

WIRRAL COUNCIL

CHILDREN AND YOUNG PEOPLE'S DEPARTMENT

FEBRUARY 20/02/12

PROJECT INITIATION DOCUMENT

PROJECT TITLE: Intensive Families Intervention Programme

SUMMARY

- 1.1. This document expands the Outline Business Case provided earlier, into a full delivery plan for this project and is submitted for approval.
- 1.2. The appendix describes the project resource requirements, timings and benefits. The appointed Project Manager will be responsible for delivery and reporting of the project.

2. PROJECT SUMMARY

- 2.1. Working with a number of agencies, develop an Intensive Support Programme to support families with multiple and complex needs. This programme will be Wirral's response to the Government's policy to work with troubled families and help them move from high levels of need to one whereby they are self organised and require limited support. This approach will involve agencies working together to provide targeted support which is personalised to the needs of the family and negotiated by a key worker. As the families progress down the spectrum of need other agencies and key members of the community will be involved to support the families engage with the wider community and accessing universal services.
- 2.2. The programme will be delivered through an interagency approach involving colleagues from Children's Services, Social landlords, Police, Probation, Job Centre Plus, Voluntary and Community and Faith Sector and Health. The intention is to trial this approach in one locality with families who meet the criteria for support and in the course of 2012-13 up scale the work to operate Wirral wide. The project will start with a baseline of needs and there will be an evaluation to establish the impact of this approach on reducing the level of needs as listed in the objectives.

APPENDIX A

PROJECT INITIATION DOCUMENT

GENERAL INFORMATION	
Project Name	Wirral Intensive family Intervention Programme (Community Budgets)
PID submitted by	Maureen Mc Daid
Phone number	666-4508
Email address	maureenmcdaid@wirral.gov.uk
Project Description	<p>In an agreed locality, working with other agencies, develop an intensive targeted approach to support families with complex and multiple needs to reduce their level of need. This will be delivered through an interagency approach involving colleagues from Children's Services, Department of Adult Social Services (DASS), Social landlords, Police, Job Centre Plus, Voluntary and Community Sector and Health.</p> <p>Addressing a broad range of issues including eviction, antisocial behaviour or non schools attendance, this work will meet the needs of partner agencies. The work with families with complex and multiple needs seeks to move families down the spectrum of need to a stage whereby the demand for more intensive support is reduced. This outcome will be achieved through the planned consistent response to the diverse needs of identified families. This should contribute to fewer pressures on existing budgets. The work will involve a Key Worker approach which should result in the family having one person overseeing the interventions and ensuring that they are being provided as agreed with both the family and professionals.</p>
Date OBC approved	
Significant Implications	<p>This project will result in agencies having to be more flexible in their approach to address the needs of families engaged in the project. Organisations will have to agree to the following:</p> <ul style="list-style-type: none"> • Sharing information across partners • Flexible working at times best suited to the families • Work in different settings • Key worker approach to manage agreed interventions • Staff will at times be operating out of their comfort zone • Needs of service users setting priorities and targets • Potential changes to job descriptions

BUSINESS CASE (Brief outline of why the project should be undertaken as per the approved OBC)

It is proposed to provide planned intensive personalised support to families who have complex and multiple needs. Families in these settings draw on a number of budgets including Social Care, Health, Early Intervention Grant, Police and Integrated Youth Support it is intended that by supporting families and reducing the level of need this will result in long

term and sustainable savings to the council and partner agencies.

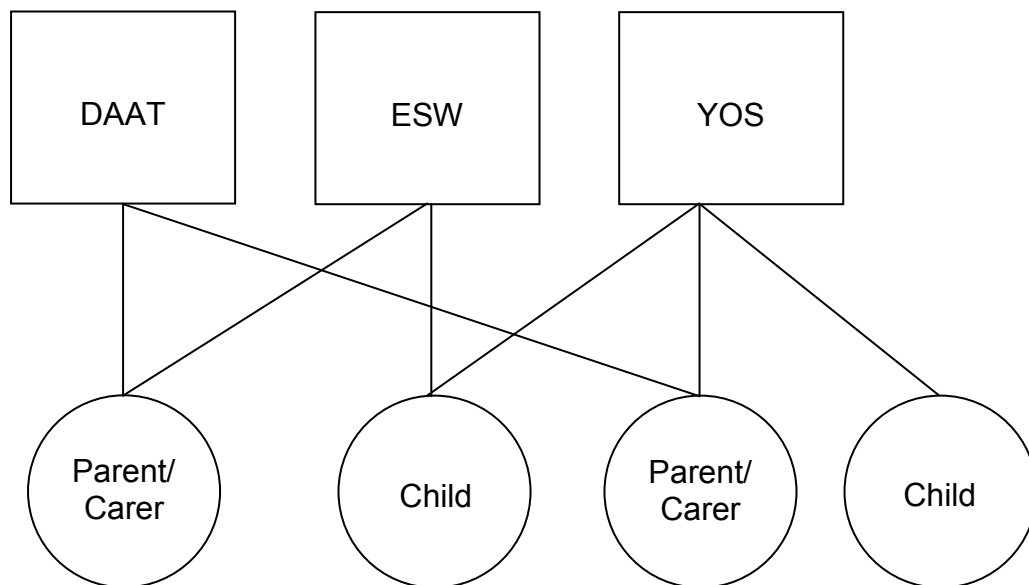
By using a Key Worker the interventions will be negotiated with both families and agencies to ensure they are appropriate and provided as agreed with the families. This approach will be trialled in one locality, the results of the quantitative and qualitative evaluation will be used to identify how best to role out this approach on a Wirral wide basis.

The rationale underpinning this decision is that this work will require people to work differently and alongside new partners. Seacombe meets the indicators of need but has not previously been included in other workforce initiatives. To some extent, this provides a “blank landscape” on which to develop operational responses to the challenges presented while at the same time building on intelligence gained from other workforce development and family support initiatives.

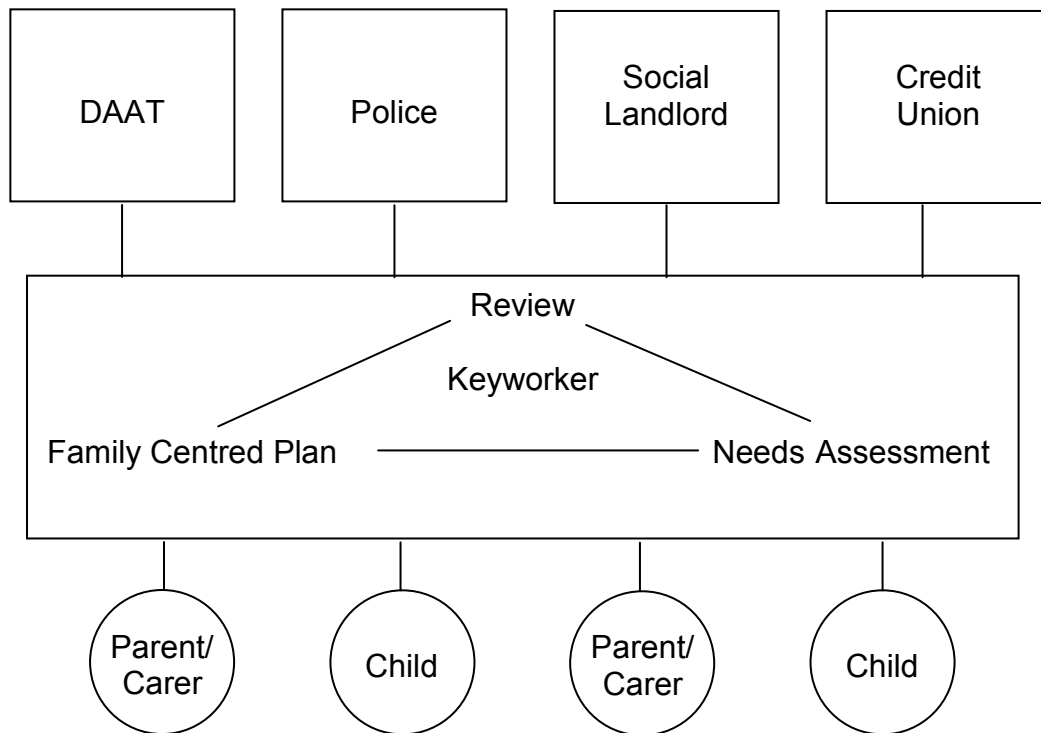
The approach is not new and has been used in the family Intervention Projects. It changed the way in which organisations work with families. Currently, family members receive issue specific responses to issue specific problems. The problems are dealt with in isolation. This programme uses a key worker to work with the family to develop a Family Centred Plan and work with the organisations to have negotiated co-ordinated interventions. The aim is to move from families being dysfunctional and disengaged to a situation whereby the families are self organising and managing their issues.

The change in service is shown in the diagrams below.

Current situation



Moving To:



BACKGROUND

With the development of the Children’s Trust and the implementation of integrated working much has been achieved for families who require support ranging from universal to intensive targeted interventions. There is better intelligence about the problems families are facing and this has been used to provide interventions that are appropriate. A recent example of this has been the use of the Early Intervention Grant to commission services for children, young people and families.

This programme will build on progress to date in respect of parenting and family support. We know that there are families in need of support and the work so far has included Health, Social Care, the Voluntary Community and faith Sector, the Schools and Health Visitors. There are still some agencies working with vulnerable families but not within the context on the current model of integrated working. If families with multiple needs require support all agencies involved need to be at the table to participate in multi agency planning. This is building on the current strong partnership working on Wirral and this proposal will further develop that approach to effectively support families in need.

Scene Setting

On Wirral we have families who exist on a spectrum of need. This means that at one end of the spectrum, families are fairly resilient and self managing, able to function independently they may at times access universal services such as education and healthcare. Families in this context co-exist with other families in their communities.

There are other families which require slightly more support to be able to access universal services and these families may have additional needs that will necessitate a more targeted intervention to ensure their needs are met.

There are families who as a result of their involvement in crime, anti-social behaviour or drug and or alcohol misuse may pose a

	<p>serious threat to themselves or harm to others around them. Families in this situation are at risk of breakdown and need a more intensive, co-ordinated intervention.</p> <p>There are also a number of families that have multiple needs, or families who are dysfunctional and where the children are on the edge of care and at times the children of these families have already come into the care of the local authority.</p> <p>In addition to this there are families that have experienced an intergenerational cycle of deprivation. Families in these settings include members with low aspirations, low educational attainment and low skilled or no employment. In this setting children are more vulnerable and at risk of harm, teenage pregnancy, anti social behaviour, repeat homelessness and offending.</p> <p>While there has been a considerable development in integrated working there is still more to be done to improve the outcomes for families in these settings. We have on Wirral families at each stage of the spectrum and we are able to identify the numbers of families currently receiving support and interventions both targeted and universal. We will be aligning resources, including staff, from a number of partners to put appropriate and co-ordinated strategies in place to help families reduce their level of need. This project will work to assist families to change their behaviours, ensure they are in secure housing and move to a point whereby they have the ability to act for themselves and other family members.</p> <p>It is important that there is a consistent understanding of the challenges inherent in this approach. It is essential that colleagues fully understand the challenges and how they can be managed. Therefore it is proposed that this project will, using agreed criteria, identify the families in Wirral that are judged across the spectrum as having complex and high levels of need. The project will operate in a specific area within Wirral and the families with complex and multiple needs in that locality will be targeted for support through the programme.</p> <p>The programme will be evaluated to identify the impact of such an approach. The lessons learnt can then be applied on a Wirral wide basis.</p> <p>Grant funding of £100,000 pa has been made available to fund a Programme Leader and other set up costs. The Programme Leader will be a senior officer who will act as the main operational lead for this programme. The Programme Leader will be accountable to the Acting Deputy Director (Social Care) in CYPD and will report to the Troubled Families Unit.</p>						
<p>Related Projects</p>	<p>Currently there are a number of related projects that would support this programme including:</p> <table border="1" data-bbox="523 1787 1402 2020"> <thead> <tr> <th data-bbox="523 1787 965 1839">Project</th> <th data-bbox="965 1787 1402 1839">Amount</th> </tr> </thead> <tbody> <tr> <td data-bbox="523 1839 965 1973">ESF Families with complex difficulties</td> <td data-bbox="965 1839 1402 1973">No money available – partnership working</td> </tr> <tr> <td data-bbox="523 1973 965 2020">ESF family worklessness</td> <td data-bbox="965 1973 1402 2020">No money available –</td> </tr> </tbody> </table>	Project	Amount	ESF Families with complex difficulties	No money available – partnership working	ESF family worklessness	No money available –
Project	Amount						
ESF Families with complex difficulties	No money available – partnership working						
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	programme	partnership working
	EIG funded Intensive Family Intervention Programmes	£350,250
	Parenting and Family Support Programmes	£877,356
	Short Breaks for Disabled Children	£1,462,700
	EIG funded YISP	£403,512
	EIG funded Risk taking Behaviour in Children and Young People Programmes.	£186,865
	Multi-systemic therapy	£93,300
	Family Nurse Partnership	£312,500
	Payment By Results (Children's Centres)	£31,300
	Child Poverty Strategy	Priorities underpinning the programme
	Total Amount per annum	£3,717,783

PROJECT DEFINITION	
Objectives	<p>The project is aimed to bring about the following key objectives:-</p> <ul style="list-style-type: none"> • Sustaining children and young people in education and employment. • Sustaining parents into employment. • Reducing the risk of eviction and homelessness and supporting people to sustain their tenancies • Reducing anti-social behaviour (parents & children & young people) • Better debt management and access to appropriate benefits

	<ul style="list-style-type: none"> • Reduce the numbers of families living in poverty • Addressing alcohol, drug and mental health problems • Reducing the levels of crime and re-offending • Reducing the levels of repeat victimisation eg domestic • Reduce the number of Looked After Children and the number of children going into high cost care
<p>Approach</p>	<p>The aim of the Intensive Family Intervention Programme is to work with partners to improve outcomes for families who meet the referral criteria. It is anticipated that the families engaged will be known to at least three other agencies and will have a range of needs to be addressed. This work will also serve as a foundation for subsequent work with the recently established Troubled Families Unit</p> <p>The approach will be to:</p> <ul style="list-style-type: none"> • Undertake a mapping exercise to identify the numbers of families across Wirral who are regarded as having complex needs. • This data will be sense checked to ensure it is robust and not duplicating families. • The project will have a multi-agency focus group of strategic officers who will provide the strategic direction for the programme. • At a local level, agencies will working across current structures, identify and engage with families identified as being in need of support. • Families will be engaged in the project and will be directly supported by a key worker. The key worker will work with other professionals and the family to identify the issues and agreed strategies and agreed outcomes. The programme will have the needs of families at the heart of all decision making. <p>It is expected that the agencies involved will include the following:</p> <ul style="list-style-type: none"> • Children and Young people’s Department • Wirral Council – Community Safety Team • Department of Adult Social Services • Social Landlords • Job Centre Plus • GPs • Police • Health • Voluntary Community and Faith Sector • Schools

	<ul style="list-style-type: none"> • Probation • Wirral council Regeneration Department <p>The agencies involved will identify staff that will operate at local level.</p> <p>Leadership</p> <p>Strategic advice will be provided from the strategic steering group which will be able to identify as required, additional resources to support the programme. This group will be chaired by the Acting Deputy Director – Children’s Social Care</p> <p>Milestones will be identified to underpin the project but also to steer the work with individual families.</p> <p>Governance will be through the Children’s Trust with operational accountability provided through the Children’s Trust Executive.</p>
In scope	<p>Families that have been identified using the following criteria (900 over three years)</p> <ul style="list-style-type: none"> • Families with children with attendance levels below 85% • Families long term unemployed • Families involved in anti –social behaviour
Out of scope	Families with low levels of need.
Assumptions	<p>This is a high profile national policy and there is an assumption that this will be supported at the highest political level with the council. In addition, support will have to be secured at the highest level from partner organisations.</p> <p>It is recognised that most challenging but essential element of the project is at middle manager level and this is understandable as the managers are working to a number of priorities. There is an assumption that briefings will take place with middle managers in all involved agencies to ensure they understand the imperatives underpinning this approach and secure their support for the project.</p>
Constraints	<p>In addition to the £100,000 for a Programme Leader, funding is available from the Troubled families Unit and when this is finalised will meet some of the some of the programme costs. This project is heavily reliant on staff support from partners. The focus is on operating within existing resources. The key task will be to implement the necessary cultural changes to ensure the necessary changes to working styles and patterns are achieved. As the newly formed Troubled Families Unit establishes its requirements these may generate constraints currently not in scope.</p>

PROJECT CONTROL

The Programme Leader of the Intensive Family Intervention Programme, is responsible for project control including aspects such as Risk Logs, Issues Logs, Project variation requests,

Project Plans, Project Status Reports and financial aspects.

Any additional controls or variance from the standard controls should be detailed below:-

The project management group will be chaired by the Acting Director (Children's Social Care) and the performance/ monitoring will be reported to the Children's Trust Executive and the Children's Trust Board.

PROJECT ORGANISATION AND STRUCTURE

Role	Name TBC	Phone
Project Sponsor	Julia Hassall	
Project Manager (interim)	Maureen Mc Daid	666-4508
Role/Team Member	Janice Monty	666-4496
Role/Team Member [describe]	Peter Wong	
Etc	Lynn Elton	
	Police	
	Job Centre Plus	
	Children's Centre Staff (as appropriate)	
More organisations to be agreed at DMT		

EQUALITY AND DIVERSITY IMPACT:

Equality impact statement date and implications	The EIA has been completed; It is anticipated there will be positive impacts as the aim of this project is to improve outcomes for families, children and young people. 13/02/11
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PROJECT PLANS

Timescales	<p>Milestones with indication where these have changed since the OBC was submitted</p> <ol style="list-style-type: none"> 1. Vision for Intensive family Support Programme agreed March 2012 2. Business plan developed January- March 2012 3. Identification of families currently being supported by different agencies January – February 2012 4. Governance arrangements agreed March 2012 5. Partner agencies identified February / March 2012 6. Intensive Family Support Programme for families with Complex and Multiple Needs runs April 2012- 31 March 2015 7. Appoint Programme Leader April 2012
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<p>Staff Resources required. [It is presumed that CYPD staff will be allocated as required. However, if other non-departmental skills are required, these should be summarised here].</p>	
<p>Resource 1 Staff from with CYPD Commissioning section who will work on early project development.</p>	<p>Project Manager January – March 2012 (2days/week for 12 weeks) (£7,000 approx)</p> <p>Tasks:</p> <ul style="list-style-type: none"> • Strategic “Buy in” elected members, strategic managers. • Establish Strategic Steering Group • Development of project plan with milestones. • Development of draft vision. • Monitoring progress against milestones. • Preparation of progress reports and reporting to steering group as required. <p>Project Support January- March 2012 (2 days/week for 12 weeks) (£5,000 approx)Tasks:</p> <ul style="list-style-type: none"> • Development of evidence and indicators to identify impact. • Identify members for Operational Group • Early development of training / support requirements for staff. • Development of good practice. • Monitoring of information. • Criteria for identification of Troubled Families. <p>Project Support March – June 2012 (1day/week for 12 weeks) (£3,000 approx)</p> <p>Tasks:</p> <ul style="list-style-type: none"> • Analysis of requirements for commissioned services as result of Community Budget approach. • Support for monitoring of returns from Community Budget programme. • Develop Investment protocols <p>Parenting Co-ordinator (March – June 2 days / week for 12 weeks. (£4,000 approx)Tasks:</p> <ul style="list-style-type: none"> • Training Staff in Parenting Level 4 • Raising awareness/ information sharing at practitioner level • Marketing at local level. <p>Total from existing staffing resources:</p>

	£19,000 – January – March 2012
Resource 2	1st April 2012-31 March 2013 : 4 Key workers and 1 Team Leader(5x £40,000 = £200,000 from existing resources) and additional front loaded support from the Troubled Families Unit.
Etc	Additional staff may be required for stage two (April 2012-March 2013) and this will be identified during stage one January – March 2012.
Key decisions	Cabinet Sign Off 15 March 2012
Key communication requirements	<p>Council wide communication will be through the One Brief system with additional reports on the website as required. There will also be reporting through the council wide performance monitoring arrangements and to Executive Team if required. In addition to this reports will be presented at each Children’s Trust Board and to Cabinet as identified in the monitoring timeline.</p> <p>Departmental communication will be to through the Staying safe strategy Group, to Department Management Team and Branch Management Team meetings. The CYPD Department Development days will be used to promote the work of the project and promote the lessons learnt and implications for CYPD.</p> <p>Public communication will be through press release, website, providing progress reports to external bodies.</p> <p>Other stakeholders:</p> <p>Area Forum and ward Councillors Communicate via briefing meeting and progress reports</p> <p>Communicate with parents via Parenting Groups to identify gaps and measure impact</p>

COSTS AND BENEFITS	
Investment and costs	<p>The premise of this programme is about working differently with existing resources to produce better outcomes for families with multiple issues.</p> <p>Budgetary changes are linked to subsequent delivery models (which will form part of the business plan) and can not be determined at this stage.</p> <p>However there may be some limited and one off additional expenditure that may be necessary as a result of implementing new delivery models e.g.:</p> <ul style="list-style-type: none"> • Computer software, licenses, hardware • Training • Publications etc. <p>£40,000 is available as support costs which can be used to buy in additional support to deliver the Readiness Assessment workshop.</p> <p>A main thrust of the pilot will be to establish the efficacy of</p>

	<p>the delivered community budget model in terms of producing better outcomes, reducing 'negative costs' and reducing delivery costs.</p> <p>No exact figure exists for what families with multiple issues cost society, but it is estimated to be at least £75,000 per year for such families and in some cases rising to several hundred of thousands of pounds. Families have yet to be identified and therefore it is not possible to provide a more local estimate. The government estimates that Wirral has 900 families who would meet the referral category. Using the £75,000 figure it can be suggested that 900 families with multiple issues cost Wirral upwards of £60million per year. These costs will be a combination of universal services, targeted support and high level interventions. It should be recognised at this time that the majority of financial efficiencies are likely to be a reduction in 'negative costs' rather than cash releasing efficiencies.</p>		
Financial effects	This year	This year + 1	This year + 2
Anticipated Cost reduction (£m)	TBD	TBD	TBD
Anticipated Revenue Budget Saving (£m)	TBD	TBD	TBD
Other benefits	<p>A community budget approach is fundamentally aimed at better outcomes for families with multiple problems. There will be benefits regarding integrated and partnership working. Work will be piloted and then mainstreamed. Underpinning this will be clear output and outcome measures.</p>		

KEY RISKS AND ISSUES	
Key Risks	<p>Lack of support from the external partners</p> <p>Lack of support from middle managers</p> <p>Families may not engage with the programme</p> <p>Performance measures will not accurately report on impact of CB approach.</p>
ICT issues	<p>Specific software may be required to help with data analysis and reporting requirements.</p>
Staffing issues	<p>Partnership agreements may be required to address working with staff from external agencies.</p> <p>HR support will be necessary to assist with issues that will arise from the need for staff to work flexibly and in different settings</p>
Legal issues	<p>Legal issues may be linked to resolving HR issues as a result of potential changes to job descriptions.</p>
Asset Management/ accommodation	<p>The project will be operational from a Children's Centre however space may be required to ensure staff have facilities to meet with</p>

	<p>partners and families. There may be scope to use the facilities of partner organisations.</p> <p>Space will be necessary for meetings</p>
Initial issues	<p>Investment Agreements from partners</p> <p>HR job descriptions</p> <p>Meeting rooms</p> <p>Key Worker role</p> <p>Support available from partners including the Council.</p>

APPROVAL	
I, the proposer certify the above as an accurate statement of the key elements of this project.	Date: 22/02/2012
This project is endorsed by DMT	Date: 22/02/2012
Financial implications verified by Head of Finance	Date: 22/02/2012
If approved, who will be the Project Manager?	<p>Name</p> <p>Email</p> <p>Phone</p>