

Supporting Leicestershire Families

Locality Proposals Information Pack

10th October 2012

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Context and Aims of Supporting Leicestershire's Families Service

■ **Context**

- Despite significant investment in services many families still experience the same problems from one generation to another.
- In the future, families will be supported so that the whole family have better lives and outcomes independent from the state.

■ **Overarching Aim**

- Leicestershire Together is committed to improving the lives of Leicestershire Families, particularly the most vulnerable. Our ambition is to improve outcomes for these families whilst reducing public sector costs.

Key Decisions – Overall

(The following have already been agreed through the programme)

- A whole place integrated Leicestershire wide approach with a single commissioning plan to support families with needs.
- A shift of resource to more vulnerable families.
- A long term sustainable approach to supporting Leicestershire's Families.
- Effective earlier intervention.
- The definition of families needing support are those with two or more relevant needs (*putting them at risk of having complex or multiple risks*) who would benefit from the whole family approach outlined in the agreed Family Model.
- We have recognised the need to change because separate short term service based interventions targeted at individuals are costly and repetitive, and longer term support for families is more likely to be effective and therefore reduce unnecessary costs.
- To move towards a consistent 'Whole Family' approach requiring cultural change across public services.

Key Decisions – Family Support Workers

(The following have already been agreed through the programme)

- Dedicated Family Support Workers are the key to success providing longer term and consistent support to the family, both directly by providing practical support and by bringing in the services that they need at the right time.
- These workers should be based in localities and co-located with the services needed.
- Consistent standards and processes should be used whoever employs them.
- They will work with the family on a voluntary co-operative basis but use statutory levers when required.
- They will work to consistent job descriptions, have common training, use agreed systems and processes.
- Safeguarding protocols, processes and training will be consistently implemented for FSW.
- The County Council will bring its staff who do or could work as family support workers into a single unit.

Key Decisions – Team Around the Family

(The following have already been agreed through the programme)

- Some reorganisation or realignment of services may be required but it may not be cost efficient for all services to be locality based.
- There can be variation across localities in the 'team around the family' arrangements but some commonality is needed.

Key Decisions – Resources

(The following have already been agreed through the programme)

- There is a clear high level case that overall savings to public expenditure can be achieved by the new approach but the cashability and timing of those savings is uncertain and some fall to national services.
- Substantial resources have been committed to implement the new family model arrangements over the next few years, but the objective is to establish sustainable arrangements for the medium to long term.
- Government Troubled Families Unit Payment by Results (PBR) funding is welcome, but is only one part of the overall programme and should not lead to a narrowing of the Leicestershire approach.
- It has been assumed that the Government's Department of Work and Pensions (DWP) European Social Fund programme for Troubled Families provides resources to work with about 30% of Leicestershire families and therefore needs to be aligned and where possible integrated with the single Leicestershire system.

Key Decisions Management Intelligence

(The following have already been agreed through the programme)

- A single view of the family is needed requiring good information sharing and effective systems to be in place.
- Systems will need to be established to enable changes in outcomes, service demands and savings resulting from the new model to be clearly understood.
- Systems will also need to provide management intelligence to inform commissioning decisions so that necessary services are available to families.

Key Decisions – Communities

(The following have already been agreed through the programme)

- Communities need to be engaged to provide necessary and supplementary support to families living in their area.

The Evidence

- During 2011 a range of evidence was collected from insight and research involving families and practitioners.
- This is set out in detail at www.leicestershiretogether.com
- A very high level summary is set out in the next two slides.

Common Issues for Families

- Confusing landscape of public services
- Poor/overcrowded housing (*incl. homelessness*)
- High risk behaviours (*incl. substance misuse*)
- Poverty (*incl. debt & unemployment*)
- Health (*incl. mental health & disability*)
- Crime (*offending and experience of*)
- Lack of education/ attainment
- Domestic violence
- Poor parenting
- Difficulties maintaining relationships (*incl. family, friends, peers, isolation & social marginalisation*)
- Lack of resilience (*incl. capability, capacity, confidence & inability to cope*)
- Lack of or limited choice/control
- Adverse effect on aspirations/ perception of social mobility

Reoccurring Themes on what works and what does not work:

- ✓ Family based approach
 - ✓ Building capabilities, resilience and skills
 - ✓ Early intervention
 - ✓ Stability, continuity and transitions – as long as it takes
 - ✓ Tackle key issues:
 - ✓ Effective parenting
 - ✓ Educational performance
 - ✓ Worklessness
 - ✓ Involving communities and building social capital
- X Silo working
 - X Uncoordinated public services
 - X Working with individuals
 - X Doing too rather than with
 - X Short timescale interventions
 - X Not being able to access the right services at the right time
 - X Limited sharing of information
- See evidence base at –
www.Leicestershiretogether.org

Basis of Apportionment of Family Support Resources to Localities

The following slides outline the principles used to determine an equitable basis for allocation of resources from the pooled budget for Supporting Leicestershire's Families. It sets out the proposals for staffing based **solely** on funding from the pooled budget.

Note: this is insufficient to provide support for the estimated 3300 families in Leicestershire identified as requiring family support. Funding on the basis suggested in the following slides will support c480 families per full year when at optimal performance. This will be augmented by any families the European Social Fund provision supports.

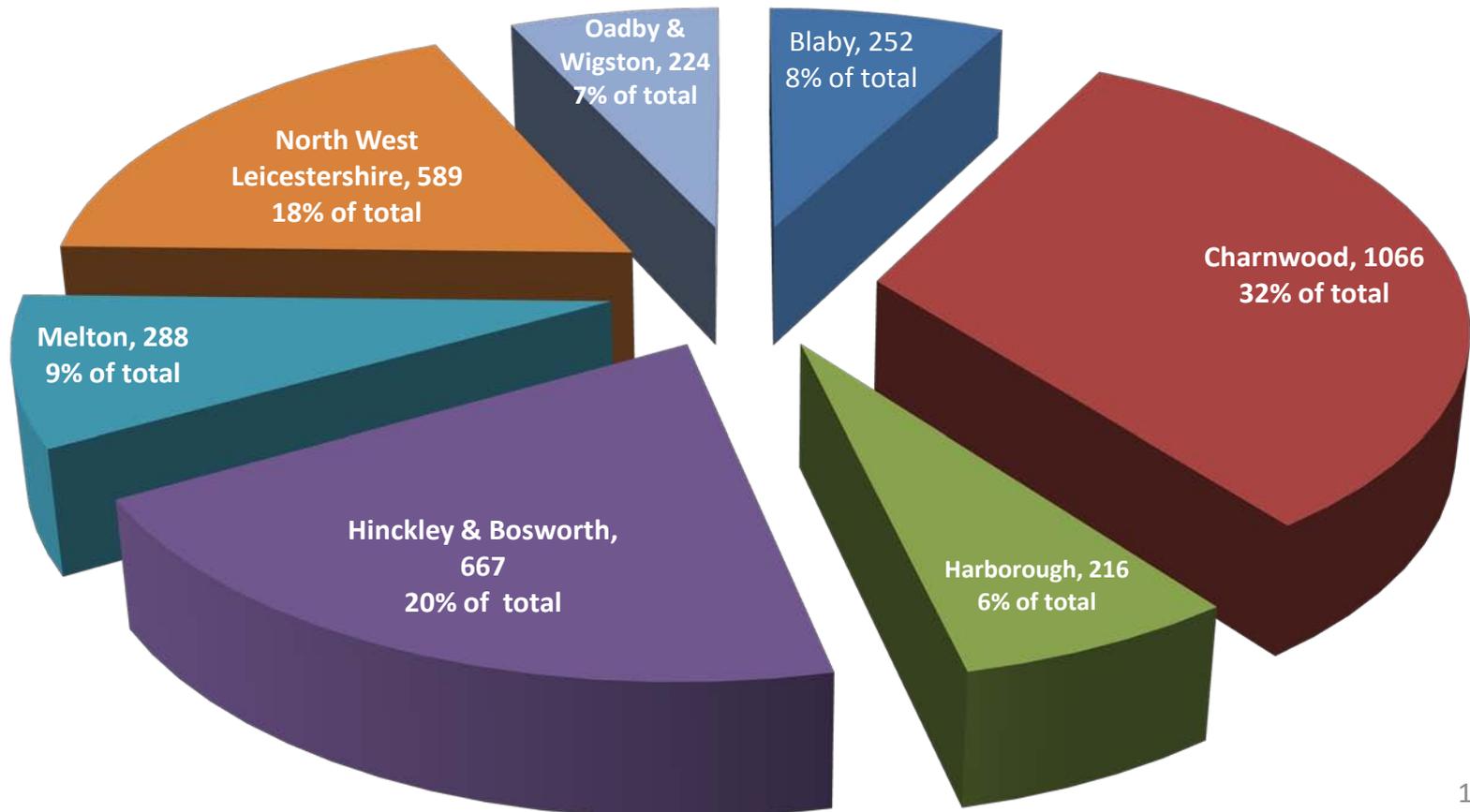
There is also a commitment to augment this provision with existing staff where feasible, to enable the optimal number of families to receive support and achieve the outcomes established for the Supporting Leicestershire's Families service. This is part of an ongoing piece of work being carried out by LCC.

Note : the proposal for the financial profiling of the pooled budget is to go to LTA and the Supporting Leicestershire's Families (SLF) Exec and Boards and therefore the allocations outlined below are subject to final approval by the Board.

Basis of Apportionment of Family Support Resources to Localities

- **Estimated total number of Leicestershire families requiring support = 3300**
 - Based on snapshot exercise undertaken early 2012
 - Families include those with 2+ issues in the family (= *at risk of becoming complex*) and those with 5+ issues (= *families with complex needs*)
- **Families were profiled by postcode** to determine no's in each district locality and by the number of risks/issues present to profile against complexity
 - this provides a picture of the no of families by district locality and their complexity
- **The proposal for an equitable allocation of the budget is** to take the number of families identified in each district locality as a proportion of the estimated 3300 families requiring support, to provide a ' % of resources ' to be allocated to each district locality (*see next slide for results*)

Count of High Risk and At Risk Families in Leicestershire at March '12 (c3300 *families*)



Family Profile for Each Locality (See Appendix A)

Profile of Pooled Budget to Estimate Staffing

- **Available pooled budget for the Programme is £7.86m for a 3 year programme**
 - note the funding is for 3 years, however crosses 4 calendar years (*last quarter 12/13, all of 13/14 and 14/15 and three quarters of 15/16*). A key role of the Programme will be in capturing outcomes and cost savings/benefits in order to produce a more robust business case. If the business case can demonstrate sufficient benefits to Leicestershire Together partners of the family model, then sustainability of the new service can be secured beyond the life of the Programme and the current pooled budget.
- **The staffing element proposed from the pooled budget is £6.23m which:**
 - Includes all staff related overheads, training & development etc and a provision for redundancy costs.
 - provides for a maximum of 48 family support workers and 6 senior family support workers in a full year

Profile of Pooled Budget

- **Remainder of Pooled Budget**
 - the provision for the family commissioning budget is £908k
 - *the basis of allocation yet to be confirmed but proposed as related to the number of families supported in each locality district.*
 - The remainder is provision for any new systems development required and some contingency (c£0.5m).

Apportionment of Staffing Allocation to Localities

The *actual* staffing resources to be allocated to each district locality will be dependent upon the following variables and will therefore be subject to regular review with district localities and partners:

- The staffing budget being agreed by the SLF Commissioning Board (*proposed at £6.23m of total pooled budget*)
- The demand /no of families who would benefit from the support
- The estimated no of families who will agree to this type of support
- The estimated no of families where existing services are more appropriate (*as low level need or single need or will not agree to family support worker*)
- Average case load of family support workers = estimated at c10 per year if mixed case load
- The number of families the ESF programme actually works with (tend to be lower complexity)
 - Programme estimated approximately 1300 over the 3 years but the slow start may mean fewer families are supported

Apportionment of Staffing Allocation to Localities

Note:

- A principle of the partnership approach in relation to the staffing allocation, is that there needs to be flexibility to enable staff to be reallocated to other district localities where there is either a surplus capacity or a shortfall in the number of families being supported.
- This may result in the numbers of staff allocated to a district locality changing from the profile outlined in the following slide. Clearly this will need to be undertaken via an agreed fair process with partners and approved by the Board.
 - Process to be determined.
- This will be reviewed with locality managers periodically.

Allocation of £6.23m Staffing Budget

(Incremental Approach i.e. working up to a total of 48 FSW in year 2)

District Locality	% of staffing resource	Year 1 Est. Staff No.		Year 2 Est. Staff No.		Year 3 Est. Staff No.		Year 4 Est. Staff No.	
		*FSW	*SFW	FSW	SFW	FSW	SFW	FSW	SFW
NW Leics	18%	5	0.7	9	1.1	9	1.1	9	1.1
Charnwood	32%	10	1.3	15	1.9	15	1.9	15	1.9
Melton	9%	3	0.4	4	0.5	4	0.5	4	0.5
Oadby & Wigston	7%	2	0.3	3	0.4	3	0.4	3	0.4
Harborough	6%	2	0.3	3	0.4	3	0.4	3	0.4
Blaby	8%	2	0.3	4	0.5	4	0.5	4	0.5
Hinckley	20%	6	0.8	10	1.3	10	1.3	10	1.3
Total Staff per year	100%	30	4	48	6	48	6	48	6

FSW = Family Support Workers; SFW = Senior Family Support Worker

Note: The above staffing numbers, which are based upon the available pooled budget, should allow for up to 480 families per year to be supported in full years (years 2 & 3) and a similar number over the remaining part years. Clearly this leaves a shortfall from the total number of families estimated to have a need for the service. (Estimated that above staffing levels should enable support to an c1400 families allowing for the service and staff to 'get up to speed'.)

Outline Approach to Implementation

Plan to commence delivery

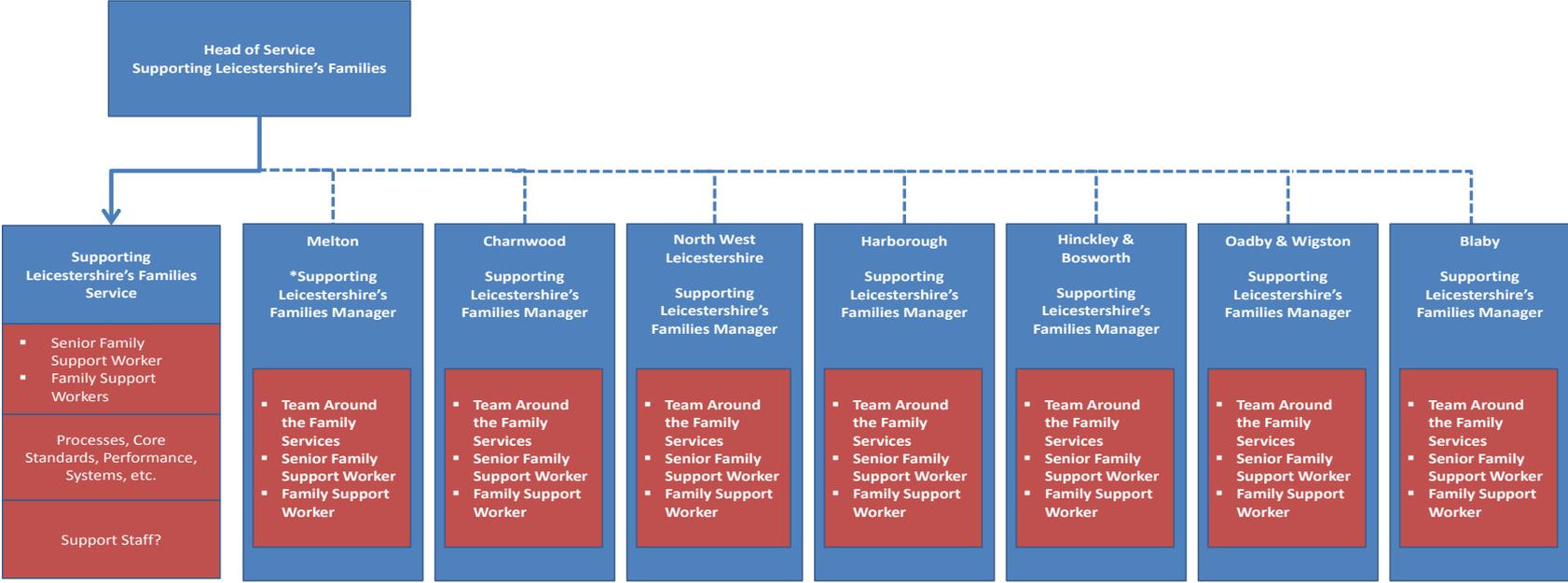
- Head of Service to be appointed as a central post ASAP to
 - Oversee delivery of service to achieve the aims of Programme (*better outcomes for families at less public service costs*)
 - Provide QA and oversight of locality delivery and performance
 - Join up services as appropriate around families
 - Have responsibility for family support workers and senior practitioners
 - *JD available shortly*
- c7 current Family Support Worker posts working with families brought together into a single team (Sept 12)
- Additional 2 family staff workers in Melton working within a whole family approach
- Align above staff to agreed 'core standards/systems' and enlist their support /use their expertise in developing the service i.e. *induction, training, shadowing etc.*
- Recruit senior family support workers ASAP (1 in place currently, recruit 3 extra immediately)
- Recruit additional FSW to a team size of 30 FSW to be in place by 13/14
 - could potentially support up to 300 families when at optimum pace

Outline Approach to Implementation

Plan to commence delivery cont'd

- In parallel establish induction and training programme for new staff
- Support increased referrals to ESF so that at least 1 ESF worker cited in SLF team within each locality by 13/14
 - Seek to increase this number for district localities with high family numbers /referrals
- Aim for minimum of 48 FSW to be in place in 14/15 (i.e. increase in phased approach from 30)
 - Plus any family workers working across services that can be relocated to work in localities
 - need to ensure relocated family workers can still achieve outcomes they are recruited for and/or work able to be distributed to other staff teams
- 48 FSW could work with up to 480 families a year when at optimum pace
- Parallel Work Underway
 - Development of systems, processes, performance & evaluation framework, protocols etc to support service

Proposed Operational Model for delivery of SLF Programme



Note:
SLF Manager may not be actual job title

1. The following be discussed as part of Locality / District discussions

- Relationship between Locality Manager and SLF staff
- Clinical / Professional supervision and case management
- Role / Staffing from ESF provision for families (DWP programme with Working Links as provider)

Description of Supporting Leicestershire's Families Structure

Family Support Worker (FSW)

FSW working in district localities supporting families in their homes and communities – average 10 caseloads per worker depending on case mix of family

Team around the Family

FSW to work in district locality with other 'team around the family' services i.e. housing, benefits, debt advice etc. and also with other services statutory and non statutory
ESF worker(s) to be part of this wider SLF locality team

Senior Family Support Worker (Supervisor)

Will provide supervision, support and manage all risks for families & practitioners/case manage etc.

Approx 8 FSW to each Senior Family Support Worker

Some Senior Family Support practitioners will need to cover multiple areas as there may be only 2/3 staff in some areas in first phase

Relationship between the Locality manager and senior family practitioner to be agreed in locality discussions.

Description of Supporting Leicestershire's Families Structure Continued....

Locality Managers

Locality manager to meet the specification defined by the SLF Design Authority Board (appendix b)

To be responsible for the performance of localities against agreed outcomes and no of families targeted

To be responsible for compliance against adherence to the family model and the spirit of the vision and strategy for Leicestershire's families

To be responsible for compliance to core standards established for the service

Central Head of Service

Appointed to oversee work of family unit, oversee and improve practice, processes, policies and protocols and to support and assure locality performance and SLF delivery of locality managers

Note:

Further detail around the structure to be agreed in discussions with localities as part of the developing locality proposals process

Personalised family budget to be available to support achievement of the outcomes (related to number of families supported in each district locality. £ per family to be agreed)

Considering additional support for team by experienced professional for safeguarding, case practice

Leicestershire's Agreed Family Model

Family Support Model - Key Principles

- Any new model is **sustainable** beyond the medium term
- Aims to **move families closer to independence** from public services
- Model will need to be underpinned by cultural change with **strong leadership** across Leicestershire Public Sector/Voluntary Sector
 - ‘champions’ and SRO in all organisation to lead required cultural change
- **Supports early/earlier intervention**
- Builds on good, **well evaluated practice**
- Incorporates some **personalised commissioning** at family & locality level
- **Workforce development a key component** (*multi-agency training*)
- Robust **supervision framework key**
- Families/workers are able to **access services** required quickly with some priority (*with lower entry thresholds*)
- Is able to **influence commissioning** for identified service gaps and policy changes
- **Single Family Assessment Framework**
- Necessary **Information is Shared**

Overview of Leicestershire's Family Support Model

A. Team around the family approach with dedicated family support worker

- Role is outreach working in family homes and communities
- Small caseloads and intensive approach as required by family circumstances/needs
- Builds family capacity, resilience & recognises strengths within the family
- Builds self esteem, skills, relationships and aspirations
- Relationship with empathy but clear boundaries
- Empowering families key –solution focused
- Effective multi-agency relationships/working and information sharing
- A range of agreed interventions will be available to family support workers

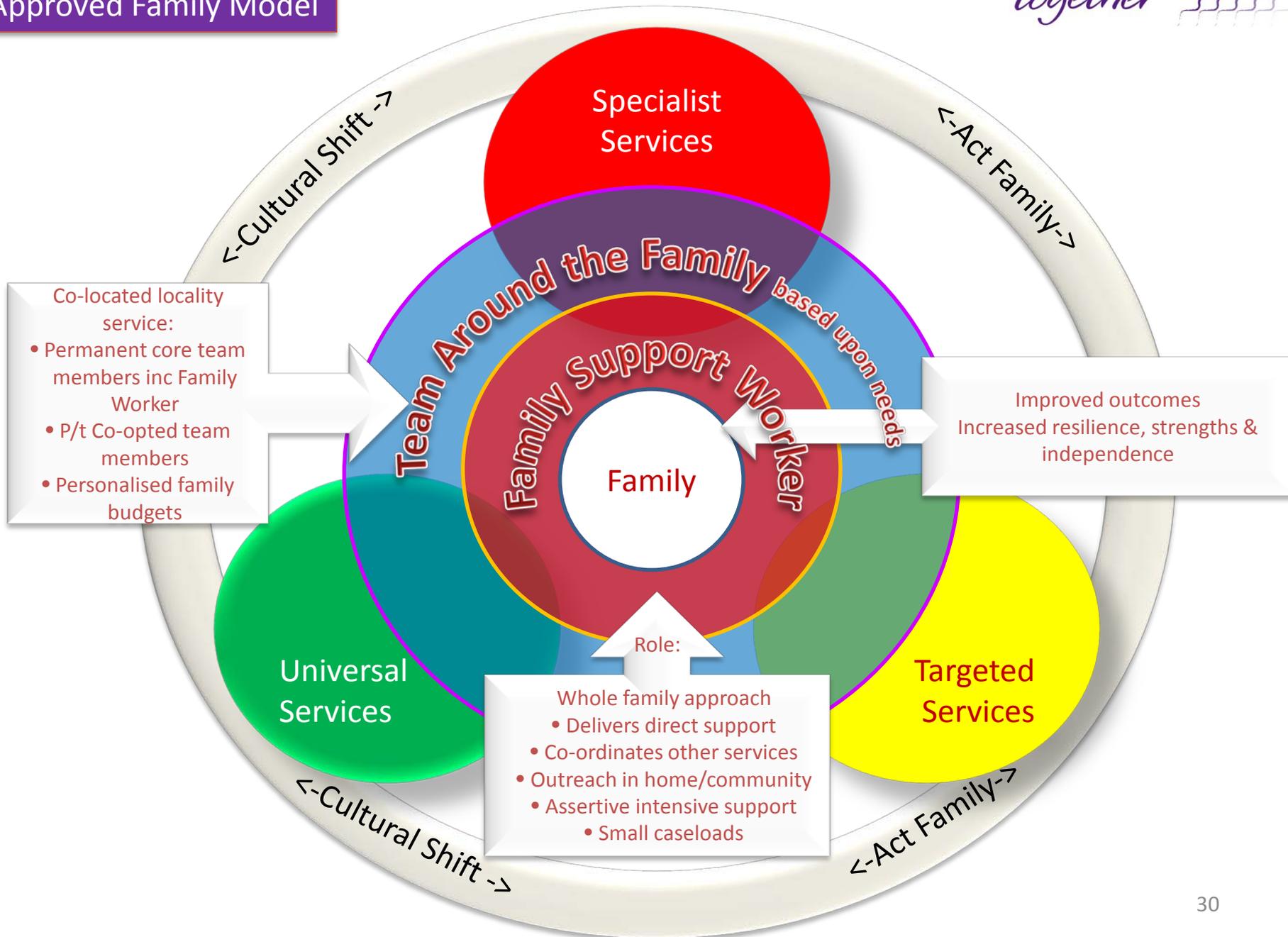
B. Co-located services in localities

- Locality partnership solutions and delivery
- Local integrated core multi-agency teams
- Team around the family partnership will be key to successful outcomes
- Highly trained workforce – learn together
- The right skills/competencies/attitude
- Robust training, supervision and support will be key

C. Working *with* families for better outcomes for their families

- Voluntary service – families have to agree to support
- It will be important to work with families to **agree** objectives – this will require an understanding of what **their** drivers / priorities are
- Single Family Plan (owned/developed by family with support)
- Honest conversations with families key
- Realistic expectations on outcomes for the most long term 'troubled' families
- Access to required services will be an important element

Approved Family Model



Effective Practice: Family Support Worker Role

Includes:

- Outreach work in the family home(s) & community
- Support to individuals in the family and family as a whole
- An assertive, persistent but supportive approach
- Deliver direct support to families e.g.
 - *parenting, daily routines, life skills, self confidence, resilience, motivation and goals*
 - *practical help in managing the household as well as information, advice & emotional support for family members*
- Co-ordinate the delivery of team around the family services (existing and new)
- Leverage in **new** support when appropriate i.e.
 - *Parenting programmes, anger management, education & health services, debt management, youth services, housing etc.*
- Work in partnership with any statutory interventions/partners
- Use a combination of support, rewards/incentives and sanctions to motivate families to change their behaviour
- Small caseloads – c10 at any time (if mixed complexity, c6 if highly complex)
- Long term support – average 1 year (*may require more or less time*)
- Effective multi-agency relationships/working and information sharing

National Evaluation of Family Intervention Programme

Highlighted 8 Core Features Viewed as Critical to Success

1. Recruitment and retention of **high quality staff** who can work in an empathetic way, build trust whilst maintaining professional boundaries (**the relationship with families is key**)
2. **Small caseloads** (no more than 6 at any one time)
3. **Dedicated family key worker** who works intensively with each family in the home & community and **outside of 'office hours'**
4. A **whole family** approach
5. **Consistency** of key worker with family and longevity
6. Having the scope to **use resources creatively** *i.e. personal/flexible budget*
7. Using **sanctions** alongside **support/incentives** for families
8. **Effective multi-agency relationships/working and information sharing**

Core Standards & Systems

Standard Activities and Processes Countywide

- a. Single dataset held in one place.
- b. Single case record within single system.
- c. Single common referral process.
- d. Single common performance management and evaluation system including one set of outcomes.
- e. Standard supervision system.
- f. Standard resource toolkit including
 - guidance
 - protocols and procedure
 - dispute resolution
 - complaints system

Standard Activities and Processes Countywide Continued....

- g. Standard assurance visits process including safeguarding.
- h. Single pooled budget from which resource allocation will be made (variable over time) to meet demand and need.
- i. County Wide service manager with assurance/oversight responsibility for locality managers and Family Support Workers and line management of family support workers (where agreed).
- j. Core competencies for locality manager (see appendix b).

Draft Performance Framework

See Appendix C

Overview of Systems, Processes & Tools Under Development for the Service

- Performance outcome framework
- Family outcome star
- Evaluation Framework
- Quality Assurance framework including Professional Supervision
- Safeguarding Protocols
- Methodologies/Interventions
- Case Management System
- Single Families Database
- Single Referral Process
- Single Family Assessment tool, Action Plan, Review Tool, etc
- Single families database
- PBR Process including Audit Process
- Information Hub - Multi-agency reports on families
- Information Sharing Protocols

Work is underway on all the above in the Design Team, Design Authority & Technical Boards

High Level Programme Plan

	Project Lead	Apr – Jun 2012 (Q1)	Jul – Sept 2012 (Q2)	Oct – Dec 2012 (Q3)	Jan – Mar 2013 (Q4)	2013/14
Define/Agree Community Budget £ <ul style="list-style-type: none"> Establish Costs Partner contributions Budget Management Establish Benefits Plan for partners 						
Establish Governance: <ul style="list-style-type: none"> Member & Exec Stakeholder group incl families Programme 						
Mobilise Programme: <ul style="list-style-type: none"> Programme Plan Resource Plan Programme Budget Recruitment 						
Design/Approval for Central & Locality Delivery Models : <ul style="list-style-type: none"> Individual locality models MOA/Agreement Central Management Structures/Interface Alignment of central related services 						
Develop Early Start Phase <ul style="list-style-type: none"> Establish Framework to Capture performance around current work with TF Identify Opps for existing services to work with wider family Explore opps to refer PBR TF to Working Links Review existing commissioning opps to align Implement Early Start 						

	Project Lead	Apr – Jun 2012 (Q1)	Jul – Sept 2012 (Q2)	Oct – Dec 2012 (Q3)	Jan – Mar 2013 (Q4)	2013/14
Establish TF Staff infrastructure <ul style="list-style-type: none"> Staffing : FSW Supervision/Management Accommodation and related issues Workforce Development Team around the Family 						
Develop & Agree Interface/Integration with Family services						
Implement National TF Programme: <ul style="list-style-type: none"> Develop Plan/Processes for PBR families year 1 Establish Audit & Claim Process Comms/relationship management with TF Unit Implement PBR 						
Design Model Detail <ul style="list-style-type: none"> Working practice/processes & policies Design/Approve protocols for interface to Statutory services 						
Develop Schools Interface/ Role: <ul style="list-style-type: none"> Targeted approach 						
Develop Systems: <ul style="list-style-type: none"> Review options and develop solutions Performance/Evaluation Case Management Management Information Interim system for Early Start 						

	Project Lead	Apr – Jun 2012 (Q1)	Jul – Sept 2012 (Q2)	Oct – Dec 2012 (Q3)	Jan – Mar 2013 (Q4)	2013/14
Communications Strategy <ul style="list-style-type: none"> Develop Strategy & Mapping Implement Plan 						
Develop , Manage, Integrate & Report on Related Programmes: <ul style="list-style-type: none"> ESF Exemplars JCP 						
Manage Interdependencies/ Interface to Related Programmes/ Initiatives: <ul style="list-style-type: none"> Community Budget Branch LCC Change Management Leicestershire Together Other TF Places etc. 						
Whole Community Pilot re: TF <ul style="list-style-type: none"> Targeted approach Communities/third sector Business/Worklessness 			 			
Wider Cultural Change Programme for Service Reform <ul style="list-style-type: none"> Develop Champions Programme Whole Workforce Training & Development for TAF Review of Policies, Processes, Barriers 			 			
Develop Second Phase <ul style="list-style-type: none"> Review Commissioning Opportunities Options Appraisal Etc. 						

Locality Evaluation Questions

Within your proposal consider how you will achieve the aim of the Supporting Leicestershire Families Service /Programme and give specific consideration to the questions outlined below and in the following slides....

Overarching Aim:

To demonstrate in your localities better outcomes for families will be achieved at less cost.

Considerations include:

- a. How will you use and interact with the standard systems, processes and protocols outlined in previous slides?
- b. How will you ensure safeguarding complies with agreed standards and protocols for family members and practitioners?
- c. How will you identify families requiring support?

Locality Evaluation Questions continued

- d. How will your 'local front door' be developed and operate?
- e. How would you allocate family support workers to families?
- f. How would your locality manager be identified and how would they operate:
 - in relation to the Family Support Workers and Senior Family Support Staff
 - in relation to coordinating services required from the 'Team around the Family'
 - What competencies, capacity and other responsibilities would the locality manager have (see appendix b for competency framework)
- g. What change and innovation do you propose as a result of the introduction of the Supporting Families service?
- h. How will you maximise the use of existing resources within the locality including the development of other service areas?
- i. What will the locality governance arrangements be?
- j. How will you develop community capacity within your locality to support the aim of the programme /service : to achieve better outcomes for families at less cost?

Locality Evaluation Questions continued

- k. Would you prefer to be the employer of all /some FSW/Senior FSW in your locality?
 - If so how will you ensure those workers can work in other localities reporting to that locality SLF structure if required?
 - If so what actions will you take to align the salary scale to the LCC graded scale for a consistent approach

Supporting Information: Appendices