



Lambeth

The Co-operative Council

A new settlement between citizens and public services

A new approach to public service delivery



Foreword

At their best public services have a fundamentally positive impact on the lives of individuals and communities. High quality and responsive public services can improve the quality of a person's everyday life, empower communities and maximise life chances. However the public sector can only continue to make this positive difference if it responds to two major challenges we now face.

The first challenge relates to the type of relationship we need to create between citizen and public services. Increasingly communities and the state are recognising that the public sector cannot "do it all" and that citizens need to be part of the solution to the challenges our increasingly complex and diverse communities face. Over the past ten years we have seen some progress in rebalancing this relationship with citizens and the state increasingly working in partnership to improve local services and quality of life. Within Lambeth we feel the time is right to go much further. Underpinned by co-operative values we want to forge a new relationship locally between public services and citizens. This new relationship will enhance the way in which public services are provided and will ensure that they are increasingly designed around the needs of our citizens.

The second challenge is how we can deliver services which meet local need in a period of tighter funding. The recent severe recession has opened up a huge hole in the nation's finances. Councils will be expected to do more with less. However we recognise that it is all too easy to get distracted by meeting savings targets and balancing the books without thinking of the wider social costs. In Lambeth we are committed to ensuring that any decisions we take around financial savings must be guided by a clear set of principles and values. This paper describes these principles in detail.

Building on this we also set out the practical steps we need to take to realise our proposals while as far as possible, protecting frontline services. Together, we believe that these principles and practical steps will **make Lambeth the first co-operative council and ultimately the first co-operative borough.**

The ideas and proposals contained within this white paper provide a radical new direction for the design and delivery of public services. However they should only be seen as a starting point for local debate and dialogue. I am eager to gather the views of a wide range of people over the coming months to help shape our final proposals. To that end I have set up a Co-operative Council Commission to work with citizens, partners, politicians and interested groups to consider the proposals in this document and set out an agreed way forward to changing the way we deliver public services. I am genuinely excited about the proposals within this document and look forward to the deliberations of the Commission over the coming months.



Councillor Steve Reed
Leader of the Council
Lambeth Council

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Lambeth in 2014

Lambeth has a clear vision for its future as set out in its Sustainable Community Strategy, Local Area Agreement and thematic plans (such as the Children and Young People's Plan, Older People Strategy and Economic Development Strategy). As a borough our vision for 2020 is to ensure Lambeth is:

“A diverse, dynamic and enterprising borough at the heart of London”

Underpinning this vision are seven long term outcomes. These are:

- Lambeth is a great place to do business with higher levels of investment and business growth
- Greater wellbeing for households through higher numbers of residents in employment
- Even more children and young people are on the path to success through the provision of good quality education, training and jobs which reduces the risk of exclusion and offending
- Safe and cohesive place where people are empowered and have the confidence to play active roles in their communities
- Improved health and wellbeing of people which enables them to live active and independent lives
- Lower levels of poverty and social exclusion in Lambeth by helping more of our socially excluded adults into employment, education and training
- Mixed and sustainable communities with an increased supply of new homes, improved existing dwellings and a high quality physical environment

The central theme underpinning our outcomes is a commitment to **tackle worklessness** – as there is a clear link between worklessness, poor health and education standards, low aspirations, higher crime and communities which are less integrated.

This document continues to **strongly support** this clear direction set out by Lambeth First. However, whilst we are clear that the strategic direction for the borough is right, we also recognise that the context in which we deliver public services is ever-changing. We know, for example, that the relationship between citizens and the state is being redefined and that the impending cuts in spending (as a result of the recession) mean that the public sector will have to radically rethink the way in which it designs and delivers public services. In light of these challenges, while we remain convinced that our long term vision for Lambeth remains correct, we feel that the time is right to explore our overarching approach to delivering public services across the board – re-examining our principles, our culture, our governance and crucially our relationship with citizens.

To guide the exploration of these issues, this paper sets out our initial thinking around a new approach to public service delivery in Lambeth and a new settlement between citizens and the state – which we want in place by 2014. We feel that the ideas and proposals contained within this plan will enable the following to be realised:

- A **new relationship** between citizens, our communities and public services where **power** and **responsibility** is shared more equally.
- Public services are there for citizens. We are their **advocate**, their **champion**, their **enabler** – supporting them at the most important stages of their lives, making sure their aspirations and life chances are a reality and never just a dream.
- Services are **personalised** at a level that makes sense, some based around the individual and family, others around the local community.

- In some areas the public sector draws back, allowing the community to **take control** and find their own solutions to problems. In other areas it steps in to meet local need.
- Communities and individuals take **responsibility** to help themselves and one another.
- Building on the foundation provided by the public sector a vibrant and **inspirational** civic society enriches the lives of our citizens, humanising and colouring our day-to-day interactions.
- Lambeth's vibrancy, its spirit of adventure, strong communities, high quality public services and belief in itself makes it a **location of choice for all people of London**.
- **Lambeth remains ambitious**. Citizens and public services see no end to improvement and continue to evolve their relationship, learning from one another and ensuring opportunities for success are always grasped.

By creating this new context we feel that Lambeth will be in an even stronger position to realise its long term vision for the borough.

Our journey

Our description of Lambeth in 2014 is ambitious – it envisages a radical change in the nature and form of our public services. But we are convinced it is achievable. Lambeth has already come a long way on its journey toward excellence. If you recall:

- Just 10 years ago less than four-in-10 pupils got five good GCSEs, now almost 73 per cent of children do
- Teenage pregnancy has fallen by over 30 per cent since 2003
- Just 10 years ago the government had to take control of key services such as Planning because of our failure to deliver. Now our Planning service is one of the best in London
- Crime fell by 30 per cent from 2003/04 to 2007/08 and fell again in 2008/09
- Life expectancy for men has increased by 4.2 years for men and 2.2 years for women since 1995-97
- The number of children not in education, employment and training has fallen to 7.6 per cent and we are recognised as one of the best areas in the country for getting this group of vulnerable young people into positive activities
- Working in partnership Lambeth has secured over £2 million in Future Jobs Funding to create 355 full and part-time local jobs
- Lambeth is among the best performing councils in the capital, recognised nationally for leading edge work
- Our ability to work in partnership has gone from strength to strength and in 2009 Lambeth First (our local strategic partnership) was recognised as being the best partnership in England.

Improvement and innovation have been part of our day-to-day work for a long time and we are confident in our abilities to rise to the challenge of our 2014 ambition and continue to deliver for our citizens.

A radical new direction

Our journey of improvement has provided us with a strong foundation on which to build. However the scale of the challenges ahead and our ideas which seek to address them, mean that our current approach to service delivery will not be fit-for-purpose in future. Incremental change will therefore not be enough and we need to embark on a radical approach to public services if we are to deliver on our ambitions.

To guide this process of radical change this paper sets out seven key principles. These principles should provide the framework upon which we move to becoming the first co-operative council and ultimately Lambeth (as a whole) moves toward becoming a co-operative borough. In addition, this document also sets out initial thinking around how these principles could be realised by discussing the practical and cultural changes that would need to take place.

Part 1: Principles

Our principles for success

Our proposal for making Lambeth Council the first co-operative council and Lambeth the first co-operative borough are based on a series of key principles which we believe should underpin public services. They reflect our values and the new ways of working we wish to embed across the borough. These principles also inform the practical and cultural changes which we will need to make in order for our ambition to become a reality.

Principle 1: The council as a strong community leader

Principle 2: Providing services at the appropriate level, personalised and community based

Principle 3: Citizens and communities empowered to design and deliver services and play an active role in their local community

Principle 4: Public services enabling residents to engage in civil society through employment opportunities

Principle 5: A settlement between public services, our communities and the citizen (this is what we provide, this is what you do for yourself) underpinned by our desire for justice, fairness, and responsibility

Principle 6: Taking responsibility for services – regardless of where they are accessed or which agency provides them

Principle 7: Simple, joined up and easy access to services – location and transaction; “one place to do it all”, “one form, one time to do it all” – providing visible value for money

Principle 1: The council as a strong community leader

As a democratically elected organisation Lambeth Council strongly believes that a **local authority is more than an organisation that delivers public services**. Across the country, councils are the democratic heart of our local communities. They are the place where all voices can be heard, a forum for debate and a place where citizens can shape their towns and neighbourhoods. In addition, our elected Councillors are not just local officials, they are community leaders, community workers and community brokers. It is therefore our view that as an institution, local government have a moral duty to be more than the sum of its parts. Over the last 60 years the role of local councils has been undermined by central government often due to the belief that Whitehall knows best. This has diminished our leadership and local government is in danger of becoming a mere delivery vehicle for central government rather than the hub of local civil society. This erosion has happened as other public services have been centralised, leaving a leadership vacuum at the local level.

Many people are opposed to this direction of travel and Lambeth strongly believes that it is **time for local government to exercise its moral authority and work with citizens to reclaim local civil society**. All the major political parties and think tanks are increasingly recognising that local government must do more than merely deliver narrowly defined public services. For the first time in over a decade radical ideas and proposals on localism are emerging from all national political parties. We believe that local government, as the democratically elected community, must seize this opportunity.

In proposing a greater leadership role for the council we are **not** suggesting that local government take control of all services unilaterally and become a super-sized organisation. We recognise that such a large single organisation would struggle to understand all needs and take over the provision of every service effectively. **We therefore see no benefit in wasting time undermining a decade of partnership working through an unwanted restructuring of organisations**. We do however believe that where it can be shown that bringing services together or pooling budgets would make more sense for the citizen and/or could lead to the delivery of better service then the council should use its community leadership role to champion such reform.

In addition, we also believe that as a democratically accountable public sector organisation strong member-led councils are in a unique position to do more than other public sector agencies. Our belief is that local councils should become the hub of local civil society. As part of this civil society hub we believe that the council must become the forum where all public services are held to account, whether the services are delivered by the council, another part of the public sector or a community partner.

Questions for the Commission to consider

- How can we enable local government to act as a more proactive community leader as well as a provider of public services?
- Which local democratic structures could be developed to increase transparency and accountability in all public services in Lambeth?
- How can local government support civil society to act as a vehicle for social change in the community?
- How can we strengthen the community leadership role of the council without

creating unproductive tensions in partnership working?

- How can we balance the competing tensions of supporting mutuals/civic society organisations while holding the same organisations to account?
- What structures and culture of working will we require to resolve tensions or disputes between different partners and community groups?
- What additional powers or freedoms for local authorities and public services are required to strengthen local government's community leadership role?
- What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 2: Providing services at the appropriate level, personalised and community-based

Very often, in the final analysis, all citizens actually want are good quality local services they can rely on. Lambeth Council places the highest priority on making our services some of the best in England and while we recognise that more needs to be done across key areas such as health, education and community safety we have improved services and delivered better outcomes. Some of this improvement over the past decade has been down to greater financial investment whereas others have been the result of innovation in the ways public services are delivered. We believe that in the coming era of fiscal austerity, service innovation will become even more essential.

A key part of any future service innovation will, in our view, need to recognise that in the future a **service can only be considered a 'good service' if it is provided at the 'appropriate level' and is tailored to meet the needs of citizens and communities using an appropriate service delivery model.**

It is vital that services adopt a 'mixed market' approach to service delivery. Numerous models already exist, which local areas can draw on, such as neighbourhood management, contracted services, third sector provided services, public sector provided services, mutuals/co-operatives, Arms length management organisations (ALMOs), Tenant Management Organisations (TMOs), foundation hospital trusts, academies and private sector provided services. **All these examples have strengths** and all can lead to much better outcomes for citizens – when implemented in the right way responding to specific local need.

Lambeth will not make the mistake of trying to deliver all public services using one approach and we will always see diversity in public service models as a strength not a weakness. As a co-operative council, we will seek to deliver services that are as responsive as possible to the needs of individuals within our community. We believe that there are two methods for achieving this goal. They are:

- Personalised services
- Community-based services.

Personalised services give more power to the individual by being targeted at an individual or family and seeking to provide support or interventions to improve their life chances. Here, professionals need to work closely with citizens (often some of our most vulnerable citizens) to understand their specific needs and ensure that they are provided with the support they need to live full and independent lives. Examples of services which are appropriate for personalisation include, but are not limited to, adult social care, health care, child care, child social care and homelessness support.

However not all services can be provided at this level and if personalisation was implemented across the board we would quickly find that the cost would be too high and delivery would be impractical.

We continue to see a place for **community based services** which allow the community to take collective decisions about how they are provided. Examples of service delivery include: public realm services; adult learning courses; some community safety activities – such as tackling crime hot spots and the management of housing estates, where longitudinal research shows the benefit of the community coming together to take decisions on services.

This distinction should not be seen as a rigid dividing line and there will inevitably be some areas with services in both models, just as there will be changes in which

services fit within each category as local needs change. We believe that thinking about services in this way enables Lambeth to undertake a more strategic discussion around what range of public service delivery models we should implement locally.

Building on this distinction (i.e. services for a person and services for a defined area) would enable public services in Lambeth to begin looking at the range of service delivery models and identifying those that meet local needs most effectively.

Questions for the Commission to consider

- Which services would be improved through personalised or community based services and who should make this decision?
- How can we ensure that decisions as to which service areas are personalised and which are community based are understood and accepted by our citizens and service providers?
- What mechanism can we use to allow for strategically important but locally unpopular outcomes?
- What safeguards are required to ensure that individuals and families offered personalised services have both the options and capacity to make real choices about the support they need?
- How can we maintain probity and accountability while giving individuals and families more control over how resources are allocated to personalised services?
- What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 3: Citizens and communities empowered to design and deliver services and play an active role in their local community

Community involvement in the design and delivery of public services is recognised within Lambeth as crucial to ensuring public services meet the needs of our citizens. As an innovative borough we have already adopted numerous models where citizens are central to service delivery such as our housing Tenant Management Organisations and our Community Freshview scheme. We know there is more to do to ensure citizens feel fully enabled to co-operate with public services. Although high by national standards only 47 per cent of citizens locally felt they could influence decision in their local area. Our principled belief that citizens can and must play a role in the design and delivery of services means that we must:

- Clearly define the range of public services available to citizens and agree with them how best they can engage with them
- Work with citizens, at appropriate times, to define a range of options around how these services could be delivered
- Work with citizens and communities to begin changing local civil society – so that people, throughout their lives, have a wide range of opportunities to get involved in the local delivery of public services and it becomes easier for people to tackle problems within their community.

The current legislative framework already provides sufficient scope to enable us to deliver this step change towards a process where citizens play an active role in designing public service¹. Locally we believe we must take these existing freedoms and become even better at working with our citizens to ensure the services they need truly meet their needs. For **community services** neighbourhoods must be enabled and empowered to come together to help shape them. In some instances the public sector may engage with appropriate forums to do this such as area forums, Expos, empowered community groups, or neighbourhood or town centre management mechanisms. In other areas the public sector must be ready to step back and allow an area to self-organise. **Personalised services** must be co-designed with citizens themselves and the public sector must put in place the capacity to enable this discussion, or by providing support for individuals to come together to pool personal budgets on a collective or co-operative basis.

Another issue which must be tackled is how local areas can enable an ethos of community engagement and a desire to shape public services. Simply stepping back and asking the public to “get involved” will only work for some people and evidence suggests this will always be an unrepresentative minority. This issue relates once again to a core theme of this document, the revitalisation of local civil society. In addition to enhancing community leadership and citizen involvement now, we also need to put the foundations in place to ensure future generations see ‘getting involved’ as part of their every day life.

Building on research undertaken by think tanks such as Demos and others, we believe that a life-cycle approach to community engagement and empowerment must be taken. This means that public services, throughout a person’s life, will provide a range of different opportunities and range of channels through which to get involved. Some of these opportunities will require high levels of commitment while others require less. Underpinning these opportunities will be clear and easily accessible

¹ The Local Government Act (2000), Local Government and Public Involvement in Health Act (2007), Sustainable Communities Act (2007) and Local Democracy, Economic Development and Construction Act (2009) provide a series of mechanisms and processes that could revitalise our approach to engaging with citizens.

information and guidance on how to access them. These activities will also be tailored to different age groups reflecting the differing abilities and desires to get involved. Underpinning all of this there must be a continual programme of education and support which reinforces the importance of involving citizens and communities.

Questions for the Commission to consider

- How can we provide opportunities for citizens to engage with public service provision at key stages in their lives and in their everyday lives in ways that demonstrate choice, real influence and mutual understanding?
- How do we ensure that we are responsive to those citizens who will not want to be directly involved in service design or delivery?
- How can we make sure that those citizens that are regularly engaged with services are representative of our wider communities?
- What opportunities do new technologies offer us for ensuring that participation is representative of the wider community?
- How can we capture the energy of those willing to engage even when they are not representative of the wider community?
- How do we ensure that individuals or groups do not influence services leading to other groups or individuals being disadvantaged or excluded?
- What cultures or processes are required to ensure citizens who engage with public services maintain the perspective of customers and do not become co-opted by public services?
- What can we learn from best practice within Lambeth and other local authority areas?
- What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 4: Public services enabling residents to engage in civil society through employment opportunities

If we are asking citizens to play a greater role in their local community services we have a duty to support the fulfilment of their ambitions in other aspects of their lives. In part this can be achieved through the provision of high quality services and enabling their involvement in local democracy. **However we also know that a key determinant of quality of life is employment.**

The importance of employment has already been recognised within Lambeth and our Sustainable Community Strategy (2008-2020) is built around the goal of tackling worklessness. This principle builds on this strategic focus and seeks to further embed within the public sector the need to provide opportunities and support services that reduce local unemployment. This work is especially vital as the country emerges out of the worse recession it has faced for over 60 years.

Local authorities have a duty to promote local economic development but we believe this should be taken further. We believe that the public sector has a duty to enable employment and skills opportunities to those people left on the margins of the employment market and those who (through no fault of their own) are struggling to secure employment. By running public services with co-operative values, people can develop skills through citizen leadership roles, enabling individuals to develop their personal employability. We are therefore proposing a cross-sector programme covering all public services, commissioned services and contractors, to provide routes for citizens into high quality and appropriate employment.

Research has shown that those in employment have a lower risk of experiencing poverty, deprivation and social exclusion. With regard to families, increasing employment reduces the risk of their children experiencing poverty. Our proposal will deliver rewards not only in the improved quality of life of these residents and their families but also for public services through decreased demand and lower support costs. We believe that the true whole costs of economic activity such as benefits funding should be included in efficiency calculations when public services are making resource decisions.

This approach should also lead public services to become sought after local employers with a commitment to employing the highest quality staff and supporting them to achieve at the highest levels. To support this we will put in place a cross-sector culture of staff transfer, skills development and sharing experience leading to a strengthened public sector with increased joint working and mutual understanding.

Questions for the Commission to consider

- How can the public sector collectively develop an employment support platform to employ vulnerable and excluded citizens effectively?
- How can we ensure that the public sector makes best use of the talents of its staff?
- How can we better share skills, expertise and resources between public services?
- How can we support new mutual organisations to enable local employment opportunities?
- How can we forge better links between civic activism and employment

opportunities so these two spheres of life are mutually reinforcing?

- What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 5: A settlement between public services, our communities and the citizen (this is what we provide, this is what you do for yourself) underpinned by our desire for justice, fairness, and responsibility

Central to our proposed improved relationship between citizens and public services is a clear agreement, a settlement, which expresses the basis of that new relationship. This settlement will provide the **foundation on which our new relationship between citizens, community and public sector** will be based and will help to put into place the principles set out in this document. Community leaders will lead this debate, within the forum of local government, bringing the different organisations, communities and interests together to form this settlement. We strongly believe that this settlement needs to be specific and set out clearly the types of services that will be provided and those which will be devolved to communities to take forward, if they so wish.

The most critical element of this settlement will be in determining the level of service all citizens would receive. We are firmly opposed to any notion that some citizens or geographic areas should ever receive second class services. Our passionate belief in fairness and commitment to co-operative values means that services for citizens must be based on need. With the significant cuts in public sector funding ahead we are clear that the public sector cannot continue to deliver the range of services it currently does. While being more efficient across services will produce some savings this alone cannot meet the shortfalls we will see in the coming years.

In Principle 2 we have already talked about two broad types of public services, personalised and community-based services. The settlement will need to take these two areas of public service and identify, within these categories, which services the public sector will continue and which it will stop delivering.

Stopping delivering some services and allowing citizens to continue to deliver them, if and as they choose, will provide three main benefits, it will:

- free up financial public resources for other priority service areas
- play a role in rebalancing the relationship between citizen and state discussed above
- enable citizens to take responsibility for services that are important to them and provide an opportunity for these to be delivered more efficiently.

Services that remain within the public sphere: For services which remain within this sphere we will need to be clear which ones will be prioritised for additional investment. We believe that personalised and community services can be broken down further and categorised into the following two types of services:

- **Active public services that maximise life chances:** These are the services where we would direct most of our investment over the medium term. These services are targeted at critical points in people's lives that have been shown to have the biggest impact on life chances. Potentially these could be a targeted group of personalised services or a combination of the most important personalised and community-based services. This could include a personalised service such as a safeguarding intervention for a child or a community-based service such as housing estate regeneration which improves the quality of people's housing.
- **Day-to-day public services:** Some services, such as refuse collection, do not have a major impact on a person's life chances but that does not mean

that they are not important to quality of life. Therefore while these services would not be prioritised for additional investment we will ensure that performance meets customer needs.

Services which are the responsibility of the community: These are services which the public sector will withdraw from delivering in order to protect the delivery of the services outlined above in the context of significantly reduced funding. Citizens, the third sector and community groups would be able to continue providing these services if they chose to do so. This approach is not to abandon services. Rather it is to empower the community by working in partnership to deliver services differently. As discussed in Principle 2 there are a number of models which could be used to deliver these services including mutuals and co-operatives, public sector led, and third sector providers.

We recognise that developing this settlement and defining service levels would involve uncomfortable choices. We are confident, however, that through an open process and using our strengthened community leadership role the council will successfully lead the development of the settlement. We also recognise that across the country other public bodies and local areas are developing similar thinking in this area and that there are procedures and processes in place elsewhere which we can learn from and adapt with our local communities.

Questions for the Commission to consider

- How can we resolve any tensions that develop in the creation of a new settlement between the state and citizens, which sets out services that the public sector will provide and services that will be the responsibility of communities?
- How can we support communities to take over ownership of services from which the public sector withdraws?
- What does being a 'co-operative council' mean for this settlement?
- How can we incentivise or reward people to develop and deliver services which are the responsibility of the community?
- What capacity and skills will this require in both public services and our communities and how can we put this in place within the tight timescales imposed by the financial situation?
- How can we guard against service failure, unequal outcomes or impropriety in service areas the public sector no longer delivers?
- What can we learn from best practice within Lambeth and other local authority areas?
- What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 6: Taking responsibility for services – regardless of where they are accessed or which agency provides them

Current discussion on the future of public service delivery frequently repeats the familiar arguments of freeing local areas and frontline staff to innovate. We agree with these views but we feel the principle of public service must be far more ambitious. To us public service is more than just serving the public and meeting their needs. The public sector within Lambeth must become a **champion and advocate for its citizens tackling their problems even when they are outside the borough.**

The answer “that’s not in our area” or “another agency provides that service” should no longer be a sufficient response to our citizens. Our services for our citizens need to become increasingly proactive in helping them to live their lives. This principle flows from our belief in the values and ethics of co-operatives. In choosing to live in Lambeth, or do business here, go to school here or otherwise contribute to our community, we are entering a conceptual co-operative and, as with all co-operatives, there are benefits and responsibilities in joining the **Lambeth Co-operative**. We expect citizens to be active in their communities, make positive contributions and uphold our common values – as we set out in our earlier principles. In return public services pledge to help citizens take advantage of as many opportunities as possible and overcome obstacles in their way.

Underpinning this new approach to service delivery will be our settlement with citizens. If we promise to deliver a service to our citizen (within this settlement) we should take responsibility for its delivery – no matter who provides it. Our mantra must be **“Lambeth will help you resolve the problems life throws at you”**.

This principle is particularly important as we move into an era of commissioned public services. Increasingly, as public service providers become more mixed, the public sector may believe that they are not responsible for delivery. Lambeth must never fall into this trap and we must take responsibility for addressing service failure, no matter where it occurs.

If, for example, provision of childcare is a service we specify in our contract we must address problems that arise even if the service is in another borough. We will own the problem on behalf of the citizen and resolve it for them. We are their advocate and champion because it is our responsibility to our co-operative member. **This embodies our co-operative ethos of being there for the individual or family when they need help, even when delivery is challenging.**

Questions for the Commission to consider

- What new relationships will we require with public services across London to deliver on this principle?
- What are the skills required within the public sector to successfully advocate for our citizens?
- How can we ensure co-operatives and mutuals are supported to achieve these wider social goals?
- What are the management, governance and structural issues that this principle raises and how can we overcome them?
- What can we learn from best practice within Lambeth and other local authority areas?

- What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 7: Simple, joined up and easy access to services – location and transaction; “one place to do it all”, “one form, one time to do it all” – providing visible value for money

Citizens want services to be **easy to access, across multiple channels and in multiple locations**. This is not a new idea, yet it continues to elude most public services. Lambeth must therefore be a champion for modern and accessible services seeking, wherever possible, to provide shared contact points across numerous mediums. Our shared customer service centres, multiple services accessible within children centres and a new Lambeth Promise have all made good progress towards this goal. Our work has led to increased satisfaction levels and since 2003 we have seen a nine per cent improvement in the number of residents who feel the council responds quickly when asked for help and a nine per cent improvement in the number of people who feel they are kept informed about what the council is doing.

We know that our citizens still meet problems in accessing the wide range of public services in the borough. Feedback from consultation has shown that people find it difficult to identify who to contact and find having their requests passed from organisation to organisation confusing and frustrating.

Building on our existing good practice we must radically enhance access to our services and improve customer service. Service centres must become joint service centres for all public services provided within the borough and existing access points (e.g. GP surgeries, children centres and customer services centres) must be expanded to provide this universal offer where financially possible. This access must be replicated electronically with single points of contact for all services. We must also structure our contact points around the key life events of our residents rather than ask them to fit to our needs. The experience of our Tell Us Once pilot programme has shown that at key junctures we can radically simplify the demands we make of citizens and this should be replicated across the main life events of our residents.

This will not only benefit citizens but will also enable back office support functions to be rationalised, freeing up resources to invest in other services. This ability to rationalise and save money will be vital if this goal of integrated customer access is to be realised. Joining customer services together also builds on the ethos of Total Place, which calls for shared commissioning and delivery of public services, by providing shared access points.

Access must also be complemented by secure information sharing. Citizens are frequently baffled by the need to provide the same information multiple times. The Tell Us Once programme has also shown that this issue can be addressed and services can share information effectively. While recognising the sensitivity around data and legal requirements placed upon public bodies we must continue to find innovative ways to share information effectively.

Questions for the Commission to consider

- What are the lessons learnt from within Lambeth and the wider public sector in relation to single access points for services?
- Where are there measures we can put in place in the near future to move this principle forward quickly?
- How do we manage the tension between increasing the routes through which customers can access services and the increased revenue/capital costs this will incur?

- What are the implications for public service asset management and how can these be managed to deliver improved services and financial benefit for the borough?
- What performance measures could we use to evidence that this principle is being delivered in practice?

Part 2: Moving forward – from principles to reality

Key elements for success

The previous section of this white paper set out the principles upon which we believe public services should be provided in the future. In addition it also sets out the role the state, public services and citizens should play in delivering these services. We believe these principles:

- provide a clear and coherent basis upon which Lambeth can provide high quality services
- reaffirm our commitment to the co-operative model of service delivery where appropriate
- provide clear guidance and direction for public services as they respond to the expected significant cuts in public sector funding in future years.

However, principles and high ideals can only get you so far and the direction we have set out in this document will require substantial reform in the way in which we identify need, the way we design services, the organisational cultures needed to drive the improvement of services and the way in which public services are delivered.

This section sets out our ideas on how we can address these issues and take them forward locally. Specifically three key areas are considered:

- **Culture:** This section sets out the culture we want to create across public services and the community. Without an open and innovative culture, which places public service at its core, we will never deliver the proposals set out within this document.
- **Skills and capacity:** This section initiates a conversation on how this culture can be realised, the skills we will need to develop and the steps we will need to take to develop sufficient organisational capacity.
- **Governance, tools and processes for change:** This section sets out enhanced governance, financial and service redesign processes which will enable our services to change.

These proposals set out in this section are not however intended to be definitive. Rather, they are a starting point for the Co-operative Council Commission's deliberations.

A culture which enables delivery

In moving from principles to reality we believe the first step is to define the way in which we will approach the delivery of services – the culture we think should operate across public service providers in Lambeth. A recent report from the National Endowment for Science, Technology and the Arts (NESTA) which looked at social innovation in public services underlined the importance of culture as being a key ingredient in ensuring public services innovate and continue to meet the needs of the citizens they serve.

The development of a unifying culture of public service in Lambeth is a significant challenge and one that, as a recent review of the ‘Total Place’ pilots noted, will be hampered by current central government performance and funding structures, professional cultures and political protectionism. In arguing for a unified culture across local public services we are seeking reform across a wide range of influences on local services (these include central government performance regimes, financial rules and centrally driven priorities which often conflict). Until now, these influences have acted to divide local public services at the point of delivery and, most damagingly, have made it harder for public services to always serve the interests of our citizens.

Much of the thinking set out in this section draws on national best practice and the final report of the recent Lambeth Council **Cabinet Commission on Delivering Through People**. This commission looked, in part, at the importance of organisational culture and its centrality to delivering high quality services. Positively, it found that although public services in Lambeth often talked about their own organisational cultures differently, much of the difference was presentational rather than fundamental. This therefore provides Lambeth with an opportunity to build on this consensus and ensure that public service organisations and frontline staff come together to realise the ideas set out in this white paper.

The concepts set out below therefore explore the broad cultural context we could create and some of the main mechanisms we could use to realise this. Our approach seeks to build upon existing public service cultures rather than replace them.

Culture for public services in Lambeth

We believe that in order for our principles to be realised the following values need to be embraced within the culture of local public service:

- **A borough that always places citizen and customer first:** The citizen and customer is at the centre of public service delivery and the needs of an organisation never supersedes the needs of the people we serve.
- **An engaged borough:** Public services go the extra mile to provide citizens and communities with the information they need. As a borough we also work with our citizens to design and deliver the services they rely on.
- **A progressive and innovative borough:** Public services will no longer use past experience as a reason to avoid change and innovation. We will define our future success clearly and work collaboratively to make this a reality. In delivering change we will identify areas of effective practice, replicate success in all areas and develop our understanding of issues we are seeking to tackle. Innovation will also be supported both individually and organisationally.
- **A learning borough:** Not all innovation can succeed and not every new idea will deliver the results we desire. But “fear of failure” must never be an

obstacle to reform. If a new idea or service does not succeed Lambeth's public services will understand the causes and use this learning to ensure better public services in the future.

- **A reflective borough:** The public sector will become better at talking *with* rather than *at* each other. Analysis, insight and evidence will be highly valued and will enable us to make good decisions thereby ensuring that we deliver real change for our residents.
- **A confident borough:** Building upon our successes the public sector in Lambeth will instil confidence in all its employees to advocate their views both within their organisation and externally to other areas.
- **Clear leadership:** Members and senior leaders should model the behaviour they want to see, while middle managers must be the engine that drives the change.
- **Valuing our most precious resource:** The public sector's most valuable resource is its staff. We therefore need to make sure we encourage, develop and reward our staff. This will ensure that we retain high quality staff and attract the calibre of people that we need to continue on our journey to excellence.

Skills and capacity needed to deliver change

To support the deliberations of the Citizens Commission this report sets out a range of ideas as to how public services in Lambeth could bring this borough-wide culture to life. The ideas set out below build on the final report of Lambeth Council's **Cabinet Commission for Delivery through People**. We would welcome the Commission's view of these ideas and whether they feel they are the best ways of engaging staff in our work to develop a new co-operative culture.

Element	Method of delivery	Detail
Clarity on our public service culture	Communications, training and role-modelling behaviour	<p>A culture will only truly embed itself into organisations if it is understood by employees. Therefore the broad statements set out above will need to be taken by public sector organisations and translated for each organisation i.e. what they mean in their day-to-day operations. In doing this the culture will be "brought to life" and public sector workers will have greater confidence using it in their daily roles.</p> <p>This approach is already undertaken by Guys and St. Thomas NHS Foundation trust, where the component parts of their "corporate culture" have been broken down into a series of desirable behaviours relevant to the different types of staff they have i.e. frontline workers, managers, professionals and senior managers. Other services within Lambeth should learn from this experience.</p> <p>Managers and frontline staff would also be expected to role-model this behaviour in their daily roles so as to create a climate in which our culture is lived.</p>
Embedding culture	Communications	<p>A cross organisation communications programme for all staff should be designed and implemented. This would provide key messages about the change this white paper is trying to make, the new expectations of all staff and how colleagues could support the rollout of this programme. This programme would have the same 'look and feel' across all public sector organisations.</p> <p>Building on best practice already in place any public sector wide initiatives related to the roll out of Co-operative Council would be linked back to our principles and public sector culture. This again would reinforce the message that the culture is being "lived".</p>
Securing enhanced leadership	Training and role modelling	<p>An innovative borough requires leaders and managers that prize creativity, understand the importance of setting a strategic direction and have sufficient tools and processes to enable "present-future" thinking.</p> <p>In order to ensure our leaders and senior managers have these skills the borough should use best practice to design and deliver an enhanced leadership training programme for all Directors, Heads of Service and team</p>

Element	Method of delivery	Detail
		<p>managers or equivalent level posts. This programme will focus on leadership styles, strategic planning and managing change. The scheme would also be an opportunity to share best practice and to encourage our leaders and managers to be advocates of the Co-operative Council programme. This scheme would be undertaken over the course of a financial year and would take a different cohort of managers.</p> <p>Building on the communications and role modelling suggested above, upon completion of this training our senior managers would be expected to act as role models for the public sector wide culture the borough is trying to realise.</p>
Securing world class front line services	Training and role modelling	<p>In tandem with our enhanced manager training programme, a complementary training programme will be put in place for frontline staff.</p> <p>This will bring together a number of elements such as our shared customer care standards (set out below), skills to enable innovation (set out below), awareness raising of the Co-operative Council programme and new ways of working in their roles.</p> <p>As with the managers training, once completed public sector frontline staff would be expected to act as role models for this behaviour in their interactions with citizens and the public. In addition, this role modelling would also show those that have not undergone the training the new ways of working that are being expected.</p>
Learning through doing	Living leadership	<p>Building on our training and development programmes, this paper believes that a key element to our success will be the extent to which our values and leadership style are lived. To help our newly trained managers and future leaders roll out the leadership skills they have gained (through the training programmes) identified senior managers will act as mentors. As mentors they will work with these managers to support them in applying their training to every-day management challenges.</p>
Learning through doing	Action learning	<p>This paper also argues that the borough should take advantage of opportunities to trial new ways of delivering public services as-soon-as-possible, so as to understand “what works” and the challenges for implementing alternative service delivery models on a wider scale.</p> <p>An action-learning approach would provide Lambeth with the opportunity to undertake small scale trials such as the roll-out of pilot co-operative projects. As well as</p>

Element	Method of delivery	Detail
		providing valuable learning, it would also create a sense of momentum for this programme.
Using policies and procedures to realise our public sector culture	Management processes and management tools	A further method to embed this culture should be to ensure that employee appraisals include opportunities for all public service staff to access training and development facilities which would help them operate within this new public sector culture. This could include attending training courses in other organisations, cross-organisation work-shadowing or mentoring.
Promoting innovation	Management processes and management tools	<p>In support of our enhanced training and communications programmes a series of processes and management tools will be developed to support the ethos of innovation advocated in our culture. This could include alterations to organisational service planning processes, innovation forums within organisations which gather ideas or suggestions to change service delivery, innovation and improvement competitions, altering the appraisal process to make innovation/improvement explicit aspects of people's everyday jobs.</p> <p>Any mechanism would build on the methods and tools covered in the training sessions set out above.</p>
Recognition	Awards and feedback	<p>Lambeth public services will commence a borough-wide staff recognition scheme which highlights best practice or innovation that comes out of staff-led suggestions.</p> <p>This new cross-organisation scheme would use the same branding as the communications campaign set out above. This scheme could also be used to recognise staff that are providing high quality services, whilst realising the public sector culture this paper has set out.</p>
Customer care	Standards and processes	Local public services should agree cross-organisation customer care principles and, where appropriate, service standards for the borough (see Principle 7 above).
Shared people resources	People management and strategic HR	Local organisations should put in place mechanisms for greater sharing of staff between organisations (see Principle 4 above). This could include local secondment opportunities, increased use of joint appointments and time-limited cross organisation project teams and should increase in scope and scale over time. It should also recognise the shared challenges of the recession and include processes for measures such as redeploying staff across organisations and sectors.
Shared physical resources	Facilities and asset management	Finally, this white paper proposes that this programme must change the way in which we use our physical assets and resources. Public service organisations need to see their assets as shared resources, which all public

Element	Method of delivery	Detail
		<p>sector workers can use. This could include simple things such as access to meeting facilities, hot-desking facilities in all buildings to more advanced programmes such as co-location of staff in generic buildings.</p> <p>The transfer of assets into community ownership must also be advanced. This will help realise our principles of public service delivery, specifically where we emphasise the need to draw back from services and enable communities to provide services.</p>

Questions for the Commission to consider

- What changes in the national funding, performance and reporting structures are required to enable a unified public service culture in Lambeth?
- How can we broaden this culture to include voluntary, community, co-operative and private providers of services and make this culture truly borough-wide?
- What incentives can be used to support organisations working together to share resources?
- What can we learn from best practice within Lambeth and other local authority areas?
- How can we ensure genuine commitment for the cultural and organisational changes we seek to make?
- What methods and measures could we use to assess the extent to which our cultural change and capacity development programme is being delivered and realised in practice?

Renewed governance and service delivery

Our programme to realise our new culture will play a key role in delivering the change we seek. Implicit in the delivery of this new unifying culture of public services are a series of structural reforms which will assist in breaking down the barriers to a local public sector working “as one” for the benefit of all citizens. These reforms will focus on:

- Renewed, accountable and strengthened governance arrangements
- A broad approach to shared services
- A step change in analysis and assessment.

Renewed, accountable and strengthened governance

This section sets out some options for the structures of public services in Lambeth and how they would work with the capacity development elements described above to deliver our 2014 goals.

At present the council engages with other key public and community service providers through our local strategic partnership, Lambeth First. Over recent years this approach has led to huge improvements in services. In line with government guidance the council takes the lead within the partnership and develops the strategic direction of the partnership. In practice strategic decisions are negotiated between partners.

Whilst this has proved very effective at improving the quality of services we believe that this system is not readily understandable for residents and the structures lack the power to challenge those controls from outside the borough which prevent genuine cross-organisation working. While commitment to our core objectives within Lambeth is strong, the competing performance arrangements and requirements on service providers have created obstacles to responding to local need.

We suggest that while there have been many successes within Lambeth First our overall partnership working remains inconsistent with examples of excellent partnership practice have frequently been the result of specific initiatives rather than a broad culture of silo-breaking service delivery. While our current structures have delivered improved public services they will not, in our view, enable the step change required to make public services viable in the future or be sufficient to realise our aspirations set out within this document. Moving forward we believe that local public services need to undertake ever closer joint working.

But how could this be taken forward? Within the next four years we see two models of public service which Lambeth could operate within:

- A single public service organisation
- Transformed local commissioning

A single public service organisation

This approach proposes the creation of a single public body responsible for all existing services delivered by the council alongside services like local policing, health services (including primary care), housing, transport and adult education. A single public service organisation would demonstrate who is responsible for public services and would simplify access. In addition efficiencies of scale and resourcing would be generated through combining staff, assets and procurement processes. Building on the existing structures of the council there would be direct political leadership and accountability for decision-making.

There are however significant structural difficulties implicit in this model, not least the time, effort and cost involved in the large scale restructuring of public bodies to create this body would require, as noted in Principle 1 above. Structural change on this scale would involve an unacceptable wastage of capacity across public services. Academic research also argues that any large scale reorganisation can take up to five years to deliver tangible improvements in service delivery due to the inherent need for new structures to bed down and begin operating as designed. These types of large organisations are also subject to low levels of legitimacy and frequently suffer from unresponsive leadership and aggregated service provision which does not meet the needs of citizens. This model may also stifle innovation and civic activism leading to an unacceptable waste of community capacity.

None of these challenges are insurmountable but the service delivery capacity lost in making this scale of transformation within the next four years mean that this paper **does not favour this approach to enhancing local governance at this time**. That is not to say that elements of this approach may be possible, and desirable for the efficient delivery of public services in the borough, as opportunities arise in the coming years.

Transformed local commissioning

How then can improvement in public awareness and accountability offered by the single public service body model be delivered without the large scale transformation required to create a single public body? The **development of strengthened joint commissioning for the borough supported by a range of delivery agencies** would deliver in both areas.

Strategic commissioning goals would be agreed by a single senior management team drawn from across the borough's public services, although this group could include members of the private and voluntary sectors as appropriate. The risk of professional capture and bureaucratic expansion would be contained through collective agreement and challenge by these senior commissioning managers. The commissioning process would explicitly involve local political leadership through the council's Cabinet and this will ensure **direct and clear political accountability** for all strategic decision-making of a much broader scope than at present. Further, this would be augmented by radically enhancing the role of scrutiny by local councillors and residents to hold delivery agencies to account for their operational effectiveness.

This new group would be responsible for **all strategic commissioning decisions in the borough which would then be made real by a range of delivery agencies**. A key decision as part of this process would be to set the scope of public provision in the borough and what citizens can expect from their services.

This paper believes this model has the potential to deliver enhanced local governance whilst avoiding the risks of large scale organisational restructures in the short term.

Questions for the Commission to consider

- What are the physical and resource changes required to deliver the proposed strengthened joint commissioning?
- How can we ensure that the commissioning process is open, accessible and understandable for all citizens at all times?
- What is the culture and relationship required between those making commissioning decisions and those charged with delivering outcomes?
- How can we ensure that our commissioning process is resilient and able to adapt to rapidly changing situations?

A broad approach to shared services

As has been noted in this paper believes that the wholesale merging of public services into a single body is not feasible within the medium term. **There are however benefits of closer working and even the amalgamating of key components of services to deliver efficiencies and improvements.**

Many public sector bodies have been exploring the possibilities of sharing functions such as administration, human resources and hard resources management between different organisations. Sharing these functions has the potential to deliver significant savings across the public sector and Lambeth will, as with all local areas, examine all opportunities to do so as they become available.

This approach may deliver savings for organisations, but is of limited importance to citizens. While the savings generated could be reinvested in the frontline it does not lead to significant improvements in outcomes. We propose that shared services in Lambeth should do more, delivering both savings and improved outcomes through a wider approach to shared services.

Lambeth and other local authorities have already moved towards sharing frontline customer services through the co-location of services. Sites such as the Brixton Customer Centre and our Children's Centres have begun a shift to single points of contact for our residents to access all public services. Customer response has been positive and there have clearly been improvements in the service delivered. In 2014 Lambeth should achieve more. Under the single contact site model residents are signposted between separate services located within a large service centre. There has been an increase in convenience but no reduction in the number of times residents must contact services, repeating information and requests.

We believe that Lambeth should move to **a single transaction model of shared customer services**. Building on our successful Tell Us Once pilot we should put in place data sharing and shared customer services to allow residents to complete a wide range of service interactions in a single transaction through a medium of their choice. This approach matches the aspiration we have for our empowered frontline staff as they will be given the autonomy to complete requested transactions and call upon assistance from the full range of Lambeth's services. It should also lead to

significant increases in customer satisfaction and efficiencies across public services as avoidable contact is reduced.

A step change in analysis and assessment

Both our proposed new model for public service delivery and our proposed new relationship with citizens requires:

- A greater openness in how resources are allocated
- Increased public accountability for decision making, especially as the financial situation restricts the resources public services have available
- Greater trust in public services to respond to community needs
- A broader and more complete analysis of need in order to better allocate reducing levels of resources in the difficult financial climate.

To support these public perceptions we therefore propose the **creation of an enhanced research and intelligence function to support strategic commissioning and service delivery.**

This would build upon current partnership arrangements such as the Joint Strategic Needs Assessment (JSNA), Local Economic Assessment and the shared council and police intelligence unit. These and similar processes could act as the starting point for a broader and more complete needs analysis across all public service areas which draws together the work already underway. The proposed analysis unit would complete a range of tailored needs assessments requested through the joint commissioning process. These assessments would also incorporate statutory needs assessments and could cover issues such as:

- Health and wellbeing
- Economic development and economic wellbeing
- Children and young people
- Community safety
- The local environment and sustainability
- Housing.

These assessments would be produced after engagement with citizens, service users, politicians, staff and operational managers. They would include reviews of all available data and analysis, the commissioning of new research if necessary and undertake modelling to understand future needs. The added value of this approach would be to:

- Create greater independence in the analysis;
- Free managers to focus on high quality service delivery and support for frontline staff; and
- Generate cost savings in research and policy teams across organisations, effectively establishing this as a shared service.

The needs assessment reports would not make commissioning recommendations as these would be left to senior commissioning managers, political representatives and relevant delivery agencies. The reports would present identified or changing needs within the borough and it would then be for elected community leaders and senior public servants to allocate available resources.

In addition to needs assessments the analysis and intelligence unit would complete policy and best practice reviews and analysis, passing this advice to the service delivery agencies as an ongoing resource for service improvement.

This process is at the heart of the proposed new relationship between citizens and public services. It clarifies the scope and context within which decisions are taken by local community leaders and allows citizens to hold decision makers to account more effectively.

A framework to deliver 2014

This paper has set out the revitalised culture that we want to embed and the skills and capacity which our staff need. In addition, we have also set out a possible new governance processes and approaches to analysing local need. Whilst these are all critical elements to delivering our aspirations, they do not address two key technical questions for Lambeth:

- How can we secure the necessary financial and legislative freedoms to innovate and provide public services based on our principles i.e. how can we get the technical freedoms needed – while providing confidence to central government that we will deliver public services efficiently and effectively?
- What tools and processes do we need to use which will lead to the delivery of better public services locally?

A contract for place

In answer to the first question we are clear that a new framework must be put in place which allows central government and local areas to agree changes to how public services operate locally, the legislative requirements placed on them, how budgets are allocated and spent locally and how financial savings are used..

We believe strongly that the most effective way to agree these changes is through the development of a '**contract for place**'. This process of developing the contract would enable central government and a local area to (and potentially the sub-region) agree the freedom and changes needed to develop a new approach. This contract for place would therefore be the culmination of a constructive conversation between central government and public sector providers in a local area. Our view is that it would set out:

- An agreed understanding of how specific groups of public services would change, along with a rationale as to why this would lead to better outcomes and more efficient public services – based on our principles set out above
- An agreement with central government and local public sector providers on the scale of financial savings that these changes in public services would enable
- An agreed set of financial and legislative freedoms for the local area with central government – based on:
 - The expected timescales for delivering these savings and clarity around how these saving will be shared
 - An agreed small amount of start up funding from central government to support local areas commence service transformation work.

Our contract for place draws on numerous elements of public service practice and service improvement thinking such as the Total Place methodology, the principles of start up funding and the concept of stretching performance improvement, incentivised and underpinned by a financial reward. These approaches have been reconceptualised and made relevant to the local and national context in which we are now working. We recognise that a crucial element of this contract for place will be the financial savings we agree to deliver as part of this review.

The contract for place though represents the final stage in our approach to improving and changing public services locally, based on the principles of this document. The

sections below set out the approach Lambeth will follow – which will ultimately lead to this contract for place. It will also specifically answer the second question about the tools and processes we will use to drive our desired step-change in service improvement.

Preparing for a contract for place

Step 1: Identifying service and theme review areas

Prior to any service redesign or service review we would need to identify and justify why a theme or area of service should undergo redesign. We argue that themes and areas for focus should be drawn from detailed local analysis. The presumption will be that reviews should be undertaken in areas which have been identified as priorities and/or areas of unmet need. In the first instance areas for service review could be drawn from the following:

- Joint Strategic Needs Assessment
- Local Economic Assessment
- Child Poverty Needs Assessment
- Community Safety Strategic Assessment.

Other sources could include:

- Priority areas within the Sustainable Community Strategy
- Political priorities contained within the local administration's manifesto
- Services identified by local people as requiring change
- High cost service areas that have been identified by local public sector organisations.

In undertaking these reviews two key issues will be addressed – service overlaps and unmet need. With regard to service overlaps, the process would seek to understand areas of duplication which could be streamlined, thereby freeing up capacity and resources. For areas of unmet need, we would seek to focus on areas where existing need is not being met. Neither type of review would be mutually exclusive and there is the assumption that there would inevitably be some overlap.

Step 2: Commissioning a service or theme review

Reviews would be proposed by the senior joint management team within the borough and endorsed by the council's Cabinet. For each review a time-limited analysis group would be established to drive the initial phases of work. To ensure this group has a clear focus and to progress the review, a senior manager would be seconded for a year to lead the review. Furthermore a group of experienced stakeholders drawn from the relevant theme area would also be seconded or co-opted to the group. Drawing the membership for this group from the service area will ensure the group has a clear understanding of the challenges faced and are able to utilise established connections with relevant colleagues to access information and undertake a robust analysis.

Step 3: Undertaking the service and theme review

All service and theme reviews would have the freedom to determine how they approach their review but there will be an expectation that all reviews will be commissioned at the start of a financial year and completed by the end of the same financial year at the latest.

Based on the experience of the Total Place pilots it is expected that these reviews would include the following elements in some form (although these will not be mandatory):

- Defining the scope of the area or theme being reviewed.
- Undertaking an in-depth analysis of current service provision with regard to this policy theme.
- Undertaking a detailed financial mapping of current service provision including the sources and constraints of funding and if they are time-limited funds.
- A 'blue-sky' citizen or community based design exercise. This would set out how public services could be delivered. Reflecting our commitment to front line staff as the drivers of service improvement this should include a series of opportunities for staff to provide their views. This exercise should also seek to identify how services can be delivered within a single transaction approach (see above).
- An analysis of the differences between the design and current reality. This would highlight the level and type of changes required.
- An impact analysis of the new service delivery model including expected outcomes, the scale of financial savings, in reference to the investment required to deliver improvements, and how they would be realised.

The findings of the review would be presented to the most senior joint commissioning body and Lambeth Council Cabinet. Based on discussions at this body, decisions will be taken as to whether the proposed changes to services should go ahead.

Step 4: Planning implementation and commencing negotiations for the contract for place

Upon agreement of the service review findings, the local area would begin preparations to implement the findings of the review. Where these require changes to legislation, statutory guidance or financial arrangements from central government, these will be discussed and agreed upon as part of our contract for place negotiations.

It is important to note that, in arguing for the devolution of financial decisions and accountability for the management of local services we are not seeking to expand the powers of existing bodies or to snatch powers from central or regional government. We are instead seeking to increase the power of our local communities over the services in their local area and in order to deliver this we will require the devolution of some powers from central government.

Similarly we are not seeking to remove central government's role in local services entirely. There will be a continued need for national standards of services to ensure some level of equity between local areas and to act on large scale, regional projects. As identified within Total Place, the aim of increased local control over public finances and services is to restructure accountability, to hold those who deliver services genuinely accountable for their quality rather than those many tiers above front line services.

Realising the financial benefit

Whilst delivering better public services is at the heart of this document, we also know that a key issue will be the extent to which we can make significant financial savings during the coming period of austerity in the public sector. We have already said that as part of the contract for place negotiations and review work, agreeing savings and targeting high cost areas for improvement must be central to our work. However we recognise that taking a systems-wide approach to redesigning public services presents risks that any financial savings made may get 'lost in the system' – as it is hard to quantify savings when preventative services stop negative outcomes from occurring. For example, effective support services for children at risk of offending will reduce the need for more expensive interventions through the criminal justice system

in later years. However quantifying this saving and ensuring they can be released from one organisation to another presents significant challenges within current models of public finance.

In order to ensure that system-wide savings are not 'lost', our contract for place and implementation of the service/theme reviews will undertake the following (once the review has been agreed by the joint commissioning board):

- Set out the upfront costs of rolling out any redesigned services
- Set out the specific organisations and service areas we would expect to see savings from over the medium term – once the changes to services have been made
- Set out the specific budgets where these savings would be made.

Given the complexity of individuals' needs and the length of time over which outcomes will realise benefits, it will not be possible to identify all costs and financial savings. Undertaking this analysis would however provide public services with a clearer expectation of the savings that would be made in the medium term and where in the public sector system these savings would be realised.

Sharing the financial benefit

A key risk in making these savings is that central government would retain these savings and reduce funding to an area. Building on the long established principle of rewarding innovation and high performance we argue that savings realised through our reviews should be shared between central government and local services based on a 70:30 split. 70 per cent of the savings would be returned to central government as our local contribution to reducing the deficit and to national priorities while 30 per cent would be retained within the local area as an unringfenced pot of funding.

Within Lambeth this would be used to fund further reviews. It is clear that these savings would not be realised in the short term and there is a need for a period where the new approach to delivering services is implemented and embedded. This may require one to two years of implementation before public services are confident that they can realise the financial savings from the identified parts of the public sector system.

Learning from the Birmingham Total Place Pilot we have seen that early intervention work with vulnerable young people costing £42 million could save £400 million in the medium term. This would lead to an overall saving of £358 million. If our proposed 70-30 shared financial benefits model was applied to this example this would mean central government keeping £250 million and the local area receiving an unringfenced £108 million funding allocation to reinvest in further reviews and local public services. This 70:30 financial benefit sharing process would continue for five years (the life of one parliament) before savings are mainstreamed into public sector budget assumptions.

Review lifecycle

As stated above any service transformation programme will not deliver significant changes in outcomes or financial savings within the short term. Analysis of service reorganisation has consistently shown that any new structures implemented take between three to five years to be embedded. Therefore this paper proposes that our review process is delivered over a medium term lifecycle which would broadly conform to the following steps:

- Year 1: Total Place theme review

- Year 2: Implementation of theme review recommendations
- Year 3: First full year of redesigned services and ‘bedding down’ of operational and managerial issues. Some financial savings and possibly early signs that outcomes are improving
- Years 4 onward: Changes delivered providing financial savings and improvements

Funding reviews in Lambeth

We have outlined a possible approach to undertaking reviews, which would enable a process of service integration and improvement. A key challenge in the short term will be the ability for a local area to fund and carry out these reviews, along with the costs associated with any subsequent service reorganisation and changes. We believe that this funding could be secured from two sources; a small amount of start up funding provided by central government (as part of the contract for place) and contributions from public sector organisations in Lambeth.

Both sources of funding could be brought together to establish a borough-wide ‘invest to save’ fund. This fund would provide the initial reviews with the financial resources to take them forward. Over the medium to long term we would expect to see a small portion of the savings made from these reviews to be invested back into the invest to save fund.

A number of models could also be adopted to manage this fund and maximise the benefits for public services and local communities. We would welcome the views of the Commission on the options proposed:

Option 1 – A public sector organisation holds the funding on behalf of the borough: This option would see a named public sector organisation holding the budget for the service and theme reviews and acting as the responsible body for the funding, ensuring it is spent appropriately with the agreement of the joint commissioning body.

Option 2 – A local, sub-regional or regional public sector mutual: Following discussions of public funding models across the public sector a Lambeth public sector mutual could be established, with an open offer to other local areas and services to join and further strengthen the fund. This organisation would pool funding and provide financial support to local areas undertaking total place reviews. Operating as a mutual would also allow the organisation to invest and generate a surplus which can be reinvested as another source of funding.

Option 3 – A local mutual society, created by public services and open to the public: This model would be an extension of the public sector mutual in which the mutual fund also provides financial services to local citizens, similar to existing credit unions. The financial deposits of local public services will lever in increased benefit for local communities who use the service and also allow public services greater scope to tackle financial exclusion within the local area.

Questions for the Commission to consider

- What are the relationships and culture required between local partners and between Lambeth and central government in order to make our vision of a contract for place a reality?
- How can we ensure that central government will give Lambeth the freedom to deliver our vision and a share of the savings generated?

- How can we maximise the benefits to public services and local communities offered by a borough wide invest to save fund?
- What changes to our financial management processes do we need to make, across the public sector, in order to ensure that financial savings made are visible and are not 'lost' in organisations budgets?

A timetable for action

The proposals contained within this document require considerable development and consultation before they would be rolled out. Therefore over the coming months we are eager for a vigorous debate locally so as to enable us to develop our thinking and plan a way forward.

We remain convinced that, at a minimum, this paper sets out a useful starting point for the conversation we must undertake locally – if we are to address the challenges set out in the foreword to this document.

Set out below is an initial indicative timetable which gives some idea as to how we propose to develop and finalise Lambeth 2014 – so that we could begin to realise our ambitions. The first timeline envisages the high level process we will follow to finalise our Lambeth 2014 vision. The second timeline sets out the high level process we would use to begin delivering the ideas set out within this document

Developing and Finalising Lambeth 2014 Document

Month	Activity
May	Leader of the Council publically launches the Co-operative Council Commission and Co-operative Council white paper.
May - August	Commission commences work and begins hearing 'expert witness' from academics, experts, citizens, communities, third sector, local politicians and partner organisations Commission receives written submissions from organisations, groups and individuals Community engagement programme implemented to gather citizen input into the Co-operative Council proposals.
September	Final Commission report developed
October	Final report published
November – March	Project planning for year one delivery – to commence April 2011

Realising Lambeth 2014

In order to translate the Co-operative Council proposals into reality a programme management approach will need to be employed. The length of the programme implementation phase will largely depend on the finalised Co-operative Council document and associated organisational and service delivery models selected.

Given the current economic climate establishment growth is unlikely to be a feasible option. Therefore, to achieve *more for less* will require a different approach in how we organise and manage our service delivery model. We believe that an ambitious vision and target operating model is likely to take three to four years to implement. The timetable below represents an indicative overview of the key programme milestones and is based on the Office of Government Commerce's *Managing Successful Programmes* approach.

Phase and timeline	Programme milestones summary
Envisaging a Better Future State	Co-operative Council signed off and agreed <ul style="list-style-type: none"> • Stakeholder buy-in achieved • Ownership of the Vision agreed • Communications
Envisaging a Better Future State	Target Operating Model (TOM) agreed – based on the Co-operative Council document and data which underpins this approach to public service delivery <ul style="list-style-type: none"> • Clear sense of how our customers, staff, infrastructure and processes (internal and external) are aligned to support the Co-operative Council • Organisation buy-in of the TOM and its outcomes • Deconstruction of the TOM into supporting programme vision around staff, customers, partners and infrastructure
Feasibility stage	Programme scope and objectives feasibility <ul style="list-style-type: none"> • Viability and outcome of the programmes is understood and managed • Benefits and costs analysed • Risks and dependencies managed
Programme business case and plan	Programme scope and outcomes agreed <ul style="list-style-type: none"> • Programme business case signed off • Stakeholder map and engagement in place • Programme resources in place • Benefit profile created • Project portfolio (summary of the constituent projects necessary to deliver the outcomes)
Implementation phase to get us to the first transition phase of the Target Operating Model	<p>Programme implementation is divided into transition stages that are part of the roadmap to get us to the final target operating model.</p> <p>Organising the programme into stages allows change to be absorbed by the organisation and ensures benefits are more likely to be realised.</p> <p>Each transition stage represents an incremental development for the organisation in terms of benefits and outcomes.</p>

Next steps: Co-operative Council Commission

This report sets out a clear future direction for public services in Lambeth based on a series of key principles. In addition this report also sets out our initial thinking of the organisational, cultural, capacity and process changes needed to make.

These proposals however merely reflect a starting point and will be developed further by the **Co-operative Council Commission**. This advisory Commission was established at the request of Lambeth Council and will provide a forum for wider debate on future public service delivery. Working with citizens, third sector groups, politicians, partner organisations, academics and experts this Commission will test the ideas contained within this document and propose alternative ideas where appropriate. At the end of the Commission's deliberations it will produce a final report for Lambeth Council and Lambeth First, which reflects an agreed consensus for the borough.

To inform the Commission's work and guide its deliberations this white paper has proposed a series of questions for the Commission to consider. These are brought together below, along with some high-level questions which relate to the entire document.

To help shape the views of the Commission and to ensure these questions are explored fully a series of evidence gathering and community engagement sessions will be held over the coming months. These will entail:

- **Formal Commission sessions:** These sessions will explore key issues raised in this document and gather the views of politicians, partner organisations, community and third sector representatives, public sector experts (think tanks and government officials) and academics.
- **Qualitative community engagement:** Throughout this process a series of qualitative community engagement events will take place. These will enable citizens to express their views on public services and how they should be delivered in the future.
- **Quantitative research:** In support of the qualitative community engagement programme a wider quantitative research programme will take place.
- **Action learning:** Different models of service delivery will be trialled throughout 2010/11 such as co-operatives and mutual's. The lessons and challenges from these will be fed back into the Commission's work.
- **Written submissions:** The Commission will also invite citizens and organisations to provide us with their views on the proposals in this document. These submissions will be considered by the Commission and will guide their thinking and deliberations.

It is the intention of the Citizens Commission to produce its final report by **October 2010**.

Written submissions can be submitted in the following way:

Email: cooperativecouncil@lambeth.gov.uk

Post: Co-operative Council Commission
Room 113, Lambeth Town Hall
Brixton Hill
London SW2 1RW

Consultation questions for the Commission

General questions

1. How can we create a large enough mandate for change – in which citizens, the public sector and communities will work toward delivering our proposals?
2. Should we seek to join up public services, based on the principles set out in this document, with other neighbouring London borough's?
3. How can we ensure that the proposals in this document are affordable, given the forthcoming significant cuts in public sector funding?

Principle 1: The council as a strong community leader

4. How can we enable local government to act as a more pro-active community-leader as well as a provider of public services?
5. Which local democratic structures could be developed to increase transparency and accountability in all public services in Lambeth?
6. How can local government support civil society to act as a vehicle for social change in the community?
7. How can we strengthen the community leadership role of the council without creating unproductive tensions in partnership working?
8. What structures and culture of working will we require to resolve tensions or disputes between different partners and community groups?
9. What additional powers or freedoms for local authorities and public services are required to strengthen local government's community leadership role?
10. How can we balance the competing tensions of supporting mutuals/civic society organisations while holding the same organisations to account?
11. What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 2: Providing services at the appropriate level, personalised and community-based

12. Which services would be improved through personalised or community based services and who should make this decision?
13. How can we ensure that decisions as to which service areas are personalised and which are community based are understood and accepted by our citizens and service providers?
14. What mechanism can we use to allow for strategically important but locally unpopular outcomes?
15. What safeguards are required to ensure that individuals and families offered personalised services have both the options and capacity to make real choices about the support they need?

16. How can we maintain probity and accountability while giving individuals and families more control over how resources are allocated to personalised services?
17. What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 3: Citizens and communities empowered to design and deliver services and play an active role in their local community

18. How can we provide opportunities for citizens to engage with public service provision at key transitions in their lives and in their everyday lives in ways that demonstrate choice, real influence and mutual understanding?
19. How do we ensure that we are responsive to those citizens who will not want to be directly involved in service design or delivery?
20. How can we make sure that those citizens that are regularly engaged with services are representative of our wider communities?
21. What opportunities do new technologies offer us for ensuring that participation is representative of the wider community?
22. How can we capture the energy of those willing to engage even when they are not representative of the wider community?
23. How do we ensure that individuals or groups do not appropriate services or influence leading to other groups or individuals being disadvantaged or excluded?
24. What cultures or processes are required to ensure citizens who engage with public services maintain the perspective of customers and do not become co-opted by public services?
25. What can we learn from best practice within Lambeth and other local authority areas?
26. What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 4: Public services enabling residents to engage in civil society through employment opportunities

27. How can the public sector collectively develop an employment support platform to employ vulnerable and excluded citizens effectively?
28. How can we ensure that the public sector makes best use of the talents of its staff?
29. How can we better share skills and expertise between public services?
30. How can we support new mutual organisations to enable local employment opportunities?
31. How can we forge better links between civic activism and employment opportunities so these two spheres of life are mutually reinforcing?

32. What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 5: A settlement between public services, our communities and the citizen (this is what we provide, this is what you do for yourself) underpinned by our desire for justice, fairness, and responsibility

33. How can we resolve any tensions that develop in the creation of a new settlement between state and citizens, which sets out services that the public sector will provide and services that will be the responsibility of communities?
34. How can we support communities to take over ownership of services from which the public sector withdraws?
35. What does being a 'co-operative council' mean for this settlement?
36. How can we incentivise or reward people to develop and deliver services which are the responsibility of the community?
37. What capacity and skills will this require in both public services and our communities and how can we put this in place within the tight timescales imposed by the financial situation?
38. How can we guard against service failure, unequal outcomes or impropriety in service areas the public sector no longer delivers?
39. What can we learn from best practice within Lambeth and other local authority areas?
40. What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 6: Taking responsibility for services – regardless of where they are accessed or which agency provides them

41. What new relationships will we require with public services across London to deliver on this principle?
42. What are the skills required within the public sector to successfully advocate for our citizens?
43. How can we ensure co-operatives and mutuals are supported to achieve these wider social goals?
44. What are the management, governance and structural issues that this principle raises and how can we overcome them?
45. What can we learn from best practice within Lambeth and other local authority areas?
46. What performance measures could we use to evidence that this principle is being delivered in practice?

Principle 7: Simple, joined up and easy access to services – location and transaction i.e. “one place to do it all”, “one form, one time to do it all” – providing visible VfM

47. What are the lessons learnt from within Lambeth and the wider public sector in relation to single access points for services?
48. Where are there measures we can put in place in the near future to move this principle forward quickly?
49. How do we manage the tension between increasing the routes through which customers can access services and the increased revenue and capital costs this will incur?
50. What are the implications for public service asset management and how can these be managed to deliver improved services and financial benefit for the borough?
51. What performance measures could we use to evidence that this principle is being delivered in practice

A culture which enables delivery

52. What changes in the national funding, performance and reporting structures are required to enable a unified public service culture in Lambeth?
53. How can we broaden this culture to include voluntary, community, co-operative and private providers of services and make this culture truly borough-wide?
54. What incentives can be used to support organisations working together to share resources?
55. What can we learn from best practice within Lambeth and other local authority areas?
56. How can we ensure genuine commitment for the cultural and organisational changes we seek to make?
57. What methods and measures could we use to assess the extent to which our cultural change and capacity development programme is being delivered and realised in practice?

Tools and processes for change: Renewed governance and service delivery

58. What are the physical and resource changes required to deliver the proposed strengthened joint commissioning?
59. How can we ensure that the commissioning process is open, accessible and understandable for all citizens at all times?
60. What is the culture and relationship required between those making commissioning decisions and those charged with delivering outcomes?
61. How can we ensure that our commissioning process is resilient and able to adapt to rapidly changing situations?

A framework to deliver 2014

62. What are the relationships and culture required between local partners and between Lambeth and central government in order to make our vision of a contract for place a reality?

63. How can we ensure that central government will give Lambeth the freedom to deliver our vision and a share of the savings generated?
64. How can we maximise the benefits to public services and local communities offered by a borough wide invest to save fund?
65. What changes to our financial management processes do we need to make, across the public sector, in order to ensure that financial savings made are visible and are not 'lost' in organisations budgets?

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Co-operative Council Commission
Room 113A
Town Hall
Brixton Hill
Brixton SW2 1RW

Phone 0207 926 1000

Email cooperativecouncil@lambeth.gov.uk

Website www.lambeth.gov.uk