

To: Communities Policy Overview and Scrutiny Committee

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Subject: Update on Margate Task Force

Classification: Unrestricted

1. Summary

- 1.1 This report seeks to update POSC on the Margate Task Force (MTF), in terms of progress to date, the local and national interest that MTF has attracted, operational and strategic priorities for the short and longer term future and its relevance to the wider Kent context.
- 1.2 There are two appendices attached to this document. The first is a summary of the High Cost Cases study, The second is a draft proposal to introduce a Selective Licensing Scheme for privately rented accommodation within the Margate Task Force area. This study estimates overall public expenditure on a number of case studies within the area.

2. Introduction

- 2.1 The overarching aim of Margate Task Force is to address the significant socio-economic disadvantage experienced by the population in Margate Central and Cliftonville West and the wider impact on Thanet district through a number of priority work strands. These include housing regeneration, tackling low skills and worklessness, addressing significant health inequalities, reducing out of area placement of vulnerable people, and transforming multi- agency delivery of services (7.1-7.5). This work is underpinned by strong community engagement through a core Task Force Team (7.5)

3. Context

- 3.1 The vision for the Margate Task Force is to transform and regenerate Margate Central and Cliftonville West. Within these wards there are high levels of deprivation and welfare dependency, this in turn leads to disproportionate public costs. The Task Force will respond flexibly to local needs through developing a locally based joint commissioning approach which will achieve more effective targeting of all resources. This would include money currently spent at National Government level.
- 3.2 As one of Kent's Total Place strands there has been an overt focus on understanding the complex array of issues and conditions at play in this small geographical area. Through intensive discussions at all levels, from top decision-

makers to local community leaders, there is now a shared understanding and multi-lateral commitment to action.

3.3 The overriding concern is that if nothing changes, the cycle of deprivation will become further entrenched, with consequences such as a decline in standards of accommodation which would accelerate levels of worklessness. The significant demand on public services within the two wards cannot be sustained and provision needs to be transformed to deliver greater efficiencies within the context of emerging economic stringency.

3.4 The existing housing infrastructure includes many Houses of Multiple Occupancy (HMO's) in Cliftonville West which is recognised as a key driver of current deprivation and is the main focus of any future regeneration activity. All agencies, not just the Local Housing Authority, will save in the long run through investing in renewing and reshaping housing in the area.

4. Composition of the Task Force

4.1 The Task Force Team is made up of the following staff: a Programme Manager, a Community Safety Officer, a Housing Team Leader (overseeing 4 Housing Improvement Officers), Police Sergeant (overseeing 6 PCs and 6 PCSOs), Family Intervention Worker, Social Work Assistant, Youth Offending Worker, Detached Youth Worker, Community Engagement Officer, Fire Safety Officer and an Administrative Assistant.

5. What does Margate Task Force aim to achieve?

5.1 Short Term

- Combined service efforts to address socio-economic, health and well-being problems within the two wards.
- Partnership approaches to identifying and removing duplication and barriers to joint working through improved targeting and co-ordination of resources within a highly localised delivery model.
- Identification of key barriers to worklessness and low skills and stimulation of new types of work and training programmes.
- Multi-agency agreement and understanding that tackling housing types must be at the centre of any regeneration strategy, which by design will change the nature of the residential population to ensure a mixed occupation of good standard accommodation across the wards.
- Cross-organisational agreement to resourcing a focused and clearly defined set of actions to regenerate the two wards to an acceptable level through a community-led Neighbourhood Plan.

5.2 Long Term

- Adapting delivery of services to provide flexible, customer focused and more cost efficient responses to a changing demographic mix across the two wards.

- To reduce levels of worklessness and improve skills levels across the age range.
- To reduce the percentage of private-rented stock and number of HMOs and encourage a better tenure mix and increase in property values.
- To move from high cost reactive services to preventative personalised services and a more prosperous self-managed community.
- To ensure that problems are not displaced to impact negatively on other communities in Thanet or neighbouring authorities.
- For deprivation in the two wards to decrease to the county average by 2019
- To give further impetus to the wider regeneration and marketing of Margate and Thanet as a place to live, learn, visit and work.

6. What benefits will this achievement represent?

- 6.1 Agency commitments to resourcing the Margate Task Force have been found from within existing staffing complements. Additional costs have been borne by KCC and Thanet District Council in the additional investment for 2 full time positions. KCC is also investing £0.5m in initial housing intervention work in Cliftonville West. Partner agreement around future funding, pooled budgets, information sharing and governance are required and currently in progress. Whilst potential cost to regenerate the two wards will be considerable, prospective long-term savings will be even more significant.
- 6.2 The high levels of economic inactivity, benefits dependency, anti-social behaviour and crime in the two wards have an adverse knock-on effect on a multitude of public and private organisations. Restoring public confidence in the area is crucial to increasing residential home ownership and attracting new investment.
- 6.3 Tackling the oversupply of poor quality, private rented housing and stemming the inflow of vulnerable 'high cost' individuals will rebalance the area's population profile and improve quality of life in the two wards. In achieving these aims wholesale cost benefits would deliver long-term savings to a number of agencies and organisations.

Indicators include:

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| • Increase in life expectancy | • Reduction in unemployment |
| • Increase in general health and wellbeing | • Reduction of those Not in Education Employment or Training (NEETs) |
| • Increase in average property prices | • Reduction in crime |
| • Increase in business activity | • Reduction in health inequalities |
| • Increase in private sector interest in investing in the housing infrastructure | • Reduction in number of those frequently admitted to hospital |
| • Improvement the Index of Multiple Deprivation (IMD) rating | • Reduction in benefits claimants |
| • Improvement in educational attainment | • Reduction in annual transiency and an increase in place satisfaction |
| | • Reduction in teenage pregnancy |
| | • Reduction in smoking |

- Reduction in insurance premiums
- Reduction in current disproportionate demand on ancillary service e.g. waste
- Efficiency savings through joined up services and delivery
- Invigorated community sector
- Significant reduction in current estimated £900m public sector spend on Thanet and £110m on two wards

7. Profile within Kent and nationally

7.1 The Margate Task Force approach to shared front line services is highlighted as a model approach to delivery in Kent County Council's new Medium Term Plan 'Bold Steps for Kent'.

7.2 Moreover Margate was selected as one of four locations nationally for a visit from senior Civil Servants on 28 July 2010. The *Top 200* was set up in March 2006 as the corporate leadership group for the Civil Service with an aim to improve public services, deliver government business and build a strong Civil Service. The focus of the *Big Society – Deprived Neighbourhoods* project is to develop a cross-Government approach to find ways to embed the 'Big Society', localism and decentralisation in delivering for deprived neighbourhoods and the need to get greater efficiency from public investment. A report summarising the findings of the national visit has recently been produced and further follow up action is being agreed by KCC, TDC and partners.

7.3 As well as Top 200, the Margate Task Force has attracted several ministerial visits from both the previous and current administrations, enabling this work to be linked directly into central government policy with potential for negotiation of freedoms and exceptions.

8. Update on Operational and Strategic Priorities

8.1 *Update on Placements of Looked After Children and Vulnerable Adults*

8.1.1 Negotiations to control out-of-area placements of Looked After Children have progressed. Rosalind Turner, KCC CFE Managing Director, has written to and met with all London Boroughs and high placing local authorities across the South, East and Midlands to ask what action they are taking to reduce out of area placements.

8.1.2 The Right Honourable Laura Sandys, MP for Thanet South, met with Tim Loughton, Minister for Looked After Children on 8th September 2010 to highlight concerns for Thanet and further follow up action is being planned. This includes implementation of statutory guidance on the 'sufficiency duty' requiring local authorities to have sufficient accommodation for looked-after children and not to place out of their own area.

8.2 *Update on Housing Intervention*

8.2.1 A housing enforcement delivery plan has been completed demonstrating how existing TDC resources involved in regulating private sector landlords will be enhanced with the use of £0.5m Performance Related Grant funding provided by KCC.

- 8.2.2 A key element of the housing regulation is the need to integrate this with other enforcement and regulatory activities undertaken by the council including, Environmental Health, Community Safety, and Planning as well as partner agencies such as Police, Fire and Rescue Service, KCC and the UK Border Agency.
- 8.2.3 Implementation of a Selective Licensing Scheme for landlords is also currently under consultation (appendix 1). The proposal is that the scheme will be declared in December 2010, starting operation in April 2011 for 5 years until December 2015. There will be a charge of £525 per licence per unit payable by the landlord; where there is non-compliance legal action will ensue with use of fines and in certain cases compulsory purchase orders.
- 8.2.4 Work is underway to establish a new method of intervention to take control of housing in Cliftonville West which will fundamentally change the environmental and demographic mix within the area and will increase demand and house values. A report by DTZ linked with the Kent and Medway Housing Strategy will explore various options and benefits/risks of implementation.

8.3 *Update on Work and Skills*

- 8.3.1 Recent research by Experian which focused on the economic impact of a decreasing public sector highlighted Thanet's significant vulnerability in the face of economic recession. Data released by the Office of National Statistics in October 2010 places Margate Central seventh in the national rankings of wards with the highest levels of benefits dependency.
- 8.3.2 Further analysis of employment and skills conditions by Thanet Works, KCC and SEEDA has been completed. This analysis estimates a shortfall of 5,000 jobs in Thanet district.
- 8.3.3 Following a meeting with Paul Carter and Lord David Freud (the Government's Minister leading on Welfare Reform), an officer team was established to develop a Prospectus for Change for the area which is focused on tackling key barriers and developing a mechanism for adding value to the new national 'Work Programme'.
- 8.3.4 At an operational level, Jobcentre Plus are working closely as a Task Force partner, exploring new ways of working with partners to reach those people who have the greatest barriers to developing skills and accessing training and work.

8.4 *Update on Health Inequalities*

- 8.4.1 Eastern & Coastal Kent NHS Triple Aim initiative is a key strand of the work to tackle health inequalities in Thanet and in particular in Margate Central and Cliftonville West. Key aims of Triple Aim are to reduce teenage pregnancy, premature mortality from cancer and circulatory disorders and tackling the high cost of those which frequently return to Accident and Emergency and GP practices.
- 8.4.2 It is important that mental health is recognised as a key issue (745 people are on incapacity benefits and are diagnosed with mental health conditions within the area). Thanet is a pilot area for the 'Fit for Work' service and this is clearly linked to the Employment strand.

8.5 Update on Transformation of Public Services through Place Based Delivery

- 8.5.1 Development of a multi-agency action plan and a fully operational multi-agency Task Force team co-ordinated by the Programme Manager is now nearing completion. This currently includes: Community Safety Officer, Housing Team Leader (overseeing 4 Housing Improvement Officers), Police Sergeant (overseeing 6 PCs and 6 PCSOs), Family Intervention Worker, Social Work Assistant, Youth Offending Worker, Detached Youth Worker, Community Engagement Officer, Fire Safety Officer and Administrative Assistant.
- 8.5.2 The core team has a coordinating and deployment role across the services which operate in the locality.
- 8.5.3 Key principles include an 'invest to save' approach focused on prevention, better use of resources and customised multi-agency services. The business plan for the first year will be informed by a range of current work strands including the investigations into High Cost Cases (appendix 2); 'Think Family' project led by KCC CFE; and the Community Engagement Plan. An Operational Management Group of multi-agency partners meets every six weeks.

9. Impact on Wider Kent

- 9.1 The Margate Task Force presents a 'test-bed' opportunity through which the successes and lessons learned from the programme will inform future organisation and delivery of public services across Kent. Improved integration and targeting of remodelled statutory services at a locality level, community-led priorities and the stimulation of third sector resources and social enterprise within a Big Society framework looks to be the key shape of public services in the future.
- 9.2 The impact of intervention in the two wards, if successful, will have significant long term benefits for Thanet and Kent more widely in terms of reduced public sector expenditure, improved quality of life for many of its residents where inequality gaps have been dramatically reduced or eradicated, and a more prosperous, sustainable economy and population.
- 9.3 KCC and Thanet District Council are keen for these two wards to be used by local and central government for future pilots and initiatives, building on the high profile achieved over the past 12-18 months, attracting opportunities for new ways of working, freedoms, flexibilities and funding, the benefits of which can inform future public sector provision in Kent and beyond.

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Margate Task Force

**High Cost Cases Report:
A Summary**

October 2010

High cost cases report: summary conclusions

In July 2010 a High Cost Cases study in the two wards of Margate Central and Cliftonville West was completed looking in depth at customer journeys, service interactions and costs to public services of individuals and families with a complex range of needs. This work is ongoing and will inform areas where greater efficiencies can be achieved in remodelling service provision and delivering improved outcomes for customers.

Discrete costings of the agency processes in each exemplar were identified and tabulated, providing an overall estimation per case, as shown in this summary report. The study highlights potential areas in which the Margate Task Force and partner agencies can drive efficiencies and improve targeting of services through joint working. These include assessment and early intervention, a lead professional approach to co-ordinating services around children, families and adults, and the streamlining of public services such as benefits payments.

The high cost cases study found that assessment opportunities can be missed at a critical early intervention stage in a person's experience of services or duplicated at later points. Case Study 5 highlights how multiple assessment processes occur within one family through service-led rather than a family based approach. Case Study 2 points to the fact that mental health diagnosis and treatment needs to be better integrated with Drug and Alcohol services.

The report also underlines the extent and complexity of public service interventions in Margate Central and Cliftonville West, and the associated costs. Future investment in services must be informed by what is effective and identify gaps in provision. Case 4 illustrates a young person who has repeatedly attended short term training courses without progressing to any longer term skills development or work. Case 2 echoes the national figures relating to the success rates of individuals using drug and alcohol treatment services - nationally 8.4% of those who enter treatment complete it free of dependency¹. Kent Drug and Alcohol Action Team are currently working on a Systems Change Pilot to improve outcomes which moves away from treatment focused intervention to a more holistic approach including a focus on housing, education, training, skills and employment.

The coalition government's proposed single benefit model needs to address the inefficiencies which are currently prevalent in the benefits payment system, illustrated in cases 3 and 4. The payment of housing benefit directly to the client rather than the landlord can lead to further costs to service providers in rent arrears cases. Through streamlining benefits both administration and service impact costs can be significantly reduced.

Finally, at a time when the public sector faces extreme funding pressures the demand for targeted, value for money, high quality public services has never been greater. It is essential for organisations to work together to cost and improve their service processes to deliver better outcomes for customers. The challenge now is to transform the way we work, and to further develop multi-disciplinary delivery to strengthen and improve the quality of provision and outcomes for vulnerable children, families and adults.

¹ National Treatment Agency for Substance Misuse (2010) <http://www.nta.nhs.uk/facts.aspx>

High cost cases in Margate Central & Cliftonville West

The High Cost Cases report looks at six examples of client interaction with services that are typically found in Cliftonville West and Margate Central and assesses the costs of cross service interventions in the area. It also examines the wider implications of these scenarios.

The examples are based on real anonymised cases, reflecting findings from discussions with service professionals who have identified routine casework with their clients. Because this report is looking specifically at high cost cases, some estimations are based on high end needs.

Summary of case studies

Case Study 1: Young person in care

Cost £160,648

Case study 1 illustrates the high costs of young people in care, particularly where the young person experiences difficulties which bring them into contact with a range of additional support services. The costs in this case include taking the child into care (£36,653), care arrangements, Youth Offending Services intervention and police involvement.

Children's Social Services aim to reduce the costs associated with taking children into care through supporting families to stay together in the first instance. Where care proceedings are necessary effective prevention and joint working with carers and other services – schools, health – can reduce the impact of this process on the child and avoid subsequent need for more complex intervention.

This particular case involves an individual who has absconded from care. Thanet is responsible for 33% of Kent's missing persons. Of these 75% are Looked After Children.

Agencies involved in this case – Children's Social Services, YOS, Police, KFRS, Education, Child & Adolescent Mental Health Services

Case Study 2: Long term drug user

Cost £18,033

Drug and alcohol use is particularly high within the two target wards. At the time of writing KDAAT had identified 207 people accessing treatment services. If each of these individuals replicated the pattern of the example case, the costs would equate to £3,500,000. Of these 207 people, 8 are known to have children in care. Taking a best case scenario of each having only 1 child in care (at a low end cost of £50k), this amounts to an additional £400,000 per year.

It is essential to look at success rates for clients in substance misuse treatment services and potential relapse rates. This has major implications in terms of costs as the national average is for a person to need 6-7 cycles of intervention before achieving a successful outcome.

The Task Force should work to strengthen links between drug and alcohol services and mental health providers, given the high incidence of dual diagnosis cases and the challenges in achieving long term positive outcomes among this client group.

Agencies involved in this case – KDAAT, NHS, JCP, Police, Prison Service

Case Study 3: Offender serving community sentence

Cost £30,884

Housing is a key issue within the two wards, with 3787 housing benefit claimants². The payment of housing benefit directly to the client and the ease of falling off the housing benefit register generates a number of issues. Firstly, those with erratic lifestyles, such as drug and alcohol use, habitually miss Job Seekers Allowance (JSA) appointments leading to a loss of JSA and housing benefit. When this happens the client must re-sign on for JSA which incurs additional public sector costs. Secondly, payment for housing may not reach landlords and agents when cases are not safeguarded. This then incurs housing enforcement costs and efforts to stall eviction.

The two target wards have a high concentration of offenders living within them³, many of whom use probation services. Probation services cost roughly 10% of a custodial sentence, however without employment opportunities the chances of reoffending and a possible custodial sentence increase.

Agencies involved in this case – Prison Service, Probation, Police, NHS, CPS, TDC (Housing Enforcement, Revenue & Benefits, Environmental Protection), JCP

Case Study 4: Young Addicted Offender and NEET

Cost £45,828

This case highlights the multiple needs of young people aged 16–18 who are not in employment education or training (NEET). Young people with learning difficulties, those leaving care and young offenders are all disproportionately represented among the NEET population, highlighting the need for support strategies and early intervention which guide school leavers into appropriate further education, training, apprenticeships and work opportunities. Early intervention is critical in avoiding pathways into long term patterns of poor skills and unemployment which incur very high lifetime costs.

This case shows that existing mechanisms for upskilling and offering employment progression opportunities for the NEET population is fragmented and not linear. This young person has undergone three rounds of training provision without progressing to a longer term training programme or job opportunity. This is also a reflection of the shortage of available jobs in the Thanet district.

In May 2009 there were 1,001 people from the two wards claiming Job Seekers Allowance, and 1,350 people receiving Employment Support Allowance (formerly Incapacity Benefit). Not including administrative costs, these two groups were receiving payments of £9,763,233. In the majority of cases clients were also likely to be in receipt of Housing Benefit and Council Tax Exemption.

² The total number of households in receipt of housing benefits in Thanet is 13,400, the next highest in Kent is Swale with 9,850.

³ Vulnerable Locations Profile (2010) Kent Police

Agencies involved in this case – KDAAT, CAMHS, Connexions, Police, YOS, TDC (Housing), JCP

**Case Study 5: Single Parent, with 4 children
Cost £50,122**

This case study underlines the complexity and range of service involvement in families where the costs on each agency can be substantial. It also highlights the importance of developing systems of assessment and delivery of provision which take into account whole family need – whether initiated through children’s or adult services. Where approaches are not fully integrated replication and duplication are apparent (e.g. separate Common Assessments (CAFs) per child). An information sharing protocols across services is central to making the transition to a holistic family approach. This example shows the potential future savings that could be achieved from the use of a family recovery approach.⁴

Agencies involved in this case – JCP, TDC (Revs & benefits), KCC (CFE, KDAAT), Police, NHS

**Case Study 6: Czech Roma Family
Cost £30,461**

There are significant numbers of Czech Roma families living in the Cliftonville West area, more often than not in unsatisfactory housing conditions. Children and young people of school age who have moved to the UK may have difficulties making the transition to education due to cultural factors and high rates of special school attendance in the Czech Republic.

Frontline staff and schools have identified high levels of school non-attendance among children of migrant families as a particular problem in this community. A focus on early access to education on arrival to the area and improved attendance rates would help prevent future costs associated with truancy and exclusions. The cost of truancy is calculated at £44,000 throughout the academic career of the child.

Agencies involved with this case – JCP, TDC (Revs & benefits), KCC (CFE services)

⁴⁴ ‘Thinking Family’ Westminster City Council (2008)