

Helping people find work and Building Community Resilience

Briefing Document

Cardiff Council



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“This document is available in Welsh / Mae’r ddogfen hon ar gael yn Gymraeg”



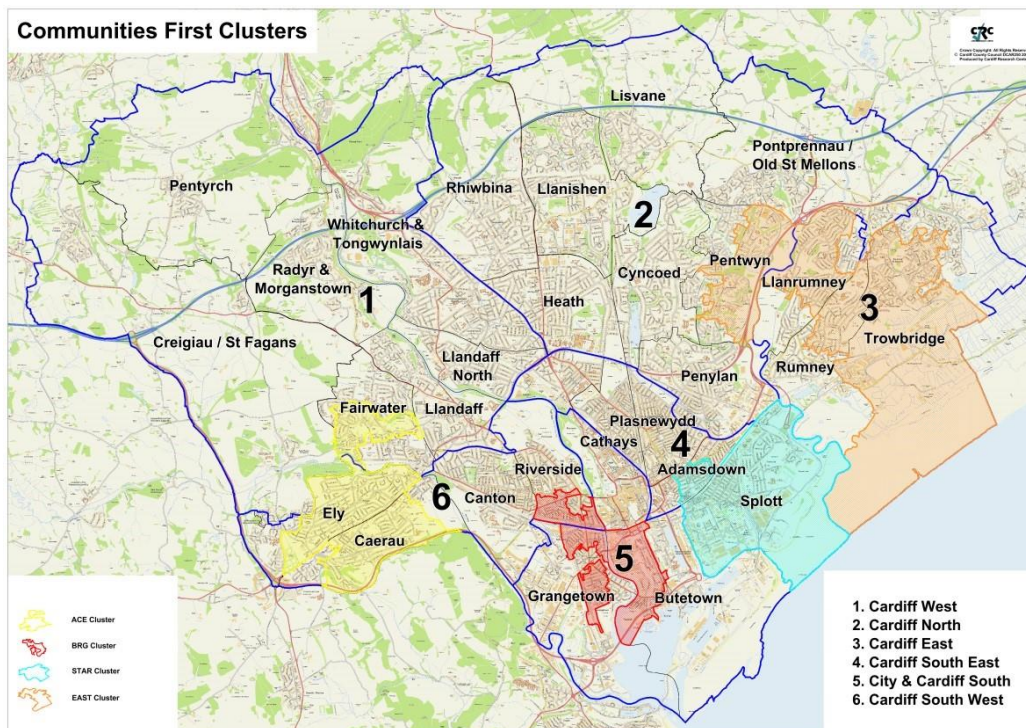
1. Background

On 14th February Carl Sargeant, Cabinet Secretary of Communities and Children confirmed that Communities First will be phased out by 31st March 2018 and outlined a new approach that will be taken to tackling poverty. The new approach is focused on employment, early years and empowerment, and will involve phasing out the Communities First programme this year.

Communities First is a community-focussed programme that supported the Welsh Government’s Tackling Poverty agenda by working with residents, community organisations, business and other key agencies to focus on improving the wellbeing and resilience of communities. Involving local people in all aspects of this work was an essential feature of the programme.

Each area is managed by a third sector organisation. Considerable action is being taken, where possible, to mitigate any negative impact from the closure of these programmes.

There are currently four Communities First areas in Cardiff which only cover approximately a third of the city.



Whilst it is recognised the Communities First programme in Cardiff has achieved some good outcomes, only around a third of the city's population live in those identified areas. This geographically limited provision has excluded people living in other deprived areas from being able to access the same level of support, although the personal need might still exist.

While some funding will be made available to help people back to work through employment services and to assist with building strong and resilient communities across the city, this will be significantly less than previous arrangements. There is now a need to provide a more coherent service across the City, while adjusting to the reduced funding that will be available.

Helping people back to work, and to improve their skills, is often the best route out of poverty. Effective employment services provide the advice and support that people need to be successful or develop their career.

Employment Services are defined as services providing Employment and Training Support to help people into work or achieve a better job

People should also feel part of their communities and have the opportunity to shape their future and their local area. Ensuring that everybody has a voice and an opportunity to effect change in their lives and communities is fundamental to achieving wellbeing.

Building Resilient Communities is defined as taking action to improve the lives and wellbeing of residents, by providing opportunities for them to be more involved in their communities and to reach their full potential.

This paper outlines the strategic direction that Cardiff Council proposes to take in establishing a local framework for the delivery and coordination of employment support. Success will hinge on effective services that deliver tangible outcomes for those people who need support the most.

The paper also considers how people can get involved in their communities, and how any gaps left by the closure of Communities First can be identified and how these may be addressed.



2. Legal & Policy Framework

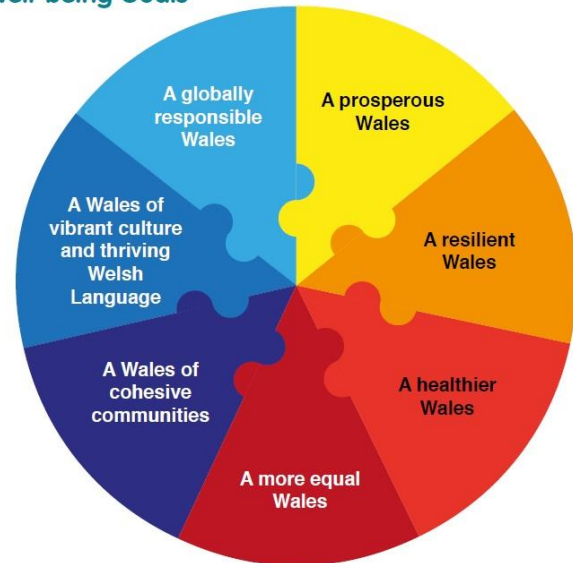
2.1 The Wellbeing of Future Generations (Wales) Act 2015

The Act came into force in April 2016. Wales faces a number of challenges now and in the future, such as poverty, climate change, health inequalities, jobs and population growth. The Act aims to enable public bodies to tackle these challenges through thinking more about the long-term and working more effectively with other organisations and with communities.

'Wellbeing' encompasses factors like social life, economic status, health, cultural wellbeing and a person's environment.

Helping people into work is an element of all of the wellbeing goals, particularly the goals of 'a more equal Wales' 'a more resilient Wales' and 'a prosperous Wales'. The Act also requires public bodies to take account of five ways of working – long term, prevention, integration, collaboration and involvement. These all have clear links with tackling poverty, particularly taking a preventative approach to try to tackle persistent, intergenerational poverty from occurring or getting worse.

Well-being Goals



2.2 Corporate Plan

The proposals in this paper support the Council's corporate priorities to provide a focus on economic development as the engine for growth and jobs, education and skills for people of all ages to fulfil their potential and be well prepared for employment in the Cardiff economy and beyond.

It also supports our commitment to work with the most vulnerable people in the City. We also need to work with partners and communities to transform our public services to meet the challenge of growth and austerity. With reduced funding and increased demand, Cardiff Council can no longer do everything it has done in the past. In order to ensure the Council delivers for Cardiff, the organisation must focus on those actions that will have the greatest impact

A link to the Council's priorities can be found here: [Corporate Plan](#)



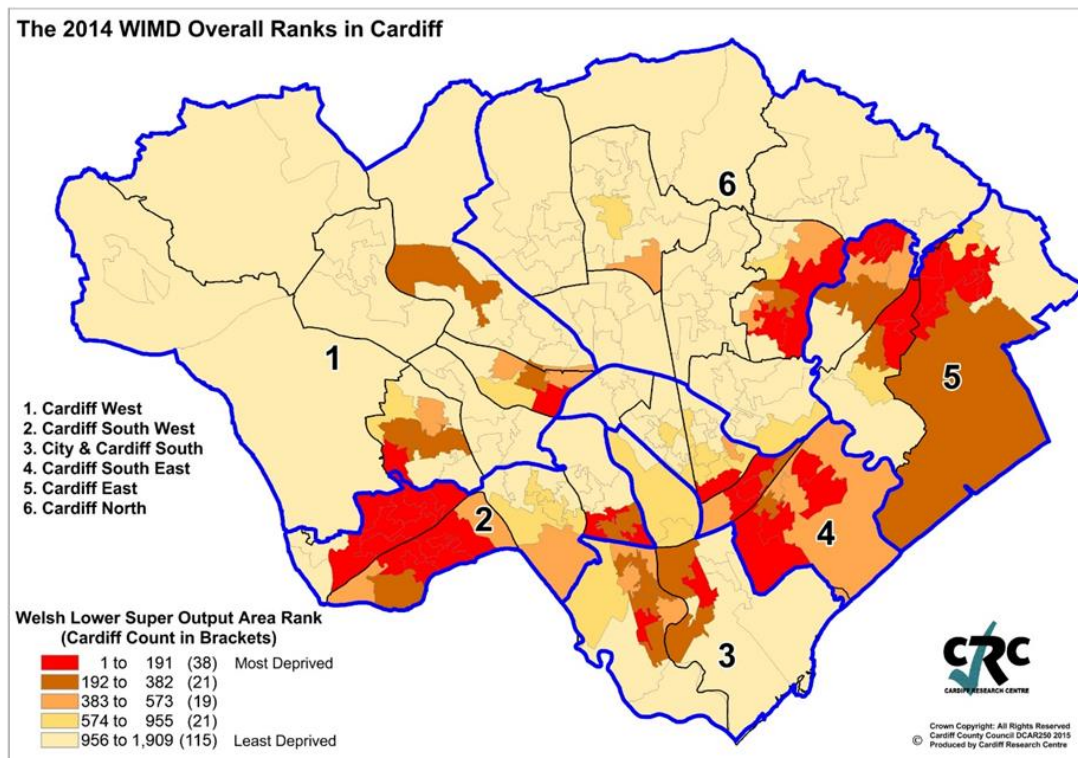
3. Deprivation in Cardiff - An Overview

Cardiff is just below the all Wales average in terms of number of workless households. However:

- Nearly a third (31%) of households in Cardiff – that’s over 45,000 homes - are estimated to be living in poverty.
- Approximately 16% of dependent children aged 15 and under are living in households that rely on benefits.
- In-work poverty is also a growing issue, with over a quarter children and young people under the age of 20 in the city living in low-income families, ranging from 4% in Rhiwbina to 47% in Ely.
- Over 60,000 people in Cardiff live in the 10% most deprived areas in Wales

In Cardiff some of Wales’ most and least deprived communities can be found within miles of each other. Almost one fifth (19.2%) of the areas in Cardiff are within the 10% most deprived areas in Wales.

When looking at a Neighbourhood Partnership level we consistently see greater deprivation in Cardiff East, Cardiff South East and City & South. However the map below demonstrates a more complicated picture with significant variation at a local level. The below shows that poverty can be found in parts of the city that are generally considered to be more affluent.



3.1 Number of young people not in Education Employment or Training (NEET)

Cardiff has the second highest percentage of Year 11 school leavers not in education, employment or training of any local authority in Wales. The cost of not addressing this issue is not just economic, but there are also effects on levels of unemployment, crime, health and well-being. In particular, our most vulnerable young people such as children leaving care and young adult carers face significant challenges and barriers to progression and are more likely to leave school with no qualifications.

3.2 Welfare Reform

One of the greatest challenges in tackling poverty will be the rollout of Welfare Reform. Currently there are 798 of households affected by the Benefit Cap, many of which are larger families. These families will need considerable support to help them back to work and out of poverty.

Universal Credit will be rolled out to more people in Cardiff from February 2018, greater emphasis will be placed on actively seeking work and support will be needed to help people meet this requirement and prevent them from being sanctioned.

4. Employment Services

4.1 Funding

The Welsh Government is making some funding available to the Council for employment services going forward, however this is less overall than was previously available.

In these times of unprecedented financial pressures and increasing demand it is essential that all spending is focused on services for those who need them most and that can make the biggest difference. It also means we need to make sure that each pound goes as far as possible through joined up working.

In the light of these pressures a full review of current employment services has been carried out. This has shown that while there is much good work being done there are a number of issues with how services are currently being delivered as outlined below.



4.2 Review of Current Services

Currently there are over forty different employment support and training schemes available across the City. These schemes are all funded in different ways such as European Funding, the Big Lottery, Welsh Government as well as some through the

Council. Each scheme has its own qualifying criteria for participation - this could range from living in a particular area, age, ethnicity or the types of benefits received.

Whilst having this many services available in the City are a good thing it can be difficult for people to find the right service for them. With the pending closure of Communities First and the reduced funding available a new approach is needed. This is to ensure people with the greatest level of need across can still access a service.

Another issue identified is that services are not joined up and information is not shared to avoid duplication and ensure the best use of the recourses available.

There is also a gap in service provision across the City for the short-term unemployed and those with in-work poverty issues such as low incomes and zero hour contracts.

4.3 Current Position: Employment Services



Complicated eligibility criteria

- X** I don't live in a Communities First Postcode
- X** I don't live in a workless household
- X** I'm not a Council Tenant
- X** I am over 24
- X** I am not classed as long term unemployed

40+ employment services
providing a range of services
across Cardiff

Focus on geographical areas
rather than individual's needs

Duplication of provision in some
areas, and gaps in others

No assessment of need or
coherent and visible pathway

Significant spend on management
functions

Limited join up between services



We know that many economically inactive and unemployed people are not actively engaged with employment services. This may be because they are not ready to return to work, have had poor experiences of employment services in the past, or are unaware of the range of services available. To overcome this lack of engagement, we need to reach out to people and engage them in services.

4.4 Opportunity for a more joined up approach

There is an opportunity to review services to provide a more joined up and coherent approach which would allow us to deliver a comprehensive employment service across the city, which will be based on peoples need and not just their post code.

This new approach to service delivery would also align closely with other council services to ensure best use is made of limited resources. These services include:

- **Into Work Services** - a unique service covering all areas of Cardiff. The team provide help with CV's, job searching, universal job match.
- **Youth Service** - provides employment and support provision for 16-24 year olds
- **Economic Development** and links with major employers
- **The Cardiff Commitment links** with public, private and third sectors employers to connect children and young people to the world of work.
- **11 Community Hubs** across the city offering a variety of provision - Footfall was over **3.2 million** last year into our Libraries & Hubs
- **Money Advice Services** - targeted work with people affected by Welfare Reform
- **Adult Community Learning (ACL)** offering extended employability courses and a range of accredited courses
- **Volunteer Programme** The Councils into work volunteering scheme, which has 60 volunteers at any one time supporting the job clubs – over 60% of whom then return to work ... a real pathway into work



From the review undertaken of the current position, it is clear that there is an exciting opportunity to do things differently. By using the new funding available alongside the Council's core services we can create a consistent framework of employment provision across the city. This will also help us link better with training and employment services provided by other organisations to ensure people are directed to the right services for them.

A proposal for future employment service delivery has been developed and is outlined below.

5. Employment Services Proposal

It is proposed that the Council should lead on the delivery and directly provide core employment services across the city including:

- A simple gateway to access employability services across Cardiff.
- Mentoring and individual support for all who need it regardless of where they live.
- A more joined up and cohesive provision, that is aligned and working with other services and programmes.

5.1 Benefits of proposed model:

- ✓ Having readily identifiable council teams providing highly visible services will improve accountability and engagement.
- ✓ Strong performance management and data sharing to ensure services are successful.
- ✓ Reduced management costs.
- ✓ Skills and abilities of the current workforce would still be retained.
- ✓ More importantly it will provide a consistent approach to delivery through one city wide delivery model and staff structure.



Gateway - A single gateway service which provides a range of opportunities for people to access services. Contact can be made face to face in one of our community hubs, through outreach workers in other community buildings or by visiting one of the local job clubs. We will also offer access via phone, web and social media.

The gateway will provide a consistent approach and act as an initial basic first stage to establish people's needs; this will ensure people are directed to the right service for them, the first time. For some people that might be a short intervention and for others it will be a longer term collaborative approach with a personal mentor offering one to one support.

The gateway team will have detailed knowledge of the internal and external support services available across the City. Individual progression will be evidenced well through introducing this approach.

Engagement – There will be a range of community engagement and outreach activities taking place weekly to encourage people into the service. Examples of activities will include local job fairs and recruitment drives, community events and fun days. The teams will also regularly visit local job centres, foodbanks and schools to help people access the service.

Awareness Raising and Promotion- There will be an information website set up and pro-active publicity campaigns to help raise awareness of the service. Greater social media presence will ensure information and advice is readily available.

Mentoring - For those people furthest away from the job market that need additional support a specialist mentoring service will be introduced, for the first time this will be available across the City. It will provide one to one support to help people address any barriers they have in returning to work. Individual and tailored training, education, and personal development programmes that lead to employment will be offered with people supported to find the right pathways for them. Mentors can help people with more complex needs into other provision and in some instances they may be able to fast track people into the additional support available.

Employer Engagement - Employer engagement will focus on creating real job opportunities. We will work with national and local employers to improve links and better understand employment opportunities. This would help us identify future skills requirements to inform development of training provision.



Self-Employment and developing Social Enterprise - We would also develop a city wide provision offering advice and assistance for business set up and social enterprise to develop the entrepreneurial culture in individuals and communities.

In Work Poverty - More opportunities for people to achieve higher level skills or more sustainable employment opportunities

Data - One data base will ensure immediate access to key information, giving us the ability to help people more effectively. Using the data will also help us identify any gaps or duplication in services across the city and also measure the success more robustly.

We want to know your view on our proposals for Employment Services.

6. Building Resilient Communities

From 1st April 2018 some the WG has also made available a Legacy Fund. The fund can be flexible, and should be used primarily to help build “Resilient Communities.” This could include maintaining existing effective initiatives or developing new ones that have been identified locally to meet a priority need.

This funding offers:

- Opportunities to build on current arrangements in place through Neighbourhood Partnerships, Community Hubs, Tenants and Residents Participation team and other locality working initiatives.
- Opportunities for third sector involvement to encourage community participation and engagement

The Legacy fund should align with the Wellbeing and Future Generation Act (WFGA), and should link directly to the Public Service Board’s Wellbeing objectives, the Wellbeing Plan and the development of local Area Plans.

With a clear focus on tackling poverty the use of the legacy fund will help develop initiatives and projects that benefit those who are the most vulnerable and excluded across the city. We want to help strengthen both individuals and communities as a whole, by building the confidence and skills of local people and organisations.



With the closure of Communities First by 2018 and increasing pressure on council and partner resources there is a need to review the current arrangements in place for community involvement to ensure that needs are met and best value is achieved. At the same time citizen expectations in terms of involvement and input are growing and there is a real need to harness community capacity to deliver local solutions.

A new way forward is required which:

- Helps develop a clear view of the priorities for local communities
- Identifies practical steps to help deliver the priorities in partnership with local people
- Provides clear ways for local people and organisations to get involved in decision making and in helping their local community
- Provides pathways of support to engage the most vulnerable and excluded people in the community.
- Uses resources effectively and avoids unnecessary duplication.

The consultation will ask how we can help build resilient communities and this will inform the use of the legacy fund. In particular we want to know how you would like to get involved with local activities and projects and how you could influence and shape the community you live in.

We also want to understand your experience of the Communities First Programme and what you think the gaps will be after it closes.

The results from the consultation will help inform both the employment services proposal and the use of the legacy fund going forward.

7. Consultation

The consultation will be launched on 6th September until the 4th October and will involve an online questionnaire ([Employment Services and Building Resilient Communities Survey](#)) with paper copies available in all Hubs and various other community buildings. Completed paper copies can be left in the blue boxes in all hubs or sent back via freepost.

- Community engagement sessions will be available alongside the questionnaires in job club activities in Hubs and other community buildings.
- Facilitated engagement sessions with existing and potential new users of the services.

The consultation will then form part of a report that will go to the Cabinet in November for a final decision on the way forward.

