

CABINET REPORT 22ND JULY 2019

Report title: Lambeth's Borough Plan Review

Wards: All

Portfolio: Councillor Jack Hopkins, Leader of the Council

Report Authorised by: Chief Executive: Andrew Travers

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Report summary

The Borough Plan is the overarching strategic plan for the Council and partners. This report proposes a set of prioritised goals to guide the work of the Council and Lambeth First Partnership over the next two years. Following the publication of this report, partners and stakeholders will have an opportunity to develop these goals and the actions we take to achieve them before a final publication in the autumn.

Finance summary

None arising from this report.

Recommendations

That:

1. The proposed Borough Plan goals are approved.
2. The next steps in developing, adopting and implementing the Borough Plan are agreed.

1. CONTEXT

- 1.1 The Borough Plan is our vision and strategy for Lambeth. It is a plan that is owned and developed by the Lambeth First Partnership – our partnership of public, private and third sector organisations in Lambeth. This report proposes 20 new goals for the council and partnership to work towards.
- 1.2 Since the Borough Plan was first published in 2016, the context in which the public sector is operating has changed. In 2010 the government set out a plan to eliminate the deficit primarily through public expenditure reductions. Lower than predicted rates of economic growth has meant that the deficit target is unlikely to be achieved until the mid-2020s, meaning the period of highly constrained public spending continues. Almost a decade of public expenditure cuts have had a significant impact on our population, and the ability of public services to meet their needs. Our annual public health report (2018) shows that the average healthy life expectancy for adult males has reduced by 6.8 years since 2011-13. This is just one illustration of the rising demand facing public services.
- 1.3 Since 2016 we have had the EU referendum and the subsequent decision by the government to take the UK out of the European Union. Three years later and the government is still working to find a way of achieving this. The enormity of the task and the absence of a majority in the House of Commons has meant that Brexit continues to absorb government's capacity, leading to a significant absence of policy and direction on important issues such as a funding settlement for local government and schools and agreement on a long-term approach to funding adult social care. Local economies and public services are operating in a prolonged state of uncertainty.
- 1.4 More recently Lambeth has declared a climate change emergency. The stark warnings issued by the Intergovernmental Panel on Climate Change that we only have 12 years to significantly reduce carbon emissions if we are to avoid damaging rises in global temperatures has brought an increased sense of urgency to the task of transitioning to a low-carbon economy. While central government has adopted revised targets to reach carbon neutrality, towns and cities across the UK are leading the work to engage people in the plans and actions necessary to achieve it.
- 1.5 This leaves local places with the task of determining their own future: building their local economies to generate prosperity and opportunity; investing in people and neighbourhoods to strengthen community resilience; working with partners to reform public services to provide care and promote independence; and maintaining the quality of the physical environment to improve wellbeing and encourage investment. Lambeth's Borough Plan sets out our approach to meeting this challenge.

2. PROPOSAL AND REASONS

Lambeth: Radical heart, open mind

- 1.6 Lambeth is a place of huge ambition, energy and opportunity. Lambeth has long been home to radicals and reformers, social entrepreneurs and innovators, those looking to help change the lives of others and their own. Lambeth has provided the freedom for people to try new ideas and approaches to the challenges of urban living. This continues to this day, from the pioneering research of our universities, to the innovative work of trusts and foundations working in the borough, to the array of social entrepreneurs, community groups, charities and networks working alongside communities to bring about change.
- 1.7 Lambeth has a history of openness and diversity. For hundreds of years, new communities have been welcomed, leaving a unique cultural imprint on our borough. At least 40 countries have 500 or more people (by birth) living in Lambeth. This includes strong, multi-generational communities of

Portuguese, Black Caribbean and Somali descent who've settled and formed distinctive and visible presences, greatly contributing to the economic, social and cultural diversity of our borough.

1.8 Increasingly, our role as a Council and partnership is to harness the energy and dynamism of the borough, to help build the relationships, collaboration and networks that can drive innovation and improve outcomes. The Borough Plan is just one tool to help us collaborate effectively, align our energy and resources and focus on our businesses' and residents' priorities.

1.9 If we are to meet these needs, we need to think differently about our role. It is not enough to provide effective and efficient public services; we need to be able to provide stewardship for our local economy and influence the outcomes it produces. Together, we will need to use the powers and influence we have to ensure the benefits of sustainable growth are channelled into building individual and community resilience, and create the environment that supports peoples' wellbeing and attracts people to live and invest in the borough. Over the coming years the Council and partnership's role will increasingly focus on creating an economically, socially and environmentally sustainable borough by:

- Enabling growth and development in the borough
- Using the benefits of that growth to build community resilience
- Reform the way we commission and deliver services with our partners to provide and promote care and independence
- Making Lambeth a place where people want to live, work and invest

1.10 This report sets out the goals we will focus on over the next two years, and how we will measure our impact. These are summarised in Table 1, and described in more detail in Appendix A along with the actions and measures accompanying the goals. However, this is only a starting point. Over the coming months we will continue to talk and positively engage with residents, partners and stakeholders to make sure that the goals reflect our shared priorities, to deepen our understanding of the challenges we're trying to address, and to make sure the Plan reflects the activity that is taking place across the partnership to achieve those goals.

1.11 Reducing inequality and environmental sustainability are two themes that run throughout the Borough Plan. These are not confined to single goals, but will be reflected across the Plan in the outcomes we are seeking and the way we measure our impact.

Table 1: Proposed Borough Plan Goals

Enabling growth and development in the borough	Ensuring that the benefits of growth increase community resilience	Reform the way we commission and deliver services with our partners to provide and promote care and independence	Making Lambeth a place where people want to live, work and invest
We will work with our partners, contractors and local employers to ensure they pay the London Living Wage and offer jobs with fair terms and conditions. We will work with key employers and sectors to support initiatives that create conditions for employees to continually develop skills and progress into better jobs.	We will ensure that all children have the support and resources they need to get the best start in life.	We will support children with Special Educational Needs and Disabilities (SEND) to lead fulfilling lives, with equality of access to opportunities that improve their life chances and empower them to be the best they can be.	We will manage Lambeth's neighbourhoods and town centres so that they feel safe and welcoming.

We will ensure that residents have access to well-designed and truly affordable housing.	<p>We will invest in peoples' skills, life-long learning and networks to equip them with the capabilities they need to benefit from London's economy.</p> <p>We will improve educational achievement and close the gap in education outcomes for those more disadvantaged pupils and those from underperforming groups.</p>	We will improve outcomes for vulnerable children and families in Lambeth, ensuring that they are safeguarded and benefit from improved opportunities.	We will maintain attractive neighbourhoods with high quality leisure and cultural facilities that support and encourage healthier lifestyles.
We will encourage sustainable development and grow Lambeth's presence as a location for creative and digital industries, health and life sciences, business and financial services, and tourism.	We will work to achieve sustained reductions in serious youth violence.	We will improve the mental health of Lambeth residents and council staff, focusing on those at greatest risk.	We will improve the quality of housing in the social and private rented sector.
We will continue to pursue transport improvements that allow residents equality of access to centres of growth	We will support individuals and families earlier to help them recover and build their resilience	We will support people to live longer and healthier lives.	We will maintain Lambeth's award winning parks, and invest in a wider network of green spaces to support community activity and wellbeing.

<p>We will invest in the economic viability and community facilities in our local centres to ensure that the benefits of growth are spread around the borough</p>	<p>We will invest in the assets that our communities need to be healthier and more resilient.</p>	<p>We will ensure that older, disabled and vulnerable people in Lambeth are able to live healthy independent lives, getting the support when they need it most, while promoting personal and community resilience.</p>	<p>We will reduce our carbon emissions, significantly cut waste and encourage reuse by residents and businesses.</p>
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How we will work

1.12 The way we work together to achieve these goals is equally important. The Council's leadership has agreed four Key Values that will guide the approach we take. These values should be reflected in the way we take decisions, understand problems and develop solutions. They are drawn from the feedback residents have given elected members about the way they want to work with the Council and partners, and the expectations they have of us. They are:

- Tackling inequality. There are persistent inequalities of opportunity and outcome in the borough and we will continue to challenge this, including by following the recommendations of the Lambeth Equalities Commission.
- Collaborating. Working in partnership with our communities will enable us to achieve the best possible outcomes for Lambeth.
- Being transparent. We need to promote trust and confidence so that we can work together with our communities and our partners.
- Delivering value for money. We must ensure that we maximise our financial returns and increase the sustainability of the local economy

Working at neighbourhood level

1.13 Part of our approach to working collaboratively to achieve the Borough Plan will be to work more effectively at a neighbourhood level. Our partnership approach needs to work at different scales and geographies. Whether it is reducing social isolation, improving health and wellbeing or peoples' employment prospects, it is increasingly important to recognise smaller local areas, or neighbourhoods, in the way we design and deliver services, engage communities and build new partnerships.

1.14 Over the next year, we will be developing our approach to neighbourhood working, making sure that we understand the strengths of different neighbourhoods and communities and that we work together with residents, business, partners and community groups to build on these strengths and address the challenges.

1.15 Achieving the Borough Plan goals will require a change in the way all of us work; to encourage and enable collaboration between groups of staff, community groups, businesses and public sector organisations to find new ways of achieving our goals. Over the next year we will be working to strengthen collaborative leadership; improve the data and insight available to understand the borough, its challenges and opportunities; and building new and lasting partnerships.

How we will measure our impact

2.1 We have set out a suite of measures to accompany the borough plan outcomes which will enable us to measure and report on our impact. These measures represent those KPIs which:

- a) are indicators that enable an understanding of progress against our outcomes;
- b) are readily available (in terms of collection, measurement and reporting) either at a national or local level;
- c) are most closely aligned with the outcomes in the borough plan.

2.2 However, we do recognise that these measures are a starting point and rely heavily on what is already available. We will therefore be reviewing all the borough plan measures over the next six months to ensure that they enable us to effectively measure our impact. As part of this we will consider a wider set of indicators, including:

- a) measures owned by our Partners (e.g. the NHS, police, etc.);
- b) measures which draw on resident and community experience (collected via customer surveys, engagement with relevant forums and groups);
- c) measures which are being delivered through council programmes and projects that have a direct impact on our outcomes (e.g. Lambeth Together, reducing Serious Youth Violence);
- d) new measures, which may better reflect an outcome but for which we don't yet have the data. This is especially needed for a subset of the outcomes where we don't yet have appropriate measures to put in place:
 - We will work with our partners, contractors and local employers to ensure they pay the London Living Wage and offer jobs with fair terms and conditions. We will work with key employers and sectors to support initiatives that create conditions for employees to continually develop skills and progress into better jobs.
 - We will ensure that residents have access to well-designed and truly affordable housing.
 - We will encourage sustainable development and grow Lambeth's presence as a location for creative and digital industries, health and life sciences, business and financial services, and tourism.
 - We will support individuals and families earlier to help them recover and build their resilience.
 - We will maintain and invest in the assets our communities need to be more resilient.
 - We will improve the mental health of Lambeth residents and council staff, focusing on those at greatest risk.
 - We will manage Lambeth's neighbourhoods and town centres so that they feel safe and welcoming.
 - We will maintain attractive neighbourhoods with high quality leisure and cultural facilities that support and encourage healthier lifestyles.

2.3 This programme of work will require us to engage with internal and external stakeholders, as well as establish robust and repeatable methods of collection, measurement, and reporting.

2.4 We will also be developing a borough plan outcomes dashboard to present data in a way which shifts focus towards discussing progress, action, and context, rather than a focus on 'RAG' rating.

3. FINANCE

- 3.1 There are no direct revenue or capital implications arising from this report. Any business actions or improvement activities to deliver the Borough Plan will be delivered within the Council's existing budgets.

4. LEGAL AND DEMOCRACY

- 4.1 Section 149 of the Equality Act 2010 requires the Council in the exercise of its functions to have due regard to the need to:
- (a) eliminate discrimination, harassment, victimisation and other form of conduct prohibited under the act; and,
 - (b) to advance equality of opportunity and to foster good relations between persons who share a relevant protected characteristic (age, disability, gender re-assignment, pregnancy and maternity, race, religion and belief, sex, and sexual orientation) and persons who do not share it.
- 4.2 Having regard to the need to advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share it involves having due regard, in particular, to the need to:
- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of the persons who share that characteristic that are different from the needs of persons who do not share it; and,
 - (c) encourage persons of the relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 4.3 Compliance with the above public sector equality duties may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under the Act.
- 4.4. The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken – that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.
- 4.5 Section 17 of the Crime and Disorder Act 1998 places a duty on the council to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent:
- (a) crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment); and
 - (b) the misuse of drugs, alcohol and other substances in its area; and
 - (c) re-offending in its area
- 4.6 This proposed key decision was entered in the Forward Plan on 10 June 2019 and the necessary 28 clear days' notice has been given. If this decision is agreed by Cabinet then a period of five clear days - the call-in period – must elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

5. CONSULTATION AND CO-PRODUCTION

- 5.1 The starting point for the Borough Plan was to review and analyse the evidence the Council and partners had gathered over the last few years on resident and business priorities, including via the residents' survey. This is described in the plan document, and reflected in the agreed strategic priorities and outcomes.
- 5.2 Many of the issues that are addressed in the Plan – growth, inequality, what people want from their neighbourhoods – were the subject of consultation and engagement. Therefore, rather than

consulting again on these matters, we have drawn on the feedback that people have already provided.

- 5.3 This is a document developed by the partnership of public, private and third sector organisations in the borough. These partners, in turn, have sought to bring the insights of their members, stakeholders or clients to the discussion. At the Lambeth First annual partnership conference in 2018, we reflected on our progress on the borough plan, and gathered feedback on where partners felt we needed to focus our efforts next.
- 5.4 As we have updated the Borough Plan, we have reflected on the consultation and engagement that took place in the development of the original plan, and evidence that has been gathered since, for example through the work of the Equality Commission. In some areas, for example in our work to reduce Serious Youth Violence and our partnership with the NHS through Lambeth Together, we have ongoing engagement and consultation activities which have fed into this document. We have also engaged with a number of partnership and stakeholder groups to refine the priorities and areas of focus.
- 5.5 Over the next few months, we want to engage and consult more widely with partners, stakeholders and residents to help develop the delivery plan. We will undertake a residents' survey to develop our understanding of what matters most to residents and collect baseline data against which to measure our progress. We will continue to engage partners in developing the strategy and delivery plans to achieve our outcomes.

6. RISK MANAGEMENT

- 6.1 The risks associated with the Borough Plan will be identified and managed through the corporate risk register. Individual risks will be monitored through the management structures of the council and the partnership.

7. EQUALITIES IMPACT ASSESSMENT

- 7.1 The Lambeth Equality Commission, which reported in July 2017, was grounded in a detailed analysis of inequality in the borough and made a set of detailed recommendations about what the council should do to address these. These continue to provide the focus of the council's approach to tackling inequality.
- 7.2 In addition, the council's new administration has set reducing inequality as one of the four principles that should underpin all of our decision making, policy implementation, prioritisation of expenditure, and service delivery. Critically, reducing inequality was a central consideration in decisions about budget allocations as part of the medium term financial strategy (MTFS).
- 7.3 The inequalities identified by the Equality Commission work continue to be relevant. However, we are mindful that our approach also needs to take into account the impact on our residents of national, London and more local trends and decisions, including the evolving impacts of ongoing austerity policies, welfare reform and economic change. It also needs to reflect the wider changes we are making as an organisation, particularly as part of our large scale service transformation programmes, which bring with them both opportunities to advance equality and impacts which need to be monitored.

7.4 Across the new outcomes framework there is a clear focus on reducing inequality, promoting equality of opportunity and good community relations. This has been embedded within the goals, their definitions, the actions we'll take to achieve them, and how we measure our impact.

7.5 For clarity, we have summarised these into five equality objectives:

- **The best start in life:** Giving children and young people the best start in life by addressing inequalities through early support and outstanding education for all; and, for those who need it, through early help to prevent crisis and foster resilience, or more substantial support.
- **A stake in sustainable growth:** ensuring that our residents have the skills, capabilities and experiences necessary to take advantage of the opportunities that London has to offer and continue to learn throughout their lives.
- **Good Health:** recognising that good mental and physical health is a valuable asset, prioritising the reduction of health inequalities, both by addressing the social determinants of health, and by working to address inequalities in access to, and experience of, our health and social care services.
- **Sustainability:** recognising that whilst climate change affects all of us, it is the poorest and more vulnerable who will be most affected by its impact. We will prioritise action that will help to reduce the impact of climate change, and mitigate its potential role in widening inequality.
- **Workforce and culture:** our workforce is critical in delivering our vision. We will promote best practice in inclusion, fairness and all aspects of equality; and promote an open and fully inclusive culture that embraces, celebrates and values our workforce and community's diversity.

7.6 There are a range of things that we will do to ensure that we achieve these equality objectives. These include:

- **Working with our communities:** we will, through research, consultation and engagement, understand what matters to our local communities and how we can work with them to reduce inequalities and promote good relations between Lambeth's communities.
- **Working with the voluntary and community sector VCS:** we will foster and sustain an ongoing conversation with our local VCS to understand the issues affecting them and the resident groups that they work with, including via the refreshed Voluntary and Community Sector Partnership Group, and use this to inform our strategy and policy development, service design and decision making.
- **Working with our colleagues:** we will listen to our colleagues, including via the new staff forums, to understand their views on and experiences of equality issues, both as staff members and as officers delivering services, and will use this to inform our approach to reducing inequalities.
- **Equality monitoring:** Using the recently refreshed equality monitoring policy, we will improve and strengthen the collection and use of equality data, and ensure that it is used to help us make good decisions with a clear equalities focus and improve outcomes for groups with protected characteristics.
- **Assessment, monitoring and evaluation of equality impacts:** we will ensure that equalities impacts inform the development of our strategies, policies, programmes and services from early on and will continue to monitor and assess the impact these.
- **Continuous improvement:** we will look outwards to continuously improve our approach to reducing inequality, drawing on best practice from elsewhere, and feedback from our residents.

8. COMMUNITY SAFETY

None.

9. ORGANISATIONAL IMPLICATIONS

None.

Environmental

9.1 Environmental sustainability is an important theme throughout the Borough Plan. For the first time, we have recognised the climate change emergency, and set out a number of objectives in response to this. We expect this to be developed further in consultation with partners and stakeholders. We will monitor our sustainability objectives through the corporate performance framework.

Staffing and accommodation

9.2 None.

10. TIMETABLE FOR IMPLEMENTATION

10.1 This report contains our proposed Borough Plan goals. Over the next three months we will be developing and refining these with partners and stakeholders before publishing a final document at the Lambeth Borough Conference in October.

10.2 The implementation of the Borough Plan will be overseen by the Lambeth First Partnership, and progress will be shared with partner organisations and the public.

AUDIT TRAIL				
Consultation				
Name/Position	Lambeth directorate / department or partner	Date Sent	Date Received	Comments in paragraph:
Councillor Jack Hopkins	Leader of the Council	09.05.19	09.05.19	Throughout
All cabinet members		09.05.19	09.05.19	Throughout
Andrew Travers, Chief Executive		30.04.19	30.04.19	Throughout
Annie Hudson, Strategic Director	Children's Services	30.04.19	30.04.19	Throughout
Fiona Connolly, Strategic Director	Adults and Health	30.04.19	30.04.19	Throughout
Emma Peters, Strategic Director	Sustainable Growth and Opportunity	30.04.19	30.04.19	Throughout
Christina Thompson, Strategic Director	Finance and Investment	30.04.19	30.04.19	Throughout
Bayo Dosunmu, Strategic Director	Residents Services	30.04.19	30.04.19	Throughout
Nisar Visram, Finance	Finance and Investment	22.05.19	25.05.19	3
Gregory Carson, Legal Services	Democratic and Legal Services	22.05.09	25.05.19	4
Sam Bailey, Democratic Services	Legal and Governance	10.07.19	11.07.19	4.

REPORT HISTORY

Original discussion with Cabinet Member	16.05.19
Report deadline	10.07.19
Date final report sent	10.07.19
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	Yes
Date first appeared on forward plan	10.06.19
Key decision reasons	1. Will amend Community Plan Outcomes Framework or Budget and Policy Framework
Background information	Lambeth's Borough Plan Cabinet Report 2016
Appendices	Appendix A – <i>Borough Plan: Top 20 goals</i>