

ALTOGETHER BETTER

WEST CHESHIRE

OPERATIONAL PLAN

2012-2018



Foreword

The Altogether Better (Whole Place Community Budget) Programme has provided the opportunity to accelerate all of the things that we were planning to do in West Cheshire, helping us to go further, faster. West Cheshire is already a great place to live and therefore our focus has been on ensuring that **all**, rather than most, of our citizens enjoy an excellent quality of life.

We have been very clear that Whole Place Community Budget is about transforming public services, rather than a separate and specific pilot, which sits outside of our mainstream delivery. Our focus has therefore been on translating the principles in the Open Public Services White Paper into reality. We are clear that all of our services must be efficient, effective and customer responsive. Importantly, it is also about reducing the long term demand for services by developing new delivery models that intervene early and encourage individuals and communities to do more for themselves. In the current economic climate this is not only desirable, but essential.

This Operational Plan outlines how public service transformation will be delivered, and how the Altogether Better Programme genuinely adds up to more than the 'sum of its parts'.

In West Cheshire we have created a collaborative leadership team to lead this transformation with energy and pace – together we are committed to making this happen. We are also committed to creating the climate for change, enabling all of our people to transform public services and develop a new relationship with all of our citizens.



Cllr Mike Jones

Chair, West Cheshire Together



Steve Robinson

Chair, Public Services Board

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1. Introduction

1.1 *The Vision*

- 1.1.1 West Cheshire public service partners have a clear vision to create the best possible quality of life in the UK for **all** citizens, families and communities living in the area. This will mean that:
- All children and young people have the best **start** in life in safe and supportive families;
 - All communities are great places to **live** with neighbourhoods that are safe, attractive;
 - All individuals have the opportunity to **work** and benefit from a dynamic economy;
 - All older adults can **age** well with dignity, independence and as an active participant in the life of their community;
 - All services are **smart** and work together efficiently to tackle causes rather than symptoms
- 1.1.2 This vision will be delivered by a highly integrated public service, which operates in a new model of collaborative leadership, with all agencies operating as one to tackle the things that really matter to the people of West Cheshire. This will require all of those working within public services to demonstrate creativity, innovation and a real passion for doing things differently. It will also require tenacity, energy and pace to respond to the challenges of reduced public expenditure and the growing demand for services. Integration will be the golden thread that runs throughout the Programme as in the future there can be no place for public services that are fragmented, unresponsive, and overly complex.
- 1.1.3 Altogether Better is a bold and ambitious plan to make this vision a reality. It involves a major shift in the way that services are delivered to better integrate services that:
- Deliver what customers really want and need;
 - Provide better value for money;
 - Reduce demand for more expensive and long term services;
 - Encourage people and communities to take more control and responsibility for their lives and areas and;
 - Support economic growth and job creation locally.
- 1.1.4 This new way of working will deliver better results for communities, public service agencies and employees.

Communities will benefit from:

- ✓ Better value for money
- ✓ More opportunities to shape their neighbourhoods
- ✓ Services that better meet local needs

- ✓ Easier access to services

Public Services will benefit from:

- ✓ Making limited resources go further
- ✓ New delivery models that tackle issues before they become severe, complex and costly
- ✓ Joint investment planning which shares the financial benefits of success, once issues are addressed

Employees will benefit from:

- ✓ Less bureaucracy and regulation enabling them to be brave, innovative and do the best for local people
- ✓ A culture that encourages collaboration, creativity and personal responsibility
- ✓ Financially sustainable organisations, more in charge of their own destiny.

This plan is the first step of a journey, which will gather in pace and scale over the coming years. West Cheshire partners are confident that there are the ideas, capability and commitment to deliver on this bold and ambitious vision.

1.2 *Shared challenges (section 2)*

1.2.1 Shared action starts from a recognition of shared challenges. Section 2 of this document illustrates that West Cheshire, much like other areas of the country, face four fundamental challenges which make 'business as usual' unsustainable:

- **Public sector shrinkage** – managing public services budget reductions of 15-20% over the next 5 years, in a way that does not compromise quality;
- **Improving quality of life** – driving responsive public services and delivering strong outcomes for almost 330,000 residents;
- **Community delivery** –encouraging residents and communities to take more responsibility for the places where they live; and
- **Private sector growth** – supporting the private sector to grow to fill the gap left by public sector shrinkage.

1.3 *The approach (section 3)*

1.3.1 Change of this scale cannot be delivered by one organisation and therefore these proposals have been co-designed by local partners and a range of Whitehall departments. Section 3 demonstrates the approach to co-designing solutions to the challenges currently faced. To be successful, partners have learned that any new approach needs to:

- **Pool with a purpose** –pooling people, money and assets where this can drive improvement; joint investment needs to align with joint priorities rather than being seen as an end in itself;
- **Be greater than the sum of its parts** –eliminating duplication, silos and waste to deliver what customers really value; and
- **Innovate** – being market leaders on public sector reform, driving power to civil society, individuals and localities.

1.4 The proposals (section 4)

1.4.1 A compelling vision statement is insufficient - hard-edged proposals for far-reaching public service reform are urgently required. The Business Plans developed under the Altogether Better Programme demonstrate a serious commitment to transforming public services and are focused on the key issues partners recognised as critical for early integrated working. Further detail is included in Section 4. The projects within the programme which have developed Business Plans are:

- **Families Together:** A multi-agency approach to supporting the 525 troubled families in West Cheshire. These families often experience multiple challenges, poor outcomes and place disproportionate demand on services. This new approach is in line with the national *Troubled Families Programme*, and will involve an assertive case management approach which puts in place a planned programme of interventions, enhancing the family's independence and resilience. It is estimated that this approach will avoid future costs and release savings of £2m (net) over the next five years.
- **Early Support:** A proposal to provide integrated early support to children and young people (from conception to 19). By intervening early, evidence suggests that better outcomes will be achieved, reducing demand on costly acute services. A new delivery model is proposed which involves joint-commissioning between the local authority and health, an extensive multi-professional team, and a shift towards interventions with a strong evidence base thus re-balancing children's services into earlier support.
- **Safer Communities:** This project is designed to address the causes and impact of domestic abuse, advocating a partnership approach to case management and delivery, reducing risks, demands, and costs whilst delivering improved outcomes for victims, perpetrators and children. It is estimated that over five years this new model will release savings and avoid future costs to public services of around £17.1m (gross) and £7.6m (net).
- **Work-ready individuals:** This proposal aims to create a tailored approach to supporting the 22,000 residents of West Cheshire who are out of work to access employment opportunities. The new model includes the co-location and integration of local and national agencies in specific neighbourhoods, a new offer of support to address the varying needs of jobseekers, and a new model of governance which ensures more responsive services reflecting local needs of residents and employers. It is estimated that this proposal could result in a total saving of £18.6m to the public purse over five years as fewer individuals require out-of-work benefits and make the transition to the workplace.
- **Ageing Well:** Supporting older adults to maintain their independence through a new offer, promoting stronger communities, self care and integrated care teams. As well as enhancing the quality of life for residents, this project aims to chart a course for whole-system reform reducing non-elective hospital bed use by 25-30% and placements in residential care by 15%. This could result in net costs being reduced by £26.1m over five years but it is recognised that this still leaves a funding challenge in the context of an ageing population.
- **Assets:** Adopting a place-based, rather than organisational approach to the management and use of land and buildings across public services. A clear direction of travel and evidence base for change has been established which will benefit joint-delivery of services. While it is difficult at this stage to identify a full list of specific opportunities for joint-asset use, financial modelling has suggested a potential reduction in building running costs of £1.7m (net) per annum if a collaborative approach was adopted.

1.4.2 These proposals are only the start of the journey, providing 'proof of concept' that partners can adopt new ways of working, which will improve outcomes and reduce costs. The underlying principles and approach of the Altogether Better Programme provides a framework for tackling complex issues and driving out costs. It will therefore be extended to other issues in West Cheshire, also providing an approach that can be replicated in other areas, including across Cheshire and Warrington.

1.5 *Altogether Better for Communities (section 5)*

- 1.5.1 A public service programme of change that 'does to' its communities will fail. This section of the plan sets out initial thinking for delivering localism for real via an initial series of Test Beds, which will place communities at the heart of delivering public service reform;

1.6 *Altogether Better for Business (section 6)*

- 1.6.1 A thriving economy is the bedrock of thriving places. This section sets out a cross-partner strategy with the ambition to create at least 19,000 new jobs, 21,000 new homes and over £2 billion worth of private sector investment by 2030.

1.7 *The Altogether Better System (section 7)*

- 1.7.1 Despite demonstrating genuine innovation and ambition, a small number of focused projects are incapable of delivering the transformational change needed in West Cheshire. In addition, by considering projects in isolation partners run the risk of creating new silos, new duplication and new costs. A whole-system approach is therefore needed which integrates the projects and puts in place a new way of doing business where the 'sum is genuinely greater than the individual parts'. Section 7 of the document sets out this whole system approach based on common principles, components, and processes.

1.8 *The case for change (section 8)*

- 1.8.1 Partners across West Cheshire recognise that they are operating in the context of reducing resources and increasing demand. Public services face a choice – they can attempt to individually deliver efficiencies within 'silos' with diminishing returns and possible negative impact on the most vulnerable people; or recognise that shared challenges require shared solutions.
- 1.8.2 Section 8 outlines the financial case for change, and each Business Plan presents the rising demand forecasted for services over coming years. The potential savings should be viewed as a mechanism for supporting services to meet financial challenges over the next five years while ensuring that outcomes do not deteriorate, rather than a simple target.
- 1.8.3 These savings will be achieved by delivering significant improvements in outcomes on issues such as: children being taken into care, supporting people into employment, and providing older residents with the support they need to remain independent. **It is anticipated that these proposals could deliver fiscal benefits of around £107.8 million over five years.** This produces an overall fiscal benefit to cost ratio of 2.08. (i.e. a £2.08 return for every £1 invested).
- 1.8.4 To deliver these proposals, joint investment of £40.7million (adjusted for inflation) of finance already aligned with delivery, together with £11.1 million of new finance will be required. It should be noted that this is on the basis of a small number of business plans and that there is further potential to extend this approach to tackle other issues such as environmental sustainability, alcohol misuse, reoffending, anti-social behaviour and back-office integration.

1.9 *Working Together (section 9)*

- 1.91 The proposals meet the Government's three key criteria as they are:
- **Replicable** – creating new models which can be implemented in other areas of the country;
 - **Scalable** – designing new systems that will work across a larger area in West Cheshire or be applied to a wider group of individuals; and

- **Cashable** – promoting new ways of working that will remove inefficiencies and yield genuine savings.

- 1.9.2 **Dialogue with Government:** The programme has been supported by strong collaboration with central government. This co-design process demonstrates that the proposals for change can go much further and faster with the active support and expertise of Whitehall. Partners are seeking to continue this productive relationship and have signalled a number of ‘asks’ which will support successful implementation with scale and pace (see Appendix 2).
- 1.9.3 Partners know, however, that the challenge now is to move from design to implementation. Altogether Better will not work if it is done to communities, residents and employees – it must be owned by all and targeted in ways that provide maximum benefit. At the heart of the plans for implementation is a new governance structure that will drive, lead and manage integrated public services at all levels – from strategic direction to local implementation. In addition, a clear plan for implementation must be developed. Section 9 details these plans.

2. Context

2.1 *An introduction to West Cheshire*

- 2.1.1 West Cheshire lies between the two urban centres of Manchester and Liverpool and the industrial belt of North East Wales and the Wirral. The area covers some 350 square miles and includes the historic city of Chester and the industrial and market towns of Ellesmere Port, Northwich, and Winsford together, as well as smaller market towns and rural settlements (such as Frodsham, Helsby, Kelsall, Neston and Tattenhall). The area is home to household names like Vauxhall, Bank of America and M&S Money.
- 2.1.2 The total population is approximately 329,500, of whom 205,400 are of working age, and 18% are aged 65 or above, which is higher than the England average of 16%. The number of people aged 65 or above has increased by 27% since 1992, with the over 85s increasing by 79% during the same period. The percentage of younger people (0-15 years of age) is also 18% of the population; however, overall numbers of young people are decreasing with an 8% reduction since 1992. The area has a steadily growing proportion of black and minority ethnic background (BME) residents, estimated to be 22,700 people, in mid 2009, growing from 11,500 people (4%) in 2001.
- 2.1.3 Cheshire is frequently portrayed to be a leafy and affluent area in which residents enjoy a high quality of life. While this is accurate in parts, and the Borough has higher employment rates than the national average, and a childhood poverty rate of 15.9% (nearly 8% below the regional average of 23.6%), there are pockets of deprivation. This is illustrated by the fact that 33 of the 211 Lower Layer Super Output Areas sitting within the top 20% most deprived areas in England.
- 2.1.4 In summary, West Cheshire is currently a very good place to live. The challenge for public services therefore is to move from 'good to great'; with **all** people in West Cheshire enjoying an excellent quality of life.

2.2 *Shared challenges*

Partners have recognised four fundamental challenges which public services and communities need to address:

1. Public sector shrinkage – *how do public services manage a cross-partner reduction in budget of 15-20% over the next 5 years in a way which does not compromise quality;*

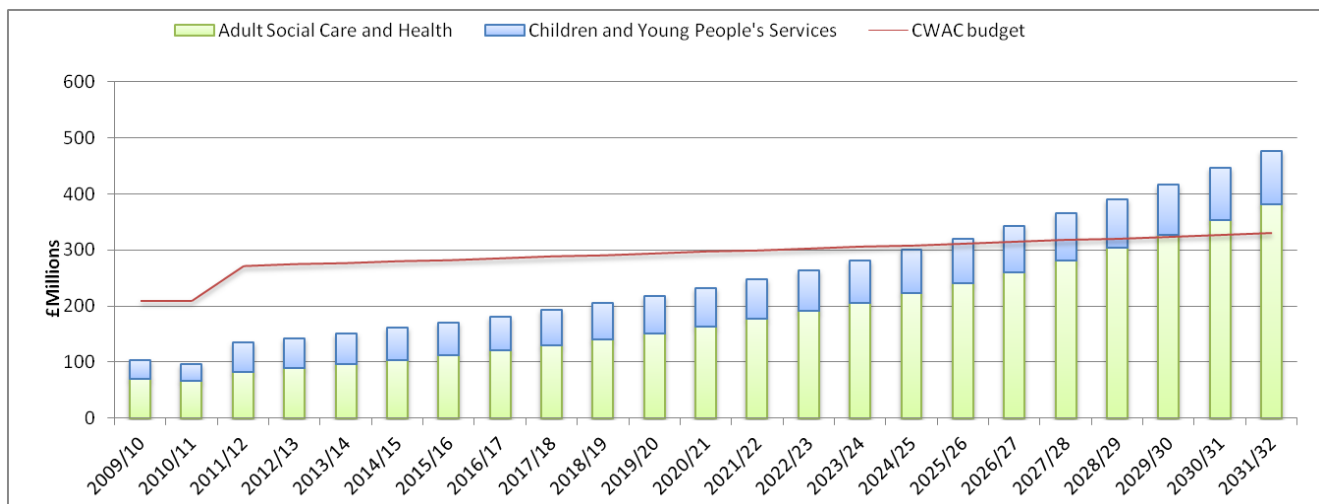
- 2.2.1 The current economic climate is placing significant pressures on local public services. Around £2 billion of public expenditure is deployed across West Cheshire and partners are aware that the current spending review and potential future funding reductions mean that 'business as usual' is no longer an option. Cheshire West and Chester Council are facing ongoing budget reductions of approximately 25%, Cheshire Constabulary are faced with the challenge of saving £40million over the coming five years, whilst Cheshire Fire and Rescue have to save £5million within this same time period, and the National Health Service are currently operating within a ring fenced budget of 'flat cash'. Although these reductions vary by partner, it is recognised that a strategy simply based on efficiency savings or service reductions will be neither feasible nor desirable. There is commitment to collective action to ensure that new delivery models and joint investment will drive better outcomes, reduce demand and lower costs.

2. Improving quality of life – against this background, how does West Cheshire ensure responsive public services and deliver strong outcomes for almost 330,000 residents:

2.2.2 While residents across West Cheshire generally enjoy a good quality of life there are a number of groups and localities which face significant challenges. For example:

- **Demographic change** is happening at pace with individuals living longer. This is to be celebrated, but there is evidence that it is leading to additional pressure on public services, particularly for those aged over 85 years with long term conditions. For health and social care it is forecast that an additional £19m of funding will be required to keep pace with the likely demand for services, in the next five years. Additionally, demand has outstripped social care expenditure by almost 10% over the last four years.
- **Children and young people do not always enjoy the best start in life.** The incidence of child poverty and disadvantage might be lower than the England average for under 16s but that masks the fact that there are many families who are struggling with daily living. About 4,700 children are living in households which depend on benefits. The area is not immune to the wider national and indeed global economic challenges and these numbers are therefore likely to increase. In addition, it is estimated that 525 families experience multiple challenges, which place demands on services of around £40 million. There are a number of outcomes where West Cheshire is below national average including childhood obesity, children achieving a good level of development at age 5 and teenage pregnancy.
- Access to **affordable housing** is one of the big issues nationally and locally and the local housing market suggests an annual shortfall at a time when the number of new households is growing and expected to increase by almost 14% by 2026.
- People living in West Cheshire's **rural communities** may be isolated with health, care and employment facilities not sufficiently local, and access to these limited by the expense and availability of transport. Almost 20% of people in the Borough do not have access to a car, meaning that when agencies plan and commission services they have to ensure that services are both readily available and easily accessible. Providing local services to meet the needs of local communities therefore becomes increasingly important.
- Finally, **public expectations** for quality public services are rightly high. Local consultation demonstrates that residents would expect to see more tailored public services which are delivered with quality, professionalism and local responsiveness.

2.2.3 Looking at these issues in the round it is clear that new solutions are required. The following graph outlines that if demand continues to grow agencies, such as the Council, will only be able to deliver the basic statutory services rather than investing in services that tackle quality of life issues for all groups.



3. Community delivery – *how do local services encourage residents and communities to take more responsibility for the places where they live;*

- 2.2.4 The future of public services cannot involve 'doing to' citizens. The need for a new relationship between the citizen and the state is recognised across the partnership, one in which local responsibility and community delivery are actively encouraged. The area benefits from strong community participation, with nearly a third of the population engaging in local volunteering, and providing a contribution of 145,000 hours of time per year. It is also recognised, however that residents who do not possess the resources, knowledge and skills to adapt to this environment need to be supported and services provided need to enhance their resilience.

4. Private sector growth – *how does the area support the private sector to thrive, grow and generate jobs for the local community.*

- 2.2.5 Historically, the sub regional economy has performed well based on a number of national and sub national indicators. The population is typically more highly skilled than the national average and more likely to be employed. This suggests that the population is attractive from an employment perspective. In addition, where businesses are established, they typically have a survival rate that outstrips national averages.
- 2.2.6 The area has particular sectoral strengths in advanced manufacturing; automotive, aerospace, energy as well as chemicals and processing. West Cheshire is also a strong base for financial and professional services. Within these sectors there are some long-established and large employers who may be considered strategic to the local economy. Conversely, the area has some shortcomings in terms of the growth sectors of ICT, software and creative industries. Small to Medium sized Enterprises (SMEs) make up 99% of the business base, are key to employment creation and are amongst those considered critical to the revival of jobs growth in the UK economy.
- 2.2.7 However, there are a number of threats to the incomes and opportunities of West Cheshire residents as a result of demographic changes, the shrinkage of the state and a low growth economy, which has seen competitive advantage eroded over the past decade.
- 2.2.8 Overall, the growth in sub regional economic output (GVA) per person is below the national average and so the output per head is now only marginally above the national average. For example, prior to the recession, for the period 1998 to 2008 the sub-regional economy grew by 3.9%. Only three other sub regions in the UK grew at a slower pace than West Cheshire.
- 2.2.9 The benefits of public sector transformation to improve services and reduce costs will be lost if broader growth in the West Cheshire economy is not encouraged, as potential cost savings from one area will be displaced and eroded through increased demand elsewhere in the system, such as benefit payments.
- 2.2.10 Against this pattern, a coherent strategy for growth is needed which requires the active participation of all partners across all sectors.

3. The Approach

3.1 A compelling vision

- 3.1.1 The West Cheshire ambition is to deliver the best possible quality of life in the UK for **all** citizens, families and communities living in the area. This will be delivered by a highly integrated public service, which operates in a new model of collaborative leadership, with all agencies operating as one to tackle the things that really matter to the people of West Cheshire. Integration will be the golden thread that runs throughout the Programme as there can be no place for public services that are fragmented, unresponsive, and overly complex.

3.2 A shared programme

- 3.2.1 Altogether Better as a programme of change does not pretend to tackle all challenges faced by public services. It does, however, add value where the three related challenges of driving public service reform, delivering efficiency savings, and reducing dependency on public services cannot be tackled through a single agency approach but requires a partnership-wide response.
- 3.2.2 It is an approach that is well suited to identifying shared solutions to shared challenges by putting in place multi-agency delivery models that reduce demand and improve outcomes, share information and intelligence and enable money to flow across agencies.

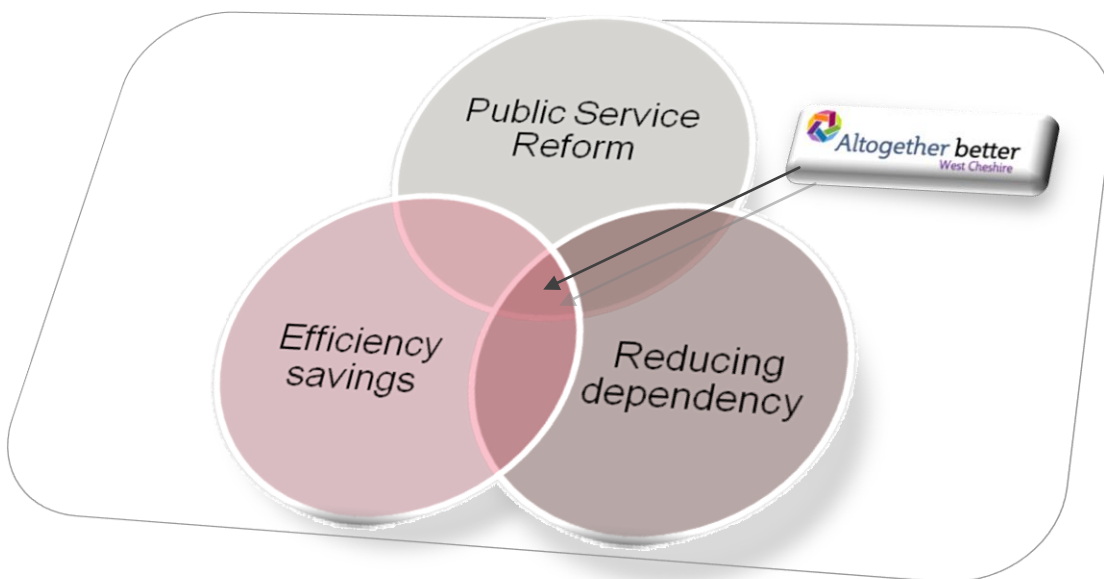


Figure 1: The suitability of Altogether Better

3.3 The structure of the Altogether Better Programme

3.3.1 The design phase of the Altogether Better Programme, and the focus of the Whole Place Community

Budget, has been on those areas where public services heavily overlap, and / or where there is potential for the greatest return on investment.



Figure 2: ABC Themes and Projects

3.3.2 In line with the shared vision, the Altogether Better Programme is structured into five themes, the first four themes reflecting the lifecycle of a local resident (Starting Well, Living Well, Working Well, and Ageing Well), with the fifth theme of Smarter Services addressing the cross cutting enablers of public services integration, such as; strategic commissioning, data and intelligence, and shared assets.

3.3.3 Within each of the themes there are a number of bespoke projects. Individual Business Plans have been developed for six of these projects, with the remaining four projects (Community Delivery and Empowerment, Economic Growth, Strategic Commissioning, and Customer Insight) covered within this Operational Plan.

3.3.4 In addition to these projects, reform activity will continue across all public services, recognising that every organisation will need to deliver additional efficiencies, prioritise their business and de-commission activity.

3.4 Resourcing the programme

3.4.1 The programme has benefited from a dedicated team of local partners and senior civil servants, known locally as the Altogether Better Coordination Team (ABC). This team demonstrated a shared commitment to transforming public services across local agencies and national government. It also provided a genuine process of 'co-design' where new ideas, perspectives and skills came together to change the way that business is delivered, at unprecedented scale and pace. The team includes resources from Cheshire Police, Cheshire Probation a range of health providers and commissioners, Weaver Vale Housing Trust and Cheshire West and Chester Council working alongside nine Whitehall secondees and a number of senior experts from a range of organisations including Job Centre Plus, Cheshire Fire and Rescue Service, and the local Chamber of Commerce.

3.4.2 This innovative co-design process was not limited to the ABC team. Agencies across the partnership have been engaged with a series of workshops attracting around 200 individuals. These have been used to define the initial scope of Altogether Better and to capture new ideas. In addition regular briefing events, attendance at local conferences and regular two-way communications have been used to both keep people informed and to encourage input into the development of the themes and projects. Finally, seven radical thinking workshops were held to bring partners together with leading academics and professionals, who helped make sure that proposals kept pace with latest policy thinking and best practice.

3.5 The progress of the Altogether Better Programme

3.5.1 At a national level, a "maturity matrix" has been developed to categorise the development of Community Budget proposals across the four Whole Place pilot areas. This matrix charts the progress,

and journey that partner organisations must go through to successfully scope, design, develop and implement community budget proposals.

Maturity Matrix: Stages of Development	Progression of Altogether Better Business Plan
1. Define – Agree a high level problem	
2. Assess – Problem defined and “as-is”	
3. Identify appropriate options	
4. Design new delivery models	Starting Well: Early Support Smarter Services: Integrated Assets
5. Financial models to predict costs/benefits	Starting Well: Families Together Working Well: Work Ready Individuals Living Well: Safer Communities Ageing Well: Ageing Well
6. Build new delivery model	
7. Pilot new delivery model	
8. Evaluate performance of the pilot	
9. Articulate deal flow – negotiate multi agency investment agreement	
10. Scale up and sustain locally	
11. Scale up nationally	

- 3.5.2 The above table illustrates that the majority of projects within the Altogether Better Programme are at levels four and five on the national maturity matrix. This shows that new delivery models have been designed to address local problems, and that cost benefit analysis has taken place on these to evaluate potential effectiveness.
- 3.5.3 This represents significant progress as the Altogether Better Programme operated from a standing start when the team became operational in March 2012. Since that point progress has been made to move through the stages of defining scope, analysing current provision, identifying and designing potential new models, and conducting cost benefit analysis to review their potential impact.
- 3.5.4 This progress means that West Cheshire partners are now in a position to move from the conceptual to the practical. There is now a strong focus on implementation with an ambition to get to the first stage of delivery by April 2013. The first year of operation will be critical to demonstrate the effectiveness of the new approach and to build confidence towards further radical change. This timeline is illustrated below:

Maturity Stage:	Target Timeline
Build new delivery model	November 2012-April 2013: Providing staffing structures, and implementation issues to implement these new delivery models from April 2013.
Pilot new delivery model	From April 2013: The implementation of the new delivery model from April 2013 in selected pilot areas will create a test-bed for these new ideas.
Evaluate performance	April 2013 onwards: These test-beds will create a control group to evaluate performance and enable informed investment into good

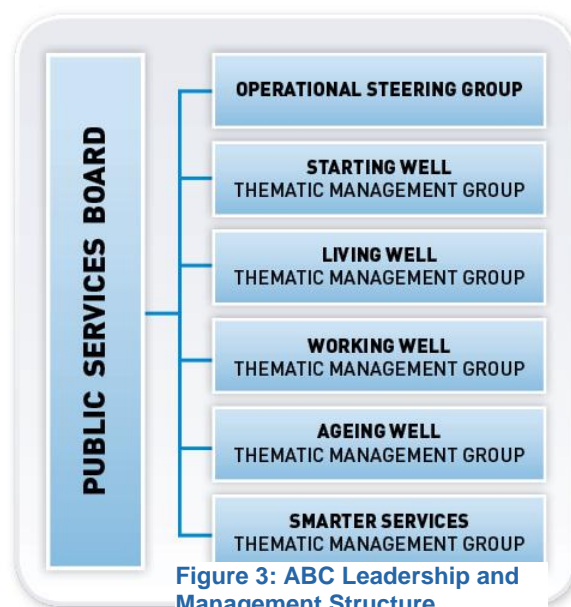
	practice, and the decommissioning of non-value services.
Articulate Deal Flow	April 2014 onwards: The use of first year evidence will be utilised to develop a strong evidence base to underpin investment agreements across partners.
Scale up and sustain locally	April 2015/2016: These investment agreements will enable evidenced practice to be replicated elsewhere in the Borough and “rolled-out” into new geographies.
Scale up and sustain nationally	April 2017: This will provide the evidence, model and process to enable other localities to adopt and adapt these processes for implementation.

- 3.5.5 In addition, a range of other projects are in the early stages of development – these 'Phase 2' projects have the potential to significantly increase the benefit and value from Altogether Better. They include, for example, further work on commissioning; extending the living well interventions into anti-social behaviour and tackling re-offending; and seeking new forms of finance such as social investment to tackle the root causes of deep seated issues.

3.6 Shared leadership and governance

- 3.6.1 At the outset of the Altogether Better Programme it was recognised that the scale of the task was such that old models of partnership governance and leadership would not deliver. A new approach was therefore developed, which saw Elected Members, Non-Executives and officers working together in a new model of **collaborative leadership** to lead programme developments. This new collaborative leadership model built upon excellent partnership relationships that had existed in West Cheshire, focusing on how these could be taken to the next level based on the need for joint action, intervention and investment.

- 3.6.2 Chief Officers from the public, private and community, voluntary and faith sector implemented new leadership and management arrangements to steer the development of the Programme. This consisted of the Public Services Board providing overall strategic and management direction during the proof of concept stage; an Operational Steering Group providing expert practitioner input to operations; and five Thematic Management Groups responsible for ensuring that all key requirements of thematic and project development were completed to time and standard. The Thematic Management Boards were chaired by members of the Public Services Board to ensure direct lines of accountability, clear ownership and effective risk management. An informal partnership arrangement was introduced to capture the new working arrangements, with all members of the Public Services Board and Operational Steering Group signing up to this.



- 3.6.3 In addition, the programme has worked closely with existing governance mechanism such the Shadow Health and Wellbeing Board, the Childrens Trust, the Community Safety Partnership, and the Local Enterprise Partnership (LEP).

4. Altogether Better Key Proposals

4.1 Overview

4.1.1 The Business Plans developed under the Altogether Better Programme have been targeted to address local issues and areas of improvement as identified through needs analysis across partners. The projects within the programme which have developed Business Plans are:

- **Families Together:** A multi-agency approach to supporting the 525 troubled families in West Cheshire;
- **Early Support:** A proposal to provide integrated early support to children and young people (from conception to 19).
- **Safer Communities:** This project is designed to address the causes and impact of domestic abuse;
- **Work-ready individuals:** This proposal aims to create a tailored approach to supporting the 22,000+ residents of West Cheshire receiving out-of-work benefits to access employment opportunities.
- **Ageing Well:** Supporting older adults to maintain their independence through a new offer, promoting; stronger communities, self care and integrated care teams.
- **Assets:** Adopting a place-based, rather than organisational approach to the management and use of land and buildings across public services.

This section provides further information on each of these business plans.

4.2 Families Together

4.2.1 An estimated 525 families with complex needs (known nationally as troubled families) in West Cheshire often experience multiple challenges, experience poor outcomes and place disproportionate demand on public services.

The West Cheshire Context

4.2.2 For these families, the complex causes and effects of disadvantage and dependency coincide with significant examples of public service fragmentation, duplication and avoidable cost. A local 'deep dive' analysis with a cohort of 50 complex families has shown that they:

- experience delivery that is highly fragmented, involving multiple assessments, plans and interventions from across agencies;
- can in some cases experience well over 300 reactive interventions per year, most of which do not take the family context into account;
- continue to experience poor outcomes, which can worsen by generation; and

- Cost Cheshire West and Chester Council at least £26k per family (per annum), public services across West Cheshire approximately £75k per annum. This amounts to a total cost of £40million to public services for just a narrow cohort of 525 families.

4.2.3 This relatively small number of families presents an on-going demand on diminishing local and national resources, without appropriate support. The estimated cost for the 525 families currently identified as needing support is **£40 million across public services**. Importantly this also represents a real loss of potential, with – families and individuals unable to fulfil on their promise and share in the social and economic opportunities that West Cheshire has to offer.

4.2.4 It is clear that a successful approach to improving outcomes with complex families will be good for the families, communities, public service budgets and the local economy. It is also clear that this will require deep system reform and cultural change within public services and in families and communities.

A new delivery model

4.2.5 Families Together will deliver reforms which involve:

- a multi-agency **access team** to identify the specific needs of troubled families at an early stage
- a **team around the family assessment** to provide a single view of the family which builds on their assets rather than deficits
- multi-skilled **family advocates** sitting within a case commissioning team, providing a point of coordination, support and challenge
- A **families together agreement** setting out a clear action plan to address the needs of the family
- A **core menu of interventions** that family advocates can access and are designed to reduce onward demand
- **Shadow pooling** of public investment, ensuring clarity of costs and benefits across organisational boundaries

4.2.6 This will enable partners to improve, accelerate, and sustain existing work with complex families that will:

- Provide coordinated multi agency support alongside 'grip' with clear expectations and challenge for complex families;
- Stabilise and improve outcomes for families and communities;
- Release the talent and energy of front line workers, families and communities;
- Create new investment conditions that open up delivery opportunities across sectors, fostering innovation and localism;
- Reduce demand and costs for partners – creating an evidence based case for future joint investment and sustainability.

Financial benefits

4.2.7 A whole system, cross sector, coordinated approach can significantly reduce demand on a range of public services. Overall the model has the potential to release a **net fiscal benefit of £2.087m** over five years (i.e. the difference between the costs of delivery and the benefits this creates).

- 4.2.8 It is likely that the figures produced in the Cost Benefit Analysis understate the wider impacts of stabilising the behaviours of complex families. For example, the impacts on a wider set of outcomes, and the reduction of costs of management of place (e.g. housing, environment, attractiveness to business), which can be significant in the short and long term.

Asks to Government

- 4.2.9 The key areas where Government can help partners to address constraints to integrated investment and delivery are:
- discussions about potential for a cross Whitehall outcomes fund/Payment by Results model;
 - early stage discussions about potential for enabling framework for joint investment or innovative use of existing legislation to support work with complex families. Linked to sustainability point above;
 - a series of options ranging from permitting named Local Authority staff access to DWP data, national and local data sharing teams, exemption under or reframing of Data Protection Act, guidance;
 - enabling/testing pilots for local areas to agree local deals with Work Programme Prime Contractors – sharing outcome payments from benefit savings; and
 - potential cross Whitehall joint working group to identify centrally derived barriers to joint agency assessment and case management and removal where possible.

4.3 Early Support

- 4.3.1 A sole focus on ‘troubled families’ will not be enough to give children and young people the best start in life. The Early Support project is therefore a more broadly focused proposition based on a five year programme that will see more coordinated, cost effective, timely and tailored support for children and young people aged 0 -19 at levels 2 and 3 of the continuum of need (requiring targeted and specialist services).

The West Cheshire Context

- 4.3.2 Notwithstanding good working relations across partners, particularly at level 4, **the system as a whole remains fragmented and reactive**. Organisational and professional silos are evident and a fragmented evidence base makes it very difficult to assess the collective impact of services. In addition, **demand for level 4 services remains high and is unsustainable against the future financial scenario**. The nature of need at this level draws in services such as drugs and alcohol support, mental health services, residential and foster care, specialist health services.
- 4.3.3 The multi-agency approach to safeguarding concerns (level 4) is well embedded and effective. For example the Contact, Assessment and Referral Team (CART) provides an integrated front door for all safeguarding concerns. This avoids fragmented contact with level 4 services and puts in place a more consistent and evidence-based approach to responding to need. However, nearly 60% of contact with this front door does not meet a safeguarding threshold: a large proportion requiring no further action. This suggests that more work is needed to ensure **agencies are clear on how to meet the needs of children at levels 2 and 3 of the continuum of need and get the appropriate level of advice and support**.
- 4.3.4 Local analysis has been undertaken with regards to repeat contacts with the CART team. Between September 2011 and August 2012 of the 7138 contacts, 1237 were repeat contacts. Of these repeats, 720 individuals that were originally categorised as no further action progressed to a level 4 open case.

In other words, it appears a significant proportion of contacts do not meet level 4 thresholds initially but due to an escalation of needs, **over time the case becomes more serious and leads to costly and intensive intervention.**

- 4.3.5 A key enabler of joined up working is joint assessment. The Team Around the Family Assessment (TAF) has been agreed by all agencies to assess need at level 3 and level 2. Team Around the Family Assessment reduces duplication, bringing all children and family members in to a single assessment and ensures that a single plan for family improvement with an aim to keep children safe, healthy and happy. However, despite an increase in the use of TAF, there are a number of agencies where **recorded joint assessment still appears low.**
- 4.3.6 **Commissioning arrangements are fragmented across agencies.** There are a set of commissioning arrangements across the continuum of need that overlap, are not all evidence based, which are not always able to demonstrate clear value for money or are always fully evaluated. The Children's Trust is providing a focus for more joint commissioning and a joint outcomes framework, although there is further room for integration. It is also apparent that **programmes with a strong evidence base are rarely commissioned at scale.**

A new delivery model

- 4.3.7 The key components of the new delivery model are:
- a **children's investment unit** to ensure joint commissioning of services for children across the partnership against a defined Early Support specification;
 - an **integrated front door** (access team) to ensure needs are addressed by the right services at the right time;
 - a **multi-agency team** that provides direct services to support children and families at levels 2 and 3 within existing resources; and
 - delivery of **interventions which display a strong evidence** base and reduce demand onward for more acute services.
- 4.3.8 As well as supporting more efficient use of public resources, the project will support the following outcomes:
- all children are safe within their families and communities;
 - all children are healthy;
 - all children are eager to learn and confident in achieving their potential;
 - all families are confident in caring for their children.

Financial benefits

- 4.3.9 Cost benefit analysis (CBA) modelling has been undertaken on three evidence based interventions (Multi Systemic Therapy, Family Nurse Partnership and Triple P Parenting courses) at a scale to support children and families over the five year period of the plan. The proposed cost of these interventions is set alongside the key outcomes and associated fiscal benefits that may be achieved and identifies the agencies benefitting from the improved outcome.
- 4.3.10 Overall, the three interventions have a cost benefit ratio of 1.59:1 over the 5 year period. Of this:
- Multi Systemic Therapy shows a positive cost benefit ratio of 2.63:1

- Family Nurse Partnership shows a negative cost benefit ratio of 0.29:1. This is due to the perceived benefits of the intervention being delivered by year 12 and not within the 5 year CBA model.
- Triple P Parenting shows a cost benefit ratio of 1.04:1 again with potential benefits arising beyond 5 years from the intervention.

4.3.11 The net present value of the costs incurred is £2.563m against benefits of £4.084m with an overall payback period of 4 years.

4.4 Safer Communities

4.4.1 This project is designed to address the causes and impact of domestic abuse, on the basis that the most effective way to safeguard adults and children from domestic abuse is to protect victims and tackle perpetrators, the focus has been on a cohort of victims (1160)¹ and known perpetrators (156).

The West Cheshire Context

4.4.2 West Cheshire is a relatively low crime area which has seen ongoing reductions in crime over recent years. Recorded crime fell by 16.3% during 2011/ 2012 and rates of adult reoffending are below the national caseload average. Consequently the scope for serious cost reduction is likely to be less than in higher crime areas.

4.4.3 However, domestic abuse (DA) is a major challenge for public services. It places significant, costly and increasing day to day demands on the Police, the Council, health and other support services. At the end of August 2012 the **identified costs of DA in West Cheshire were estimated at £16.5 million per year. The actual costs are likely to be nearer £20 million.** It is estimated that at least 98% of these costs are reactive. This is unsustainable in the current economic climate. In addition to the costs to the public purse, **DA has profound long term implications for victims and perpetrators.**

4.4.4 In this context, current delivery models have a number of challenges:

- **Governance and commissioning arrangements** are complex, with a network of overlapping statutory and non-statutory groups and partnerships - there are six commissioning routes for DA at the present time.
- Arrangements are **effective at the highest levels of risk/need** but Multi Agency Risk Assessment Conferencing (MARAC) **can be bureaucratic and slow** and there are challenges around accountability;
- The prevention and protection arrangements at standard and medium risk are fragmented and poorly sequenced;
- Accommodation options are dated and inflexible with extended stays in temporary refuge accommodation and lengthy periods of floating support limiting throughput;
- **Data is not collected and shared** by agencies in a manner that provides a whole system view of DA, for example there are big gaps in respect of health data; and
- The limitations of responses at the earlier stages, coupled with inherent risk aversion, can result in **victims being escalated into the high risk, high cost category inappropriately.**

¹ 1160 is the number of incidents reported to the Police in 2011/12. Some of these incidents were repeats to the same victims. In addition to the number of incidents reported to the police, victims also disclose to other agencies. These figures are not collected and are unknown. Therefore incidents are understated.

A new delivery model

- 4.4.5 The new delivery model will help prevent violence from happening by challenging the attitudes and behaviours that foster it. Agencies will be able to intervene earlier and provide appropriate levels of support more rapidly when DA occurs. Partners will be better placed to address risk and harm before this escalates to high risk and crisis situations, requiring costly responses including the protection of victims and ensuring perpetrators are brought to justice.
- 4.4.6 The proposition is for an integrated, coordinated, whole system response that involves:
- Equipping those at risk with the **right information** to support them to make informed choices about their lives;
 - **Empowering frontline workers** to better identify, manage and reduce risk;
 - **Multi-agency risk assessment** at locality level with intelligence led problem solving;
 - Locality based multi-agency specialist **case commissioning teams** working with complex medium and high risk victims, brokering and sequencing appropriate interventions based on risk and need;
 - **Integrated Offender Management** to provide wraparound services and grip to high and medium risk perpetrators; and
 - Jointly and strategically **commissioned specialist DA services** covering accommodation, recovery programmes, outreach support, and other evidence-based interventions

Financial benefits

- 4.4.7 The total cost of the new model is £2.2million in year one. For every pound spent on this new model partners estimate a saving of £1.79 to the public purse. Of the estimated £17.13million in benefits the new model will achieve it has been estimated that £4.6million could be cashable. This means that £4.6million could be released to be spent elsewhere. However, some fiscal benefits may not be cashable in the short/medium term, but could result in resources being deployed differently. For example, given the modest offender cohort size, Criminal Justice benefits such as prison places would not be cashable.

Asks to Government

- **Data Sharing:** Despite the permissive nature of Section 115 of the Crime and Disorder Act 1998 (as amended) data sharing remains challenging locally, particularly in respect of health and probation partners. Some barriers can be overcome locally through strong, collaborative leadership and inbuilt checks and balances to reassure less confident partners. However, a clear statement from Government emphasising the importance of sharing and simple guidance on what should be shared would send out a strong signal to local agencies.
- **Voluntary Perpetrator Programmes:** In respect of funding for voluntary perpetrator programmes, early intervention and prevention is not traditionally within the scope and remit of the National Offender Management Service (NOMS). However this is at the discretion of commissioners if they feel that activities will support the overall objectives of the Agency. NOMS commissioners have agreed to consider our proposition and discuss options for future funding.
- **Electronic Tagging:** We are seeking discussion with Government on the potential for amending the Bail Act 1976 to enable a Custody Sergeant to have an electronic tagging device fitted on an offender, as a condition of bail whilst he/she is in a custody suite. This would enable better monitoring of exclusion zones and/or curfews and increase victim safety.

- **Brief Interventions:** Feedback from perpetrators of DA indicates that the critical 'turning point' for them to access support, accept responsibility and begin to change their behaviour was during the several hours spent in a police cell following their arrest. The effectiveness of intervening with perpetrators at this stage is unknown. We are seeking Government support for a pilot project and associated evaluation to explore the impact and effectiveness of delivering "brief interventions" to DA perpetrators held in custody suites.

4.5 *Work Ready Individuals*

- 4.5.1 This proposal aims to create a tailored approach to support the 22,000+ individuals in receipt of out of work benefits to be better equipped to access employment opportunities. It will specifically target three groups - those aged 18-24, those aged over 50+, and those living in specific communities that experience higher levels of unemployment.

The West Cheshire Context

- 4.5.2 Currently activity is delivered by twelve main providers and numerous other supporting agencies, many of which are dealing with the same customers in an uncoordinated way. Each organisation's assessment and interventions are based on the best knowledge that they have of the customer. However, this is often incomplete and does not provide a sufficiently rounded view of individual customers, the challenges that they face and their family context. There is also currently a disconnect between the world of work and those seeking work, with no clear mechanism for linking supply and demand. This means that employers struggle to find people with the right skills, whilst at the same time individuals are unable to find jobs as they do not have the skills currently required in the labour market. This often results in employers looking outside of West Cheshire to fill their vacancies.
- 4.5.3 Alongside the challenges of local unemployment and supply and demand issues the forthcoming implementation of the Welfare Reform Act will introduce significant change. In particular, it is anticipated that changes related to Universal Credit and the ongoing roll out of Work Capability Assessments will pose a complex set of challenges, as significant numbers of additional people become available for work.

A new delivery model

- 4.5.4 To meet these challenges and to deliver improved outcomes, partners have designed an integrated employment and skills model that will co-locate employment and skills advisers from a range of agencies into central accessible locations. It will provide specialist teams of trained advisers to support the needs of targeted groups in community or college locations and develop shared processes to support clients through their customised journey into work. This will be complemented by a new governance body the Working Well Thematic Management Board – a Mutually Accountable Partnership (MAP) – that will provide the mechanism for linking supply and demand side issues.
- 4.5.5 The key elements of the model include:
- Targeting resources for all job seekers appropriate to need;
 - Providing people with the skills needed by employers;
 - Integrating employment and skills with other services to meet the needs of citizens with the most complex needs;
 - Providing an offer to a wider client base including lone parents and long term unemployed within the existing resource envelope; and
 - Providing access to universal provision for those not currently in receipt of benefits.

Financial benefits

- 4.5.6 A key financial headline is that this project will not require additional investment from any agency and will be delivered within existing cross agency funding and staffing resources. This currently stands at an aggregate of £7.98m across the agencies in the region (including property costs).
- 4.5.7 When the new delivery model is fully implemented the estimated **overall fiscal saving to the public purse will be £18.6 m over a five year period**. It is estimated that the new model will be fully implemented and the optimal annual savings of **£4.3 m (£4.58 m non-discounted)** will be achieved by year 3. In addition to the fiscal savings, **estimated economic benefits of £1.17m** can be generated from increased levels of skills and employment in the region.

Asks to Government

- 4.5.8 To collaborate with West Cheshire on potential emerging propositions for specific cohorts, which may include;
- Further funding to enhance the Work Programme for the Employment Support Allowance Cohort (subject to business case);
 - Working with BIS, NAS, DWP to provide funding to increase uptake and impact of Youth Contract incentives (tackling NEETs 16-24);
 - Working with Universal Credit as a pathfinder to build skills progression and 'wraparound' partner and community support, including building digital capability;
 - Increasing skills pathways, particularly for the 'hardest to help' leading to improved qualifications and enabling progression to apprenticeship/job;
 - To support the momentum of the implementation phases for Employment and Skills Programme including the deployment of staff to manage the transforming relationship between local and central government;
 - To support building new performance and management information framework to reflect new cross cutting business processes and outcomes.
- 4.5.9 The following skills enablers have been identified via the Economic Growth project. These enablers will form part of the on-going dialogue with BIS:
- That SFA funds will be influenced by agreed local priorities and that the MAP will have some local accountability over providers to trial incentives such as outcome related funding.
 - The MAP alongside the LEP is recognised as a future potential managing body for national skills resources;
 - Provide additional funding to broker and support SMEs to take on Apprentices (subject to business case).
 - Agree joint collection and sharing of data on skills with the MAP (and provide additional resources to enable the development of robust intelligence and labour market information in line with those being developed in the City Deals).

4.6 Ageing Well

- 4.6.1 The Ageing Well Business Plan is focused on people aged 65+ who live in Cheshire West who need care and support – or who are at increased risk of needing this; with the initial focus on people aged 85+. The proposals aim to enhance their quality of life and improve the financial sustainability of the health and social care services they require.

The West Cheshire Context

- 4.6.2 The current model of care for older people is financially unsustainable. £133.557m (2011/12) is spent on NHS acute and community care and social care on the over 65s in West Cheshire. **The demand for additional resource is expected to reach £19.1m by 2017/18.**
- 4.6.3 However, local analysis demonstrates that at least 25% of older people in an emergency hospital bed don't need to be there and that there could be 15% fewer placements to long-term care if adequate alternative provision was available and a 'whole system' approach adopted.
- 4.6.4 West Cheshire's **ageing population** means that there will be more people with multiple conditions who have needs that would be **better served by an integrated care system** rather than singularly by individual providers. The current model of service delivery does not meet this challenge; **customers and carers are reporting frustration** with fragmented care and limited control.
- 4.6.5 The current system also needs to connect more with communities, nurture their current strengths and capacity and **develop new relationships with a broader range of service providers in a new collaborative approach to meeting individual and community need.**

A new delivery model

- 4.6.6 The new approach sets out a five year delivery plan, building on local priorities, the core elements of which are:
- A strategy to develop stronger communities in which older **people are viewed as assets** rather than deficits;
 - **Maximising the number of patients who can self-manage** through systematic transfer of knowledge, and care planning and;
 - **Integrated locality care teams** including social care, community services, allied health professionals and general practice;
- 4.6.7 To secure the innovation that providers can bring and to manage the risks of large-scale change, the delivery of some elements of the integrated care strand will be based on **alternative funding and contracting arrangements.**
- 4.6.8 Moving money around the system and securing system investment, beyond organisational boundaries is a key challenge. Extensive work has been undertaken to explore collaborative funding, contracting and risk management to address this.
- 4.6.9 Other challenges include sharing of information, workforce development and practical issues such as medium term planning when Clinical Commissioning Groups (CCG's) operate against annual budget settlements. As these proposals move towards delivery plans, Altogether Better will actively manage the political and organisational development agenda that these challenges pose.

Financial benefits

- 4.6.10 The proposition is expected to deliver **net fiscal benefits of £10.2m by 2017/18.** Scaling up existing interventions around the integration and prevention strategy will deliver net savings of £4.27m by 2015/16. Reducing non-elective bed day use by those aged over 65 by 25-30%, accompanied by a 15% reduction of placements into long term care will deliver £5.93m net benefit by 2017/18.

- 4.6.11 However, partners recognise that this does not fully address the growth pressures in the system – cumulatively, with the net demand pressure by the close of 2017/18 reaching £8.9m (cumulative). If providers and commissioners operate within an environment that creates innovation and promotes preventative measures, **further efficiencies are possible through the development of stronger communities and self care models.**

Asks to Government

- 4.6.12 The key areas where Government can help partners to address constraints to integrated investment and delivery are:
- Better alignment of Clinical Commissioning Groups and Local Authority settlement periods
 - Flexibility to use under-spends in one year to invest in integrated health and social care in future years
 - Support from the NHS Commissioning Board (NHSCB) and Monitor to enable local CCG's and partners to adopt new reimbursement models for providers and to move away from the national tariff
 - NHS Commissioning Board and Monitor to provide advice & support on contracting and competition to ensure that the establishment of new delivery models (e.g. consortium based/ Joint Venture) do not hit major road blocks/ or create unintended consequences
 - Changes to make Data Sharing between Health and Social Care organisations the norm rather than something which requires extensive negotiation.

4.7 Assets

- 4.7.1 This business plan proposes adopting a collective place-based, rather than individual organisational approach to the management and use of land and buildings across public services in order to maximise efficiencies in the public sector estate.

The West Cheshire Context

- 4.7.2 Public Sector Partners across West Cheshire own **in excess of 1,500 assets**. There is a great deal of variation in the type of asset, which ranges from car parks and playgrounds to office accommodation. The annual running costs and maintenance **costs of this asset footprint are estimated as being in excess of £40million**. A data gathering and mapping process has identified that 320 strategic assets are used for service delivery, within which 60 **have been identified as “generic office accommodation” costing in the region of £12.4 million per annum**, and accounting for 18% of floor space of the total portfolio.
- 4.7.3 Partners across West Cheshire have worked intensively over recent years to best manage their property portfolios in an effective and efficient manner. In 2009, Cheshire West and Chester Council introduced a Workplace Strategy to provide modern, fit for purpose offices, which helped drive cultural change and reduce running costs. This resulted in the Local Authority reducing its corporate estate by 41%, and associated annual running costs by £2.6million. In 2010/11 Cheshire Constabulary reduced their running costs by £860,000 through a range of maintenance savings and increased investment in energy efficiency.
- 4.7.4 This challenge has been mirrored at a national level with Central Government reducing the size of the civil service estate by 10% between January 2010 and January 2012, reducing running costs by 8.4% over the same period.

- 4.7.8 The progress that has been made by local partners has been achieved on an organisation by organisation basis, and whilst this may continue to deliver savings, joint partnership working across the combined portfolio will maximise potential savings.

A new delivery approach

- 4.7.9 The Assets project provides a framework for an integrated approach to the public service estate, with individual schemes coming forward within this. This approach means that different levels of joint working will apply at different times and this will be assessed dependent under the circumstances, based on the following options:
- **Cooperation:** Partners sharing information and knowledge but making decisions in isolation
 - **Coordination:** Proactive alignment of requirements and incentives to avoid duplication.
 - **Collaboration:** Consideration of the wider needs and demands of partner organisations in strategic decisions.
 - **Co-ownership:** Collaboration extended to include pooling budget and shared equity in pan-public sector organisations.
- 4.7.10 There is no presumption that the partnership will work towards co-ownership; each decision will be made on its individual merits.
- 4.7.11 It is recognised that moving to this new approach will require collaborative work to create the conditions to move to more integrated working, including:
- **Joint Asset Management:** The newly established Partner Estates Group will work to develop a shared Asset Management Plan, which will support improved partnership working, the collection and collation of information in a consistent manner and inform partnership decisions. This joint Asset Management Plan will actively promote collaboration to deliver a smaller, fit for purpose public estate, making optimum use of valuable property assets including the appropriate co-location of complementary business functions. This will affect different partners on a scheme by scheme basis.
 - **Memorandum of Understanding:** This will assist by applying principles for sharing information and outlining common principles for partnership working.
 - **Consolidation of common asset types:** The potential for rationalization of the office estate is being used as a case study within the project to discover the potential level of savings that could be generated. It is expected that different partners will be included at different stages of the project but that all partners will eventually be affected/included. Other asset types will be addressed as the partnership matures.

Financial benefits

- 4.7.12 A case study based on a programme of office moves, using the Government Property Unit financial modelling tool, shows that there are **potential savings of £1.7m to be gained by 2017**. It should be noted that this is based on a series of assumptions and the potential savings are therefore dependant on the validity of these.
- 4.7.13 The model identified approximately £1.1 million cumulative revenue costs over five years to facilitate the moves including potential building alterations, ICT infrastructure and staff relocation costs. .

Asks to Government

- 4.7.14 The key areas where Government can help partners to address constraints to integrated investment and delivery are:

- Closer relationships to be formed between Local Economic Partnerships and Asset Management Strategies to address asset integration at a regional level.
- That the Government Property Unit works collaboratively with local public sector asset management groups to ensure local asset plans and national asset management plans are coherent and support each other.
- Greater freedoms and flexibilities regarding the recycling of capital receipts in the region to support rationalization and promote integrated properties, rather than their current return to central Government.
- The movement of finance around the system will create winners and losers. Treasury rules limiting departmental flexibility around property solutions and disposals should be reviewed to ensure departments are able to work collaboratively with local areas to enable solutions with the best overall result for taxpayers.
- Develop a new infrastructure product which provides up-front funding to finance housing development, with a deferred receipt mechanism. Claw-back would be implementable if development not delivered in line with phasing plan.

5. Altogether Better for Communities

5.1 Community Delivery

- 5.1.2 West Cheshire partners have made a strong commitment to putting communities at the heart of the delivery agenda, with the Community Delivery and Empowerment project focused on a new model to make localism a reality.
- 5.1.3 A comprehensive mapping exercise identified that lots of innovative activity has taken place in West Cheshire, including the Local Integrated Services pilot, Our Place, in Ellesmere Port, which provides a strong base to build upon. However, if this is to be scaled up activity needs to take place within a much stronger strategic framework, which is focused on providing mainstream, rather than short term, funding into communities. Additionally, a more structured approach to developing community engagement and delivery mechanisms will be required. An analysis of the current situation, engagement with local partners, and a review of existing activity against best practice have resulted in a proposal to deliver a new approach, which provides an equal partnership between delivery bodies and local communities. This is based on an approach which focuses on communities resources, skills, talents, knowledge, and potential and making best use of physical assets, instead of the old approach which tended to focus on the needs, problems and deficiencies in communities.
- 5.1.4 The following table outlines how this new approach has been integrated into the key propositions:

Project	Enhancing community delivery by...
Families Together	<ul style="list-style-type: none"> Working alongside innovative community activity in this area such as the LIFT programme which works with complex families across Cheshire. The programme is delivered by the voluntary and community sector and made up of 19 individual organisations. Introducing a family assessment process that builds on the assets of families Utilising Neighbourhood Resolution Panels where those affected by crime and ASB are brought together with those responsible, to allow all involved to play a part in repairing the harm and find a positive way forward
Early Support	<ul style="list-style-type: none"> Ensuring voluntary, community and faith sector providers are given appropriate support to access new opportunities to be commissioned against a new early support specification Placing a strong emphasis on parenting programmes that provide families with the tools to support their children and tackle their challenges, reducing the need to become more reliant on services Inviting voluntary, community and faith sector providers to forge strong links with multi-agency early support teams
Safer communities	<ul style="list-style-type: none"> Developing a new delivery model based on ongoing dialogue with domestic abuse survivors, perpetrators, elected Members and specialist organisations Introducing a volunteer outreach service for victims at standard risk Introducing voluntary perpetrator programmes to complement existing provision Rooting case teams within localities to ensure sensitivity to the varying needs of local communities
Work-ready individuals	<ul style="list-style-type: none"> A new offer for over 50 job seekers supported by the voluntary and community sector. For example, key groups such as Chester Voluntary Action and Ellesmere Port National Association of Voluntary and Community Organisations will formalise their existing informal relationship

	<p>with Job Centre Plus, offering drop-in session and time support</p> <ul style="list-style-type: none"> • Further training of members of the community to be voluntary mentors working with local residents to help build confidence, job search skills, while helping identify their strengths and personal goals. • Possible co-location of employment services with Citizens Advice Bureau • Ongoing engagement with job-seekers to shape the new delivery model
Ageing Well	<ul style="list-style-type: none"> • Supporting stronger communities through the introduction of mutual support schemes, support to commissioning of micro-enterprises, and the introduction of local area coordinators to work with individuals in communities to provide low-level support which prevents the need for dependence on services. • Enhancing self care through a range of support such as assistive technology, a community resource directory, personal health budget, further support to carers, and appropriate housing support • Using customer journeys to inform the new delivery model

5.2 Localism Continuum

- 5.2.1 The partnership developed the West Cheshire localism continuum which outlined how communities could take charge of their own destiny by being better *informed*, *influencing* the direction of strategic services, *deciding* how they want services delivered in their area, *delivering* services or *owning* assets, where this is viable and sustainable in the long term.



Figure 4: Localism Continuum, Communities in Charge

- 5.2.2 This model, while providing a mechanism to address the Localism Act, was not driven by it and was a genuine reflection of how West Cheshire partners wanted to establish a different relationship with localities, which was about communities ‘doing for themselves’ rather than being ‘done to’. A prospectus of services is being developed which will provide clarity on how communities can play a greater role in the design and delivery of services.

5.3 Local Governance

- 5.3.1 It was recognised that this new way of working needed a clear basis for engagement, and as such two levels of geography have been established –strategic and operational. Public services will operate consistently through these and ensure that sufficient time and resource is allocated to make locality working a reality. There is no expectation that activity at other geographic levels will cease, rather that public sector partners will route business through these.
- 5.3.2 The strategic geography is based on four areas – Chester, Ellesmere Port, Northwich and Winsford and Rural West, with the operational geography reflecting the current 46 ward boundaries in West Cheshire.

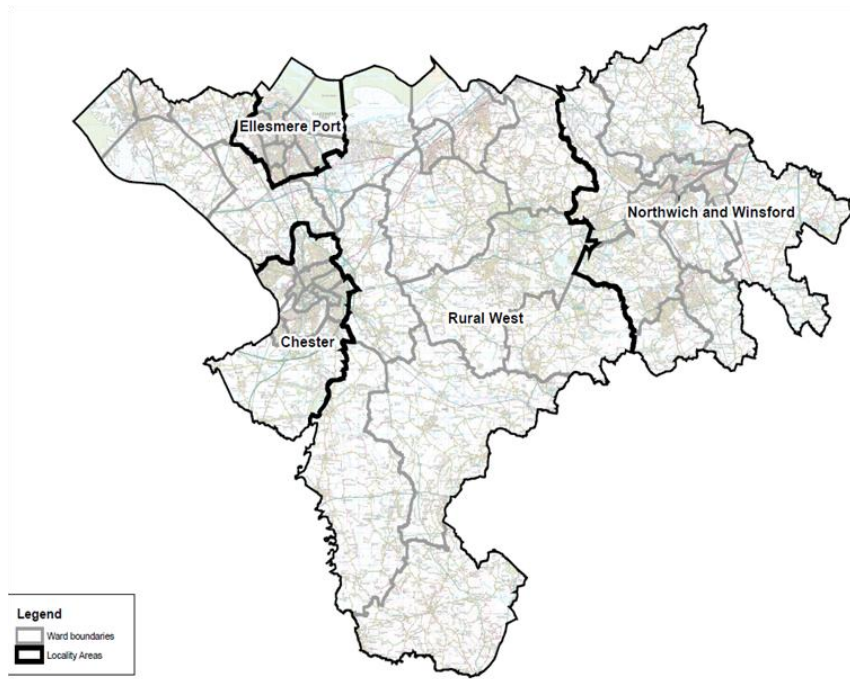


Figure 5: Local Working Geographies

- 5.3.3 Previously, there has been a disconnection between policy and place and as such the two geographies have been formalised into the new governance proposal, which is outlined within the section on Working Together. The strategic geography will provide the footprint for Locality Boards and the operational geography the footprint for Community Boards.
- 5.3.4 The strategic geography has been developed around four lower level functioning economic geographies, which are recognised by communities and partners alike. The intention is that issues affecting more than one ward would be considered at this level. Additionally, the agenda would be focused on genuine 'place shaping' covering issues such as economic growth, employment and skills, education, infrastructure, health, and planning issues. This would be the next phase in locality working, moving from a traditional focus on 'safer, cleaner, greener' to all of the issues that affect quality of life. It will mean that communities have a real say on the issues that matter to them. Senior officers have been appointed to help coordinate and develop activity at this level alongside communities and key organisations.

5.4 Operational geography

- 5.4.1 The Ward geography recognises Elected Members' unique democratic mandate, which provides both credibility and legitimacy in co-ordinating public service engagement. Ward Member(s) will chair a Community Board to coordinate this engagement, which will focus on the issues that really matter to that community. It will be possible to cluster boards where appropriate and the role of town and parish

councils will be crucial. The expectation is that communities will be in control, with far more responsibility for the delivery of services. Agreement will be reached after consulting on a prospectus of services.

- 5.4.2 The Community Board will bring together all key players in an area to develop an agenda for place and a work programme to deliver this. Four Ward Test Beds – Frodsham (Rural West), Grange (Ellesmere Port), Swanlow and Dene (Northwich and Winsford), and Upton (Chester) - have been established to develop the approach to this new model of ward based working. The Test Beds will explore a range of issues including the constitution and membership of the Boards; managing conflict of interest; propriety; the 'new' role of the Ward Councillor being the Executive Member for their ward; managing risk appropriately; culture and skills; officer support and managing relationships with the strategic geography and Town and Parish Councils, where appropriate.
- 5.4.3 In terms of moving to a model structured around the Ward Member becoming effectively the 'Executive Member for their ward', there is provision to delegate decisions under the Local Government and Public Involvement in Health Act 2007. Legal work is being undertaken to test how these powers can be effectively discharged, using the Test Beds to establish this.
- 5.4.4 In the spirit of localism it is recognised that each Test Bed must determine what works for their community and as such the intention is that their experience provides the basis for the development of a 'framework', which will inform other areas in any subsequent scale-up. Academics with expertise in place based working will be supporting the Test Beds during the development framework to both develop the framework and support community engagement activity. Alongside this, dedicated officer support and skills development resources will be made available to each of the Test Beds.
- 5.4.5 The Test Bed phase will run through until March 2013, at which point a decision on the scale of the roll out across the Borough.

6. Altogether Better for Business

- 6.1 A credible and ambitious programme for supporting growth is essential if West Cheshire is to continue to be an attractive place to live, work and invest, and address businesses concerns about '**cash, confidence and bureaucracy**'. ***Altogether Better for Business – An Economic Growth Strategy for West Cheshire*** outlines how this is going to be achieved.
- 6.2 It is also recognised that many economic issues are best addressed at a higher level of functioning economic geography and in parallel work is taking place with the LEP and other public service partners in West Cheshire to identify which issues can best be taken forward collectively to ensure that the economy can move further, faster. Altogether Better for Business has been developed to complement the Cheshire and Warrington Local Enterprise Partnership's Business Plan, by both supporting its implementation and focusing on those activities that locally, West Cheshire partners are uniquely placed to address.
- 6.3 Implementation of Altogether Better for Business will require partners to work together in new and smarter ways, taking a whole place approach to public assets, infrastructure, support for business and employment and skills, and creating the conditions for businesses to grow. It will also require the public, private and voluntary & community sector to come together to see a re-balancing of the economy with the private and social economies increasingly occupying the space vacated by the public sector.
- 6.4 Given the current assessment of the local economic base, and the challenges that West Cheshire needs to meet to maintain and improve local economic performance and prosperity, it is essential that public services operate in a way that encourages and facilitates business activity in West Cheshire. Action is needed to ensure that:
- Businesses get the right support to prosper and grow;
 - Transport, housing, business development sites and other physical infrastructure that businesses and the population need are delivered;
 - The economy builds on the skills base of the West Cheshire population, providing the opportunities to develop the specific skills needed by businesses, and ensuring opportunities for young people to learn and develop work skills, to grow the productivity of the workforce; and
 - Partners are growth focussed – in the way all operate their businesses and organisations, in how they interact with private sector businesses, and in the decisions made.
- 6.5 As result the growth strategy focuses on four strategic objectives underpinned by a series of proposed interventions, which are summarised below:

STRATEGIC OBJECTIVE	PROPOSED INTERVENTION
SO1 - Enterprise and Business - providing targeted advice to support business start-up and growth.	1.1 Implement integrated business hub for information, advice and guidance on all key business issues
	1.2 Develop targeted and specific inward investment strategy based on existing business base and growth opportunities
	1.3 Introduce account management function to understand and anticipate the needs of business
	1.4 Accelerate rates of business start up and entrepreneurship through targeted

STRATEGIC OBJECTIVE	PROPOSED INTERVENTION
	<p>support programmes</p> <p>1.5 Increase number of companies and overall value of export activity through specialist advice</p>
SO2 - Economic Infrastructure - providing an infrastructure to maximise economic growth.	<p>2.1 Increase supply of quality sites and premises that are investment ready</p> <p>2.2 Stimulate housing development of the right type in right place via a series of new financial and development products</p> <p>2.3 Connectivity and infrastructure - create a broadband enabled geography, with effective transport infrastructure</p> <p>2.4 Enhance the overall lifestyle offer by well targeted capital investments</p> <p>2.5 Develop a pro-growth asset strategy – using public sector assets to facilitate growth</p>
SO3 Employment and Skills - providing business with a skilled workforce and people with jobs	<p>3.1 Deliver the current and future skills needs of business</p> <p>3.2 Develop an Employment and Skills strategy</p> <p>3.2 Implement the apprenticeship hub working effectively with business, providers and individuals</p> <p>3.3 Promote Science, Technology, Engineering and Mathematics (STEM) subjects to cohorts of students in partnership with our schools</p>
SO 4 Enabling Behaviours for Growth - by delivering effective systems and processes delivered with a can do attitude.	<p>4.1 Develop an economic intelligence capability to deliver high quality analysis on economy, employment and skills</p> <p>4.2 Develop and Introduce an Economic Impact Assessment tool for public sector decisions</p> <p>4.3 Introduce a locally sensitive West Cheshire public procurement strategy as from April 2013</p> <p>4.4 Implement the Going for Growth programme – addressing both the behavioural and technical aspects necessary to deliver economic growth</p>
6.6	<p>The ambition is that by 2030 Altogether Better for Business will have created at least 19,000 new jobs, 21,000 new homes and over £2 billion worth of private sector investment. During the initial five year life of the strategy the aspiration is to support the creation of 5,000 new jobs, 5,400 new homes and £500m worth of additional private sector investment.</p>
6.7	<p>To achieve this challenging ambition and deliver the required growth, partners will need to focus on positively influencing the local drivers of growth, and actions to address the specific issues most important to growing West Cheshire's economy. This focus will help support the transition to a locally driven economy, underpinned by private sector growth and opportunity, with a leaner, more focussed public sector.</p>
6.8	<p>Many of the strategic actions identified will be achieved by re-focusing activity and re-deploying resources across organisations in support of sustainable economic growth, rather than by setting up new activity. When considering investing public resources, priority projects, actions or interventions full consideration will be given to economic impact and will be assessed against:</p> <ul style="list-style-type: none"> • Job creation, direct and indirect, with priority for jobs with high added value; • The ability to leverage private and other public funding to support growth; • Catalytic industrial cluster or sector activity particularly in those sectors which will drive future growth;

- The ability to strengthen or build upon innovation assets, including research universities, entrepreneurial and investor networks, and advanced manufacturing;
- The ability to drive workforce development and employment for economically inactive communities and neighbourhoods.

6.9 It is recognised that many economic issues are best addressed at a higher level of functioning economic geography. Therefore, parallel work is taking place with the LEP, Mersey Dee Alliance, City Regions, national bodies and government departments to identify which issues can be taken forward collectively to ensure pace and optimum achievement of outcomes and economic impact

Examples of Opportunities

A Business Hub

6.7 The Business Hub will be a single gateway to all publicly funded business support services and products to eligible businesses in West Cheshire, and will broker to private business support where possible. It will operate on a hub and spoke basis with a single, well recognised brand for business support and engagement, accessible to all businesses through a single website and telephone number. The aim is to accelerate growth through targeted support in key strategic sectors including transition to a low carbon economy, and exploiting the economic opportunities presented by the green agenda. Key areas of focus to drive business growth and performance will be;

- Access to finance
- Export and trade
- Innovation
- Leadership and management
- Business start-up, enterprise and entrepreneurship

Chester Central Business Quarter

6.8 The area immediately adjacent to Chester Railway Station is identified as a major strategic employment site for West Cheshire and has the potential to support economic growth across the sub-national area. The Business Quarter is currently being brought forward for development by the private sector but facilitated and supported by the public sector – it is a prime example of true collaboration to achieve a shared vision.

6.9 The site has the potential to deliver approx 450,000 sq ft of Grade A BREEAM Excellent office space – served by a major rail hub. It will be complimented by residential and other commercial uses that will create a vibrant and distinctive new commercial hub in the city centre. The potential value of the development is over £150 million and will create up to 3,500 jobs. Delivery will be over a series of phases in the next 10-15 years.

Apprenticeship Hub

6.10 A sub national virtual hub covering Cheshire & Warrington which will support employers especially SMEs wishing to take on Apprentices. It will champion vocational pathways in schools and promote Apprenticeships as a valuable career choice. Given the direct link between training and a job which Apprenticeships offer, the Apprenticeship Hub must work closely with the Employment and Skills Hub and the Business Hub to provide job brokerage linking job ready individuals to employment opportunities in the local economy.

6.11 The programme of activity will focus on a number of key themes:

- Raising the Status of Apprenticeships – including campaigns targeting young people, employers, parents and schools to challenge the assumptions around apprenticeship myths and raise the profile and status of the modern apprenticeship opportunity.
- Streamlining the Process – developing employer support mechanisms such as an Apprenticeship Training Agency that employs and sub-contracts apprentices to small businesses.
- Championing Young Adults in the Local Labour market – a high profile campaign to remind employers that young people are a scarce asset given the ageing population. This will be complemented by a programme of activity to help young people, particularly those further from the labour market, to become apprenticeship-ready.
- Promoting STEM subjects to cohorts of students in partnership with our schools through an expansion of the Discovery programme into West Cheshire (currently running in Warrington), Cheshire Fab Lab (based in Ellesmere Port with outreach), and the Make It In Manufacturing campaign with the Manufacturing Institute.

6.12 The virtual model became operational in September 2012, with the fully integrated physical hubs operational from April 2013.

Advanced Manufacturing and Industrial Innovation Corridor – Atlantic Gateway

- 6.13 Ellesmere Port sits at the heart of an exciting linear industrial, science, innovation and technology corridor, stretching from Deeside, General Motors Ellesmere Port, through Stanlow - Shell Technology Centre Thornton, SciTech Daresbury and Manchester Airport. It encompasses a diverse range of high value sectors ranging from aerospace and defence, automotive, petrochemicals, applied Research & Development (Daresbury) and potentially offers a significant foundation and springboard to drive up advanced manufacturing, innovation, higher level apprenticeships and skills and ultimately significant growth in sustainable high value jobs. It would also act as inward investment zone and Foreign Direct Investment (FDI) draw, particularly from the US, building on the proximity of a truly international airport.
- 6.14 Partners aim to create a functional existing technology and FDI attractor 'asset grouping technology corridor' around the Atlantic Gateway region in North West England and North East Wales. This asset grouping is provisionally entitled the Mersey Dee Industrial Innovation Corridor (IIC). It will group together key assets in the functional economy area to ensure competitiveness, technology, innovation and skills development, collaboration and avoidance of duplication. It will also utilise the critical mass of indigenous expertise and the enviable, global scale of industrial R&D in the region to attract inward investment and further FDI.
- 6.15 Altogether Better for Business will be underpinned by detailed implementation plans for each strategic objective and proposed interventions which will be developed by December 2012. A formal consultation on ***Altogether Better for Business – An Economic Growth Strategy for West Cheshire*** will take place during Autumn, with the final document being formally launched in January 2013. This will not delay implementation activity as some of the proposed interventions are at an advanced stage of development and approval and will therefore move to implementation once the detail has been finalised.

7. The Altogether Better System

7.1 *Introduction*

7.1.1 Altogether Better offers a significant opportunity to improve outcomes for customers, reduce costs for commissioners and providers and enhance West Cheshire as a place to live and work. There is a risk, however, that if the proposals are considered as standalone projects West Cheshire could create new boundaries, new silos, new confusion and new costs. This would be contrary to the whole purpose of the programme and would fail to recognise the negative impact of placing specific cohorts of residents into 'neat boxes'. A whole system approach to integration is therefore needed which intermeshes the projects together where appropriate and identifies the common components of new delivery models which could be shared. The benefits of this approach where the 'sum is greater than the parts' are:

- A more streamlined customer journey
- Reduced costs for new delivery models
- Better management and mitigation of risk
- Ability to rapidly scale up the approach to tackle new issues
- A coherent culture of collaboration across public services

7.1.2 It is also the case that some of the proposals would require bespoke solutions due to the nature of the cohort. For example, a single multi-agency team would not be able to simultaneously address the needs of troubled families and over 85s with long term conditions, although certain enablers such as technology, data and intelligence could be common across the piece.

7.2 *Target customers*

The needs of the target customers have driven the new delivery models. When analysing the nature of this demand it appears that the target customers fall into two categories:

7.2.1 **Low volume, high complexity cohorts:** These relate to individuals and families with the following characteristics -

- Complex needs which cannot be tackled by a single agency
- Require an intensive and assertive case management approach to sequence and coordinate the appropriate interventions
- Low numbers of cases but disproportionately high costs
- Concentration in certain geographies

These characteristics appear to relate to the families together cohort, medium to high risk domestic violence victims and perpetrators, jobseekers facing the biggest challenges to employment and account for around 3000 cases and £50m in cost per annum.

7.2.2 **Higher volume cohorts:** These relate to families and individuals with the following characteristics

- Relatively lower level of complexity but require an integrated service
- Cover a less concentrated geography
- Less overlap with other cohorts

7.2.3 These characteristics appear to relate to the early support cohort, wider groups of jobseekers, and the ageing well cohort accounting for around 61,355 cases.

7.2.4 This distinction in the nature of demand has driven the thinking on which elements of the overarching system are shared and which require a bespoke solution.

7.3 The Altogether Better system

7.3.1 Overview

This “integrated system” has nine key components – as shown below with further explanation in the table underneath.

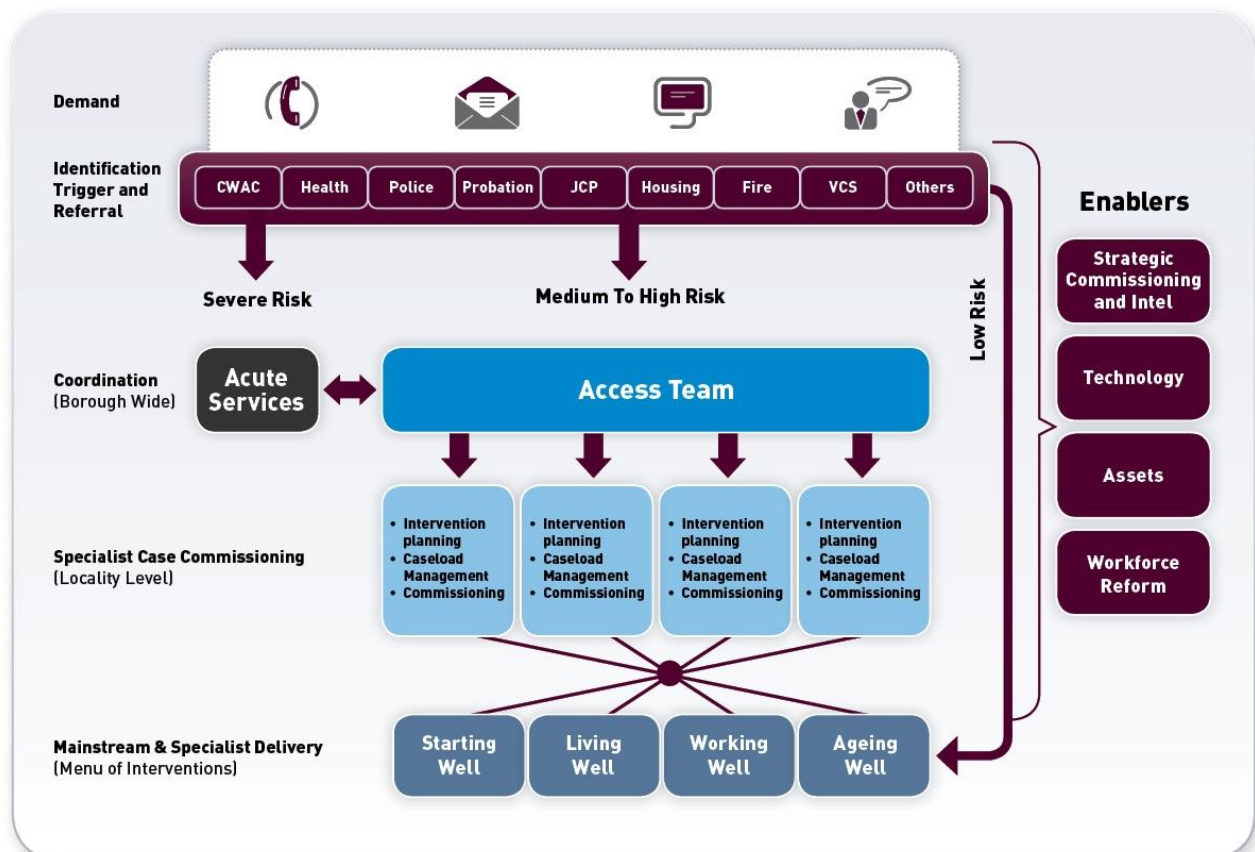


Figure 6: high level view of integrated system

Component	Purpose
1. Entry into the system	The principle of ‘no wrong door’ will apply across all projects. There will continue to be multiple access channels across multiple agencies, but there will be a clear system so that partners can identify and refer people to the right mechanism for support (for example, the Contact Assessment and Referral

Component	Purpose
	Team). Urgent cases or low risk cases will be supported through existing arrangements. However, if a case relates to the target customers relating to the Altogether Better proposals, all agencies will be clear on how to refer the case through the most appropriate route.
2. Access Team	A single, multi-agency team which carries out an initial triage function, determining need, based upon professional discussion across agencies and a 360° view of the customer informed by multiple data sets. It will also QA cases on a regular basis. The Early Support Access Team will be the forerunner of this approach with implementation planned in late 2012 / early 2013. This team will then be incorporated into the wider access team but will retain direct accountability to the Director of Childrens Services in line with Safeguarding Policy.
3. Specialist Case Commissioning	Multi-agency teams based in local communities to support low volume high complexity cohorts. Accountable for the planning, commissioning and review of interventions. A single lead professional within the team will sequence and step up and step down the right interventions. Interventions will be commissioned from across the public, private and voluntary sector.
4. Delivery	Interventions will be provided by existing agencies and / or new joint teams where relevant. The effectiveness and cost of interventions will be tracked to build an evidence base for further integrated working.
5. Data and Intelligence	A cross-partner unit, enabled by technology, and the pooling of analytical capability to provide the right information to partners, strategic commissioning and operational teams. This enables us to share intelligence, drive efficiency, best practice and learning across public services.
6. Strategic Commissioning	A common commissioning framework. In the longer term, an integrated commissioning hub which brings together commissioning expertise will be developed. The Children's Investment Unit will be a forerunner to this approach with implementation planned from April 2013.
7. -9. Enablers	The system is enabled by technology, assets and workforce development. Critical elements of this include access to multi-agency data about individual customers; co-location in communities with the highest need; and workforce development to enable joint working

7.3.2 Applying the model to projects

The following table outlines the elements of the model which are shared across the programme and the elements that require a project specific solution. Further detail on how the new delivery proposed by the projects link to the overarching model is included in Appendix 1

	Families Together	Early Support	Safer Communities	Work-ready individuals	Ageing Well
<i>Entry into the system</i>	Shared solution	Shared solution	Shared solution	Shared solution	Shared solution
<i>Access Team</i>	Shared solution	Shared solution	Shared solution	Bespoke solution	Bespoke solution
<i>Specialist case</i>	Shared	Bespoke	Shared	Shared	Bespoke

<i>commissioning</i>	solution	solution	solution	solution	solution
<i>Delivery</i>	Bespoke solution	Bespoke solution	Bespoke solution	Bespoke solution	Bespoke solution
<i>Data and intelligence</i>	Shared solution	Shared solution	Shared solution	Shared solution	Shared solution
Commissioning	Shared solution	Shared solution	Shared solution	Shared solution	Shared solution
7-9. Enablers	Shared solution	Shared solution	Shared solution	Shared solution	Shared solution

7.3.3 Making the new model work

The new delivery model will be successfully implemented by partners agreeing to share ways of working, information and technology, and physical locations. Key partners will agree to a programme of workforce development and culture change designed to improve multi-agency working and to a new governance model and in the longer term investment agreements. The core elements of the common elements of the model are summarised in the table below

Key element	Summary
Business Capabilities	<p>Shared ways of working</p> <p>It is intended to redesign key activities (including assessment, case management and elements of delivery to be:</p> <ul style="list-style-type: none"> • Simpler (and therefore more efficient); • Common across partners (and therefore avoid duplication of effort); • Delivered through a joint organisation structure (minimising costs). <p>Shared organisation</p> <p>For the elements of the model which are common to a number of projects (access team, specialist case commissioning teams, data and intelligence, commissioning) it is anticipated that a new unit is created with a number of functions managed in a coordinated structure. The estimated size of this structure is around 38.5 – 42.5 FTE.</p> <p>Shared information</p> <p>Some of the key requirements identified and built into the model include the ability to capture information from partner systems –most likely through portal technology; the ability to manage, plan and track cases end to end; public service network or similar ability to access multiple agencies data from a single site; and mobile technology.</p> <p>Shared locations</p> <p>The intention is to co-locate multi-agency teams in 3 localities (Chester, Ellesmere Port, Northwich and Winsford) which will also provide services into the rural areas.</p>
Workforce Development	Implementation of the new operating model requires a new approach to managing, developing and motivating the Altogether Better workforce. A comprehensive programme around employees, covering everything from competencies and culture to talent management will be implemented.
Corporate Structure	All changes will be controlled through explicit investment agreements and jointly accountable partnership arrangements. The new governance structure will have accountability for the performance of Altogether Better

Key element	Summary
	going forward.

7.4 *Making the model scalable and transferable*

- 7.4.1 By implementing new processes, structures and arrangements in a common way, there will be an ongoing capability to scale the new model into other caseloads and populations, where there is a level of complex need. This will enable a transfer of learning and experience in managing these initial caseloads into new areas, opening up further opportunities for efficiency in the future.
- 7.4.2 In addition, this approach will position West Cheshire at the leading edge of Community Budgets – implementing an approach which can genuinely be replicated in other areas of the country using the approaches developed over the coming 6 – 12 months.

8. The Case for Change

8.1 The proposals place a strong focus on improving or maintaining positive social and economic outcomes for individuals, families and communities. In addition, in the current context it is vital that the proposals demonstrate the potential to reduce and avoid costs (fiscal benefits). Each key proposal has therefore been subject to a full Cost Benefit Analysis (CBA). The approach and methodology for this task is common to the four community budget pilots and enables a forecast of likely costs and benefits based on available evidence and a number of informed assumptions. To ensure consistency and rigour, the CBAs have been discussed at length by a Technical Advisory Group consisting of senior Whitehall analysts.

8.2 The proposals are genuinely groundbreaking and in certain cases it has been a challenge to draw on a robust evidence to predict their impact. The possible quantity of the benefits have therefore been reduced to take into account this uncertainty. At this stage, it is therefore important to acknowledge a number of caveats relating to the numbers: as these are based on informed assumptions and varying data sources, further work is planned to validate these over the coming months. However, they provide a current best estimate of the financial viability of Altogether Better. This is illustrated in the graph opposite.

8.3 In summary:

- Over the next five years partners intend to jointly invest around £40.7m of existing money. However, £11.1 of new money is estimated to be required over five years;

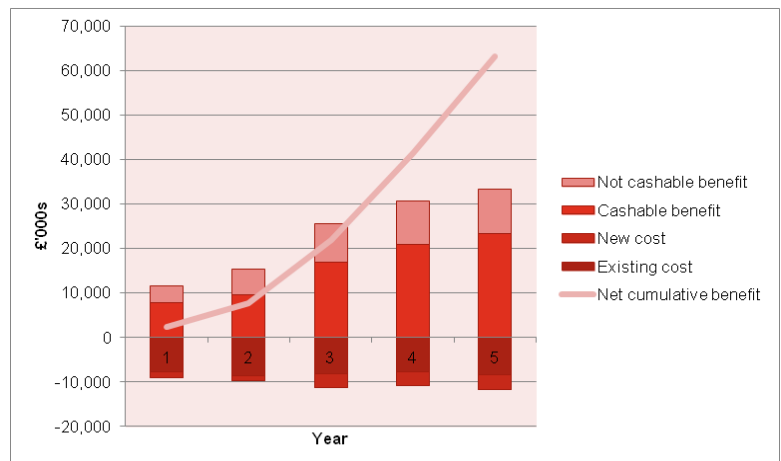


Figure 7: Overview of fiscal case

- This investment is anticipated to release £107.8m of cumulative fiscal benefit over five years. At this stage, an estimate of cashability has been made but does not include a full view of demand pressures, partners' existing savings plans or spending priorities or reinvestment in other services. As such, it is not suggested that this money can simply be taken as a budget reduction without further discussion; and
- This produces an overall fiscal benefit to cost ratio of 2.08. (i.e. a £2.08 return for every £1 invested).

8.4 The CBA model focuses upon the fiscal benefits which arise from improving outcomes for individuals and their families. However, there are further benefits which can be delivered for partners as the new way of working is implemented and matures. For example:

- Creating a commissioning hub will reduce duplication and integrate structures in the short term, while in the longer term savings will be captured through reducing demand, focussing on the outcomes needed and decommissioning services as necessary. Based on evidence elsewhere, we anticipate that savings of 10-15% of procurement costs could be achieved in the longer term;

- Rationalising and standardising back office functions (such as payroll, ICT, payments etc). across the partnership will yield significant efficiencies
- Consolidating the whole system for interventions will lead to removal of duplication (for example, multiple assessment and triage of the same individuals and families), more efficient planning of interventions (as better evidence allows interventions to be sequenced more effectively) and reductions in “failure demand” in the system (for example, reducing the number of police call outs or repeat social care visits).
- The assets project has used a financial modelling tool developed and tested by the Government Property Unit (GPU) to appraise options for partners to further integrate their office accommodation. The model scenario demonstrated there is significant surplus capacity across the whole estate and indicative revenue savings to be realised by 2018 are approximately £1.57 million per annum (net).
- There are additional financial benefits in increasing the level of community delivery and raising the threshold at which the public sector need to intervene, which have not been costed at this stage.

8.5 At this stage, it has not been possible to quantify benefits from these areas of the operating model – and these have therefore been excluded from the forecast – but it is anticipated that significant additional savings over and above fiscal benefits could be possible. This will be further evaluated in the coming months.

8.6 Impact by partner

8.6.1 The table below summarises the total costs, benefits and five year cumulative benefits / (costs) accruing to each partner organisation:

Partner	Discounted Costs £'000s	Discounted Benefits £'000s	5 year net benefit £'000s
Health	(16,189)	40,602	24,413
Local Authority	(28,232)	39,234	11,002
DWP	(853)	9,996	9,143
Police	(2,594)	9,741	7,147
Prison	-	1,954	1,954
Civil Legal	-	1,008	1,008
Schools	-	1,239	1,239
Courts and Prosecution Services	-	1,560	1,560
Probation	(1,258)	1,739	481
Criminal Justice	-	353	353
Fire & Rescue	(11)		(11)
RSL	(456)	247	(209)
Various	(2,250)	126	(2,124)
Total	(51,843)	107,799	55,956

- 8.6.2 By drawing together the financial impact by organisation, the analysis outlines net contributors and beneficiaries. This reinforces the need to negotiate robust investment agreements that allow money to move across silos and ensure a balance between investment and benefits.

9. Working Together

9.1 A phased implementation

9.1.1 A compelling business case is only the start of the process. The partnership is planning a phased implementation over a three year period. It is anticipated that the early stages will begin with a memorandum of understanding which allows early pilots and implementation work to take place. Partners will then implement new ways of working for limited customers in a targeted way and scale up based on experience and learning. By year 3 the main elements of the proposals could be fully operational. This is illustrated below:



9.2 Critical activity in 2012/13

9.2.1 The implementation roadmap below summarises at high level how it is intended to progress this critical work. Key areas of focus in the next five to six months are:

- Giving partners further confidence on costs and savings forecasts (by December 2012);
- Designing the integrated system in such a way that customer experience and efficiencies are maximised, and that the regulatory duties of all partners are met (December 2012);
- Implementing year 1 of the operation – this will put in place the major components of the new delivery model but will not be operating at full capacity or effectiveness: it will provide a basis for demonstrating value to partners (by April 2013); and
- Implementing a programme of workforce development which drives the required culture change across partners and across all organisational levels – from senior leaders to practitioners (by April 2013).

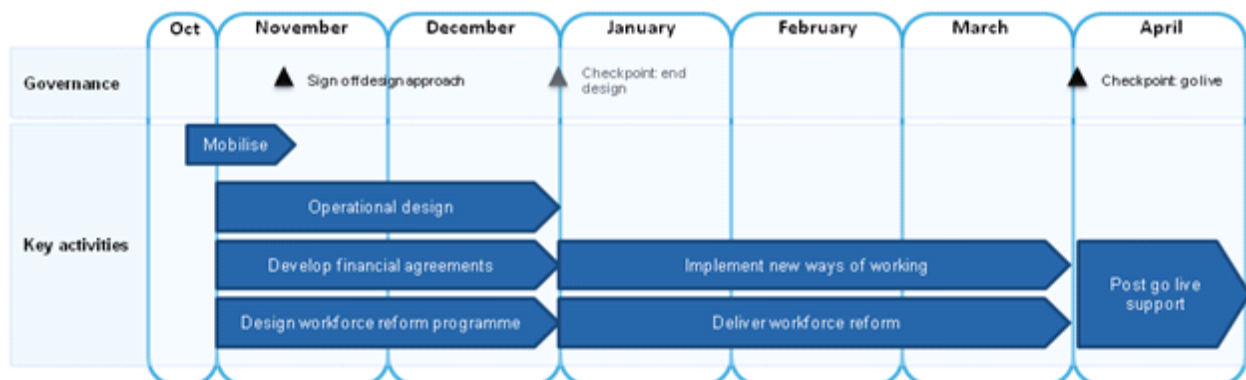


Figure 8: Gearing up for implementation

9.3 Leadership and Governance

9.3.1 It is recognised that new structures are needed as the partnership moves into implementation phase of the Altogether Better Programme. These structures need to support joint funding, investment agreements and integrated delivery models. The Elected Members' Altogether Better Governance Group gave careful consideration to the model necessary to lead and manage integrated public services and identified a series of principles, which the emerging model needed to be assessed against:

- Complementary to structures operating at Cheshire and Warrington level and with those of individual organisations (including the Police and Crime Commissioner and Police and Crime Panel).
- Demonstrate clear lines of accountability both within the structure; and to individual partner organisations, where the latter is appropriate.
- Demonstrate distinct and separate roles for Elected Members/Non-Executive Directors and Executives.
- Action focused with clear responsibilities and accountability defined for each body within the structure.
- Representation requirements for each organisation are easily identifiable and do not result in the same people attending numerous meetings.
- Arrangements are streamlined and make the most effective use of all partner agencies time and resources.
- Reflective of the partnership of West Cheshire, balancing inclusivity with the need for effective decision-making.
- Integrate both thematic and locality based arrangements within a cohesive overall structure.
- Subject to annual review to ensure on-going effectiveness.
- A clear date for implementation, which minimises the potential for parallel running between the old and new arrangements.

9.3.2 The governance workstream developed the following governance proposal, following discussion with partners:

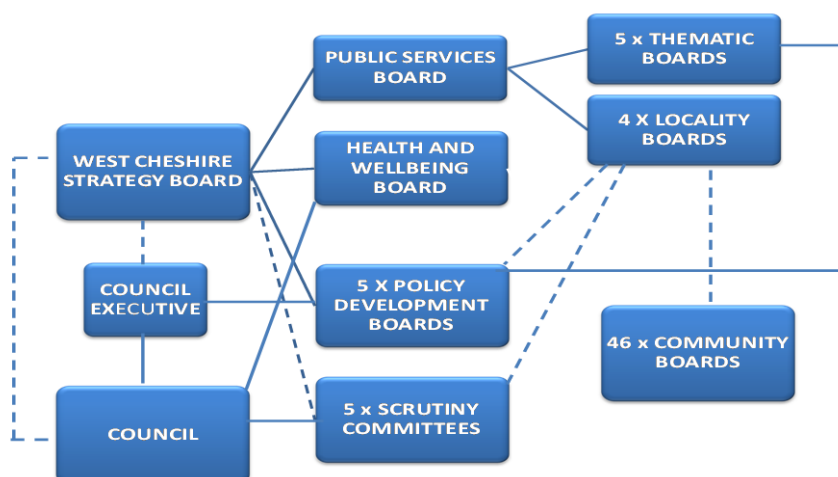


Figure 9:
Proposed new
governance
model for
West
Cheshire

9.3.3 The key responsibilities and membership proposals for each body are as follows:

Governance Body	Chair	Membership	Function
West Cheshire Strategy Board	Leader of Cheshire West and Chester Council	Elected Members and Non-Executive Directors for public, private and voluntary & community sector	Overall strategic leadership and direction to the public service governance bodies in West Cheshire
Health and Well Being Board	Cheshire West and Chester Executive Member	Elected Members, NEDS and Officers	Statutory responsibilities for Health and Well being
Public Services Board	Nominated Chief Executive from Public Services Agency	Chief Officers from Public, Private and Third sector	Management oversight of the delivery of the Altogether Better programme
5 x Thematic Boards (Starting Well; Living Well; Working Well; Ageing Well; and Smarter Services)	Nominated Chief Officers from Public Services Board	Lead officers from Public, Private and voluntary and community sector	Effective implementation of public service transformation within the scope of the theme developing strategies, implementation plans and new delivery models
5 x Scrutiny Committees: (Corporate Locality Working Health and Wellbeing Children and Education Safeguarding Committees)	Cheshire West and Chester Nominated Elected Member	Council Elected Members, Non-Executive Directors from Public service agencies, co-opted members	Scrutinise public services business, in line with specific Committee responsibilities, by the careful examination of a policy or issue resulting in recommendations to those who are responsible for the service.
5 x Policy Development Boards (Starting Well; Living Well; Working Well; Ageing Well; and Smarter Services)	Cheshire West and Chester Council Nominated Elected Member	Council Elected Members, Non-Executive Directors from Public service agencies	To shape and inform public services policy within the scope of the theme, and develop policy options and recommendations to the Executive.
4 x Locality Boards (Chester, Ellesmere Port, Northwich and Winsford, and Rural West)	Cheshire West and Chester Heads of Locality	Locality based officers from public, private and voluntary and community Sector	Consider and develop recommendations related to key strategic issues impacting on the specific geography
46 x Community Boards	Ward Elected Members(s)	Public, private, third sector officers operating in the locality, plus community representatives	Drive forward the localism agenda within the ward.

9.3.4 The statutory role of the Local Safeguarding Children Board is also recognised in the governance structure to hold bodies to account on their safeguarding responsibilities.

- 9.3.5 A formal consultation exercise on the new governance model will commence on 1 November and close on 31 December 2012, with the intention being that the new arrangements are implemented as from 1 April 2013. During the consultation period and as the detailed implementation plans for individual projects are produced, a new partnership agreement document will be developed which provides a formal legal structure for partnership working. This will be relevant to integrated public services, clearly articulating the devolved powers from individual organisations to bodies within the West Cheshire governance structure.

9.4 Outcomes framework

- 9.4.1 The delivery of savings and improvements arising from the Altogether Better partnership will be measured using a new outcomes framework. This will capture the outcomes which underpin the business plans and monitor the delivery of both the improvements for customers and the savings which follow from these.
- 9.4.2 The purpose of this framework is to:
- Provide an overview to partners of how well Altogether Better is performing;
 - To ensure accountability to partners is in place; and
 - Be a catalyst for driving improvement within the partnership – to help all agencies focus on the areas which matter.
- 9.4.3 Partners anticipate that this will be based upon a balanced scorecard which measures performance across four key dimensions:
- Delivery of outcomes for customers – see appendix 4;
 - Financial performance – measuring the costs of delivery; and the fiscal and cashable benefits achieved;
 - Economic growth – measuring the effectiveness of our Economic Growth Strategy; and
 - Community – measuring the effectiveness of the community offer.

Appendix 1: The Altogether Better System

Design Document

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1. Design principles

1.1 To ensure coherence across Altogether Better, the specific proposals have been developed with reference to the following design principles:

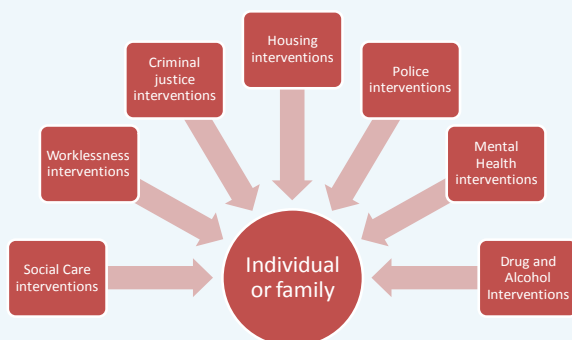
- **Customer centric proposals** – clear evidence that service users / citizens are central to the redesign, and have been engaged and involved in the process.
- **Shared strategic priority** – ensuring that proposals make a significant contribution to West Cheshire Partners vision and key strategic ambitions.
- **Value of investment** – Proposals demonstrated value for money in comparison to the cost of business as usual, through improved outcomes or reduction in demand.
- **Complexity** – A multi-agency issue that has proven difficult to tackle regarding expenditure through interventions, and the potential benefits of success.
- **Scale** – The issue places high demand or cost onto a range of public services across West Cheshire.
- **Prevention** – The consequences of redesign will reduce future demand on services, bringing a greater benefit than the issues that could be lost through time-lag effects, or the double running of services.
- **Reducing conflicting incentives** across partners – Allowing redesigns to remove barriers to joint investments because the value of success does not fall evenly or proportionately across partners.
- **Removal of bureaucracy** –the proposal removes unnecessary and unessential bureaucracy and processes that do not contribute towards customer centric outcomes at both a national and local level.
- **Leverage community capacity** – the proposal takes steps to shift greater power and responsibility to individuals and communities

The shared strategy

1.2 The shared strategy for delivering this is to transform the customer journey to deliver these outcomes – local public services are too often non-responsive and fragmented, focused around the needs of organisations rather than communities and individuals and failing to deliver the outcomes communities need and expect. Partners will rebuild public services around individuals and families as shown below

The customer journey today and in the future

2012



Presently, customers receive parallel services from a range of agencies, with their needs being assessed by each agency, little portability or sharing of information on risk and no consistent co-ordination of interventions. This results in:

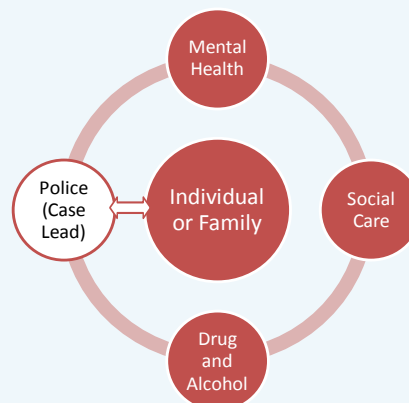
Poor customer experience - the customer journey is known only to the customer – the public sector will engage with the most complex cases many times and customers will need to repeat their story each time;

Less effective outcomes - There is limited information about what works – partners cannot be confident that current investments maximise value for public money;

Dependency - Individuals and families remain with the public sector support network for prolonged periods as agencies address specific problems not root causes; and

Inefficiency - we do not maximise value for money because some processes, such as assessments, management of cases and commissioning, are carried out multiple times by multiple partners.

2016



In the future, Altogether Better will wrap a single team which addresses all areas of need around individuals and (where relevant) their families. This will lead to:

Improved customer journey - a single individual would take responsibility for managing a case through the system; managing an action plan based on a multi-agency assessment; and co-ordinating interventions from all providers in the optimal way;

Reduced dependency - The new delivery model would be measured on success in managing individuals / families away from dependence on public services, and the appropriate management of cases based on risk;

Effective outcomes – Public services will provide redesigned and improved interventions and services to support this objective; and

Evidence based intervention - Information would be captured on every case and used to generate live intelligence on what works which informs day-to-day delivery and the commissioning of services; and allows Altogether Better partners to monitor the performance of their investment.

2. Target customers

Customers in scope of Altogether Better system

- 2.1 The vast majority of the people and places in Western Cheshire have their needs met by mainstream services from mainstream delivery. There is limited value in increasing the integration of services to those individuals – either in terms of benefits to the customer or in benefits to public services. Instead, at this stage the programme focuses on improving outcomes for a subset of customers who have needs which cannot be met through a single-agency solution..
- 2.2 It is estimated that this will lead to a caseload of over 60,000 relating to very specific customers as shown in Table 1.

Table 1: Total cases within scope for Altogether Better

Thematic Area	Cohort
Ageing Well	42,500 (over 65+ with multiple needs)
Living Well (Safer Communities)	1,160 domestic abuse victims 156 domestic abuse perpetrators
Work Ready Individuals	18,235 people out of work categorised as low risk or higher
Families Together	525 troubled families Additional families in the medium term
Early Support	1,000 cases referred to the Access Team
Total	64,076 (combined caseload)

- 2.3 The needs of the target customers have driven the new delivery models. When analysing the nature of this demand it appears that target customers fall into two categories:

(i) Low volume, high complexity cohorts: These relate to individuals and families with the following characteristics -

- Complex needs which cannot be tackled by a single agency
- Require an intensive and assertive case management approach to sequence and coordinate the appropriate interventions
- Low numbers of cases but disproportionately high costs

- Concentration in certain geographies

2.4 These characteristics appear to relate to the families together cohort, medium to high risk domestic violence victims and perpetrators, jobseekers facing the biggest challenges to employment and account for around 3000 cases and £50m in cost per annum.

2.5 Through further analysis it is clear:

- There is an element of integration in the caseload – for example, a proportion of Work Ready Individuals and domestic abuse victims and perpetrators will also be part of families which have broader social needs and could be classed as “troubled”. As a result, there are likely to be benefits in joining up the response to these cases across partners;
- They require a broad and complex level of support. At present, we estimate there are only limited examples of effective multi-agency response (the customer journey for one troubled family showed that only 13 out of 200 interventions took place on a multi-agency basis);
- They are located in three key geographies with some dispersed cases across rural Western Cheshire (see Figure) - based on proxy information, we have mapped the key areas of need as being Ellesmere Port, Chester and Northwich and Winsford.

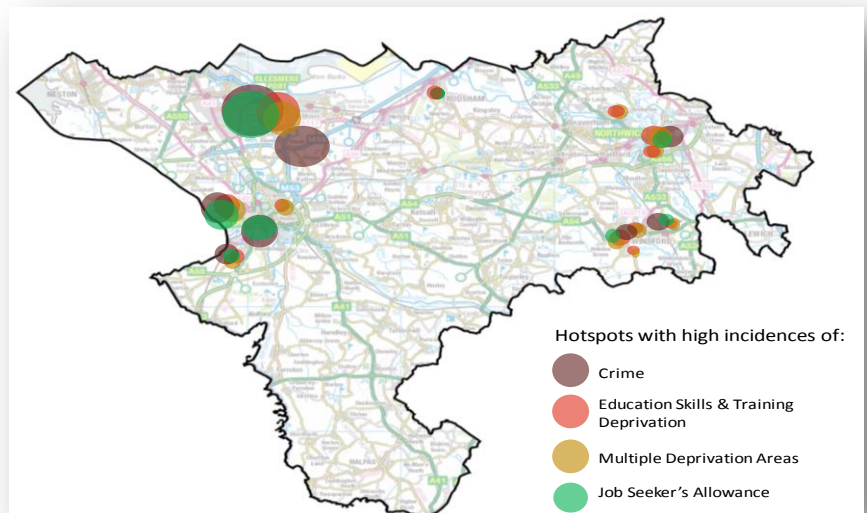


Figure11: indicative mapping of need across Western Cheshire

2.6 (ii) **Higher volume cohorts:** These relate to families and individuals with the following characteristics:

- Relatively lower level of complexity but require an integrated service
- Cover a less concentrated geography
- Less overlap with other cohorts

2.6.1 These characteristics appear to relate to the early support cohort, wider groups of jobseekers, and the ageing well cohort accounting for around 61,355 cases.

2.6.2 This distinction in the nature of demand has driven the thinking on which elements of the overarching system are shared and which require a bespoke solution.

3. The Altogether Better system

An integrated model

- 3.1 Integration at all levels is a defining characteristic of the new model, recognising that inefficiency, duplication, risk aversion and increased demand can be generated by organisations operating in individual silos. In designing this integrated system, we have drawn on existing experience (for example, of Youth Offending Teams and Integrated Offender Management) which demonstrate that service integration have the potential to better address the needs of those at risk.
- 3.2 In this section, information is provided about the common components of the model, what they do and how they relate to specific projects.

The shared components

- 3.3 This integrated system comprises 9 core components which align to the overall customer journey – making it very clear where accountability for cases lies – and provide the enabling infrastructure required to deliver. The purpose and role of each component is explained below.

1. Entry into the system

With limited exceptions, partners do not wish to rationalise the front doors into services for customers. The reasons for this are:

- *Choice is very important to some of our most vulnerable customers:* for example, victims of DA may choose different routes of engagement with public or voluntary services for a variety of reasons through fear of stigma, not recognising the risks they face, or by prioritising specific services.
- *Patterns of need can be very complex:* based on current information, it can be extremely challenging to predict the levels and types of need which may present for these complex cases. For example, a troubled family may present to the public services through any individual within it, and multiple needs mean that early warning of escalating risk factors could come from the Council, Police, health agencies or housing providers (for example).
- *Integration with mainstream services:* for the vast majority of need, mainstream services are sufficient. If we attempt to rationalise our contact points at this stage, it is likely that we would intervene too early in cases and this would add rather than reduce inefficiency in the system.

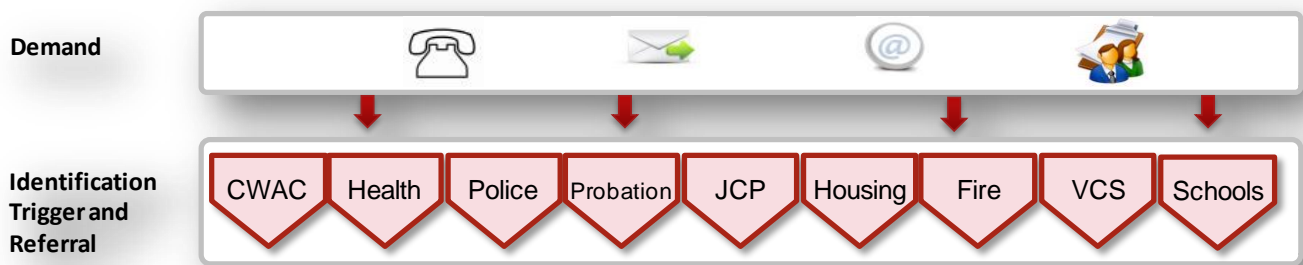


Figure12: entry into the system

3.4 As a result, our proposals for the front door (illustrated in Figure) into the system comprise:

- The use of mainstream agencies as the first point of contact;
- Clear understanding of the trigger points to enable agencies to understand identify when the cases have reached a level of risk where multi-agency intervention becomes appropriate; and
- A standard referral process into this model.

3.5 Relevance to projects:

Project	Relevance of this component
Families Together	Shared solution: New demand will be routed through existing agencies and access points but services will be better informed to identify and refer cases through the appropriate channels
Early Support	Shared solution: As above but cases may also be referred on by the Contact Assessment and Referral Team if it is not a level 4 case.
Safer Communities	Shared solution
Work-ready Individuals	Shared solution
Ageing Well	Shared solution

2. Access Team

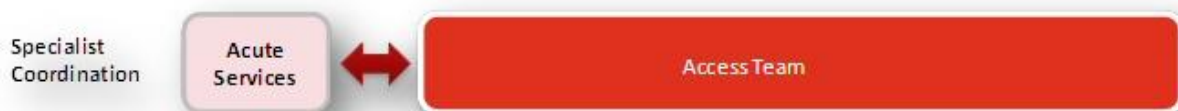


Figure13: Access team

- 3.6 Referrals deemed to have met certain thresholds will be referred on to the Access Team. These cases will include troubled families, children at levels 2 and 3 of the continuum of need, and domestic violence victims and perpetrators.
- 3.7 This team will also provide advice and direction to practitioners across agencies when they are considering complex cases or making a referral. This will be a single team, bringing together key specialist agencies in a single location.

3.8 The Access Team will have the facility to check data and intelligence systems across core agencies (including the police, Council, Health, probation and others). Its role will be to:

- Develop a 360 view of the customer: this will consider whether they are known to multiple agencies and whether there is information to indicate that either are in need of support for a range of complex issues;
- Triage and risk assess: where it is apparent that the subjects meet the threshold for referral, the team will complete a risk assessment
- Refer the case based on a profile of risk the Team will refer to either acute services (for the highest risk cases if that hasn't already occurred), to a delivery team where appropriate or to the Case Commissioning Team where the case requires joined up, active management. It is anticipated that the CART Team which currently manages contacts and referrals from the public and professionals for children who are at risk of harm, abuse or neglect will have a direct relationship with the Early Support access function;
- Assign a case manager (lead professional): the Access Team will transfer cases to a designated individual within the relevant locality Case Commissioning Team or Early Support teams, passing all available information to that individual.

3.9 A record of all analysis will be made by the Team, which will identify the information collated and risk assessment reached; and where the case was referred for action. The Team will retain an ongoing quality assurance function.

Relevance to projects

Project	Relevance of this component
Families Together	Shared solution: Families meeting troubled families criteria will be referred to the access team in the first instance
Early Support	Bespoke solution: Children at levels 2 and 3 of the continuum of need will be referred to the access team although this may follow initial contact with the CART Team.. The early support element of the access team will be in place by late 2012 / early 2013.
Safer Communities	Shared solution: All domestic violence incidents not initially referred to police will be referred to and considered by the Access Team. Police will refer to the access team if the case is not deemed standard risk.
Work-ready Individuals	Bespoke solution: This function will take place in the employment and skills hubs rather than through the access team
Ageing Well	Bespoke solution: This function will take place in the integrated health and social care teams aligned to GP practice rather than through the access team

3. Specialist Case Commissioning



Figure 14: Specialist case commissioning teams

- 3.10 These teams will be aligned to three geographies across West Cheshire (Chester, Ellesmere Port, Winsford & Northwich) and provide services into the fourth, rural area. This will provide effective joint agency focus on the areas of concentration of complex cases. Membership and size of teams will reflect the scale and nature of caseloads of cases across the cohort of low volume/higher cost cases.
- 3.11 These specialist teams will be provided with the 360 view collated by the Access Team. Every case will have a single Case Manager whose role will be to:
- Manage ongoing direct contact with individuals and families and meet with the individual/family to further develop the intelligence picture provided to them and undertake detailed assessments of need;
 - Develop an action plan, and building and co-ordinating the team around the individual/family and coordinating all subsequent activity in accordance with the agreed plan;
 - Update the risk assessment on a regular basis and maintain the case records (liaising with the Access Team).
- 3.12 They have been labelled as 'case commissioning teams' as they would commission and sequence a package of interventions from a range of providers to meet the needs of the specific case. These needs of each case are likely to vary significantly so the case manager will be empowered to step up and step down the appropriate interventions in a planned and coherent way.

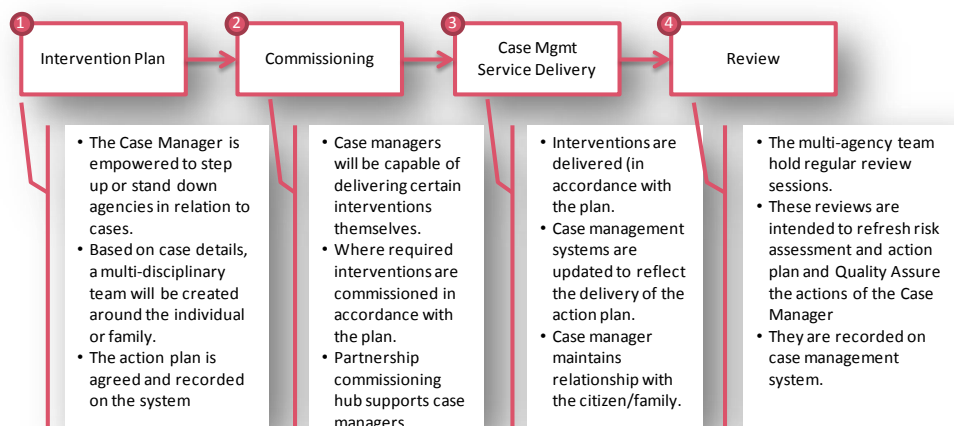


Figure 15: Key functions of specialist case commissioning teams

- 3.13 During the course of intervention with any case, the Case Manager will have the facility to step down and transfer sole responsibility to a single agency. At the conclusion of all interventions the assessment will be completed and subject of quality assurance checks by the Access Team.
- 3.14 While an individual may still be required to engage with a diverse range of partners, the Case Manager will remain the central point of contact to assist them to navigate through the processes involved and resolve any conflict or disputes.

Relevance to projects

Project	Relevance of this component
Families Together	Shared solution: Family advocates will be part of the case commissioning teams and work alongside a range of agencies to deliver ongoing contact and support while putting in place the right package of interventions to support the family.
Early Support	Bespoke solution: This function will take place in the Early Support team. Very close working relationships and lines of accountability will be built with the case commissioning team to ensure a joined up approach which does not increase risk to the safety of children..
Safer Communities	Shared solution: Domestic violence specialists will work with a range of agencies within and beyond the case commissioning teams
Work-ready Individuals	Shared solution: Complex worklessness cases where individuals face multiple and longstanding challenges will be supported by the case commissioning team although less complex cases will be supported through employment and skills hubs and mainstream delivery
Ageing Well	Bespoke solution: This function will take place within integrated health and social care locality teams rather than in the case commissioning team

4. Delivery

Mainstream &
Specialist Delivery

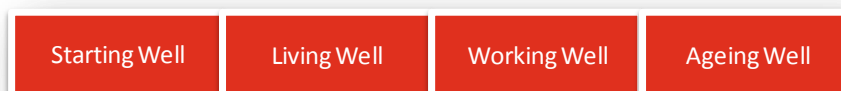


Figure 16: Delivery

- 3.15 The Business Plans have identified a number of new or scaled up models of delivery. These are multi-agency interventions which have shown evidence of effectiveness either in pilots within West Cheshire or elsewhere. They have been selected as they have a reasonable evidence base for tackling root causes, improving outcomes and reducing onward demand. A selection of this delivery offer is outlined below with further details included in the business plans:

Project	Example intervention catalogue	
Families Together	<ul style="list-style-type: none"> Family Nurse Partnership Triple P Parenting Lift Project Neighbourhood Resolution Panels Multi-Systemic Therapy Programme for victims of Domestic Abuse 	<ul style="list-style-type: none"> CFRS Respect Programme Housing Solutions & Debt Advice RSL tenant support Community drug support Community alcohol support ESF complex families Discretionary family budgets

	<ul style="list-style-type: none"> • Programme to support teenagers with regard to Domestic Abuse 	
Early Support	<ul style="list-style-type: none"> • Early Support Teams will integrate a range of professionals and align to mainstream locality delivery • Dedicated Family support to parents, carers and children • Employment, training, advice and guidance to young people at risk of becoming Not in Education Employment or Training • Direct education welfare support to children at risk of exclusion or persistent absentees • Domestic Abuse support to children affected and living with violence or who have experienced violence • School Health advice and support • Children and Adolescent Mental Health service • Speech and Language Therapy • Advice and support for childcare and respite • Family Nurse Partnership 	<ul style="list-style-type: none"> • Parenting Programmes • Multi-systemic therapy
Living Well – Safer Communities	<ul style="list-style-type: none"> • Refuges • Enhanced Security (Target Hardening) • Staff Training • Awareness raising • Domestic Violence Protection Orders (DVPO) and tagging • Volunteer outreach support • Voluntary Perpetrator Programme 	<ul style="list-style-type: none"> • Recovery Programmes • Navigate safer • Training for front line professionals • Awareness raising (White Ribbon Campaign)
Ageing Well	<ul style="list-style-type: none"> • Hospital at Home • Integrated Care (scaled up from pilot) • Integrated Neighbourhood Teams • Rapid Assessment, Interface and Discharge 	<ul style="list-style-type: none"> • Preferred place of care pathway – end of life • Reablement • Extra Care Housing • Telecare
Working Well	<ul style="list-style-type: none"> • Employment and Skills Hubs • Business hub 	<ul style="list-style-type: none"> • Apprenticeship hub • Work Programme

5. Data and Intelligence

- 3.16 The data and intelligence function performs a number of strategic functions in support of the overall operating model:

Business requirement	Description
Improved intelligence to support the commissioning of services	The new model required a change to commissioning of services in key ways, including focusing on commissioning for outcomes rather than inputs and commissioning based on greater evidence about what works in terms of interventions. This requires that a capability that can track impact and the unit costs of interventions and track the cost of outcomes at an individual, locality and West Cheshire level.
Improved intelligence to support the governance of joined up services	Altogether Better has experienced consistent challenges in terms of gathering local information on unit costs, outcomes and the customer journey. There is recognition that joining up services and implementing investment agreements across a range of partners will require better information in support of partnership boards, particularly in relation to costs and benefits.
A forward looking, research and intelligence capability	A number of business plans identify a requirement to move from “reacting” to need at its peak, towards identifying the critical trigger points across agencies and using these to respond in real time to the events in people’s lives which indicate high risk. In addition, there is a requirement for “horizon-scanning” and internal research and development to help the Altogether Better teams learn from experience and best practice elsewhere.
Multi-agency teams have access to information from a range of partners	A weakness in the present system is that agencies only have consistent access to assessments, action plans and information about customers within their agency. In a small number of areas, agencies are more frequently sharing data: however, there is a clear requirement to present relevant information to professionals on a day to day basis to support their work. There was also a specific requirement from Starting Well relating to a centralised system to record and track team around the family assessments.
Providing reports to partners through self service and ability to access data on demand	A key requirement was that case management professionals and relevant partner agencies should have access to information on demand, through self service, rather than being reliant on periodic reporting. There was also a requirement to use self service to access reports.

- 3.17 Data and Intelligence will be a relatively small function, enabled by joint analysis and technology. It will be responsible for putting in place the data sharing arrangements to support partnership working, for supporting the operation of the new delivery model and for providing evidence and information into the overall governance of the partnership. The function will also have direct contact with partners’ existing intelligence functions.

6. Strategic Commissioning

- 3.18 Strategic commissioning is not a mechanical process or the function of one team. It is a mindset which means a fundamental change in the relationship between public services, the user and the community. This relationship is no longer about the provision of services by the state to passive recipients. It is about co-production, the transferring of power and control to communities, reciprocity between state and citizen and a culture that is customer focused. It is about leadership that steers the development of this new relationship with citizens and is about influence and not control. It is about managing change and transformation and the mitigation of risk. In short it is about a fundamental shift in public services.

- 3.19 Being commissioning-led means that political, organisational and partnership decisions are made on the basis of the outcomes partners are seeking to achieve and the activities agencies are prepared to invest in to achieve these outcomes.
- 3.20 To be effective, commissioning cannot be limited to organisational boundaries. This requires real clarity on the outcomes that agencies wish to pursue together and robust governance to ensure joint accountability. In addition, it requires a more joined-up approach to commissioning support. Partners are already utilising a web-based platform which sets out a framework for commissioning which all agencies can use. There is the potential to implement a single organisational unit which would incorporate the data and intelligence unit to take responsibility for conducting needs analysis, developing joint strategies, pooling resources ; for defining new contract approaches based on defined outcomes and performance, which incentivise (through payment by results) market innovation; and for managing the relationships with providers.
- 3.21 In the short term, partners intend to pilot integrated commissioning in three areas:

Pilot	Description
Domestic violence	Working with Police and Health to approach this area in an holistic way, reviewing the timing and manner of interventions. At present, spend is fragmented across the partnership and the proposal is to commission for outcomes jointly.
Early Support Commissioning (Investment Unit)	The vision is to have one team, working together to one set of priorities against the continuum of need. An integrated function which will bring together health and local authority commissioning.
Carers	Again, the current picture is fragmented. Initially, the Council is developing proposals for bringing together commissioning across partners.

7. Technology

- 3.22 Although the programme is not proposing major investment in technology, there are some critical areas where technology will underpin the delivery of the new operating model. This section highlights the key technology requirements which will need to be met to enable the operating model.

Sharing information

- 3.23 Partners anticipate that the Access Team, Specialist Case Commissioning teams and Data and Intelligence hub will require access to a broad range of data from partners (see box, right).
- 3.24 Clearly, some information will be more critical to the operation than others – we anticipate that a review of information requirements through early pilots and operation of new ways of working will take place. This will be facilitated through data sharing agreements and co-location of staff to

Example information sources required

- Police arrest info
- Reoffending
- Court outcomes
- Drug & alcohol interventions
- Mental health interventions
- Revs & bens
- Housing including benefits, ASB evictions, noise complaints etc
- Probation orders and conditions
- Perpetrator programmes
- Social care info including Looked After Children, CP plans, CIN plans, TAFs & risk assessments
- SEN
- Speech & language interventions
- Persistent absence and exclusion
- HV information including developmental checks
- SIMS data
- School census data
- JCP information
- Commissioned services data feeds e.g. CATCH 22

encourage day-to-day information sharing.

- 3.25 However, in the short to medium term, it is anticipated that partners will invest in technology which automates this information flow – providing a more holistic view of the customer through portal technology.

Case management technology

- 3.26 At present, there is no consistent approach to capturing, tracking and reporting on individual cases. While in some areas, technology is used, in others there remains a reliance on paper-based systems. To function effectively, the new operating model requires a system which provides intuitive and easy mechanisms to support:

- Case Management, including referral and assessment;
- The delivery of a range of interventions; and
- Tracking of customer outcomes and the cost of realising those outcomes.

- 3.27 Options for addressing this include a tactical solution (e.g. utilising SharePoint); a generic cloud-based option (e.g. MS Dynamics, Salesforce.com); or re-use of an existing case management or CRM solution (e.g. Lagan or Liquid Logic).

Ability to identify individuals as part of a family group

- 3.28 Work with troubled families will require partners to be able to easily identify individuals and families that meet specific criteria. This is potentially complex and, in the short term, partners will rely on manual processes to better specify this requirement. Partners will also review “real time search” options (such as Google Search Appliance and Policy Autonomy) to identify whether they are a viable and cost-effective solution.

Improving data sets to better reflect intervention costs and quality

- 3.29 To support the evidence-based approach, there is a requirement to better align data to cost information – this will allow agencies to build the evidence base for specific interventions which have a demonstrable value case. In the short term, there would be an incremental development and presentation requirement and data definitions. Partners anticipate utilising a manual process (Excel, SharePoint) in the short term, but in the longer term a traditional data mart may be more appropriate. A phased approach will be used which ensures agencies understand requirements before implementing any system changes.

Mobile technology

- 3.30 The new operating model requires staff to work remotely in the homes and communities of target customers. This will require remote access to at least some critical customer and case information. At present, agencies have varying levels of mobile capability. However, these are not likely to be robust and effective enough to handle more sensitive and time-critical incidents. In addition, there will be a requirement for enhanced support for lone workers.

8. Assets

- 3.31 There is a bespoke Altogether Better Project on the use of integrated assets across West Cheshire within the Smarter Services theme. This is a recognition that assets are a key enabler of some elements of the shared delivery model, particularly to ensure services are co-located and accessible.
- 3.32 The critical asset requirements for the shared components of the operating model are set out below subject to further development. .

Component	Asset requirement	Timescale
Access Team	Office accommodation for 10 FTE	April 2013 (some elements will be in place earlier – e.g. December 2012)

	Based in Winsford Existing building	for Early Support)
Specialist Case Commissioning	Office accommodation for 23.5 FTE Locality based in (1) Chester, (2) Ellesmere Port and (3) Winsford and Northwich with outreach to rural areas Existing buildings	April 2013
Data and Intelligence	Office accommodation for 9 FTE Based in central location Existing building	April 2013
Strategic Commissioning	Office accommodation Based in central location Existing building	After 2016

3.33 The key changes to the asset portfolio as a result of changes in mainstream and / or specialist delivery are likely to be:

- Families Together and Early Support: consolidation of services to children in a core set of “hub” children’s centres.
- Safer Communities: a review of accommodation will be required to support the best possible outcomes for victims of domestic abuse.
- Work Ready Individuals: integration of partner agencies into four Employment and Skills hubs in (1) Chester, (2) Ellesmere Port (dual sites), (3) Northwich (on dual sites), and (4) Winsford (dual sites); existing provision in Neston is likely to become a community hub
- Ageing Well: Integration of a range of partners based around GP practices. These proposals are still under development but are likely to lead to about 10 sites, based on practice size.

9. Workforce development

Elements of workforce development

3.34 Implementation of the new operating model requires a new approach to managing, developing and motivating the workforce across organisational boundaries. The objective is to ensure that all employees apply their skills and motivation to perform their role and make a contribution to the shared purpose, vision and strategy. This is critical in moving away from the multiple, competing priorities which presently hold back our colleagues.

3.35 To support this, a wide-ranging workforce development programme will address the following key areas:

Key area	Definition
Culture & Behaviours	The accepted norms within an organisation which guide people’s behaviour and expectations on ways of working. It is the combination of the values and beliefs that provide direction and energy to what people do each day and is largely driven by people in leadership positions.

Core Competencies	Specifies the type of skills and expected level of achievement of those skills required within the organisation to enable the business capabilities. This can include specialist technical skills such as reconciliations (for Finance), general management skills such as time management and presentation skills, and leadership skills such as active listening.
Talent	The identification, resourcing, development and deployment of people, to optimise their motivation and willingness to perform their role at the best of their ability.
Learning & Development	Interventions to develop the required skills and behaviours - includes aspects such as training strategy, development and delivery, coaching and feedback.
Reward & Recognition	How people are motivated and rewarded for their contribution, as defined by their role and objectives, to deliver the purpose, vision and strategy of the organisation. This includes method of recognising contribution through both financial and non-financial rewards.

Key features of the new approach

- 3.36 The detail of each area will be defined through a process of engagement and consultation with partners, front line employees, trade unions and others in the run up to go live. The key features of new ways of working are likely to be as follows:
- The new organisation structures will be populated with secondees from partner agencies;
 - In order to encourage continuity in key positions, minimum secondment terms would apply (of at least one year) to ensure that there is continuity in role;
 - The structure will operate on a matrix management model;
 - A joint management structure will be in place which has management responsibility for the shared components of the new delivery model
 - All secondees will continue to have a relationship with their employing partner to ensure that professional development continues and they retain their specialist skills; and
 - To be successful, the new teams will need to be seen as attractive to employees within host agencies: i.e. to have status in the context of their career development and future prospects;
 - Professional development will continue to be provided by the employing partner – however, Altogether Better will provide relevant training in interventions, Altogether Better processes, technology, and other unique elements of the new model;
 - The culture of public services will incentivise employees to look for opportunities to increase prevention, promote efficiency, reduce bureaucracy and work effectively across partners; and
 - Performance management arrangements – aligned to the overall objectives on which Altogether Better will be measured – will be put in place, with coaching, feedback and performance appraisal arrangements carried out within Altogether Better.

4. One way of working

Common processes

- 4.1 Partners will co-design, sign up to and operate a shared way of working in order to ensure the new delivery model succeeds. There is an ambitious plan to standardise and share the way the partners carry out particular activities. This begins with processes – creating standard processes for core activities like assessment, management, financial control and review of complex cases. It is reinforced by the implementation of a joint organisation structures – removing conflicting incentives and aligning delivery around a new structure as a catalyst for the cultural change services need. All of this is underpinned by corporate governance which drives a genuinely partnership-based approach. In this section, a summary is provided of how the new operating model will work and how this will be governed in future.
- 4.2 The benefits of this approach are as follows:
- It gives the partnership a common language and framework around which to coalesce and commit to change;
 - It removes day-to-day barriers which prevent effective information sharing and joint working;
 - It provides a comprehensive but simple framework through which we can help to effect knowledge and skills transfer across partners;
 - It ensures that the ways services work are fully optimised and efficient; and
 - It is extremely scalable – allowing partners to transfer ways of working to different cohorts, services and partners; and to share the learning with other community budget projects nationally.

A joint management structure

- 4.3 To deliver these shared components, partners are exploring the creation of joint management structure under a single Lead officer. The teams will be accountable for the following:

Lead officer– accountable for the operational management of the shared components of the new delivery model (access team, data and intelligence hub, access team and case commissioning teams). Accountable to the Public Service Board. Clear accountability of the Director for Childrens Services will be maintained to ensure compliance with statutory responsibilities.

Access Team – accountable for building a profile of the customer across agencies and data sets. The largest demand in this area is anticipated to be via the Early Support cohort, which will be dealt with by an Early Support Access Team integrated into the Team. The Director of Children’s Service will be accountable for the access team.

Specialist Case Commissioning – in each locality and based on local need, accountable for the management of cases relating to troubled families, complex worklessness, domestic violence victims and perpetrators. Accountable for day-to-day ownership of caseloads and are incentivised to manage cases based on risk and a common outcomes framework, making sure that interventions are delivering the desired outcomes for the citizen.

Commissioning – a single organisational unit with clear links to locality commissioning functions. Over time, the Commissioning Hub will become accountable for pooled commissioning budgets; for defining new contract structures based on desired outcomes and which incentivise the market to provide innovative solutions; and for managing providers. Initially we assume shadow pooling of budgets and resources to allow partners to monitor the value of their input to the new delivery model.

Data & Intelligence – a single organisational unit which will be accountable for (1) reporting to partners on their investment in Altogether Better; (2) developing an evidence base to support commissioning; (3) putting in place solutions and arrangements which enable easy sharing of data across partners; (4) supporting performance management and improvement in the Altogether Better teams; and (5) proactively developing insight to support early identification of the risk of becoming part of a cohort (Yr2 onwards).

Table 2: estimated staffing for the shared components

Component	Key roles / partners	Est. FTE	Locations
Lead officer (1 FTE)		1	Chester
Access team (9-10 FTE)	DA specialist	1	Central location
	ESAT manager	1	
	Health Safeguarding Clinician	1	
	Public Protection Unit, Police	1	
	Education Welfare Officer	1	
	Family Support Advisor	1	
	Family Assessor	1	
	Business Support	1	
Specialist case commissioning (19.5 – 23.5 FTE)	Police Officers	4	Chester
	DA specialist	5.5	Ellesmere Port
	Senior Family Advocate	2	Winsford & Northwich
	Family Advocate	8-12	
Data and intelligence and commissioning (8 FTE)	Manager	1	Central
	Finance analyst	1	
	Business analyst	2	
	Technology lead	2	
	DA specialist	1	
	Commissioner	1	
Total		37.5 – 42.5	

- 4.4 The majority of these staff can be sourced from existing resources within the partners. However, further work on job specification and design will be carried out in the coming months, aligned to further analysis of current headcount to confirm this.

Integrated teams outside the joint management structure

- 4.5 Outside of the shared structure above, individual business cases have identified other element of integrated delivery with estimated staffing outlined below

Project	Team	Est. FTE	Locations
Early Support	Early Support Teams	Estimated at 90 FTE for year one	Chester Ellesmere Port Winsford & Northwich
Work-ready individuals	Employment and Skills hubs and community hubs	Co-located staff estimated at 172 FTE	Chester Ellesmere Port Winsford Northwich Neston
Safer Communities	Navigate Safer	8	Chester Ellesmere Port Winsford & Northwich
Ageing Well	Joint health and social care teams aligned to GP practice	TBC	Subject to further discussion but could be up to 10 locations

Corporate governance

- 4.6 At this stage, partners have not carried out a detailed option appraisal for delivery vehicles for the operating model. In our view, form follows function, and a period of operation is anticipated where the new structure may be hosted within Cheshire West and Chester Council until it matures and the evidence base for success is in place. Under this hosting arrangement, partners will establish the new structures, processes, and other features of the operating model as set out in the implementation plan. The intention is to secure ongoing partner support to this model through the governance arrangements set out elsewhere in this operational plan.
- 4.7 At the delivery level, we anticipate that different organisations may host specific interventions or areas of delivery. For example, it is anticipated that Job Centre Plus will host the Employment and Skills Hubs.
- 4.8 Implementation of the new operating model will be enabled by Investment Agreements with Partners. Partners anticipate a 1 year agreement for 2012/13 will be in place by early 2013. The partnership will review the position in December 2013, with a view to agreeing a longer term arrangement based on the performance of the partnership in its first 6 – 9 months of operation.

5. The delivery plan

Implementation approach

- 5.1 A phased implementation process is planned towards this new way of working – the assumption is that West Cheshire will achieve the end state in three “releases” over a three year period as illustrated in the diagram below.

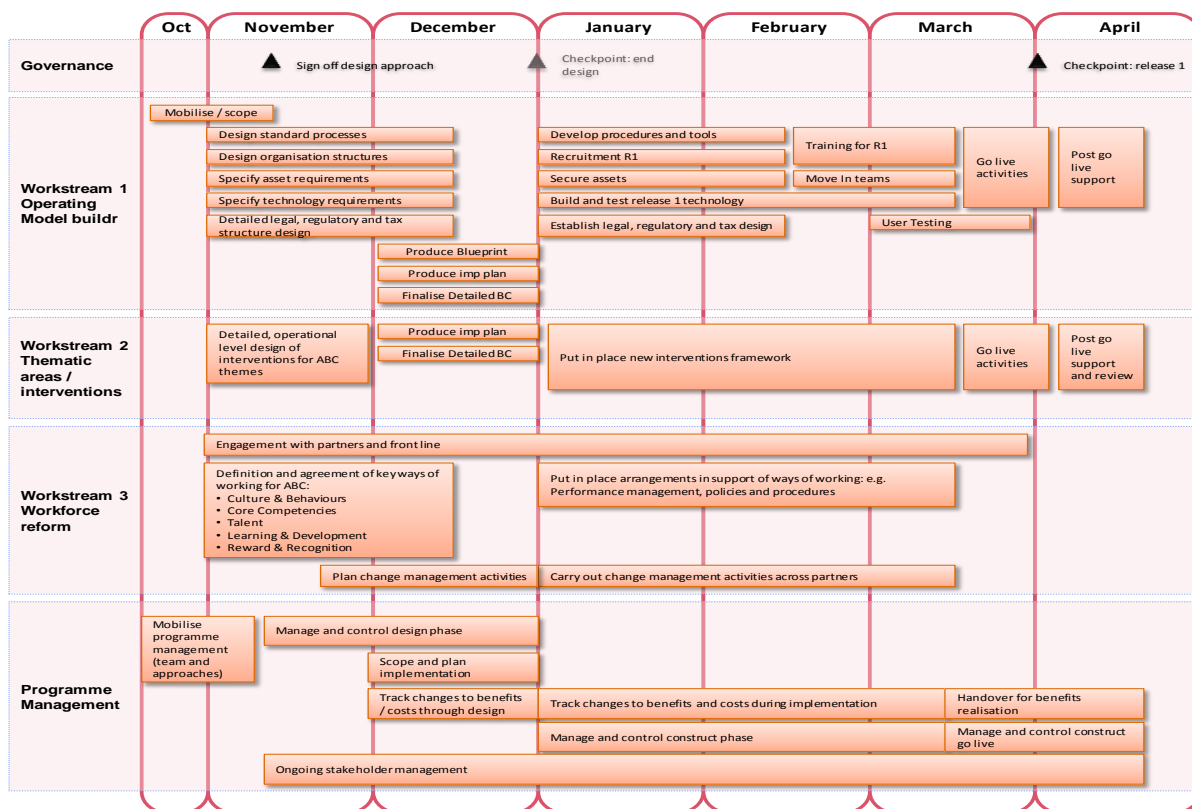
	Year 0 – implementation April 2012 to March 2013	Year 1 – early integration April 2013 – March 2014	Year 2 – deeper integration April 2014 – March 2015	Year 3 – end state April 2015 – March 2016
Specialist Access Team	<ul style="list-style-type: none"> Standard process and procedures put in place Recruitment of core team completed Suitable accommodation and access to technology put in place New ways of working tested and ready for go live 	<ul style="list-style-type: none"> Limited partner group (CWAC, police, some health) Providing operational direction to locality teams 360 view of customer across initial partner group 	<ul style="list-style-type: none"> Further partners integrated – e.g. housing Enhanced 360 view of the customer as technology matures 	<ul style="list-style-type: none"> Full range of partners integrated (e.g. JCP)
Specialist Case Commissioning	<ul style="list-style-type: none"> Standard process and procedures put in place Recruitment of core team completed Suitable case management solution put in place Suitable accommodation in place in each locality New ways of working tested and ready for go live 	<ul style="list-style-type: none"> Limited cohort Limited partner group Operating to standard process Established in 4 locality buildings Commissioning interventions and logging outcomes Operating to common performance framework 	<ul style="list-style-type: none"> Limited cohort Extended partner group Increasingly sophisticated commissioning based on evidence from D&I Exiting cases from the system effectively 	<ul style="list-style-type: none"> Limited cohort Full partner group in place Reducing case load as system matures and cases are resolved
Specialist Delivery	<ul style="list-style-type: none"> New interventions designed Pilots where appropriate 	<ul style="list-style-type: none"> New interventions specified in thematic cases in place Data on effectiveness, cost, etc being routinely captured and fed to D&I hub / case commissioning 	<ul style="list-style-type: none"> Intervention portfolio evolves as evidence-base improves 	<ul style="list-style-type: none"> Intervention portfolio evolves as evidence-base improves
Data & Intelligence	<ul style="list-style-type: none"> Specification of outcomes and performance framework Detailed requirements and procurement of technology Recruitment of core team completed First data sharing agreements in place New ways of working tested and ready for go live 	<ul style="list-style-type: none"> Team operational Evidence base developing First technical integrations underway Extensions to data sharing agreements Tracking of interventions, costs and benefits based on case information First R&I projects on cohorts advise on early interventions 	<ul style="list-style-type: none"> Increasing automation and technical integration Increasing ability to track and advise on effectiveness of interventions Increasing access to information for partners Further data sharing agreements 	<ul style="list-style-type: none"> Full self service functionality Ability to predicatively target work based on identified trigger points Demonstrating success of new ways of working Demonstrable stepping down of ineffective interventions based on work
Commissioning	<ul style="list-style-type: none"> Mobilise pilots Specify and set up commissioning hub 	<ul style="list-style-type: none"> Commissioning hub set up to provide services to partners Pilot integrations take place and evaluated – Early Years, Domestic Violence, Carers. 	<ul style="list-style-type: none"> Increasing integration of funding streams Increasing outcome based commissioning Increasing joint commissioning 	<ul style="list-style-type: none"> Pooled funding for relevant areas Single commissioning hub to manage funding Commissioning carried out based on outcomes
Enablers	<ul style="list-style-type: none"> Co-location sites identified, secured and kitted out Workforce policies, procedures, etc for ABC are developed and agreed Technology requirements are detailed and implementation plans / resources in place 	<ul style="list-style-type: none"> ABC operating policies live – under ongoing review as partnership matures First release of technology to support ABC (case management, sharing of basic IT platforms) New locations operational – use of facilities under review 	<ul style="list-style-type: none"> Amend work styles and maximise mobile working Second release of technology to support ABC (if required) 	<ul style="list-style-type: none"> Enablers in place

- 5.2 The early stages will begin with a memorandum of understanding which allows early pilots and implementation work to take place; partners will then implement new ways of working for limited customers in a limited way and scale up based on learning. The key milestones are shown below:

Implementation plan for April 2013

Key activity	Description	Purpose
Production of detailed specifications for new model (December 2012)	This will move the design completed to date to an operational level (an integrated "blueprint" for the change) and agree in detail what will be delivered by April 2013. Some examples of work to be completed in this area include: mapping out in detail how integrated commissioning will work in the pilot areas; developing and agreeing how we will manage customer referrals; detailed specification of the required technology, organisation structures and assets.	These activities are fundamental to ensuring: <ul style="list-style-type: none"> • A workable day one implementation is successful on 1 April 2013; • Partners and practitioners are signed up to operational details; • Avoiding rework and duplication during implementation – therefore ensuring lower delivery costs; and • Full compliance with legal and regulatory requirements in respect of ways of working and how we implement them.
Production of detailed specifications to support partner investment decisions (December 2012)	The blueprint will be aligned to assumptions on budget cycles and detailed Memoranda of Understanding for Year 1 (and which looks forward to the medium term) – this will ensure that partners have clarity on the investments and benefits they anticipate in 2013/14 and beyond, and will underpin budget setting processes, Memoranda of Understanding and Investment Agreements.	It is a critical implementation step and will allow partners to check future performance of <i>Altogether Better</i> against expectations.
Deliver implementation of first year changes (by April 2013)	This will put in place the key elements of the new operating model, ensuring we can handle cases and customers effectively, start to deliver on the financial benefits and improved outcomes in the business case and can build the evidence base for change.	Enables the release of fiscal benefits and cashable savings.
Workforce development (by April 2013)	Mobilise a supporting programme of workforce reform and change management across partnership. This will include implementing changes to culture, management of people and other workforce issues which are critical to enabling the new operation to function effectively.	This will support employees across all partners to adopt and thrive under new ways of working, and is a critical first step in breaking down organisational silos

- 5.3 The implementation roadmap below summarises at a high level how we intend to progress this critical work. It is recognised that certain elements of implementation particularly in relation to families together and early support will be implemented prior to April 2013. To ensure that this is delivered to time, on budget and to the quality anticipated by the partnership, agencies will manage the delivery from end to end using programme management best practice. The Public Services Board will be accountable for signing off progress at key milestones.



- 5.4 More detailed plans have been prepared by each of the thematic areas and are reflected in the business cases submitted. These are not repeated in this document.

Resourcing the plan

- 5.5 Moving from the business plan development phase of activity, into a period of detailed operational level design and then into implementation will require an injection of suitably skilled, experienced and talented individuals from across the partnership. This is currently under discussion with partners.

Top 5 delivery risks

- 5.6 Partners have carried out a key risk assessment in relation to the delivery of this plan and the top 5 risks are set out in the table below:

Ref.	Risk.	Rating.	Proposed mitigation
1.	Due to conflicting pressures, we are unable to release appropriately skilled and experienced individuals to deliver the plan.	H	A clear resource plan will be produced and secondment or provision of resources from partners will be agreed early in the process.
2	Delivery specifications do not reach a level of detail sufficient to allow partners to sign up to investments for 2013/14	H	We will put a clear focus in the next two months on enhancing business cases and aligning these to partners' budgets and medium term financial plans.
3.	The new ways of working do not support the release of savings anticipated from the Altogether Better programme.	M	The business case will be maintained under review during the next 5 months, and regularly reported to partners to ensure ongoing viability of the programme is maintained. We will develop the operating model within clear cost and efficiency

			parameters.
4.	Culture change across the partners does not support the implementation of new ways of working	M	A clear culture change programme will be put in place to support implementation.
5.	Implementation of some components of the operating model is more complex than anticipated due to (for example) technical issues or incompatible ways of working.	M	The design process will enable us to identify these areas early and an overall approach to implementation will enable us to ensure we go live by April 2013.

Measuring success – the outcomes framework

- 5.7 The delivery of savings and improvements arising from the Altogether Better partnership will be measured using a new outcomes framework. This will capture the outcomes which underpin our business plans and monitor the delivery of both the improvements for customers and the savings which follow from these.
- 5.8 The purpose of this framework is to:
- Provide an overview to partners of how well Altogether Better is performing;
 - To ensure accountability to partners is in place; and
 - Be a catalyst for driving improvement within the partnership – to help us focus on the areas which matter.
- 5.9 Partners anticipate that this will be based upon a balanced scorecard which measures performance across four key dimensions:
- Delivery of outcomes for customers – see appendix 4;
 - Financial performance – measuring the costs of delivery; and the fiscal and cashable benefits achieved;
 - Economic growth – measuring the effectiveness of our Economic Growth Strategy; and
 - Community – measuring the effectiveness of our community offer.
- 5.10 The data and intelligence hub will be accountable for collating the information and analysis to underpin this balanced scorecard and will report quarterly to the Public Service Board.
- 5.11 **Annual review of the framework** – partners recognise that the intended outcomes have been developed using the best available information, and often information which is from other areas of the country or which is not as complete as we would have liked. As Altogether Better matures, a shared data and intelligence capability will enable the partnership to more accurately measure its progress and learn about the indicators that really matter. For this reason, the Public Service Board will review the framework annually to enhance and improve it.

Appendix 1.1: Partners required for new delivery models by theme

Partner	Early Support	Families Together	Work Ready Individuals	Living Well (Safer Comm's)	Ageing Well
ASB Services		✓		✓	
Behaviour Improvement Team	✓				
Child & Education Psychologist	✓				
Criminal Justice		✓		✓	
CW&C – Adult Social Care		✓	✓	✓	✓
CW&C – Benefits		✓	✓		
CW&C – Children's Services	✓	✓		✓	
Drug and Alcohol Services	✓	✓	✓	✓	
DWP		✓	✓	✓	
Early Years Specialist Support	✓	✓			
Environmental Health		✓			
Fire and Rescue		✓			✓
Health Visitors	✓	✓			
Housing Providers		✓	✓	✓	✓
JobCentre Plus		✓	✓		
Mental Health providers	✓	✓		✓	✓
NHS (including GPs)	✓	✓	✓	✓	✓
Police	✓	✓		✓	
Probation	✓	✓		✓	
School Nursing	✓				
Speech and Language Therapy	✓				
Third sector providers	✓	✓	✓	✓	
Visyon	✓				
Work Programme providers		✓	✓		

Appendix 2: Asks to Government

To facilitate these projects changes will need to take place at both a local and national level, as covered within Sections 2.1 and 2.2 in each of the Altogether Better Business Plans. This Appendix provides an overarching view of the challenges to projects, and potential solutions which require dialogue with central Government

Starting Well: Families Together

Challenge:	Potential Solution:
Sustainability and maintenance of national funding streams for working with Troubled Families.	Ongoing discussions about the potential for the development of a cross-Whitehall fund for payment by results model.
There is a lack of a clear framework to enable joint investment arrangements (e.g. akin to section 75 of the NHS Act 2006, which enabled pooling of budgets and staff).	Early discussions are taking place about the potential to enable a framework for joint investment, or innovative use of existing legislation to support work with complex families (linked to ongoing sustainability point above)
On-going barriers to data sharing (individual case data and cost data) particularly with DWP and Health	A series of options ranging from permitting named Local Authority staff access to DWP data, national and local data sharing teams, exemption under or reframing of Data Protection Act, guidance.
Risk of DWP Work Programme commissioning operating parallel to local partners plans	Enabling/testing pilots for local areas to agree local deals with Work Programme Prime Contractors – sharing outcome payments from benefit savings.
Risk of central/statutory requirements for assessment case management and performance reporting constraining joint operating model.	Potential cross Whitehall joint working group to identify centrally derived barriers to joint agency assessment and case management and removal where possible

Living Well: Safer Communities:

Challenge:	Potential Solution:
Little evidence on the effectiveness of delivering “brief interventions” to DA perpetrators held in custody suites.	We are seeking Government support to pilot a project and evaluate effectiveness in these fields.
Despite the permissive nature of Section 115 of the Crime and Disorder Act 1998 (as amended) data sharing remains challenging locally, particularly in respect of health and probation partners. This can lead to a lack of unified data	We are seeking a clear statement from Government emphasising the importance of sharing and simple guidance on what should be shared would send out a strong signal to local agencies. Changes to OASys

Challenge:	Potential Solution:
collection / inconsistent access to information within multiple areas of health provision: for example, measures for DA in the Public Health and the Probation and Prison Offender Assessment System (OASYS) cannot be accessed by other partners.	access will require discussion with MoJ.
The funding of voluntary perpetrator programmes and addressing issues of early intervention are not normally within the scope of National Offender Management Service (NOMS).	This operates at the discretion of individual NOMs commissioners if they feel that activities will support the objectives of the agency. NOMs commissioners have agreed to consider our proposition and discuss options for future funding.
Mixed methodologies and successes in monitoring exclusion zones and curfews of released perpetrators, therefore affecting levels of victim safety.	Potential to amend the Bail Act 1976 to enable Custody Sergeants to have an electronic tagging device fitted to offenders as a condition of bail

Working Well: Work Ready Individuals:

Challenge:	Potential Solution:
Ensuring local influence over national programmes	<p>To collaborate with West Cheshire on potential emerging propositions for specific cohorts which may include;</p> <ul style="list-style-type: none"> a. Further funding to enhance the Work Programme for the Employment Support Allowance Cohort (subject to business case) <ul style="list-style-type: none"> i. this could include wage subsidy b. Working with BIS, NAS, DWP to provide funding to increase uptake and impact of Youth Contract incentives (tackling NEETs 16-24). c. Working with Universal Credit as a pathfinder to build skills progression and 'wraparound' partner and community support, including building digital capability d. Increasing skills pathways, particularly for the 'hardest to help' leading to improved qualifications and enabling progression to apprenticeship/job. e. To support building a new performance and management information framework to

Challenge:	Potential Solution:
	reflect new cross cutting business processes and outcomes.
Ensuring capacity and momentum	To support the momentum of the implementation phases for the Employment and Skills Programme, including the deployment of appropriate staff to manage the transforming relationship between local and central government. To facilitate the pace and scale of change, including new behaviours and culture.
Ensuring the local skills system is flexible and responsive	<p>The following skills enablers have been identified, these enablers will form part of the on-going dialogue with BIS:</p> <ul style="list-style-type: none"> • That SFA funds will be influenced by agreed local priorities and that the MAP will have some local accountability over providers to trial incentives such as outcome related funding. • The MAP alongside the LEP is recognised as a future potential managing body for national skills resources e.g. ESF • Provide additional funding to broker and support SMEs to take on Apprentices (subject to business case). • Agree joint collection and sharing of data on skills with the MAP (and provide additional resources to enable the development of robust intelligence and labour market information in line with those being developed in the City Deals).

Ageing Well

Challenge :	Potential Solution:
Lack of alignment between Clinical Commissioning Groups and Local Authority	Reduce financial risk and improve planning where parties enter into longer term agreements to

financial Settlement periods, making alignment of activity a challenge.	integrate commissioning/provision of services
There is a lack of flexibility to use under spends from one financial year to invest in health and social care in subsequent financial years.	Integration will lead to reductions in demand for acute and social care services, but to deliver these requires investment in community care which will need to be enabled through new methods of finance being moved between services.
There is no current model for Commissioning Boards and Monitor to provide information for partners to adopt new re-imbursement models to move away from the national tariff.	Named members of the NHSCB and Monitor could offer on-going support to sites planning changes as the learning from "pilot" sites will provide valuable evidence for the NHSCB and other local areas.
NHS Commissioning Board and Monitor do not provide advice & support on contracting and competition. Advice would prove beneficial in ensuring that new delivery models (e.g. consortium based/ Joint Venture) do not hit major road blocks/ or create unintended consequences	The NHSCB and Monitor to agree flexibilities to existing contract terms for NHS community providers to enable them to join such new organisational forms as most existing contracts will end in 2013/14.
Data sharing across health and social care organisations.	Changes to make Data Sharing between Health and Social Care organisations the norm rather than something which requires extensive negotiation.

Smarter Services: Integrated Assets:

Challenge:	Potential Solution:
Potential disconnect between the work that is taking place at a national and sub-regional level on estate rationalisation.	Closer relationships to be formed between LEPs and Asset Management Strategies to address asset integration at a regional level. A sub-regional based approach to asset management to be adopted with national strategies for UK-wide departments able to be adaptable and respond to local needs.
Barriers exist that block the reinvestment of money made through capital receipts from asset sales.	Greater freedoms and flexibilities regarding the recycling of capital receipts in the region to support rationalisation and promote an integrated portfolio and support the delivery of an integrated property strategy.
Potential disconnect between the actions taken by national departments and partners with the local ambitions and strategies of West Cheshire Partners.	Requirement for the Government Property Unit to consult with local public sector asset management groups before purchase or disposal of assets in an area.
The movement of finance around the system and joint working will create winners and losers. Treasury rules prohibit central government departments from incurring losses on property solutions	These rules should be altered to enable central government departments to work in a more collaborative fashion. This should be complemented by ensuring that Director Generals have cross public sector objectives which allow them to prioritise potential public sector savings as a whole over their own departmental interests.

Appendix 3: Consultation with service users on proposals

The proposals that have been developed within the Altogether Better Business Plans will be subject to consultation following their submission to Whitehall, and approval by the Public Service Board.

The Business Plans developed for the Altogether Better Programme have been developed using existing consultation evidence and intelligence when appropriate. If significant gaps have been identified within the existing consultation evidence base, new engagement has taken place; these are covered in the table below:

Altogether Better Project:	Citizen Consultation and Research Included:
<p>Starting Well:</p> <p>Families Together & Early Support</p>	<ul style="list-style-type: none"> • The Early Support Strategy, a key element of the Early Support Business Plan has been subject to a 4 week public consultation, this was held online between August and September 2012. Additionally, this Strategy was written by a multi-agency sub group of the Children's Trust, and has also been discussed at the Children's Trust Board and the Local Children's Safeguarding Board as part of a formal consultation process. • Alongside this work, the proposed roll-out of the Team Around the Family (TAF) Assessment has been tested with 950 practitioners from across the public, voluntary, community and faith sector. This consultation also included practitioners from private nurseries. This provided a robust feedback on the TAF which is a key tenet of the Starting Well Projects. This opportunity was also used to gather views on the Early Support Strategy as part of the roll-out of these proposals. • Feedback was also gained on these proposals from the Parent Partnership. • The development of the local Children and Young People's (CYP) Plan has been informed through consultation with local children and young people from the Children in Care Council and the Youth Parliament. The CYP plan is now open for public consultation until 17 November 2012.
<p>Living Well:</p> <p>Safer Communities</p>	<ul style="list-style-type: none"> • Over a three month period meetings have taken place with a total of 24 survivors of domestic abuse, all facilitated by a senior police officer, Adult Safeguarding Manager, and/or the Domestic Abuse Strategy Team Leader. Most of the participants had ended relationships and were in recovery, high & medium risk experiences were represented. • Initial meetings focused on the five key areas of the Domestic Abuse Strategy: Awareness Raising & Changing attitudes; Access to appropriate Services; Supporting Children; Perpetrator Services; Accommodation & Community Support • A smaller group agreed to discuss detail about refuge re-design. At this time they were also asked about the proposed changes to accessing support via a multi-agency team. • The project also undertook a focus group with six convicted offenders of Domestic Abuse. All offenders had received varying community sentences for their crime, but had been required to complete the Community Domestic Violence Programme.

Altogether Better Project:	Citizen Consultation and Research Included:
	<ul style="list-style-type: none"> The participants were almost at the completion stage of the group work element of the programme. Participants were given a brief introduction to Community Budgets and a brief summary of the “perpetrator offer” in the new delivery model. This feedback has been involved in the refining of this offer.
<p>Working Well:</p> <p>Work Ready Individuals</p>	<p>The Work Ready Individual Project has engaged with Job Seekers in order to obtain their views on the current model of service delivery, and to inform the development of potential new models of delivery.</p> <p>This engagement has taken place through a combination of focus groups and questionnaires. The focus groups explored the sort of service that would be most appropriate for our clients (including those over 50), where it should be located, and which partners should deliver it.</p> <ul style="list-style-type: none"> Participants identified that they would particularly value support in: Developing basic IT skills Advice on financial management (given reduction in incomes) Advice on starting a business / self-employment <p>Participants did not express any strong views on the location of the service, but had larger concerns regarding the quality of the service, rather than the partner responsible for delivering it.</p> <p>In June 2012 Job Centre Plus staff co-located in West Cheshire College along the National Careers Service, the Local Authorities Young People’s Service, and College Staff. Job Centre Plus staff are conducting a rolling customer insight survey to determine the customer view of the new arrangements. There has been extensive positive feedback to date, and claimants value this relaxed atmosphere and environment. It has also been made clear that this has enabled more students in current education to make direct links between learning and employment.</p>
Ageing Well:	<ul style="list-style-type: none"> The “<i>Talking with People</i>” consultation events which were undertaken by the Third Sector Assembly in January 2012, have shown the appetite of older people, families, residents, neighbours and communities to be treated as assets, and to utilized as a skills base. The objective of providing appropriate support for local carers within the Ageing Well Business Plan will be informed through the consultation that is taking place in the development of Cheshire West’s Joint Carers Strategy for Carers 2012-2015. The Ageing Well Project team also undertook the process of mapping a range of real life customer journeys in West Cheshire. This offered a genuine insight into the operational issues that exist within the current system, and highlighted a number of areas for potential improvements. These case studies provided information relating to potential improvements that could be made regarding the Integration of Teams and the use of personal health budgets.

Alongside this work, extensive work has taken place to meet with staff from across a range of organisations to provide an informed opinion of services delivered by partners.

There has also been engagement with a number of academics across each of the Altogether Better Projects, including; Families Together, Safer Communities, Community Empowerment, Ageing Well and Strategic Commissioning to provide a neutral and alternative opinion on emerging proposals.

Appendix 4: Outcomes Framework

Measuring success – the outcomes framework

The delivery of savings and improvements arising from the Altogether Better partnership will be measured using a new outcomes framework. This will capture the outcomes which underpin our business plans and monitor the delivery of both the improvements for customers and the savings which follow from these.

The purpose of this framework is to:

- Provide an overview to partners of how well Altogether Better is performing;
- To ensure accountability to partners is in place; and
- Be a catalyst for driving improvement within the partnership – to help us focus on the areas which matter.

Partners anticipate that this will be based upon a balanced scorecard which measures performance across four key dimensions:

- Delivery of outcomes for customers – see table below
- Financial performance – measuring the costs of delivery; and the fiscal and cashable benefits achieved;
- Economic growth – measuring the effectiveness of our Economic Growth Strategy; and
- Community – measuring the effectiveness of our community offer.

The data and intelligence hub will be accountable for collating the information and analysis to underpin this balanced scorecard and will report quarterly to the Public Service Board.

Annual review of the framework – we recognise that the intended outcomes have been developed using the best available information, and often information which is from other areas of the country or which is not as complete as we would have liked. As Altogether Better matures, our data and intelligence capability will enable us to more accurately measure our progress and we will learn about the indicators that really matter. For this reason, the Public Service Board will review the framework annually to enhance and improve it.

Overall Outcome	ABC Project	Detailed Outcome	Population size that the outcome affects
Crime has reduced	Families Together	Reduction in families where 1 or more member has an ASB intervention in the last 12 months.	44
		Reduction in families requiring persistent Police call outs to ASB incidents	44
		Reduction in offending rate of all (members) within the family (proven offences in last 12 months)	119
		Reduced number of families with referrals for domestic violence	29
	Safer	Reduction in Repeat DA incidents	298

	Communities	Reduction in re-offending by known perpetrators in the criminal justice system	160
		Reduced prison costs (from tagging)	20
	Work Ready Individuals	Reduced crime impact of employment	16156
	Early Support	Reduction in conduct disorder (anti-social behaviour)	150
Children are safer	Families Together	Reduced incidences of families with children becoming subject to a Child Protection Plan	63
		Reduction the numbers of children with Child Protection Plans that have DA as a primary cause	87
	Safer Communities	Reduction the numbers of children under Children in Need that have DA as a primary cause	455
		Reduction the numbers of children going into care that have DA as a primary cause	91
		Reduction the numbers of children being taken in to custody	60
	Early Support	Reduced incidences of taking children into care	70
		Reduced incidences of children being taken in to residential care	10
		Reductions in Children on Child in Need Plans	3
		Reduction in Child Protection Plan	5
		Reduction in the level of safeguarding needed (CPP - CIN)	800
		Reduction in the level of safeguarding needed (CIN - Universal)	796
Children secure higher levels of attainment	Families Together	Increase in School attendance (a decrease in the numbers of children who have persistent absence rate of 15% or more)	99
		Reduction in school exclusion (reduction in number of children who are permanently excluded)	18
		Reduction in school exclusion (reduction in number of children who have three fixed term exclusions over the last three school terms)	25
		Increase in children achieving above 85 in National Curriculum standardised score	56
		Increase in school readiness measured by Early Years Foundation Stage score	84
People are healthier	Families Together	Reduced adult mental health problems (number of individuals with anxiety and depression)	260
		Reduced drug dependency	240
		Reduced alcohol dependency	97
	Ageing Well	Reduced hospital admissions	19634
		Reduced length of stay	11680

		Reduced discharges to residential setting from hospital	627
		Reduced care packages (social care spend on community care packages for those that still require care)	1454
		Reduced care packages (social care spend on community care packages)	4417
		Reduced long term care placements (residential and nursing home)	4417
		Reduced care packages (social care spend on community care packages for those that still require care)	1454
		Inpatient saving by building a sustainable whole system model.	0
		Long term care saving by building a sustainable whole system model.	0
	Early Support	Reduction in parental mental health (anxiety, depression & PND)	47
		Reduced A& E attendances	2
		Reduced Hospital admissions	7
		Reductions in unscheduled ante-natal presentations	13
		Reduction in parental mental health	252
	Work Ready Individuals	Improved health	12487
People are less dependent on the state	Families Together	Reduction in the number of JSA claimants	39
		Reduction in the number of IB/ES claimants	28
		Reduction in the number of IS claimants	106
	Work Ready Individuals	Reduction in benefits payments	9849
	Early Support	Reduction in Job Seekers Allowance	40
People have less personal debt	Families Together	Reduction in serious personal debt/arrears	44
Homelessness has reduced	Families Together	Reduced numbers of housing evictions	39
People have better skills	Work Ready Individuals	Increase in level 2 skills	924
		Increase in level 3 skills	533
	Early Support	Reduction in speech and language delay at 21 months	1

Further detail on the outcomes can be found within the business plans and the cost benefits analysis overviews.

Glossary of terms

Access Team: The Access Team will be accountable for triage, eligibility assessment and approval of services in the new delivery model for individuals with complex needs..

Apprenticeship Hub: A virtual hub covering Cheshire & Warrington, which will support employers especially SMEs wishing to take on Apprentices.

Business Hub: The Business Hub will be a single gateway to all publicly funded business support services and products to eligible businesses in West Cheshire, and will broker to private business support where possible.

Cash-ability: The extent to which savings directly result in money being freed up to spend elsewhere.

Cohort: A group of individuals or families with common characteristics

Community Boards: Community Boards will be chaired by Ward Members and will have local public, private and third sector representation. They will drive forward the localism agenda in their community.

Continuum of need: The continuum of need is used across agencies to categorise the needs of children against a four level scale. It enables a cross-partnership understanding of a child's needs so that the appropriate response can be identified.

Deep dive: In depth analysis of a subject i.e. interventions with troubled families.

Employment and Skills Hubs: Employment and Skills Hubs will provide streamlined and integrated employment and skills support for all job seekers across West Cheshire within specific locations.

Health and Wellbeing Board: This partnership board has statutory responsibility for health and wellbeing. It is made up of Elected Members, Non Executive Directors and Officers.

Horizon scanning: The systematic examination of potential threats, opportunities and external developments including those at the margins of current thinking and planning.

Hub and spoke: An approach to service delivery consisting of one main base and several smaller bases in different locations with strong links back to the central hub.

Integrated case management: A coordinated approach to meeting an individual's needs that focuses on multi-agency working and intelligent commissioning of services.

Locality Boards: Locality Boards consider and develop recommendations related to key strategic issues impacting on their specific geographic area. It is proposed that there will be four Locality Boards in West Cheshire.

Localism Continuum: The localism continuum shows the different ways communities can be involved in public services. It outlines how communities could take charge of their own destiny by being better *informed*; *influencing* the direction of strategic services, *deciding* how they want services delivered in their area and *delivering* services or *owning* assets where this is viable and sustainable in the long term.

Matrix management: Multi-faceted management structure in which employees can have dual responsibilities and more than one line of accountability.

Operational geography : Operational geography refers to the electoral ward level, at which Community Boards will operate. There are 46 electoral wards in West Cheshire.

Place Shaping – ‘Place shaping’ describes the ways in which local partners collectively use their influence, powers, creativity and abilities to create attractive, prosperous and safe communities; places where people want to live, work and do business.

Policy Development Boards: Policy Development Boards shape and inform local public services policy within the scope of a particular theme, and develop policy options and recommendations. They are made up of Elected Members.

Public Services Board: The Public Services Board has management oversight on delivery of the Altogether Better work programme. It is made up of Chief Officers from public, private and voluntary and community sectors.

Social investment: An investment into an organisation that combine social and economic returns

Specialist Case Commissioning Team: Specialist Case Commissioning Teams will be accountable for day-to-day ownership of caseloads and are incentivised to manage cases based on risk and a common outcomes framework, making sure that interventions are delivering the desired outcomes for the citizen. These will be locality based and responsive to local need.

Strategic geography: The term strategic geography refers to the four localities within West Cheshire, each of which has its own distinct character and requirements. Strategic geographies are made up of a number of operational geographies.

Technical Advisory Group : Group made up of representatives from Whitehall Departments and Whole Place Community Budget areas focused on producing a robust financial case for change using tools like cost benefit analysis.

Test beds: Specific geographic areas (in this case electoral wards) used to trial a new approach to managing and delivering public services.

Thematic Boards: Thematic Boards provide effective implementation of public service transformation within the scope of the theme; developing strategies, implementation plans and new delivery models. They are made up of officers from across local partners.

Triage: The process of allocating people into appropriate categories and referring them to services based on their level of need.

Trigger Points: A defined threshold at which individuals become eligible for a certain set of services or interventions.

West Cheshire Strategy Board : The West Cheshire Strategy Board has overall strategic leadership and provides direction to the other public service governance bodies in West Cheshire. It is made up of Elected Members and Non-Executive Directors for public, private and voluntary and community sector organisations.

Whole System Approach: A Whole System Approach looks beyond single issues and services that affect citizens’ lives in order to understand the whole picture and the contributing factors within this. A Whole System Approach works across existing silos and organisations. It allows an understanding of how things influence one another within the whole.