

Service Block Assessment - People

ORGANISATION OF SERVICES

139. The East and West Cheshire authorities will deliver high quality services within the People Programme area which are:

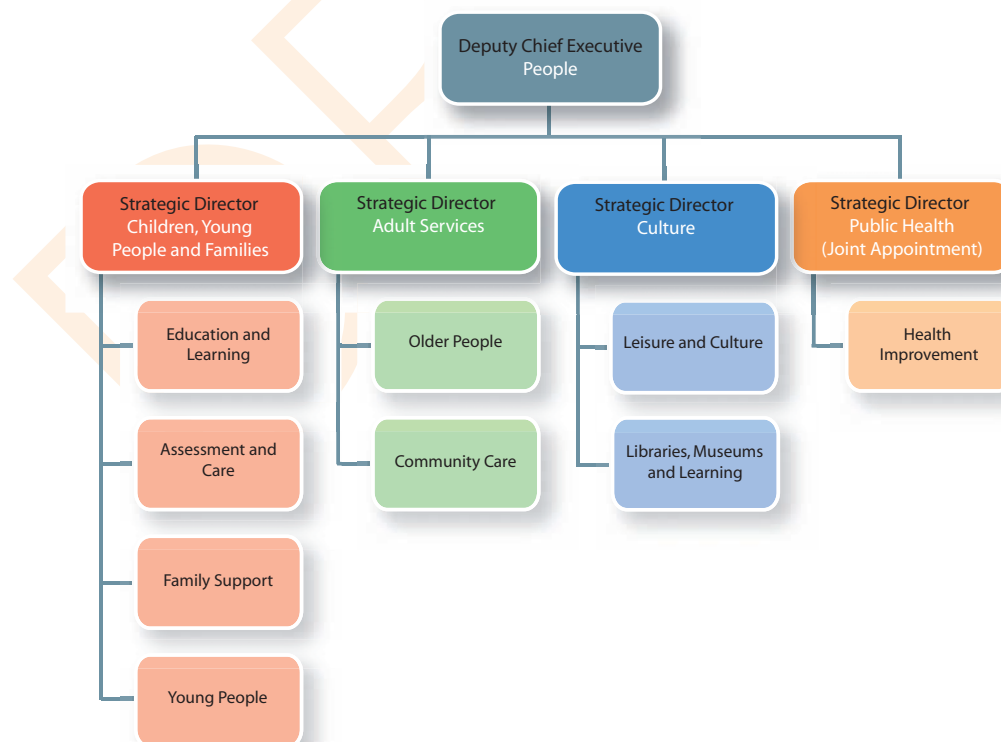
- **Preventative** – by investing resources at an early stage to improve quality of life, health and well-being
- **Inclusive** – by developing services with people and designing them to address community and individual need
- **Protective** – by protecting vulnerable people of all ages from neglect, harm and abuse

140. Services are organised in four operational groups. These are:

- social care and support for adults i.e. people aged over 18 years with particular needs
- services for children and young people
- culture and leisure services
- public health including health improvement and health inequalities

STRUCTURE OF SERVICES

141. The structural arrangements for the services are illustrated below:



Services for Children, Young People and Families

142. This service provides education and learning, youth services and assessment, care, support and protection for all children and young people including those with disabilities or mental health issues. Services will be integrated with other public sector agencies wherever possible, and delivered in partnership through a range of different agencies. The individual needs of vulnerable children and their families will be assessed through the Common Assessment Framework.

Services for adults

143. This service provides assessment and care management for adults aged over 18 years who have particular needs due to age, disability, sensory impairment, learning disabilities, mental health and other specialised needs, together with their carers. Individual needs will be assessed through a single assessment process with other key partners and services will be integrated with other public sector agencies wherever possible. The new authorities will become Supporting People Administering and Accountable bodies.

Culture Services

144. Services in this sector include the provision of leisure, sports, play facilities and the libraries, museums and archive services. It includes responsibility for the arts and adult education and life-long learning.

Public Health Services

145. This service is will be provided jointly with the respective Primary Care Trusts and comprises responsibility for the Health Equalities Strategy, Drugs, Alcohol and Sexual Health Strategies and specialised services including those for people with HIV/AIDS.
146. Services delivered by each area include:

Strategic Director	Head Of:	Services covered
Children	Education & Learning	Schools support, SEN, Inclusion, Extended Schools
	Assessment and Care	Children's social work, Looked after children, Foster and residential care, Adoption, Leaving care YOT
	Family Support	Children's centres, Children with disabilities (including transition) Sure Start, Early Years, Children's Information Service
	Young People	Youth Service, 14-19 education Connexions, LSC, Young Carers

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Strategic Director	Head Of:	Services covered
Adult Services	Older People	Assessment and Care Management, Occupational Therapy, Home and Intermediate Care, Direct Payments, Day Care, Residential Care, Extra Care, Carers
	Community Care	As above and physical and sensory disabilities, learning disability, mental health, Direct Payments, Carers
Culture	Leisure & Culture	Leisure facilities, Arts/Community facilities, Parks, Open spaces, Sports and Arts Development
	Libraries, Museums and Learning	Libraries, Museums, Archives, Lifelong Learning
Public Health	Health Improvement	Health inequalities, Healthier schools, Teenage pregnancy HIV/AIDs, Substance misuse

COMMISSIONING OF SERVICES

147. Services for individuals will be based on:

- supporting people in the community rather than institutional settings
- enabling early intervention and preventative action to be taken to minimise the risk of future crises
- supporting people who have caring responsibilities
- protecting vulnerable people from abuse, harm and neglect
- meeting needs as close to home as possible
- maximising independent living and encourage individuals to make progress through appropriate packages of support
- the prevailing eligibility criteria, tailoring services to individual needs and reflecting views and choices
- enabling the development of local or specialised services for people whose needs cannot be met by mainstream services
- leading to services which are culturally appropriate and challenge discrimination
- preventing the onset of high dependency through investment at an early stage
- delivering quality and value for money

148. Services commissioned will be based on the following principles:

- close to home and accessible
- choice and flexibility to meet the needs of targeted groups
- culturally appropriate

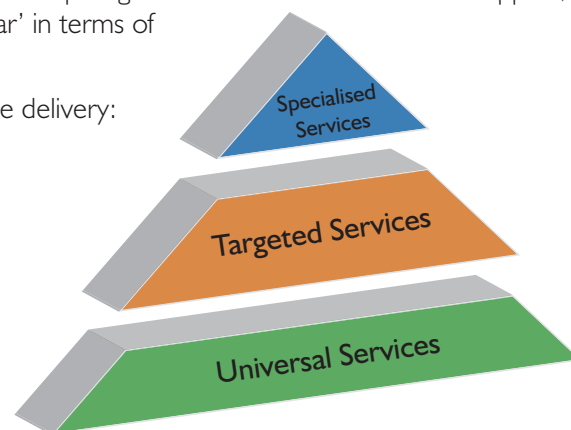
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- delivering quality and value for money
 - optimum use made of leisure and culture to support improved health and well being outcomes for people
 - optimum use of libraries to support educational, cultural and community objectives
- 149.** The whole system approach to planning and commissioning will ensure the further integration of services and build upon the success of existing partnerships ensuring for example:
- 100% coverage of both authorities by Children's Centres by 2010
 - the expansion of the Learning Zone concept already in place in Macclesfield and in development in Winsford
 - more effective delivery of 14-19 strategy and expansion of post 16 vocational options
 - sufficient extra care places to meet the needs of the population
 - continued delivery of archive services across both authorities, Warrington and Halton
- 150.** The People Directorate will benefit from the integrated planning, commissioning and delivery of services. Ultimately our aim will be for both the Children and Young People's Strategic Partnership, and the Health and Wellbeing Strategic Partnership becoming responsible for the commissioning of all services for children and adults by 2011. This will be compatible with the authorities' planning cycles and Commissioning Strategies, and overseen by the Performance & Capacity Directorate.

DELIVERY OF SERVICES

- 151.** The People Directorate will deliver services which range from the universal in terms of access, e.g. parks, libraries, to highly specialised, e.g. support for people with severe mental health needs or who have been abused.
- 152.** Services will need to deliver equity in terms of choice and outcome, at the same time as being focussed on individuals and communities with the greatest levels of need.
- 153.** The system will be designed and managed by all partners to deliver services which are preventative, outcome focused and based on minimum necessary levels of intervention. Investment in the universal services needs to be sufficient so that individuals can remain independent for as long as possible before requiring more interventionist levels of support, in this sense they will aim to 'raise the bar' in terms of accessing higher levels of intervention.
- 154.** The diagram illustrates the tiers of service delivery:



155. This will be achieved through mechanisms including:
- use of Common Assessment and Single Assessment processes
 - maximising use of community based assets such as schools and community centres
 - integration of leisure and culture into community strategies for children and adults
156. Services will be accessed initially through schools, community centres, surgeries and neighbourhood and tactical centres which will undertake initial screening and some assessments, and co-ordinate additional specialist input if required.
157. In the first instance specialist services will continue to be delivered from existing bases, though this will change as the impact of home working and changing patterns of demand become clearer.
158. Services will be delivered by a range of partners including the voluntary and community sector. Both authorities' Commissioning Strategies will address the role of this sector as a strategic partner and service deliverer.
159. The following examples illustrate how this will work in practice:

Example 1 – Care Leaver

Kylie's Story

Kylie is a 17 year old who has been looked after for four years. She originally lived with foster carers but after 2 placement breakdowns has been in a residential placement for 2 years.

Kylie is academically able (6 GCSEs) and outgoing. She has, however struggled to overcome a dependency on alcohol and a difficult relationship with her mother with whom she has contact.

Kylie wants to develop a career in childcare. She is leaving care in six months time.

Kylie's transition out of care will be seen as part of a longer transition to adulthood.

She will be supported by the Specialist Care Leavers Unit which may be a voluntary organisation who will develop with her a tailored programme of support to address her continuing educational, housing, health and wellbeing and social needs. This support will last for as long as Kylie needs it – she will not be 'cut off' by her corporate parents.

Kylie's support will be managed through one contact with the Authority, which will negotiate and advocate on her behalf in navigating through the system.

She will not have to deal with separate organisations operating within different boundaries and to different priorities. Her support will be person, not organisation centred, flexible, be there when she needs it through extended and enhanced 'out of hours' access, and made easier through the efficient use of modern communication technology.

Example 2 – Older People

Jim's Story

Jim is a widower who lives alone. His two sons live in London and Montreal. Jim has had an active life but is becoming more frail. He has recently had a hip replacement and has fallen twice since. Jim is very independent but recognises he needs help to stay at home.

Jim's support package will be agreed with him and his family following careful assessment of his health and social care needs by staff from an integrated health/social care team.

He will not have to negotiate separately with different organisations and will receive a seamless service. He will have a choice about who supports him and how.

His needs will be assessed 'in the round' and any support package will be aimed to help him maintain his independence and autonomy. The ethos will be to work to delay Jim becoming more frail. Access to physical and cultural activities will form part of the package – the Authority and its partners will commission these services as part of their older people's strategy.

Jim's continuing safety will be assessed and reviewed and full use made of communications technology to ensure he does not feel or become more vulnerable in his home.

Jim's community may become part of his support network. The Authority's approach to developing neighbourhood working will enable this.

Maintaining Safe Services

160. It is important that the Western and Eastern authorities maintain current levels of services whilst taking early action to critically review existing procedures, identify opportunities for service improvements and importantly to maintain the provision of safe services. Implicit in this is the linkage of service redesign to the corporate performance management framework to monitor outcomes and point the way to prioritising areas for improvement.

ENSURING VALUE FOR MONEY

161. Reviewing current models of service delivery will increase the scope to examine staff roles to achieve effectiveness and best practice. This could include social care staff working from customer service centres, health and community settings as well as home working. In doing so, there will need to be a balance struck between more flexible working and the need to have a core of experienced staff who can respond quickly to emergencies.
162. Areas that will have a significant impact on efficiency and value for money are expected to be:
- establishing a single point of contact supported by specialised services to deal with whole life issues
 - developing single assessment processes for the identification of need
 - reviewing and re-engineering systems and processes which support the delivery of care
 - embarking upon shared services and joint commissioning where mutual advantages of cost effectiveness and service improvement can be identified

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- flexible working arrangements within the workforce including the potential for home working
- 163.** The new authorities will have to respond to areas where there are existing pressures on services. These include the impact of financial deficits within the health sector and government policy initiatives around social inclusion that will have to be implemented during a period of increasing financial stringency. Areas for particular attention include:
- the provision of care in the home for older people to cope with rising levels of need
 - continuing to improve progress in the supporting people programme
 - the cost of specialised services which will need to be managed by more effective integrated commissioning
 - the extension of direct payments (individual budgets) within social care for adults and older people. This will be considered following an assessment of the impact of enhanced levels of Direct Payments
 - a more localised approach to commissioning services for children and young people
 - developing enhanced opportunities for young people leaving care
 - relative under-funding of Youth Service provision
 - need to rationalise and maximise the use of community facilities such as schools
- 164.** It is not envisaged that there will be reductions in front-line services. The need will be for the new authorities to maintain existing levels of provision pending a fundamental review over a planned period during which opportunities for service redesign and reinvestment will be identified and exploited.
- 165.** The scope for savings in this area is initially limited to those generated by enhanced partnership working and pursuing continuous improvement together with the implementation of best practices. Where directorate savings can be identified, these are expected to be most readily achieved in the Culture and Leisure services sector where new ways of managing facilities could generate total savings in excess of £1m across both East and West Cheshire. This presents an opportunity to re-invest these savings as well as those generated in other directorates in those areas which have been identified as pressure points.
- 166.** In the longer term efficiencies will be generated through investing in those preventative services that improve the health and well being of the rising numbers of older people and for disadvantaged communities. The decline in the numbers of children aged 0 to 15 years and the “Transforming Learning Communities” Programme will also offer the opportunity to match pupil trends and needs to the development of innovative children’s services within the two new authorities in line with the strategic framework for childcare, mainstream and special education.

ASSESSMENT & MANAGEMENT OF RISK

- 167.** It is considered that the principal areas of risk are as follows:
- insufficient resources to meet demand
 - programmes, projects and contracts already in hand may inhibit the Councils in working together to achieve economies of scale

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- bringing partners together to undertake joint commissioning and planning
- disruption of the ability to provide appropriate services due to factors inherent to the transition
- loss of experienced staff due to uncertainty at the time of change
- not dis-aggregating services if it makes them less safe

ISSUES FOR TRANSITION

168. The Western and Eastern Cheshire unitary authorities will collaborate closely to ensure a seamless transition from the current seven-authority structure with ongoing cooperation where the benefits of shared working and economies of scale improve services for the residents in both authorities. There will be an emphasis on delivery and monitoring through the Council's neighbourhood working arrangements to design and deliver locally tailored, innovative services and packages of support through voluntary and community organisations.
169. Transitional issues for early attention are summarised below:

No	Issue	Lead	Timescale
1	Review implementation of Common Assessment Framework and Single Assessment Processes to ensure embedded in new authorities	Strategic Director Adult Care Services with Health user/carer voluntary sector representatives	2010
2	Identify and publicise commissioning intentions from service commissioning strategies and ensure prioritisation for budgetary purposes	Strategic Directors and others as above	2010
3	Review existing Children and Young Peoples strategies including partnership arrangements with special reference to the Children and Young People's Strategic Partnership; Local Safeguarding Children Board; Transforming Learning Communities	Strategic Director plus key partners and children's strategic bodies	2010
4	Review arrangements for establishing a Children's Trust in conjunction with Children and Young Persons Strategic Partnership	Strategic Director and key partners	2010
5	Review provision of Culture and Leisure Services, focusing on innovative ways of delivery, exploiting opportunities for cross-authority working	Strategic Director with community groups	2011

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No	Issue	Lead	Timescale
6	Review existing social care strategies including partnership arrangements such as the Health and Well-being Strategic Partnership	Strategic Director with key partners, service users and carers; Local Strategic Partnership	2010
7	Review existing County-wide strategies in the light of the values and priorities of the new Councils; Develop action plan for dealing with issues arising from current strategies	Corporate and Strategic Directors with key partners	2010
8	Review existing Supporting people Strategies	Corporate and Strategic Directors with key partners	2011
9	Ensure full implementation of T.L.C.	Strategic Director Children's Services	2010

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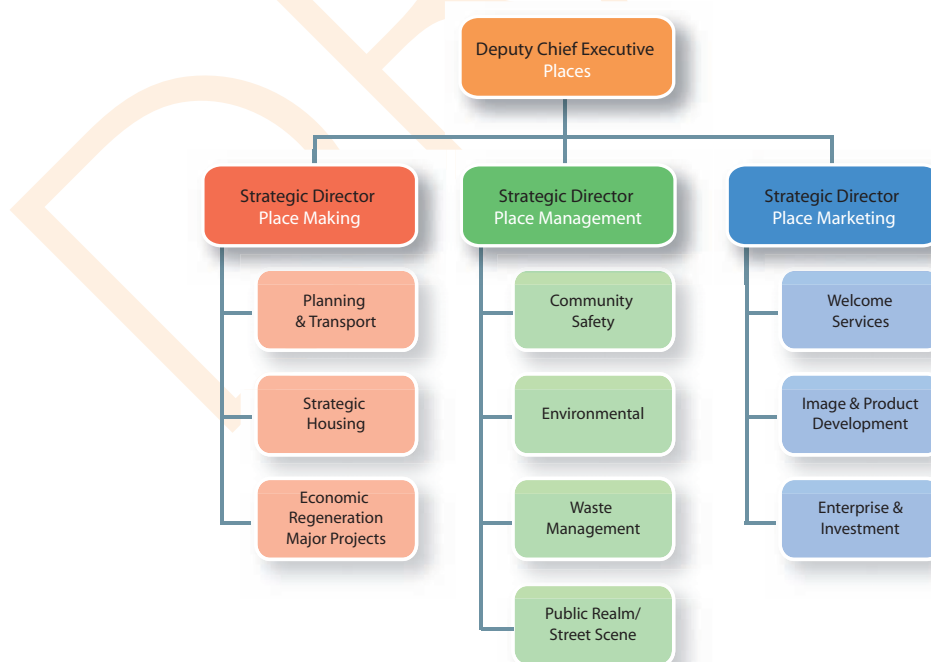
Service Block Assessment - Places

ORGANISATION OF SERVICES

170. The East and West Cheshire authorities will deliver high quality services within the Places Directorate which:
- relate to real places and reflect the pattern of people's daily lives from the sub-region down to the neighbourhood
 - take a whole place approach
 - give people power and influence to shape the places where they live
 - ensure that everyone can share in success and that no one is disadvantaged by where they
 - ensure everyone has access to a decent home, in a safe neighbourhood, a job and the full range of facilities to meet their essential everyday needs
 - create and maintain a public realm of which people are proud
 - are of a consistently high quality whilst reflecting local distinctiveness
 - promote sustainability, and contribute to tackling climate change
171. Creating two new unitary authorities will bring together all of those services which collectively contribute towards making, managing and marketing better places.

STRUCTURE OF SERVICES

172. The structural arrangements for services are illustrated below:



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Strategic Director	Head of:	Services covered
Place Making	Planning & Transport	Development Control; Building Control; Highways Development Control; Planning and Transport Strategy; Minerals and Waste Planning.
	Strategic Housing	Private Housing/Urban Renewal, Housing Strategy and Enabling, Housing Options and Supported Housing
	Economic Regeneration Major Projects	Urban Design; Highways Design; Landscape; Project Management;
Place Management	Community Safety	Trading Standards; Wardens; CCTV; Licensing; Road Safety; CDRP
	Environmental	Environmental Protection; Air Quality; Food Safety; Health and Safety; Cemeteries and Crematoria; Climate Change
	Waste management	Minimisation; Recycling; Collection; Treatment; Disposal; Education
	Public Realm/ Street Scene	Street Cleaning; Parks and Open Spaces; Highways Maintenance; Car parking; Grounds Maintenance; Enforcement
Place Marketing	Welcome Services	Tourism; Visitor Management; International Links
	Image and Product Development	Conservation and heritage Services; Archaeology; Countryside
	Enterprise and Investment	Inward and business investment; Skills and Labour Market; Economic Development Strategy

Place making

173. These services bring together all those functions which contribute to the development of place. This provides an opportunity to integrate housing, transport, planning and economic regeneration to ensure that investment delivers improvements in the physical environment and promote prosperity and growth. The joining up of services which are currently split between two tiers will provide greater clarity to the public, avoid unnecessary duplication and enable the creation of multi disciplinary teams to develop comprehensive strategy, oversee complex developments, and deliver major regeneration projects.

Place Management

174. As well as securing continued prosperity through investment and development, it is essential that places continue to be cared for through effective and accountable long term management and maintenance. At the neighbourhood level Community Safety, traffic management and environmental quality are the most important issues for residents of East Cheshire & West Cheshire.

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175. This drive for improved local community safety and environmental outcomes will involve local people, individually and collectively, in shaping local neighbourhoods and services. This will be achieved by building on the Neighbourhood management approach to multi-agency service delivery.

Place Marketing

176. The quality and distinctiveness of places and the way that they are promoted and used is increasingly recognised as key drivers of prosperity and essential to securing sustained investment. This service will bring together those functions which promote places to businesses, visitors, investors and residents and create a high quality experience for all.

COMMISSIONING AND DELIVERY OF SERVICES

177. Services in the Places Directorate will be commissioned in accordance with corporate principles of the new authorities. Services will be designed to ensure economies of scale whilst enabling flexibility to respond to local distinctiveness and neighbourhood aspirations.
178. The authorities will not seek to undertake all functions themselves but will instead utilise the most appropriate route to ensure that outcomes are achieved efficiently and in accordance with resident needs.
179. At the strategic level the flexibility of the new organisations and their alignment with real economic geography will enable issues to be tackled jointly with neighbouring authorities or at the regional level. For example major transport infrastructure, waste collection and disposal, skills development, business support, strategic sites development, water resource management and marketing are all likely to be planned with others beyond the unitary boundaries.
180. At the unitary-wide level all communities will receive a consistent high quality of service, but additional interventions would be made on the basis of evidence of need, or where there was a high risk of failure. The services will work closely with communities to identify needs and tailor service provision accordingly.
181. A range of different vehicles will be employed to deliver services ranging from direct in-house provision through to external contracts, social enterprise and voluntary sector. A key driver for the Place Making service will be to facilitate regeneration through private sector investment and to secure maximum benefit for the public realm.
182. The principles underpinning the structure and delivery of all Places Service are:
- joining up 'Place' services wherever possible to ensure an holistic approach and provide a seamless face which makes sense to the public
 - aligning services with partners and using others to deliver where they are best placed to do so
 - engage customers in the earliest stages of the design and delivery of services
 - maximise customer access
 - achieve economies of scale where appropriate whilst building in flexibility to reflect local diversity
 - target resources to local need and vulnerable areas based upon a robust evidence base

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- maximise opportunities for joint working and shared services across boundaries
- improve working with 3rd Sector to shape, commission and deliver services

ENSURING VALUE FOR MONEY

183. There are a number of ways in which we have identified scope for service improvement and efficiency across the Places Directorate. These include:

- joint procurement of services
- time & money savings for all partners through streamlined partnerships and improved joint working
- mobile, flexible, area-focussed teams
- improved public awareness of who is responsible and who to contact if problems occur
- co-ordinated multi-agency delivery of services at a local level with real opportunities for social enterprise and the involvement of the voluntary sector
- local operational depots at key tactical sites shared by all area operations
- improved information sharing across partner agencies leading to intelligence and demand led deployment of resources
- East & West LAAs will be more focussed on neighbourhood issues rather than the existing remote county-wide performance averages which mask local problems and disadvantage
- a 'golden thread' of performance measures will be developed, built up from local outcomes and targets of individual neighbourhood 'charters' to the strategic LAA
- opportunity to re-invest savings from 'back-office' in front-line delivery

184. In particular key services there will be scope for the following improvements:

Community Safety

- 185.** Partnerships will be rationalised and better aligned with partners' organisational structures. The Constabulary-based 'Safer, Stronger Communities' Group (including Warrington & Halton) will be retained but improved with scope to develop a single 'Multi-Area SSCF' Agreement aligned with Constabulary boundaries rather than County Council administrative area.
- 186.** At the Operational level local Crime and Disorder Reduction Partnerships will be developed to align with existing East & West Police BCU's and neighbourhood management will be aligned with Police NPU's to join up local delivery.
- 187.** Services will be aligned enabling merger of County & District Community Safety staff, reducing the amount of strategy and partnership management and increasing investment in front line delivery. District Warden teams will be merged and accredited under Constabulary CSAS.
- 188.** Services such as trading Standards & Licensing teams will be joined up to create capacity and deliver improved monitoring and enforcement

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- 189. Systems will be integrated to enable CCTV networks to be linked to provide a common infrastructure.
- 190. Information sharing improved through joint tasking and co-ordination and shared systems.

CDRP's in East & West Cheshire

The Crime & Disorder Act Review recommended that a strategic CDRP at County level would be “too remote from the communities it serves”.

West Cheshire Districts anticipated this and in March 2006 agreed the formation of a new West Cheshire (Police BCU-based) Strategic CDRP structure with local operational partnerships at district level and tasking groups based on Police NPU's.

New CDRP's, covering each new unitary authority and coterminous with the Police BCU areas, will ease the 'meetings pressure' on existing partners and allow agencies like the National Probation Service to play a more active role in these partnerships.

The new CDRP structures will provide the framework to respond to the new Community Call for Action and Face the Public sessions. They will strengthen community engagement by all agencies, eliminate the existing plethora of individual agencies' community meetings, demonstrate joined-up delivery and tackle the causes and symptoms of disadvantage.

Environment & Health

- 191. Tackling climate change is a key cross cutting issue for the new authorities. Specific resource has been identified within this service area to drive forward the agenda and co-ordinate work at both sub-regional and neighbourhood levels to ensure that timely action is taken on greenhouse emissions and other environmental pollution to help mitigate the impact of climate change.
- 192. Merged district teams will increase capacity and responsiveness on key community issues such as noise nuisance, air and water quality and contaminated land.
- 193. There will be improvements in Emergency Planning and Civil Contingencies preparedness, across the Mersey & Dee estuaries and associated industrial sites.
- 194. The integration of the Director of Public Health as part of the management structure of the new organisation will enable environmental health activity to better aligned with higher level health outcomes and will significantly improve multi agency working.

Waste & Recycling

- 195. Waste management is currently split across 6 District Councils responsible for Collection and the County Council for Disposal. This is a big impediment to effective working which the two authorities will address. They will place this within the context of their strategies for carbon neutrality and waste minimisation and by working with other neighbouring authorities outside the existing County Council administrative boundaries and within the East and West sub-regions.
- 196. Single Waste Management authority responsible for collection, recycling, treatment and disposal. Joint procurement of Collection contract will produce projected savings of £2.4m.

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- 197. There will be provision of two new East & West Cheshire Materials Reclamation Facilities. The current Waste Treatment PFI scheme will continue unaffected and will form a key component of developing the integrated package.
- 198. Pooling of recycling targets will guarantee achievement of national target of 40% by 2010 and avoid LATS penalties.
- 199. A comprehensive communication and education strategy will be applied across neighbourhoods, schools, retail sector and manufacturing industry, with scope for sub-regional waste partnership work on awareness campaigns in conjunction with the place marketing service.

Waste Management

The existing countywide fragmentation of Waste Management and differing policy paths has meant that sub-regional, joint-working opportunities for both East & West Cheshire have not been accessed or evaluated.

Modern day waste management infrastructure is technically complex and costly. The ability to secure early agreement on a single Waste Strategy for each area, alongside joint working between the two authorities, will enable the benefits of sub-regional partnering to be fully explored and realised, releasing additional resources for further innovative investment.

Each area will work within the economic, and therefore environmental, sub-region with industry and the business sector to improve environmental performance on 'greenhouse' emissions, dealing with trade waste and packaging, air quality and promoting increased corporate responsibility. Similarly, local communities have an important role in taking action on and responsibility for environmental issues and this would be addressed at a neighbourhood level.

Cross-border partnering would ensure improved application of the 'proximity principle' in dealing with waste whilst delivering the maximum efficiencies of scale through joint procurement and commissioning.

Public Realm & Street scene

- 200. Integrated street scene contracts will enable co-ordinated works in the public realm, including Cleansing, Grounds and Highways maintenance.
- 201. Neighbourhood teams delivering joined up, complementary public services improving local environmental quality overcoming confusion of responsibilities and uneven treatment of the public realm.
- 202. Joint working with shared facilities, equipment and asset rationalisation will deliver savings for re-investment in improved services and public satisfaction.

Neighbourhood Delivery

The success of the DCLG funded Neighbourhood Pathfinder in Blacon has resulted in major service re-engineering to mainstream the learning gained from this pilot. Chester's Street Cleansing teams are now neighbourhood based with dedicated staff responding to local public priorities.

Stronger accountability through Ward Councillors will improve community cohesion, generating local pride and respect. This local approach will provide reassurance and confidence in public service providers, that we listen, respond and let people know what we are doing in their communities.

Planning & Transport

203. Strategic policy making will be streamlined by integrating Housing, Planning, Economic Development, Waste and Transport Strategy both at the local level and sub-regionally.
204. Instead of six LDFs there will be two and they will be developed to sustain and shape real places. They will not begin and end at existing administrative boundaries that ignore socio economic sub regions.
205. Waste and minerals planning will be carried out at the appropriate sub-regional level. The waste streams and the minerals supply chain largely reflect the economic geography, with West Cheshire being closely connected to North East Wales and the east to Manchester.
206. In the medium term there will be scope for further efficiencies through the sharing of these strategic functions with unitary authorities across the City Regions through MAAs. LDF's will be aligned with community plans and developed from the bottom up.
207. Parking strategy and operations will be better joined up with wider transport, economic and land use planning. A more co-ordinated and consistent approach can be taken to parking policy and management in line with shared economic and environmental priorities. Decriminalised parking will be rolled out more effectively without the confusion caused by the current two tier split.
208. There will be a major streamlining of committees.
209. There is significant scope for further efficiencies arising from the joining up of Building Control services, not just within the new organisations, but also with other authorities. The benefits of this approach have already been proven in East Cheshire.

Building Control partnership

210. A joint Building Control Partnership involving Macclesfield, Congleton and Crewe/Nantwich Borough Councils was established in 2006.
211. This has shown 10-15% savings in terms of staff costs and has provided a more effective and efficient service.
212. A Joint Committee of representatives from the 3 Districts manages the Partnership.
213. As well as extensive use of mobile working and Partnership agreements with the development sector, the Partnership provides a leading example of how a future unitary solution could operate.

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- 214. The creation of the two new unitaries will reduce the complexity of application processes and the number of committees.
- 215. Existing arrangements for dealing with over 5,000 planning applications/year in East Cheshire sees over 90% (mainly householder applications) delegated to planning officers for a decision. This has resulted in a performance rate of in excess of 90% being decided within the 8 week target. The balance of applications are dealt with at the 60 Planning Committees held across the 3 Districts.
- 216. Under the new arrangements, the number of Committees will be streamlined to around 30; this will fit in with the Government's policy of planning decisions taken at the right level.
- 217. The alternative arrangement proposed for a single Unitary Cheshire Council would involve upward of 120 meetings/year, with a significant increase in costs and delays and reduced customer satisfaction.

Strategic Housing

- 218. Two strategic housing authorities joined up with the other local authority services (such as housing and economic development, property and social services) and working across a recognised contiguous housing market area will ensure no one is disadvantaged by where they live.
- 219. Supported housing will be delivered more effectively through the joining up of social services and housing providers at the local level. Clients will have one point of contact and be treated with sensitivity and respect for their often long standing connections to the places they live.
- 220. Vulnerable people will not be subject to remote bureaucratic decisions which may uproot them from their home ground and disconnect them from their local networks of friends and family.
- 221. Best practice in affordable housing provision will apply across the new areas.
- 222. Housing strategy will be aligned with other complimentary services such as planning and economic development ensuring a more rounded approach is adopted.
- 223. Effective housing partnerships will be developed, with the authorities leading the way in challenging partners to pool resources to mutual benefit, thus removing needless competition between areas with different needs.
- 224. Housing investment will link to the wider regeneration agenda by co-ordinating investment in public and private stock with improvements to the public realm and associated social and economic infrastructure.
- 225. Better alignment of each authority and the health sector will reap significant benefits, particularly in the more effective targeting of housing adaptations through Disabled Facilities Grants.
- 226. The LA's will also take a more proactive lead in tackling some of the "wicked" issues (such as homelessness and traveller provision), which often result in avoidance or deferral, rather than solutions. They will take responsibility for addressing problems within their own communities.

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- 227. A single strategic housing partnership will replace current multiple arrangements, with cheaper support infrastructure, a more co-ordinated approach and more powerful voice for the housing market area.
- 228. The partnership in Chester with the fire service for private sector housing inspection work can be applied across both areas.
- 229. A single housing agency agreement in each area will replace multiple contracts and will deliver economies of scale as well as ensuring a consistent approach to the roll out of choice based lettings, so options for social tenants will mirror those of the private market; there will be a single housing register and a co-ordinated homelessness service.

Major Projects

- 230. The two new unitary authorities will have a strong focus on delivering major regeneration projects such as the Northwich Vision, Weaver Valley, River Dee and Mersey Regional Parks, Ellesmere Port Waterfront and Economic Development Zone, Deeside Hub, and Chester Culture Park, Crewe Gateway, Macclesfield Town Centre Regeneration.
- 231. The creation of specialist multi-disciplinary services from architecture, engineering, property and landscape together with project managers will improve capacity to deliver these and other major projects.

Place Marketing

- 232. A more focused approach will be taken to place marketing and inward investment, developing strong sub-regional brand/identities, linked to the strategies being implemented through City Region Development Plans, and significantly reducing costs of multiple campaigns.
- 233. Property and business enquiry systems will be rationalised and savings made by providing integrated systems in each market area.
- 234. The demands of business for skills and training will be better joined up with the learning and employment agencies and education providers, complementing work underway to develop City Region full employment strategies.
- 235. Co-ordinated recruitment and aftercare will be provided at a level that the market recognises and to which individual businesses respond. Already these services are offered on an East/West Cheshire basis.
- 236. The supply of employment sites and buildings will be managed and planned for on a strategic basis, avoiding current inter-locational competition, and ensuring that a range of quality market-ready sites is made available to meet the distinct sectoral requirements of the economic sub-region.
- 237. In Chester and Cheshire West there will be a unified and coherent focus on tackling multiple deprivation, building upon the pioneering cross boundary work of the Mersey Dee Alliance dealing with barriers to employment.
- 238. The new authorities will be local enough to ensure a bespoke approach to meeting the needs of vulnerable people and disadvantaged neighbourhoods. Community training initiatives and 3rd sector development will be targeted at the specific needs of individuals and areas.

People and Places Business Case

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239. Enterprise promotion will be streamlined and strengthened by joining up to create a virtual public service for the sub-region at the local level. Support will be targeted at key local sectors with the potential to develop centres of excellence and supply chain initiatives to meet the specific needs of key employers.

TRANSITIONAL ISSUES

240. East & West Cheshire unitary authorities will collaborate to deliver on the public and partner benefits identified in this business case. Key issues include:

No	Issue	Lead	By when
1	Stock Options review for West Cheshire (EP&N Housing Stock)	Deputy Chief Executive PLACES	2010
2	Aligning key strategies and standardising policies	Deputy Chief Executive PLACES	2009/10
3	Integrate and align Local Development Frameworks	Deputy Chief Executive PLACES	2010/11
4	Rationalisation of partnerships, particularly CDRP's	Deputy Chief Executive PLACES (with key partners)	2009
5	Alignment and re-negotiation of key contracts e.g. Waste Collection	Deputy Chief Executive PLACES	2009
6	Creation of multi-disciplinary teams e.g. regulatory services	Deputy Chief Executive PLACES	2009/10
7	Cross-border Housing Partnership established through MDA	Deputy Chief Executive PLACES	2008

Service Block Assessment - Performance and Capacity

ORGANISATION OF SERVICES

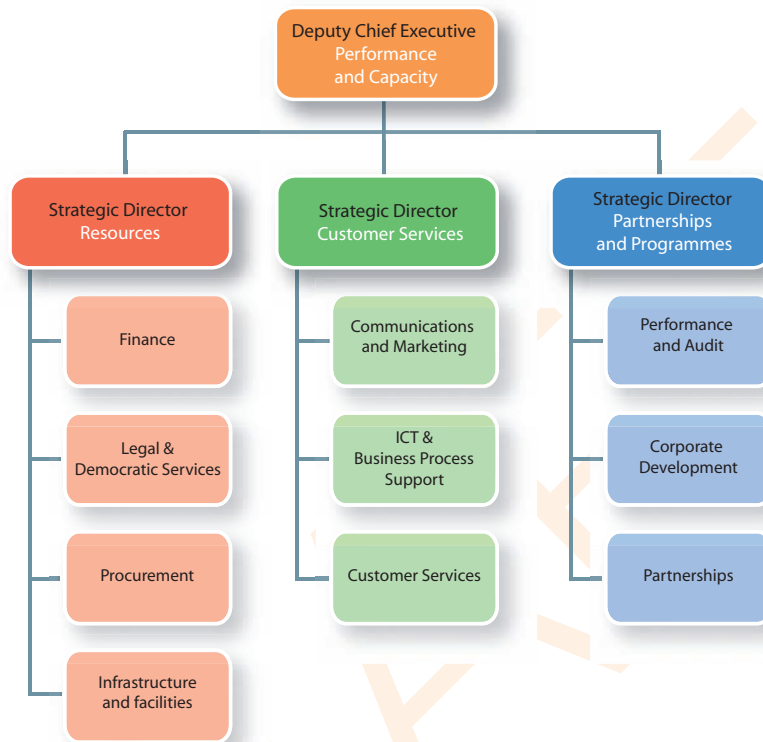
241. This directorate will:
- work with elected Members to set the strategic direction and develop the community strategy
 - ensure that robust performance monitoring of community outcomes is conducted
 - put Customer Services at the fore, meeting the needs of residents directly at neighbourhood contact centres as well as via electronic and telephonic means
 - provide the support mechanisms for the People and Places Directorates
242. To ensure that the services identified are relevant to the People and Places agenda, efficient, effective and able to respond to a changing we have used comparator information from existing unitary organisations. These organisations are East Riding of Yorkshire, Halton, Warrington, St Helens, Wigan and Wirral Councils and have been the source of data to support our propositions.
243. This directorate provides the means by which all our local residents and businesses will:
- influence policies and services of all public agencies and voluntary sector
 - access our services, across all channels, including face to face in neighbourhood locations, electronic and telephonic
 - bring about change to their local community
244. The culture of the new organisations will be one of high achievement and customer focus. There will be investment in training and development and a strong approach to the management of employee performance to ensure value for money.

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Annex C

STRUCTURE

245. The structure proposed has 10 Heads of Service reporting to 3 Strategic Directors of Resources; Customer Services and Partnership & Programmes.



246. Services delivered by each area include:

Strategic Director	Head Of:	Services covered
Resources	Finance	Finance/ Accountancy S151 Officer Revenues and Benefits Management of External Funding & Grants Pensions (<i>one authority to host</i>) Education Awards
	Legal and Democratic Services	Member Services/Support Monitoring Officer Scrutiny Legal Electoral services

People and Places Business Case

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Strategic Director	Head Of:	Services covered
	Procurement	Procurement and Commissioning of people services Procurement and Commissioning of Performance and Capacity services
	Infrastructure and Facilities	Procurement and Commissioning for Place Asset Management Facilities management Property Management
Customer Services	Communications and Marketing	Communications and marketing Print and Graphics Websites
	Business Process Support and ICT	ICT DIP & Workflow Business Analysis/Systems Development GIS/CRM
	Customer Contact	Customer Services One Stop Shops Contact Centres Other Access Services
Partnerships and Programmes	Performance and Audit	Performance Risk Internal Audit Programme and Project Offices Health & Safety Business Continuity BPR
	Corporate Development	Policy Planning Strategy Research and Intelligence Human Resources
	Partnerships	LSP LAA/MAAs Area/Neighbourhood Working Sustainable Communities Strategies External Funding Advice Neighbourhood Renewal Strategy

COMMISSIONING OF SERVICES

247. Commissioning of Performance and Capacity Services will be done on the basis of maximising economies of scale whilst providing each authority with the ability to customise its support to suit its needs. Thus in general more strategic requirements will be authority based whilst more transactional services will be provided on a shared authority basis if more appropriate opportunities exist elsewhere.
248. For example planned ICT provision balances the need for some services to be provided locally whilst maintaining aggregated services by sharing the delivery between the 2 Councils. This reflects the flexible approach to service delivery taken in planning services for the new authorities. The maintenance of the Cheshire network will be managed by East Cheshire on behalf of both councils to gain economies of scale.
249. The intended Programme and Project Management approach will ensure full options appraisals and whole life costing is integral to procurement across the council. Using this approach the new authorities will take a fresh look at how all their services, goods and facilities are procured over a five year period.
250. All procurement for the new Councils will be carried out in this directorate including procurement for activities and functions. This corporate approach to the delivery of Procurement will drive more efficiency in our service delivery to meet the future Gershon style savings required for the new organisation People and Places.
251. We will build upon existing shared procurement activity and structures utilising all modern procurement methods including e-procurement and Framework Agreements. Where possible, we will partner with other public agencies including other local authorities, PCT's, housing associations and the private sector to add value and secure greater efficiencies.
252. Procurement will be delivered corporately. This process will drive more efficiency in our service delivery to meet the future Gershon style savings required of the new organisation.

DELIVERY OF SERVICES

253. Programme and project management approach underpins the organisation of business within each authority. It enables a flexible, fluid and learning organisation that will build future capacity.
254. Single Customer Contact organisation in each council, with common CRM, GIS and corporate DIP systems will lead to significant improvement to the customer service delivered. This also enables single public service contact arrangement in developing work with our partners. Ultimately we will be the face of the public sector.
255. Linking community planning and local area agreements (multi area agreements) with the local strategic partnership is fundamental to 21st century local government and governance. The new authorities have a division that brings strategic planning together with neighbourhood capacity support. Linking these together will have a major impact on the community and their understanding of accountability of public services. The respective geographic size of the organisations allows citizens to identify with and to influence public service provision in their area. Bringing together these functions for East and West Cheshire will produce greater understanding and engagement for the resident, better interaction with health and other partners and more effective local authority resource allocation.

People and Places Business Case

Annex C

256. Establishing a single ICT support mechanism to support systems within each organisation will enable full utilisation of technology to provide relevant services to the community for 21st century as well as realising major efficiencies. The proposed structures will deliver the required enhanced support to schools and community venues. Rationalising the current disjointed approach will produce significant staffing saving. This is based upon what is done by existing unitary councils compared to our current resources.
257. Many system changes are already planned within existing capital programmes negating the need for additional transition costs for ICT. This is because many system changes are already planned with existing capital programmes. Capital programmes for ICT and system development across the districts and the county total c£7m. This funding would meet initial system development costs whilst staff capacity would be directed to support integration over the transition period.
258. Aggregating current systems to have the same customer, financial and planning systems will save on direct support payments. Utilising the Cheshire wide network fully across all public services will also impact significantly on service delivery, support and costs.
259. By focusing on effective and efficient service delivery to the customer the cost benefits of utilising mobile technologies and home working on accommodation will be recognised.
260. Revenues and Benefits will be delivered in each of the authorities. In addition all means tested benefits for People services will be done here as the same data is required for client group. This will reduce duplication and improve services. East Riding is the exemplar here and our model.
261. Bringing the accountancy, audit, insurance and treasury management functions into 2 organisations will improve the standard and consistency of support to front line services and partnerships. Rationalising from 7 councils to 2 and our commitment modern procurement principles to will reduce the numbers of transactions for exchequer services. Equally only managing 2 budgets, 2 sets of accounts and 2 insurance and treasury functions will reduce the resource requirement. Comparing with existing unitary councils and particularly those with 4 stars indicates significant reductions whilst delivering more flexible support.
262. Striving for excellence as well as value for money is fundamental to the new organisations. To enable delivery of this ambition, audit, improvement and performance have been brought together. This structure will ensure that East and West Cheshire embed a culture that always examines their performance against best practice and continually strives to be exemplar. Rationalising these teams also produces significant economies of scale whilst delivering significant additional value.

ENSURING VALUE FOR MONEY

263. In determining resources required to run the new organisations, we have worked with leading unitary authorities such as St Helens, Halton, Wigan and East Riding councils to establish appropriate structures. We will subsequently balance our need to embed best practice with requirement for experienced staff to help us through the initial transition period. Substantial savings have been identified and quantified across the directorate.

Revenues and Benefits

264. Utilising East Riding as an exemplar and including 20 visiting officers, savings of 50 posts across the county have been identified. This is aided by bringing together all means tested benefits.

Accountancy and Exchequer

265. Savings of 100 posts have been identified when comparing existing resources to unitary authorities.

Legal & Member Services

266. A structure of 53 will be established for each new council to support its processes. This will reduce staffing by 50 across the two new authorities.

Infrastructure and Facilities

267. Looking at Wigan as a key comparator with regard to budget in this area, we have identified a staff structure of 65 staff for each council. This will reduce staff numbers by 30 across the county. There will be a slight variation in structure between East and West with the West requiring higher levels of parking services staff to meet the demands of Chester as a major destination. It is proposed that the new authorities consider the opportunities for Markets management early in their transition period.

Communications and Marketing

268. We established the requirement of a team of 15 for each organisation which is made easier with the direct links to customer contact. We anticipate staff savings of 20 posts and in excess of £0.5m in non staff costs by removing duplication of publications and forms.

ICT & Business Process Support

269. Analysis of current staffing levels show 400 posts across the area. A prudent estimate of 150 posts per Council will enable full utilisation of the benefits of technology for the customer and to achieve further efficiencies. On the face of it, this seems excessive when one compares to Halton, St. Helens and even East Riding. However, a health check needs to be put here. East & West Cheshire are considerably larger than Halton and St. Helens by both geography and population and consequently the number of work stations and customer contact positions will significantly higher. Support for schools and community facilities is currently weak and will be significantly enhanced. In addition there will be considerable development taking place over the period 2009-2011.
270. Even with this major enhanced service to bring about the technological change, ICT staff numbers will be reduced by 100.
271. Aggregating current systems across 2 organisations, rationalising to single CRM, GIS and DIP systems and utilising these technologies to replace out dated Client Record Systems in Children and Adult Services will vastly improve the customer experience of East & West Cheshire citizens. This process will also be coupled with fully utilising the county-wide network will achieve significant non staffing support costs. A prudent estimate of this is £2m by the end of 2010.

Customer Services

272. Increased access and delivery solutions of first contact are fundamental to People and Places. We shall substantially enhance customer services from within existing resources. Customer contact will also be further developed by more utilisation of mobile technology.

Performance and Improvement

273. Developing our model has identified savings of 20 posts in the audit and performance area whilst improving access to specialisms such as computer audit. Key specialisms will be procured and delivered together. Rationalisation of audit and performance plans will also ensure better targeting of resources. Significant strides will also be made by linking all performance work to the Local Area Agreements.

Corporate Development

274. A robust approach to strategic planning and organisational development is being developed by bringing together human resources and research and intelligence. Savings of 60 posts have been identified in this area, predominantly in HR.

Partnerships

275. This area will manage Local Strategic Partnership, neighbourhood working, the Local Area Agreements and Multi Area Agreements. Programme managers will support area working. An additional investment in up to 20 posts will be made to support localism.

ASSESSMENT AND MANAGEMENT OF RISK

276. It is considered that the principal areas of risk are as follows:
- failure to achieve economies of scale
 - poor procurement and commissioning of services, including quality
 - bringing partners together to undertake joint commissioning and planning
 - lack of flexibility to renegotiate ongoing contracts
 - failure to implement effective Programme and Project Management
 - failure to prioritise services and focus on outcomes
 - insufficient resources to meet demand
 - failure to implement effective performance management and embed best practice
 - failure to effectively manage change
 - disruption of support services in transition phase
 - loss of experienced staff due to uncertainty and job satisfaction during transition period
 - failure to train, develop and nurture staff
277. (Further detailed work on Risk Assessment currently being undertaken including identification of mitigation)

People and Places Business Case

Annex C

KEY TRANSITIONAL ISSUES AND TIMETABLE

278. Many of the key transitional issues in this business area surround ICT infrastructure, system rationalisation and human resource issues.

	Action required	
What should be done before April 2009	Mapping of: ICT systems Property assets Other assets Strategies Contractual commitments Staff	Develop Asset Management Plan Corporate Procurement Policies
What should be done on 1/4/09	Implement: Asset management plan Corporate Procurement policies	
What should be done by 31/3/11	Review of staffing structures across the council to ensure structures fit for purpose	
What should be done by 31/3/13	All transitional costs repaid Fully implemented Electronic business processes based on unique property and people references via GIS & CRM Complete second stage	Revised staff structures following review implemented

	Base Figures			20% Negative Variance		
	West Cheshire £,000	East Cheshire £,000	Total £,000	West Cheshire £,000	East Cheshire £,000	Total £,000
Net cost of services	205,765	211,211	416,976	205,765	211,211	416,976
Financing costs	4,906	8,068	12,974	4,906	8,068	12,974
Transfer to/(from) reserves	(3,225)	(3,423)	(6,648)	(3,225)	(3,423)	(6,648)
Demand on tax: Local and Central	207,446	215,856	423,302	207,446	215,856	423,302
Local tax contribution	(132,409)	(156,491)	(288,900)	(132,409)	(156,491)	(288,900)
Central tax contribution	(75,037)	(59,365)	(134,402)	(75,037)	(59,365)	(134,402)
Total tax contribution	(207,446)	(215,856)	(423,302)	(207,446)	(215,856)	(423,302)
Savings						
Gross Savings	(15,093)	(15,093)	(30,186)	(12,074)	(12,074)	(24,148)
Harmonisation of Council Tax	1,049	642	1,691	1,049	642	1,691
Transitional Costs (£12.1m over 4 years)	2,520	2,520	5,040	3,024	3,024	6,048
Net Savings	(11,524)	(11,931)	(23,455)	(8,001)	(8,408)	(16,409)

Sensitivity Analysis @ 20%