

Cabinet 2 October 2017

Overview and Scrutiny Committee 19 October 2017

Report title: Lambeth Equality Commission Implementation

Wards: All

Portfolio(s): Councillor Lib Peck, Leader of the Council and Chair of the Equality Commission
Councillor Sonia Winifred, Cabinet Member for Equalities and Culture

Report Authorised by: Jackie Belton, Strategic Director for Corporate Resources

Contact for enquiries: Jean Taylor, Acting Head of Equalities, 020 7926 9156, JTaylor1@lambeth.gov.uk

Report summary

The Lambeth Equality Commission ('the Commission') was launched by Cllr Lib Peck in October 2016 with the aim of understanding how to improve the living standards and life chances of those residents who are currently worst off and who are least able to take advantage of the opportunities offered by growth in the borough. The Commission drew on a range of different sources of evidence and insight, including: data and policy analysis; qualitative research with residents; and wide ranging engagement activity. This evidence was interrogated by the Commissioners, who brought to bear their personal experience and professional expertise to identify where the council and its partners could focus their efforts to tackle inequality in Lambeth. We would like to thank all the Commissioners and the many residents and local partners who participated in the Commission for their valuable contributions, without which this work would not have been possible.

The Lambeth Equality Commission released its final report and recommendations on 18 July 2017. This sets out a series of recommendations to the council, our partners, the Mayor and national government. We now need to commence implementation. This report seeks Cabinet's authorisation to implement the recommendations addressed at the council, and to lobby the Mayor and national government to accept the recommendations directed at them. It also proposes a governance and performance monitoring framework for implementation of the Commission's recommendations.

Finance summary

In order to facilitate the best results from this proposal we anticipate that it will be helpful in some cases (and particularly where it is led from the community) to be able to offer small amounts of financial support to get activity off the ground ('seed corn' funding), and have set aside a small budget of up to £20,000 for this purpose. This budget has been established from within the budgets for research held by the Policy Team. Where activity requires more significant financial resource this will be sought from external grant funding. There will be no call on capital or revenue funding over and above that which is required by services to deliver the council's borough plan priorities which the Equality Commission priorities should be contributing to.

Recommendations to Cabinet

1. To approve and accept the recommendations to the council set out in the Equality Commission recommendations report (outlined in Appendix A)

2. To note the recommendations to partners and national government made by the Commission (and outlined in Appendix B), and approve plans to encourage take-up of these
3. To authorise officers to develop an implementation plan and to agree prioritisation in the first six months of implementation
4. To accept the recommendations on governance and performance monitoring set out in this paper

Recommendations to Overview and Scrutiny Committee:

1. To note and comment on the recommendations to the council set out in the Equality Commission recommendations report (outlined in Appendix A)
2. To note and comment on the recommendations to partners and national government made by the Commission (and outlined in Appendix B)

1. Context

- 1.1 The Lambeth Equality Commission ('the Commission') was launched by Cllr Lib Peck in October 2016, with the aim of understanding how to improve the living standards and life chances of those residents who are currently worst off and who are least able to take advantage of the opportunities offered by growth in the borough. It brought together 12 senior figures from diverse personal and professional backgrounds. By having majority external membership of the Commission, it was intended that it would provide external challenge to the council and its partners.
- 1.2 The Commission has focused on four areas or 'life domains', across which there appear to be significant inequalities for different groups of Lambeth residents, and focused on issues which local government has more power to address directly, or to influence at local level. The issues are: education and learning; income and employment; participation, representation and leadership; and, crime and justice. Outcomes in these life domains are all also key social determinants of health (SDOH) and so it is anticipated that activity to address them will make a positive contribution to better health outcomes for Lambeth residents.
- 1.3 The Commission focused on four groups of residents who experience inequalities across these life domains: our Black Caribbean; Somali; Portuguese; and disabled residents.
- 1.4 The Commission began work in October 2016, drawing on a number of evidence sources and a wider programme of public engagement. It published its final report and recommendations in July 2017. This report sets out a series of recommendations to the council, the council's partners, the Mayor and national government.
- 1.5 The Commission identified 13 key areas of activity with potential to influence equality outcomes for Lambeth residents, where they felt change was most urgently needed. Recommendations were identified for the council, its local partners (including schools, the Metropolitan Police, and The Safer Lambeth Partnership), the Mayor and national government, reflecting the role that each has to play in working to address inequality. The Commission recommended activity across the following areas:
 - a. **Education and learning**
 - Tackle underachievement amongst children and young people
 - Support young people at risk of disengagement from education
 - Support young people during key transition periods – primary to secondary, and school to work/training/further education
 - b. **Income and employment**
 - Support transitions into work for those furthest away from the job market
 - Tackle low pay and poor working conditions
 - Mitigate the impact of welfare reform changes for residents most at risk of poverty and deprivation
 - c. **Participation, representation and leadership**
 - Develop community leadership and increase participation in public life amongst target groups
 - Increase representation of target communities in local workforces at all levels
 - Encourage best practice in equalities and improve conditions for participation amongst disabled residents
 - Help the voluntary and community sector (VCS) to thrive and be a strong voice for communities in Lambeth
 - d. **Crime and justice**
 - Build on activity to improve trust and respect between the police and the community

- Tackle hate crime, violence against women and girls (VAWG) and support vulnerable victims of crime
 - Reduce the impact of crime on young people
- 1.6 There is a clear relationship between the Commission's recommendations and the strategic objective of 'reducing inequality', set out in 'Future Lambeth: Our Borough Plan 2016-2021'. The Commission was set up to help identify where and how the council, its partners and the wider community can best focus its efforts in trying to reduce inequality, and the recommendations reflect this focus. There is also a strong relationship between the activity recommended by the Commission and relevant borough plan outcomes. Detailed mapping of these relationships will be undertaken as part of implementation.
- 1.7 The officers supporting the Commission have worked to ensure that recommendations reflect the current operational context for the council (particularly the financial challenge) and, where relevant, complement and reinforce specific organisational strategies (for example, the Children and Young People's Plan).
- 1.8 Assuming that Cabinet accepts the recommendations to the council set out in the final report, officers now need to put in place plans for implementation.

2. Proposal and Reasons

- 2.1 This report proposes that Cabinet accepts the recommendations to the council set out by the Lambeth Equality Commission detailed in Appendix A. These recommendations have been developed to help us achieve the strategic aim of reducing inequality, as set out in 'Our borough plan'. Recommendations are based on formal analysis, public submissions, expert evidence and engagement activity with hundreds of local residents and stakeholders.
- 2.2 This report also proposes that Cabinet notes the recommendations to local partners and national government made by the Commission (see Appendix B), and gives approval for officers to put in place plans for lobbying, campaigning and influencing work for those recommendations where it is felt this is needed. Where partners are undertaking existing work related to the recommendations, we will use existing partnership forums to explore existing good practice and establish how we build on this and work together to deliver the recommendations.
- 2.3 This report also suggests that Cabinet authorises officers to develop implementation plans for the recommendations aimed at the council. This would be developed over the next few months by officers from the Policy and Partnerships team, with the aim of:
- a. Finalising prioritisation for implementation of the recommendations.
 - b. Allocating responsibility for implementing council recommendations to relevant directorates and services across the organisation, and capturing plans for implementation.
 - c. Assessing the maturity of internal implementation plans, with a view to identifying where more work is needed
 - d. Agreeing the timescales on which outcomes should be achieved
 - e. Putting in place plans for lobbying, campaigning and influencing to encourage partners and national government to accept and implement their recommendations
 - f. Setting out plans for monitoring and evaluation, including:
 - Definition of a baseline against which to evaluate the impact of implementation activity
 - Identification of key performance indicators (KPIs) implementation activity resulting from the Commission has potential to impact
 - Identification of key project/activity milestones
 - g. Setting out key activity and reporting milestones to support effective oversight of implementation

- 2.4 Implementation plans for Commission recommendations will be aligned with plans for 'Future Lambeth' borough plan implementation and other key strategies (including the Health and Wellbeing Strategy), so that the relationship between the recommendations and borough plan outcomes is clear, and so that prioritisation of organisational activity can be undertaken in this context.
- 2.5 Overall, officers expect the implementation of Commission recommendations to be a key priority for the organisation for the next 12-18 months. The council's Policy and Partnership team will be responsible for driving implementation internally, and officers expect this work to form a large part of this team's activity for the next year.
- 2.6 It is proposed that Commission implementation should focus on four priority recommendation areas in its early stages (the first six months) and ask that Cabinet comment on these. The priority areas have been identified because they emerged repeatedly as being of significant concern for residents and stakeholders; Commissioners and officers believe them to be areas in which more concerted work is needed; and, they also represent areas in which the council has some influence.

The four priority areas are as follows:

- (1) **Tackling underachievement amongst children and young people:** This was a high priority for the residents and stakeholders engaged in the Commission process, and school achievement is related to a range of other important life outcomes. Achievement by Black Caribbean children and young people in Lambeth is of particular concern, in common with the country more widely. However, the council are lucky to be able to draw on significant expertise from within the organisation, and much local good practice relating to understanding the causes of, and how to address black Caribbean achievement (See: Black Caribbean achievement research by the Schools Research and Statistics Unit). The Lambeth Schools Partnership, established earlier this year, also provides an important vehicle for this work. The Commission also thinks that more needs to be done to understand the experiences of disabled children in Lambeth schools.
- (2) **Tackling low pay and poor working conditions:** It was clear from the evidence that the Commission heard and examined that low pay and poor working conditions are significant issues in Lambeth (as in London more widely) and that the impact of both of these issues on residents' wider lives, health and well-being is significant. Low pay is particularly concentrated in some of Lambeth's communities (for example, Portuguese and black residents). Tackling low pay and poor working conditions is not without challenge, but there is an active current discussion about low pay in which the council can participate (including the Mayor's Good Work Standard), and work being undertaken more locally to find practical solutions (for example, through the Better Placed Partnership's work and South Bank Employers Group Living Wage initiative).
- (3) **Increase representation of target communities in local workforces at all levels:** A clear message from the Commission is that local residents want to see local organisations and institutions across all sectors that reflect local communities (in terms of a range of equality characteristics), particularly at leadership level. The council is very aware that it needs to lead by example, particularly in terms of achieving more representation of black officers in senior leadership roles. In part as a result of the Equality Commission's work, strategic HR officers have, with the unions, already developed a set of ambitious proposals to achieve greater diversification in the council workforce (particularly in terms of BAME and disabled staff). This paper has been shared with the union's Joint Staff Forum (JSF), by whom it was well received. This work now needs to be implemented and HR are in the process of developing an implementation plan for it.

- (4) **Reduce the impact of crime on young people:** Youth Violence is an increasingly pressing concern for our residents, particularly in the context of the recent rise in knife crime in the borough and London more widely. It is a key equality issue, disproportionately affecting our young black male residents and their families. The Safer Lambeth Partnership is currently developing a Youth Violence Strategy, but it is suggested that it should be a priority for the Commission to explore how it can support and accelerate its work.

2.7 The Commission identified a range of detailed recommendations to the council with the aim of reducing inequalities affecting disabled people. These cut across the different themes or life domains that were the focus of the Commission's work. In addition, members and officers are also very aware that there are a wider set of inequalities affecting disabled people, including, but not limited to, public realm and accessibility of council services (also explored by the Overview and Scrutiny Commission, due to report later this month) that need attention, and a range of levers available to the council to address these (e.g. through the Local Plan). For this reason, officers are proposing that they produce a separate report (which will come to Cabinet by the end of the year) that assesses our current organisational approach to, and performance on, a range of key disability issues; and, sets out what we intend to do to address any areas of weakness (with reference to action plans resulting from the Scrutiny Commission).

2.8 Governance

It is proposed that Lambeth First, Commissioners and Cabinet should all play a role in the governance and oversight of implementation.

- **Commissioners:** Given that the recommendations set out in the final report originated with Commissioners, it is desirable that they play a prominent and ongoing role in implementation. Commissioners themselves have expressed a strong interest in, and commitment to, playing a role in overseeing and steering the implementation of its recommendations. The Leader (as chair of the Commission) and officers will work with Commissioners to agree how they would like to play the role. We anticipate that Commissioners will play an especially important role in helping us to drive and sustain local partnership and community engagement work to deliver the recommendations. For the first year of more intensive activity, we anticipate that meetings with Commissioners might occur as regularly as every four months.
- **Lambeth First:** It is proposed that the Lambeth First Strategic Partnership should drive and oversee for the implementation of the Equality Commission recommendations. Lambeth First is well placed to drive and provide oversight for not only council-focused recommendations, but also recommendations that seek commitment from local partners (including the police and local health colleagues) to tackle specific inequality issues. It will also help us to deliver those recommendations which required collective and coordinated effort by key local partners, for example, those with the aim of addressing low pay and poor working conditions across the borough's labour market. The Commission's final report and recommendations have already been presented to Lambeth First. Officers anticipate taking regular progress updates to the partnership over the coming year, for example at 6, 12 and 18 months into delivery.
- **Cabinet:** Cllrs Lib Peck (as Chair of the Commission) and Sonia Winifred (as Cabinet Member for Equalities) will both play a role in governance and oversight of Commission implementation. Cllr Winifred will have specific responsibility for overseeing monitoring and performance, and will take quarterly monitoring reports on implementation progress, holding meetings with the same regularity. We propose that Cabinet gives Cllr Winifred authority to put in place systems for oversight of implementation progress on the part of relevant teams within the directorates.

2.9 Monitoring

It will be important that officers are able to measure the impact of activity stemming from recommendations on an early and ongoing basis, to assess the effectiveness and impact of implementation activity, and to generate a sense of achievement and forward momentum.

A detailed monitoring plan will be developed as part of the implementation plan. Officers currently anticipate that this will include:

- The definition of key activity milestones and outcomes; and,
- The identification of relevant KPIs for activity resulting from implementation of the recommendations. This will include any existing organisational KPIs, particularly Borough Plan KPIs, which officers anticipate Commission activity might contribute to, for example, relating to educational achievement.

Officers propose that monitoring of implementation of council recommendations is undertaken quarterly and is reported to Cabinet Member for Equalities on a regular basis, and that progress is shared with residents through a range of communication channels (including the Commission webpage).

Officers also propose that Lambeth First should agree an approach to monitoring the implementation of recommendations by local partners.

3. Finance

- 3.1 In order to facilitate the best results from this proposal we anticipate that it will be helpful in some cases (and particularly where it is led from the community) to be able to offer small amounts of financial support to get activity off the ground ('seed corn' funding), and have set aside a small budget of up to £20,000 for this purpose. This budget has been established from within the budgets for research held by the Policy Team.
- 3.2 Where activity requires more significant financial resource this will be sought from external grant funding. We recognise that the process of applying for grant funding requires resource. Staff time and expertise will need to be diverted to make any such applications.
- 3.3 There will be no call on capital or revenue funding over and above that which is required by services to deliver the council's borough plan priorities, which the EC priorities should be contributing to.

4. Legal and Democracy

- 4.1 This proposed key decision was entered in the Forward Plan on 7 July 2017 and the necessary 28 clear days' notice has been given. In addition, the Council's Constitution requires the report to be published on the website for five clear days before the proposed decision is approved by the Cabinet Member. Any representations received during this period must be considered by the decision-maker before the decision is taken. A further period of five clear days - the call-in period – must then elapse before the decision is enacted. If the decision is called in during this period, it cannot be enacted until the call-in has been considered and resolved.

5. Consultation and co-production

- 5.1 Evidence for the Commission was gathered via a range of different channels to ensure that engagement activity reached the resident groups that were the focus of the Commission's work. These included: public engagement events across the borough; resident group-specific engagement sessions and focus groups; formal submissions to the Commission by key partners and

stakeholders; a council staff engagement session; and, an online survey. Opportunities to feed into the Commission were published by the council's communication team, but activity was also undertaken to ensure that engagement activity reached residents who might not engage via online channels. This included working with Commissioners, local councillors and voluntary and community sector partners to reach residents from the target groups. In total, the Commission heard from more than 300 residents and stakeholders as part of this process.

- 5.2 Towards the end of the engagement phase, the Commission also held a validation workshop with residents and stakeholders, to share our early thinking about the areas in which the Commission should make recommendations.
- 5.3 While the council can implement some of the recommendations alone, others will require collaborative effort, either with key local partners or with the community. This will be important if we are develop the most appropriate and effective possible activity based on the rich experience and expertise of our statutory, voluntary and community sector and community partners.
- 5.4 The Commission heard about how widespread VCS and community-led good practice is tackling inequality issues across the borough, and intends to continue to support and celebrate the work being done across Lambeth (and beyond).
- 5.5 Still more recommendations are aimed at local partners, the Mayor or national government, to implement. For these, the Council's role will be influence partners and national government to accept recommendations and implement them.
- 5.6 Over the next few months, officers want to engage and consult in more detail with partners, stakeholders and residents to help develop implementation plans and begin activity, in recognition of the existing work to tackle inequality across the borough and expertise about how to do this. It is anticipated that engagement will be undertaken around key recommendations areas, building on the good relationships, contacts and networked developed as part of earlier engagement activity. Officers and commissioners will also explore how we can involve residents and stakeholders in the implementation of recommendations on an ongoing basis, for example, through issue specific task and finish groups.

6. Risk management

- 6.1 **Risks associated with recommendations for the council:** A key message from the engagement undertaken as part of the Commission is that the value of this work will be judged on what is achieved as a result of it. Not delivering on the recommendations therefore carries the risk of loss of trust on the part of residents and reputational damage for us as an organisation. As an organisation, the Council is facing a range of pressures, including significant financial challenge. It will be important the implementing Commission recommendations remains an organisational priority, even where there are competing pressures. Similarly, implementation of recommendations, whilst it does not have significant extra financial costs associated with it, does require officer time. There is a risk that any future restructures and downsizing affecting teams or services delivering recommendations may make it more challenging to undertake work needed.
- 6.2 **Risk associated with recommendations for partners:** The Commission's recommendations to local partners were developed based on the roles, remits and capacity of existing organisations; or, to signal aspirations for new or emerging partnerships (for example, Lambeth Schools Partnership). The council is aware that local partners are subject to similar pressures to us, and that any changes to their remit or capacity poses a risk to implementation of recommendations.

6.3 **Risks associated with recommendations for the Mayor and national government:** The Commission's report comes at a time when the London Mayor and national government are having to respond to a range of pressing policy concerns, including preparing to leave the EU and responding to the threat posed to London and the UK by international terrorism. The council are aware that in this context, some policy agendas might not receive sufficient attention. However, equality issues – particularly relating to low pay and poor working- are a significant concern in London and nationally, and this provides opportunities to raise the profile of the issues that emerged as priorities from the Commission's work.

7. Equalities impact assessment

7.1 The Commission focused on four groups of residents who officers understood to be most disadvantaged (see Briefing paper 1: Context and challenges) and sought to understand and capture what activity/interventions would have greatest positive effect in reducing inequality, based on engagement feedback and existing evidence of local good practice. Officers expect to build on this evidence and insight as part of implementation, but also propose involving relevant resident groups in the development of activity to deliver Commission recommendations. For these reasons, officers anticipate that the impact of implementation should be wholly positive for the four groups that were the focus of the Commission's work.

7.2 In addition, officers know, based on evidence that other resident groups in the borough share experience of many of the causes of inequality and disadvantage experienced by groups that were the focus of the Commission. For example, officers know that one of the barriers to work facing some of Lambeth's Portuguese-speaking residents are related to English language skills. Any activity to improve the availability of ESOL provision will benefit wider immigrant communities. As a result, officers anticipate that implementation of recommendations will have wider positive effect, despite being developed to address the inequality and disadvantage experienced by particular groups.

7.3 Plans for monitoring the impact of implementation are set out in section 2.6. These will seek to ensure that implementation achieves its objectives. In addition, officers propose that wherever appropriate, monitoring processes are put in place to ensure that any services or support deliver as a result of implementation, do not disadvantage any groups of Lambeth residents.

8. Community safety

8.1 The Commission report includes a number of recommendations for the council, the Metropolitan Police, the Safer Lambeth Partnership and the Mayor which aim to reduce inequalities relating to community safety and improve community safety outcomes overall.

9. Organisational implications

9.1 **Environmental**
None

9.2 **Staffing and Accommodation**

The Commission's recommendations to the council include a number with implications for staffing, and relate to the desire to see the organisation increase representation of target communities in the local workforce at all levels. This includes the recommendation that the council:

- Accelerate its programme to address the known under-representation of BAME and disabled people in leadership roles, using this work to influence key partners to do the same
- Provide targeted work experience opportunities for local residents, seek more diverse job candidates (including from the National Management Trainee Scheme)

9.3 Procurement

None.

9.4 Health

The evidence base for the Commission (which included the Cumulative Equality Impact Assessment undertaken in 2016 to inform the development of the Future Lambeth borough plan) draws on a range of health related data sources, particularly the Joint Strategic Needs Assessment (JSNA). In choosing the choice of themes (or life domains) to focus on as part of the Equality Commission's work it was understood that they were all key social determinants of health, and that as a result, reducing inequalities in these areas would have a positive impact on health outcomes for Lambeth's residents.

10. Timetable for implementation

Action	Date
Meeting with Commissioners to agree priorities and discuss implementation plans	12 October 2017
Implementation plans developed for priority recommendation/ areas	October 2017
Activity and performance monitoring begins	November 2017
Six month progress report	January/ February 2018
One year on report published	July 2018

Audit Trail				
Consultation				
Name/Position	Lambeth directorate / department or partner	Date Sent	Date Received	Comments in paragraph:
Councillor Lib Peck	Leader of the Council and Chair of the Equality Commission	22.08.17	28.08.17	1, 2, 3.
Councillor Sonia Winifred	Cabinet Member for Equalities	07.09.17	07.09.17	1, 2, 3.
Jackie Belton, Strategic Director	Corporate Resources	01.09.17	01.09.17	
Helen Charlesworth-May, Strategic Director	Children, Adults & Health	01.09.17	01.09.17	
Sue Foster, Strategic Director	Neighbourhoods & Growth	01.09.17	01.09.17	
Annie Hudson, Strategic Director	Children's Services	01.09.17	01.09.17	
Christina Thompson, Finance	Corporate Resources	01.09.17	11.09.17	3
Martin Crump, Finance	Corporate Resources	12.09.17	18.09.17	3
Gregory Carson, Legal Services	Corporate Resources	07.09.17	09.09.17	
Henry Langford, Democratic Services	Corporate Resources	01.09.17	08.09.17	4

Report History	
Original discussion with Cabinet Member	18.07.17
Report deadline	20.09.17
Date final report sent	20.09.17
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	Yes
Date first appeared on forward plan	07.07.2017
Key decision reasons	Meets community impact test
Background information	Cumulative Equalities Impact Assessment 2016 Equality Commission Briefing Papers: Briefing paper 1: Context and challenges Briefing paper 2: Education and learning Briefing paper 3: Income and employment Briefing paper 4: Participation, representation and leadership Briefing paper 5: Crime and justice Briefing paper 6: Participation, inclusion and transition to adulthood Briefing paper 7: Disabled adults

	<p><u>Briefing paper 8: Special educational needs and disability</u></p> <p>Demie, F. and McClean, C. (2017) 'Black Caribbean Underachievement in Schools' Lambeth Council Schools Research and Statistics Unit</p> <p>Demie, F. and McClean, C. (2017) 'The Achievement of Black Caribbean Pupils: Good Practice Lambeth Council Schools Research and Statistics Unit</p>
Appendices	<p>Appendix A – Recommendations for the Council</p> <p>Appendix B- Recommendations to partners and national government</p> <p>Appendix C - <i>Equality Commission: Report and Recommendations 2017</i></p>