Equality Insight Report
Enabling Equality through Cooperative Commissioning

Date to Panel 8 November 2012
Title Enabling equality through cooperative commissioning: Equality Insight Report
Purpose of report

This report sets out the work done so far to ensure equalities are fully considered in the development of Lambeth’s Cooperative Council and describes the process for ensuring equalities considerations are embedded into the move to cooperative commissioning through organisational reshaping.

For discussion ✓
For decision ✓
For action
For consultation

Recommendations

- Agree the key equality issues have been identified (in section 7)
- Agree the mitigating actions identified (in section 7) are appropriate.

Authors
Liz Gardiner and Rebecca Eligon

Sign off process
Overview and Scrutiny Committee 7 November
Corporate EIA panel 8 November
Cabinet 12 November
Full council 21 November
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<td>Derrick Anderson</td>
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<td>12.10.2012</td>
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1. Introduction

Our approach to equality considerations and impact assessment has been integrated throughout the development of the Cooperative Council from white paper to delivery. To reflect the uniqueness of the process three key elements have been delivered which specifically relate to equality. This report is the third:

I. **Initial screening of the white paper for relevance to equality.** This was presented to the Corporate EIA panel 27 September 2010 and the Equalities Board 26 October 2010.

II. **Equality insight report on the Cooperative Commission report.** This builds on the initial screening of the White Paper and feedback from the process of engagement and involvement that took place during from June – October 2010. The equality insight was presented to the Corporate EIA Panel on 8 December 2010.

III. **Equality insight report on enabling equality through cooperative commissioning.** This report considers the proposal to move to cooperative commissioning and has been developed over summer 2012. This report is being presented alongside the Cabinet report to Overview and Scrutiny Committee, Cabinet, Full Council and the Corporate EIA panel in November.

Scope

This report includes the following:

- Our journey so far
- What is cooperative commissioning?
- Why equalities matters in Lambeth
- Enabling equality through cooperative principles
- Cooperative commissioning for equality
- Conclusions and next steps

In developing the cooperative commissioning policy there are specific duties placed on us in our role as a community leader, service provider and commissioner, partner, place shaper and employer. We, like other public bodies, have legal equality obligations (in how we operate and in the services we provide or commission) – this is known as the Public Sector Equality Duty. Voluntary, community and private sector organisations are also subject to this duty when carrying out public functions on our behalf. They become, for the duration of the contract, a public authority with their own liability, but only for those activities, not the rest of their work. This means that it is our responsibility to ensure that providers we work with comply with the duty. The Public Sector Equality Duty means we must have due regard to the general duties to:

- Promote equality of opportunity;
- Eliminate discrimination; and
- Promote good community relations.

This means we must integrate and embed equalities into our service design and delivery to ensure that all our services, functions and partnerships reflect the needs, strengths and aspirations of our diverse communities and our staff.

Our commitment to equality goes beyond the statutory duties and extends to socio-economic factors, such as poverty, health impacts and to the protection of human rights. It is an essential part of who we are and what we do.

This equality insight report identifies opportunities to ensure that our commitments are fully considered as we reshape our organisation and move to cooperative commissioning.
2. Our journey so far

In May 2010 we published the White Paper entitled “The Cooperative Council: A new settlement between citizens and public services, a new approach to public service delivery”. The White Paper set out ideas for a new settlement between citizens and the state which, if implemented could:

- Deliver better and more responsive public services for our citizens
- Continue delivering services in a period of unprecedented cuts in public sector funding

The Cooperative Council White Paper set out ideas which were based on enhancing cooperation between the state and citizen and greater use of cooperative service delivery. All these proposals were underpinned by co-operative values and the wider cooperative movement.

Alongside the Cooperative Council White Paper we established a Cooperative Council Citizens’ Commission in May 2010 to review the proposals in the White Paper and develop a final report for Lambeth Council’s Cabinet. The Commission was chaired by the Leader of the Council and consisted of eleven commissioners in total – four of whom were residents of Lambeth. The aim of the Commission was to take the Cooperative Council White Paper and develop the initial ideas into a more detailed approach to transforming public services within Lambeth.

The Commission met from July to November 2010 gathering evidence from a range of stakeholders (citizens, academics, think tanks, public sector organisations, third sector organisations, community representatives, private sector organisations and council managers). Alongside the Commission we ran one of the largest consultation and engagement exercises we have ever undertaken.

The final Cooperative Commission report was published in January 2011 and set out five principles which should guide our approach; 15 early adopters (or projects which put ideas of cooperation and partnership into practice) and made 37 specific recommendations for us to consider.

The five principles are:

1. The Council is the democratic leader
2. Public services should be coproduced
3. Citizens should be incentivised to take part
4. The approach should enable employment
5. Public services should be accessible

Since the publication of the Commission report many of the 37 recommendations have been implemented and thinking around the five broad principles has been progressed. We have learnt a huge amount from areas that are already working cooperatively and through the early adopters. As a result, in many places, we are now an organisation that is fit for purpose.

However, we recognise that this iterative approach to transformation will not achieve the administration’s aim of becoming a Cooperative Council by 2014. Indeed, while we may be fit for purpose now, our fixed organisational structures mean, we will not necessarily be fit for purpose for tomorrow. We need to build on current progress and increase the pace and scale of change and we need to build flexibility into the core of new structures.

In a recent speech to Lambeth managers, Matthew Taylor, Chief Executive of the RSA, described the purpose of the Cooperative Council as follows: to enable people to be the people they need to be to create the future they say they want. He pointed to three criteria that are necessary for this to succeed:

- Leaders ready to give up power
- A community able to run with it
- An organisation that ‘gets it’

We need to support the borough to deliver all three of these and our solution is to move to cooperative commissioning.
3. What is Cooperative commissioning?

Cooperative commissioning is a significant change from the way in which we operate currently but it builds on the progress we have made in recent years. Rather than a revolution, it represents a further development in our journey of improvement. This section describes our approach to Cooperative Commissioning. For more information about what ‘traditional commissioning’ is, and why we are pursuing a commissioning approach please refer to the cabinet report which is circulated alongside this report.

A number of fundamentals remain the same in cooperative commissioning. The democratic infrastructure remains central to our approach; councillors, Cabinet and scrutiny all remain as essential components in the system. This will provide assurance and accountability in tried and tested ways. We believe that by reinforcing the role of elected members through cooperative commissioning, councillors will be better able to fulfil their democratic role.

There are, however, a number of key differences between cooperative commissioning and traditional commissioning. Namely:

- Making the citizen central to everything
- An explicit, focus on outcomes throughout
- Recognising citizens for what they can bring, not just what they need
- An enhanced role for ward councillors as community-facilitators
- Designating cabinet as commissioners
- Making coproduction with citizens the default way of working for all council staff
- Opening up our data and information and making our decision making as transparent as possible
- Developing greater levels of agility and flexibility as an organisation
- Market building and shaping as key roles for the council
- Encouraging innovation by becoming risk-aware rather than risk-averse
Cooperative commissioning starts with us working with citizens to understand what they want to happen, and then mapping all the resources that exist to help bring it about. There is likely to always be more demands than there are resources available. The administration of the council, through the Cabinet, therefore has a role in determining the relative priorities – which outcome is most significant - and how the resources are allocated between different outcomes.

Led by Cabinet, once the outcomes have been identified, we will work with citizens (including businesses and partners) through a cooperative commissioning process that will include:

- Review of existing activities to see how they deliver the outcomes
- Market assessment to see what activities can be best provided by whom
- Formal options appraisal to assess how the outcome can be delivered and where appropriate market development
- Procurement
- Ongoing review possibly leading to de-commissioning or re-commissioning
- A review of how a particular outcome is being delivered (and, indeed, whether that outcome is still fully appropriate) will be fed directly into the information and analysis which supports the determination of outcomes at the start of the new cooperative commissioning cycle.
4. Why equalities matters in Lambeth

Becoming a Cooperative Council and adopting cooperative commissioning presents different challenges and opportunities than if this approach was being pursued somewhere else. Some would view the fact that we are one of the most diverse and changing boroughs in one of the most diverse and changing cities in the world as a barrier to our cooperative transformation. There is evidence that suggests that it is more difficult to establish trust and citizen involvement in heterogeneous communities. Other research highlights that high levels of population churn can make establishing trust and instilling a sense of ownership in the local area harder to secure. However, we see real strength in the diverse and changing nature of our population and feel that it is because of the different skills, strengths, ambitions and needs within our borough that cooperative commissioning can work here, in a way that would not be possible in some other places. Indeed, we consistently find in our research with residents, businesses and students that diversity is one of the top things that people value about living, working and studying here.

That said, we understand for cooperative commissioning to work in a place like Lambeth, we need to employ a huge variety of approaches and incentives to enable all our citizens to get involved. And that for those citizens who do not get involved we still have a responsibility to ensure that the outcomes we focus on matter to them.

In the rest of this section we outline some of the key features of our borough which will need to be considered as we move forward with our transformation.

Our borough

Densely populated: Lambeth has the largest geographic area of any inner London borough, and 303,000 people live here (Census 2011). Largely residential, it is one of the most densely populated places in the country, with over 100 people living in each hectare of land, more than twice the London population density.

High churn: We have a high turnover of population - about 10% of the population leave each year and are replaced by around 10% new arrivals; but this high churn level masks the fact that in the main many of our residents have lived in the borough for a long time – the April 2012 residents survey indicates that 66% of the population has been resident for over five years, and 52% over ten years.

Mix of household types: A quarter of people live as adult couples with no children (26.2%), next most common are families comprised of two adults and dependent children (22.2%), followed by single adults living alone (19.7%). It is interesting to note that 17.5% of Lambeth’s households are those with three or more adults and no children – this probably reflects the high proportion of young housesharers in private accommodation in the borough (2012 residents’ survey).

Very ethnically diverse: Our borough has a complex social and ethnic mix, with large African and Portuguese populations, and has been an important focus for the Caribbean population since the SS Empire Windrush arrived in 1948. As well as short term international visitors, there are also many young, qualified migrants who live here, working for a short time in London before returning home (this group are often in the UK on two year working holiday visas). For example, one in seven of all National Insurance numbers allocated to non-UK residents in Lambeth between 2002 and 2010 was to someone from Australia, New Zealand or South Africa, and a further one in eight was from Poland.

Large LGB population: Recent health estimates suggest that Lambeth has one of the largest populations of men who have sex with men (MSM) in the UK. MSM accounts for up to 15% of the male population,

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1 Citizenship Survey www.communities.gov.uk/communities/research/citizenshipsurvey
nearly three times the London average of 5.3%\(^2\). Around 4% of people identify as being lesbian, gay or bisexual on our residents’ survey and we have a number of thriving LGB venues in and around Vauxhall.

**Deprived:** The borough is the 14th most deprived district in England; but, similar to other inner London boroughs, Lambeth has a mixed profile, with areas of affluence and deprivation often side by side.

**Lots of young working-age people:** Similar to other inner London boroughs, Lambeth has a young age profile. But it is worth noting that this is because there are many working age people, rather than large numbers of children and teenagers (0-19 year olds represent 22.4% of the population and 52% of residents are aged 20-44 years).

**A significant aging population:** Lambeth’s older population (aged 60+) is projected to grow by 44% in the next 20 years (2012-31), compared to a 17% growth across the whole population\(^3\). However, there are substantial differences between ethnic groups. For example, whilst the 60+ population is projected to grow by 44% overall, the black Caribbean 60+ population is projected to grow by 60%, from around 5,100 to 8,300 residents. This is compared to no change in the black Caribbean population overall. Similarly, the black African population is projected to grow by 16% overall, but the 60+ population is projected to increase by 164% (albeit from a smaller base line – from 2,300 to 6,000).

**Average proportions around disability and faith:** There are approximately 29,200 people of working age who are disabled. Of these, around 17,000 have a moderate or severe disability in Lambeth. This represents 14.9% of the working age population, in line with the London average (15.3%).

Over half of the population of Lambeth are Christian (56%) which is close to the London population (58%), 5% are Muslim (compared to 13% in London), 2% Buddhist, and 1% Hindu. Around 4% of the population is from other religions, whilst 30% say they follow no religion at all which is much higher then the 19% recorded across London.

**Our council**

We have a range of procedures to ensure equality is considered in all that we do. Equality objectives are mainstreamed within our corporate plan, equality impact assessments are conducted when services, policies or functions are changing and cumulative assessments are completed on budget changes and staff reductions.

Equality objectives are not only a legal requirement; but, also ensure (at a strategic level) that we drive forward equality progress. In this new model of working we will continue to work towards shared equality objectives. However, as we move to cooperative commissioning the outputs that contribute to our objectives may be delivered by a wide range of organisations and providers, with far greater diversity than is currently the case; and this presents a real opportunity to promote equality.

It is important to note that, even though we may be working with a range of providers, we will still retain our statutory responsibilities for delivery. Similarly, any organisations with whom we contract will need to adhere to the same requirements as us in respect of the Equality Act (2010). **This means we need to support organisations around equality, to help them develop their own equality processes and enable them to put appropriate equality structures and governance in place. It is also likely that we will need to undertake some sort of quality assurance role to assure ourselves and our citizens that the equalities agenda is being meaningfully progressed by all our partners.**

We have also recently implemented a new equalities monitoring policy to ensure we better understand our citizens. This will need to be revisited to ensure it is fit for purpose in cooperative commissioning.

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\(^2\) Men who have sex with men: estimating the size of at-risk populations in London primary care trusts, Health Protection Agency (HPA), 2010.

\(^3\) GLA 2009 Round Ethnic Group Population Projection
5. Enabling equality through Cooperative Principles

This section considers the five principles in the Cooperative Commission report and the equalities risks and opportunities associated with them.

1. The council is the democratic leader

This principle is about our unique position as Lambeth’s democratically elected political leader. Local councillors will need to play a proactive role in their wards as community leaders and facilitators. The council as a whole, through cabinet, will need to set the agenda for the borough over the medium and long term. But we recognise that we are not the only local leader. Throughout the borough, a wide range of community groups form a vibrant and strong civil society. Many of these groups provide vital services and tackle day-to-day challenges faced by our citizens, whereas other groups provide citizens with a voice to express their point of view.

We need to help these groups grow and flourish in our local communities and should therefore provide practical support by making facilities and resources available, to them where possible. We recognise that cooperative working and citizen participation may be seen by some as a threat to the primacy of the council’s democratic mandate. However, we think that by pursuing cooperative approaches that this will actually strengthen the council’s role as the borough’s democratic leader.

Equalities risks and opportunities:

• Local councillors need to be supported to engage with all groups and types of citizens, not just those most likely to vote, or to proactively make their voices heard. There also needs to be specific effort to engage with new communities given the relatively high level of population churn in the borough.
• We need to enable people living, working, studying and visiting the borough to connect with one another through community groups (defined by geography or interest group) and other methods to grow social capital.
• Under-represented groups (including new residents, people for whom English is a second language, young people, and black residents) need to be encouraged to join the electoral register and vote
• Under-represented groups need to be encouraged to become councillors to ensure representation at democratic level.

2. Public services are coproduced

The council and its staff are a vital source of expertise and experience when it comes to public service provision. But we do not have all the answers, nor are we always the best organisation to provide a service. This principle recognises that as far as possible public services should be coproduced; with council staff, members and citizens working together, as equal partners, to identify local challenges and the best ways in which these could be addressed. Through this partnership, we can jointly determine what should be provided and the type of organisations that are best placed to deliver activities.

Underpinning this approach will be a clear commissioning process in which a wide variety of stakeholders can take part. Throughout this process, we will ensure that whoever delivers activities against our priority outcomes, continues to do so in an equitable way.

As we move to coproduction we need to minimise opportunity for sectional capture. We know that people in Lambeth who are already involved are more likely to be 45-54 years old, employed part time or live in Norwood. People who are already involved take part in local decision making groups, tenants committees and volunteering. We also know that around 9% or 27,000 residents say they want active involvement in public services. This group is more likely to speak English as a second language, have lived in the borough 5-10 years or be unemployed. This demographic picture is different to that painted nationally where it is more middle class residents who say they want to get involved. We need to ensure that we develop a range of opportunities to capture this potential interest. We must ensure that
an over-active minority of people do not dominate the discussion, and we must enable the most vulnerable and excluded groups have an equal voice by providing a range of different opportunities for involvement and a range of incentives. Similarly, where a small group of residents or service users are effectively being used as a proxy for a much wider community we will need to consider whether it is appropriate for these citizens to be self selecting.

Equalities risks and opportunities

- We need to coproduce a wide and inclusive range of opportunities for involvement and a flexible menu of incentives which encourages wide and representative participation. We think if we can get this right that many of the other equality issues highlighted in this report will be resolved.
- We need to continue to support the council and the organisations it works with to have appropriate equality assurances and commitments. In practice this will likely translate to equality processes including equality monitoring policies, equality impact assessments and governance structures for owning these processes.
- We also need to consider how coproduction can be used not just to improve services, but to build stronger relationships within and between communities. For example, should it only be young people who are involved in coproducing services which will improve their employability? Or should older people, parents, working age adults also be involved?

3. Citizens incentivised to take part

Greater citizen involvement in the design and delivery of public services is essential if we are really to improve outcomes. This relationship of cooperation must be underpinned by reciprocity.

The success of the Cooperative Council approach to delivering public services is predicated, to a large extent, on citizens playing an active role in their communities. But there is much evidence to suggest that all parties involved in a cooperative relationship must get something in return for their involvement, what we are referring to as reciprocity.

Our residents’ survey indicates there is significant capacity and interest among our citizens to get involved in public services (see above). However, resident views are no guarantee of citizen involvement and IIPS research shows that while people appear to embrace the idea of community involvement, their behaviour does not always match their intention. In practice, citizens face a series of barriers to getting involved which include lack of time, fear of over-committing, fear of being taken advantage of, red-tape and bureaucracy, a lack of confidence, perceived exclusivity and not knowing where to find information.

We believe that in order for citizens to overcome these barriers, a system of incentives and rewards must be introduced to encourage participation. At the same time we need to be mindful of the significant evidence which shows that intrinsic motivations are often more important than rewards in encouraging socially positive behaviours. Indeed, for some people offering tangible rewards and incentives will de-value their contributions and may in some cases act as a de-motivator.

Whilst we remain realistic that it is highly unlikely we will get a majority of residents involved in delivering outcomes, we remain convinced that with the right incentives significantly more people will overcome their own barriers to getting involved.

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In terms of what would motivate people to get involved, our research\textsuperscript{7} finds there is a wide variation in what would incentivise different groups.

- **‘Supporting community’** - favoured by more middle class residents: 55-64 years, self employed, white British, Owner occupiers, AB social class, Streatham;
- **‘Reductions in council tax’** and **‘Making new friends’** - favoured by young, new workers;
- **‘Charity donation’** - favoured by young migrants;
- **‘Discounted/free leisure’** - favoured by young residents;
- **‘Rent reductions’** - favoured by poorer residents; and
- **‘Reward points’** - favoured by young working women.

This suggests that it will not be enough to have a fixed list of incentives, nor that it would be appropriate for us to determine which incentives will be most appropriate for different groups of citizens. We will need to coproduce a flexible menu which really encourages participation and involvement of all.

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<td>- Alongside our move to Cooperative Commissioning we need to coproduce a flexible menu of incentives that will meet the needs and wants of different groups in the community</td>
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4. **Cooperative commissioning which enables employment**

The public sector has a duty to provide vulnerable residents and those facing long term unemployment with opportunities to gain skills, undertake training and be supported back into employment. This principle means that if unemployed citizens get involved, we should provide opportunities to help them develop their skills in a way that expands their employment opportunities.

We need to promote participation opportunities that might help with employment clearly and across communities, so that all have the chance to improve employability. For others, we recognise that getting involved, in and of itself, will develop skills, build confidence and connect people to others who may be able to help them get into work.

We know that groups with particular protected equality characteristics are more likely to be unemployed, (including young people, older working age people, black residents and disabled residents). It is therefore important that the activity which is commissioned to support this principle, for example apprenticeship support, considers the needs and strengths of the specific equality groups more likely to be unemployed. The incentive programme could also encourage participation which can enable employment. There are also opportunities to promote employment in through the cooperative commissioning cycle. For example, we can encourage commissioners to build in specific requirements around local employment, training and development into tender specifications.

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<th>Equalities risks and opportunities:</th>
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<td>- Ensure that all our activity, whether internally or externally delivered, provides opportunities to help local people gain skills and get into employment. These opportunities will need to be appropriately coproduced with the particular equality groups that are more likely to be unemployed.</td>
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5. **Accessible public services**

This principle is about making our services easy to access in as many ways as possible and from as many locations as possible. And it is about being transparent and open in all that we do. We are moving to cooperative commissioning and enabling citizens to have a real role in all our decision making; and we believe that this will further act to increase transparency and create a shared understanding.

\textsuperscript{7} Lambeth residents’ survey (2011)
Existing customer centres across the public sector must become joint public sector customer service centres and this work is being taken forward through the coproduction of Cooperative Community Hubs. We have committed to opening up all our data, evidence and policies to increase transparency. In addition, we will work cooperatively with new and existing local third sector organisations within the borough so that they can act as access points for our services.

There are a number of workstreams we are taking forward to make what we do more accessible. These include the coproduction of our new website, and enabling more people to complete transactions online where appropriate (through the Customer Access programme). It will be important to embed equality considerations in these workstreams. For example, encouraging residents and businesses to make payments online or to complete benefits applications online cannot come without appropriate targeted support to enable some of our most vulnerable to make this transition. We believe that it is important for us to take a role in proactively promoting digital literacy. We also think it is important to ensure that non-digital opportunities to get involved, or use services, are connected to digital opportunities so people can improve their digital literacy.

Similarly, we need to ensure that as part of our commitment to be an organisation which is ‘open by default’, (which means we will publish all our data and information unless there is a specific legal reason not to do so), that the information we publish is accessible to all. This might mean that in addition to publishing information in accessible formats that we may also need to offer support, or signpost to appropriate data tools which will enable non-specialists to use the data effectively.

The key equalities risks and opportunities:

- Ensure equality impact assessments are undertaken and appropriate equality mitigation developed in relation to cooperative community hubs, the customer access programme and our approach to open data.
- Undertake a programme of work to improve digital literacy, access and tools.
6. Cooperative commissioning for equality

In this section we consider the cooperative commissioning cycle and the key equality opportunities and risks at each stage.

The commissioning cycle will need to take equality considerations into account at all stages to truly ensure we are not side-stepping equality responsibilities and that we are maximising outcomes for all sections of our diverse borough. At the heart of the commissioning cycle is the citizen and every person can identify with a combination of the equality characteristics. We all have an age, disability status, gender, our own beliefs and sexual orientation. It is not about putting people in boxes but ensuring we have enabled our citizens to describe how their demographics affect the assets, skills and strengths they bring, but also their needs and requirements.

The above diagram suggests where equalities will fit with each stage of the commissioning cycle.
Understanding assets and needs, outcomes determined

We will need to take a flexible and inclusive approach (using a range of different methodologies) to understand the needs, assets and experiences of our citizens throughout the commissioning process. **Unless this process is truly inclusive we will be unable to agree evidence-based outcomes which really meet the needs, and build on the strengths and aspirations of our different communities.** This is the core equality issue which needs to be addressed as we move to cooperative commissioning.

We will take a collaborative and coproducive approach to assets and needs assessment drawing on traditional approaches (like the statutorily required Joint Strategic Needs Assessment and public meetings in council buildings) as well as more innovative approaches to involvement like using social media, social network mapping, active listening, peer research and ethnography. At this stage we will also need to draw in provider views, evaluations of what works, partner experiences and insight and analysis of existing provision.

The consultation on the Cooperative Council white paper found that citizens are particularly concerned that those who ‘shout loudest’ will get more of a say in describing needs and assets and determining outcomes. Therefore, it is not just the involvement methods that will need to be diverse and inclusive, but also the range of incentives which are developed (see section 5 for more information about the role of incentives in promoting equality).

We also need to take responsibility for evaluating our approach to involvement to ensure that we really are successfully engaging all stakeholders, and that all voices are represented.

On a practical level it will be important to also ensure that the needs and assets assessment leads to us setting organisation-wide equality objectives (as required in law).

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<td>• Coproduce a wide and inclusive range of opportunities for involvement</td>
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<td>• Coproduce a flexible menu of incentives</td>
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<td>• Evaluate our approach to involvement and incentives to ensure it is inclusive and does not prevent any particular group or groups from participating fully and meaningfully</td>
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<td>• Ensure outcome determination includes setting of equality objectives</td>
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Outcomes prioritised and resources allocated

We will need to undertake equality analysis to understand the different consequences of how we choose to allocate our resources. This equality analysis will need to consider whether the proposed approach to allocating resources is justified and to set out equalities mitigation where appropriate.

For example, if one or two outcomes are prioritised above all others, there may be positive disproportionate impacts for some groups, but negative impacts for others. If we chose to prioritise an outcome such as ‘people are enabled to live independently and as they choose’ over all other outcomes; it is likely that older and disabled residents would benefit more. However, in making this decision other outcomes would be relatively deprioritised. Given constrained resources it will be important to manage risk proactively and positively as we prioritise outcomes.

We will need to set out for cabinet (in their role as commissioners) why a proposed approach to outcome prioritisation and resource allocation is justified, in particular setting out the impacts on groups with particular protected characteristics and the mitigations which will be put in place to promote equality of opportunity, eliminate discrimination and promote good community relations. Using this

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8 For more information about some of the different involvement techniques which may be appropriate in Cooperative Commissioning please refer to the report ‘Cooperative Council Engagement’ which was discussed at Overview and Scrutiny Committee
information cabinet will need to satisfy themselves that the approach they are taking to resource allocation serves the wider public interest. We recognise in some cases this might mean that cabinet prioritises an outcome which particularly benefits one group (e.g. the unemployed). The point is that cabinet should undertake this prioritisation deliberately, knowingly, and transparently armed with information which clearly sets out the potential equality impacts.

We will need to prioritise our equality objectives and allocate resources to them in the same way as the other outcomes. Indeed, in line with our mainstreaming approach, we anticipate that our equality objectives will surface through the setting and prioritisation of organisation-wide outcomes rather than being developed through specific equalities process.

Proposed action:

• We will need to undertake equality analysis which considers different options for outcome prioritisation and resource allocation and their potential impacts on different groups. This equality analysis will need to be a key consideration in Cabinet’s formal decisions.
• Resources need to be allocated to equality objectives.

Marketplace understanding and options appraisal

‘Understanding the market’ identifies what activities should be provided in order to deliver the outcomes determined by Cabinet, drawing on evidence and intelligence about what will work, and using information about the strengths and assets in the community. As the service specification is being developed, the commissioners will undertake an initial assessment of the market to see if there are organisations capable of delivering the sorts of activities likely to be required. The new approach requires that we do not solely rely on evidence we have gathered ourselves but that we work together with a range of stakeholders, and this includes citizens (as well as members, and private sector and not for profit sector providers), to gather and synthesise this evidence.

If a market does not exist, then we may need to proactively develop it. Involving citizens at this stage opens up the opportunity to draw on community assets as it will allow communities to identify organisations, resources or capacity that already exist and that have the potential for providing services. Indeed, by looking to our communities we may identify and support organisations that are particularly good at delivering additional social value.

It will be important in fulfilling our role around market development that we give due consideration to supporting a diverse range of potential partners. We recognise that different sorts of organisations will have different strengths and support needs and we will need to ensure that we are sufficiently flexible to respond to these.

As we support new and developing organisations we will need to ensure that there are processes in place so that the marketplace understands and delivers on the council’s equalities responsibilities.

One of the strengths of our focus on outcomes is that it should lead to public service innovation. By being specific about the outcomes we want to achieve, but not being overly prescriptive about the activity or outputs, we believe we will end up with a diverse set of suppliers and activity, some of which will focus very particularly on specific equality groups. This presents a great opportunity to promote equality of opportunity and to provide activity tailored to specific groups.

Proposed actions:

• We need to consider whether marketplace stimulation is required in relation to specialist organisations which can work with citizens with particular equality characteristics.
We must work to ensure the potential suppliers understand and deliver on the council’s equalities responsibilities.

We need to provide flexible support that meets the needs of a diverse range of partners and potential providers.

We need to ensure our approach to marketplace assessment and development incorporates social value.

**Acquisition of services and activities**

In moving to cooperative commissioning we may acquire services and activities from a wide variety of potential partners and suppliers including in-house provision, social enterprises, community interest companies, cooperatives, private organisations, employee mutuals and the voluntary and community sector.

We will use tender specifications to ensure organisations know the equality objectives we are working towards and the equality processes and standards we require of them to ensure we comply with the Equality Act (2010). However, we will not be prescriptive in our approach. It will be up to commissioned organisations to tell us how they will meet and exceed these objectives and standards.

We already have a procurement process that encourages equality considerations to be taken into account and we will need to build on this. Equality analysis from previous commissioning cycle stages will be key at this stage to ensure that the right people at the right time to avoid service failure and promote efficiency. The activity specification will also need to set out responsibilities and expectations around equalities monitoring and customer satisfaction; and this will apply to activities which are acquired externally through a formal procurement process as well as those delivered in-house.

Involving citizens in the acquisition stage also presents a real chance to promote equality of opportunity and ensure activity meets the needs and aspirations of citizens. It is anticipated that in some cases citizens, in particular service users, will be involved in co-writing tender specifications, sitting on tender panels, or getting involved in choosing suppliers in some other way (like voting or participatory budgeting). It will be important that we ensure the interests of all equality groups are represented in procurement and not just those groups most interested or able to get involved. To do this properly we will need to support citizens to participate; if we do not there is a real risk that their involvement will end up being tokenistic.

**Proposed action:**

- Amend tender specification templates and processes to ensure tendering organisations (and internal suppliers) understand their responsibilities around delivering our organisational equality objectives as well as their responsibilities as they relate to the Equality Act (2010), equality monitoring, customer satisfaction and quality assurance.
- Ensure citizen involvement in the acquisition phase is inclusive; this may require tailored support to be put in place.

**Activity and service delivery**

Providing previous stages of the commissioning cycle have considered equality implications and the involvement of citizens has taken place, commissioned services should meet the needs of all equality groups. Citizen involvement at this stage is either as receivers or deliverers of services.

By understanding the needs and aspirations of citizens in previous stages, and building these requirements into our contracts with external suppliers and service level agreements with internal
suppliers we will have laid the foundations for activity and services which really deliver on outcomes. Therefore, no specific equality actions are proposed at this point. However, we recognise that we operate in an imperfect world and it is possible that some activity and services may not promote equality, eliminate discrimination and promote good community relations. If activity and service delivery is not working, and specific issues relating to equality arise these should be able to be resolved through the monitor and review stage of the commissioning cycle. Indeed, a key part of activity and service delivery should be around data and intelligence collection which will inform the monitoring and review stage.

**Monitoring and review**

This stage of the commissioning cycle offers a real opportunity to engage a wide range of citizens and service users. Their feedback on how a service is being delivered is essential if services are to be more responsive. If services are to be truly responsive then the process of performance monitoring and review needs to be ongoing, and not ad hoc.

The methods for involving citizens at this stage will be similar to those used at the needs and asset analysis stage. Traditional methods of monitoring performance, such as satisfaction surveys, mystery shopping, and qualitative research exercises, will be useful. But it will be important to use community researchers and also mechanisms to listen into existing conversations within communities. Using these methods to reach beyond the active and interested and using a variety of incentives will be key in enabling us to use a much broader set of evidence to determine whether outcomes are being delivered.

Technology also provides an opportunity for services to generate new forms of feedback. Citizens are increasingly used to providing feedback online, often using rating systems, at websites such as Trip Advisor, Amazon, or ebay. Such a rating system for public services could be used to generate real-time performance management data and to develop an ongoing conversation with citizens. Obviously any work in this area will need to link with our work to improve digital literacy (outlined in the previous section).

But the role of the citizen should go beyond providing feedback. Involving citizens in data analysis and working alongside officers as contract managers will allow a better assessment of whether services are delivering expected outcomes. We would expect to involve citizens not just in service-specific monitoring (and whether the service is meeting tender or service level agreement requirements) but in broader evaluation about whether the activity we commission is making the best use of our financial resources and really delivering outcomes. This sort of involvement is likely to lead to re-commissioning high performing services and activity, and decommissioning areas that are underperforming, or in areas where an outcome has been achieved and the service or activity is no longer needed.

There are also real opportunities to engage with new groups of citizens as we move to being ‘open by default’ (which means we will publish all our data and information unless there is a specific legal reason not to do so).
Citizens who may not want to commit to being involved in service design or delivery can still provide feedback on their experience and perceptions of the quality of services, particularly on services that matter to them.

**Proposed actions:**
- Ensure that citizens (and specifically people involved in using and delivering the commissioned activity) are involved in monitoring and review of services and activity (drawing on a flexible menu of incentives and involvement methods).
- Ensure citizens are involved in commissioning and decommissioning decisions
- Ensure we adhere to open data principles and that information is published in an accessible way
- Programme of work to improve digital literacy, access and tools
7. Conclusions and next steps

We have diverse and culturally rich communities with many traditions that we want to promote and protect. Cooperative commissioning provides real opportunities to step up our work to address inequalities and social exclusion. In this section we summarise the key equality issues which have been identified in sections 5 and 6 and set out the actions which will be considered in the organisation-wide reshaping and transformation.

<table>
<thead>
<tr>
<th>Equality issues</th>
<th>Suggested action</th>
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| Sectional capture                                          |  - Develop a flexible menu of incentives.  
- Develop a range of involvement techniques.  
- Encourage under represented groups to join electoral register and vote.  
- Encourage residents from under represented groups to stand for election as councillors.  
- Ensure citizen involvement in the acquisition phase and monitoring/review (including commissioning/decommissioning) is diverse and inclusive. This may require tailored support to be put into place.  
- Evaluate our approach to involvement and incentives.                                                                                                                                                                                                                          |
| Resource allocation which benefits some groups more than others |  - Workstream in Cooperative Council portfolio which focuses on resource allocation.  
- EIAs to be undertaken as part of the process on organisation-wide outcome prioritisation and resource allocation. This is to be a key consideration for Cabinet decision making.                                                                                                                                                         |
| Compliance with requirements of Equality Act (2010)       |  - Ensure organisation-wide outcome setting includes setting and publication of equality objectives; and appropriate allocation of resource to ensure we can deliver on our equality objectives.                                                                                                                                                                           |
| Supporting a diverse market place                          |  - Provide flexible support to a diverse range of potential suppliers which meets their needs, and builds on their strengths, recognising social value.  
- Stimulate the market, where appropriate, to grow activity which meets particular the needs, and builds on strengths, of particular equality groups.                                                                                                                                                      |
<p>| Embedding equality processes                               |  - The council and the organisations it works with to have appropriate equality processes including equality monitoring policies, equality impact assessments and governance structures for owning these processes. New approaches to equality governance will be delivered through the governance workstream in Cooperative Council |</p>
<table>
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<tr>
<th>Portfolio. Amend tender specification templates and processes to ensure tendering organisations (and internal suppliers) understand their responsibilities around delivering our organisational equality objectives as well as their responsibilities as they relate to the Equality Act (2010), equality monitoring, customer satisfaction and quality assurance.</th>
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<tr>
<td>Citizens, councillors and staff feel confident in working together, understanding and respecting differences. Equalities and coproduction training delivered through organisational development programme, this needs to include specific activity on working with communities that are new to the borough.</td>
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<td>Employment. Ensure that all our activity, whether internally or externally delivered, provides opportunities to help local people gain skills and get into employment. These opportunities will need to be appropriately coproduced with the particular equality groups that are more likely to be unemployed.</td>
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<tr>
<td>Council’s role in growing social capital. Enable people living, working, studying and visiting the borough to connect with one another through community groups (defined by geography or interest group) and other methods to grow social capital. Consider how coproduction can be used not just to improve services, but to build stronger relationships within and between communities.</td>
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<tr>
<td>Accessibility. Ensure equality impact assessments are undertaken and appropriate equality mitigation developed in relation to Cooperative community hubs, the Customer Access programme and our approach to open data. Ensure we adhere to open data principles and that information is published in an accessible way. We may also need to offer support, or signpost to appropriate data tools which will enable non-specialists to use the data effectively. Undertake a programme of work to improve digital literacy, access and tools.</td>
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