

Appendix 4 - CARDIFF COUNCIL

Equality Impact Assessment Corporate Assessment Template



Policy/Strategy/Project/Procedure/Service/Function Title: Phase out Of Communities First Programme

New/Existing/Updating/Amending: Existing

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?

Name: Louise Bassett **Job Title:** Partnership Team Leader

Service Team: Neighbourhood partnership & Communities First **Service Area:** Housing, Communities and Customer Services

Assessment Date: Oct 2017

1. What are the objectives of the Policy/Strategy/Project/Procedure/Service/Function?

Closure Communities First

Welsh Government confirmed on 14 Feb 2017 that the Communities First (CF) Programme will be phased out this year. All activities and spend on the Programme must cease by 31st March 2018.

Welsh Government has changed its approach to tackling poverty across Wales; the new all-Wales approach will be focused on the three E's Employment, Early Years and Empowerment. The current spend on Communities First nationally is £31.7 million per annum, of which Cardiff received £2,088,866 for 2017/18 after a 30% reduction to the budget was applied.

CF is 17 years old and has had many successes but, since it was launched and then re-focused in 2012, there have been significant changes in the economic and political landscape, a new legislative context, including the Well-being of Future Generations (Wales) Act 2015 (WFG Act) and the introduction of Public Services Boards ("PSBs") Taking Wales Forward is the Welsh Government's new Programme for Government, it sets out the government's programme to drive improvement in the Welsh economy and public services, delivering a Wales which is prosperous and secure, healthy and active, ambitious and learning, united and connected.

It has become clear that jobs growth and full-time employment opportunities for low income households are essential, particularly to reduce the number of people as living in workless households and also tackle rising levels of in-work poverty. We know that 70% of those who move out of poverty do so because they have found employment. Over the period 2007 to 2012, of people aged 18 to 59 who were not working and living in a household in poverty, 70% of those who entered employment left poverty Source:

<http://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/articles/povertyandemploymenttransitionsintheukandeu/2015-03-10>

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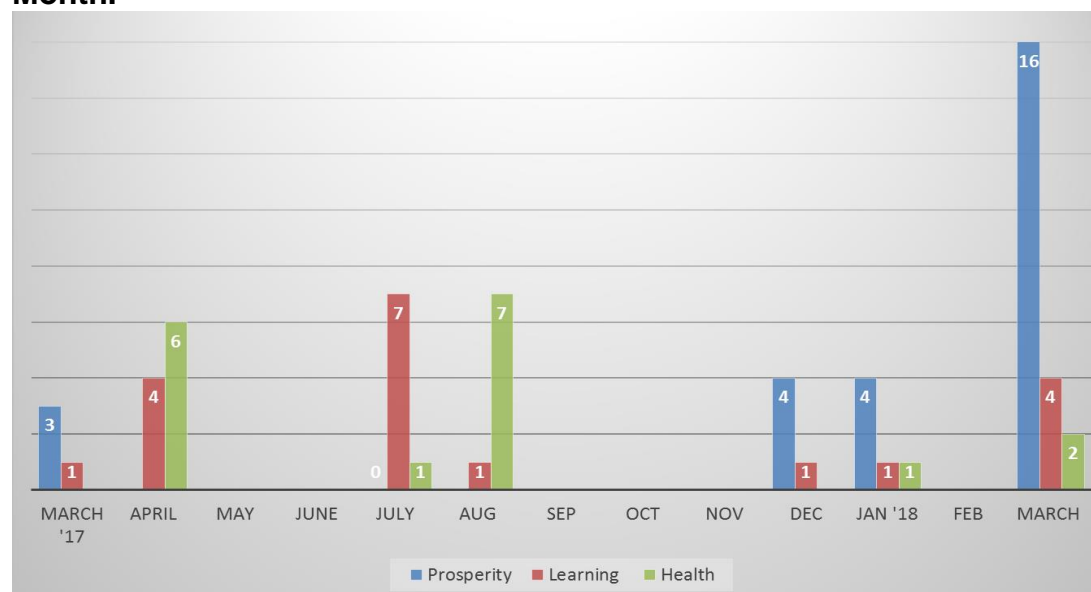
There are currently four Communities First areas in Cardiff. Each Cluster is managed by a third sector organisation. There is also an additional programme called Lift operating in one CF area and covers only East Cardiff, (Llanederyn and Pentwyn) The Lift programme will also be phased out alongside CF this year.

Each cluster area is managed by a third sector organisation. The service level agreements (SLA's) in place with the third sector partners will end on 31st March 2018.

The cluster delivery teams each developed individual delivery plans, which included a range of projects and activities under three main themes being Healthier, Learning and Prosperity. Community involvement is a key feature of the Communities First programme and each cluster developed its own Community Involvement plan.

The Council has been working with the Cluster Delivery Teams to review current projects and staffing arrangements since the initial announcement in October 2016. Details on the projects that will be phased out this year are included in the graph below:

Graph 1 – Communities First project phase out periods (2017-18) by Month.



The focus for all the areas will be on Employment, Training, and the associated pathways around Health and Wellbeing.

Due to the reduced funding this year some projects will be funded until the end of March while others will need to cease at an earlier date. Considerable action is being taken to mitigate any negative impact from the phasing out of Communities First where possible with local teams developing exit plans for each project or activity locally.

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Removal of some services, buildings and support staff for CF residents may have some negative impacts if projects are closed and buildings closed where maintained significantly through CF income. A phasing out over 12 months will help mitigate these negative impacts, as it will leave time to find alternative funding sources where possible for both services and buildings. In addition, £4m has been made available by Welsh Government in the Community Facilities Programme for third sector organisations to apply for to help secure buildings future sustainability plans.

There will also be a Legacy fund available to help build Resilient Communities From April 2018 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.

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 and the development of local plans. As part of the new approach to resilient communities, this should have a positive impact on people with protected characteristics across Cardiff.

The funding available through the Employment Grant and Communities for Work provides the opportunity to focus on employment within a wider setting, which evidence shows, is the most effective way out of poverty. Again, this new funding can be utilised based on individual needs, not just postcodes.

New Approach

Due to the phase out of Communities First, as stated previously some funding will be made available to Local Authorities to help people back to work through employment services and to assist with building strong and resilient communities across the city from April 2018.

It should be noted that this will be significantly less than in the previous arrangements for Communities First.

A review of employment support services provided across the City has taken place to look at a new approach to helping people into work. This is an opportunity for a more consistent and coherent approach to delivery to be applied across the City and proposals for a more joined up and cohesive Employability Support Service to be developed.

Moving forward it will be important to ensure that there is no duplication of the work carried out under the other tackling poverty work streams and there is a single approach to tackling poverty in the city.

We need to take into account better integration of activity and funding opportunities into a “Whole System” approach to tackling poverty.

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The various funding streams available for the employability services need to be completely aligned to avoid duplication, and crucially to ensure that individuals are effectively supported through appropriate interventions that are accessible across the city.

Whilst learning from the success of existing projects, the focus should be on achieving efficient joined up services which focus on participants with the greatest level of need, regardless of postcode.

The objectives are to therefore exit the Communities First Programme by March 2018 and develop more coherent services for Employment Provision across the City, while adjusting to the reduced funding that will be available.

As well as the review public consultation has also taken place to help identify any gaps from the closure of Communities First and to help inform the use of the Legacy Funding and develop an approach to Building Resilient Communities.

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.]

Deprivation in Cardiff - An Overview

Welsh Multiple Areas of Deprivation

Cardiff as a whole consists of 214 LSOA's. Of the 214 LSOA's Cardiff has 16 which are classified as the most 10% deprived, 5 areas in the 10/20% deprived and 4 in the 20/30% deprived (WIMD 2014). The areas of deprivation are made up of Income, Education, Health, Employment, Environment, Housing, Community Safety and Access to Services.

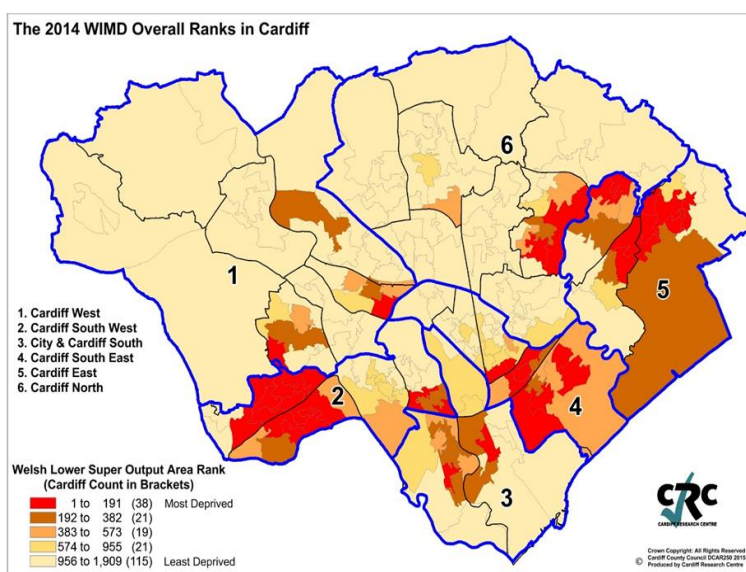
- Income: 41 areas are 10% Most deprived, 25 are 10/20% deprived and 14 are 20/30% deprived.
- Employment: 28 areas are 10% Most deprived, 17 are 10/20% deprived and 19 are 20/30% deprived.
- Health: 31 areas are 10% Most deprived, 16 are 10/20% deprived and 17 are 20/30% deprived.
- Education: 37 areas are 10% Most deprived, 30 are 10/20% deprived and 18 are 20/30% deprived.
- Housing: 79 areas are 10% Most deprived, 23 are 10/20% deprived and 21 are 20/30% deprived.

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

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Map 1 – The 2014 WIMD Overall Ranks Cardiff



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 is 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.

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.

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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.

Communities First Overview

Communities First is a community-focussed programme that supported the Welsh Government's Tackling Poverty agenda. The Communities First Programme in Cardiff covered approximately a third of the city.

There are 4 Communities First Clusters across Cardiff, which between them include all of the Lower Super Output Areas (LSOAs) which are eligible for inclusion in the programme. These Clusters are made up of Lower Super Output Areas (LSOAs) which are the most deprived 20% in Wales according to the Welsh Index of Multiple Deprivation (WIMD) 2011.

Most Clusters across Wales cover areas with populations of 10,000 to 15,000 people though some are slightly smaller and a few are larger. The Cluster populations for Cardiff are much larger in size ranging from 20,300 in the Butetown, Riverside and Grangetown (BRG) to 30,700 in Cardiff East, Llanederyn and Pentwyn (ECLP) Cluster, which is the largest Communities First Cluster in Wales.

Table 1 - Cardiff Clusters population estimates.

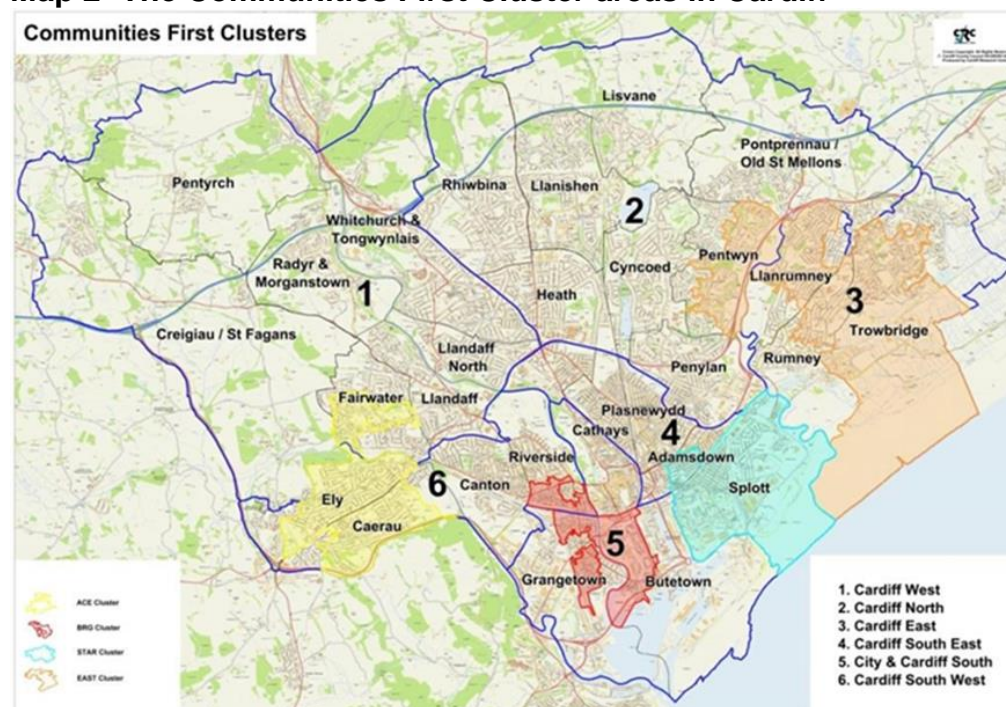
*Source: LSOA Mid-Year Population Estimates 2011, ONS Figure 2 - Communities First Clusters in Cardiff

Cluster Name	Population	No. of LSOAs
Cardiff West – delivered by Action for Caerau and Ely (Caerau, Ely and Fairwater)	25,300	16
BRG – delivered by South Riverside Community Development Centre (Butetown, Riverside, Grangetown)	20,300	12
Cardiff East (ECLP) – delivered by C3SC (Llanrumney, Pentwyn, Rumney and Trowbridge)	30,700	19
STAR – delivered by Cardiff Community Housing Association (Adamsdown, Plasnewydd and Splott)	25,300	14
Total	101,500	61

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Map 2- The Communities First Cluster areas in Cardiff



Delivery in relation to the population

Cardiff has a population of 354,300 people. Between 2002 and 2013, Cardiff's population grew by 13%. This is a bigger percentage increase in population than experienced by London or any of the English core cities (Cardiff Liveable City Report 2015).

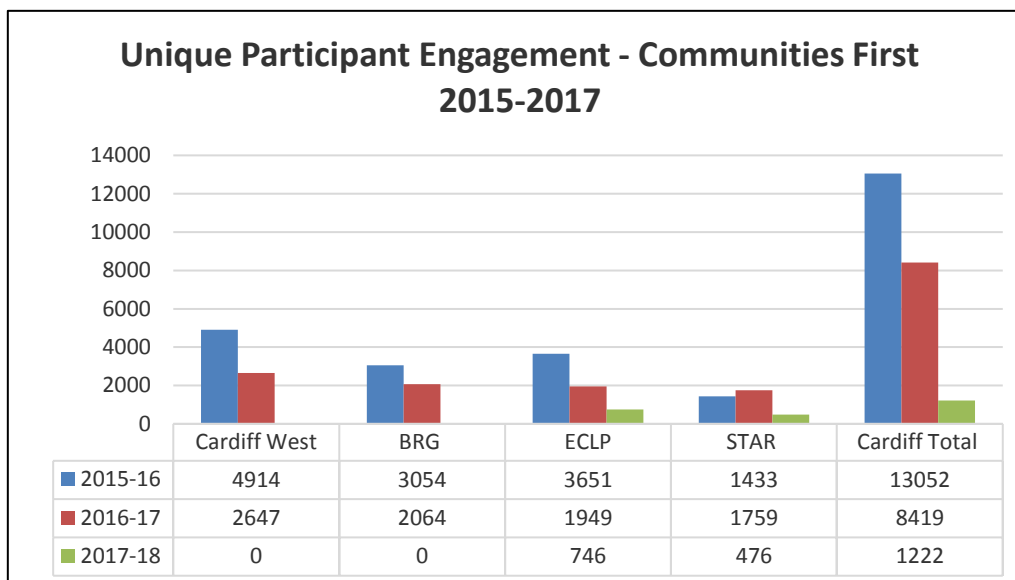
At the peak of Communities First delivery in 2015-2016, the programme was engaging with an average of 13% of the population within the cluster population areas. The 2016-2017 delivery saw a decrease averaging 8%. Unfortunately as we are only two quarters into 2017-2018 of the phase out year we have not been able to cleanse data from two clusters to identify unique participant figures to provide an accurate figure. The unique number of individuals engaged in the clusters has decreased significantly across the three-year period.

Based on the data provided, there are relatively few projects focused specifically on particular groups with protected characteristics (e.g. Age/Gender/Disability). Clearly, those with protected characteristics also access generalist provision but the Communities First Cluster providers do not routinely collect data on participants' protected characteristics which have led to a limited understanding of the mitigation required moving forward.

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Graph 2- Unique Participant engagement in the Communities First programme in Cardiff 2015-17.



**Note: - Cardiff West and BRG data for 2017-2018 is not available at this point as they no longer utilise the Cemp database system and therefore no data will be available until the end of the year period.*

Project participant's data submitted via result-based accountability scorecards by each cluster register the number of people who have engaged in particular projects. However, this data is provided to the Local Authority anonymised and includes duplication as participants can be engaged in several different projects. Therefore, unique participant numbers are likely to be lower as individuals may be part of multiple projects and counted more than once.

At qtr.1 & 2 2017/18 data shows that ACE has 1291 participants in total BRG have 1009; ECLP have 521 in total and STAR has reported 659 through there quarterly reporting score cards.

Table 2- The percentage of the cluster population who have been engaged in Communities First.

Cluster Name	Population	Unique participants work with (no') 2015-16	% of the population	Unique participants work with (no') 2016-17	% of the population	Unique participants work with (no') 2017	% of the population
Cardiff West	25,300	4,914	19%	2,647	10%	0	0%
BRG	20,300	3,054	15%	2,064	10%	0	0%
Cardiff East (ECLP)	30,700	3,651	12%	1,949	6%	746	2%
STAR	25,300	1,433	6%	1,759	7%	476	2%

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Total	101,500	13,052	13%	8,419	8%	1,222	1%
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**Population data was sourced from WIMD 2011 – Communities First Base line data.*

The population data above is sourced from the WIMD 2011 – Communities First baseline data. The population figures shown next to each cluster area are for the Communities First cluster area LSOA and do not equate to the entire Cardiff population.

Mitigating Risk

As the approach to tackling poverty will now be refocused, for Cardiff this is an opportunity to be clear about the specialisms of each of the tackling poverty programmes and develop better pathways between them. Recognising, no single programme can tackle poverty by itself, going forward the focus will be on how we better align funding streams to help people into work, and ensure people are involved and can have a say in the local services that matter to them.

Considerable action is being taken to mitigate any negative impact from the closure of Communities First. Recognising that there are both challenges and opportunities to consider Cardiff has also provided additional support to the four third sector organisations affected by Welsh Government decision to close the programme. Phasing out of the programme over 12 months will allow time for the current providers to secure other sources of funding for the staff, projects and activities they would like to continue to deliver as part of their organisations sustainability plans. It has also allowed time for exit plans to be developed that should have the least impact on participants involved in the programme this year.

Welsh Government has acknowledged the potential impact to third sector organisations affected by the closure of Communities First, particularly that they could be faced with large redundancy costs. Therefore, staff employed through the third sector will be eligible for statutory redundancy costs from the Communities First funding allocation for 2017-18. Each third sector organisation has factored the costs into this year's budget. However, these costs will be subject to change throughout the year as staff may take up other employment opportunities or alternative funding sourced.

The Council will work with the providers and partners to ensure any participant involved in a Communities First project or activity still requiring support is found an alternative service to help them. This will ensure no person who need ongoing support is left without a service post April 2018.

Review and Consultation

Whilst there has been a great deal of feedback from CF delivery teams and service users on the value of individual projects, evidence has not been found that the overall CF approach is effective in tackling poverty or promoting prosperity at a population level Wales-wide. Whilst the programme assists people on an individual basis, statistics on those living in poverty in Wales

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suggest that CF has made no impact on poverty levels in the general population. This is particularly relevant for certain groups with protected characteristics as they are more likely to be living in poverty, e.g. disabled people, and some Black and Minority Ethnic (BME) groups. Independent evaluations of CF's effectiveness carried out by Welsh Government to date have not provided strong evidence.

An online survey was designed and widely distributed through out September 2017. Direct Mail to Council Wide address lists containing: Library cardholders, Castle Key holders, Active Card holder, Members of the Cardiff Citizens' Panel. In total, this list included 83,843 unique email addresses.

A total of 4,000 paper versions of the survey were made available at libraries and Hubs across the city and in various Communities First buildings. Officers within these buildings played a vital role in the promotion of the survey and offered support where necessary. Completed surveys could be deposited in secure 'drop boxes' provided in Hubs or returned directly to Cardiff Research Centre in a FREEPOST return envelope. The consultation received a total of 1,596 responses.



Consultation
Report

Five focus groups were held, covering the four Communities First clusters in the city, with a total of 42 individuals taking part. Topics covered included projects respondents had been involved with, and how they helped; concerns regarding the closure of Communities First; future need for services; and, current and future community involvement – a separate report, produced by WCVA Communities First Support Service, details the findings of this engagement.

Evidence used: Analysis from the engagement responses plus review of Communities First performance, employment services and stakeholder engagement.

The New Approach

The new approach and the reduced funding made available by Welsh Government from April 2018 in place of Communities First will be prioritised on building strong community involvement and participation mechanisms across the City and helping people into work. The new funding available needs to consider the Public Service Board (PSB) priorities identified through the Well-Being Needs Assessment, and to support the effective delivery of the Employability Grant outcomes. Going forward with a greatly reduced budget a more consistent and coherent approach needs to be applied to all the provision that is available

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Working with the mix of different organisations and funding streams has meant service delivery for Employment Services in particular has been complex. Another concern is around the data collection, with different providers using separate databases, identification and tracking of individuals across services or geographical areas has also been an issue, this is especially problematic when identifying those with protected characteristics that will be affected.

There have been gaps in some areas and duplication in others. Just by mapping, Employment and Training Services over 40 different services were available across the city.

Investment in the Flying Start and Families First programmes will continue, both provide practical support to thousands of families and their children across the City. In Cardiff, Families First receives around £5.5 million and Flying Start £10.2 million a year from Welsh Government to deliver the programmes.

The Families First programme key elements will remain the same but the strategic projects commissioned through the programme will be refocused to concentrate on the delivery of parenting support and support for young people. This refocus alongside continuation of Flying Start will help mitigate the closure of Communities First.

Flying Start will continue to address the needs of those families eligible for the service, which is currently defined by their postcode. Cardiff has already identified the importance of aligning the main anti-poverty programmes. As part of these arrangements, programme managers from Supporting People, Communities First, Families First and Flying Start, and also representation from Public and Primary Health, Police, Fire and Third Sector have come together to discuss common strategic themes, align work programmes and delivery plans to avoid duplication and to identify any potential gaps or duplication.

There have also been a number of working groups looking at particular issues such as alignment of employment programmes, mitigating the impact of welfare reform, parenting provision and workforce development. The other important factor is the Council's commitment to locality working. This approach seeks to align delivery within local communities through local partnership working. These networks will be utilised in the approach to developing further alignment between programmes. Demonstrating a whole system approach ensures the best use of all resources in a local area through joint approaches between communities, public, voluntary and private sectors. Another key approach to focus on with our partners is Adverse Childhood Experiences (ACE's) which are a major barrier to well-being and economic prosperity, recognising that early intervention is key to long term health and well-being. Cardiff wants to ensure that plans recognise this approach and

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help tackle the underlying problems which lead to adverse childhood experiences, which we know can have a lasting effect on those affected.

The new approach to resilient communities and the phasing out of CF is set firmly within the context of the Wellbeing and Future Generation Act (WFGA) The future approach will be developed using the WFG Act's 5 ways of working, involving communities and partners from across the third, public and private sectors.

We want to ensure the new approaches developed are integrated and working with other grant funded programme and across public services. In addition, the WBFG Act has established mechanisms to improve the economic, social, environmental and cultural well-being of the local area and the communities. More broadly the WFG Act established a new approach focused on integration and partnership working at a local level, with much greater involvement of local communities. This new approach calls into question the appropriateness of a 'top-down' Welsh Government grant programme like Communities First targeted at very geographically limited areas.

There is a strong emphasis on gaining decent employment which will be supported by Communities for Work, and the Employability Grant. The recent extension of PaCE will also benefit both men and women who are parents seeking/in work and need affordable and accessible childcare

Employability Provision

As part of the new approach, it is proposed that the Council should directly provide core employment services across Cardiff. The new approach would bring together the various funding streams, including Communities for Work, the Employability Grant and the Council's own into work resources to create one service. The new service would include the following:

Gateway into Service

A simple gateway to services via range methods including phone, internet, and face to face. Face to face, access would be available through community hubs, libraries and other community buildings. The job clubs would continue to offer assistance with CVs and job search but this will be extended across the city.

In-depth Mentoring and Support

For those people who need additional support, a specialist mentoring service will be available. For the first time this will be available based on need regardless of postcode or benefit entitlement. One to one support will be provided to help people address any barriers they have to returning to work. The mentors will also help people with more complex needs address a range of issues by referral into specialist programmes.

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Effective Employer Engagement

The Employer Engagement service will focus on understanding the needs of employers and preparing people for real job opportunities. The service will link with both national and local employers to identify future skills requirements and inform the development of training provision.

Self-Employment and developing Social Enterprise

The new service would offer advice and assistance to help people to set up their own business or social enterprise, to help develop the entrepreneurial culture in individuals and communities.

In Work Poverty

The new approach would include support for those in low paid employment and on zero hour contracts, helping people to achieve higher level skills or more sustainable employment opportunities.

We know from the data collected and from the low number of participants in the CF Programme not all individuals will seek help and a proactive approach is needed to engage with these hard to reach individuals. This will be a key part of the design of the new arrangements. Close links will be developed with those who provide services to vulnerable and hard to reach individuals such as social landlords, health and hostel services to identify clients who are in need of the service.

The Council has access to information that would allow for the effective targeting of support to those most in need, such as those affected by Universal Credit and other welfare reforms.

The services will continue to work in foodbanks, job centres and other community venues to reach out to people who are in crisis and unsure of where to find help.

Building Resilient Communities

Three key themes have been consistently identified through the review and consultation as potential gaps in services moving forward.

Health and Well Being activities, especially Mental Health and low level confidence building activities. There will also be consideration given to developing provision that helps build pathways to learning – this would promote access to community based ESOL and Basic Skills provision. This would include working with parents, children and young people to encourage engagement and participation in other community based learning provision and community based homework clubs.

In addition, it is proposed that a new city wide approach to Community Involvement and Engagement is put in place to help mitigate the issues identified.

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Volunteering programmes that provide both formal and informal opportunities for people to volunteer at a level that is right for them should underpin all the new activity moving forward.

At this point in time it has been identified that further work is required to develop a response to resilient communities that takes into account people views more widely. The changing economic and political landscape and a new legislative context are also relevant to future developments of any new approach put in place.

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.

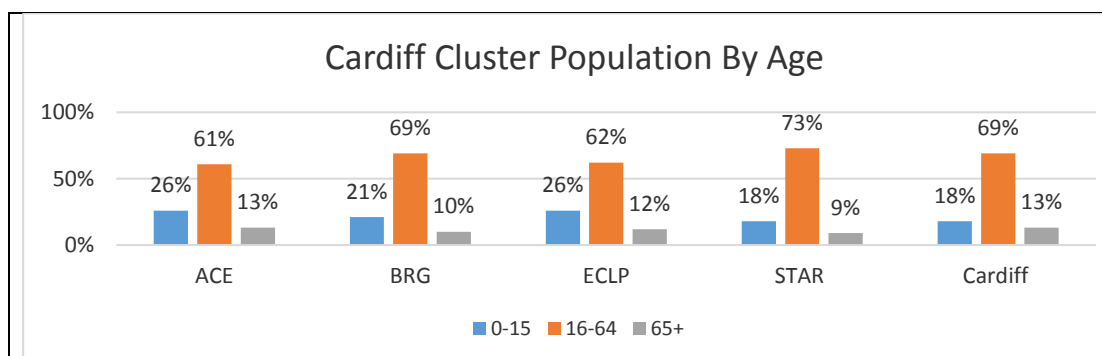
Consequences and differential Impact on residence aged;

The Communities First Programme is targeted at deprived communities. Particular projects target different age demographics within those communities based upon needs of the community. The areas of deprivation that are targeted are done so through **WIMD data (2011)**. The WIMD statistical data shows a break down averaging 23% of the population, which are ranging from 0-15 years old, 66%, 16-64 year olds and 11% 65+ years in each cluster area as shown in Graph 3.

Graph 3 – Cardiff’s CF population by age can be seen broken into three sub categories. Source: WIMD 2011

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The table below (Table 3) is produced based on two data sources;

- 1) The engagement statistics are collated from the Cemp database performance management system, which clusters use to input demographic and personalised data for all participants they engage with.
- 2) The population statistics are sources from **WIMD (2011)**. The population figure are captured on a cluster level against the population estimate of clusters LSOA (Table2). Whilst a Cardiff wide overview is also captured above to show a citywide overview.

Table 3- No' of individuals being worked with against the cluster population (by age) '2015-2016 delivery' No detailed data for 16/17 or 17/18 is available at present

Age	Cardiff West		BRG		ECLP		STAR		Cardiff Wide	
	No'	(%) cluster population	No'	(%) cluster population	No'	(%) cluster population	No'	(%) cluster population	Head count	As a proportion of the total cluster population (%)
0-24 years	1008	3.98	865	3.71	437	1.41	486	2.03	2796	2.67
25-44 years	303	1.19	608	2.6	212	0.685	540	2.25	1663	1.58
45-64 years	863	3.41	103	0.44	110	0.036	237	0.99	1313	1.25
65+	151	0.59	29	0.12	33	0.1074	76	0.300	289	0.27

Engagement statistics show that a citywide engagement figure cannot be used to show a breakdown as the engagement with different age ranges differs greatly from one cluster area to another. Cardiff West have double the engagement figure for the 0-24yrs & 45-64yrs of the other Clusters which

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from a city wide perspective give an inaccurate reflection of engagement across Cardiff.

Differential Impacts for 65+ Yrs.

From the data we have available, a small number of CF projects deliver specifically to this age group Communities First provide a range of activities, which support people of all ages. There is recognition those preventative services which enable older people to remain healthy and in their communities is a benefit to everyone and if needed some projects may be continued under the proposed legacy grant funding and other programmes. This will be via a more integrated delivery approach with other programmes. The Social Services and Well-being Act 2014 and the commitment to improve quality of care are all ongoing pieces of work that will develop a joined up response to working with older people.

Differential Impacts 0-15 Year Olds – Communities' First has phased out work with young people in and out of the school based environment this year e.g. Homework provision and school based activities have been phased out and risks have been mitigated where possible. As stated in the background information *'In Cardiff, Families First receives around £5.5 million and Flying Start £10.2 million a year from Welsh Government to deliver programmes aimed at this age range.'* The separate arrangements have led to duplication in some cases. As part of the exit plans developed to phase out the Cardiff Communities First Programme, 0-15year old school based provision has transitioned into other services possible. The mitigation took place before the end of the school year to enable cluster staff to remain present for a short period to support the groups, share information and successfully hand over to key partners effectively.

Differential Impacts 16-64 Yrs. – Communities First work directly with 16-64 year olds who are furthest from the job market in order to engage them through a range of provision, which is designed to remove barriers to employment or community engagement.

Due to the changes, a full review of Employability Support across the City was carried out. The review identified over 40 different schemes offering employment support in Cardiff each with their own eligibility criteria. While the Council's Into Work Service offers open access services, the provision of more in-depth support and mentoring depends on postcode and various eligibility requirements such as age, benefit entitlement and ethnicity. This has meant no underpinning systems in place for access and delivery. Each Cluster area has delivered some good programmes but all in a different way causing some confusion on what is delivered when and where.

Current employment support in the city is complex and it can be difficult for people to find the right service for them. There is no clear pathway into

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services and no needs assessment to ensure that the most vulnerable individuals receive the appropriate assistance.

It is clear that there are pockets of poverty throughout the City, not just in Communities First areas, and this need is not currently being met. Cardiff is also seeing higher levels of in-work poverty than in previous years and support for those already in employment is currently very limited. The review made clear that there is a need to change services in Cardiff to improve accessibility, link together the many existing services and ensure that help is available to everyone who needs it, across the city.

Mitigation

As a result a proposed new approach to employment services has been developed that will offer services across the city based on need post 2018.

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

There is a potential negative impact for those of all ages who live within CF areas and access the programme if particular projects cease. However, services will be mainstreamed where possible and therefore may continue as part of the new approach, although delivery may be through a different mechanism. Some projects may be continued under the legacy grant funding and aligned with other programmes, a more integrated delivery may deliver more effectively for more communities

For those aged 16-64 the new approach to helping people find work and building resilient communities may benefit a far greater number of people across Cardiff irrespective of where they live, with a particular focus on early intervention and empowerment.

CF currently only covers a third of the city, and a far smaller number than that actually access the services provided in the Cluster areas. The new approach will work with people based on need not just the individual's age or postcode.

Although potentially negative for those children and young people resident in CF cluster areas who access the programme. Flying Start and Families First future approach in Cardiff may have a far wider reach and potential positive impact, and on consideration of more robust data, services can be better planned and responsive to the needs of people across the City.

As another example, Cardiff has developed the Cardiff Commitment. The ultimate goal of the Cardiff Commitment is to ensure that all young people in the city secure a job, post education and training, that allows them to be the best that they can be; a job that unleashes and grows their own talents and skills and enables them to contribute fully to the prosperity of the city. At the same time, the Cardiff Commitment seeks to drive up skills development and educational attainment in the city, by connecting young people, schools and wider educational institutions with business and employers.

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Respondents to the consultation overwhelmingly supported the new approach to employability services and building resilient communities.

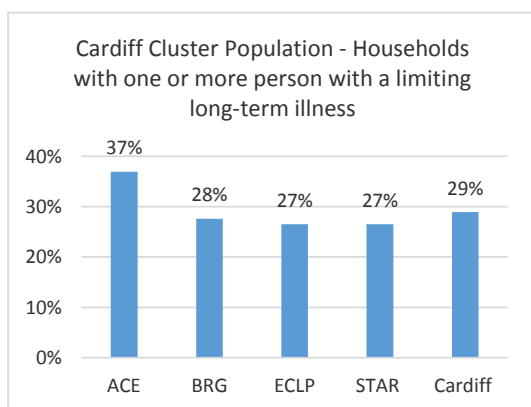
3.2 Disability

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/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		X	

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

Graph 4- Cardiff Cluster Population – households with one or more person with a limiting long-term illness. (Source: WIMDS 2011)



Each of the cluster areas in Cardiff have an average 29% population of households with one or more persons with a limiting or long-term illness.

The data in this area is inconclusive as Cardiff wide 3242 individual from 3 cluster areas selected prefer not to say. Therefore, the only information, which is available, is a part response from a much smaller

percentage of the population.

Source WIMD (2011)

The table below (Table 4) is produced based on two data sources;

- 3) The engagement statistics are collated from the Cemp database performance management system, which clusters use to input demographic and personalised data for all participants they engage with.

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4) The population statistics are sources from **WIMD (2011)**. The population figure are captured on a cluster level against the population estimate of clusters LSOA (Table2). Whilst a Cardiff wide overview is also captured above to show a citywide overview.

Table 4- No' of individuals being worked with against the cluster population (by disability) '2015-2016 delivery'

Disabled*	Cardiff West		BRG		ECLP		STAR		Cardiff Wide	
	No'	(%) cluster population	No'	(%) cluster population	No'	(%) cluster population	No'	(%) cluster population	Head count	As a proportion of the total cluster population (%)
Yes	87	0.34	33	0.1%	23	0.007	103	0.43	246	0.23
No	378	1.49	135	0.6%	118	0.038	497	2.07	1128	1.07
Prefer not to say	1094	4.324	1437	6%	-	-	711	2.96	3242	3.09

****People who identify that their day-to-day activities are limited because of a health problem or disability, which has lasted, or is, expected to last, at least 12 months.***

Evidence suggests that disabled people are particularly at risk of living in poverty and therefore may be disproportionately represented in the cluster areas on which CF is focused. It has not been possible to find evidence to confirm one way or the other, or to identify how many disabled people access CF projects due to the inconsistent data collection by the providers.

Whilst, from the data we have, there are few, if any, projects that are focused specifically on disabled people other than those with mental health conditions.

Individuals with a disability can access all of the CF projects. However there are several projects that target people with long term health issues including mental health, though not all projects provided for low level mental health interventions are available in each CF area.

In addition, Disability Wales has been awarded grant funding by the Welsh Government for the three years 2017-2022: to achieve the following strategic outcomes:

- Gain a greater understanding of the experiences and needs of disabled
- people to help inform policy development;

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- Promote and raise wider awareness of the rights of disabled people and
- the issues that affect them, and empower disabled people to make informed choices;
- Help to deliver a more diverse pool of decision makers in public life and
- public appointments by identifying and addressing barriers to engagement and participation for disabled people

Further work will be carried out in the remaining months to understand;

- Service user and stakeholder priorities in relation to Mental Health and Wellbeing provision.
- A gap analysis will be carried out to identify where mitigation is required and if service can transfer to alternative partners or community groups.
- A range of partners including Health will be involved in exploring alternative provision or where possible signposting groups to alternative support.
- Any gaps identified will form part of the new approach developed.

The exit plans for each cluster identified potential community groups that would be affected by the closure of Communities First. The Cluster teams are working with the local groups such as the people in pain groups and the befriending projects to look at sustainability or alternative support mechanisms post April 2018.

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

Whilst there is a potentially negative impact for the relatively small number of disabled people who live within CF areas and access the programme. There are no specific projects focused on disabled people, but disabled people access projects open to all, as do others with protected characteristics. However, going forward services may continue in a different way, particularly those that focus on Mental Health and limiting long-term illnesses could be mainstreamed or jointly run with other programmes such as Health programmes.

In addition, the new approach to employability support services and resilient communities may benefit a far greater number of people that identify themselves as disabled across the City irrespective of where they live. Monitoring the phase out of Communities First and through follow up at each quarter during performance meetings to ensure that all services are handed over to alternative provision effectively and any potential gaps in services are identified and factored into a new approach.

Continue to work with partners and communities to mitigate the closure of Communities First. The focus moving forward will need to consider how Cardiff better uses its own infrastructure to provide meaningful community

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involvement and participation alongside the employability services developed.

key themes have been consistently identified through stakeholder engagement and consultation as potential gaps in services, these have been summarised below:

- Low level Mental Health Support
- Health and Wellbeing Support
- Befriending/Self Help/Peer Support Groups
- Low level Therapeutic Training (art projects/sewing groups/knit and natter)
- Social Prescribing linked to GP's
- Engaging with Older People and avoiding social isolation
- Low level community based volunteering
- Formal volunteering
- Community Engagement and Involvement
- Pathways to Learning
- Timecredits
- Local knowledge and Networks

These key themes will be explored further during the closure of Communities First. Some projects may be continued under the proposed legacy grant funding and through other programme alignment; a more integrated delivery mechanism may deliver more effectively for more communities.

Respondents to the consultation overwhelming supported the new approach to employability services and building resilient communities.

3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** 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.

There is not an expected differential impact on transgender people.

Currently services are delivered to a very small number of individuals identifying as transgender.

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What action(s) can you take to address the differential impact?
None foreseen, however consideration of support will be taken with each of the characteristics to ensure that no group are unduly impacted by the phase-out of Communities First.

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	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Civil Partnership	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
Communities First engage with everyone within their cluster areas and do not discriminate on the bases of Marital status. Communities' First delivery activity is not directed at or towards any individual on the marital status. Therefore, there is no evidence to suggest there would be an impact upon individual based upon marital status.
What action(s) can you take to address the differential impact?
None foreseen, however consideration of support will be taken with each of the characteristics to ensure that no group are unduly impacted by the phase-out of Communities First, single approach to poverty alignment and gateway approach to employment.

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	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Maternity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
Only one of the four clusters delivers a project, which targets pregnant women, which is in the Cardiff West cluster.
Currently services are delivered to a very small number of mums and expectant mothers.
The Cardiff West cluster have been in dialog with the Flying Start programme to ensure that the 10-15 individual pregnant women and fathers they engage

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with each year are supported through the transition and exit of Communities First.

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

Any additional unforeseen consequences, however consideration of support will be taken with each of the characteristics to ensure that no group are unduly impacted by the phase-out of Communities First.

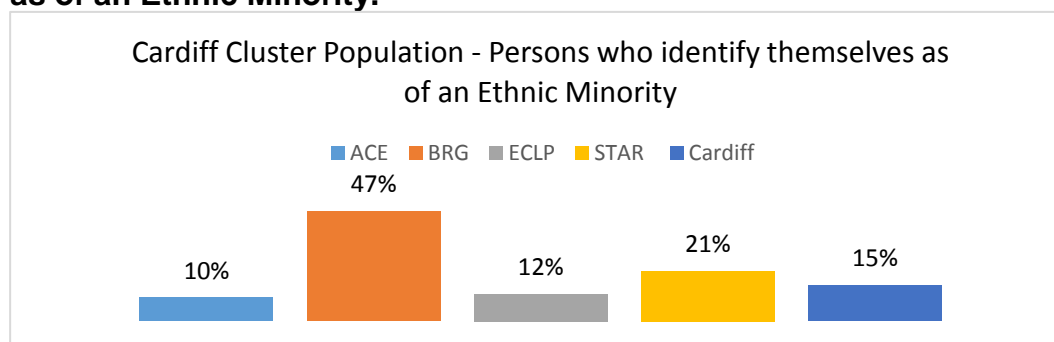
3.6 Race

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.

Graph 5- Cardiff Cluster Population – Persons who identify themselves as of an Ethnic Minority.



Source WIMD (2011)

15.3% of the population in Cardiff as a whole identifies themselves as of an Ethnic Minority. Graph 3 sourced from WIMD data 2011, Communities' First baseline data shows that two cluster areas have higher numbers than the Cardiff average of resident who identify themselves as of an ethnic minority.

The table below (Table 5) is produced based on two data sources;

- The engagement statistics are collated from the Cemp database performance management system, which clusters use to input demographic and personalised data for all participants they engage with.

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6) The population statistics are sources from **WIMD (2011)**. The population figure are captured on a cluster level against the population estimate of clusters LSOA (Table2). Whilst a Cardiff wide overview is also captured above to show a citywide overview.

Table 5- No' of individuals being worked with against the cluster population (by Ethnicity) '2015-2016 delivery'

Ethnicity (Race)	Cardiff West		BRG		ECLP		STAR		Cardiff Wide	
	No'	(%) cluster population	No'	(%) cluster population	No'	(%) cluster population	No'	(%) cluster population	Head count	As a proportion of the total cluster population (%)
White	422	1.66	195	0.8%	140	0.045	371	1.55	1128	1.07
Mixed / multiple ethnic groups	18	0.071	0	0%	6	0.002	78	0.33	102	0.09
Asian / Asian British	16	0.06	229	1%	7	0.002	74	0.30	326	0.31
Black / African / Caribbean / Black British	5	0.01	185	0.8%	9	0.002	133	0.55	322	0.30
Other ethnic group	17	0.06	95	0.4%	7	0.002	60	0.25	179	0.17
Not Stated	1091	4.31	901	4%	1026	3.342	631	2.63	3649	3.48

The above graph shows that the highest areas of diversity from the **WIMD (2011)** population date. The engagement data captured supports the population statistics in the both STAR and BRG engage with the highest number of BME individuals in Cardiff.

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

All ESOL providers are aware of the closure and work is ongoing to make sure that any gaps are addressed moving forward. Despite the large investment in Communities First access to ESOL remains a significant issue across the City. It is recognised the BRG & STAR work with the most diverse communities in terms of both established BME communities and new arrivals to the Country.

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There are several other organisations and community groups currently providing specialist support and services to this particular community. These include Oasis, Cardiff, Trinity Centre, BAWSO, Race Equality First, Women Connect, Welsh Refugee Council, Shah Jalal Mosque, Cardiff Chinese Elderly Association, WSSAG – Women Seeking Sanctuary Advocacy Group, New link Wales, ACES – African Caribbean Elders Society and Diverse Cymru. Cardiff and Vale Health Board also provide a range of services targeted at Support for ethnic minorities including Marie Curie Cancer Care – Improving palliative care services for Minority Ethnic families.

ESOL provision will continue within the cluster areas regardless of Communities First funding post March 2018. ESOL is delivered through three organisations within the Cardiff & Vale Community Learning Partnership (CVCLP) that are funded and quality assured by Welsh Government to deliver Essential Skills courses in the City.

Additional funding has been allocated by Welsh Government to this partnership for next year to assist with the current waiting lists and to develop the new Reach Hub which will have a team of assessment coordinators to undertake:

- Mapping ESOL provision across the city in order to identify gaps in provision and avoid duplication
- Work to establish demand for ESOL provision across the city by liaising with providers and key partners
- Establish a central ESOL referral point for organisations and learners across Cardiff and the Vale
- Develop publicity/information including a REACH website for ESOL provision

The CVCLP partnership will continue to work with the organisations involved in CF delivery to offer community based ESOL provision. The Employability Provision and Communities for Work (CFW) will be focused on intensively helping those furthest from employment into jobs, and this will include people from a BME background. There are also specific projects funded through European Funding that will specialise in supporting people into training and employment such as Gofal and Oxfam.

In addition, the new approach to employability support services and resilient communities may benefit a far greater number of people across the City irrespective of where they live.

Respondents to the consultation overwhelming supported the new approach to employability services and building resilient communities.

3.7 Religion, Belief or Non-Belief

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Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/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.

There is no anticipated differential impact on individuals based on religion, belief or non-belief.

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

No expected differential impact based on religious belief, or non –belief. Any additional unforeseen consequences, however consideration of support will be taken with each of the characteristics to ensure that no group are unduly impacted by the phase-out of Communities First, single approach to poverty alignment and gateway approach to employment.

In addition, the new approach to employability support services and resilient communities may benefit a far greater number of people the City irrespective of where they live.

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.

Evidence suggests that lone parents (who are predominantly women) are

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Particularly at risk of living in poverty and therefore may be disproportionately represented in the cluster areas on which CF is focused. It is often reported that men have been a harder group to reach in Communities First. Historically, participation was higher by women than men.

There is some evidence more recently that there are more men utilising the programme to gain new skills in order to gain employment.

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

Potentially negative for those people resident in CF cluster areas and accessing CF services. However, this will depend on the future approach, which may have a far wider reach and potential positive impact, and on consideration of more robust data, services will be provided more consistently and can adjust accordingly to meet gender related needs.

There are numerous programmes and grants which promote gender equality, including around violence against women, pregnant women or mothers of small children. Therefore, no additional unforeseen consequences, however consideration of support will be taken with each of the characteristics to ensure that no group are unduly impacted by the phase-out of Communities First.

The new approach to employability support services and Communities for Work (CFW) will be focused on intensively helping those furthest from employment into jobs regardless of gender. The recent extension of PaCE will also benefit both men and women who are parents seeking/in work and need affordable and accessible childcare.

In addition, the new approach to employability support services and resilient communities may benefit a far greater number of people across the City irrespective of where they live.

Respondents to the consultation overwhelming supported the new approach to employability services and building resilient communities.

3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** 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.

The clusters do not deliver or engage with individuals on the bases of sexual orientation, nor is any evidence or information captured regarding this area.

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

No expected differential impact based on Sexual Orientation or additional unforeseen consequences; however, consideration of support will be taken with each of the characteristics to ensure that no group are unduly impacted by the phase-out of Communities First, single approach to poverty alignment and gateway approach to employment.

In addition, the new approach to employability support services and resilient communities may benefit a far greater number of people across the City irrespective of where they live.

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.

The **Census (2011)** shows that the percentage of Welsh speakers in the Cardiff as a whole is 11% in comparison to Gwynedd at 65%, Isle of Anglesey and Ceredigion at 47%.

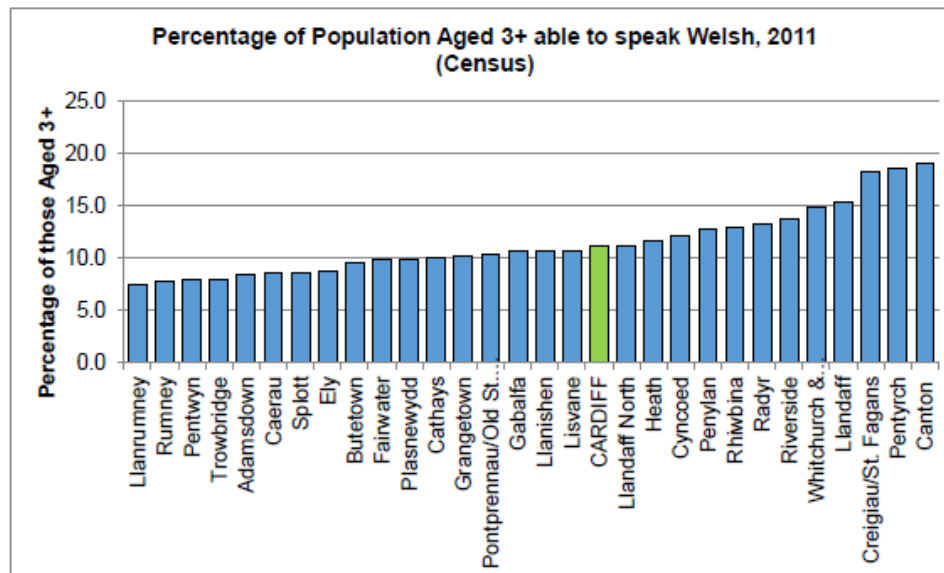
There are 86 different languages spoken in Cardiff alone, particularly in the south areas of Cardiff residents that engage traditionally present with higher number of other language needs as well the welsh language **Census (2011)**.

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Graph 6- Percentage of Population Aged 3+ able to speak Welsh, 2011 (Census).

Figure 1 illustrates that % of individuals in Cardiff who are able to speak



Welsh is far lower in the Communities First areas of Cardiff e.g. Llanrumney, Rumney, Pentwyn, Adamsdown, Caerau and Grangetown.

Figure -1 Percentage of population Aged 3+ able to speak Welsh, 2011 Census. Cardiff Lower Super output areas.

Figure 1- The 2011 Census represents the most recent data on numbers of Welsh speakers in the city.

Impact - With significantly less provision overall in the area, there will be fewer activities to be publicised and therefore fewer bi-lingual posters in the area, potentially decreasing the general awareness of Welsh Language.

No specific projects targeted at the Welsh speaking community have been identified by any of the providers or as part of the review.

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

Going forward if delivery/ part delivery of the new employment programme or the legacy fund is internal or contracted externally providers will continue to be obliged through their service level agreements to abide by the Welsh language Act. This will be monitored in two key ways.

Internally a service area action plan ensures that teams within Cardiff council are aware of their obligation; recognise where they are meeting them; and key actions required to meet the standards. Externally quarterly contract monitoring is performed to ensure the provider is abiding by the Welsh Language standards.

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Any additional unforeseen consequences, however consideration of support will be taken with each of the characteristics to ensure that no group are unduly impacted by the phase-out of Communities First, single approach to poverty alignment and gateway approach to employment. The Employability Provision and Communities for Work (CFW) will be focused on intensively helping those furthest from employment into jobs, and this will include meeting requirements under the Welsh Language Standards.

In addition, the new approach to employability support services and resilient communities may benefit a far greater number of people across the City irrespective of where they live.

4. Consultation and Engagement

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

Stakeholder consultation has been ongoing since the initial announcement regarding the closure of Communities First. In order to consider the best way forward following the closure of Communities First a public consultation exercise was also carried out during September this year.

1,596 responses were received to the survey which was available on line and in hard copy in hubs and other community buildings. Focus groups were held in the Communities First areas.

Two briefing sessions were also held with elected members. The cluster and hub staff ensured that service users were aware and supported to complete the survey if required.

The survey was widely promoted to ensure everyone has an opportunity to complete it electronically or written, with a freepost envelope or drop off points at all hubs in Cardiff.

The Focus groups brought together Local Community members and service users from Communities First areas to explore their views in more detail. The Focus groups were facilitated by the Welsh Council for Voluntary Action (WCVA).

Both the survey and the focus group consultation followed a consistent methodology. Both reports will inform new service specifications.

The surveys were provided in both electronic and hard copy to each cluster where specific outreach sessions were held for the characteristics stated above that would be affected by the phase out e.g. youth service provision, ESOL Classes.

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

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Groups	Actions
Age	Monitoring the phase out of Communities First and follow up each quarter during performance meetings to ensure that all services are handed over to alternative provision effectively and any potential gaps in services are identified and factored into a new approach.
Disability	Monitoring the phase out of Communities First and follow up each quarter during performance meetings to ensure that all services are handed over to alternative provision effectively and any potential gaps in services are identified and factored into a new approach.
Gender Reassignment	N/A
Marriage & Civil Partnership	N/A
Pregnancy & Maternity	N/A
Race	Monitoring the phase out of Communities First and follow up each quarter during performance meetings to ensure that all services are handed over to alternative provision effectively and any potential gaps in services are identified and factored into a new approach.
Religion/Belief	N/A
Sex	N/A
Sexual Orientation	N/A
Welsh Language	N/A
Generic Over-Archiving [applicable to all the above groups]	<p>Continue to work with partners and communities to mitigate the closure of Communities First.</p> <p>The focus moving forward will need to consider how Cardiff better uses its own infrastructure in place to provide the services and remove duplication.</p> <p>In addition, the new approach to employability support services and resilient communities may</p>

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	benefit a far greater number of people across the City irrespective of where they live.
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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.

All actions stated above are currently being actioned and monitored in quarterly performance meetings to ensure a smooth transition of services.

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 : Rosanna Taylor	Date:
Designation: Outcome Delivery Officer	25/10/2017
Approved By: Louise Bassett	26/10/2017
Designation: Partnership Delivery Team Leader	
Service Area: Housing, Communities and Customer Services	

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

References

Census (2011), Office for National Statistics, 2011 Census: Digitised Boundary Data (England and Wales) [computer file]. UK Data Service Census Support. Downloaded from: <https://borders.ukdataservice.ac.uk/>

WIMD (2011), Stats Wales: WIMD 2011, [Internet] <https://statswales.gov.wales/Catalogue/Community-Safety-and-Social-Inclusion/Welsh-Index-of-Multiple-Deprivation/Archive/WIMD-2011> [Accessed on 17/10/ 2017]