

## Appendix 2: Deficit Reduction Proposals

### Cabinet

8 December 2014

### Financial Planning Report – Revenue & Capital Budget 2015/16 – 2017/18

#### 1. INTRODUCTION

- 1.1. Lambeth Council serves one of the largest populations of any London borough, delivering hundreds of services to 310,000 residents living in 140,000 homes. But with our core funding from the Coalition Government slashed by 50%, Lambeth, like many other local authorities in deprived areas, faces a stark challenge. Over the next three years we have to cut a further £90million from the services that our residents value and depend on. At the same time, by 2018, we anticipate demand for these services to be higher and more complex than ever before.
- 1.2. However we are determined to focus on what we are able to achieve with the resources we have. We will spend the 50% remaining in our budget well and we will not be solely driven by the 50% reduction we need to make. Our vision of ambition and fairness for all places early intervention and resilience at its heart. But we know that this takes time and the Council is required to deliver a balanced budget in the short-term alongside delivering its medium-term financial strategy and political vision.
- 1.3. To achieve these drastic savings, while doing what we can to protect the most vulnerable in our borough, we have developed the proposals outlined below and summarised on table 1 on page 4.

#### 2. DEFICIT REDUCTION PROPOSAL SUMMARY

- 2.1. This section provides a concise explanation of each saving or income generating proposal. Each item is covered in more detail in Appendix 2.2 and, where relevant, includes an initial assessment of the likely Equalities Impact.

#### NEIGHBOURHOODS, ENVIRONMENT AND SUSTAINABILITY

##### 2.2. Waste Strategy:

- As part of our waste and cleansing contract with Veolia, we currently pay an annual sum to cover depreciation in the value of vehicles, buildings and equipment. By paying this charge through capital funding, rather than using revenue (as we currently do), we can save the service nearly **£1m per year**.
- Save **£600k per year** by charging an annual hire charge for recycling bins for blocks of flats, which are currently 100% subsidised by the council. We will still subsidise the cost by 25% to keep the incentive for recycling and any charge will not affect those in social housing, where reduction in costs elsewhere means this cost can be met without an increase in rents.
- Make an extra **£30k per year** by promoting our already successful pest-control, animal welfare and environmental health service to increase its work and issue fixed penalty notices to tackle graffiti, fly-tipping and public health issues.

##### 2.3. Street Lighting:

- Save **£600k per year** by switching to less energy intensive and easily maintained LED street lights. We will also adopt a central control system to allow lights to be dimmed or turned off for better efficiency during appropriate times (e.g. in the early hours) and in less dependent areas like quiet residential streets rather than street junctions and town centres.

#### 2.4. Parking:

- All separate contracts relating to parking (e.g. issuing permits, penalty charge notices, maintenance of machines, online and phone payment services) will expire in July 2015 and will be re-procured under one single contact. We aim to get a 7% discount by using one large contract, which should save **£500k per year**.

#### 2.5. Community Safeguarding:

- Save **£952k over the next three years** by bringing all crime and anti-social behaviour issues under one 'Community Safeguarding' service which will be organised through geographical neighbourhood teams, working closely with residents to make reporting easier and prevention work more effective.
- The only borough-wide functions will be either grant funded or paid for through specific programmes such as Violence Against Women and Girls programme.
- Income will be raised through the sale of CCTV provision to registered social landlords and other housing providers and increases in certain licensing fees for businesses.

### HOUSING, JOBS AND INVESTMENT

#### 2.6. Business Growth and Regeneration:

- This is an area of council work that's funded through the planning system and significant savings have already been agreed, with a total of **£820k over the next three years**. There will be no significant changes to the service and no direct impact on residents although staffing will be reduced to four senior posts by 2018.

#### 2.7. Private Sector Housing:

- Lambeth council is required by law to provide an environment health service to investigate, licence and enforce housing rules in the private sector. We are not allowed to make a profit from this work but we can change the way we charge for services. To save **£125k over three years**, we will move from a fixed fee for landlords to hourly charges, be tougher with enforcements and encourage landlords to use the Home Improvement Agency service which charges a fee of 15%.

#### 2.8. Financial Resilience:

- By transferring the financial responsibility for our Social Welfare Advice service to the Housing Revenue Account (HRA) and better utilising grant funding to pay for Housing Benefit administration, we can save **£360k over three years**.

### COMMUNITY WELLBEING

#### 2.9. Children's Services

- We can save **£11.5m over the next three years**. The resources we have will be used to support children, young people and their families and prevent problems escalating. Over the long term, we believe this approach will save money; fewer children will end up in care and families will be less dependent on care services.
- We will stop funding some satellite children's centres and convert others so they offer a wider range of facilities such as early learning for two year olds. We'll make it easier for families to get care and support through a 'one stop' point and the family support services will work geographically in the south east, south west and north of the borough in a more joined-up way.
- The current substance misuse service will be managed by a partner organisation and support for teenage parents that's currently run by the council will be taken on by the network of Family Nurse Practitioners, funded by the LEAP Big Lottery award.

- We will recruit more foster carers so we can reduce the number of children placed outside Lambeth.

## 2.10. Adult Services

- We can save more than **£25m over the next three years**.
- We will develop a fully integrated and preventative health and social care service, delivered between Lambeth and neighbouring Southwark through the Southwark and Lambeth Integrated Care programme (SLIC), with health money invested to reduce pressures in the long-term.
- People will have an individual allocated budget for care including mental health, adult learning disabilities and social care services. By removing the Council-managed, centralised services, there will be a lot more choice to create more personalised care provision.
- Allowing people to manage their care directly and receive services in their own home is a more preventative - rather than reactive - approach to care and will reduce demand for residential and nursing care in the long-term.
- Rather than centralised services imposed on people with health and social care needs, we aim to introduce much more choice for people to access services themselves including day care opportunities and cooked meals, through a 24-hour care line and the introduction in Lambeth of the 'Care Place' online service.
- The much more streamlined service will also make considerable savings in staff resources.

**Table 1 – Existing and new savings 2015/16 – 2017/18**

AREA	PROPOSAL	Page 2014/15 Ref BUDGET	2015/16			2016/17			2017/18			TOTAL SAVINGS	
			EXISTING	NEW	TOTAL	EXISTING	NEW	TOTAL	EXISTING	NEW	TOTAL		
NES	Agreed July Proposals		6,100		6,100	6,000		6,000				12,100	
Waste Strategy	Capitalisation of revenue funded assets			920	920							920	
	Reduced subsidy of bulk recycling containers	5		600	600							600	
	Increased income for Pest Control			30	30							30	
Street Lighting	Capital investment in LED & control management	11					600	600				600	
Parking	Re-procurement of parking contracts	15					500	500				500	
Community Safeguarding	Increased income for CCTV service	17		125	125					127	127	252	
<b>NEIGHBOURHOODS, ENVIRONMENT &amp; SUSTAINABILITY</b>		<b>44,967</b>	<b>6,100</b>	<b>1,675</b>	<b>7,775</b>	<b>6,000</b>	<b>1,100</b>	<b>7,100</b>	<b>0</b>	<b>127</b>	<b>127</b>	<b>15,002</b>	
HJI	Agreed July Proposals		800		800	900		900				1,700	
Business, Growth & Regeneration	Savings to Business, Growth & Regeneration	22		100	100					85	85	185	
Private Sector Housing	Fees, Charges and Traded Services in Private Sector Housing	25		25	25					100	100	125	
Financial Resilience	Social Welfare Advice HRA recharge			240	240							240	
	Housing Benefit admin costs grant funded	28					120	120				120	
<b>HOUSING, JOBS &amp; INVESTMENT</b>		<b>12,660</b>	<b>800</b>	<b>365</b>	<b>1,165</b>	<b>900</b>	<b>120</b>	<b>1,020</b>	<b>0</b>	<b>185</b>	<b>185</b>	<b>2,370</b>	
CW	Agreed July Proposals		300		300							300	
	Full Redesign of Childrens Social Staff		1,000		1,000	1,000		1,000				2,000	
	Reducing and redesigning external placements includes CWD		2,636		2,636	576		576				3,212	
	Family Support: Redesign		987		987	961		961				1,948	
	Children's Services	Childrens centres	30	300		300	300		300				600
		Early Years Quality Improvements		314		314	315		315				629
		Other Commissioned Services		170		170							170
	Adult Services	Universal Services		214		214	329		329	1,000		1,000	1,543
		Education (incl. Traded Services)		150		150	385		385				535
		Health and Social Care Whole System Integration		800		800							800
Personalisation			1,960		1,960							1,960	
Adult Social Care Efficiencies		37	1,020		1,020							1,020	
Adult Services	New model of integrated health and social care						20,000	20,000				20,000	
	Redirected health funding			4,930	4,930		-3,414	-3,414				1,516	
<b>COMMUNITY WELLBEING</b>		<b>164,213</b>	<b>9,851</b>	<b>4,930</b>	<b>14,781</b>	<b>3,866</b>	<b>16,586</b>	<b>20,452</b>	<b>1,000</b>	<b>-</b>	<b>1,000</b>	<b>36,233</b>	
<b>TOTAL</b>		<b>221,840</b>	<b>16,751</b>	<b>6,970</b>	<b>23,721</b>	<b>10,766</b>	<b>17,806</b>	<b>28,572</b>	<b>1,000</b>	<b>312</b>	<b>1,312</b>	<b>53,605</b>	

Existing (July) Enabling Savings - Smart Support 6,000

**TOTAL SAVINGS 59,605**

Existing Savings 34,517

New Savings 25,088

**TOTAL SAVINGS 59,605**

# Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Neighbourhood, Environment and Sustainability
2. **Proposal title:** Waste Strategy efficiencies
3. **Outcome:** People lead environmentally sustainable lives
4. **Budget and savings:** (finance will validate figures):

<b>Activity: Waste Management Services</b>				
<b>Existing 2014/15 Budget (£'000): 31,912</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Existing Agreed Savings	4,200	3,100	0	<b>7300</b>
<b>Proposed New Savings</b>				
• Capitalisation of revenue funded assets	920	0	0	<b>920</b>
• Recovery of costs associated with the provision of recycling containers	600	0	0	<b>600</b>
• Increase income of pest control services	30	0	0	<b>30</b>
<b>Total Savings</b>	<b>5,750</b>	<b>3,100</b>	<b>0</b>	<b>8,850</b>

5. **Investment required to deliver savings:**

- **Capital investment: None**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving? NA</b>				

- **Cooperative investment fund:**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving? NA</b>				

6. **Current activity:**

These proposals for Waste services are made within the context of a strong strategic approach and cooperative working across the local authority with, residents, businesses, providers and citizens that visit the borough. Our behaviour change approach to waste aims to stop problems occurring and where they do to support and empower citizens to prevent them occurring in the future. This enables us to achieve better outcomes and invest scarce resources more effectively.

## 7. The proposals:

There are three individual proposals within our approach to waste: a) using capital funds to pay for waste vehicles and other assets, b) introducing rental charges for recycling containers in multi-occupancy homes and c) increasing income generated by our pest control services. Each proposal is described in turn below.

### 7a. Capitalisation of revenue funded assets

It is proposed that the Council alter its internal and contractual arrangements so that capital funding is used to meet the elements of the annual core contract payment associated with qualifying capital assets.

The proposal, if accepted, will reduce the burden on the revenue fund by utilising capital from within the system.

The forecast reduction in revenue liability is £920,000 per annum, however if successfully applied to the Veolia waste contract the model could be rolled out across other Council contracts.

This proposal could be implemented for year 2014/15 if capital funding is available.

- **Influence/Buy/Make:** This proposal is relevant to our principle around 'buying' which is that the council will make investments in a way that leverages in more or different resources/investment than we put in. Capitalising the spend will reduce pressure on the revenue budget.
- **Stoppages and reductions:** No stoppages or reductions in activity will result from this proposal
- **Prevention:** This proposal is not relevant to the council's vision around prevention and early intervention.
- **Resilience:** This proposal is not relevant to the council's vision around resilience.

**Not relevant to equality:** This proposal is not relevant to equality as the service will not change in any way, nor will there be any impacts on staff. This proposal is entirely about changing the way in which current activities are funded.

### 7b. Recovery of costs associated with the provision of recycling containers

To introduce on April 1 2015 an annual hire charge for recycling containers that serve multi-occupancy properties. The rate of charge being 75% of the rate that is applicable to residual bins. The proposal will provide the authority with £600k additional income. The proposal will retain an incentive for residents and estate managers to improve recycling. By not charging 100%, we are effectively offering a 25% subsidy as an incentive to encourage ongoing recycling. Although the charge will be included within residents' rents, efficiencies in other areas mean that the charge would not result in an overall increase in terms of what residents could expect to pay.

We have also considered implementing the charge at 50% hire of the current residual rate. This would bring the Council a saving of £400k. If this option was pursued we would be offering a 50% subsidy as an incentive for managing agents and residents, by not charging for the full cost of hiring, maintaining and cleaning the recycling bins.

We have also considered implementing a charge at 100% of the current residual rate. This would generate £800K income that would be used as savings. However this option would remove all of the financial incentives that currently exist.

The Council has high ambition for sustainability and has therefore agreed to continue to offer a subsidy and charge 75% of the costs for the recycling containers.

- **Influence/Buy/Make:** This proposal is not relevant to the council's principles around influencing, buying and making.
- **Stoppages and reductions:** No stoppages or reductions in activity will result from this proposal.
- **Prevention:** This proposal is not relevant to the council's vision around prevention and early intervention, but it does sit within our overarching waste strategy which is preventative and focused on behaviour change where demand for all waste services should decline over time as citizens take more responsibility for waste reduction.
- **Resilience:** This proposal is not relevant to the council's vision around resilience.

**This element of the proposal (7b) is relevant to equality and equality analysis has been undertaken**

- **Anticipated impact (considering protected characteristics and local characteristics)**

Around 50,000 households will be affected by this proposed change. However, as set out above we anticipate for those in the social sector that the costs of the charge will be absorbed into existing rents due to other efficiencies being made.

It is important to note, however, that not all of the 50,000 affected homes are in the social sector. For those in the private sector it is likely that the landlord will pass this cost on to tenants. This will have a disproportionate socio-economic impact on those who are on lower incomes who live in the private rented sector in multi-occupancy settings. Those in the least expensive quartile of the private rented sector are more likely than average to be new to the borough (less than 2 years), younger, in employment (on below average income), white and are less likely to be disabled<sup>1</sup>.

- **Justification**

Although this proposal will likely have a negative disproportionate impact on a particular group of residents it is felt to be justified as it will enable the council to set a balanced budget. By implementing this saving we will be protecting spend in other areas which are felt to be more important to equality considerations (for example social services, and services to protect and support vulnerable residents).

- **Mitigations**

The following mitigations have been put in place:

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<sup>1</sup> Experian Mosaic analysis 2010, Private rented sector in South East London and Lambeth Nov 2014, Residents survey 2013

- That residents on the lowest incomes who are living in council housing will be protected being passed on this new charge as it is anticipated that the increase cost will be absorbed by efficiencies elsewhere

There are no mitigations to support those on low incomes in the private rental sector. But having brought in rental charges for multi-occupancy waste bins in 2011 we have not been made aware of specific issues relating to rental charges for this group of citizens.

**Statutory consultation:** None required

**Legal:**

Under section 45 (1)(a) of the Environmental Protection Act 1990 (EPA) a Waste Collection Authority (in this case the London Borough of Lambeth) has a duty to collect household waste.

Section 46 (1) of the EPA provides that: “Where a waste collection authority has a duty by virtue of section 45(1)(a)... to arrange for the collection of household waste from any premises, the authority may, by notice served on him, require the occupier to place the waste for collection in receptacles of a kind and number specified.

Section 46 (3) of the EPA provides that: “In making requirements under subsection (1) above the authority may, as respects the provision of the receptacles—

- (a) determine that they be provided by the authority free of charge;
- (b) propose that they be provided, if the occupier agrees, by the authority on payment by him of such a single payment or such periodical payments as he agrees with the authority;
- (c) require the occupier to provide them if he does not enter into an agreement under paragraph (b) above within a specified period; or
- (d) require the occupier to provide them.”

In the case of bulk bins, the Council opted for option B (periodical payment), which was approved following an ODDR and introduced in April 2010.

By agreement at Cabinet on the 22 November 2010 a policy the Authority again decided to opt for option B (single payment) to charge households for replacement wheelie bins and black sacks. This measure brought kerbside residents in line with those residents serviced by bulk bins whose management companies already pay a hire charge for their waste receptacles.

**7c. Increase income of pest control services**

Performance data shows that the authority provides excellent pest control services. However, services are not advertised in any meaningful way. The proposal is:

- To increase income in these areas by communicating our services through a communications/ marketing strategy.
- To begin an enforcement programme to reduce graffiti and public health problems arising from private land and structures, improving local environmental quality and
- Raising additional income through Fixed Penalty Notices.

It is estimated these activities will increase income by six per cent in the first year, although more market testing is required to establish an accurate forecast.



A full options appraisal to identify alternative models of delivery has not been carried out at this stage. The proposal is to build up the business ahead of an options appraisal to better inform the opportunities.

- **Influence/Buy/Make:** This proposal is relevant to the council's principle around only 'making' when all other avenues have been explored. The grimebusters and pest control service sits alongside and compliments the overarching waste strategy which has a focus on behaviour change and prevention.
- **Stoppages and reductions:** No stoppages or reductions in activity will result from this proposal
- **Prevention:** This proposal is not relevant to the council's vision around prevention and early intervention, but it does sit within our overarching waste strategy which is preventative and focused on behaviour change where demand for all waste services, including grimebusters and pest control should decline over time as citizens take more responsibility.
- **Resilience:** This proposal is not relevant to the council's vision around resilience.

**Statutory Consultation:** No statutory consultation is required prior to implementing this proposal.

#### **Legal**

Under the Prevention of Damage by Pests Act 1949 local authorities are required to take such steps as may be necessary to secure as far as practicable that their district is kept free from rats and mice. They must, in particular, keep the local authority's own land, and other land that the local authority occupies, free from rats and mice. They are also required to ensure that other owners and occupiers of land comply with their similar duties under the Act and, in addition, to tell the local authority in writing if it comes to their knowledge that rats or mice are living on or resorting to their land in substantial numbers.

Local authorities also have a duty to keep their own assets free from graffiti and fly-posting and have a range of powers available to tackle graffiti on private land, buildings and structures, primarily Community Protection Notices under the 2014 Anti-social Behaviour, Crime and Policing Act.

**This element of the proposal (7c) is relevant to equalities and equality analysis has been undertaken:**

Better marketing of the council's pest control offer should have a positive impact on some groups of residents. Evidence from the residents' survey suggests that older, more vulnerable residents are more likely to trust the council, and so by seeking to increase our market share there is a possibility that we might be able to reach out to more of these residents who trust us and may not have sought support to deal with their pest control issues. The proposal is not about increasing our fees and charges to residents (which are in line with other authorities), and so there will not be a negative socio-economic impact.

Increasing enforcement and fixed penalty notices again is likely to have a positive impact on people whose lives are negatively affected by graffiti, public health issues and fly tipping. Increasing enforcement will obviously have a socio-economic impact on those who are fined or charged. We do not have disaggregated data to understand which types of people are currently more likely to be

fined and charged, but anecdotal evidence suggests that it is lower socio-economic groups. To mitigate the impact we will publicise any changes to our enforcement approach to encourage positive behaviour change.

- 8. Interdependencies:** The 3 elements of this proposal are not dependent on each other or another proposal being accepted.

## Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Neighbourhood, Environment and Sustainability
2. **Proposal title:** Street lighting - Capital Investment in LED and lighting improvements
3. **Outcome:** People lead environmentally sustainable lives, People live in, work in and visit our creative town centres
4. **Budget and savings:** (finance will validate figures):

<b>Activity:</b> Street Lighting				
<b>Existing 2014/15 Budget (£'000):</b> 2,109				
<b>Percentage saving proposed:</b> 30%				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Existing Agreed Savings	0	0	0	0
Proposed New Savings	0	600	0	600
<b>Total Savings</b>	<b>0</b>	<b>600</b>	<b>0</b>	<b>600</b>

5. **Investment required to deliver savings:**

- **Capital investment: £6,400k**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>	<b>4,000-6,400</b>	<b>0</b>	<b>0</b>	<b>4,000-6,400</b>
<b>How will this investment deliver the revenue saving? Investment in Led lighting and control management will lead to reduced energy and maintenance costs.</b>				

- **Cooperative investment fund:**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>How will this investment deliver the revenue saving?</b>				

6. **Current activity:**

In 2005 the council invested in its street lighting infrastructure by replacing all of the columns and lights it is responsible for through a 25 year Private Finance Initiative (PFI) contract. The 25 year contract with Bouygues Energies & Services maintains all street lighting in Lambeth outside of TfL control. This contract commenced in 2005 and expires in 2030. The replacement programme took place in the first 5 years of the contract and improved the standard of lighting across the Borough. This Core Investment Period (CIP) was funded by bank lending which is being repaid over 20 years through the Unitary Charge paid by the Borough. The contract is now in the maintenance phase with little asset renewal and replacement activity planned over the next 20 years.

However, the challenges facing Lambeth have changed significantly since the project's inception in 2005; sustainability, cost savings and carbon reduction now play an increasingly important role in decision making and the technology surrounding street lighting has changed significantly since 2005, with options available now that previously weren't. There is scope to reduce the cost of street lighting whilst at the same time making it more energy efficient and reducing carbon usage.

## 7. The proposal:

With advancement in technology we are now in a position to further invest in street lighting and have a positive impact on the Borough's Carbon Reduction Commitment (CRC). The investment represents a real opportunity for us to reduce our energy consumption by up to 60% or approximately £450k per annum and bring our CRC down by X% saving a further £30k per annum. Reduced maintenance requirements will save on operational costs both now and well beyond the end of the PFI which terminates in 2030 saving an estimated £120k per annum. The contract specification obligates the PFI contractor to hand back to Lambeth the street lighting asset with a minimum of a five year residual life, so Lambeth taxpayers will get a minimum of 20 years benefit from the investment.

Industry experts have been commissioned to undertake a full needs analysis and develop an options appraisal that will continue to meet approved lighting standards, maximise efficiency, ensure procurement and installation represents VFM and meet the needs of Lambeth's citizens. The analysis is due to be completed in early January 2015.

Lambeth has identified up to £6.4 million for the upgrade which was the muted cost some two years ago. However with advancement in design and technology we expect this figure to reduce presenting better value for residents.

The proposal involves two enhancements.

- **LED Lighting** - Lambeth currently uses SON lighting technology which is less efficient than LED and has higher maintenance costs. At the time of agreeing our contract, there was a degree of uncertainty about LED technology in the lighting industry. However, the technology has improved in recent years and it now offers both better maintenance quality and energy reduction which in turn results in improved CRC performance.

We are currently working on trialing the new technology and are working with colleagues to assess crime reduction, risk and insurance impacts. The trial will use LED lights on a specific number of streets which will help our learning for a roll out across the rest of the Borough.

- **Controlled Management System** - CMS is a lighting Control management system (CMS) that allows the lights to be remotely controlled at a touch of a button. As part on the analysis being undertaken Lambeth is considering the benefits of such a system that will allow the authority to remotely control street and other lighting to get better efficiency. Presently lighting is activated independently on each column by sensors and beyond this there is no control.

Benchmarking indicates that a number of other councils have already introduced these technologies, with no or little detrimental impact. It is worth noting that no full independent evaluations have yet taken place.

At this stage the proposal is to buy and install the technology that will allow us to tailor lighting levels to meet approved lighting levels and the needs of the area. We are not at this stage making a proposal as to the areas or times in which lights will be changed as this will be subject to further modelling and consultation.

- **Influence/Buy/Make:** This proposal is relevant to our principle around ‘buying’ which is that the council will make investments in a way that leverages in more or than we put in. The funding from EDR represents leveraging in of additional funding.
  - **Stoppages and reductions:** This proposal will provide the Council with the technology and control to stop and/or reduce the length of time for which street lighting is on and/or reduce the brightness at which street lighting is on.
  - **Prevention:** This proposal is relevant to the council’s vision around prevention as by adopting the proposal we will be reducing carbon emissions and becoming more energy efficient, making the environment more sustainable.
  - **Resilience:** This proposal meets our resilience principle in terms of the resilience/durability of the technology which is longer lasting.
  - **Interdependencies:** This proposal is not dependent on another proposal being accepted.
- 8. Legal:** As the Highway Authority the council has a discretionary power to provide street lighting on roads for which it is responsible. Lambeth must act reasonably and in the interests of road safety.

The current law suggests that a Highway Authority would not be held liable for accidents arising from a failure to light a highway unless an accident arises because the authority has failed to take reasonable steps to prevent a hazard it has placed on or around the highway (for example signs, lighting columns) from becoming a danger to the public. Therefore it is within the Council’s discretionary powers to modify the lighting levels on its streets.

**9. Statutory Consultation:** No statutory consultation is required prior to implementing this proposal.

**10. Equalities Analysis:**

**Relevant and equality analysis has been undertaken**

- **Anticipated impact (considering protected characteristics and local characteristics)**

If the council implements this proposal there will potentially be negative impacts across all the equality groups (the proposal would impact on everyone outdoors in public areas which have reduced lighting). It is likely that people with mobility impairments, elderly or frail people would be more impacted by reduced or no street lighting than other groups.

Benchmarking indicates that in other local authorities that have adopted this approach that there has not be a resultant increase in trips, falls or vehicular accidents.

There may also be an increase in perceptions of feeling unsafe among certain equality groups who may feel particularly vulnerable as a result of reduced or no lighting in affected streets. For example, our 2014 residents survey findings show that the elderly, women, disabled people, and White Other residents are more likely to worry about being physically attacked, mugged/robbed, or sexually

assaulted. If these groups are in public areas where there is reduced or no street lighting these perceptions may be exacerbated among these groups.

The proposals could have a disproportionate adverse impact on elderly or vulnerable people, particularly in emergency situations such as ambulance call-out. This relates to a disproportionate impact relating to the following protected characteristics – disability, age, pregnancy/maternity.

- **Justification**

The core of this proposal is to purchase and install the technology to enable changes to the patterns/intensity of street lighting. Mindful of the potential equality impacts, we will model and engage stakeholders to look at where and how the reduction in lighting was then implemented and controlled.

The equality assessment has highlighted potential impacts, the assessment has not provided evidence that prevents the proposal from being agreed. Mitigations can be built into the implementation of changes to lighting patterns.

Although this proposal will likely have a negative disproportionate impact on particular groups of residents it is felt to be justified as it will enable the council to set a balanced budget. By implementing this saving we will be protecting spend in other areas which are felt to be more important to equality considerations (for example social services, and services to protect and support vulnerable residents).

- **Mitigations**

The following mitigations are already or will be put in place:

- The council will work with the police to make them aware of the streets affected by dimmer lighting or where lights will be switched off (through the controlled management system). Although our benchmarking with other authorities who have already pursued this approach suggests that there will not be a resultant increase in crime, we will track data to understand whether this is the case locally.
- We are not proposing dimming or turning off **all** street lighting. Lighting at street junctions and in town centres will be maintained, only lighting in less well used residential streets will be affected.
- We are not proposing dimming or turning off lighting for the entire night, only for a short period (still to be determined but likely very early in the morning e.g. 1-4am) when relatively few people are out.
- We will meet with DASL (Lambeth's key Disability Forum) to understand in more detail what the impacts might be for people with mobility impairments. We will coproduce with them, if needed, additional proposals to mitigate the impact for this group of citizens.
- All-night, full-power lighting will be maintained in areas with sheltered housing and other residences accommodating vulnerable people.
- All-night, full-power lighting will also be maintained in areas with 24hr operational emergency services sites including hospitals.

## Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Neighbourhood, Environment and Sustainability
2. **Proposal title:** Capital Re-Procurement of Parking Contracts.
3. **Outcome:** People lead environmentally sustainable lives
4. **Budget and savings:** (finance will validate figures):

<b>Activity:</b> Parking Contracts				
<b>Existing 2014/15 Budget (£'000):</b> 7,000 contract expenditure Parking Services has a net cash limit of -£6.8m				
<b>Percentage saving proposed:</b> 7%				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Existing Agreed Savings	0	0	0	0
Proposed New Savings	0	500	0	500
<b>Total Savings</b>	<b>0</b>	<b>500</b>	<b>0</b>	<b>500</b>

5. **Investment required to deliver savings:**

- **Capital investment: None**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving?</b> NA				

- **Cooperative investment fund:**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving?</b> NA				

6. **Current activity:**

Several contracts exist within Parking Services to enforce parking restrictions, process challenges relating to Penalty Charge Notices, issue permits, maintain pay and display machines, provide online and phone payment channels and issue statutory notices. Waivers have been applied to most contracts to ensure all contracts end on the same date, July 2015, to allow us to carry out one procurement exercise for all contracts. The total annual payment is currently funded from revenue generated by the Parking Service.

7. **The proposal:**

It is proposed that the Council re-procure all the parking contracts through a single procurement exercise. The assumption is this approach will provide opportunities for savings in the region of 7% due to the scale of the contract being procured. However, any savings in the delivery of the service will only be identified when the suppliers return their tender submissions. There is also a risk that the costs could increase through the re-procurement of the contracts.

The proposal, if accepted, will result in one supplier providing all the parking non-statutory services.

The forecast reduction in revenue is £500,000 per annum, however this can only be quantified once the tender submissions have been received from the suppliers.

Due to the expiry date of the contracts and the waivers the new contracts have to begin implementation in 2015/16 to realise in savings from 2016/17 .

- **Influence/Buy/Make:** This proposal is relevant to our principle around ‘buying’ which is that the council will encourage innovation through competition in the marketplace by creating a contract which allows suppliers to propose new delivery methods to improve parking compliance and reduce our running costs.
  - **Stoppages and reductions:** No stoppages or reductions in activity will result from this proposal
  - **Prevention:** This proposal is not relevant to the council’s vision around prevention and early intervention.
  - **Resilience:** This proposal is not relevant to the council’s vision around resilience.
  - **Interdependencies:** This proposal is not dependent on another proposal being accepted.
8. **Statutory Consultation:** No statutory consultation is required prior to implementing this proposal.
9. **Equalities Analysis:** This proposal may have an impact on staff as it could result in some changes to the way the service is being delivered. However, this is not known at this stage until the suppliers return their proposals through the tender submissions.



## Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Neighbourhoods Environment and Sustainability
2. **Proposal title:** Community Safeguarding: Equality Impact Assessment
3. **Outcomes:** Crime reduces and “People take greater responsibility for their neighbourhoods”
4. **Budget and savings:** (finance will validate figures):

<b>Activity:</b>				
<b>Existing 2014/15 Budget (£'000): 4,956,684 (excluding YOS / IOM)</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Existing Agreed Savings	600	100		<b>700</b>
Proposed New Savings	125		127	<b>252</b>
<b>Total Savings</b>	<b>725</b>	<b>100</b>	<b>127</b>	<b>952</b>

### 5. Investment required to deliver savings:

- **Capital investment:** £200k capital investment required to deliver the CCTV income proposal which will be used for repairs and installation and funded by internal capital receipts

<b>Proposal Title:</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>		200		
<b>How will this investment deliver the revenue saving?</b> This investment will enable the council to generate more income from CCTV services within the borough and to other authorities. Projected gross income is £412K against current income of £285k. Aside from this capital investment expenditure is projected to remain at the same 2014/15 level of £412k				

- **Cooperative investment fund:**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>How will this investment deliver the revenue saving?</b>				

### 6. Current activity:

Although crime and fear of crime is falling in Lambeth, the latest Residents Survey<sup>2</sup> indicates that:

- residents feel that ensuring that the borough is a safe and friendly place to live should be the top priority for the council (54%) and
- that the level of crime was their second highest priority (27%) for things that needed to be improved after cleaner streets (37%)

The Mayor of London has responsibility for the police and fire services and the Government for probation services. Section 17 of the Crime and Disorder Act places a legal duty on the Council to consider the likely impact on crime and antisocial behaviour (ASB) when developing strategies and policies and also the commissioning and delivery of services.

<sup>2</sup> 2014 Residents Survey

Working collaboratively with residents, businesses and partners, our intention is to tackle crime and ASB better by adopting a holistic and integrated approach rather than just reacting to incidents of crime and ASB. Given the extremely challenging financial position faced by the Council as a result of Government cuts in funding, we will focus our resources on tackling the certain types of crime and ASB that have the most impact on our residents and communities and where we can make the most difference.

Residents have told us that reporting crime and AASB to the Council is confusing, so in line with the corporate Customer Access programme, we will develop a single point of contact through which residents and businesses can report a range of community safety concerns and receive an improved response. Currently crime and disorder issues affecting Lambeth, such as anti-social behaviour, safe and responsible business practice, preventing violence, supporting the victims of violence and reducing re-offending are separate functions. We have merged these activities into one service called Community Safeguarding.

**The proposal:**

Under the current proposals for Community Safeguarding, the Council will prioritise its resources to establish neighbourhood anti-social behaviour teams.

The Council will achieve savings by removing funding for specialist functions that currently focus on issues that are better dealt with by our partners such as the Police or the voluntary sector who have greater skills and expertise. This means the majority of specialist crime functions will be removed and the service will be re-commissioned into neighbourhood teams. The only non-neighbourhood functions will be either grant funded [e.g. our ground-breaking work with partners to combat gang related crime and reduce re-offending] or the from the Violence Against Women and Girls programme.

The Council's approach to Community Safeguarding also includes proposals which seek to increase income. We propose to generate more income by selling CCTV services to RSLs and other housing providers and by increasing fees and charges in relation to regulatory and environmental enforcement services. This includes licensing in relation to the sale of alcohol and entertainment, highways licensing, market and shop front licensing, and scaffolding licensing.

Income generated will allow us to sustain a range of activity to tackle and where we can prevent crime and ASB across the borough.

**Detailed elements of the community safeguarding proposal:**

**Achieving savings by stopping specialist functions through commissioning:** The proposal will deliver a £75,000 saving.

- An alternative option would be to specify that the design of the neighbourhood team allows flexibility for staff to be leads on key specialist areas thereby retaining some expertise.
- **Increasing income through fees, charges and selling the CCTV service:** An extra £50K of income can be generated by further increasing charges for shop front tables and chairs and from other associated licensing charges. This potentially could include charging for displaying

advert boards on the high street, which currently are unlicensed in Lambeth but require licensing payments in other comparable boroughs.

- **Self-funding CCTV:** The service can be shifted to a revenue neutral position by 2017/18 through marketing and the provision of services to RSLs and other housing providers. This would deliver a saving of £127K a year in the medium term. This proposal would require a one-off capital investment of approximately £200k to upgrade equipment and increase monitoring capacity by 2017/18. Beyond this time period the service will recover the costs for maintenance and replacement equipment through increased income. The Council will continue to provide a high quality “fit for purpose” CCTV suite to prevent and reduce crime and disorder across the borough. Greater integration of CCTV monitoring with RSLs and housing providers will increase the usefulness and effectiveness of the CCTV network in reducing crime.
- **Influence/Buy/Make: Influence:** This proposal is relevant to our principles around influencing as we will work collaboratively with our partners through the Safer Lambeth Partnership to ensure that reduced Council resources are aligned to those of other key partners such as the Police, National Probation Service and London Community Rehabilitation Company, Job Centre Plus and with voluntary and community resources to achieve our agreed outcomes on reducing crime and supporting resilient communities. This will be particularly important to ensure that partners are able to provide specialist service responses to ensure that the impact of the required service reduction on our communities is mitigated as far as is possible.
- **Stoppages and reductions:** The new service will solely focus on effectively tackling neighbourhood based ASB using the full range of existing and new legislative enforcement powers in a co-ordinated and integrated approach. Current specialist services outside this focus will no longer be delivered.
- **Prevention:** In prioritising our resources on neighbourhood anti-social behaviour teams and the creation of the Community Safeguarding service will create further opportunities for prevention. The Residents Survey 2014 indicated that of those residents who are up for getting more involved, 38% were interested in community safety. The new Neighbourhood ASB Teams will work closely with local residents, communities and businesses to identify emerging ASB issues and ensure swift action is taken. Making it simpler to report ASB and working more closely with communities at a neighbourhood level will support a more preventative approach.
- **Resilience:** In prioritising our resources on neighbourhood anti-social behaviour teams there is scope for creating opportunities to build community and individual resilience. The neighbourhood focus of the new Community Safeguarding service will encourage and support residents, communities and businesses to take ownership for improving the safety of their neighbourhoods e.g. through joining Neighbourhood Watches, responsible business practice, developing local activities for young people etc. Additional income generated from the provision of CCTV monitoring would be re-invested back into the service to ensure its sustainability. Any proposed increase in fees and charges to local businesses would need to

take into account the Council's commitment to supporting inward investment, encouraging small and medium businesses and vibrant town centres. It is proposed that a variable rate of fees and charges could be developed to take into account the different natures and needs of our town centres and support sustained inward investment.

- **Interdependencies:** These proposals are not dependent on each other. However the proposal with regard to generating additional income from fees and charges for regulatory and environmental services to local businesses could adversely impact on the manifesto commitment to "Boost jobs and grow local businesses".
7. **Coproduction:** The specific income generating and savings proposals presented have been developed in collaboration between officers and elected members drawing on citizen insight from sources such as satisfaction surveys, qualitative research into usage figures of the current services within scope of the proposals and perceptions of how effective current services are at delivering agreed outcomes. The extremely challenging financial situation faced by the Council has been discussed with external partners at formal meetings of the Safer Lambeth Partnership. External partners will be involved in co-producing the new Community Safeguarding service.
  8. **Legal:** The Council has no legal or statutory duty to provide the specialist functions currently being delivered. The new national ASB legislation does mandate a Community Remedy option for certain ASB cases, but this requirement is placed upon the police and the Mayor's Office for Policing and Crime and not the local authority. A range of new ASB powers will be available to local authorities. Any new CCTV contracts will need to take account of legislation in this area, but as this is a further development of an already existing programme of increased income generation there should be no further applicable legal or statutory risks.

Any increase in fees and charges will need to be delivered in line with statutory legislation, particularly if a variable charging regime is implemented for different areas of the borough or for different types of business (i.e. charging differently depending upon whether the business is a multi-national or a local business).

NB: The proposed range of fees and charges will be included as part of a Council wide review being lead by the Deputy Leader for Finance.

9. **Statutory Consultation:** As the Council has no statutory duty to provide the current specialist functions there is no requirement to consult on removing these. Businesses will be formally consulted ahead of any increase in fees and charges. The CCTV proposal is about the expansion of the service and as such no statutory consultation is required.
10. **Equalities Analysis:** A further Equality Impact Assessment with regard to the re-structure of current community safety services will be undertaken in line with the Council's Human Resources policies and procedures.

**Outcomes:** Outcomes in relation to current specialist functions are difficult to measure. Following consultation with partners, it is felt that the impact of the loss of this provision can be mitigated.

**Reputational:** Increasing fees and charges, and charging for licensing items that are currently free (such as street advert boards) could send a message that Lambeth is “closed for business” and dampen economic growth in the borough.

**Socio- Economic impact:** As above – increased fees and charges could potentially dampen growth in the borough and lower jobs and local employment, particularly around local businesses.

### **Justification**

Although this proposal is likely to have a negative impact on particular groups of residents it is felt to be justified as it will contribute towards the Council to being able to set a balanced budget. The specification for the Community Safeguarding service will also enable the new service to adopt a flexible approach to enable some specialist expertise to be retained, where appropriate.

By implementing this saving the Council will be able to protect spend in other key areas such as Children’s and Adults’ Social Care and safeguarding for which the Council has statutory obligations.

### **Mitigations**

We will work closely with the Police and other partners ensure that the impact of the loss of current specialist functions is mitigated as far as possible. In addition, we will actively work with MOPAC to identify funding opportunities available to ourselves or our voluntary and community sectors to plug identified gaps in provision.

To mitigate the socio-economic impact our proposal around charges a variable scale will be developed to take account of the different needs of our town centres and we will ensure that our proposed charges are comparable to other authorities.

## Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Housing Jobs and Investment
2. **Proposal title:** Savings to Business Growth and Regeneration
3. **Outcome:** Lambeth plays a strong role in London's economy, People have the skills to find work
4. **Budget and savings:** (finance will validate figures):

<b>Activities:</b>				
Housing (General Fund) (2014/15 budget £398k)				
Growth and Investment (2014/15 budget £805k)				
Employment and Enterprise (2014/15 budget £160k)				
Planning (2014/15 budget £1262k)				
Building control (2014/15 budget £27k)				
<b>Existing 2014/15 Budget (£'000): £2.652</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Existing Agreed Savings	300	300	Nil	600
Proposed New Savings	100	0	85	185
<b>Total Savings</b>	<b>400</b>	<b>300</b>	<b>85</b>	<b>785</b>

5. **Investment required to deliver savings:**
  - **Capital investment: not applicable**

<b>Proposal Title:</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving?</b> Not relevant				

- **Cooperative investment fund: not applicable**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving?</b> Not relevant				

6. **Current activity:**

Everyone in Lambeth should have the chance to fulfil their potential, find work or set up their own business. We will target council resources on people who need most help including young people, and individuals and families affected by the Government's welfare reforms. We work with other London councils and local partners like Jobcentre Plus, schools and colleges and the businesses that are creating new jobs.

We are using our resources and assets to make our money work harder and using our influence to make the most of developments in Lambeth. Across the borough, from Vauxhall to Streatham, we will help connect people to secure, well paid local jobs.

We expect our contractors to employ local people, offer apprenticeships or work experience placements and to buy the supplies they need from local businesses whenever possible.

We are also generating more income through new homes bonus payments, greater council tax and business rate receipts. We are also negotiating developer contributions through Section 106 and raising income from the Community Infrastructure Levy and charges we make for housing.

## **7. The proposal:**

This template sets out in greater detail how the 15/16 and 16/17 savings will be realised from the 'more jobs and sustainable growth' outcomes, together with some potential further savings for 17/18.

The savings for 2015/16 and 2016/17 presented are part of the previously agreed 40% reduction which will be realised to a large extent by the use of s106, CIL and other funds to replace general fund revenue. Because this is just about changing how activities are funded, there will not be an impact for citizens or organisations with whom we work.

It should be noted that the availability of such funding, while significant in the short term, is very much dependent on the economic cycle and could be at a low point around the time when investment in such activities is most needed (Both CIL and section 106 funding relate to percentages taken from investment in building and development).

Heavy reliance on CIL/S106 makes the team vulnerable to reduction in development, as a result of wider economic circumstances. The economic cycle is likely to lead to least funding being available at the time when activity in these areas would be most beneficial. To mitigate this, we could for example, plan expenditure in a way that 'irons out' the economic cycle and creates investment funds in more prosperous times of high development, to resource activity in times of reduced development.

£600k of savings had previously been agreed from within the Regeneration and the Employment & Enterprise areas over the next two years.

**Strategic Regeneration and Neighbourhood Investment** – The total revenue budget for 14/15 is £964,799. Of this £160k is for Employment and Enterprise and the balance of £804,779 is for Strategic Regeneration and Neighbourhood Investment. There is already a commitment to make £600k savings across these two areas; however, it is now proposed to spread part of those savings over Planning/Development (comprising £70k in 2015/16 and a further £50k in 2017/18) to enable the full amount to be achieved. Almost all activity within the team could be funded from S106/CIL. The current plan is to reduce to 4 senior posts by 17/18 funded from the general fund (including the Programme Director), with a budget then of c. £400k. This would deliver the committed savings and a further c. £85k saving in 17/18. Further reductions could be achieved, but would result in almost complete reliance on S106/CIL. Members will wish to decide, if they support these proposals, whether all E&E should be from S106 (as it mostly is now) or whether one post should be funded from the general fund, thereby reducing the amount available for Regeneration.

**Planning and development** – This team is offering the savings of £70k discussed at the challenge session for 16/17 and a further £50k for 17/18. As discussed at the challenge session further work will be carried out in 14/15 to see if more might be available for 16/17 and 17/18, but also as discussed this cannot be offered now.

**Housing Development and Estate Regeneration** -- Most of this budget comes from capital or the HRA, but there is £398k (which is joint commissioning and delivery) from the general fund. Since the focus of work in this area is predominantly on HRA housing stock at present, It is proposed that £100k could come out of this General Fund budget since costs are largely charged to HRA and then capital once projects under way, so could be an early saving if desired.

All of these proposals use familiar tools for savings – efficiency, contracting, use of capital/income to replace revenue. Given the Council has taken significant savings over the last 3 years, it is unlikely that we will continue to be able to use this approach. This template sets out a minimum of £185k contribution to the Outcome Panel target of £1.5m. The only significant budget remaining is in Planning and Development and the work described above will help assess whether a more radical approach can lead to further savings there.

#### **9. Statutory consultation**

None planned and none needed.

#### **10. Equalities Analysis:**

**Not relevant to equality:** This proposal is not relevant to equality as the service will not change. As set out above this proposal is largely about changing the way in which current activities are funded.



## Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Housing, Jobs and Investment
2. **Proposal title:** Fees, Charges and Traded Services in Private Sector Housing
3. **Outcome:** Lambeth residents have more opportunities for better quality homes
4. **Budget and savings:** (finance will validate figures):

<b>Activity:</b>				
<b>Existing 2014/15 Budget (£'000):</b> £861k				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Existing Agreed Savings	Nil	Nil	Nil	Nil
Proposed New Savings	25		100	125
<b>Total Savings</b>	<b>25</b>	<b>0</b>	<b>100</b>	<b>125</b>

5. **Investment required to deliver savings:**
  - **Capital investment: not applicable**

<b>Proposal Title:</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving?</b> Not relevant				

- **Cooperative investment fund: not applicable**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>	0	0	0	0
<b>How will this investment deliver the revenue saving?</b> Not relevant				

6. **Current activity:**

There are clear links between the quality of housing and quality of life. Private rented housing is a growing sector and we estimate that there has been a 50% increase in the number of people in the private rented sector in the borough over the last 10 years. With a lack of social housing supply, private rented accommodation is increasingly relied on to meet housing need but people worry about the quality of accommodation, security of tenure and the service provided by some landlords.

We aim to make sure that all tenants live in properties that meet their housing needs, and that they can afford their rent regardless of who their landlord is. This means all those who need housing have to consider housing options, including private rented accommodation. We are working with landlords to increase the supply of good quality private rented housing in Lambeth and delivering the Lambeth Housing Standard in our own stock. The Lambeth Housing Standard sets out the minimum standards for our housing stock and was coproduced with thousands of Lambeth social tenants.

We will work together with landlords and consider ways we can practically support them to provide a good service. We recognise it is important to understand that the majority of private sector landlords want to provide a professional quality service.

The private sector environmental health teams provide a statutory function principally under the Housing Act (2004). The main requirements on the local authority are to respond to complaints on poor standards and assess conditions and where appropriate serve notices to remedy problems. They are also required to run a mandatory licensing scheme of large houses in multiple occupation in the borough. The council can recover costs for notices under the Housing Act 2004 but cannot make a profit.

- In April 2014 a fixed fee charging policy was introduced to charge landlords £450 for each notice served.
- The Home Improvement Agency manages a range of mandatory and discretionary grants to improve properties across all sectors. There is an optional offer from the Home Improvement Agency to manage the works for which a 15% fee is charged. Take up is relatively low.

## **7. The proposal:**

The proposal is to review the charging and fees policy for housing enforcement and licensing. A new policy and activities will be developed to realise savings for 2016/17. This will require

- A move to an hourly charging for costs;
- Increased targeted enforcement activity moving away from informal interventions to service notices;
- An increase in the number of grants; and
- Active promotion of management service.

A new charging policy for statutory notices and enforcement work will be introduced from 2015/16 and with increased targeted enforcement will increase fee income by **£25,000** per annum from 2015/16. Moving to hourly charging based on the salary cost is more transparent and less likely to be challenged.

An increase in the number of grants linked to mandatory management fees for works, and review service offer to housing associations, will increase income by **£100,000** per annum from 2016/17. It is unlikely to be able to make fees conditional on grants but there can be more of an opt out approach taken. However, additional workloads may require additional staff, the appropriate costs of which can be off set against the HRA.

**Stoppages and reductions:** No activities will stop or reduce as a result of this proposal.

**Interdependencies:** This proposal is not dependent on another proposal being accepted.

## **8. Statutory consultation**

We will consult with private landlords ahead of implementing the changes to fees and charges. Therefore the saving is proposed to be delivered from 2016/17.

## **9. Equalities Analysis: Relevant and equality analysis undertaken**

**Anticipated impact:** This proposal will have a minor positive impact on local people more likely to live in private sector rental housing where we service notices.

We do not have detailed information about the residents of homes where we serve notices, but our comprehensive study of the lowest quartile private renters showed that about one third are comprised of single adults, 18% were couples without children, lone parents made up 10%, and couples with children made up 30% of households. These households have very few older people, were more likely to be white, in employment (on below median incomes) and less likely to be disabled. As a result of serving notices we anticipate that the quality and affordability of Lambeth's private rental stock will improve.

Home adaptations will have a positive impact on disabled residents and older people living alone and helping them to remain independent for longer.

## Resource allocation proposal: Budget 2015/16-2017/18

1. Outcome panel area: Housing Jobs and Investment
2. Proposal title(s): Recharge to HRA of GF used to fund social welfare advice  
Cuts to HB admin
3. Outcome: Financial resilience
4. Budget and savings: (finance will validate figures):

<b>Activity: Recharge to HRA</b>				
<b>Existing 2014/15 Budget (£'000): £2.705m</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Existing Agreed Savings	Nil	Nil	Nil	Nil
Proposed New Savings – advice service	240			240
Proposed New Savings – HB admin		120		120
<b>Total Savings</b>	<b>240</b>	<b>120</b>	<b>0</b>	<b>360</b>

5. Investment required to deliver savings:
  - Capital investment: not applicable

<b>Proposal Title:</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>				
<b>How will this investment deliver the revenue saving?</b>				

- Cooperative investment fund: not applicable

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>				
<b>How will this investment deliver the revenue saving?</b>				

### 6. Current activity:

- The council currently funds five external advice agencies (Lambeth Law Centre, CAB, Brixton Advice Centre, Waterloo Action Centre and Centre 70) to provide advice in the area of welfare benefits, debt and housing. The services provide advice to c.30,000 people a year either by phone (8,000), face to face (20,000) or email (2,000). The services are valuable in preventing, and responding to, crises, including the prevention of homelessness and debt. The council also funds Every Pound Counts, an in-house, benefit take up team, to work with people with disabilities and long term health conditions and their carers to make sure benefits due are taken up. This service works with c. 3,000 a year and generates benefit income gains of around £7m per year. Around a third of those getting support are council tenants. This support enables council tenants to retain their tenancies, reduce arrears and better manage financially.
- The council's HB and CTS administration service processes applications and changes of circumstance for the payment of housing benefit and Lambeth's local council tax support scheme for over 40,000 households in the borough. The service costs £5.2m to run with £4.0m provided by a ring-fenced DWP grant and £1.2m of this sum a contribution from General Fund. In addition to this, the service makes a contribution to the general fund of

£2.5m per year through subsidy maximisation and benefit recovery. Making the cost of the service in real terms, broadly neutral. CIPFA deem the service below average in cost and above average in performance.

#### **7. The proposals:**

To recharge a third of the General Fund funding contribution to these services to the HRA – a total of £240k. The service capacity would remain unchanged as it would be a straightforward recharge. There are no interdependencies.

The proposal is to cut a further 10% from the HB service general fund in 2016/17, equating to a reduction of £120,000. The cut would lead to 3 posts being deleted. During the 2013/14, the service offered and delivered £280,000 (20%) in savings. The potential introduction of Universal Credit in Lambeth during 15/16 does mean that the service will be processing marginally fewer HB claims, however the majority of these residents will still receive Council Tax Support thereby negating any meaningful reduction in administration. Universal Credit is an area of uncertainty and it is difficult to predict how it will progress in 2015/16. In 2015/16 the DWP grant will reduce by £245,000 due to the roll-out of the Single Fraud Investigation Service (SFIS), leaving the benefits service with pressure of £95,000 to absorb.

#### **8. Co-production:**

We are co-producing a new service specification for the advice network as a whole which has involved work with providers and stakeholders on the creation of a new One Lambeth Advice service that provides more options for residents to get advice by phone and online rather than face to face and which was in response to the savings offered last year. Every Pound Counts has some funding reductions to make this coming year linked to savings offered under the previous OBB process and we are consulting on that currently.

#### **9. Statutory consultation**

None planned and none needed.

#### **10. Equalities Analysis:**

Not relevant to equality – no service capacity reductions for residents.

## Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Community Wellbeing
2. **Proposal title:** Children Services
3. **Outcomes:** Vulnerable children and adults get support and protection and children and young people achieve their ambitions

### Budget and savings:

<b>Activity:</b>				
<b>Existing 2014/15 Budget (£'000): £64,634</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>Total</b>
	£'000	£'000	£'000	£'000
<b>Existing Agreed Savings</b>	<b>2,900</b>	<b>3,200</b>	<b>0</b>	<b>6,100</b>

Total savings of £6.1m for Childrens Services were agreed as part of the OBB process in 2013 covering the period 2015/16 - 2016/17. These proposals have now been revised or in many cases replaced by new proposals totalling £10.6m over the period 2015/16 -2017/18:

<b>Revised Savings Proposals</b>	<b>2015-16 £'000s</b>	<b>2016-17 £'000s</b>	<b>2017-18 £'000s</b>	<b>Total £'000s</b>
Full Redesign of Childrens Social Staff	1,000	1,000	-	2,000
Reducing and redesigning external placements includes CWD	2,636	576	-	3,212
Family Support: Redesign	987	961	-	1,948
Childrens centres	300	300	-	600
Early Years Quality Improvements	314	315	-	629
Other Commissioned Services	170	-	-	170
Universal Services	214	329	1,000	1,543
Education (incl. Traded Services)	150	385	-	535
<b>Total Proposed</b>	<b>5,771</b>	<b>3,866</b>	<b>1,000</b>	<b>10,637</b>

#### 4. Investment required to deliver savings:

- **Capital investment:**

<b>Proposal Title:</b>				
	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>Investment Required</b>				
<b>How will this investment deliver the revenue saving?</b>				

- **Cooperative investment fund:**

	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
<b>CIF Required</b>		<b>150</b>		

**How will this investment deliver the revenue saving?** Investment required to implement a marketing strategy to increase the number of in-house foster carers . This will improve outcomes for children and young people and reduce expenditure on out of borough placements.

## **5. Current activity:**

These proposals for childrens' services are made within the context of a strong strategic approach and partnership working across the local authority, health, schools, the private, voluntary and independent childcare sector and with children, young people and families. Our early intervention and preventative approach to childrens' services aims to stop problems occurring and where they do to support families at an early stage so that they don't escalate further. This enables us to achieve better outcomes and invest scarce resources more effectively. These services include:

- Early years services for under fives and families including children's centres and services that work with schools and nurseries to improve the quality of childcare.
- Family support services that work directly with children, young people and families that need early help on a range of issues depending on the needs of the family. These are provided by the council, health and the voluntary sector.
- Specialist services for looked after children, children with disabilities, child protection cases and youth offending

The Early Intervention and Prevention Strategy agreed in July 2013 by the Children's Trust Board sets out the vision for the partnership and the strategy has gained new impetus from the successful Lambeth Early Action Partnership (LEAP) Big Lottery Fund bid. This will bring £36m over 10 years into the most deprived areas of the borough to invest in early intervention services for pregnancy to the 4<sup>th</sup> birthday.

## **6. The proposals:**

The council, working with our partners, is continuing its journey to establish an integrated early intervention and preventative approach to supporting vulnerable children, families and young people in the borough. This is a borough-wide partnership strategy encompassing transformation across the whole system including steps such as integrating early help family support services and making better use of children's centres. We expect this approach to reduce the number of children entering the care system and result in fewer high-need cases going to adult services. This will reduce the need for costly specialist services. However, it is an approach that takes time to deliver results.

Alongside delivery of this approach we have identified a number of managerial and financial levers that can be used to reduce cost in the short term in the areas of highest spend within children's social care. These changes will continue to support both the borough wide partnership strategy and our commitment to an integrated prevention and intervention service model. Steps such as reducing the number of entrance points to the social care system (from the current four to one) are in line with best practice and will reduce the impact on families as fewer will enter the care system. Similarly changes to children's social care staffing will bring the borough in line with best practice in relation to social worker caseloads

whilst ensuring that the council and all members of the Safeguarding Board continue to safeguard the most vulnerable children and young people.

The proposals presented here cover all children's services and reflect the integrated nature of the work undertaken across and throughout the tiers of children's services. The future model will be based on a 'single front door' that reduces risk and enables consistent application of thresholds across the whole system according to need.

- **Changes we will be making**

**Universal services:** we are committed to continue maintain and develop community capacity within universal services. We will continue to invest with the transfer of commissioning budgets and existing contracts to Young Lambeth Cooperative (YLC) and will be consulting with them to bring forward agreed three year savings into 2015/16 for commissioned services. Our commitment will be that we will continue to fund the YLC for four years.

There are a number of providers of services within youth and play who have are part of our early adopter programme. We will work with YLC to ensure that these organisation are financial sustainable once their three year contract expire. The first phase of this will mean that funding for some ceases in 2017/18.

We will consult with and review the funding arrangement for our voluntary sector adventure playground services and work in partnership with the YLC and the organisations on a range of options for longer term sustainability, capacity building and use of assets.

**Education:** schools and alternative education settings will continue to be at the heart of our universal services to promote high achievement, community cohesion, a strong local economy and a strong relationship with children and families that will enable early intervention at the point of need. We will further develop Clusters of schools working together and offering a range of joint services that will provide economies of scale and efficiencies including shared commissioning of health therapies and family outreach.

We will be maximising the opportunity across Schools and Health Locality Networks to develop local hubs for early intervention which will jointly provide some multi agency and social care support. These options will consider a number the potential to work with schools to pilot for a new model of delivering children's centres and two year old services which if successful will be rolled out across the borough. Joint commissioning of therapies will ensure efficiencies and more targeted support for those that have a specific need identified in a learning plan.

Our SEND Review has now provided an additional 200 places for children with SEND to be educated in the borough near to their homes. This will create savings on SEN transport costs and promote inclusion in local schools. As our children looked after are also placed more



locally with foster carers their education placement costs and travel costs will also reduce. This will allow dedicated funding to be better focussed on meeting their learning needs.

**Children's centres:** Lambeth's strong network of children's centres is retained and we will reconfigure the current model and will consult widely on this. We will achieve savings by maximising the use of the current asset base which will mean that we will be utilising assets to meet the gap in provision for early learning places for two year olds. This will maximise the availability of Government funding for two year early learning places for disadvantaged children.

We will cease funding some satellite services; however will ensure main centres are able to deliver resources to these areas.

**Family support:** we will redesign the service by aligning staff that provide family support to provide one single support service for families who need early help delivered on a locality basis (north, south east and south west). The family support service will be underpinned by commissioned services that maximise the use of evidence based practice so that the reduced funding available has the greatest impact on outcomes for families. This will mean re-commissioning all current services. Peer support programmes such as parent champions will also be important in delivering the new model.

**Quality improvement in early years:** teams that support schools, nurseries and childminders to improve the quality of their provision will be integrated and more closely aligned with the teaching resource in children's centres. Teams will be organised on a locality basis so that they have the maximum impact on the provision in their area.

**Other commissioned services:** Through the commissioning process a community based substance misuse service will be delivered via an alliance contract providing a reduction in cost compared to the previous service. Existing teenage parent support work will be reduced as borough-wide Family Nurse Practitioners, funded through the LEAP Big Lottery funding, will be undertaking a new evidence-based commissioned service.

**Reducing and redesigning external placements:** A targeted recruitment strategy will be undertaken in the fostering service to increase supply of in-house foster carers in the areas of greatest need. Alongside this a full review of all Lambeth young people currently in external independent foster or residential placements has been undertaken enabling the identification of those high cost cases that should be targeted for moving to in-house placements. Increasing the proportion of placements that are in-house improves outcomes for children and young people and meets Department for Education expectations. A similar review of children with disabilities has identified opportunities to reduce dependency on higher cost external provision through re-investment in in-house foster care placements and specialist family link to provide lower cost respite packages.

**Full redesign of children social care:** A full redesign of children's social care will propose a flatter social care structure and a more streamlined service. Caseloads will be reviewed to

bring the borough in line with best practice, ensure consistent and proportionate workloads and more meaningful engagement with children and their families.

- **How change will be implemented:**

The proposals will involve a major transformation across all partners. It will mean remodelling of children's centre services in some areas of the borough, restructuring teams within the council's HR frameworks, policies and protocols and clear communication about new ways of working and the new service offer for children, young people and families as well as practitioners and professionals.

We will invest in the development and marketing of fostering services and increase the number of in-house foster placements.

- **Prevention:**

Prevention and early intervention are the key aims of this group of services. Evidence shows that providing early help at the earliest age possible will prevent problems escalating and avoid the need for expensive specialist interventions. Analysis of data in Lambeth shows that at age 5 children who have attended a children's centre achieve more highly than those that have not. This particularly applies to children with English as an additional language and children's with special needs. It also applies to children who are eligible for free school meals as long as they have sufficient intensive contact with children's centre services.

- **Resilience:**

Children's centres provide a hub that supports connections between families across diverse communities at a critical point in families lives when mutual support can provide benefit for the child, the family and the wider community. The range of activities is provided in a non stigmatised way with targeted help offered within a universal setting where services are available to all. Children's centres run volunteer and peer support programmes which help to break down barriers in reaching families and bringing them into services helping to make those communities more resilient and mutually supportive.

- **Interdependencies:**

The range of proposals presented within this template reflects the integrated nature of childrens' services and that none of the individual proposals have been developed in isolation. Together they represent a coherent set of proposals that will enable the delivery of an early intervention and preventative approach across the range of services provided by the council, its partners and the voluntary sector. As such there are interdependencies within individual proposals as well as where further negotiation with partners may be required.

7. **Coproduction:** we will co-producing the redesign services. A programme of consultation and engagement has recently been carried out in children's centres. This focussed on exploring the views of parents and carers about the outcomes they consider to be most important for children's centre services. This recent consultation builds on an on-going dialogue in

children's centres via parent forums, advisory boards which have parent representatives and the extensive and in depth engagement that was carried out as part of the Lambeth Early Action Partnership Big Lottery bid.

Proposals brought forward in relation to the commissioning of substance misuse services have been the subject of extensive coproduction.

**8. Statutory Consultation:** Local authorities must ensure there is consultation before:

- Opening a new children's centre
- Making a significant change to the range and nature of services or how they are delivered.
- Closing a children's centre or reducing the services provided to such an extent that it no longer meets the statutory definition of a sure start children's centre.

Where specific proposals give rise to the need for formal consultation (such as staffing or statutory consultation requirements) then due consultation process will be followed in the period between publication of this report and the final decision/February Council Tax setting report.

**Equalities Analysis:**

**Relevant but equality analysis cannot yet be undertaken**

These proposals are relevant to equalities and because of the services within scope and the profile of their users they are particularly relevant to the following protected characteristics: age (children and young people), disability, pregnancy and maternity, and ethnicity. They are also relevant to our local equality considerations of English as a second language, socio-economic impact and health impact.

Detailed equalities analysis will be undertaken between the acceptance of this report and the setting of the budget in February and will be subject to discussion and feedback at the Corporate EIA panel.

At this stage we can make the following inferences about likely equalities impacts:

**Negative equalities impact**

- Children's centres are accessed by a breadth of Lambeth residents, but they provide particular support to vulnerable people and those in need of additional support including teenage parents, families known to social care, families with English as a second language and children with disabilities and their families. By proposing to create early learning centres for two year olds and closing satellite children's centre services we may disproportionately impact those people more likely to benefit from the current provision.

**Mitigations**

We are mitigating this impact in the following ways:

- We are not closing any children's centres and we are only converting centres that are close to other children's centres so that a full range of children's centre services can still be easily accessed.
- Communicating clearly with users of the affected children's centres to explain what is happening, why their children's centre has been identified and how they can influence the process.
- Following statutory consultation processes ahead of implementing any changes.

#### **Positive or neutral equalities impact**

- Family support services are accessed for a range of different reasons. Analysis of referrals shows that families need support with children and young people's behavioural issues, parenting, mental health and domestic violence issues. It is not anticipated that the changes to family support services will have a negative impact on local people as the proposal is about reducing duplication and management costs.
- Similarly it is not anticipated that changes proposed to quality improvement in early years provision will have negative disproportionate impacts on particular groups of people because the proposals are about joining up services currently provided separately by children's centres and the council.

#### **Equalities impact not yet clear, equality analysis to be undertaken ahead of February budget report.**

- The community based substance misuse service is more likely to be used by people with mental health issues and the existing teenage parent support network because of its age focus is more likely to be used by a particular cohort of young people. It is not clear whether retendering these service will have a negative impact on users or how we might mitigate the impact of moving from the current to the new provision. This will need to be picked up in the equality analysis produced by February 2015.
- All young people and their families are eligible to use Universal services. Because it is not yet clear what the proposed changes to universal services are it is not possible to say what the likely equalities impacts would be. Further work is needed to undertake equality analysis as these proposals are developed with users and providers.
- Increasing local foster care provision and redesigning children's social care is likely to have a positive impact for children in care. This is relevant to disability, age, gender and ethnicity. It will be important in moving to a new structure that any negative impacts associated with the transition are mitigated.

# Resource allocation proposal: Budget 2015/16-2017/18

1. **Outcome panel area:** Community Wellbeing

2. **Proposal title:** Health and Social Care Integration and Adult Social Care Transformation

3. **Outcomes:**

## Strategic Priorities

- Care Act readiness to meet new statutory obligations and ensure the Council is compliant
- Ensure that changes to services and achievement of savings do not prevent the Council from fulfilling its duties to protect the most vulnerable people in our communities from harm
- Delivery of agreed savings commitments over the next three years to 2018
- Personalisation, increased uptake of direct payments and equitable allocation of available social care funding for all customer groups based on assessed needs
- Development and implementation of new integrated health and social care model of care
- Integration of Childrens and Adults whole life disabilities service and increased focus on independent living to reduce high usage of residential care
- Development of the local personal care market making it easier for people to arrange and manage their own care
- Investment in supported housing for people with disabilities and mental illness and extra care housing for older people

## Health and Social Care Integration Outcomes

- New model of integrated care in operation in Lambeth that is focused on prevention and early intervention to keep people well and independent.
- When people are ill, the new model of integrated care ensures that care is coordinated and people get the right care as soon as they need it so that they can recover quickly and regain their independence
- More older people and people with disabilities with complex care needs are supported to live in their own homes and communities and there is less reliance on residential care, nursing homes and hospitals to provide treatment and care
- Establishment of an integrated whole life disabilities service that combines childrens and adults assessment and care management functions and delivers a better experience for young people and their families as they transition to adulthood
- Establishment of Living Well Collaborative Hubs as the mainstay of an integrated health and social care prevention offer for all customer groups that is delivered in partnership with the voluntary sector and other stakeholder organisations
- Recommission an integrated Mental Health rehabilitation service and enablement model of acute care that reduces the reliance on bed based services
- There are sufficient supported housing and extra care units in the Borough leading to a reduced demand for long-term residential care for all customer groups
- Fulfilment of Care Act requirements
- Customers are in control and have a better experience of using care services in Lambeth

## Personalisation Outcomes

- All customers are able to easily access the information and help they need to be able to independently arrange and manage their own care needs

- Fewer customers are reliant on the Council for directly commission care services
- A consistent and equitable assessment process, resource allocation process and personalised care budgets /direct payments are at the centre of the Council's core social care offer
- There is a thriving local personal care market in Lambeth that offers a wide choice of affordable care to customers that can be purchased by individuals and is more competitively priced than the traditional care services directly commissioning by the Council
- Customers are in control and have a better experience of using care services in Lambeth

#### 4. Budget and savings:

<b>Existing 2014/15 Budget: £108.3m</b> – Gross combined ASC and Supporting People budget excluding income from charges and reimbursements				
<b>EXISTING AGREED SAVINGS AND ADJUSTMENTS</b>	<b>Original 2015/16 Plan £'000</b>	<b>Revised 2015/16 Plan £'000</b>	<b>Difference £'000 Increase/ (Reduction)</b>	<b>Commentary</b>
<b>Health and Social Care Whole System Integration</b>				
Integrated mental health	710	500	(210)	Shortfall offset against new model of integration savings placeholder
Adult Learning Disabilities - Case management	250	250	-	
Adult learning disabilities - Supporting people	50	50	-	
<b>Personalisation</b>				
Careline/Telecare	160	160	-	
Care Place – Impact on cost of care	200	200		
Recommissioning community support services	200	200		
Personalised community meals service	400	400		
Personalised day care services review	1000	1000		
<b>Adult Social Care Efficiencies</b>				
End-To-End	400	400		
Reduction in back office functions: Health and wellbeing	140	140		
Reduction in back office functions: Contracts	180	180		
Reduction in back office functions: Brokerage	210	0	(210)	Saving shortfall will be met through Direct Payment and equitable RAS roll-out
Review of residential care: Older people	300	300	-	
Review of residential care: Physical disabilities	250	0	(250)	Saving not achievable based on current profile of demand, cost and

<b>EXISTING AGREED SAVINGS AND ADJUSTMENTS</b>	<b>Original 2015/16 Plan £'000</b>	<b>Revised 2015/16 Plan £'000</b>	<b>Difference £'000 Increase/ (Reduction)</b>	<b>Commentary</b>
				availability of alternative provision
Ordinary residence	400	0	(400)	Not achievable due to Care Act changes
<b>Total Savings</b>	<b>4,850</b>	<b>3,780</b>	<b>(1,070)</b>	

A further £720k saving will be delivered through the proposed Direct Payment and equitable Resource Allocation System (RAS) roll-out to offset the £500k shortfall for the Older Peoples Services saving in the 2014.15 plan.

<b>NEW PROPOSALS</b>	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
New model of integrated health and social care	-	20,000	-	20,000
Health Monies To Benefit Health and Social Care (Recurrent and £3.414m Non-Recurrent Funds)	4,930	(3,414)	-	1,516
<b>Total Savings</b>	<b>4,930</b>	<b>16,586</b>		<b>21,516</b>

The £20m savings for the implementation of an integrated health and social care new model of care is an indicative position, which is dependant upon the Better Care Fund and remodelling of health and care services in Lambeth.

## 5. Investment required to deliver savings:

<b>Project Investment Requirements</b>		
<b>Proposal Title</b>	<b>2015/16 £'000</b>	<b>Requirement an description of how this will deliver the revenue saving</b>
Integrated mental health	300	Essential project resources to deliver the project
Adults disabilities case management	261	12 month resourcing of a social work case management team to conduct high cost and complex case reviews: 1 FTE Lead social work; 2 FTE Social Works; 1 FTE Project Support
Care Place	31	Care Place product annual contract costs which will enable customers to commission their own care directly
Re-commissioning Community Support Services	70	12 month funding for interim project management resource to deliver the project

## 6. The proposal:

### 6.1 New Model of Integrated Health and Social Care

The new savings proposals reflect the Council's anticipated share of whole system savings that will be delivered jointly with Lambeth Clinical Commissioning Group (CCG) and in collaboration with Southwark Health and Social Care partners through the Southwark and

Lambeth Integrated Care (SLIC) programme. The majority of this saving will be realised through the implementation of a new model of care that is GP led and delivered in the community. The savings are expected to come from a reduction in demand for hospital services and decommissioning of hospital beds. The expectation is that a proportion of these savings will be used to fund the increase in community health and social care services required to operate the new model of care. The increased focus and investment in prevention, early intervention and rehabilitation services is expected to reduce demand for residential and nursing care.

This proposal is at the early stages of development and the first task is to develop the outline business case and options for a new whole system integrated model of care and obtain the necessary mandate from Cabinet and the Lambeth Clinical Commissioning Group to proceed. This will need to be managed as part of an Adult Social Care transformation portfolio of change alongside personalisation and efficiency plans.

## **6.2 Health Monies To Benefit Health and Social Care**

Subject to agreement by Lambeth CCG, existing health monies to benefit health and social care balances will be used as invest-to-save funding to offset ASC operating costs in 2015/16 while the new model of health and social care is in development. Most of this will only be available on a non-recurrent basis for 2015/16 and assumes that the benefits from the implementation of the new care model will start to be realised from 2016/17 (£20m).

## **7. Current activity:**

The following integration initiatives form part of the existing 2014/15 – 2016/17 three year Adult Social Care (ASC) independent living and protection savings plans that were approved by Cabinet as part of the 2014/15 budget planning process:

- Integrated mental health
- Adult Learning Disabilities - Case management
- Adult learning disabilities - Supporting people
- Careline/Telecare
- Care Place – Impact on cost of care
- Recommissioning of community support services
- Community meals service
- Day care services review
- End-To-End
- Reduction in back office functions: Health and wellbeing
- Reduction in back office functions: Contracts
- Review of residential care: Older people

### **7.1 Integrated mental health**

This joint health and social care programme aims to transform the current service from a predominantly bed based service that is focused on supporting people in crisis to one which is personalised and recovery focused. It will support people much earlier in their own homes through a more joined up network of support which includes GP services, social care, voluntary sector and elements of hospital care (known as the Living Well Network). This will operate alongside a remodelled acute hospital service with a much greater focus on home treatment and early intervention. This new service model will be supported through the



Integrated Support Alliance (IPSA). The Alliance will help people to move on from bed based services and ensure care packages are personalised and people get the support they want and need.

The project will be delivered over a 3 year period, with the most intensive activity taking place in years 15/16 and 16/17). Additional resources will be required such as suitable housing alternatives and access to employment to achieve the expected benefits from this change.

#### Summary of Project Objectives and Outcomes:

- Support people to recover and stay well – Improved quality of life and physical and mental health
- Support people to make their own choices, achieve personal goals and be more independent – This includes helping people to keep their homes and employment when they become unwell and are in crisis.
- Support people to participate in daily life – to connect with family, friends and their communities
- Achieve efficiencies of at least 25% of current baseline
- Support market shaping, focusing on personalised care and support outcomes and through contracting which supports this e.g. alliance contracting.
- System transformation that is focused on helping people to manage their mental health and stay well. When people become unwell, providing support early in their own homes to avoid crisis and admission to hospital

#### Assumptions and dependencies:

- Availability of appropriate housing choices/supply
- Cabinet and CCG approval of the IPSA and supporting Section75 agreement for the integrated rehabilitation service
- Resources to cover double running of the current and new services during the cut over period to the new service model

### **7.2 Adult Learning Disabilities - Case management and Supporting People**

This project is based in the integrated disabilities service and covers the following areas:

- Adult Learning Disabilities Case Management – review of services for people with complex needs
- Residential care for Physical Disabilities
- Ordinary Residence

#### Summary of Project Objectives and Outcomes:

- Much more personalised and tailored support in place to meet individual needs
- Personal budgets and direct payments provide greater choice and better value than services directly commissioned or provided by the Council
- More people can be supported in their own homes and communities and there is less reliance on residential care
- Determine the implications of the Care Act in relation to Ordinary Residence

#### Assumptions and dependencies:

- The development of a fit for purpose Resource Allocation System (RAS) assessment tool
- Availability of suitable alternative housing

### **7.3 Care Line / Telecare**

This project will re-specify and implement a 24 hour telecare call handling and response service. This will include the outsourcing of the call handling function, fully utilising where appropriate existing customer services contracts to maximise efficiencies and deliver savings. It will commission a local response service to call outs which may include a menu of different responses provided by a range of different organisations. The project will also develop a local Assistive Technology strategy which sets out the future direction and level of ambition on AT. The project will need to be delivered in tandem with the procurement of the Assistive Technology Supply, Installation & Maintenance contract.

#### Summary of Project Objectives and Outcomes:

- Cost saving by outsourcing telephony
- Will have robust protocols in place with call outs happening only when other avenues have been exhausted
- Becoming more efficient by offering different call out options dependent on need, integrated with other providers where required.
- Opportunity to expand the offer of assistive technology to personal budget holder and self funders increasing choice and raising income.

#### Assumptions and dependencies:

- Development of a menu of local responses. These are likely to be outsourced and will need to be developed but will give the opportunity to deliver a more integrated service and develop a new local market
- The procurement of the Assistive Technology Service will need to run concurrently as it may be more cost effective / efficient to procure both services as a bundle
- TUPE/ redundancy costs will have an impact on first year's savings

### **7.4 Care Place – Impact on cost of care**

Care Place is a central web-based information and advice service and directory of care services in London which is easy to use and gives customers direct access to thousands of care providers in their local area and includes comparative price information to help people get the best price to suit their budget.

This project will implement the Care Place product in Lambeth and will be an essential part of the Council's personalised care service offer and will form part of Council's response to the information and advice requirements of the Care Act. It will connect people with a range of care services that offer more choice and lower cost alternatives to residential care and enable more people to receive care in their own home and remain in their communities. The project will particularly benefit the disproportionately high numbers of people with learning disabilities and with physical and sensory impairment who are currently placed in residential care.

care by providing access to alternative packages of care that will enable more people to be appropriately supported in their communities.

Summary of Project Objectives and Outcomes:

- Increased choice of providers for service users
- Greater control for service users
- Increase in personalised approaches to care
- Diversification of the community support market
- Increased numbers of people being supported to remain in their own homes to have their care needs met
- Less reliance on more costly residential based care
- Increased user satisfaction

Assumptions and dependencies:

- Availability of suitable housing alternatives e.g. appropriately adapted homes, extra care housing and shared ownership options
- Social workers understand the need for change and are signed up to reducing the dependence on care to the client group in care home settings
- Social workers understand the targeted changes required e.g. the savings to be delivered throughout the lifetime of the project

## **7.5 Re-commissioning Community Support Services**

This project will design a new Community Service specification and oversee the re-provision of homecare services in line with this. This project also supports the implementation of the Care Act 2014 and the overall strategic direction of Lambeth Adult Social Care Services (ASC), by enabling the following:

- Greater choice of care provider for people in Lambeth who require care
- Active promotion of personalised approaches to care, specifically, the use of direct payments (DP) and individual service funds (ISF) for homecare services directed and commissioned by the Council
- A more diverse market of care providers in Lambeth, reducing reliance on large providers and not having block contracts in place, thereby promoting competition between providers to drive quality up and ensure that hourly rates paid to providers represent value for money.

Summary of Project Objectives and Outcomes:

- Increased choice of providers for service users
- Greater control for service users
- Increase in personalised approaches to care
- Diversification of the community support market
- Increase numbers of people being supported to remain in their own homes to have their care needs met
- Increase in the number of people using direct payments in Lambeth
- Increase in the number of people using ISFs in Lambeth
- Decrease in the number of people using council managed community support services in Lambeth

- Increased user satisfaction

Assumptions and dependencies:

- Social workers understand the need for change and are signed up to reducing the dependence on care to the client group in care home settings
- Social workers understand the targeted changes required e.g. the savings to be delivered throughout the lifetime of the project
- Availability of suitable housing alternatives e.g. appropriately adapted homes, extra care housing and shared ownership options

## **7.6 Personalised Community Meals Service**

This project will review the current directly contracted community meals service and consider alternative more personalised options that provide greater choice and independence for vulnerable customers who are unable to prepare cooked meals for themselves. The review will consider alternative approaches including:

- Additional community support for cooking and shopping
- Established private sector companies that provide meals to people direct in their own homes
- Luncheon clubs
- Befriending services that help people with food preparation and assistance during meal times

Summary of Project Objectives and Outcomes:

- Increased choice of providers for service users
- Greater control for service users
- Increase in personalised approaches to care
- Increased numbers of people being supported to remain in their own homes to have their care needs met
- Increase in the number of people using direct payments in Lambeth
- Increase in the number of people using ISFs in Lambeth
- Increased user satisfaction
- End of contract for community meals in Lambeth and no further service commissioned

Assumptions and dependencies:

- That social workers will support people to access alternative approaches to the provision of cooked meals to meet people's needs
- That there are a range of alternatives readily available to people to access cooked food
- That community support providers understand and deliver the Lambeth community support service in accordance with the agreed service specification
- That members understand and support the decision to change the way that people access meals in the community
- That people judged to be at high risk in the community have the community alarm service
- That the community alarm services changes the way that it works and has a proactive approach to ensuring that the people are safe in their own homes and are not isolated.

- Sufficient commissioning resources are made available to take this work forward

## **7.7 Personalised Day Opportunities**

The current directly provided in-house day care services in Lambeth deliver a mix of day care opportunities across a range of customers group and complexity of need (frail older people, people with dementia; people with learning and physical disabilities and sensory impairment). Day care is provided from four day care centres located in various sites across the Borough and transport is provided free of charge by the Council so customers are able to attend. Most people who routinely use the service attend day care centres between two and three days week. This arrangement gives carers a regular break each week from their caring responsibilities.

This project aims to review the current day care service and identify alternative more personalised and flexible options that customers could purchase using a direct payment. This could potentially offer a more efficient and better value alternative to the traditional day care centre model that has developed over time in Lambeth. Considerably more work needs to be done to develop an alternative day service offer for customers and their carers, acknowledging that the existing services are currently providing care to some of the most vulnerable people in the Borough and providing a respite service for carers.

There is already work underway on the proposal to move the current Adult Learning Disabilities (ALD) day services operating at Lambeth Walk and Landmark into a new purpose built facility in Streatham and there has been some engagement with users and carers who are keen to see this progress.

### Summary of Project Objectives and Outcomes:

- Increase the opportunities for meaningful employment, independent life-skills training, health services input and increase in community-based activities for ALD customers.
- Improve the wellbeing and general quality of life for all older people, enabling them to remain in their own home for longer, reducing the need for packages of care and institutional placements, avoiding unnecessary hospital admissions and carer breakdown
- Provide support for carers and offer a more personalised range of options that enable the above objectives to be met
- To fully explore all options for commissioning and provision of day opportunities including joint commissioning with health and outsourcing of current in-house provision

### Assumptions and dependencies:

- Any new models of care will need to demonstrate efficiencies and generate savings
- The new offer will need to ensure it meets the Councils priorities on personalisation

## **7.8 Personalised Payments and an Equitable Resources Allocation System**

Only 13% of ASC customers use direct payments to purchase their care and the proportion of older people (7%) and people with mental health conditions (4%) is even lower.

This project aims to establish direct payments as the main option for people who are eligible for Council funded care. This will be dependent on changes to the care assessment process

and the way personal care budgets are defined and calculated. It will also require substantial development of the local personal care market and care brokerage processes to make it easier for people to get the help they need and to manage this directly. Establishment of a sustainable local personal care market will also reduce the impact of isolated provider failure by spreading the risk across a much wider market than at present. At the moment the current homecare market is dependent on a small number of large provider organisations.

Historically the assessment of needs, calculation of care budgets and allocation of social care funds has been inconsistent and certain customer groups such as people with learning disabilities have benefited disproportionately from this compared with other customer groups. The adoption of a nationally calibrated evidenced based resource allocation system (RAS) will help to ensure that the allocation of available funds will be equitable across all customer groups in Lambeth and will be more resilient to scrutiny and challenge. An equitable RAS also gives Councils the flexibility to adjust this to reflect the changes in the overall social care budget, provides a fairer way of doing this and is more likely to be able to withstand rigorous scrutiny.

#### Summary of Project Objectives and Outcomes:

- Increased uptake of direct payments and equitable allocation of available social care funding for all customer groups based on assessed needs
- More people are supported in their homes and in their communities
- People in residential care are given the choice to consider alternative care options and return home if this is safe and their needs can be met appropriately in this setting
- All new customers who meet the eligibility criteria for Council funded care will be offered a direct payment as the standard
- Existing customers will be supported to consider a direct payment option
- Establishment of a local personal care market in Lambeth and easy to access and use information, advice and brokerage services to support this
- Achievement of at least a £720k recurrent saving

#### Assumptions and dependencies:

- Customers are receptive to the option of a direct payment and have the capacity to make an informed decision about this
- The growth of a local personal care market does not destabilise current providers
- Development of easy to access and use care information/ advice and brokerage services
- The direct payment market is more competitively priced than the current rates charged by providers that are directly commissioned by the Council
- The benefits of personalisation will only be unlocked if there is a sustainable local personal care market and the Council will need to take a leading role in growing this by making it easy for customers to arrange and pay for their care

### **7.9 End-To-End**

This project aims to achieve the most effective use of staff resources through the delivery of streamlined systems, processes and a simplified customer journey.

This project will deliver savings in staff budgets through increased productivity and different ways of working. All Adult Delivery functions excluding Mental Health and in-house provided services are within the project scope.

Phase one delivered savings of £1.826m for 2014/15 against an original target of 1.035m.

Summary of Project Objectives and Outcomes:

- Streamlined staff structure offering best value
- Streamlined customer journey
- Vulnerable children and adults get support and protection
- Older, disabled and vulnerable people can live independently and have control over their lives

Assumptions and dependencies:

- Further staff savings possible
- Impact of Care Act on workloads
- Negotiation with key partners including trade unions

**7.10 Residential care review: Older people**

This project will review the current usage of older people's residential care and look at whether alternative care packages and greater use of extra care housing, telecare and assistive technology would enable more people to be supported at home in their own communities.

Reduced demand for older peoples residential care during the current year 14/15 and over the next two years (3yrs in total) will be achieved through the provision of a mix of more community based provision including extra care housing, domiciliary care, personalisation and the provision of a reablement model of care.

This will be achieved both through the resource allocation panels and through greater oversight of the devolved care responsibilities which will have a greater emphasis on community based solutions. This has been complemented by considerable workforce culture change, with an emphasis on retaining people within their communities. This will be facilitated by increased availability of Extra care housing, greater emphasis on personalisation and the continued reconfiguration of block contracted beds.

Summary of Project Objectives and Outcomes:

- Reduction in the need for residential care provision
- Reduced institutionalisation
- Increased promotion of independence
- Increased personalisation
- Increased community based provision
- Better utilisation of Extra care Housing

Assumptions and dependencies:

- Increased expansion of extra care provision
- Enhanced Commissioning approach to further reconfiguration of beds in block contract
- Increased take up of Direct Payments/ personalisation
- Increased community based provision

**8. Coproduction:**

Co-production is part of the standard approach to the development and delivery of Adult Social Care health integration and transformation proposals and approved savings plans. All proposals set out in this document will be coproduced with customers, carers, staff, partner organisations and key stakeholders.

## **9. Statutory Consultation:**

There will only be a statutory requirement to consult customers if there are changes to the statutory assessment process and eligibility criteria for statutory services. A number of the proposals include outsourcing options which will have implications for staff currently directly employed by the Council.

There will be a Council-wide requirement to consult residents on all options that have been considered to achieve the Council's new savings commitments.

## **10. Equalities Analysis:**

The proposals set out in this document are relevant to equality but analysis cannot yet be undertaken because they are at the early stages of development. An equalities impact assessment will be conducted as part of the business case and design stage and a further impact assessment will be undertaken prior to implementation. All detailed business cases and implementation plans will be subject to approval by the Lead Member/Cabinet and will include an equalities impact assessment. In view of the scale and scope of these proposals, it is expected that all customer groups and staff will be impacted to some degree by the changes described or implied throughout this document.