

# Lambeth: The Cooperative Council Corporate Plan 2012 – 2015

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## Our aspirations for Lambeth

Lambeth is one of the most diverse places in the UK and Europe. In a very real sense it is “the world in one borough”. It is important that every community feels at home here, secure both in their separate identity and also as part of Lambeth as a whole. Underpinning this is the belief that Lambeth Council must work, in a cooperative fashion, with all its communities to ensure their ambitions are met because no single model of service provision can possibly meet such a complex patchwork of needs.

Through this cooperative endeavour, working together with the borough's citizens, Lambeth seeks to realise its goals to create a fair and socially just borough which is:

- caring
- aspirational
- safe and secure

### *A caring borough*

Lambeth believes that the true measure of a community is the way it treats its most disadvantaged and vulnerable citizens (such as families on very low incomes, the elderly, those with disabilities or poor physical or mental health). Lambeth is clear that these groups cannot be left behind and must be given the chance to set and achieve their own aspirations, drawing on the resources London has to offer as a major world city. As a progressive borough, Lambeth believes that the most effective way to care for these citizens is to improve the outcomes achieved by our poorest and most vulnerable communities so they are closer to those achieved by the most affluent. At a time of shrinking resources, this will be achieved by moving away from universal services that are open to all towards targeted services that support those citizens in greatest need.

As a result of this targeted work aimed at preventing social disadvantage we want to see a reduction in income inequality between the poorest and most affluent in the borough, support for our most vulnerable families, and the provision of a range of preventative health and social care services to enable citizens to lead healthy and active lifestyles.

As well as improving the life chances of our citizens the council must also continue to be the champion for all people in Lambeth, including our employees – but in particular, seeking to ensure that our most vulnerable residents are protected from the effects of public sector cuts. We will achieve this by ensuring the voices of our residents and communities are heard by central government, working with other elected representatives to ensure Lambeth is not disadvantaged by national policy decisions, and through pro-active lobbying of central and regional government both directly and through organisations such as London Councils and the Local Government Association (LGA).

### *An aspirational borough*

We want people to feel proud to live in Lambeth. It is a diverse, aspirational borough and we are driven by the desire to see everyone take advantage of the opportunities that are available as a result of living in central London. Lambeth will ensure high quality education and support for every young person, from early years right through to further and higher education, to guarantee every young person is given the best start in life.

Caring for the vulnerable and narrowing income inequality underpin our desire for fairness, but Lambeth must also be a place where our citizens are supported to realise their ambitions. In particular, we want to ensure people are able to live in decent homes, can get a job with good prospects, have access to world-class education in good schools and colleges, and can enjoy a clean, green and sustainable environment. We also want to help our citizens prosper economically, and aim to promote enterprise and entrepreneurship within a strong and diverse local economy. We can help start-up businesses and social enterprises to take root and grow, we believe there is a particular opportunity for growth in the cultural, creative and green industries, and we believe we can stimulate entrepreneurship by including a wider range of organisations in delivering public services. All of this will generate more and better job opportunities for local people and attract investment into our borough.

### *A safe and secure borough*

Lambeth's communities must feel safe with falling rates of crime and anti-social behaviour and a visible police presence fighting crime within our neighbourhoods. We also want residents to feel secure in their homes, families and jobs, and secure financially. With such a diverse population, community cohesion is important, with communities confident both in themselves and integrated as part of the wider borough. People from different backgrounds, class and communities must feel at ease mixing with one another and working together to improve their local neighbourhood. Local culture, arts and sports opportunities should provide yet further opportunities to bring Lambeth's communities together.

The increasing pace of change, movement towards Big Society, the advent of Localism Act combined with cuts to public funding signalled the need to develop new ways delivering services. The Cooperative Council is about changing the relationship between citizens of Lambeth and the council and turning the way the council provides services on its head to find better ways to meet the needs of local citizens which are inclusive and empowering with an emphasis on sharing power and are outlined in [Sharing Power: A new settlement between citizens and the state](#). In advocating this fundamental change to public service delivery Lambeth has rejected the suggestion that the state should simply withdraw from delivering public services. We want to change the role of the state not roll back the state. Our proposals are about guaranteeing the long-term survival of more responsive public services over alternatives such as privatisation, while at the same time building stronger communities in charge of their own destinies. At its core the Cooperative Council is about making real the time-honoured democratic ambition of handing 'power to the people'.

**Cllr. Steve Reed**

Leader of the Council

## Becoming a Cooperative Council

We intend to realise the ambitions set out by our Cabinet through becoming a Cooperative Council, guided by the principles and recommendations set out by the [Cooperative Council Citizens' Commission](#) in "Sharing Power: A new settlement between citizens and the state".

The Cooperative Council draws inspiration from the values of fairness, accountability and responsibility that have driven public service in this country for centuries. It is about putting the resources of the state at the disposal of citizens so that they can take control of both services and the places in which they live. It is about finding new ways in which citizens can participate in the decisions that affect their lives.

The practical application of the cooperative principles to council services will result in different outcomes, but certain themes will be shared by all:

- Co-production – valuing the contribution of service users and service professionals as equals in the design and delivery of public services. Through this partnership the services that are produced are more likely to meet the needs of citizens enabling citizens and professionals to learn, share and reflect the innovation and expertise that each can offer. There are already examples of co-production in council services such as the development of facilities and support for the Portuguese community in the north of the borough, and West Norwood Feast where local residents and businesses are working together to run market events in the town centre to bring more people and trade to the area.
- The principles of cooperatives and mutualism – emphasising the values of equitable relationships and shared power; providing the opportunity to introduce alternative ownership models for some council services where control is passed to community organisations and social enterprises. If organisations that are owned and run by the local community have ownership of the service, this will give them a much greater voice in the design and delivery of those services. In 2012 we plan to have developed new ownership models for 24 youth centres, adventure playgrounds and One O'Clock clubs through a community-led organisation, and transferred ownership of the Lambeth Resource Centre to a service user and staff led social enterprise.
- Community-led commissioning – our aim is for local communities to work together to assess the needs and assets in their neighbourhood, ensuring that localised commissioning plans are centred around local analysis, matching council resources with those from the local community. Pilot projects are beginning in four neighbourhoods working with four council services: in Stockwell, Herne Hill, South Bank and Loughborough Junction.

While our Cooperative Council ambitions are at the heart of our corporate plan we recognise that we are operating within a context of significantly reduced public sector funding. This means that we will have to work in partnership with our citizens and customers to make tough decisions about how best to prioritise our resources. The most effective way in which to achieve these aspirations is to focus our efforts and resources on services that are targeted at those who most need them, which stop or reduce the likelihood of long term negative outcomes. Currently Lambeth Council provides a wide range of these preventative services; however for the most part our resources continue to deal with the effects of negative outcomes rather than preventing them. This corporate plan continues the shift in our approach with targeted prevention becoming the dominant type of service.

The corporate plan sits at the heart of the council's activities, holding our work together. It is used to inform departmental action plans, service plans and individual objectives through the direction that it sets in the outcomes articulated as being our priority areas of focus. We should see a "golden thread" connecting the work that we all do back to these outcomes and overarching vision.

Delivering the cooperative council is a significant challenge in itself, but doing so at a time of reduced funding and the uncertainty that this brings makes our task even greater. But work is already underway and there are many examples of cooperative working across the organisation that we must learn from and build upon as we work towards becoming a cooperative council by 2014.

**Derrick Anderson**  
Chief Executive

## **Our priorities 2012 – 2015**

This plan sets out Cabinet’s aspirations for the next three years through the delivery of three key priorities (a caring borough, an aspirational borough and a safe and secure borough). It describes the outcomes we will deliver as an organisation to meet these aspirations and how we will transform our ways of working to improve services and meet the financial challenges facing local authorities by becoming a cooperative council and increasing our preventative and targeted services.

Part of our journey to becoming a cooperative council is to further acknowledge that council services are not the single or always the most important means of making a difference in our communities. At their best our services work with active and committed citizens, local neighbourhoods, citizen groups and associations, voluntary and community sector services, local businesses and other public services. Our outcomes framework describes what the council will contribute to the combined efforts of many people in Lambeth but we know that the more we work cooperatively with our communities the more we can all deliver for Lambeth. Working together we will be able to meet and exceed the aspirations set out by Cabinet, and the individual aspirations of our citizens and communities.

Our outcomes focus on where the council can make the biggest difference. This tight focus has been developed through a deep understanding of citizen priorities (see appendix one for more details on our resident priorities) and a clear political vision from our administration. It means as an organisation we are clear about what we are trying to achieve and how we intend to achieve it within a context of significantly reduced resources across the public sector. The diagram on the next page illustrates our approach. Each of our priorities and outcomes includes our equality objectives.<sup>1</sup>

Our transformation priorities, to become a cooperative council and deliver more preventative and targeted services, are central to the delivery of our outcomes and therefore all the services we provide and our transformation will be at the heart of all service delivery.

### **The role of our Corporate Plan**

The corporate plan provides the framework through which the council prioritises resources and the plan drives all the services we provide to Lambeth residents. The service plans and activities of council departments, teams and individual members of staff are directed by the corporate plan, with all our activities designed to deliver our outcomes and our transformation priorities, or help our staff and partners to do this through providing high quality cooperative support services.

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<sup>1</sup> The equality objectives set out here are those required by the Public Sector Equality Duty within the Equality Act (2010), following the incorporation of our Single Equalities Scheme into the Corporate Plan in 2011.

More preventative and targeted services

**A caring borough**

More vulnerable and disadvantaged residents are able to live independently and as they choose

Communities feel secure

**A safe and secure borough**

Crime reduces and residents feel safer in their communities

Communities work with the council and each other to improve their neighbourhoods and foster self-reliance

A high quality education for every child and young person in a safe and supportive environment

A sustainable environment that is clean and pleasant

More, better quality homes for Lambeth residents

A strong local economy in which entrepreneurs and businesses feel supported

**An aspirational borough**

Becoming a co-operative council

## Key performance indicators for 2012 – 2015

It is vital that we are clear about how we intend to track our performance and drive forward our ambitions. Set out below are high level performance measures against which we will be tracking our improvement each quarter and beneath these, sit our service performance measures which will track how we are delivering for our customers.

Each of our priorities and outcomes includes our equality objectives, following the incorporation of our Single Equalities Scheme into the Corporate Plan in 2011. Within each outcome there are areas of inequality that we have identified through analysis of need, demographic data or resident concerns. In doing this we are ensuring that our equalities work is not an add-on, but an integrated part of how we deliver services and meet the needs of our residents.

Outcome	High level measures	Equality priorities	Indicators
More vulnerable and disadvantaged residents are able to live independently and as they choose	<ul style="list-style-type: none"> <li>• There are positive impacts from services for elderly, disabled residents and their carers</li> <li>• Social and financial inclusion is increasing</li> <li>• Adult safeguarding is secured</li> <li>• Families are supported</li> </ul>	<i>To be developed with departmental leads and reported to SLB for delegated sign off after Cabinet approval of the Corporate Plan</i>	
Communities feel secure	<ul style="list-style-type: none"> <li>• Resident perceptions of the borough's cultural offer are improving</li> <li>• Residents feel different communities get on well together</li> <li>• Residents feel that diversity is valued</li> </ul>		
A strong local economy in which entrepreneurs and businesses feel supported	<ul style="list-style-type: none"> <li>• Local businesses feel supported</li> <li>• Local business perceptions of Lambeth and council services are improving</li> <li>• Employment increases relative to other similar London local authority areas</li> </ul>		
A high quality education for every child and young person in a safe and supportive environment	<ul style="list-style-type: none"> <li>• Educational attainment is increasing</li> <li>• Safeguarding and protecting children and young people</li> <li>• There are more opportunities for 16 – 19 year olds</li> <li>• Increase the number and quality of primary and secondary school places and community access to</li> </ul>		

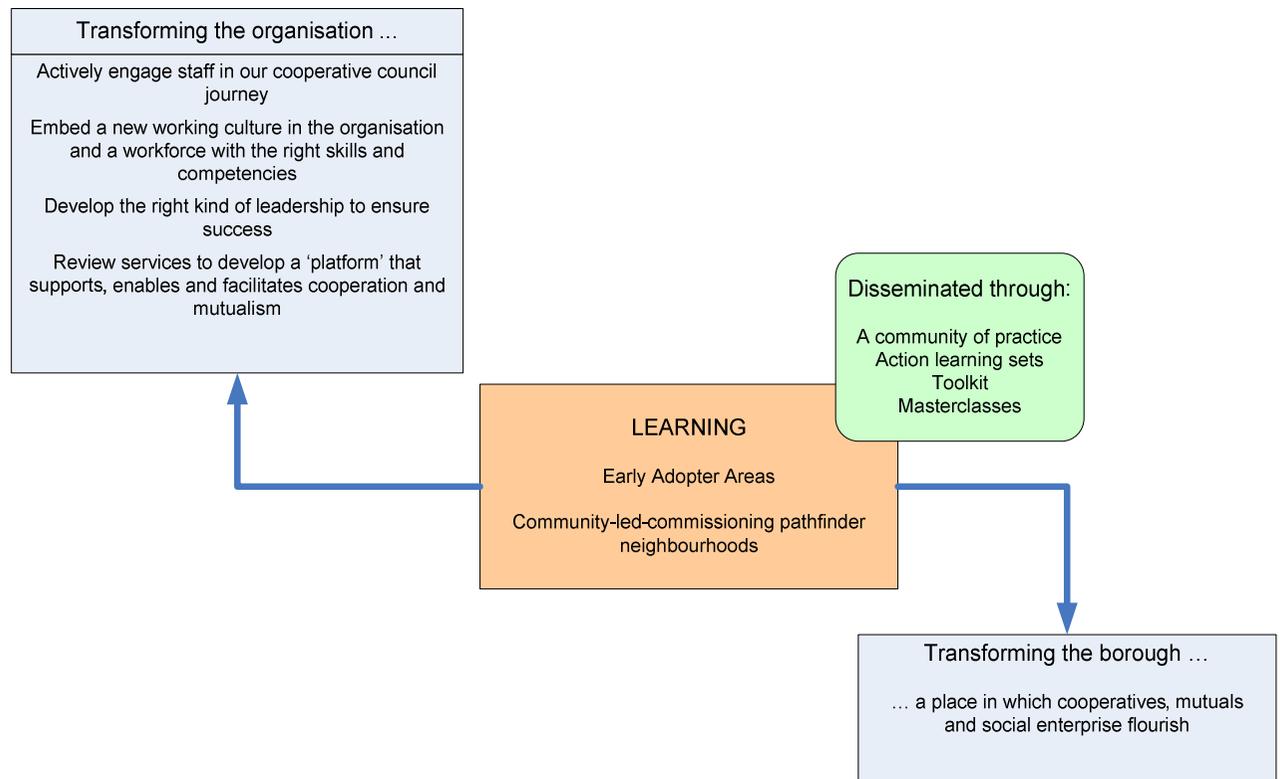
Outcome	High level measures	Equality priorities	Indicators
More, better quality homes for Lambeth residents	<p>our schools</p> <ul style="list-style-type: none"> <li>• Resident satisfaction with homes increases</li> <li>• Tenant and leaseholder satisfaction with their landlord increasing</li> <li>• Quality of housing increasing</li> <li>• Levels of homelessness are decreasing relative to other similar local authorities</li> </ul>		
Crime reduces and residents feel safer in their communities	<ul style="list-style-type: none"> <li>• Crime and anti-social behaviour (ASB) reduces relative to other similar boroughs</li> <li>• A reduction in the fear of crime and ASB relative to other similar boroughs</li> </ul>		
A sustainable environment that is clean and pleasant	<ul style="list-style-type: none"> <li>• Residents remain confident in the council's ability to maintain the public realm</li> <li>• Resident perceptions of Lambeth's parks and open spaces are improving</li> <li>• Sustainability in Lambeth is improving</li> </ul>		
Communities work with the council and each other to improve their neighbourhoods and foster self-reliance	<ul style="list-style-type: none"> <li>• Residents are more active within their communities</li> <li>• Residents feel more engaged with service delivery and decisions</li> </ul>		

## Our transformation journey

Each year, we identify the critical transformational activities upon which our energy and resources must be focused. A large organisation such as Lambeth Council is always changing and transforming its information and communications technology, organisational processes and services including the way citizens access them these transformations form part of our routine business and is managed through our day-to-day operation. We have developed a portfolio of activities to be delivered over 2012 –15 these have been Informed by information derived from our residents’ surveys and Annual Budget consultation and form part of this business improvement process. Many of these activities focus on how we can reduce our costs, while prioritising those services that residents have told us are most important to them.

What we set out to articulate in this Plan is the genuinely radical transformation activity over and above our usual business improvement portfolio, which will carry us, over the coming months, towards our cooperative ambitions. Much of this activity responds directly to the recommendations of the Cooperative Council Citizen’s Commission’s final report, published in January 2011.

Appendix two sets out some more detail about these activities. We will be reporting on our progress in each of these areas quarterly and publishing updates on the Lambeth website.



**Equalities** – At Lambeth we pay more than just lip service to equalities. It is part of everything we do. We recognise that given the diversity of our residents we have a duty to support the most vulnerable in our borough and so in addition to the protected characteristics enshrined in law we also consider socio-economic equality in all of our work. Our equalities processes are transparent and fit for purpose and are not just part of our strategic approaches (like service and financial planning, HR policies and performance management) but also drive the way we work together with our citizens. This means the council will constantly review the impact of its Equalities Impact Assessment (EIA) processes to ensure they make a real difference and community groups and partners are involved appropriately. We are committed to working together to understand the needs of all our residents, staff and stakeholders across all the equalities strands through co-produced needs assessments, inclusive consultation, ongoing staff, resident and customer surveys, mystery shopping, effective monitoring and analysis of complaints.

**Assets** – As at March 2011/12, the council's property asset portfolio was valued at £2.1 billion. The Council owns 760 non domestic properties with a revenue budget of £13.2 million. These assets are subject to rationalisation/regular reviews and we are seeking to obtain around £100 million over the next three years from the disposal of surplus properties to augment the Capital Programme. In addition, any efficiency savings made through this programme will also be reinvested into our revenue budgets to enable the continued delivery and improvement of frontline services. The Property Asset Management Plan sets out how the council's property asset portfolio and its management will change over time to ensure that corporate priorities are delivered the Plan for 2011-14 will be heard at informal cabinet and subject to approval, Cabinet on January 16<sup>th</sup> 2012.

**Natural Resources** – The Council will continue to demonstrate sustainable resource use, seeking to protect our environment and reduce CO<sub>2</sub> emissions produced through our own operations and within the wider community. Corporately, our work to improve environmental sustainability is underpinned by Lambeth's Carbon Management Plan (CMP) which aims to reduce carbon emissions by 20 per cent by 2016 from our corporate buildings and street lighting. The CMP will also help to avoid costs on energy bills and reduce the number of allowances purchased under the recently introduced Carbon Reduction Commitment (CRC) legislation which will see the Council paying annually for each tonne of CO<sub>2</sub> that it emits. In the community we are working to reduce Lambeth's environmental impacts through a variety of Co-operative initiatives, including the Green Community Champions Programme and the Brixton Low Carbon Zone.

## **Appendix one: Citizen Priorities**

Understanding the views of our residents is essential to enable us to provide services which best meet local needs. However, our aspirations for co-production of the council's services are much more ambitious than simply asking residents what they are most concerned about. Within the next three years we are clear that we want citizens to become meaningfully involved in community-led, rather than council-led, commissioning of services in all areas of our business. However, at this point, as we lay the foundation for greater level of community involvement, we will continue to draw upon traditional sources of citizen priorities, like our resident survey, our youth conference and budget consultation to help drive services and service improvements.

Crime remains among the top three issues for local people along with a lack of jobs and the level of council tax; however over the last year we have seen increasing concerns about rising prices, and the lack of jobs reflecting the broader economic context. Related to this, there has been a year on year increase in the number of people who say their personal financial situation has got worse (40% said things had got worse in July 2011 compared with 32% in July 2010) and only one in ten people saying their situations have improved.

In recent years we have worked extensively to ensure that as far as possible the budget proposals put forward align with our resident priorities. Lambeth residents clearly prioritise all social services, support services for disabled residents, weekly waste collection, youth and children's centres. Two in five (41%) of our residents say they have been affected by public sector cuts in the last six months to July 2011, and this rises significantly among some of our poorest residents, and those within some of the protected characteristics enshrined in law including black Caribbean and disabled residents. The services where changes are being most noticed include recycling, primary education, sports and leisure and housing benefits. Translating the implications of this - council and local public services are likely to see increased demands on support services relating not only to employment and enterprise, and social housing, but also around social care, family support and community safety as the impacts of these financial challenges are borne out which will make the outcomes relating to a caring and aspirational borough even more important.

## Appendix two: Key Cooperative Council Transformational Activities

Objective	Activities
Learn from real-time examples of cooperative working.	<ul style="list-style-type: none"> <li>• Support and coordinate the Early Adopters proposed in the Cooperative Council Citizens' Commission report<sup>2</sup>, building on work on Phase 1 to begin designing and implementing Phases 2 and 3.</li> <li>• Draw on the experience of developing alternative service delivery models in children and young people's services and adult social care to determine where and how other services currently delivered by the council could be delivered differently and progress these in consultation with service users wherever possible.</li> <li>• Work with citizens to design the most effective approach to co-commissioning public services in Lambeth.</li> <li>• Develop, through active learning, approaches to service design that are based on co-production.</li> </ul>
Actively engage our staff in the Cooperative Council journey.	<ul style="list-style-type: none"> <li>• Promote our vision for a 'new settlement between citizens and the state' and clarify its implications for our organisation.</li> <li>• Review and adapt our competency framework to emphasise cooperative council behaviours.</li> <li>• Ongoing engagement with staff to ensure the individual contributions that will be necessary for the organisation to make the journey are recognised and realised.</li> <li>• Implement a policy and framework for volunteering that gives staff an opportunity to work in the community and gain skills that support cooperative working.</li> </ul>
Embed cultural change within the organisation.	<ul style="list-style-type: none"> <li>• Develop and implement a 'flatter' structure that provides for more flexible, responsive services.</li> <li>• Co-produce and deliver a workforce action plan that ensures our staff have the right knowledge, competencies, attitude and support infrastructure to work cooperatively.</li> <li>• Work with external partners and citizens of the borough to develop more innovative practice and our longer-term capacity for innovation.</li> <li>• Increase the capacity of the organisation to take measured risks and approach services in new, innovative ways.</li> <li>• Revisit our organisational values to ensure they support achievement of our ambitions.</li> </ul>

<sup>2</sup> <http://www.lambeth.gov.uk/Services/CouncilDemocracy/MakingADifference/TheCooperativeCouncil/>

Objective	Activities
Develop the right kind of leadership to ensure success.	<ul style="list-style-type: none"> <li>• Refresh and re-launch our leadership styles so that our leaders model - in their everyday practice - cooperative council behaviours and competencies.</li> <li>• Support, facilitate and encourage the development of employee-led mutuals.</li> </ul>
Review services to develop a 'platform' that supports, enables and facilitates cooperation and mutualism in the borough.	<ul style="list-style-type: none"> <li>• Review our commissioning infrastructure so that it is fit for purpose, drawing on learning through the community-led commissioning exercise and existing good practice.</li> <li>• Simplify our procurement processes.</li> <li>• Review our constitution to ensure it enables our ambition.</li> <li>• Plan and design an organisational structure that reflects and supports the supportive relationships we will want to develop and maintain with a wider and more diverse range of locally-based service providers and community groups.</li> <li>• Develop a more mature approach to performance management and improvement - that supports and encourages innovation whilst protecting the quality of our services.</li> <li>• Work with private sector delivery partners to secure, through the council's purchasing power, specialist support for community groups looking to play a greater role in service delivery.</li> </ul>
Work with the borough to create a place where social enterprise, cooperatives and mutuals flourish.	<ul style="list-style-type: none"> <li>• Work with partners to ensure borough-provision of business support and advice responds to borough-need.</li> <li>• Develop a '<b>community of practice</b>' building on but also extending beyond the early adopter areas to include other examples of cooperative practice and areas in order to facilitate and encourage knowledge sharing.</li> <li>• Continue to develop our '<b>living</b>' toolkit to support cooperative working across the borough.</li> <li>• Develop the foundations for a menu of financial and non-financial incentives for increased participation, by working with the borough's time banks and developing a borough-wide complementary currency.</li> <li>• Work with community 'champions' within our communities to ensure they are supported to take local initiatives and projects forward and support others to participate more in local civic life.</li> </ul>

### **Appendix three: Lambeth Council's Revenue and Capital Budgets for 2012/15**

The council sets its revenue and capital budgets over a three year planning horizon, updating them through a rigorous planning and review cycle each year. Our joint service and financial planning process ensures that resources are allocated to council priorities and that we can deliver our services within known financial constraints.

The budget for 2012 – 15 will be agreed by Council on 29<sup>th</sup> February 2012 and a summary will be added to the Corporate Plan following the approval of the budget.