

# Altogether Better

Expression of interest for a West Cheshire Community Budget

10 November 2011



West Cheshire  
**TOGETHER** 

Working in partnership for local people

**OUR PROPOSAL:** To deliver a Borough-wide community budget to drive responsive local services, social action and the highest quality of life in the UK for all residents in a way that can be replicated, adopted and adapted in other localities.

## A COMPELLING VISION - THE HIGHEST QUALITY OF LIFE IN THE UK

We have a proven track record of collaboration, innovation and dissemination. This bid both builds on this record and injects more depth, impact and pace into our plans. While at first sight our key goal of enabling the **highest quality of life in the UK for all residents** may not look unique, it is in fact highly distinctive because of our commitment to focus on outcomes, build flexible and shared working and drive power and control to civil society. Our philosophy continues to be "do the right thing, not necessarily do things right". We recognise 'business as usual' will not deliver. To make this happen we are focusing on four key dimensions, namely:

**Customer first:** Moving away from 'one-size-fits-all' by devolving power and responsibility to develop services that best meet their needs.

**Best practice:** Focusing on early help and prevention to prevent serious problems later; learning from the best and developing a diverse delivery base.

**Civic Innovation:** Moving at speed to strengthen our capacity to innovate, especially by driving power to civil society bodies, individuals and our localities.

**Value for money:** Eliminating duplication, silos and waste and delivering what our customers really value.

This vision can only be delivered through a focus on **outcomes rather than organisations**. The following five shared priorities reflect the needs and aspirations of our residents and drive our activities:

- Enabling and empowering local people to solve local problems in thriving, sustainable and safe neighbourhoods
- Giving children and families the best start in life
- Ensuring our older residents have the support and confidence to lead independent lives
- Supporting an economy with opportunity for all
- Developing smarter services and innovative civic approaches which build civic capacity, put the customer first and drive power to individuals and neighbourhoods.

This bid sets out to build at speed on the strong foundations we already have, not least our ground-breaking work on the Ellesmere Port Local Integrated Services area. This is the local 'laboratory' where we have tested some approaches and drawn on the most pioneering insights nationally. The time is now right to scale this up to the next level - the whole of West Cheshire. As this document shows, we have a track record of making things happen rather than just talking. In our short history we have led the way, not followed the pack.

A community budget combined with a community based approach and a campaign for new innovation across the Borough would allow us to take the next step. For us it's more than just joining things-up. It's a platform for a fundamental organisational, cultural and civic change. It will release a new wave of innovation, driving back the barriers of silo working and bureaucracy and unleash the energy of our communities.

Our commitment to this way of working is firm and we have already geared up to pursue this agenda locally. But by being adopted as a whole –place community budget area we want to establish methods of working, and learn lessons, which will not only have local implications and benefits but will also provide examples, case studies, models, ideas and policies. These can then be replicated, scaled, adopted and adapted by localities of varying sizes, scale and social profile.

### 1. A COHERENT GEOGRAPHY

Western Cheshire has a population of 327,300 and covers 350 square miles. In addition to East Cheshire, it is bounded by the Welsh border and the Wirral to the west; the Mersey Valley to the north and to the south by the Shropshire border. Its **rich diversity** includes the historic city of Chester, the industrial and market towns of Ellesmere Port, Northwich, and Winsford, together with Neston, Frodsham, Helsby and Malpas. 32% of the population live in rural wards.

Moving to Unitary local governance has supported **greater coherence** in our direction and partnership working. It has also allowed us to take a step back and consider how we best join-up our activities at different levels of geography.

At the **sub-national level**, West Cheshire came together with Warrington and Cheshire East in the first wave of Local Enterprise Partnerships in October 2010. This reflected the long history of collaboration with neighbouring areas to support growth and enterprise. The LEP also include voluntary and community sector representation unlike other areas. In addition, sub-national working has been focused around a strategic approach to community safety, reflecting the Cheshire-wide nature of the Police and Fire Service.

At **Borough level**, partners collaborate through the West Cheshire Together LSP. Partners on a Cheshire-wide basis such as the Police have Basic Command Units which mirror the West Cheshire boundaries. In addition, a Shadow Health and Wellbeing Board provide a forum for joint strategy and commissioning. The Borough includes two clinical commissioning groups which, as an early adopter of the NHS reforms, will be fully operational from April 2013.

At the **locality level**, following consultation with partners and other stakeholders in 2008, the area has been divided into five units to ensure a more locally focused approach to service delivery. All partners are configuring their patterns of service delivery in a similar configuration to these units and they coordinate their efforts through five Area Partnership Boards. The commitment to responsive services has been demonstrated by partners working together, alongside Cabinet Office, on the implementation of Local Integrated

Services in Ellesmere Port. This involves joining-up key services around the needs and aspirations of communities in a relatively deprived area of the Borough.

At **neighbourhood level**, the foundations of localism are also strengthened through 97 Town and Parish Councils, which provide a key mechanism for communities to come together to shape their neighbourhoods and to deliver a range of local services. In addition, there is a rich network of resident associations, neighbourhood groups, and community organisations which provide a forum for 'hyper-local' service delivery. The continued development of the West Winsford Neighbourhood Partnership demonstrates strong partnership working across the sectors with the local community to deliver community aspirations to reduce inequalities.

## 2. SCALE

Partners have agreed that the community budget approach will cover the West Cheshire family i.e. all public services across the Borough, including the full participation of the voluntary sector and community sector and the private sector. Partners recognise, however, that just pooling or aligning our resources will be insufficient and not beneficial in all cases. What will drive change is **pooling or aligning with a purpose**. Our areas of collaboration will therefore be shaped around our five priority outcomes and our vision for fundamental reform of local services. There is a shared aspiration that at least **20% of all cashable savings will be reinvested into early help and prevention programmes**. The services, activities, and projects in scope are outlined in detail in section 4.

This approach to collaborating around outcomes has already had impressive results as illustrated below.

## 3. PARTNERSHIP WORKING AND INNOVATION IN ACTION

**(i) Thriving, Sustainable and Safe Neighbourhoods:** Active communities with a strong sense of civic pride are central to the wellbeing of residents. Addressing local issues doesn't always need local public services and challenges can often be addressed by communities with support. The area benefits from nearly a third of the population engaging in local volunteering, contributing 145,000 hours of time per year. There is also a shared ambition to move towards thriving low carbon communities. Partners have worked together to make a difference on this issue by:

- **Building the capacity of the voluntary and community sector.** In 2009 a third sector assembly was established to represent views and provide shared capacity to enable the sector to have more of a role in the delivery of local services. This body has worked with the local authority, providing a sounding board for local consultations. Building on a positive track record of working with the sector, and at a time of public sector cuts, the local authority invested funding in 2010 (with a 5 year commitment) into a consortium of infrastructure organisations, enabling them to provide collective support services to front line organisations. This development has been recognised as best practice by NCVO and ACEVO (national umbrella bodies). This close relationship with the sector was reflected in the establishment of a 'Skill Share' initiative, which is managed by the sector in partnership with local businesses, as well as receiving additional support from the Local Authority. The voluntary and community sectors' requirements for professional skills and services were mapped, which are now being addressed through volunteers from across the private sector. In line with government policy, partners are currently developing a radical programme to support the sector to increase volunteering and social enterprise development through increased collaboration and focused support. The sector also came together with the support of the local authority to establish a dedicated multicultural centre for the area's diverse communities, which provides a place to come together and access a range of advice and services.
- **Extending local choice** through participatory budgeting in rural communities and the creation of new mechanisms for engagement such as Neighbourhood Action Groups in the ten priority communities of Ellesmere Port. These provide a forum for establishing neighbourhood plans and for shaping services in line with the needs of communities and have led to positive developments such as a cleaner public realm and much greater volunteering. We have also secured over £100,000 and matched funding of Community First money to support a participatory budgeting approach to community projects. Two of our rural communities, Winsford and Tattenhall, have also been selected to be national Neighbourhood Planning Vanguard.
- **Tailoring local services.** We have disbanded the siloed approach to ASB and created 3 multi-agency, co-located teams to deliver a coordinated approach to resolving and preventing issues. The teams include officers from the Council, Police and Housing Management, and share information and problem solving through an integrated case management system across the Registered Social Landlords, Fire and other partners. This has resulted in a significant reduction in ASB and alcohol related incidents. We are also moving forward with creation of an Asset Management Company in Blacon in partnership with Chester District Housing Trust, NHS West Cheshire and the Local Authority. This will coincide with the redevelopment of the shopping parade and the surplus generated by public assets will be used to fund neighbourhood services. Such approaches compliment successful Neighbourhood Management in Blacon, Lache and Winsford, providing local services such as childcare, alternative education, furniture reuse schemes, enterprise coaching, community grants, play areas, and maintenance of the public realm.
- **Encouraging co-production and responsibility.** Communities themselves are also beginning to deliver local services. For example, the Community Car Scheme involves over 30 volunteer drivers helping over 200 elderly passengers that do not have access to public transport either due to lack of transport provision in their area, poor mobility or disability, being housebound and/or vulnerable. The service provides a lifeline for many vulnerable elderly people that would otherwise be very isolated. Last year the scheme clocked up over 40,000 passenger miles. Community payback schemes have been rolled out in partnership with Probation and other agencies to ensure offenders carry out improvements to local communities. We have increased the use of Restorative Justice through schools and communities. Built on the success of this approach we are seeking to take part in the pilot of Community Resolution Panels to reduce re-offending. We also support Low Carbon Communities such as Ashton Hayes, Blacon, Westminster Park, Bickerton and Tarvin. Both Blacon and Ashton Hayes have been successful in securing the Low Carbon Community Challenge grant fund. Only 22 communities across the UK benefited from the £10million fund. We also encourage projects such as Growzone which transformed a major derelict site in Northwich into a valuable community garden and open space. Specific attention has been given to supporting training opportunities and increasing inter-generational support.

**(ii) Best start in life:** The overall quality of life is high for most residents. However, it is recognised there are some communities that experience multiple disadvantage, with 30 lower-level super output areas which are within the 20% most deprived areas of England. These include areas such as Lache, areas of Winsford and areas of Ellesmere Port, with Westminster ward experiencing 98% of children living in poverty. In total this accounts for 14% of the population (45,000 people). All partners agree that a focus needs to be made on the families who experience these multiple problems and also consume a large proportion of resources. Building services around the needs of this group has resulted in better outcomes and lower costs.

For example, we have worked with over 100 families with the greatest needs through an integrated team around the family. Through a better understanding of the families' circumstances a coherent and tailored package of support is agreed and coordinated by a persistent key worker. In other places, however, despite more integration at the front-end, local services still remain fragmented. A concerted effort has been made to avoid this situation. For example:

- If a family needs **housing support** they benefit from access to an integrated enhanced housing options service to tackle the root causes, with access to advice on housing, employment, money advice, and offender resettlement in one place.
- If a family with acute problems needs **advice on employment and benefits** we haven't waited for them to come forward. Partners have proactively shared data about customers and targeted face-to-face visits to families affected by generations of worklessness and poor outcomes. Through a mentor, many families now understand forthcoming benefit changes, have started to get their finances under control and prepare for employment.
- If a family needs to address **debt issues** they benefit from a joined-up debt and advice service which brings together local credit unions, citizens' advice bureau, Council services, and other agencies into one place.
- If a family needs **intensive parenting support** they will benefit from the Family Nurse Partnership. This is a preventative programme for young first time mothers. It offers intensive and structured home visiting, delivered by specially trained nurses (Family Nurses), from early pregnancy until the child is two. The voluntary and community sector are also engaged in the delivery of family support and are seeking to significantly enhance this role with the support of Big Lottery.
- If **child protection issues** are apparent they benefit from a 'single front door' via a joined up contact, assessment and referral team. In addition they coordinate their input through the Local Safeguarding Children's board.
- If a family has a child **not engaged in education** they can benefit from an independent registered school providing 'alternative education' services for young people excluded from mainstream schools. In addition, local learning and training provider partnerships have been working to offer flexible start provision to combat the numbers of young people not in employment, education or training (NEET). We have established new Academies in Ellesmere Port and Winsford with construction underway to provide state of the art learning environments. In Winsford through joint working participation levels in prevention programmes have increased ten fold which is also accompanied by an improving picture in terms of education attainment, reducing exclusions and reducing absenteeism. There are also School Safety Partnerships where the Police interface with schools to reduced youth offending and ASB. We also secured development funding related to a new Marks and Spencer's store to fund a motocross facility on public land. This scheme is run by a social enterprise, with the local college delivering training, whilst access to the facility is dependent upon attendance and good behaviour reports from schools. The Fire and Rescue Service also work very closely with the Princes Trust and West Cheshire College to engage and support this group. In this academic year we will be delivering 12 of these courses - a 100% increase over 2009-10, with almost 150 young people benefiting. Across the whole of Cheshire this programme returns 80 percent of young people to full time education or employment.
- If a family is suffering from **domestic abuse** they are likely to benefit from a more preventative multi-agency service which intervenes early. This approach has been shortlisted for a national award.
- If a family has **health needs**, that require preventative approaches, they benefit from jointly funded Healthy Living Centres and Community Health Workers who have been commissioned to promote healthy lifestyles in targeted areas and signpost residents to appropriate local services and activities.

As a result we've seen the number of homeless presentations decrease from 1,476 in 2003/04 to 85 in 2009/10; 20% fewer entrants into the criminal justice system since 2009; higher than average improvement in GCSE results; the number of young people not in employment, education or training isn't deteriorating at the scale of the national average; proactive referrals relating to domestic abuse are increasing; and additional investment has been made into family support.

**(iii) An ageing population:** The proportion of older people within the area is higher than the national average and growing. Recent forecasts suggest that the number of older people between 65 and 84 years of age will have increased by 24% between 2006 and 2016. People aged 85 or over will increase by 32%. It is recognised that a concerted effort is needed to ensure longer life expectancy does not mean a declining quality of life and dependence on local services. Partners have worked together to make a difference on this issue by focusing on prevention and early intervention. For example we have:

- **Visited 14,500 homes** across the area to identify unmet needs from older adults. Traditionally home safety visits would just check for potential hazards and provide safety advice. However, the Cheshire Fire and Rescue Service expanded this by joining forces with partner agencies to address other issues potentially putting older people at particular risk. This involved unique data sharing with over 65 data supplied off the NHS spine, allowing us to engage with over 65s most at risk. As a result, with voluntary sector support from Age UK we have processed 2,454 requests for support ranging from information requests to home modifications. This project has also led to over £3.5m of additional benefits being secured while providing a rich data set to target and coordinate activity. This approach won the EGovernment award and the DCLG equalities award.
- **Embraced the contribution of community action** through projects such as 'shared lives', involving local residents opening up their homes to older adults for daytime visits or overnight stays, and the 'men in sheds' programme to allow older men to come together, build their confidence and learn new skills.
- **Tackled fuel poverty:** free insulation and heating advice is supported in partnership to older adults.

- **Tackled rural isolation** by improving concessionary transport and establishing Village Agents, who aim to support the elderly and vulnerable in rural parishes and support them to live independently and link them into the network of support and services of which they may not be aware.
- **Reduced the need for residential services** by jointly commissioning a Reablement service, offering up to six weeks free support to people who are referred to social services. This includes physical, mental health and social care support, enhanced access to equipment and the use of new technology. To date Reablement has been delivered to 1,645 people and resulted in over 50% of clients needing no onward services. We are also piloting an integrated team in Ellesmere Port to support the holistic needs of older adults, following a stay in hospital. We are joining up physical and mental health services integrated across primary care, secondary care, community services, social care and third sector support. Staff engaged in the pilot have been encouraged to think innovatively when designing the service, within a clear project brief. The team will provide coordinated care for older adults, with simplified access routes for people and professionals. Learning from this will allow us to mainstream integrated service options, supported by a joint estates strategy. This work is supported by AQuA and the King's Fund through the Integrated Discovery Community pilot. Finally, we have also opened two state-of-the-art Independent Living Centres to support older people to remain self-sufficient in their own homes, offering free assessments and advice from occupational therapists and access to equipment and adaptations.
- **Increased choice and control** by trebling the number of social care users receiving a personal budget, exploring jointly funded personal budgets with the health sector and launching an information consortium where 17 local agencies have coordinated their approach to providing advice to older adults. This rapid progress on personalisation led to a national award.

**(iv) An opportunity economy:** While the area has benefited from a history of good economic performance, it is recognised that, even before the downturn, the rate of growth was beginning to slow compared to other areas across the North-West. In addition, persistent pockets of long-term unemployment and low-level economic activity have been targeted by partners as the area pursues its ambitious growth agenda. A genuine opportunity economy is the goal, for the benefit of all communities. Partners have worked together to make a difference on this issue by:

- **Supporting local growth** through two successful Business Improvement Districts facilitated in Northwich and Winsford securing over £1m of private sector over 5 years. We also have four area based regeneration programmes, with strong private sector representation, which have delivered successful projects such as the freeing up of development land in Ellesmere Port, construction of Riversdale Bridge in Northwich, and the completion of a master plan for a central business district in Chester. Partners are also collectively addressing onerous regulation over businesses in relation to planning, procurement, and regulatory services. A new flagship Marks and Spencer's store – the largest outside London - will create 350 new jobs including new local employment for local people both in construction and retail as a result of the planning agreement supported by partners. Over 1,000 jobs are expected from the development of a central business quarter in Chester. Rural economies will particularly benefit from superfast broadband with a recent announcement of £3.24m to provide 100,613 premises with coverage, supporting the creation of 5,500 jobs in Cheshire and Warrington, with £197m in growth to the local economy year on year. Offenders are also being supported into employment through Integrated Offender Management with partners supporting apprenticeships as a route back into the workplace.
- **Bringing local services together** through a Housing, Health, Employment, Enterprise and Training (HHEET) centre, a multi agency approach to joining up a range of services to support the needs of individuals and families in the Westminster ward of Ellesmere Port. 23% of clients have achieved employment or a recognised qualification in just six months. Work clubs have also been rolled out with the participation of voluntary organisations such as WINCAP. Through smart collaboration, 235 vulnerable and disabled adults secured and maintained paid employment. Such an approach is supported by the Prime Contractors and Jobcentre Plus and supported 810 long term unemployed people into employment with an expected further 350 individuals helped into employment by March 2012. To support local innovation Jobcentre Plus who have granted greater freedoms under the local autonomy initiative, as one of two nationwide pilot schemes. Further integration has been supported through the award of maximum ESF funding of £408,408 over the next three years to work with 300 complex families to address barriers to work.

**(v) Smarter Services:** Current models of service delivery are unsustainable given reduced public expenditure and rising demand. Partners have recognised that access to services could be better coordinated - there remain too many front doors. In addition, better use needs to be made of shared data to ensure local services are doing the right things, in the right places, in the right way. Secondly, services need to shift from managing symptoms to tackling root causes. Thirdly, attention needs to be given to multi-agency commissioning to tackle 'wicked problems' at the individual, neighbourhood and borough wide level. New providers need to be supported to enter the market and to introduce innovative approaches to achieving shared outcomes. Partners have worked together to make a difference on this issue by:

- Supporting the successful creation of a new and ambitious Unitary Authority which **through aggregation and more customer focused services** has delivered £82 million of savings allowing £34 million of investment into the frontline such as children's and adults services.
- Establishing a **shared service** across Cheshire which provides transactional HR support, ICT delivery, and transactional finance to the two local authorities. Plans are underway to create a mechanism for growing the customer base of shared service with local partners and other agencies across the country. Cheshire Police also have comprehensive shared services with Northamptonshire.
- Launching a **data observatory**- known as DORIC - to enable partners to share socio economic data, research and customer insight. This is leading to a reduction in costs and better evidenced commissioning.
- **Referral pathways** and shared assessment is now much stronger to ensure children and families are safeguarded
- Establishing **Joint Commissioning arrangements** to ensure health and social care services are jointly planned
- Launching an **innovation unit** to help communities deliver local innovation and overcome bureaucracy

## 4. DELIVING OUR VISION AND OUTCOMES THROUGH A COMMUNITY BUDGET

The following table provides an overview of how a community budget will be used in the future to tackle shared priorities and to accelerate the pace of public service reform.

<b>Priority: Thriving, Sustainable and Safe Neighbourhoods</b>	<b>What will success look like?</b>	<b>Who are the key partners?</b>
<p style="text-align: center;"><b>What will be different?</b></p> <p><b>(a) A single conversation with communities:</b> Pooling or aligning partner resources relating to engagement and empowerment will reduce duplication and move towards a more joined-up and holistic approach to how we engage with communities. Real empowerment cannot be delivered in silos. Through neighbourhood plans, the Localism Bill offers an unprecedented opportunity to engage in detailed conversations with all neighbourhoods not just on physical development but also on wider community aspirations. A community budget approach would enable neighbourhood plans to have multi-agency input and support and provide a vehicle for wider participation. The development of an innovative community engagement programme in West Winsford led by the local RSL has demonstrated this approach.</p> <p><b>(b) Community commissioning:</b> Rather than only concerning communities with small scale neighbourhood services, partners want to put in place an approach which allows local people to shape the commissioning of strategic services such as health, social care, community safety, skills, and housing. This involves employing local residents who will work as community based researchers or advocates to engage with neighbourhoods and to build up a detailed picture of the needs and experiences of service users and wider residents. The emphasis will be on being responsive to those who are least well served by existing services. This intelligence will inform detailed neighbourhood specifications, drive strategic commissioning decisions, and facilitate locally based solutions to local problems.</p> <p><b>(c) Community assets:</b> Partners will put in place a coordinated approach to transferring public assets to communities. This will significantly widen the scope of assets that transfer to communities, ensure a package of joined-up support to ensure long term sustainability, and give communities a real stake in the civic life of their neighbourhood. Where appropriate, new community asset management companies will be supported to ensure that surpluses generated from assets are reinvested into local communities and local services.</p> <p><b>(d) Widening of participatory budgeting:</b> A proportion of cashable savings released through a community budget approach will be allocated directly to local communities through participatory budgeting. Local experience has shown that this approach is popular with communities, local Councillors and also leverages in additional investment into communities.</p> <p><b>(e) Local delivery mechanisms:</b> The LIS pilot in Ellesmere Port has generated valuable lessons for how communities can be more involved in the commissioning and delivery of services. This will inform a partnership plan to extend this model to other communities. A shared local scheme of delegation will be agreed between partners which will allow local public services to enter into a conversation with Town and Parish Councils and other community groups about devolving the delivery of certain neighbourhood services.</p> <p><b>(f) Green Infrastructure:</b> This 'Total Environment' approach involves managing open spaces in a more collaborative way - such as agricultural land, derelict land, general amenity space, orchards, outdoor sports facilities, street trees, water courses, wetlands, woodland – across a range of agencies and sectors, including local communities and their numerous active groups. This will address issues related to flood risk as well as supporting sustainable development and positive social outcomes. This approach has been discussed by a local Green Infrastructure Partnership for some time and is being piloted in Winsford and Northwich. It has the full support of the DEFRA family including Environment Agency and Natural England. The ambition to roll this out across the Borough.</p> <p><b>(g) Low Carbon Communities:</b> Partners will work together to support individual communities and neighbourhoods to lower their carbon footprints. Building on sustainable communities such as Ashton Hayes and Blacon, the challenge will be to extend this approach to local communities across the Borough. This work is being coordinated by a high profile Sustainability Commission. Actions will involve a new model of supporting energy efficiency and addressing fuel poverty, with a key role for residents as advocates working alongside the voluntary and community sector. Micro-generation projects will also be supported. The installation of PV cells will be rolled out across the estates of partner organisations, also benefiting new employment and enterprise opportunities. Work is also being conducted to encourage increased energy efficiency within the home through the partnership supported Affordable Warmth Strategy, and Cheshire Warm Zone, which entitles all residents over the age of 60 or claiming Benefits to free loft and cavity wall insulation, lowering both energy cost and use in the Borough.</p> <p><b>(h) Safer neighbourhoods:</b> Building upon a more joined up service, communities will benefit from a more integrated ASB service structure, with single accountable management and further pooling of resources. Further change will be driven by canvassing and engaging with</p>	<ul style="list-style-type: none"> <li>● Reduced costs through less duplication</li> <li>● More engaged communities</li> <li>● Greater proportion of services delivered through local mechanisms</li> <li>● Increase in size and role of voluntary and community sector</li> <li>● Better targeting of service delivery</li> <li>● Sustainable and Resilient Communities</li> <li>● Reduced levels of crime and ASB</li> <li>● Reduced demand on emergency and acute services</li> <li>● Reduced carbon emissions</li> <li>● Reduced inequalities in life chances</li> <li>● Greater community ownership of assets</li> </ul>	<p>Cheshire Police Local Authority Clinical Commissioning Groups Cheshire Fire Chester and District Housing Trust Weaver Vale Housing Trust Ellesmere Port Housing Town and Parish Councils Resident Associations HealthWatch Environment Agency Groundwork Wildlife Trust Cheshire Probation</p>

<p>communities on what measures they need to address crime and ASB in their estates, streets or neighbourhoods. A coordinated and targeted programme of youth engagement will be rolled out to reduce crime and ASB and to encourage positive behaviour. A community driven and integrated approach to offender management will be extended, to ensure successful integration of offenders into the local community and workplace. Partners will work together to extend Restorative Justice approaches where appropriate to ensure that offenders understand the implications of their actions and actively participate in their communities.</p>		
<p><b>Priority: Best Start in Life</b></p>	<p><b>What will success look like?</b></p>	<p><b>Who are the key partners?</b></p>
<p style="text-align: center;"><b>What will be different?</b></p> <p><b>1. Families with multiple needs (Level 4)</b></p> <p><b>(a) Joint investment:</b> An aligned budget reflecting the contribution of all agencies to support families at this level of need will be developed. Funding will be both pooled and aligned. Partners will collectively commission services against common resources through the Public Services Board, in line with individual partner's decision making processes. This is likely to lead to more diversity and flexibility in service provision with a focus on what works. There will also be a greater role for civil society organisations to take on more local services.</p> <p><b>(b) Joint delivery:</b> A Borough-wide multi-agency specialist service for the most complex families. The teams will be configured on a locality basis and include a lead worker who can tailor a package of support to meet the needs of the family including intensive family support, health services, adults services, housing support, social care, and community safety.</p> <p><b>(c) Joint intelligence:</b> A common 'engine room' is required which supports joint commissioning and joint delivery. This involves pooling expertise and capacity across key agencies. Key outputs will involve widening and deepening CAF Assessments, sharing intelligence, producing joint needs-analysis, and carrying out robust cost-benefit evaluation. In addition, social finance will be drawn down to release new investment into early help and prevention on a payment by results basis.</p> <p><b>2. Families with specific and specialist needs (Prevention and early intervention – levels 1-3)</b></p> <p><b>(a) Joint investment:</b> An aligned budget reflecting the contribution of all agencies to support families at this level of need will be developed. This will reflect the contribution of all agencies to support families at level 1 and 3 on the continuum of need.</p> <p><b>(b) Intelligent commissioning:</b> Services will be commissioned against this budget from a range of providers to meet specified outcomes. The evidence base for investing in certain programmes is now well established. Programmes such as Triple P, Incredible Years, and Family Nurse Partnership have proven benefits and established delivery models.</p> <p><b>(c) A new model of children centre delivery:</b> A community budget approach to supporting the local network of children centres will lead to a sounder financial footing and a more integrated service. It is proposed that a greater number of services will be delivered through children centres including employment and skills advice (including ESF programme), local health services, and community events. In addition, a greater focus will be made on co-production, with families empowered to design and deliver services in line with their needs. For example, there will be a movement towards greater peer-to-peer involvement for low-level parenting and family support. The voluntary and community sector will also play a greater role in service delivery. Professionals and statutory services will focus more on targeted, specialist work. While reducing cost pressures this community focused approach will also help remove the stigma that many families feel towards accessing public services. A payment by results model will also be introduced to drive innovation and support a greater effort to reach families not accessing the support they require.</p> <p><b>(d) Personalisation:</b> The concept of personal budgets and direct payments is well established in Adult Social Care but is equally applicable to support children and families. The SEN Green Paper signals the intention to roll this model out to enable more choice and control. In addition, this approach is being considered locally to support adult skills and learning and youth services for vulnerable young people. This approach would ensure a personal budget includes investment made by all agencies to support specific needs. There will also be a greater role for civil society organisations in the delivery of services.</p> <p><b>(e) Space for young people:</b> Building on the success of Base moto park, partners would like to explore using social media to connect young people to places where they can carry out positive activities. A dedicated social networking platform will allow young people to identify sites for activities and to interact with commissioners to free these up for community benefit. It has the power to revitalise empty buildings, reduce ASB, regenerate local communities, draw down new funding and enhance community life.</p>	<ul style="list-style-type: none"> <li>• Lower costs through reduced duplication and need for acute services</li> <li>• Shift towards planned interventions vs. unplanned</li> <li>• Reduced entry of children and young people to the care system</li> <li>• Increased housing stability</li> <li>• Reduced health inequalities</li> <li>• Reduced incidents of domestic violence</li> <li>• More children are school ready</li> <li>• More families are child ready</li> <li>• More families are work ready</li> <li>• Reduced teenage conceptions</li> <li>• Reduced offending / re-offending</li> <li>• Greater choice and control for families</li> <li>• More diversity of service provision</li> <li>• Reduced levels of crime and ASB</li> </ul>	<p>Cheshire Police Local Authority Clinical Commissioning Groups Cheshire &amp; Warrington Partnership (community health provider) Countess Acute Trust (Health provider) Cheshire Fire Voluntary and community organisations Job Centre Plus Probation West Cheshire College Skills &amp; Funding Agency WP Prime Contractors DWP Chester and District Housing Trust Weaver Vale Housing Trust Ellesmere Port Housing Local Safeguarding Children's Board Youth Offending Service Educational Improvement Partnerships</p>

<p><b>(f) Teenage pregnancy:</b> We will jointly commission sexual health advice in schools such as the Christopher Winter programme alongside programmes which increase the aspirations of young women and self image of young men.</p>	<ul style="list-style-type: none"> <li>• Reduced demand on emergency and acute services</li> </ul>	
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<p><b>Priority: Ageing Well</b></p> <p><b>What will be different?</b></p>	<p><b>What will success look like?</b></p>	<p><b>Who are the key partners?</b></p>
<p><b>(a) A coordinated budget:</b> All funding that supports older adults will be better coordinated and targeted. This will include not just health and social care but all services that support adults over 50, whatever their level of need. It is estimated that there are over 250 services that support older people, some of which are universal, some of which are targeted. Services will be more robustly mapped against the Canadian Frailty Classification and partners will collectively agree on the most effective allocation of resources.</p> <p><b>(b) Integrated delivery:</b> This approach is in line with further integration of provider services between key agencies and more diversity of specialist services. This will include a greater role for civil society organisation delivering local services. Through the Health and Wellbeing Board, joint services will be commissioned alongside clinical commissioning groups, local authorities, the voluntary sector and other key partners.</p> <p><b>(c) Joint intelligence:</b> Through common assessment and the further pooling of customer insight data we will be better equipped to predict demand and also to understand the effectiveness and cost of interventions. Shared pathways of care will also be agreed on the basis of robust analysis and customer journey mapping.</p> <p><b>(d) Increasing independence and wellbeing:</b> A concerted effort will be made to increase the proportion of resources that allow older adult to remain more independent and less reliant on services. Telecare and telehealth would be extended as appropriate alongside home adaptations, falls prevention, and reablement programmes. Consideration will be given to social finance as a tool to drive this change. A programme of active ageing would also be rolled out to encourage active lifestyles from the outset.</p> <p><b>(e) Accessibility:</b> A coordinated approach to community transport is essential to ensuring older adults feel more connected to their communities and services. This may involve a brokerage scheme to allow solutions to transport problems to be negotiated between communities and a range of local services. The information consortium would also be enhanced to join-up access to advice and guidance and a social marketing approach would be used to better target this service.</p> <p><b>(f) Making a positive contribution:</b> Partners would like to be in a position where older people’s skills and experiences are utilised to the full for the benefit of their own personal wellbeing and the community. Inter-generational programmes will be supported through a multi-agency approach as will opportunities for volunteering, learning new skills, and employment across partner agencies. These opportunities are likely to include community advocate roles, particularly in rural communities.</p> <p><b>(g) Economic wellbeing:</b> A comprehensive programme of integrated money and benefits advice is being explored. In addition, partners are considering how ‘self-funders’ of social care will be supported in advance of the publication of the White Paper on this issue.</p>	<ul style="list-style-type: none"> <li>• Lower costs through reduced duplication and need for acute services</li> <li>• Shift towards planned pathways vs. unplanned</li> <li>• Increased independence</li> <li>• Increased employment for older adults</li> <li>• Extension of volunteering hours for older adults</li> <li>• More diversity of provision</li> <li>• Individuals choose the right help when they need it</li> <li>• Reduced demand on emergency and acute services</li> </ul>	<p>Cheshire Fire Service Cheshire Police Older Peoples Network Adult Social Care Clinical Commissioning Groups Cheshire &amp; Warrington Partnership (community health provider) Countess Acute Trust (Health provider) Job Centre Plus Care Providers Community sector partners Chester and District Housing Trust Weaver Vale Housing Trust Ellesmere Port Housing</p>

<p><b>Priority: An Opportunity Economy</b></p> <p><b>What will be different?</b></p>	<p><b>What will success look like?</b></p>	<p><b>Who are the key partners?</b></p>
<p><b>(a) Personalisation:</b> It is well established that supporting individuals to overcome barriers to employment requires tailored approaches that meet individual circumstances. Building on the lessons of the DWP co-design pilots, local partners are exploring a personal budget approach to tackling worklessness for pre-Work Programme individuals. This would involve using the flexibility of Job Centre Plus and other providers to develop an integrated outreach team. Individuals would discuss their own barriers to employment with a case worker. This would trigger a personal action plan and a budget to address these barriers. Individuals would be supported to spend their budget on services that would overcome barriers to employment such as specific skills or qualifications, help with childcare, health support, and transport issues. Such a wraparound service could be funded through social investment and other funding such as ESF. In addition, an agreement with DWP about retaining a proportion of savings at the local level to reinvest into this approach would be beneficial.</p> <p><b>(b) Driving jobs and enterprise through procurement:</b> A more coordinated approach for how local public services purchase goods and services will support a focus on maximising collective buying power to support local jobs, skills and enterprise (within national and</p>	<ul style="list-style-type: none"> <li>• Reduced unemployment</li> <li>• Welfare savings</li> <li>• Less duplication</li> <li>• Better customer insight and targeting of resources</li> <li>• Increase business start-ups and</li> </ul>	<p>Cheshire Police Local Authority Clinical Commissioning Groups Cheshire Fire Voluntary and community organisations Job Centre Plus Probation West Cheshire College</p>

<p>European frameworks). This may include the use of social benefit clauses within contracts where appropriate but also will rely on voluntary agreements being reached with existing and future suppliers. A key focus will be on increasing local apprenticeships in a more coordinated and effective way across all partner agencies and sectors.</p> <p><b>(c) Driving forward with apprenticeships</b> One of the main priorities identified by the Cheshire and Warrington Local Enterprise Partnership is developing a Skilled and Productive Workforce. A key strand of this agenda is for partners to work together to increase the number of apprentices across the Borough. Jobcentre Plus is working closely to develop all opportunities and convert as many notified vacancies into apprenticeships as possible and we want to move towards a common brand for West Cheshire Partnerships. As part of the community budget, partners will also come together to develop a safe social networking platform which can be used to mentor and advise young people to enter employment or training. This will be a cost effective, relevant and accessible service targeted to needs of local residents.</p> <p><b>(d) Supporting private sector growth through coordinated capital investment:</b> A community budget will not just focus on revenue expenditure but also ensure public sector coordination of capital investment alongside the private sector to stimulate growth and employment. Unlike other places, the Local Authority has prioritised capital investment and set out a ten year vision to plan developments alongside partners. Key projects include the delivery of a new theatre, new leisure facilities, the new Chester business quarter, the Barons Quay development in Northwich, and significant housing development. The ethos of this joined-up approach will be to maximise public investment and the release of assets to stimulate significant private sector investment.</p> <p><b>(e) Rolling out “Opportunity Centres”:</b> Currently a range of services to address worklessness have been co-located in what has been called the HHEET centre in Ellesmere Port. The outcomes of this approach have been impressive and partners are discussing plans for rollout across the Borough. Known as opportunity centres, facilities and outreach support would be developed in areas of greatest need, bringing together services which address barriers to employment. In addition, this approach would pool and align funding to support and advise new and existing businesses to survive and thrive across the Borough.</p>	<p>growth in areas of low economic activity</p> <ul style="list-style-type: none"> <li>• Larger social enterprise sector</li> <li>• Increased choice and control for individuals</li> </ul>	<p>Skills &amp; Funding Agency WP Prime Contractors DWP Chester and District Housing Trust Weaver Vale Housing Trust Ellesmere Port Housing West Cheshire College Mid-Cheshire College Homes and Communities Agency</p>
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<p><b>Priority: Smarter Services</b></p> <p><b>What will be different?</b></p>	<p><b>What will success look like?</b></p>	<p><b>Who are the key partners?</b></p>
<p><b>(a) Collaborative commissioning:</b> To enable the change outlined above a new model of joint commissioning is required. Rather than a single partner trying to coordinate the activities and expenditure of other agencies, it is proposed that an Integrated Services Trust (IST) is established. This body will be public sector owned and include appropriate representation from partners, communities and elected Councillors. Its main function will be to act as a broker between partners and prove the evidence base for investing in early intervention and collaboration. It will have enough autonomy to be an honest broker but also be directed in line with the stated objectives of partners. This model will be trialed in Ellesmere Port and initially focus on families with multiple needs. The ambition is to upscale this model to focus on more outcomes across wider geographies and to sustain a community budget approach for the foreseeable future.</p> <p><b>(b) Access to services:</b> Better understanding of customer demand is essential to shape services in line with needs and to reduce demand over the long term. This would be resolved through greater co-location of front offices and proactive targeting of services to provide a more integrated experience to customers.</p> <p><b>(c) A powerful innovation network:</b> Arrangements will be made to ensure innovation is supported and disseminated across partners and communities. We will develop an open-source knowledge hub which partners can use to share information about innovative projects and to ensure these are adopted and adapted across the Borough. This will also be open to all to showcase progress and share ideas with a huge range of practitioners and policy-makers. In addition, our existing barrier busting team -which helps communities to overcome bureaucracy, innovate and contribute to civic life - will be strengthened with the full support of key partners.</p> <p><b>(d) New delivery mechanisms:</b> We are exploring the creation of new delivery mechanisms such as community-interest companies, employee-led mutals, and asset management companies in a range of services across the partnership. These may include the delivery of neighbourhood services in areas such as Ellesmere Port and Blacon, but are also applicable in other communities across the Borough. Serious consideration is also being given to supporting families with multiple needs through social finance and community share flotation for neighbourhood delivery mechanisms.</p>	<ul style="list-style-type: none"> <li>• Reduced costs through less duplication</li> <li>• Greater clarity of purpose</li> <li>• More robust evaluation of commissioned services</li> <li>• Greater role for social investment</li> <li>• Shift to early help and prevention</li> <li>• Better access to services to meet specific local needs</li> </ul>	<p>Cheshire Police Local Authority Clinical Commissioning Groups Cheshire Fire Voluntary and community organisations Job Centre Plus Probation West Cheshire College Skills &amp; Funding Agency WP Prime Contractors DWP Chester and District Housing Trust Weaver Vale Housing Trust Ellesmere Port Housing</p>

## 5. DECISION MAKING

Partners are currently discussing potential governance arrangements to support this way of working. No final decisions have been made and the community budget pilot will be a useful platform to finalise arrangements. A draft structure is outlined below. It supports local social action, decisiveness, collaboration and sensitivity to local need and has been discussed with our elected members, partnership colleagues and representatives from Central Government Departments for comment. The model reflects public accountability of the local authority through its elected ward councillors but will also incorporate the democratic mandate of other key public sector partners, for example the Fire Authority and the incoming elected Police and Crime Commissioner (November 2012).

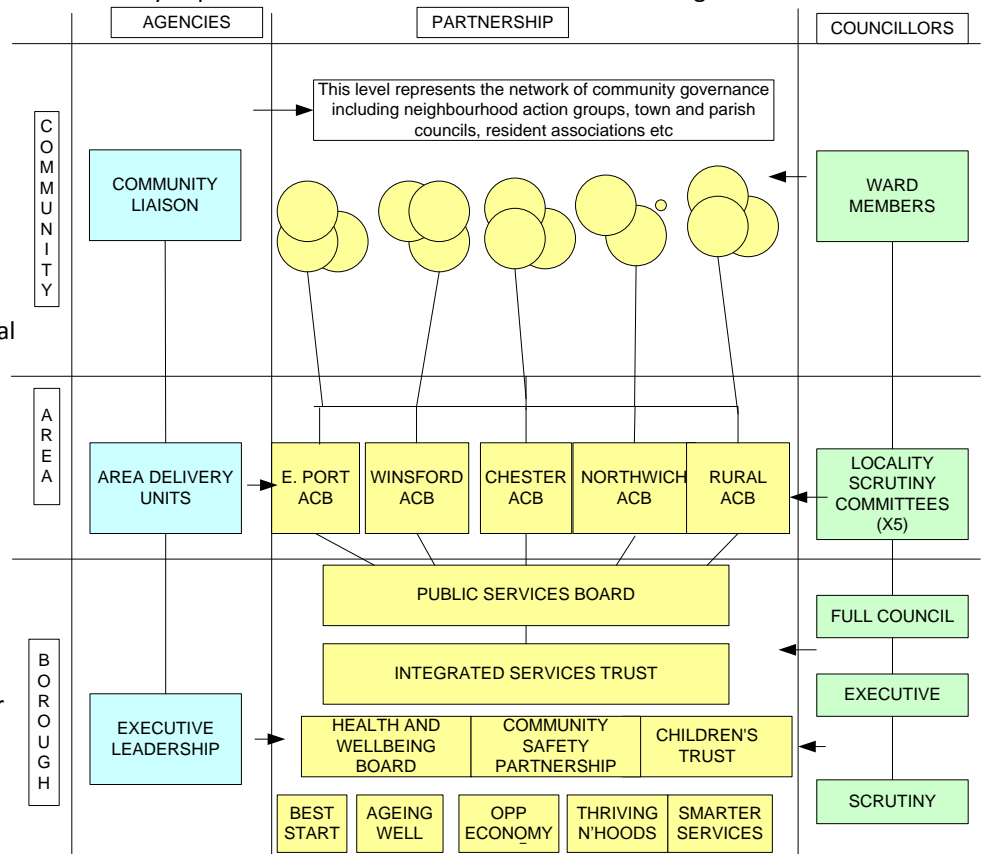
At the **neighbourhood level**, a network of community governance arrangements will be supported to ensure that local aspirations are identified, understood and, where appropriate, met by key partners. The role of an **elected ward councillor** is changing with the emphasis shifting from overseeing traditional service silos towards understanding and championing the needs and aspirations of local people, ensuring a package of services is made available for residents to use to meet their needs and facilitating opportunities for greater community empowerment.

At the **locality level**, five Area Partnership Boards are already in place. These will take more of a commissioning focus and ensure that services are commissioned to meet the specific needs of the locality. Already this approach has shown impressive results in Ellesmere Port.

At the **Borough level** a focused Public Services Board consisting of the main investors in the area is being established to set the strategic direction of the Borough and oversee the design and delivery of the community budget. It will be informed by local priorities and supported by an Integrated Services Trust responsible for **joint commissioning** of services to deliver key outcomes and will sit alongside the Health and Wellbeing Board, Children's Trust and other strategic partnerships. Five task and finish groups are being constituted to lead on their community budget responsibility.

## 6. CAPACITY TO DELIVER

Our impressive track record demonstrates our capacity to deliver radical change. We also benefit from the full participation of the independent sector that provides additional innovation to local services.



**Investment of around £2m** is being made within current resources in appropriate capacity to take this agenda forward. A team of around 20 individuals will work on a full time basis to assist the Whitehall Team. This will be a **multi-agency team**, brought together in late autumn, consisting of business analysts, project managers, strategy managers, finance support, and legal resources. It will be led by a **Director of the Council**.

A five step change methodology is being finalised which will consist of:

- engaging with a vertical slice of partners using 'results-based accountability'
- carrying out detailed as-is analysis including cost benefit analysis and customer journey mapping
- redesigning the 'to-be' operating model, testing proposals with stakeholders
- implementation
- benefits realisation

For all five outcomes, the first three steps will take place in 2012 with a view towards implementation in 2013 and beyond.

In addition, a learning and innovation network will be established across all partners to act as a reference point for proposed changes and to share insights, learning, and success stories.

Thorough quantitative and qualitative **evaluation** will take place to determine whether the outcomes specified are achieved. This will be supported by using tools such as 'logic-chain analysis', social return on investment, and community feedback. Partners will also work with independent bodies such as Dartington social research unit to ensure objective evaluation drives future strategic direction and informs innovation in other localities.

## 7. USE OF RESOURCES

We have outlined our track record of working in partnership to better deploy our collective resources in line with the views and needs of communities. For example, Blacon Asset Management Company; Healthy Living Centres; community health workers;

rehabilitation and reablement; third sector capacity building; the HHEET centre; the integrated ASB service, debt advice and many more projects have been jointly funded and commissioned with full community engagement.

Partners have agreed to further pool and align funding and expertise, to support the outcomes specified above. Robust investment agreements will be agreed to specify how funding will come together to support joint outcomes. These will include details of return on investment and how savings will be reallocated to partner agencies.

Public expenditure for agencies operating in West Cheshire is outlined in the table below. This is not the complete picture but provides some context of total resource. In addition, partners wish to bring together resources in-kind and private sector investment.

Capital investment from across the public sector will be coordinated to drive private sector growth and ensure joint investment is aligned to our five priorities.

Agency	Total revenue expenditure (2010/11) £ (000s)
Cheshire West and Chester Council (inc schools DSG)	716,498
Cheshire Police Authority / Constabulary (force wide)	214,800
Police West BCU	27,700
NHS West Cheshire	448,809
Central and Eastern PCT	716,039,
Cheshire Fire Authority / Fire and Rescue Service (Cheshire wide)	44,691
Cheshire Probation	15,481
Job Centre Plus	1,050
Weaver Vale Housing Trust	24,000
Chester and District Housing Trust	21,700
Connexions	4,066
Skills Funding Agency	13,892
Mid Cheshire College	13,500
West Cheshire College	22,500
University of Chester	80,000

Partners are also clear, however, that pooling or aligning funding has to have a purpose and be based on evidence that it will support more responsive services and better outcomes. To ensure this happens an Integrated Services Trust is being developed. The Trust will be a social enterprise wholly owned by the public sector with community representation. It would be an agent of the public service board with the following responsibilities:

- Provide the evidence base for projects where investment in service change would provide an overall benefit in reducing waste or cost or making quality improvements for users.
- Broker the change, transferring the risk of delivery away from individual organisations, pooling the opportunities and benefits
- Manage the supply chain for delivery
- Leverage social investment funds where necessary.

From 2012 the IST will focus on supporting joint commissioning of services to support families with complex needs in Ellesmere Port. Discussions are underway to leverage social finance to support this project. From 2013 the IST will focus on the wider Borough and the outcomes outlined above.

There is a shared aspiration that at least **20% of all cashable savings will be reinvested into early help and prevention programmes**. This of course will depend on a shared understanding of the baseline and where a community budget approach has been responsible for savings. In

addition, a proportion of savings will be used to support participatory budgeting within localities.

## 8. SHARED LEARNING

Through participating in pilots such as LIS in Ellesmere Port, the Health and Wellbeing Pathfinder, social enterprise pathfinders, and the Neighbourhood Planning vanguards, partners have already demonstrated that their activity is informing learning elsewhere. The following will be put in place to ensure this continues in a community budget context:

- An open source knowledge hub to disseminate innovation locally and nationally
- Visit us and visit you: We are already developing a network of Councils, learning institutions, think-tanks such as Localis, and community organisations to come together to share innovation and to tackle shared problems
- Commitment to speaking at national and local events
- Dedicated section of the West Cheshire Together Partnership Website including project plans and key decision papers
- Twitter account, weekly blog, and facebook page on community budgets
- Acting as a dissemination hub for the challenge and learning network to utilise
- Quarterly update on web-TV
- Regular publication in existing partnership newsletter sent to all residents across the Borough

## 9. CONCLUSION – OUR UNIQUE SELLING POINTS

**1. Localism:** Partners have shown how they have balanced local issues with Borough-wide priorities through effective governance and a commitment to put the customer first. This pilot will not be a process that is remote from communities but will give an opportunity to local people to help local services make West Cheshire Altogether Better.

**2. Vision:** Partners are clear on their shared priorities but also on what needs to change. This is a crucial ingredient of transforming local services.

**3. Track record:** In a relatively short period of time, partners have worked together to deliver innovative ways of meeting the needs of customers and communities. Many more established areas have struggled to achieve such a scale of change with impressive benefits.

**4. Flexibility:** Partners have shown themselves to be flexible to do things differently and to adapt to new times. This is more difficult to achieve in longer-standing partnerships.

**5. Commitment:** All partners want to adopt this way of working irrespective of the pilot and have for some time discussed taking this approach forward. Politically, elected Members are also firmly behind this way of working and there will be vital stability until the next election in 2015.