently 80 to 100 units of generic floating support that are not being utilised.
7. Services are currently provided under 38 contracts and delivered by 32 third sector organisations. In addition, the Council provides some services directly, including: homeless hostels, community alarm, mobile warden services and services to clients with learning disabilities.
8. While a small number of services have been recommissioned recently, most have continued through direct awards for some years and very clear legal advice has been given that these services should be recommissioned. There is a need to ensure best value through proper procurement and this, together with a rationalisation of the number of contracts, should provide economies of scale and reduce the administrative burden of managing such a large number of contracts.
9. There is an opportunity to jointly recommission services across different funding streams, joining up services and creating clear support pathways to assist vulnerable people towards independence.
10. In addition, the Council directly funds Advice Services, some of which are provided in-house and some provided under an external contract. There is an opportunity to better align these services and reduce duplication.
11. Given the number and complexity of the Support Services, it is proposed to recommission these in three phases:

Advice & Support Services - Three Phase Commissioning Plan	
Phase 1	Generic Floating Support services Older Persons Floating Support services All Gender Specific services (including domestic abuse) Advice Services
Phase 2	Supported Housing Specialist Floating Support services (includes substance misuse, mental health, young persons and refugees.) Other specialist support (includes learning disabilities and physical disabilities).
Phase 3	Homeless Hostels

12. It is anticipated that this full programme of recommissioning will take up to 3 years to complete, and that services will continue on a direct award basis in the meantime. However, it may be necessary to make changes to these services ahead of the planned recommissioning should the grant funding reduce significantly; therefore, a review of supported housing will be carried out alongside the phase 1 recommissioning to identify any potential savings, particularly with regard to 24-hour-staffed accommodation.
13. The approach to the commissioning process will be strongly aligned to the Co-operative Values that the Council has signed up to:
 - **OPEN** – allowing service users to have their say on what is important to them, ensuring that they are listened to and their views directly inform the way that services are delivered in the future.
 - **FAIR** – ensuring that all organisations have the best opportunity to be successful, every effort will be made to ensure that smaller organisations can participate by encouraging joint working and consortia.
 - **TOGETHER** – working together with partner agencies, co-producing solutions and jointly commissioning where possible, to deliver a range of services designed for those who need them most.
14. A number of principles have been set in taking forward this recommissioning:
 - I. Ensuring that services are based on need and that the most vulnerable service users are protected.
 - II. Promoting independence and delivering support at the lowest appropriate level to meet client needs.
 - III. Taking an evidence based approach to service design – considering current usage / turnover, outcomes and service user feedback.
 - IV. Ensure services are sustainable.
 - V. Maximise the time spent on the client and reduce management costs.
 - VI. Wherever possible, commission support in partnership with other organisations / across funding streams.
 - VII. Develop service specifications that are outcome based and quality focused.
15. The remainder of this report sets out the detailed proposals for recommissioning services in phase 1.

Issues

16. Early consultation with existing providers and stakeholders commenced in May 2016. This focused on the nature of the services to be commissioned, contract packages, and how to ensure quality. This consultation informed the following proposals:

Floating Support Services

17. Floating Support services provide housing related support to families and individuals to help them maintain their accommodation and live independently. This support aligns well with the preventative work required under the new Housing (Wales) Act and the Social Services and Wellbeing (Wales) Act. Access to services is through a gateway operated by the Council, which ensures that the available support is directed at the clients most in need.
18. It is proposed that, while generic floating support services are recommissioned in phase 1, specialist floating support services are recommissioned alongside supported housing in phase 2. This gives the opportunity to create a joined up pathway towards independence for the most vulnerable clients, such as young people and those with significant mental health issues.
19. There are currently 14 providers delivering generic floating support services under 17 different contracts, with the size of the contracts ranging from 8 to 79 units. Overall 713 units of support are provided, with units generally representing the number of individuals supported at any one time. The current cost of services is £2.9 million. A list of current providers is included in **Appendix A**.
20. The large number of providers and contracts increases administration and prevents effective contract management. It is more difficult to ensure consistency of service delivery and to monitor quality. The large number of contracts also prevents economies of scale being achieved. In the current economic climate, with reductions in funding likely and increased pressure on resources, continuing with smaller contracts is not sustainable.
21. While floating support provides important, low level intervention to help people remain at home, comparisons with other authorities show that Cardiff's provision of floating support is relatively high. Currently there are on average between 80 to 100 unused units of floating support, and it is envisaged that this number will increase as work continues to reduce the time individuals spend on support. There is, therefore, considerable opportunity to reduce provision of this support while still maintaining a robust floating support service. Making savings in this area will help protect, and could possibly enhance services to the most vulnerable clients.
22. Overall, there are opportunities to reduce the supply of floating support, deliver greater economies of scale, reduce administration, improve contract management, and improve the sustainability of services by significantly reducing the number of contracts.
23. It is, therefore, proposed to commission two large generic floating support contracts for non-specialist, Generic Floating Support. It is

envisaged that bidders will only be able to deliver one contract, as the aim is to have two separate contractors to ensure resilience. Each contractor will provide housing related services across the city and will have the expertise to deal with all client groups. There will be no split by geography or client type. Cases will continue to be assigned through the Council operated gateway on a pro rata basis.

24. Bids for the contracts would be welcome from single providers, consortia or a lead provider with subcontractors. A networking event for providers was co-ordinated by C3SC on behalf of the Council to promote joint working and encourage the involvement of smaller organisations in the procurement process.
25. The floating support provided under the contract will be generic rather than specialist, dealing with a wide range of housing related support issues. However, due to the larger size of the contract, providers should have the capacity to offer workers with significant expertise in key areas, including:
 - Mental health issues / hoarders
 - Welfare Benefits / Appeals
 - Homeless prevention and resettlement

It is anticipated that by delivering more comprehensive services in these areas, pressure on other existing services can be reduced.

26. Providers will also be expected to offer mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be a key criteria in the tender specification.
27. The reduced number of contracts should generate significant economies of scale. It will also reduce administration and allow for more effective contract management. The smaller number of providers will further allow greater alignment with council services and promote consistency of service for clients.
28. Due to the current excess supply of floating support services and the potential for economies of scale, it is envisaged that the value for each contract will be £1m per annum, giving a total spend of £2m. This is a reduction of £908,000 (31%) of the current spend and achieves the 5% predicted savings. There will, however, be the opportunity to award further work under the contract should more funding be available for floating support purposes.
29. It is proposed that the assessment of the tenders will be 50% quality and 50% price/value. The high percentage for quality reflects the nature of the services provided. The contract would be for 5 years with the option to extend for up to a further 2 years, with the aim of giving the provider greater certainty and adding to sustainability. However, there will be an option to amend should there be a change in grant funding arrangements.

30. It is anticipated that the saving released by this process will be available to cover any potential grant funding reduction, or to refocus support onto the most vulnerable clients.

Older Persons Floating Support

31. Welsh Government guidance requires a move away from support based on tenure towards a service based on need; for example, it is no longer possible to fund a warden service to all residents of sheltered accommodation through the Supporting People grant. Some social landlords have already reconfigured their services to remove the support element from their warden's role, providing support instead through a floating support model.
32. There are currently 7 contracts for older persons support; one is a floating support contract, and the others are accommodation based. It is proposed to commission one contract for Older Persons support services, and retain the current funding level of £250k per annum. There will, however, be the opportunity to award further work under the contract should more funding be available for floating support purposes.
33. Bids for the contract would be welcome from single providers, consortia or a lead provider with subcontractors. As referenced above an event to promote networking was co-ordinated by C3SC on behalf of the Council to promote joint working and encourage the involvement of smaller organisations in the procurement process
34. The single contract will offer services city wide, supporting clients in their own homes, including residents of extra care and sheltered accommodation. This will provide a much fairer and comprehensive service for older people across the city.
35. It is envisaged that the older persons support will have a broader remit than generic floating support. This reflects the wider range of services needed by older people to help them remain independent at home, such as support in overcoming social isolation, assistance in employing cleaners or gardeners, support in leaving hospital, or intensive support to move to more suitable housing.
36. As with generic floating support, it is proposed to provide bidders with the level of funding available for the service, and a minimum level of units of support to be provided. Bidders will then be asked to state how many units of support they can provide for this set funding.
37. It is proposed that the assessment of the tenders will be 50% quality and 50% price/value. The high percentage for quality reflects the sensitive nature of the services provided, while retaining financial competitiveness.
38. The contract would be for 5 years with the option to extend for up to a further 2 years, with the aim of giving the provider greater certainty and

adding to sustainability. However, there will be an option to amend should there be a change in grant funding arrangements.

39. During consultation with providers about the changes, some concerns were expressed about the reduction in the number of contracts. It was considered that, with only 2 contracts for generic floating support, and 1 for older persons services, there would be a risk if one of the contractors failed. There was also some concern that the expertise required to support clients would be compromised. However, while there would only be a small number of providers commissioned for these services, there would also be a number of other contracts delivering specialist support and providing a broader supply chain. There are considerable benefits to having fewer, larger contracts, including the ability to develop additional expertise and delivering economies of scale, making services more sustainable for the future. Further information about the consultation can be found at **Appendix C**.

Gender Specific Services (Including Domestic Abuse)

40. The Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 places significant additional duties on public bodies to 'Ask and Act' in relation to violence against women, and there is an expectation that a full range of preventative and support services will be in place to address the identified issues. It is anticipated that this will increase demand on current services.
41. In addition to the requirements under the act, there is a need to cater for male victims of abuse and to improve the response to perpetrators.
42. There are currently a number of different gender specific and domestic abuse services in Cardiff, including domestic violence refuges, supported accommodation, floating support and advocacy services. These services are funded through a range of sources, a full list of these can be found at Appendix A.
43. There is a need to join up and further develop these services to create straightforward access to a range of provision, to meet the need for preventative services, and to provide a clear pathway through support.
44. It is proposed to commission a comprehensive service under one contract, to include:
 - A 'One Stop Shop':
 - Single 'front door' for all referrals
 - Intake and assessment
 - Advice and signposting
 - Sessions from other specialist community support services
 - Larger team of community based support workers, providing support and advocacy, and bringing together housing related floating support and the current work of the Independent Domestic Abuse Advocates
 - Refuge provision

- Supported housing
 - Self-help programmes
 - Provision of advice and support to assist police call-outs 24/7
45. Bids for the contract would be welcome from single providers, consortia or lead provider with subcontractors. Current providers in this area also attended the event to promote networking and joint working co-ordinated by C3SC.
46. It is anticipated that the service will provide assistance to those affected by a wide range of violence against women, domestic abuse and sexual violence as defined in the Act. The service will also provide assistance to male victims.
47. The contractor will be expected to have expertise in the following areas:
- Domestic Abuse and the wider violence against women and sexual violence issues, and in assisting male victims.
 - Mental Health
 - Welfare Benefits (including Appeals)
 - Homeless Prevention and Resettlement
48. It is envisaged that the contract will be for a fixed price; however, the amount of funding available remains uncertain, and discussions are ongoing with a number of organisations that fund services, including Welsh Government and the Police and Crime Commissioner.
49. Further work is needed to define the services to be commissioned, to develop specifications for the different components of the service and to decide a balance between quality and cost, this process will be informed by further consultation and research. Community and Adult Services Scrutiny Committee will continue to scrutinise the further development of the proposed Gender Specific Services.
50. It is proposed again that a longer contract term would be awarded, possibly 5 years with the option to extend for up to a further 2 years, with the aim of giving the provider greater certainty and adding to sustainability. However, there will also be an option to amend should there be a change in grant funding arrangements.

Timescale for recommissioning

51. It is proposed that the procurement process for Floating Support services will commence in late autumn 2016, with the aim of having new contracts in place by spring 2017.
52. Further time is required finalising the specification for Gender Specific Services (including domestic abuse) as this is a much more complex process, involving a wide range of services. Therefore, it is proposed that this procurement process commences in the late autumn/winter 2016 with the aim of awarding the contract in summer/autumn 2017.

53. To ensure continuity of service, it will be necessary to continue to fund existing services by direct award until the changes come into place; this includes services funded from number of different sources that are to be part of the joint commissioning (see appendix A).

Advice Services Recommissioning

54. Advice services in Cardiff are provided through a mix of directly delivered 'in house' services and contracted out provision. The current contract for Advice Services ends in March 2017, and therefore, these services need to be recommissioned ahead of April 2017. To inform this recommissioning, a review of advice provision has been carried out.

Council Advice Provision

55. The Council's Money Advice service provides a wide range of money advice, including generalist welfare benefits advice, budgeting and low level debt advice. The service links closely with the Into Work service to provide a solutions based approach for clients.
56. There are considerable advantages to providing this advice 'in house'. Council Advice Officers work closely with the Hub staff, who provide advice on a wide range of council issues including housing allocations and housing benefits. Day to day liaison between these teams takes place to resolve issues at first point of contact. Advice Officers have direct access to council systems such as Housing Benefit/Council Tax Reduction, Housing rent recovery and Housing Waiting List systems. With the client's consent, they can directly access data from these systems to identify the latest information and resolve issues at an early stage.
57. Staff work closely with other officers within the Housing Benefit assessment service, and are fully involved in developing responses to Welfare Reform, as well as carrying out proactive work to help those affected by the Bedroom Tax, Benefit Cap and Universal Credit. They are also empowered to make decisions on Discretionary Housing payments.
58. The team have excellent relationships with Registered Social Landlords and, with the client's consent, liaise with them directly to resolve issues. The team also work closely with Council Tax recovery and are empowered to make arrangements for Council Tax debt. While data is protected and information is not given without client consent, this close working can help prevent further recovery action and evictions.
59. With advice now being provided in the local community hubs, there is some capacity to move existing staffing resources into Money Advice and to increase the services provided by the in house team. This would allow fewer services to be contracted out.

Contracted Advice Provision

60. The current advice contract is with “Cardiff Advice Services”, which consists of the Citizens Advice in partnership with The Speakeasy Advice Centre at a cost of £440,000 per year. The contract currently provides 3 different levels of advice:

- Information and signposting
- Generalist advice
- Specialist advice

The different types of advice provided are listed below:

- Welfare Benefits
- Budgeting / Debt
- Housing
- Consumer Advice
- Employment Advice
- Immigration Advice
- Family / Relationship Advice
- Discrimination Advice

Specialist advice is only provided for key issues such as Welfare Benefits and Debt Advice.

61. Having a single contract for advice services has worked well, allowing much better communication and greatly improved contract management. Performance of the contract has been good, with 19,286 customers seen in 2015/16, and the majority of clients seen the same day. Over £3.2 million in weekly benefits was gained and 85% of Tribunal cases were successful. 100% of customers surveyed were happy with the service.

62. The service is provided in Central Library Hub, and accommodation is provided free of charge for this purpose. This includes both customer facing and back office provision. Therefore, both council services and advice provided under contract are already co-located.

63. There is considerable crossover between the contracted out and in house provision, particularly in generalist advice, and there is an opportunity to make better use of resources if a partnership working approach is taken. Consideration was given to providing all services in house; however, one of the key benefits was the ability for an external provider to access additional external funding to support some of the services.

64. It is therefore proposed that an ‘Advice Partner’ is commissioned who will work with the Council to provide complementary services. This will reduce duplication over time, and thereby reduce costs.

65. While there will continue to be one contract for Advice, however bids for the contract would be welcome from single providers, consortia or by a lead provider with subcontractors as at present.

66. It is proposed that some of the generalist advice provided under the contract is provided in house by the Council's Money Advice Service, and that the funding provided under the contract reduces on a phased basis to £300,000, making a saving to the General Fund of £140,000 over 5 years. The overall spend on advice will not decrease, however more services will be provided in house.

The proposed phased reduction is set out below.

	Annual Contract Value	Saving
Year 1	£410,000	£30,000
Year 2	£380,000	£30,000
Year 3	£350,000	£30,000
Year 4	£320,000	£30,000
Year 5	£300,000	£20,000
Full Saving from year 5		£140,000

67. The new Advice Partner would also be required to bid for other external funding to supplement the council funding. There will also be the opportunity for the Council to award further work under the contract should more funding be available for Advice purposes.
68. In addition to the Annual Contract Value listed above, the Council will continue to provide space within council buildings where appropriate, including the continued space in Central Library Hub, which has an indicative value of £25,800 pa (excludes any additional costs such as service charges, gas, electric, maintenance etc).
69. While the contract amount is decreasing over time, it is anticipated that the longer term contract proposed (5 years with the option to extend for a further 2 years) will provide stability and sustainability to the new Advice Partner. It is proposed to let the bidders know the value of the contract and a minimum level of service required – the value will be measured by the amount of services that can be provided over this minimum.
70. During the consultation with providers, some concerns were expressed about the reduction in funding for services when demand is increasing due to welfare reform. However, with the redirection of resources within the Council's own team, the same level of provision will be available and no impact on service users is anticipated. Concern was also expressed that independent advice should be available and that not all clients will wish to access council provision. While many clients are already accessing Council provision without issue, it is accepted that this may cause concern for a small number of clients. Therefore, some changes have been made following the consultation to the detail of the service provision to allow for these circumstances. A report on the consultation can be found at **Appendix C**.

Timescale for Recommissioning Advice Services

71. It is proposed that the procurement process for Advice Services commence in late September / October 2016, with the aim of having new contracts in place by April 2017.

Equality Impact Assessment

72. Equality Impact Assessments have been carried out on the changes above and these can be found at Appendices D, E and F. Findings from the assessments have informed these proposals, and will also inform the detailed service specification.

Consultation

73. Communities & Adult Services Scrutiny Committee have considered these proposals. Amendments have been made to the report in response to the Committee's comments: in particular clear reference has been made to the option for organisations to join together to form a consortia or to bid as a lead provider with subcontractors; it has been made clear that the ratio of quality to cost for the Gender Specific contract has yet to be decided and will be informed by further research. It has also been made clear that the Committee will be further involved as the detailed proposals for the Gender Specific contract are developed. The Committee's letter and the response is attached at **Appendix B**.
74. Workshops have been held with current and potential providers of services and comments requested. Their comments have been considered as part of the development of these proposals. Service user consultation has also taken place. A report of the findings of the consultation can be found at Appendix C.
75. Officers will continue to work closely with providers, third sector partners and other stakeholders to learn lessons from recent and current commissioning arrangements. Every effort will be made to involve stakeholders and in particular Service Users in the specification of services and in the evaluation process.
76. This report does not relate to a local issue.

Reason for Recommendations

77. To agree the approach to the recommissioning of Advice and Support Services.

Financial Implications

78. Cardiff's grant funding for the Supporting People Programme Grant (SPPG) in 2016/17 totals £16,267,470. There is speculation that funding reductions of 5% to 10% will be made to the grant funding in the next

financial year, resulting in a potential reduction of between £813k and £1.6m.

79. The report includes measures that could result in savings of £908k within Floating Support Services which, if achieved, would help to mitigate the impact of any grant reduction applied to the Supporting People Programme Grant. As in current contracts, it is important that there remains an option to amend contract prices if there are subsequent changes in the level of grant the Council receives, both in 2017/18 and future years.
80. The SPPG grant conditions require that financial commitments are only entered into where there has been approval from the Regional Collaborative Committee and the Welsh Government, with Spend Plans detailing expenditure commitments submitted by the Council. These spend plans will continue to require some degree of flexibility in dealing with any uncertainty over future funding allocations.
81. Any additional base budget savings committed to in relation to the Contracted Advice Provision will contribute towards future budget savings targets for the Directorate.

Legal Implications

82. Confidential legal advice is attached at Appendix G.

HR Implications

83. The recommissioning of services may or may not have implications under the Transfer of undertakings (Protection of employment) regulations 2006 (TUPE) for the incoming and outgoing providers. An assessment will be made by the Council and referred to in any tender documentation. However, it will be recommended that any contractors take their own legal advice on whether TUPE applies or not as they will be the ones with the legal responsibility.

RECOMMENDATIONS

It is recommended that Cabinet:

1. Agree the phased approach to recommissioning Supporting People Programme grant funded services as set out above, and agree the use of direct awards as appropriate to facilitate the phased approach to the recommissioning.
2. Agree the approach to recommissioning phase 1 services: generic floating support services, older persons floating support services, and gender specific services (including domestic abuse) as set out above.
3. Agree the approach to Advice Services as set out above, including the recommissioning of services.

4. Delegate authority to the Director of Communities, Housing and Customer Services in consultation with Councillor Susan Elsmore (Cabinet Member for Health, Housing & Wellbeing) and Councillor Dan De'Ath (Cabinet Member for Safety, Engagement & Democracy), the Council's Section 151 Officer, and the Director of Law and Governance to:
 - (i) deal with all aspects of the recommissioning of floating support services, both generic and older persons, gender specific services and advice services as set out in the report, up to and including the award of contracts and
 - (ii) deal with all ancillary matters which pertain to the recommissioning proposals set out in this report , including, without limitation, making decision as to any direct award of contracts that may be required until the recommissioning arrangements for all phases are in place.
5. To note that it is intended to submit further reports to Cabinet to seek authorisation to commence the procurement processes for those Services to be recommissioned as part of phases 2 and 3, as and when the detailed procurement strategies are developed.

SARAH MCGILL
Director
9 September 2016

The following appendices are attached:

Appendix A – Breakdown of current providers
Appendix B – Letter from Communities & Adult Services Scrutiny Committee and response to Communities & Adult Services Scrutiny Committee
Appendix C – Report on Consultation
Appendix D - Equality Impact Assessment (Floating Support)
Appendix E – Equality Impact Assessment (Gender Specific Services)
Appendix F – Equality Impact Assessment (Advice Services)

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Current Provision**Floating Support Services**

Generic Floating Support		
Contracted Provider	Project	Units
BAWSO	BAWSO - Tenancy Support TST	50
CADWYN	TENANT SUPPORT OFFICER	20
CAER LAS	CAER LAS - Tenancy Support TST	70
GOFAL	GOFAL - Tenancy Support TST	70
GWALIA	CARDIFF MOVE ON floating support	79
HAFAN CYMRU	TAI HAFAN - Tenancy Support TST	50
HAFOD CARE	Family project Floating support	8
HAFOD CARE	Cardiff 25 Floating support	25
HAFOD CARE	Mental Health floating support	20
HUGGARD	HUGGARD - Tenancy Support TST	25
INNOVATE TRUST	INNOVATE TRUST - Tenancy Support TST	50
LLAMAU	LLAMAU - Tenancy Support TST	30
SALVATION ARMY	SALVATION ARMY - Tenancy Support TST	55
STEPPS	STEPPS - Tenancy Support TST	55
TAFF HA	TAFF HA - Tenancy Support TST	60
TAFF HA	TAFF Tenancy Support Project	38
UWHA	UWHA Floating Support	8
		713
Older Persons Floating Support		
Contracted Provider	Project	Units
AELWYD	OP Support Warden SBC	10
CCHA	OP Support	27
HAFOD HA	OP Support Warden SBC	25
LINC CYMRU	Older Person support	37
LINC CYMRU	Physical Disability support	8
TAFF HA	Older Persons low level floating support	40
TAFF HA	OP support warden	15
		162

Appendix A - Current Provision

Gender Specific Services (including Domestic Abuse)

Gender Specific Floating Support		
Contracted Provider	Project	Units
BAWSO	BAWSO DA Floating Support	42
CARDIFF WOMEN'S AID	TENANCY RESCUE DA MODEL 3A - TST	25
		67
Gender Specific Accommodation		
Contracted Provider	Project	Units
BAWSO	Refuge	12
CARDIFF WOMEN'S AID	Intake & Assessment Refuge	8
CARDIFF WOMEN'S AID	Refuge 1	7
CARDIFF WOMEN'S AID	Refuge 2	10
CCHA	Streetlife	2
Llamau	Hamilton St	4
Llamau	Holmesdale St	5
Llamau	Romily Rd West	5
Llamau	Ryder St	5
Llamau	Women's Services Supported Housing	6
Gwalia	Cedar House	4
		68

Non-Supporting People Funded services

Funding	Provider	Project
Welsh Government	SAFER WALES	WSU IDVA service
	CARDIFF WOMEN'S AID	CWA IDVA post
Police and Crime Commissioner IDVAs (Male/BME/IRIS)	SAFER WALES	WSU Male IDVA Dyn
		WSU specialist children's IDVA
	CARDIFF WOMEN'S AID	CWA IDVA x 2 posts
		IDVA Safe As u8's
BAWSO	BME IDVA x 1.5	
Children's Service support	CARDIFF WOMEN'S AID	Key workers for Safe As project
Flying Start IDVAs support	SAFER WALES	Health visitor liaison and pregnant women support
	LLAMAU	IDVA input
Home Office IDVA support	CARDIFF WOMEN'S AID	IDVA posts

Not all non - Supporting People Funding confirmed as part of recommissioning at present

My Ref: Scrutiny/Correspondence/Cllr McGarry

08 September 2016

Councillor Daniel De'Ath
Cabinet Member for Safety, Skills, Engagement and Democracy
c/o Room 520
County Hall
Cardiff
CF10 4UW



Dear Councillor De'Ath

COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE 7 SEPTEMBER 2016: SUPPORT AND ADVICE SERVICES RECOMMISSIONING

Thank you for attending Committee last night with Sarah McGill, Jane Thomas and Sam Harry to present your draft proposals for recommissioning of Advice and Support Proposals. Please pass on our sincere thanks to officers for their diligence and patience in participating in what was a long and interesting meeting. Members found their evidence to be very helpful.

I recognise that Councillor Elsmore was unable to attend the meeting, and that you attended specifically in relation to the recommissioning of Gender Specific Services. I am writing this letter to you on the understanding that Cabinet has sought Members' feedback on the proposals in advance of your meeting on Thursday 15 September. Given the complexity and range of your proposals, I will be writing again to you and to Councillor Elsmore with more general comments and feedback.

This letter contains views which Members felt were most urgent to be communicated to Cabinet given the imminent publication of your papers for the 15 September meeting, and we hope that these views may help inform any decisions you make then.

The points in this letter cover the following four elements of the draft Cabinet report:

- The way that the commissioning packages might be offered to prospective bidders;
- The balance between quality and cost in the evaluation of tenders;
- The level of delegation suggested for commissioning Gender Specific Support, given the current lack of detail available for this proposal; and
- The need to retain flexibility, and to maintain a firm "learning culture" approach as recommissioning arrangements move forward.

THE PACKAGING OF PROPOSALS THROUGH PROCUREMENT

Your proposals offer a radical realignment of the way services are currently provided, which is designed to generate efficiencies and resilience. You will be aware that there will be risks inherent in this approach, but while we have natural concerns at the significant reduction in proposed providers (wondering if the number of Floating Support providers could for instance be less significantly reduced), we heard the officers express confidence that the proposed solution was robust and resilient, and respect this judgement.

We do, however, have a suggestion about how these packages can be offered through procurement. Members heard useful evidence from four members of the Provider Forum, who had consulted Forum members in advance of the meeting to secure a representative view on the Generic and Older People Floating Support proposals. Their clear message was that, while the Consortium approach (commended as a possibility in your draft proposals) was an appropriate way to possibly maximise the package's inclusivity, creativity, flexibility, expertise and resilience, it carried two key risks:

- The first of these was that the timescale for the recommissioning of these services was not long enough to robustly prepare for the creation of a Consortium, which they suggested should take up to two years, given the complexities involved in creating this legal entity. It was for this reason that they requested a delay in your agreeing these proposals to July 2017.
- The second was that a Consortium would not effectively reduce management overheads and increase efficiency. Indeed, there was a possibility that overheads could increase, given the administrative role that the lead provider might need to fulfil in managing the Consortium.

Consequently, there was a view expressed by various witnesses throughout the meeting that Cabinet might wish to consider as an alternative the simpler approach of a 'lead and supportive bidders' model, as currently in place, for instance, in the current advice contract with 'Cardiff Advice Services', which sees Citizen's Advice working in partnership with The Speakeasy Advice Centre.

While we can see that – given enough time – a Consortium would be a desirable way of ensuring wide input into a resilient overall service – we are concerned about the timescale issues, and would **recommend** that your draft report makes reference to the possibility of commissioning a lead organisation with potentially several sub-contractors, before the concept of a Consortium becomes framed as the only possible partnership model for you to take forward for these proposals.

THE BALANCE OF QUALITY AND COST

This Committee has in the past commented on the prevalence of using the 50/50 quality and cost split in tender specification and evaluation. This may work well in many circumstances, but when procuring complex services for highly vulnerable service users we have a natural tendency to consider that quality should occupy a

more significant focus. Committee heard evidence from Gwendolyn Sterk of Welsh Women's Aid, who referred to interesting developments in thinking at a Welsh Government level on this matter, and **recommend** that your draft report retains flexibility to allow officers to undertake further research with Welsh Government and other local authorities to see if there are other approaches to the percentage split that would be more appropriate to meet the needs of people requiring these services.

THE DELEGATION OF ARRANGEMENTS FOR PROCURING GENDER SPECIFIC SERVICES

Your draft Cabinet report makes clear that further thinking needed to be invested in considering the size, nature and cost of the commissioning package for Gender Specific Services before a specification could be developed, and that the commissioning specification and evaluation proposals were still developing. Sarah McGill made clear at the meeting that she would be content to return to the Committee with draft proposals in the above areas, so that Committee could provide further advice before they are determined. We therefore **recommend** that part 4i of the recommendations in the draft Cabinet report be amended to include reference to the future role of scrutiny in shaping the emerging recommissioning proposals (specifically for 'gender specific services' but potentially for all aspects of the proposals).

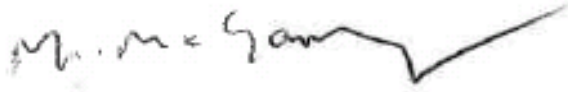
MAINTAINING FLEXIBILITY, AND A "LEARNING CULTURE" APPROACH

Committee benefited from evidence from Sheila Hendrickson-Brown of C3SC. Her evidence related specifically to Advice Services, but Members felt it was equally applicable to all aspects of the recommissioning proposals. Sheila recognised that the Council was taking bold and difficult decisions in seeking to optimise a very unsatisfactory funding environment, and paid tribute to many aspects of the excellent work being delivered through Hubs and other Council services. However, the driving need for efficiencies was forcing the Council to amalgamate support arrangements into larger and larger units, and (as in the case of Advice Services) deliver more services in-house that had traditionally been delivered through grant-funded third sector organisations.

This could naturally pose a specific threat to the sustainability of local third sector organisations, and a more general dilution of third sector and social enterprise culture in the city. We would like to stress our appreciation of the good work developing in Hubs – for instance the development of volunteering and links with local communities – but **recommend** that, as there are so many uncertainties and concerns associated with charting a way forward with no clear blueprint of success to measure against, it would be helpful if your draft report could acknowledge the need to keep working closely with providers and third sector partners, to manage any unintended consequences and ensure that any lessons from recent and current commissioning arrangements could closely inform future proposals.

Members made many other relevant observations at the meeting which I am sure will be of benefit to Councillor Elsmore and to you, but which are probably more suited to a future policy development discussion than an urgent piece of pre-decision scrutiny. I hope the above comments help you and Cabinet colleagues in your consideration of these proposals, and look forward to receiving your feedback on the four above recommendations.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Mary McGarry', with a long, sweeping horizontal stroke extending to the right.

COUNTY COUNCILLOR MARY M^CGARRY
Chairperson - Community & Adult Services Scrutiny Committee

Cc: Cllr Susan Elsmore
Sarah McGill
Jane Thomas
Chantel Abel
Matt Swindell

**SWYDDFA CYMORTH Y CABINET
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Fy Nghyf / My Ref : **CM 35661**

Eich Cyf / Your Ref : **Scrutiny/Correspondence/Cllr McGarry**

Dyddiad / Date: **9th September 2016**

Cllr Mary McGarry
Cardiff County Council
County Hall
Atlantic Wharf
Butetown
Cardiff
CF10 4UW

Annwyl / Dear Councillor McGarry

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE 7 SEPTEMBER
2016: SUPPORT AND ADVICE SERVICES RECOMMISSIONING**

Thank you for your letter setting out your recommendations relating to the Advice and Support Recommissioning Process. I very much welcome the constructive and helpful comments set out in the letter.

I look forward to receiving your more detailed letter in due course and both Councillor Elsmore and I will make a fuller response at that time, however, I wanted to respond immediately to your recommendations to make changes to the report. All your recommendations have been accepted and changes have been made to the report to reflect this:-

- **The packaging proposals for procurement**

Each section of the report has been amended to include a statement that confirms that bids will be welcome from single providers, consortia or a lead provider with sub-contractors will be accepted. The possibility of the more informal approach of a lead provider in partnership with other organisations was made clear during the provider workshops, and C3SC had organised a networking event on the Councils behalf to encourage providers to work

ATEBWCH I / PLEASE REPLY TO :

Swyddfa Cymorth Y Cabinet / Cabinet Support Office, Ystafell / Room 518, Neuadd y Sir / County Hall, Glanfa'r Iwerydd / Atlantic Wharf , Caerdydd / Cardiff, CF10 4UW,
Ffon / Tel: (029) 2087 2420

Mae'r Cyngor yn croesawu gohebiaeth yn Gymraeg a Saesneg a byddwn yn sicrhau ein bod yn cyfathrebu â chi yn eich dewis iaith boed yn Gymraeg, yn Saesneg neu'n ddwyieithog dim ond i chi roi gwybod i ni pa un sydd well gennych. Ni fydd gohebu yn Gymraeg yn creu unrhyw oedi.

The Council welcomes correspondence in English and Welsh and we will ensure that we communicate with you in the language of your choice, whether that's English, Welsh or bilingual as long as you let us know which you prefer.



together. This is a very helpful addition to the report and clarifies the intention of the Council to encourage joint working between providers.

- **The Balance of Quality and Cost**

I note your comment on the cost/quality ratio and also the comments of Welsh Women's Aid on this issue. There are no firm proposals as yet for the cost / quality ratio for the Gender Specific tender, it is recognised that more time is needed for the complex commissioning exercise. The report has been amended to confirm that further research will be undertaken on this matter before proceeding with the recommissioning.

- **The Delegation of Arrangements for Procuring Gender Specific Services**

I would be very happy for the Committee to have further involvement in the Gender Specific proposals as the further detail is developed. The report has been amended to include this. Officers will also be happy to feed back to committee on progress with the other recommissioning processes; your oversight of these issues will be very welcome.

- **Maintaining Flexibility, and a "Learning Culture" Approach**

I also note your comment about a learning culture and the need to learn from providers and sector organisations regarding the lessons from other commissioning arrangements. The consultation section of the report has been amended to reflect this commitment.

May I commend the Committee for the very thorough scrutiny of this issue and the constructive comments. I would also like to thank you as Chair on behalf of myself and the officers who attended for the very professional manner in which the meeting was conducted.

I look forward to your further comments on this matter.

Yn gwyir
Yours sincerely



Y Cyngorydd / Councillor Councillor Daniel De'Ath
Aelod Cabinet Dros Cabinet Member for Safety, Engagement & Democracy

Advice & Support Recommissioning

Consultation Report

To inform the recommissioning of advice and support services consultation has taken place with a range of stakeholders. This report sets out the consultation process, key issues raised and responses. It also sets out the proposals for further engagement in the drafting of specifications and evaluation of tenders.

Part 1 - Provider Consultation

Floating Support

A notification of the Council's intention to recommission Floating support was published on the Sell2Wales portal in early May 2016 to inform providers of the intention to recommission services and to invite them to register for further information.

Two commissioning workshops were held attended by current and prospective providers of Floating support. The purpose of the workshops was to gather provider input to help shape the recommissioning process and the services to be commissioned. The number of organisations and representatives attending can be seen in the table below:

Floating Support	
Attendees	Organisations
Workshop 1	
45	30
Workshop 2	
39	28

Floating Support Provider Workshop 1

The reason for re-commissioning services was explained and the providers were asked to consider the initial proposal to commission separate packages for Generic and Older Persons floating support and to recommission Specialist floating support at a later stage alongside accommodation based services.

The advantages and disadvantages of one or multiple contracts were discussed and providers were also asked for their views about how support should be allocated if there were to be multiple providers, e.g. geographical or client based. Providers' views were also invited on what makes a quality support service and to consider methods of measuring a quality service. In addition to the views gathering during the workshops, providers were invited to submit their responses and feedback in writing.

Overall there was widespread support for separate packages for Generic, Older Persons and Specialist Floating Support. The general consensus was that more than one provider would be the preferred option for generic floating support; allowing diversity, greater flexibility and a broader range of skills. In terms of how generic floating support contracts should be split the majority of respondents favoured all-inclusive contracts of equal size. The majority of respondents favoured one provider for Older Persons floating support given the lower value of the contract.

A range of feedback was received about specifying and measuring quality services this was summarised in a presentation to the second workshop.

Floating Support Provider Workshop 2

Providers were informed of the proposal to commission 2 contracts for Generic floating support; and one contract for older person's floating support. This balanced the need to have flexibility with the need to make economies of scale. It was explained that one contract did not mean one provider and that a lead provider model or consortium would be welcomed.

Some providers agreed that the proposal offered the opportunity to deliver a wide range of locally based services and expertise; the potential for economies of scale, the retention of local knowledge and would facilitate new ways of working. However a number of issues were raised including concerns that the expertise required to support all diverse client needs would be compromised; that there was risk if one of the two contractors failed. Concerns were also raised that there would be increased TUPE implications for the successful contractor to deal with. Some thought that smaller organisations would not be able to participate as sub-contractors due to anticipated reduction in management costs and economies of scale and that this could impact on the service user.

The comments of providers were carefully considered however the main proposals, to have two contracts for generic support and one for older persons support was not changed as a result of the feedback. Given the potential cuts to funding there is a need to ensure best value and that services for clients can continue.

It was considered that although there would only be limited number of contracts for generic floating support, there are still other providers for specialist floating support

ensuring a robust supply chain is in place. The specification will include as a key requirement, the need to mainstream the skills to meet all equality and diversity needs of all client groups, the need for this expertise will be set out very clearly in the tender documents. Quality of service will be given equal rating to cost in the tendering process to ensure that any reduction in cost will not impact the service user.

The possible impact of TUPE on providers was accepted and while it is a matter for potential bidders to seek their own independent legal advice with regard to any potential issues, the council will give its opinion on TUPE as soon as possible to help with planning. In addition the Council have arranged with C3SC to organise a provider networking event to help encourage collaboration and consortia.

Comments from the providers about how to ensure quality will be considered as part of the detailed specification of services.

Gender Specific Support Services (including Domestic Abuse)

A notification of the Council's intention to recommission Gender Specific support services was published on the Sell2Wales portal in early May 2016 to inform providers of the intention to recommission services and to invite them to register for further information.

Two commissioning workshops were held attended by current and prospective providers of Gender Specific support services. The purpose of the workshops was to gather provider input to help shape the recommissioning process and the services to be commissioned. The number of organisations and representatives attending can be seen in the table below:

Gender Specific Services (including Domestic Abuse)	
Attendees	Organisations
Workshop 1	
28	18
Workshop 2	
24	17

Gender Specific Provider Workshop 1

The need to re-commission services was explained to providers. Initial findings from the Needs Assessment were presented including the number of current referrals. It was explained that this data would help the council to identify key needs and any gaps in provision. Views were sought on the range of services to be commissioned, any gaps in provision and the potential contract packaging options. Comments on the day were recorded and written feedback was also invited.

There was widespread agreement with the proposal to commission a one stop shop and it was strongly felt that the Service User views should be at heart of commissioning. Many respondents stressed the importance of prevention / early intervention; and for partnership working to resolve problems. It was felt that children & young people should be included in the proposals, along with greater provision for male victims; many cited the need for a holistic / 'wrap around' approach.

The majority of respondents favoured the option of all services being delivered in one bundle, as a consortium/partnership approach, in order to deliver a wide range of locally based services & expertise in a joined up manner.

Gender Specific Provider Workshop 2

The proposals for re-commissioning Gender specific services, including the definition of service users to be assisted under the contract and the range of services to be included, were explained. It was proposed that the Perpetrator Programme put forward in the first workshop be commissioned separately, but that close links to victims' services be maintained.

A representative of Welsh Women's Aid presented the findings of the organisation's research into domestic abuse services including survivor feedback; principles and suggested approaches to take in redefining services. It was agreed that this was broadly in line with the council's proposals. Welsh Womens Aid, which is a national organisation not a direct provider of services, have agreed to have an ongoing involvement in the services design.

The feedback was generally positive although the difficulty in attempting to bring together a diverse community of services whilst striving for inclusivity was acknowledged. The proposed scope of the new services, including support for the victims of wider violence against women, was welcomed.

There was strong support for a consortium / lead provider approach and attendance at the networking event to be facilitated by C3SC was publicised as a way to take this forward. There were concerns raised over the proposed separation of a perpetrator programme; the feeling being that there should be a wraparound

approach that is all inclusive. It was therefore agreed to reintroduce the perpetrator programme into the services to be commissioned. It was also agreed to extend the timescales for the procurement process to allow suitable models of support to be explored.

Advice Services

An advert was placed on Sell2Wales to inform providers that the council intended to recommission Advice Services and to ask for expressions of interest. A workshop was held on 3rd August 2016, with current and potential providers. 33 individuals attended the session from 26 organisations. A presentation was given of the proposed approach to recommissioning. The success of having a single contract was outlined and the intention to continue with this approach. It was explained that the council's Money Advice team will be able to carry out more advice work in house and to the aim is to procure an advice partner who will work with the council to reduce duplication. It was explained that funding would reduce over the 5 years of the contract. The presentation was followed by a round table discussion. Comments made at the meeting were recorded and further written comments were invited.

A number of key issues were raised by the group responses to these issues are recorded below:

Key Issues

1. Concern was expressed about the reduction in funding given the growth in demand due to Welfare Reform. The requirement for a needs assessment to determine unmet / future need was raised and the also need to provide services to hard to reach groups.

It was explained that the overall resource for Advice provision is not being reduced, but that resources within the Central Library Hub will be reconfigured and four Hub Officers upskilled to provide advice, there will also be an Advice Mentor to assist the existing manager to maintain the quality of the advice given. Reassurance was given that the level of current demand has been taken into account in the proposals and also the impact that Welfare Reform will have on the demand for Advice Services. The Service is very aware of all the Welfare reform changes.

It was explained that advice services are only one aspect of the council's response to Welfare Reform and the need for advice. Details of how the council is responding to welfare reform were given as below :

Universal Credit

The Council's Money Advice Team and Into Work Advice Services have been funded by the Department of Work and Pensions (DWP) to provide Personal Budgeting Support and Digital Support to those clients who are claiming Universal

Credit. These services are provided in 14 locations across the city. It was explained that all Advice Providers should be referring their clients who need support with Universal Credit into these sessions. Communities First teams also have extensive resources, including Communities For Work, to provide into work advice and to help clients meet the claimant commitment. The DWP also share with the Local Authority the projected number of new Universal Credit claimants for the coming financial year so that steps can be taken to ensure that services are in place to meet the demand.

Benefit Cap

The DWP share information with the council about the individuals that are going to be affected by the Benefit Cap. Funding has also been provided by the DWP to the Local Authority to support those affected by the Benefit Cap. Two new advisors have been created from this temporary funding to work on a casework basis, to practically assist those tenants who have been affected by the Benefit Cap with a range of solutions.

Benefit Sanctions

There is an increase in the number of clients that are having their benefits sanctioned. The Money Advice Team seek to resolve the issues causing the sanction and work closely with the Into Work Advice Team to ensure that the client's Universal Job Match account or Universal Credit Account is up to date and that clients are proficient in the IT systems they need to be accurately showing their job searching activity. The Money Advice team are also signatories for the Foodbank, and so can issue Foodbank vouchers for those clients who are struggling to feed themselves and their families.

Disability Benefits (PIP, DLA, ESA)

As migration from DLA to PIP continues, many clients require support to complete PIP forms. The Money Advice Team are fully trained on the completion of both forms and the descriptors associated with these forms. Visits are co-ordinated through the Hub using the most appropriate service such as the Council's Independent Living Service which carries out holistic visits to older people and people with disabilities, helping with income maximisation, assessing them for disabled adaptations and addressing issues of social isolation. Where more intensive support is required clients are referred to Floating Support services.

Appeals against Welfare Reform decisions

The new contract retains all the current specialist advice provision. Much of this work currently is appealing PIP / DLA / ESA decisions. The Council has recognised the need to protect this independent specialist advice provision and as at present specialist advice will be provided under the contract for Housing, Welfare Benefits and Debt. There is also Floating Support provision to provide more intensive support, visiting clients in their own home and accompanying them to Tribunal. Under new contractual arrangements providers of floating support will be required to have

greater expertise in welfare benefits which will further enhance this more intensive service.

2. Concerns were raised that some customers may not want advice from council officers and that clients should have a choice. There was also concern that there may be conflict between council departments and that council advice may not be independent and accredited / audited.

Many clients are already happily using council services for advice. Client satisfaction survey results for the period April 2015 – March 2016 show that 95% of those surveyed were happy with the advisor, 95% rated the advice they received as very good and 99% would recommend the service. The Money Advice team have not directly experienced any client stating that they do not want to be helped by an advisor because they are council staff, however we accept this may be the case in a minority of cases. For the minority of clients wanting to seek advice from another source there are other projects where clients can be referred, although there are eligibility criteria for most of these. Some changes have been made to the proposals in response to the consultation and these changes will help address this issue (see point 3 below).

There are many advantages to having directly employed council advisors who, with clients consent, can access council systems, including Housing benefit and Council Tax IT systems. It is often in the clients' best interest to see a council advisor as queries can be resolved more quickly. Advice given by council Advice staff is always independent; officers are fully aware that they are to remain impartial. The advisors do not act on behalf of any council departments and this has not caused any conflicts as officers respect each other's roles. The advisors do not pass on any client information to any organisation / council department without the consent of the client. The IT systems used for advice work are not accessible to any other council departments.

All council advisors have or are working towards a qualification, these include IMA in Money Advice Practice, and Introduction to Debt Advice (accredited by the Money Advice Service Quality Framework for Individuals). Regular auditing of the advisors work is carried out by the quality team in the council, who have a wealth of experience in welfare benefits. By realigning the resources available in the Hub we are also creating an Advice Mentor. The purpose of this role is to carry out audits regularly and to be on hand daily to support the team with their queries. Senior officers are also in place who have years of experience in working in welfare benefits and are also qualified in the IMA Money Advice Practice.

Specialist advice will continue under the new contract and therefore any specialist advice required by a client would be given by the new contractor. The aim under the new contract is to commission an 'Advice Partner' to work with the council service to

ensure the effectiveness of overall provision of the service. The contractor will work proactively with the in house team to help resolve any issues.

3. There was concern that generalist welfare benefit will not be provided by the contractor.

Following the workshop and comments made, it has been decided that a more flexible approach will be taken and some generalist welfare benefit advice will now be provided by the new contractor. However over time council advisors will be seeing more of the clients seeking generalist advice for welfare benefits, budgeting and debt and housing.

Part 2 - Service User Consultation

Floating Support

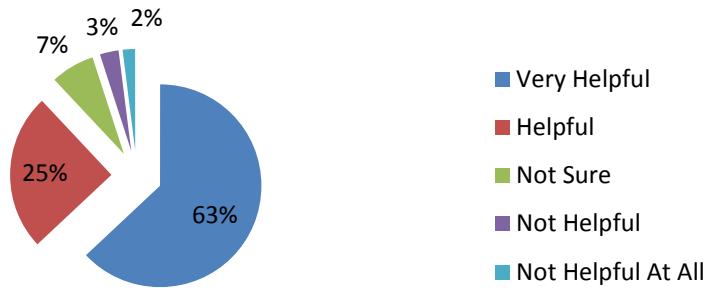
As part of the engagement with users of Floating Support services, a survey was sent to people who ceased receiving support in the six months from January to June 2016. The aim was to capture views on current services and how these could be improved for the future, in order to inform the specification of services.

The survey was posted to 607 former users of the service. As well as returning the survey in paper format, users were given the option of completing the survey electronically through the Council's website. A total of 59 responses were received, 10% of those sent. While a low number this was considered a reasonable sample level for this hard to reach group.

The clients who returned the survey had received a service from a range of providers, the list of these can be found at appendix 1.

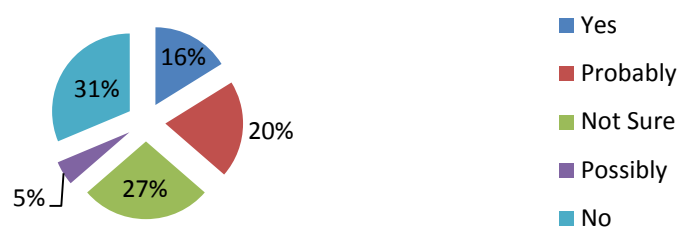
Chart 1 below indicates the responses to a question relating to the helpfulness of the support, this showed very high satisfaction with the current services. A small number were dissatisfied and details of these issues have been passed to the providers concerned.

Chart 1: How helpful do you think the support was?



As well as helping clients to maintain their accommodation, providers of Floating Support services are expected to help clients develop the skills and confidence to be able to tackle similar problems should they arise again. Responses to this issue are reflected in chart 2 below. As can be seen 36% said they would or probably would be able to deal with the issues themselves in future while 31% were clear that they would not be able to do so.

Chart 2: If you had similar problems again, would you feel able to deal with them yourself?



Those completing the survey were asked what they had found most helpful about the support they received. Many respondents expressed how grateful they were to receive help and were full of praise for their support worker. Example comments were:

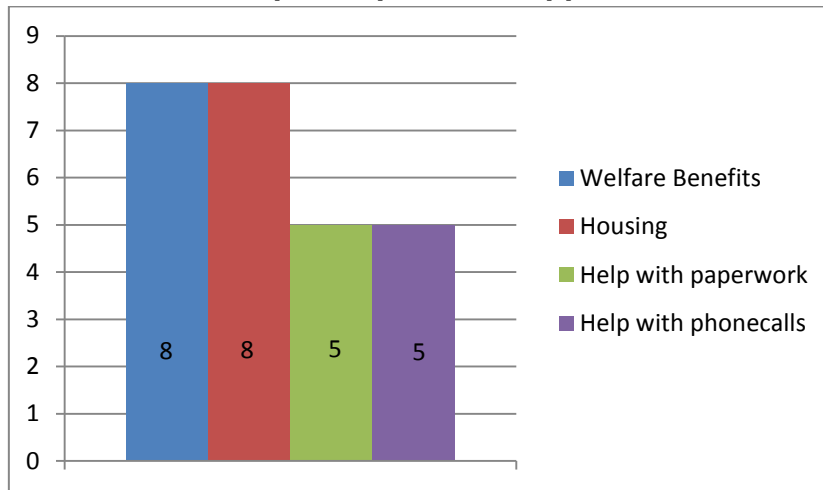
“I will be eternally grateful for the support I received.”

“My support worker was fantastic.”

“She did not judge me.”

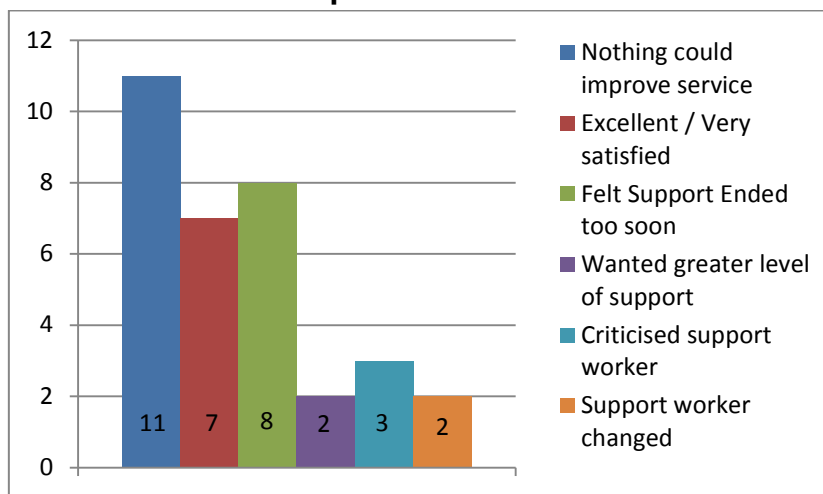
When the service user did identify a specific area where the support had been helpful, Chart 3 shows which aspects featured most often.

Chart 3: Most helpful aspects of support



Service users were also asked to say what they felt could be done to improve the service they had received. Chart 4 shows the responses to this request; many indicated that they were very satisfied with the service they received and there was nothing that needed to be improved.

Chart 4: Areas for improvement



Comments included:

- “A little more empathy with the person’s needs.”
- “Same support worker calling.”
- “Having my support for a bit longer.”

Key Issues

- The overall level of satisfaction with the service was good across a range of providers.
- The importance of help with welfare benefits was clear and this will be one of the priorities for the new service.

- The lack of resilience amongst service users was of concern with many feeling they would need support again if similar issues occurred. The importance of empowering service users to become more independent will be a key part of the new arrangements.
- The length of support was an issue for some clients. The normal period for support to be provided is 12 weeks while this period is generally long enough the time in support can be extended if necessary, although the aim is not to develop dependence in the client but to encourage independence where possible. This flexibility to extend the time on support will form an important part of the new contractual arrangements.

Further Service User involvement.

Encouragingly, 19 respondents to the floating support survey indicated that they would be willing to be involved in helping the council to develop services. It is planned to involve these volunteers further in focus groups to inform the specification of services. This will also be the case with any respondents to the domestic abuse survey who have expressed an interest in helping further with the consultation.

Older Persons Services

A number of separate consultations have taken place with older people recently who are users or potential users of services.

A questionnaire was issued to all applicants aged 50 and over on the Common Waiting List to gain further information about their housing and support needs. In 2015, the Council commissioned David Couttie Associates to carry out Local Housing Market Assessment in respect of older people. Both surveys confirmed that older people were most interested in independent accommodation with visiting support. Only with those over 80 years old was sheltered housing a more popular option.

In addition the tenants of ten Council-run sheltered housing schemes across Cardiff were visited to identify their ongoing needs for support. The type of support identified included mainly housing management issues such as security and safety and reporting repairs. Within the council sheltered housing schemes these services are still offered by scheme managers and the community alarm system. Assistance with explaining letters, filling in forms and making appointments were also important and this service will be included in the recommissioned service.

Further consultation has been arranged with other landlords of sheltered housing accommodation to identify any gaps in service as a result of the changes in

supporting people funding and to ensure that where appropriate needs are met through the new contractual arrangements.

Gender Specific Services

People who are currently experiencing domestic abuse, or have experienced domestic abuse within the past 3 years have been invited to take part in an online survey.

The consultation, which has been conducted in collaboration with the Vale of Glamorgan, is still open but, to date only 82 responses have been received. Fourteen responses were excluded as they stated that they had not been a victim of domestic abuse within the past 3 years, at which point they were asked no further questions and the survey closed. 27 responses have been received from people living in Cardiff, 23 from residents of the Vale and 18 from people living elsewhere. Due to the low number of responses from Cardiff residents the period of consultation has been extended. Once the consultation closes the responses will be analysed and considered. A number of focus groups are also being held to inform the recommissioning.

Part 3 - Other Stakeholder Consultation / Involvement

As part of the consultation a number of other stakeholders and those with specific expertise were consulted, including:

Registered Social Landlords – a separate meeting was held to gain a landlords perspective and a number of useful comments were received regarding client needs and the importance of communication with landlords. A landlord representative has agreed to be further involved in the details specification of services.

Cymorth – were contacted and they referred officers to their commissioning guidance which was reviewed.

The Head of Partnership Strategy and Commissioning for University Health Board was consulted and has agreed to be involved in the drafting of the specification as it relates to mental health.

The Domestic Abuse Executive – including a wide range of statutory partners including Police and Fire Services have been advised of the proposed changes and comments have been requested.

Welsh Womens Aid – presented to the workshop and have provided information and research on the provision of services, their expertise will be sought further during the recommissioning process.

Welsh Government (Department for Local Government and Communities) - sent a representative to the Advice Service commissioning event, have advised about accreditation and offered further help with the specification of services.

C3SC (Cardiff Third Sector Council) - hosted a networking event for potential support providers to raise awareness of ways that they can work together through consortia or other forms of partnership. There were 49 attendees to the event all representing third sector providers.

Further Consultation

A focus group of floating support clients will be held to better understand their needs and preferences, if possible service user involvement in assessment of tenders will take place. Further consultation will take place with landlords about the need for services in sheltered and extra care facilities to ensure that their needs are addressed in the specification. RSL and Health representatives have agreed to be further involved in the specification and tender evaluation.

The survey of sufferers of domestic abuse will continue for a further period and will be widely promoted. Focus groups are continuing and a full report on the findings will be produced. Further consultation will take place about the detailed nature of the service to be provided and Welsh Womens Aid will be asked to provide expert assistance with the specification.

Feedback from all the consultations will help inform the detailed specification and evaluation of services.

CARDIFF COUNCIL

Equality Impact Assessment
Corporate Assessment Template



Policy/Strategy/Project/Procedure/Service/Function Title:

Recommissioning Floating Support Services – including generic floating support and older peoples services

New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy?

Name: Jane Thomas

Job Title: AD (Housing & Communities)

Service Team: Housing & Communities

Service Area: Communities, Housing and Customer Services

Assessment Date: July 2016

1. What are the objectives of the Policy?

To recommission floating housing related support services in line with procurement and legal advice and to secure quality services and best value for clients.

2. Please provide background information on the Policy / Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

Generic Floating Support Services

Background

1. Floating Support services provide housing related support services to families and individuals to help them maintain their accommodation and live independently. This support aligns well with the preventative work required under the new Housing (Wales) Act and Social Services and Wellbeing (Wales) Act. Access to services is through a gateway operated by the Council which ensures that the available support is directed at the clients most in need.
2. There are currently 14 providers delivering generic floating support services under 17 different contracts, with the size of the contracts ranging from 8 units to 79 units. Overall 713 units of support are provided; generally units represent the number of individuals supported at any one time.

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3. The large number of providers and contracts increases administration and prevents effective contract management; it is more difficult to ensure consistency of service delivery and to monitor quality and it prevents economies of scale being achieved. In the current economic climate with reduction in funding likely, smaller contracts are less likely to be sustainable.
4. While floating support provides important, low level intervention to help people remain at home, comparisons with other authorities show that Cardiff's provision of floating support is relatively high. Currently there are on average between 80 to 100 unused units of floating support and it is envisaged that this number will increase as work continues to reduce the time individuals spend on support. There is therefore the considerable opportunity to reduce provision of this support while still maintaining a robust floating support service. Making savings in this area will help protect and possibly enhance services to the most vulnerable clients.
5. Overall there are opportunities to reduce the supply of floating support, deliver greater economies of scale, reduce administration, improve contract management and improve the sustainability of services by significantly reducing the number of contracts.

Proposal

6. It is therefore proposed to commission two large generic floating support contracts for non-specialist, Generic Floating Support. Bidders will only be eligible for one contract; the aim is to have two separate contractors. Each contractor will provide housing related services across the city and will have the expertise to deal with all client groups. There will be no split by geography or client type. Cases will be assigned though the Council operated gateway on a pro rata basis
7. The floating support to be provided under the contract will be generic rather than specialist, dealing with a wide range of housing related support issues. However due to the larger size of the contract providers will be expected to have workers with significant expertise in the following areas:
 - Mental health issues / hoarders
 - Welfare Benefits / Appeals
 - Homelessness prevention and resettlement

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It is anticipated that by delivering more comprehensive services in these areas pressure can be reduced on other existing services.

8. Some current providers have a particular focus such as assisting individuals from ethnic minorities groups or those with mental health issues. Although these organisations are contracted to provide generic support, appropriate cases are referred to these providers where possible. However this is not always possible and clients are referred on a random basis to providers who may not have this level of expertise.
9. Under the new arrangement it is proposed that providers will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.
10. The reduced number of contracts should generate significant economies of scale; it will also reduce administration and allow for proper contract management. The smaller number of providers will also allow greater alignment with council services and promote consistency of service for clients.

Older Persons Floating Support:

Background

11. Welsh Government guidance requires a move away from support based on tenure towards a service based on need, for example it is no longer possible to fund warden service to all residents of sheltered accommodation through Supporting People grant. Some social landlords have already reconfigured their services to remove the support element from their warden's role providing support instead through a floating support model.
12. There are currently 7 contracts for older persons support, one is a floating support contract and the others are accommodation based.

Proposal

13. It is proposed to commission one contract for Older Persons support services, and retain the current funding level of £250k per annum.
14. The single provider will offer services city wide, supporting clients in their own homes including residents of extra care and sheltered accommodation. This will provide a much fairer and comprehensive service for older people across the city.

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15. It is envisaged that the older persons support will have a broader remit than generic floating support, reflecting the wider range of services needed by older people to help them remain independent such as support in overcoming social isolation, assistance in employing cleaners or gardeners, support in leaving hospital or intensive support to move to more suitable housing.

Data Review

A review of the current data provided under the current contracts was reviewed for both generic and older persons floating support.

Generic Floating Support - 2015/16 data

Gender		
Male	572	31.15%
Female	1261	68.68%
Transgender	3	0.16%
Total	1836	100.00%

Age Range		
16-24	237	12.91%
25-54	1308	71.24%
55-64	194	10.57%
65+	77	4.19%
Not Known	20	1.09%
Total	1836	100.00%

Use of services was significantly higher among women than among men, with a small number of clients identifying as transgender.

Most clients of generic support were in the age range 25 to 54 with a relatively low number of clients in the younger and older categories, this reflects the alternative options available for these clients with specialist support services for younger people and dedicated older persons services. Relatively few clients were from an Asian background compared to the population as a whole white black ethnicity is higher than average,

Ethnicity		
White	1491	81.21%
Mixed	100	5.45%
Asian	55	3.00%
Black	120	6.54%
Other	54	2.94%
Not Known	16	0.87%
Total	1836	100.00%

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Sexuality			Disability		
Hetrosexual	1485	80.88%	Male	239	13.02%
Gay	19	1.03%	Female	411	22.39%
Lesbian	12	0.65%	Transgender	0	0.00%
Bisexual	16	0.87%	Total disabled	650	
Not Known	304	16.56%	Total	1836	35.40%
Total	1836	100.00%			

More than 35% clients of generic floating support were disabled, this is a very high level compared to the population of Cardiff as a whole.

Older Persons Floating Support

Gender			Age Range		
Male	598	48.34%	16-24	0	0.00%
Female	637	51.50%	25-54	16	1.29%
Transgender	2	0.16%	55-64	174	14.07%
Total	1237	100.00%	65+	809	65.40%
			Not Known	238	19.24%
			Total	1237	100.00%

As expected most clients are aged 55+. For older persons floating support the number of male and female clients is much more balanced than for generic floating support.

Ethnicity		
White	999	80.76%
Mixed	17	1.37%
Asian	16	1.29%
Black	29	2.34%
Other	10	0.81%
Not Known	166	13.42%
Total	1237	100.00%

Clients with Asian ethnicity were low compared with the population as a whole, however a large number of not known make this data unreliable. A very high number (95%) of clients were identified as disabled.

Disability			Sexuality		
Male	575	46.48%	Hetrosexual	492	39.77%
Female	595	48.10%	Gay	0	0.00%
Transgender	1	0.08%	Lesbian	10	0.81%
Total disabled	1171	100.00%	Bisexual	0	0.00%
Total	1237	94.66%	Not Known	735	59.42%
			Total	1237	100.00%

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3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on younger / older people?

	Yes	No	N/A
Up to 18 years			
18 - 65 years	x		
Over 65 years	x		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Generic floating support will continue to be provided to the full range of age groups from 16 upwards. Although the spend on generic floating support will be reduced there are currently unused units of support and it is anticipated that economies of scale will be delivered. A minimum level of units will be specified in the contract. Therefore it is anticipated that there will not be a significant reduction in the number of clients supported across the age groups.

The change to the support for older people should have a positive impact on clients over the age of 55 as more floating support will be available and this will reach a wider client group than at present. While some clients in sheltered accommodation may experience a change in the way that services are delivered, all should still be able to access the services that they need.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change.

3.2 Disability

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	x		
Physical Impairment	x		
Visual Impairment	x		
Learning Disability	x		
Long-Standing Illness or Health Condition	x		
Mental Health	x		
Substance Misuse	x		

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Other			
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Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Generic floating support – Identified Need

- 39.08% Mental Health Issues
- 8.70% Physical / Sensory Disabilities
- 5.54% Learning Disabilities
- 7.28% Substance Misuse
- 3.56% Chronic Illness

Older Persons Support

- 21.32% Mental Health Issues
- 48.06% Physical / Sensory Disabilities
- 3.88% Learning Disabilities
- 4.26% Substance Misuse
- 20.93% Chronic Illness

The demographic data shows that a very high number of clients are identified as disabled. The figures above show the clients' identified needs in more detail. For Generic Floating Support mental health issues at a very high level with 39% of clients identified with this need. With older persons support mental health issues are still a significant need.

It is not anticipated that there will be any negative impact on these clients. Positive impacts are anticipated from the greater expertise expected under the new arrangements in helping those with mental health difficulties, including hoarders. Expertise is also expected in supporting the most vulnerable with welfare benefit appeals which often relate to disability benefits.

NB - specialist support for those with higher level mental health issues will continue as at present and will be recommissioned as part of a separate process.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported.

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

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3.3 Gender Reassignment

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on transgender people?

	Yes	No	N/A
Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Currently services are provided to a very small number of clients identifying as transgender. No change is anticipated in this service.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.4. Marriage and Civil Partnership

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impacts identified

What action(s) can you take to address the differential impact?

N/A

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3.5 Pregnancy and Maternity

Will this Policy /Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		x	
Maternity		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impacts identified

What action(s) can you take to address the differential impact?

N/A

3.6 Race

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on the following groups?

	Yes	No	N/A
White		x	
Mixed / Multiple Ethnic Groups		x	
Asian / Asian British		x	
Black / African / Caribbean / Black British		x	
Other Ethnic Groups		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact identified.

What action(s) can you take to address the differential impact?

N/A

3.7 Religion, Belief or Non-Belief

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		x	
Christian		x	
Hindu		x	
Humanist		x	
Jewish		x	
Muslim		x	

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Sikh		x	
Other		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact identified

What action(s) can you take to address the differential impact?

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.8 Sex

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on men and/or women?

	Yes	No	N/A
Men		x	
Women		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

A high proportion of floating support clients are female. It is not anticipated that there will be any differential impact of the changes as it is anticipated that units of support will be sufficient to assist current client numbers.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.9 Sexual Orientation

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on the following groups?

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women/Lesbians		x	

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Heterosexual/Straight		x	
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Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impact identified

What action(s) can you take to address the differential impact?

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.10 Welsh Language

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

All welsh language policies will be followed

What action(s) can you take to address the differential impact?

N/A

4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?

Consultation has taken place with current providers of services, two workshops have taken place and comments on the changes have been requested, current providers are third sector organisations.

Consultation has taken place with service users with more than 600 surveys sent to current users to identify what they appreciate about current services and what they would like to change. This will inform the specification for services.

5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	The specification of services will require that the provider have expertise will be required in mental health issues including hoarders and in welfare benefits / appeals.
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
	Careful monitoring and targeting of support will take place to

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Race	ensure that no groups are unduly impacted by the change and that the most vulnerable are supported Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Jane Thomas	Date:
Designation: Assistant Director Housing and Communities	
Approved By: Sarah McGill	
Designation: Director of Communities, Housing and Customer Services	
Service Area: Housing & Communities	

7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email citizenfocus@cardiff.gov.uk

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Policy/Strategy/Project/Procedure/Service/Function Title:

Recommissioning Gender Specific Services (including Domestic Abuse)

New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy?

Name: Jane Thomas

Job Title: AD (Housing & Communities)

Service Team: Housing & Communities

Service Area: Communities, Housing and Customer Services

Assessment Date: July 2016

1. What are the objectives of the Policy?

To recommission gender specific support services (including domestic abuse services in line with procurement and legal advice and to secure quality services and best value for clients.

2. Please provide background information on the Policy / Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

Gender Specific Services (Including Domestic Abuse)

1. The 'Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015, places significant additional duties on public bodies to 'Ask and Act' in relation to violence against women and there is an expectation that a full range of preventative and support services will be in place to address the identified issues. It is anticipated that this will increase demand on current services.
2. In addition to the requirements under the act there is a need to cater for men who have suffered abuse and to improve the response to perpetrators.
3. There are currently a number of different gender specific and domestic abuse services in Cardiff, including domestic violence refuges, supported accommodation, floating support and advocacy services. These services are funded through a range of sources.
4. There is a need to join up and further develop these services to create straightforward access to a range of provision, to meet the need for preventative services and to provide a clear pathway through support.

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5. It is proposed to commission a comprehensive service under one contract, to include:
- A 'One Stop Shop' :
 - Single 'front door' for all referrals
 - Intake and Assessment
 - advice and signposting
 - sessions from other specialist community support services
 - Larger team of community based support workers, providing support & advocacy and bringing together housing related floating support & the current work of the Independent Domestic Abuse Advocates
 - Refuge provision
 - Supported Housing
 - Self-help programmes
 - Provision of advice and support to assist police call-outs 24/7
6. It is anticipated that the service will provide assistance to those affected by a wide range of violence against women, domestic abuse and sexual violence as defined in the act. The service will also provide assistance to male victims.
7. The contractor will be expected to have expertise in the following areas:
- Domestic Abuse and the wider violence against women and sexual violence issues and in assisting male victims.
 - Mental Health
 - Welfare Benefits (including Appeals)
 - Homeless Prevention and Resettlement
8. Further work is needed to refine the services to be commissioned and to develop

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specifications for the different components of the service.

Data Review

Gender		
Male	14	2.23%
Female	615	97.77%
Transgender	0	0.00%
Total	629	100.00%

Age Range		
16-24	203	32.27%
25-54	404	64.23%
55-64	17	2.70%
65+	3	0.48%
Not Known	2	0.32%
Total	629	100.00%

Most clients were female but there were a small number of male service users. The majority of service users were under the age of 55 with a very small percentage of clients aged 65 compared to the population as a whole .

Ethnicity		
White	120	19.08%
Mixed	4	0.64%
Asian	66	10.49%
Black	40	6.36%
Other	16	2.54%
Not Known	383	60.89%
Total	629	100.00%

Disability		
Male	5	0.79%
Female	55	8.74%
Transgender	0	0.00%
Total disabled	60	100.00%
Total	629	9.54%

Data about ethnicity was poorly recorded with nearly 70% not recorded, however from the data available a relatively large number of clients with Asian background compared to the population as a whole. A relatively low number of service users were recorded as disabled when compared to the clients of other types of support.

Sexuality		
Heterosexual	214	34.02%
Gay	2	0.32%
Lesbian	2	0.32%
Bisexual	8	1.27%
Not Known	403	64.07%
Total	629	100.00%

Most services users were recorded as heterosexual with a small number of other sexuality, again recording in this area was not complete.

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3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on younger / older people?

	Yes	No	N/A
Up to 18 years	x		
18 - 65 years	x		
Over 65 years		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Clients of this service tend to be under 65 years of age. No negative impacts are anticipated as a result of the change, services should be more joined up and coherent as a result of the recommissioning better serving all clients.

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change.

3.2 Disability

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment		x	
Physical Impairment		x	
Visual Impairment		x	
Learning Disability		x	
Long-Standing Illness or Health Condition		x	
Mental Health		x	
Substance Misuse		x	
Other			

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

As stated above a relatively small number of clients in this support group are recorded as having a disability. Further details can be obtained from the recorded needs of clients as shown below.

7.18% Mental Health Issues

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<p>Physical / Sensory disabilities 0.00%</p> <p>Learning Disabilities 1.10%</p> <p>Substance Misuse 3.87%</p> <p>Chronic Illness 0.55%</p> <p>Mental health issues and substance misuse tend to be the main disabilities recorded.</p> <p>No negative impacts are anticipated.</p>
What action(s) can you take to address the differential impact?
<p>None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported.</p> <p>Providers will be expected to have expertise in mental health issues.</p> <p>Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.</p>

3.3 Gender Reassignment

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on transgender people?

	Yes	No	N/A
<p>Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)</p>		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
No differential impact identified
What action(s) can you take to address the differential impact?
<p>Providers will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.</p>

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3.4. Marriage and Civil Partnership

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Many of the clients may be married or in civil partnership, however no negative impact is expected as part of the change.

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment

3.5 Pregnancy and Maternity

Will this Policy /Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		x	
Maternity		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impacts identified

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment

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3.6 Race

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on the following groups?

	Yes	No	N/A
White		x	
Mixed / Multiple Ethnic Groups		x	
Asian / Asian British		x	
Black / African / Caribbean / Black British		x	
Other Ethnic Groups		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Violence against women can occur in any ethnic group although some issues are more prevalent in some ethnic minority groups. No negative impact identified as joined up service should improve services to all clients .

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment

3.7 Religion, Belief or Non-Belief

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		x	
Christian		x	
Hindu		x	
Humanist		x	
Jewish		x	
Muslim		x	
Sikh		x	
Other		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact identified

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to

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ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment

3.8 Sex

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on men and/or women?

	Yes	No	N/A
Men	x		
Women	x		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

A high proportion of gender specific clients are female, however this could be partly due to current under provision for male victims. It is not anticipated that there will be any differential impact of the changes for female clients however there could be positive impacts for both male and female clients as a result of the joined up services and clear pathway for both genders.

What action(s) can you take to address the differential impact?

No negative impacts anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.9 Sexual Orientation

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on the following groups?

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women/Lesbians		x	
Heterosexual/Straight		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impact identified

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What action(s) can you take to address the differential impact?
Providers will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.10 Welsh Language

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
All welsh language policies will be followed
What action(s) can you take to address the differential impact?
N/A

4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?

<p>Consultation has taken place with current providers of services, two workshops have taken place and comments on the changes have been requested, current providers are third sector organisations many of which have direct experience of supporting different protected groups.</p> <p>Consultation has taken place with service users and this is ongoing. This will inform the detail of the services specification.</p>
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5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	<p>The specification of services will require that the provider to have expertise in mental health issues.</p> <p>Careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported</p> <p>Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and</p>
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	

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Welsh Language	appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.
Generic Over-Arching [applicable to all the above groups]	

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Jane Thomas	Date:
Designation: Assistant Director Housing and Communities	
Approved By: Sarah McGill	
Designation: Director of Communities, Housing and Customer Services	
Service Area: Housing & Communities	

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email citizenfocus@cardiff.gov.uk

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Equality Impact Assessment
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Policy/Strategy/Project/Procedure/Service/Function Title:

Recommissioning Advice Services

New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy?

Name: Jane Thomas

Job Title: AD (Housing & Communities)

Service Team: Housing & Communities

Service Area: Communities, Housing and Customer Services

Assessment Date: July 2016

1. What are the objectives of the Policy?

To recommission Advice Services in line with procurement and legal advice and to secure quality services and best value for clients.

2. Please provide background information on the Policy / Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

1. Advice services in Cardiff are provided through a mix of directly delivered 'in house' services and contracted out provision. The current contract for Advice Services ends in March 2017 and therefore these services need to be recommissioned ahead of April 2017. To inform this recommissioning, a review of advice provision has been carried out.

Council Advice Provision

2. The Council's Money Advice service provides a wide range of money advice, including generalist welfare benefits advice, budgeting and low level debt advice. The service links closely with the Into Work service to provide a solutions based approach for clients.
3. There are considerable advantages to providing this advice 'in house'. Council Advice Officers work closely with the Hub staff, who provide advice on a wide range of council issues including housing allocations and housing benefits. Day to day liaison between these teams takes place to resolve issues at first point of contact. Advice Officers have direct access to council systems such as Housing Benefit/Council Tax Reduction, Housing rent recovery and Housing Waiting List systems. With the client's consent, they can directly access data from these systems to identify the latest information and resolve issues at an early stage.

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4. Staff work closely with other officers within the Housing Benefit assessment service and are fully involved in developing responses to Welfare Reform, as well as carrying out proactive work to help those affected by the Bedroom Tax, Benefit Cap and Universal Credit. They are also empowered to make decisions on Discretionary Housing payments.
5. The team have excellent relationships with Registered Social Landlords and, with the client's consent, liaise with them directly to resolve issues. The team also work closely with Council Tax recovery and are empowered to make arrangements for Council Tax debt. While data is protected and information is not given without client consent, this close working can help prevent further recovery action and evictions.
6. With advice now being provided in the local community hubs, there is some capacity to move existing staffing resources into Money Advice and to increase the services provided by the in house team. This would allow fewer services to be contracted out.

Contracted Advice Provision

7. The current advice contract is with "Cardiff Advice Services", which consists of the Citizens Advice in partnership with The Speakeasy Advice Centre at a cost of £440,000 per year. The contract currently provides 3 different levels of advice:

- Information and signposting
- Generalist advice
- Specialist advice

The different types of advice provided are listed below:

- Welfare Benefits
- Budgeting / Debt
- Housing
- Consumer Advice
- Employment Advice
- Immigration Advice
- Family / Relationship Advice
- Discrimination Advice

Specialist advice is only provided for key issues such as Welfare Benefits, Housing and Debt Advice.

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8. The service is provided in Central Library Hub, and accommodation is provided free of charge for this purpose. This includes both customer facing and back office provision. Therefore, both council services and advice provided under contract are already co-located.
9. There is considerable crossover between the contracted out and in house provision, particularly in generalist advice, and there is an opportunity to make savings if a partnership working approach is taken. Consideration was given to providing all services in house; however, one of the key benefits was the ability for an external provider to access additional external funding to support some of the services.
10. It is therefore proposed that an 'Advice Partner' is commissioned who will work with the Council to provide complementary services. This will reduce duplication over time and thereby reduce costs.
11. It is proposed that some of the generalist advice provided under the contract is provided in house by the Council's Money Advice Team, and that the funding provided under the contract reduces on a phased basis to £300,000, making a saving to the General Fund of £140,000 over 5 years. The proposed phased reduction is set out below.
12. The new Advice Partner would also be required to bid for other external funding to supplement the council funding. There will also be the opportunity for the Council to award further work under the contract should more funding be available for Advice purposes.

Data Review

A review of the demographic data collected under the contracted out service was carried out and the findings of this are set out below:

Ethnicity		
White	5,373	65.78%
Mixed	358	4.38%
Asian	589	7.21%
Black	771	9.44%
Other	449	5.50%
Not Known	628	7.69%
Total	8,168	100.00%

The percentage of clients from an ethnic minority background was significantly higher

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than the population of Cardiff as a whole, this was particularly so for those recording their ethnicity as Black, while the percentage recorded as Asian was slightly lower than the Cardiff population.

Age Range		
16-24	776	9.50%
25-54	4,254	52.08%
55-64	2,131	26.09%
65+	737	9.02%
Not Known	270	3.31%
Total	8,168	100.00%

Most clients were between the ages of 25 to 54, with a significant number between 55 to 64. Those over the age of 65 were slightly under represented in the client group as were those under 24.

Gender		
Male	3,824	46.82%
Female	4,216	51.62%
Transgender	12	0.15%
Not recorded	116	1.42%
Total	8,168	100%

There were slightly more female clients than male, although not significantly so. A small number of clients identified themselves as transgender.

Disability		
Yes	3028	37.07%
No	4627	56.65%
Not Recorded	513	6.28%
Total	8,168	100%

A very high percentage of clients to the service are recorded as disabled.

Overall clients of the services are more likely to be from an ethnic minority background and significantly more likely to be disabled than the population of Cardiff as a whole.

No specific issues were identified from the marital status information.

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3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on younger / older people?

	Yes	No	N/A
Up to 18 years		x	
18 - 65 years		x	
Over 65 years		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Services will continue as the same level as currently, although some services will be provided in house by the Council Money Advice Team and by other teams within the Council.

Older people can have more difficulty in accessing services and the demographic data does show a lower number of older people receiving advice. However other services are available for older people including the Councils Independent Living service which provides a holistic service to older people and those with physical disabilities, providing income maximisation alongside assessment for disabled adaptations, and assistance to overcome social isolation. This service is currently bedding in and will be advertised more widely in the near future.

There is also a dedicated floating support service for older people which is used to supplement this service when more intensive support is needed, and a generic floating support service which provides attendance at welfare reform appeals. New contractual arrangements for floating support will strengthen the requirement for the provision of welfare benefit advice by these providers.

The Advice Hub co-ordinates visits for clients who are not able to access services independently and refers these requests to the most appropriate organisation to assist the individual, including the Independent Living Service.

Most social landlord have strengthened their provision of money advice in response to welfare reform. The Councils housing service now has its own welfare liaison team to tackle poverty and mitigate the impact of welfare reform. Where appropriate the Advice Hub staff will refer in to these services as they can often offer a range of support and funding not available to other services.

What action(s) can you take to address the differential impact?

No differential impact is anticipated however careful monitoring will take place to ensure that service are reaching the most vulnerable individuals.

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3.2 Disability

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment		x	
Physical Impairment		x	
Visual Impairment		x	
Learning Disability		x	
Long-Standing Illness or Health Condition		x	
Mental Health		x	
Substance Misuse		x	
Other			

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

There is potential here for a differential impact given the high level of clients who are recorded as disabled, the difficulties that people with a disability can have in accessing services and the particular impact of welfare reform on those claiming disability benefits.

However it is not anticipated that there will be any impact on disabled clients from the change. No reduction in service is anticipated however more generalist provision will be provided by the Councils in house team. Specialist advice however will continue to be provided as at present and this includes assisting with welfare benefit tribunal cases.

There are robust arrangements for helping clients with disabilities. The Councils Independent Living service also serves clients with physical disabilities, providing income maximisation alongside assessment for disabled adaptations, and assistance to overcome social isolation. This service is currently bedding in and will be advertised more widely in the near future.

Floating support services are available and provide attendance at welfare reform appeals. New contractual arrangements for floating support will strengthen the requirement for the provision of welfare benefit advice by these providers.

The Advice Hub co-ordinates visits for clients who are not able to access services independently and refers these requests to the most appropriate organisation to assist the individual, including the Independent Living Service.

Most social landlord have strengthened their provision of money advice in response to welfare reform. The Council's housing service now has its own welfare liaison team to tackle poverty and mitigate the impact of welfare reform. Where appropriate the Advice Hub staff will refer in to these services as they can often offer a range of support and funding not available to other services.

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What action(s) can you take to address the differential impact?
No differential impact is anticipated however careful monitoring will take place to ensure that service are reaching the most vulnerable individuals.

3.3 Gender Reassignment

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on transgender people?

	Yes	No	N/A
Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
Currently services are provided to a very small number of clients identifying as transgender. No change is anticipated in this service.

What action(s) can you take to address the differential impact?
None anticipated.

3.4. Marriage and Civil Partnership

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
No differential impacts identified

What action(s) can you take to address the differential impact?
N/A

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3.5 Pregnancy and Maternity

Will this Policy /Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		x	
Maternity		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

There is a potential differential impact as pregnant women and those with young children can find it more difficult to access services, however as set out above a visiting service is co-ordinated through the Advice Hub and services are available locally in the community hubs.

Families with children are impacted more by the Benefit Cap and some other welfare reforms than some other groups. However no differential impact is anticipated from this change. Additional resource has been made available to assist with these families, 2 benefit cap advisors are being employed and a very proactive approach is being taken to supporting these families linking money advice to Into Work Advice to take a solutions based approach to address the benefit reduction.

What action(s) can you take to address the differential impact?

No impact identified, however careful monitoring will take place to ensure that services are reaching families affected by the welfare reform changes.

3.6 Race

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on the following groups?

	Yes	No	N/A
White		x	
Mixed / Multiple Ethnic Groups		x	
Asian / Asian British		x	
Black / African / Caribbean / Black British		x	
Other Ethnic Groups		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

A relatively high number of clients are from an ethnic minority background and therefore any change in service could have a differential impact, however the change is not

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expected to have any impact on service delivery

More advice will be given by the Councils in house staff many of which have community language skills. There are 24 different languages spoken by Advice and Hub staff in Central Library Hub. In addition this all advisors have access to the language line translation service, so can easily call a translator to assist them if required.

Discrimination and immigration advice remain the same as under the current arrangements.

What action(s) can you take to address the differential impact?

None expected however careful monitoring will take place to ensure that advice services are available to all ethnic groups.

3.7 Religion, Belief or Non-Belief

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		x	
Christian		x	
Hindu		x	
Humanist		x	
Jewish		x	
Muslim		x	
Sikh		x	
Other		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact identified

What action(s) can you take to address the differential impact?

N/A

3.8 Sex

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on men and/or women?

	Yes	No	N/A
Men		x	
Women		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

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No differential impact identified
What action(s) can you take to address the differential impact?
N/A

3.9 Sexual Orientation

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on the following groups?

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women/Lesbians		x	
Heterosexual/Straight		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
No differential impact identified
What action(s) can you take to address the differential impact?
N/A

3.10 Welsh Language

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
All welsh language policies will be followed
What action(s) can you take to address the differential impact?
N/A

4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?

A Workshop was held with current and potential providers of advice, a wide range of third sector groups attended the meeting to go through the proposals. Comments from the group have been responded to in detail. Changes were made to the proposals as a result of the consultation and now all levels and categories of advice will be provided

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under the contract to accommodate for the small number of clients who may not want to access council advice services.

5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	Careful monitoring will take place to ensure that services are reaching the most vulnerable individuals and those affected by welfare reform changes. Equalities data will be reviewed quarterly to ensure that this is the case and proactive work will be undertaken to target services and hard to reach groups.
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Jane Thomas	Date:
Designation: Assistant Director Housing and Communities	
Approved By: Sarah McGill	
Designation: Director of Communities, Housing and Customer Services	
Service Area: Housing & Communities	

7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

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