

SUPPORTING LEICESTERSHIRE FAMILIES (SLF) PROGRAMME

STATEMENT OF COMMITMENT

JOINT STATEMENT OF THE CHIEF EXECUTIVES OF LEICESTERSHIRE COUNCILS SUPPORTING THE IMPLEMENTATION OF THE SUPPORTING LEICESTERSHIRE FAMILIES PROGRAMME

INTRODUCTION

1. The Leicestershire Together Strategic Commissioning Board, at its meeting held on 22 June 2012, approved the establishment of a new Supporting Leicestershire Families Commissioning Board and Executive. The purpose of the Commissioning Board is to oversee the introduction of and monitor the effectiveness of operational services for families

PURPOSE

2. Leicestershire County Council and the Leicestershire District Councils¹ have important leadership responsibilities to develop and deliver these services at county and locality² levels. This document confirms the agreement and commitment of;
 - Blaby District Council,
 - Charnwood Borough Council,
 - Harborough District Council,
 - Hinckley and Bosworth Borough Council,
 - Leicestershire County Council,
 - Melton Borough Council,
 - North West Leicestershire District Council, and
 - Oadby and Wigston Borough Council,

to singularly and jointly use their best endeavours to secure the delivery of the SLF outcomes and services as set out in the attached Service Specification and Operating Framework.

DISPUTE RESOLUTION

7. Any disputes or grievances arising in or about the operation of the Programme or between the Parties that cannot otherwise be resolved will be referred to the Supporting Leicestershire Families Commissioning Executive which will endeavour to resolve the issue in conjunction with the respective parties.

¹ The term District Council means the Borough and District Councils in Leicestershire

² The term locality means the geographical area under the jurisdiction of a District Council

SUPPORTING LEICESTERSHIRE FAMILIES

SERVICE SPECIFICATION AND OPERATING FRAMEWORK

April 2013 – March 2016

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INTRODUCTION

1. The Supporting Leicestershire Families (SLF) Programme was established in 2011 as one of the Coalition Government's 16 Community Budgets under the name "Families with Complex Needs", with the dual aims of:
 - Improving outcomes for England's most complex families
 - Reducing the public service costs resulting from addressing the needs of these families.
2. Approximately 1,300 families in Leicestershire meet the agreed criteria for complex needs, as well as a further 2,000 families identified as having some of the risk factors that could result in their needs becoming complex. These families are those to be supported by the SLF programme.
3. This document sets out the arrangements for Leicestershire County Council (the County Council) and the Leicestershire District Councils - on behalf of the County Supporting Leicestershire Families Commissioning Board, and the Locality Supporting Leicestershire Families Partnerships - to work together to support families. It reflects the joint commitment to support all those families by improving the way local agencies work together to achieve better outcomes for families across Leicestershire. The SLF programme is an ambitious approach designed to systematically change the way public services are provided in the County. It seeks to develop a much closer relationship between services and communities, citizens and service users leading to improvements in understanding, service design, commissioning and most importantly outcomes being experienced by individuals, families and communities, and consequently their dependence on public services and the associated costs.
4. The programme and this specification are predicated on an integrated service model that includes:
 - Targeted service provision at individual, family and community levels to support families and individuals with complex needs to improve their life chances, opportunities and remove the reliance on public services.
 - A focus on earlier intervention, preventing vulnerable families and individuals from developing complex needs.
 - A focus at the community level to help lift families and communities most in need out of need.
 - A cohesive multi-agency response to individual, family and community needs at a strategic, managerial and operational level.
5. Operating within a consistent countywide framework the locality SLF partnerships, represented by their district council have primary responsibility for bringing local partners together to develop and deliver the Services in the their locality. The County Council has responsibility for leading the commissioning of the countywide delivery of the Supporting Families Service and to support this delivery through the development and improvement of processes, policies and standards across the countywide service.

FAMILIES REQUIRING SUPPORT

6. The March 2012 count indicated the following number of families requiring support in Leicestershire:

	High risk	At risk	Total
Blaby	80	172	252
Charnwood	431	635	1,066
Harborough	66	150	216
Hinckley & Bosworth	277	390	667
Melton	127	161	288
North West Leics.	235	354	589
Oadby & Wigston	68	156	224
Total	1,284	2,018	3,302

7. This specification details the arrangements to support these families. The numbers will change as agencies improve and refine their approach to the early identification of families and as families move in and out of the identified categories. The Head of Service will keep the balance of demand between localities under review.

PURPOSE OF THE SPECIFICATION

8. The specification outlines the agreed; processes, activities and outcomes to be achieved within localities. This includes those families where the support meets the Payment By Results criteria. On behalf of the SLF Commissioning Board the County Council will provide to District Councils the resources funded by; central government grants, the Clinical Commissioning Groups, Public Health, District Councils, the Police, Job Centre Plus, and the County Council.
9. The SLF Commissioning Executive will agree any changes to this document that may be required as the countywide programme develops and learns.
10. The SLF Commissioning Board has supported the proposals from the District Councils to lead the development, coordination, management and delivery of services in their respective districts. Strong collaboration with partners was identified in all the proposals to ensure an integrated approach to the support provided to families.
11. The County and District Councils will jointly develop, agree and work within the strategies and policies outlined in this specification to ensure that the Services are integrated, accessible, inclusive, sustainable, based on evidence based need, and result in measurable improvements to the lives of families. In particular locality based SLF staff will be required to adhere to their employing bodies e-communications usage policy and guidance, as well as all requirements outlined in the SLF Safeguarding Policy and procedures. The County and District Councils will develop and agree countywide operational, guidance, systems and processes - updated as required - to try to minimise local administrative demands.

THE LEICESTERSHIRE FAMILY SUPPORT MODEL

12. The programme combines local delivery - led by the respective locality SLF partnerships with the District Council assuming primary responsibility - with a

common Leicestershire framework encompassing consistent standards and processes. This enables local partners to use their existing knowledge and resources to best support local families within a clear business and governance framework.

RESOURCES

13. The SLF Commissioning Board will resource the District Councils in accordance with the details in Schedule 1. Funding to provide the family commissioning budget will be based on the number of families supported by Family Support Workers.
14. The SLF Commissioning Board reserves the right to reallocate funding and resources where it reasonably considers this to be an appropriate course of action, for example where the success of the local programme has reduced demand in a particular locality. Any such decision will be taken following discussion and negotiation with the relevant locality SLF partnerships.

STAFFING

15. The core staffing for the programme has been developed to include:
 - A Head of Service
 - A Locality Manager.
 - Senior Family Support Workers.
 - Family Support Worker posts.
 - Business and performance support (centrally located and managed)
16. The Head of Service means [*insert the name of the person and the post they occupy*] employed by the County Council as the Head of Leicestershire Supporting Families Service to lead the commissioning of the countywide operational delivery of the Supporting Families Service.
17. The Locality Manager means the person employed by each District Council or the County Council who is responsible for; the performance of the locality against agreed outcomes and numbers of families targeted, for adherence to the family model and the spirit of the vision and strategy for Leicestershire's families, and for compliance to core standards established for the service.
18. The Senior and Family Support Worker posts will be 3 year fixed term appointments. Regardless of employer the terms and conditions of these posts will specify the requirement to work in other localities if required. The Head of Service shall be able to deploy the staff in other localities in the wider interests of the countywide programme, providing the decision is taken on reasonable grounds following proper consultation with the respective District Councils, other interested parties and locality SLF partnerships, and implemented on a planned basis with a full understanding of the likely impact.
19. The County Council or District Council will employ the agreed Senior Family Support Workers and Family Support Worker staff, as detailed in Schedule 1 on a Job Description, Person Specification and terms and conditions identical to or consistent with those of the staff employed on the programme in other localities. The County Council and respective District Council will jointly recruit to the above posts to ensure countywide consistency.

20. As outlined in the job description, a dual reporting system will be in place for the Senior Family Support Workers. They will be formally line managed by the appropriate Locality Manager, whilst the Head of Service will manage the countywide development of the Supporting Families service.
21. District Councils will appoint the Locality Manager with the specified competencies as detailed in Schedule 2. District Councils may decide to have a different job title and combine the role with other District Council responsibilities providing the post holder has the time required to manage the service. The SLF element of the post holders contract will be a 3 year fixed term appointment.
22. Where they are the employing body District Councils will undertake enhanced Disclosure & Barring Service (DBS) checks for the Locality Manager and will not appoint anyone to the SLF element of the post holder's role prior to the receipt of a satisfactory check from the Disclosure and Barring Service.
23. Where any staff are appointed solely by a District Council to any SLF post or role the District Council shall involve the County Council in any recruitment process. Where the post holder is already in place the District Council shall provide a written statement demonstrating how each competency has been met.

CORE SYSTEMS PROCESSES AND REQUIREMENTS

24. To ensure consistency of approach and to minimise the demands on District Councils the following common systems, processes and requirements will be used in the management and operation of the SLF programme at a countywide and locality level. These will be developed and agreed jointly by the County and District Councils to secure alignment with existing policies:
 - Referral arrangements
 - Safeguarding arrangements
 - Case allocation and recording
 - Case management including Team Around the Family and Common Assessment Framework arrangements
 - Staff Supervision system for the Senior and Family Support Workers.
 - Training provision for the Senior and Family Support Workers.
 - Performance management and evaluation systems, including targets.
 - Information sharing arrangements as governed by the requirements of the multi-agency Information Sharing Agreement, including escalation procedures in event of a breach or suspected breach.
 - Data and information systems, including the **Multi Agency information Sharing Hub**.
 - Operating guidance and standards
 - Dispute resolution (including casework disagreements)
 - Complaints system
 - Quality assurance (records, reporting, visits)
 - Liaison and accountability arrangements with the Council
 - Staffing competencies (see Schedule 2)
 - Financial management (including recording, reporting, pooled budget arrangements).

ACCOUNTABILITY AND GOVERNANCE

25. The Chief Executive of the County Council shall be formally accountable to the SLF Commissioning Board for the countywide delivery of the Supporting Families Service and the development and improvement of processes, policies and standards across the service. The Chief Executives of the District Councils shall be formally accountable to the SLF Commissioning Board for the operation and performance of their locality programme. It is also anticipated that the District Chief Executive's will report to their locality SLF partnership, in accordance with the arrangements outlined in paragraph 41. An appropriate officer can undertake the operational elements of these responsibilities on a delegated basis.
26. Neither the County Council nor the District Councils can deliver the services by themselves. They will all use reasonable efforts to develop effective partnerships with other agencies to ensure the full package of support and activities is available to the identified families. As such the County and District Councils have already committed to work collaboratively with their partners to deliver high quality coordinated services through a network of agencies.

PARTNERSHIP OVERSIGHT

27. Appropriate and effective multi agency locality SLF partnerships are required to oversee the programme and ensure the needs of families are met. The locality SLF partnerships will need to ensure they have the capacity to undertake strategic planning, implementation and review on behalf of the District Council Chief Executive and the SLF Commissioning Board.
28. The locality SLF partnerships might elect to form sub groups responsible for their programmes to undertake the above responsibilities on a delegated basis and report to and make recommendations to the respective locality SLF partnership.
29. Reports to, and decisions made by the locality SLF partnerships will be based on:
- A comprehensive understanding of locality needs,
 - The pursuit of and compliance with the agreed performance framework and outcomes of the SLF programme (see Schedule 3),
 - Compliance with high level strategic plans for Leicestershire and locality specific strategies, and
 - Advice and intelligence from "grass roots" sources that will report to or inform the locality SLF partnerships. These could be age, theme, place and case based sources and will tend to involve:
 - Practitioners working in different services/agencies.
 - Adult service users, parents/carers and young people who can advise the locality SLF partnership of services/resources needed, for example for specific places or in response to specific difficulties.
30. The membership of the locality SLF partnerships should fully reflect the multi agency nature of the SLF programme. It is the responsibility of each partner agency to ensure that its representative is able to speak on behalf of their agency/service and has authority to commit them to partnership recommendations and decisions. If the nominated representative for a service/agency is unable to attend a meeting the person substituting for them should have delegated authority to make commitments

on their behalf. In the event of continued non-attendance (for example 3 consecutive missed meetings) the Chair of the locality partnership shall raise the matter with the Head of Service to agree a course of action.

31. Members of locality SLF partnerships are expected to feed back/cascade information from partnership meetings to the service and agencies they represent and ensure agreed actions are implemented.

32. Given the remit and expectations of the SLF programme the locality partnerships should normally include the following:

- District Council services
- Health Services
- Job Centre Plus and/or their agents
- Leicestershire Adults and Communities Services
- Leicestershire Children and Young People's Services
- Police
- Private and Independent Sector organisations
- Probation
- Schools
- Voluntary Sector
- Youth Offending Service

If any agency that is a signatory to the countywide SLF programme declines membership of the locality SLF partnership the District Council Chief Executive shall raise the matter with the Head of Service to agree a course of action.

SERVICE DELIVERY

33. The County Council and District Councils will work together and with partners to ensure the Services and activities for each locality programme are provided or secured in line with the relevant national and local guidance that may become available or may supersede any such guidance.

34. In line with the agreed Job Descriptions and person Specifications (see Schedule 2), suitably trained, qualified and experienced staff must deliver the Services and activities, or volunteers appropriately trained and supported by professional staff.

35. The services to be delivered ("the Services") will include support to adults and families to:

- Improve their life skills including managing family and personal relationships, household management, personal and domestic budgeting.
- Become more financially stable and independent.
- Reduce offending and anti-social behaviour.
- Improve school attendance.
- Prepare for and take up employment.
- Secure appropriate and stable accommodation.
- Tackle substance misuse.
- Improve family health, including mental health.
- Manage disability.
- Respond to domestic abuse.
- Strengthen parenting capacity.
- Strengthen family and social relationships, including reducing isolation.
- Strengthen personal and family resilience.

36. The design and delivery of the Services will be aimed at improving the life chances, choices and outcomes of the individuals and families supported and consequently impact positively on the performance measures detailed in Schedule 3.
37. Specific attention has to be given to those individuals and families meeting the governments Payment By Results criteria. Such families would normally be expected to be on the Family Support Worker caseload in line with the measures detailed in Schedule 3, and every effort made to achieve the outcomes of the national Troubled Families programme.

OBJECTIVES TARGETS PERFORMANCE MANAGEMENT AND SCRUTINY

38. The SLF programme is aimed at improving outcomes for families demonstrated through the achievement of objectives and measures set out by government and the SLF Commissioning Board - as detailed in the performance framework in Schedule 3. ("the measures")
39. The measures may be subject to variance during the period of this Agreement by central government, the SLF Commissioning Executive or locally following discussion and agreement between District Councils and the County Council. The Head of Service, or another appointed senior local authority officer will notify the District Councils of any changes determined by central government within 7 working days or as soon as practicably possible in the case of significant changes with an immediate impact.
40. The District Councils supported by the County Council are responsible for the performance management of their locality SLF programmes. The County Council will provide regular performance information to District Councils and the locality SLF partnerships. To enable this District Councils will regularly update the countywide data collection system and will ensure the data is accurate and of high quality. The frequency of updating and information provision will be discussed and jointly agreed as the data collection system requirements are developed and finalised. This will produce the data to support; District Councils to monitor, manage and evaluate their locality SLF programmes, and the County Council to monitor, manage and evaluate the SLF programme on a countywide basis.
41. Joint implementation of the agreed common systems and procedures for the collection, accurate analysis and reporting of performance against the agreed measures and indicators is important to fulfil the reporting requirements outlined below. The District and County Councils will jointly discuss and agree the specific targets to be achieved against the agreed measures and indicators. These will be agreed as part of the Annual Business Planning process and be signed off by the locality partnership.
42. To monitor the success of the programme the District Councils will use the information referred to in Paragraph 39 above and regularly evaluate the programme and formally report to the locality SLF partnership and Head of Service as follows:
- | | | |
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| Quarterly | - | Performance report within four weeks of the quarter end. |
| Annually | - | Annual report within two months of the financial year end, including the annual performance report. |

- **Annual Conversation** in November.

A template will be jointly developed for the performance report, annual report, and annual conversation. They will be based on the national performance framework and agreed targets and outcomes.

43. In addition to the performance measures and indicators the Annual Report should seek to identify the likely service interventions prevented by local SLF activities, and provide case studies of successful interventions.
44. Programme evaluation is an important learning and development process and requires operational and strategic input. The County and District Councils, the SLF Commissioning Board and the locality SLF partnerships will need to participate in and support countywide and national programme improvement and evaluation processes as required. This includes attendance at and contribution to countywide performance and improvement meetings and activities, for example to share good practice and programme successes to drive locality and countywide improvement.
45. In addition to these arrangements the programme will be subject to the formal County and District Councils' scrutiny processes. The respective scrutiny bodies will determine the scope, detail and requirements of any such review.
46. If, through the evaluation and reporting processes outlined in paragraph 41 a locality SLF programme is not able to meet its programme aims and objectives the District Council and County Council will jointly agree an appropriate course of action, including the following options:

Improvement Plan	A plan prepared by the District Council's Chief Executive in conjunction with the locality SLF partnership and the Head of Service specifying the actions to be taken and the timescales for the required improvements.
Additional capacity	Temporary additional staffing capacity from a partner agency, depending on the nature of the action required.
Peer support	Support from another locality programme to identify the causes of under performance and support the required improvements.
Amalgamation	Combining managerial resources with another locality programme to operate a joint programme with a twin accountability route.
Referral to SLF Board	Referral to the SLF Commissioning Board to determine the future delivery of the locality SLF programme, including the outsourcing option.

OPERATIONAL MANAGEMENT ACTIVITY

47. Supported by the County Council, District Councils should prepare an Annual Business Plan in a format to be jointly developed. This should be agreed by the

locality SLF partnership prior to the commencement of the financial year. This document will form the basis of monitoring activity during the relevant period.

48. District Councils and their locality partners should put in place appropriate personnel and systems of engagement to plan, manage and ensure the delivery of services within the locality. This will require the joint planning of activities and services of all relevant partner agencies.
49. Systems should be developed to support the involvement and participation of service users and the wider community in the shaping of services.
50. The County and District Councils will collaborate to ensure that:
 - Staff working within the programme work to a common vision and shared set of principles.
 - Services comply with Leicestershire's Safeguarding procedures and have the means of auditing this compliance.
 - There is full engagement with the Leicestershire;
 - Team Around The Family.
 - Common Assessment Framework.
 - Lead Professional arrangements.
 - Information and data sharing processes.
 - A quality assurance system is in place.
 - Appropriate support and training is provided to staff through agreed performance management and supervision arrangements.

MANAGING THE PARTNERSHIP

51. The Head of Service will meet with each Locality Manager on a quarterly basis linked to the production of the Quarterly and Annual reports. The County Council's Assistant Chief Executive and/or Programme Director and Head of Service will also meet regularly with Locality Managers, and the Locality Manager's line manager on a countywide basis.
52. An Annual Conversation will supplement these meetings. This will form an in depth supportive exploration of each locality programme, its successes and barriers. The conversation will include the respective District Council Chief Executive, key members of the locality SLF partnership, and the SLF Commissioning Board.
53. Additional planned and ad hoc meetings are expected to take place between the Head of Service and the Locality Managers as required.
54. A formal implementation review meeting will take place for each locality programme six months after programme commencement. This can be combined with the routine quarterly meeting if appropriate. The agenda will be jointly developed and agreed.
55. At the end of year 2 of the programme a formal review will take place between the SLF Commissioning Board and the locality SLF partnership. The review will make provisional decisions about the future of the programme after the 3-year funding period. Provision has been made for potential redundancy costs should they arise.