

Safer and Stronger Communities Board

Agenda

Monday, 7 November 2016
11.00 am

Room D&E, Ground Floor, Layden House,
76-86 Turnmill Street, London, EC1M 5LG

To: Members of the Safer and Stronger Communities Board
cc: Named officers for briefing purposes

www.local.gov.uk

This meeting is



Guidance notes for members and visitors

Layden House, 76-86 Turnmill Street, London, EC1M 5LG

Please read these notes for your own safety and that of all visitors, staff and tenants.

Welcome!

Layden House is located directly opposite the Turnmill Street entrance to Farringdon station, which is served by the Circle, Hammersmith & City, and Metropolitan lines as well as the Thameslink national rail route.

Security

Layden House has a swipe card access system meaning that a swipe enabled security passes will be required to access the lifts and floors 1-5.

Most LGA governance structure meetings will take place on the **ground floor** of Layden House which is open access and therefore does not require a swipe enabled security pass. **Access** to the rest of the building (floors 1-5) is via swipe enabled security passes.

When you visit Layden House, **please show your Local Government House security pass to reception** and they will provide you with a temporary pass which will allow you access to floors 1-5 if required. **Please don't forget to sign out at reception and return your security pass when you depart.**

If you do not have a LGH Security Pass, please email [member services](#) with your name and a recent photo and a pass will be made for you. You can pick this up from the Layden House reception desk on your next visit.

Fire instructions

In the event of the fire alarm sounding, vacate the building immediately via the nearest fire exit onto Turnmill Street and take the next turning on your left – Benjamin Street to St John's Gardens.

DO NOT USE THE LIFTS.

DO NOT STOP TO COLLECT PERSONAL BELONGINGS.

DO NOT RE-ENTER BUILDING UNTIL AUTHORISED TO DO SO.

Soft Seating Area

There is a small soft seating area on Floor 2 which will also operate as an 'Open Council' area for visiting members and officers from member councils. Please note however that unlike Open Council, this area does not have tea and coffee facilities, nor access to computers.

Toilets

There are accessible toilets on the Ground Floor, 2nd and 4th floors.

Accessibility

Parking is available at the rear of the building for Blue Badge holders, accessed via the Turks Head Yard, North underpass. Disabled WCs are situated on the ground and 4th floors. An induction loop system is available in the 5th floor conference venue. For further information please contact the Facilities Management Helpdesk on 020 7664 3015.

Guest WiFi in Layden House

WiFi is available in Layden House for visitors. It can be accessed by enabling "Wireless Network Connection" on your computer and connecting to LGA-Free-WiFi. You will then need to register, either by completing a form or through your Facebook or Twitter account (if you have one). You only need to register the first time you log on.

Further help

Please speak either to staff at the main reception on the ground floor, if you require any further help or information. You can find the LGA website at www.local.gov.uk

Why have the LGA's Headquarters moved?

The LGA has temporarily relocated from Local Government House (LGH) in Smith Square to Layden House in Farringdon, effective from Monday 31 October 2016. This is to allow extensive refurbishment work to be carried out to LGH.

The refurbishment works will see the ground floor conference centre and all meeting rooms fully refurbished. Floors 1, 2 and 3 will be upgraded and released for commercial letting to enable the LGA to maximise the income from this building as part of its drive for financial sustainability. A new and larger Open Council will be located on the seventh floor. The refurbishment is expected to last for nine months and we expect to be back in LGH by September 2017.

We appreciate your understanding and flexibility during this time.

Safer & Stronger Communities Board
7 November 2016

There will be a meeting of the Safer & Stronger Communities Board at **11.00 am on Monday, 7 November 2016** Room D&E, Ground Floor, Layden House, 76-86 Turnmill Street, London, EC1M 5LG.

Tea, coffee and a sandwich lunch will be available at 1.00pm.

Attendance Sheet:

Please ensure that you sign the attendance register, which will be available in the meeting room. It is the only record of your presence at the meeting.

Political Group meetings:

The group meetings will take place in advance of the meeting. Please contact your political group as outlined below for further details.

Apologies:

Please notify your political group office (see contact telephone numbers below) if you are unable to attend this meeting.

Conservative:	Group Office: 020 7664 3223	email: lgaconservatives@local.gov.uk
Labour:	Group Office: 020 7664 3334	email: Labour.GroupLGA@local.gov.uk
Independent:	Group Office: 020 7664 3224	email: independent.grouplga@local.gov.uk
Liberal Democrat:	Group Office: 020 7664 3235	email: libdem@local.gov.uk

Location:

A map showing the location of Layden House is printed on the back cover.

LGA Contact:

Eleanor Reader-Moore
0207 664 3383 / eleanor.reader-moore@local.gov.uk

Carers' Allowance

As part of the LGA Members' Allowances Scheme a Carer's Allowance of up to £7.20 per hour is available to cover the cost of dependants (i.e. children, elderly people or people with disabilities) incurred as a result of attending this meeting.

Social Media

The LGA is committed to using social media in a co-ordinated and sensible way, as part of a strategic approach to communications, to help enhance the reputation of local government, improvement engagement with different elements of the community and drive efficiency. Please feel free to use social media during this meeting. **However, you are requested not to use social media during any confidential items.**

The twitter hashtag for this meeting is #lgassc

Safer & Stronger Communities Board – Membership 2016/2017

Councillor	Authority
Conservative (7)	
Cllr Morris Bright (Vice Chairman)	Hertsmere Borough Council
Cllr Jo Beavis	Braintree District Council
Cllr Bill Bentley	East Sussex County Council
Cllr Ian Gillies	City of York Council
Cllr Keith McLean	Milton Keynes Council
Cllr Chris Pillai	Calderdale Metropolitan Borough Council
Cllr Nick Worth	South Holland District Council
Substitutes	
Cllr Peter Britcliffe	Hyndburn Borough Council
Cllr Tim Oliver	Elmbridge Borough Council
Cllr Barrie Patman	Wokingham Borough Council
Labour (7)	
Cllr Simon Blackburn (Chair)	Blackpool Council
Cllr Kate Haigh	Gloucester City Council
Cllr Alan Rhodes	Nottinghamshire County Council
Cllr Jim Beall	Stockton-on-Tees Borough Council
Cllr James Dawson	Erewash Borough Council
Cllr Janet Daby	Lewisham London Borough Council
Cllr Joy Allen	Durham County Council
Substitutes	
Cllr Richard Chattaway	Warwickshire County Council
Cllr Sarah Russell	Derby City Council
Cllr Erin Hill	Kirklees Metropolitan Council
Independent (2)	
Cllr Clive Woodbridge (Deputy Chair)	Epsom and Ewell Borough Council
Cllr Goronwy Edwards	Conwy County Borough Council
Substitutes	
Cllr Helen Powell	Lincolnshire County Council
Cllr Peter Southgate	Merton London Borough Council
Liberal Democrat (2)	
Cllr Lisa Brett (Deputy Chair)	Bath & North East Somerset Council
Cllr Anita Lower	Newcastle upon Tyne City Council
Substitutes	
Cllr Christopher Coleman	Cheltenham Borough Council

Safer & Stronger Communities Board - Attendance 2016-2017

Councillors	12/9/16			
Conservative Group				
Morris Bright	Yes			
Jo Beavis	Yes			
Bill Bentley	Yes			
Ian Gillies	Yes			
Keith McLean	Yes			
Chris Pillai	Yes			
Nick Worth	Yes			
Labour Group				
Simon Blackburn	Yes			
Kate Haigh	Yes			
Alan Rhodes	No			
Jim Beall	Yes			
James Dawson	Yes			
Janet Daby	Yes			
Joy Allen	Yes			
Independent				
Clive Woodbridge	Yes			
Goronwy Edwards	Yes			
Lib Dem Group				
Lisa Brett	Yes			
Anita Lower	No			

Agenda

Safer & Stronger Communities Board

Monday 7 November 2016

11.00 am

Room D&E, Ground Floor, Layden House, 76-86 Turnmill Street, London, EC1M 5LG

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Date of Next Meeting: Monday, 16 January 2017, 11.00 am, Rooms A&B,
Ground Floor, Layden House, 76-86 Turnmill Street, London, EC1M 5LG



Water Safety

Purpose

For discussion and direction.

Summary

Water safety is a significant issue for councils, and attracted media coverage over the summer due to a number of different incidents. The LGA is not currently a member of the National Water Safety Forum and has not worked with it in the past. The paper sets out the extent of drowning as an issue, the work of the Forum, recent LGA activity and proposes that the LGA work more closely with the Forum in future, detailing proposed activities. Chris Margetts from Mid and West Wales Fire and Rescue Service, will attend the Board to talk about the work the Chief Fire Officers Association has been involved in so far around water safety and the work of the Forum.

Recommendation

That members endorse the actions proposed

Action

Officers to work with National Water Safety Forum to raise awareness of water safety issues, support its existing campaign, encourage councils to adopt best practice and include water safety on the agenda of the LGA's annual conference.

Contact Officer: Charles Loft
Position: Senior Adviser
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Email: Charles.loft@local.gov.uk

Water Safety

Background

1. More people drown in the UK than die in fires at home - on average around 400 a year (excluding suicides).
2. LGA officers have undertaken preliminary work on how we might support improved water safety as a number of councils, such as Durham, have been running local water safety campaigns (in Durham's case 'Dying to be Cool') to reduce the number of deaths by drowning, and to help support Rother District Council following the drowning of five friends at Camber Sands on 25 August, after an earlier drowning at the same beach in July and drownings on the same beach in previous years.
3. While there is an ongoing debate around specific measures that can be used to reduce risks to the public at beaches, rivers, lakes, reservoirs and quarries, work to reduce water safety incidents will need to involve:
 - 3.1. a campaign to raise public awareness; and
 - 3.2. sharing best practice.
4. The National Water Safety Forum which brings together a range of organisations with an interest in and responsibilities for water safety has considerable expertise in various aspects of water safety, and the LGA will need to engage with the Forum on this agenda going forward.

Issues

Water Safety

5. One of the striking characteristics of data on accidental drownings in the UK is that the majority of victims in 2015 did not leave home on the day they died intending to go into water of significant depth. More people drown while out walking or running than while swimming.
6. Although most of those who drown can swim, over half the fatalities recorded for 2015 involved victims who either entered the water on the spur of the moment to assist an animal or person or to retrieve an object (35), entered accidentally while running, walking or cycling (70), or were playing beside water or paddling in shallows (26). Seven others died while angling. Other causes included recreational flying (1) and eight occupants of motor vehicles.
7. In contrast, relatively few fatalities involved activities traditionally regarded as high risk: jumping into water (7), swimming (24), and cliff climbing (1). Twelve people died working on water and 31 whilst engaging in water sports or on pleasure craft. Nine people drowned accidentally whilst having a bath.
8. 83 per cent of drownings involve men; a third involve alcohol. The 19-29 age group is most at risk.

9. Water safety is an issue which affects all areas. Only eight English counties had fewer than three drownings in 2015.
10. In considering a response from councils and the LGA to issues around water safety there are a range of factors to be taken into account including:
 - 10.1. Where does the balance of responsibility lie between central government, local partners, and voluntary sector groups when there is no body with statutory responsibility for water safety?
 - 10.2. Should the emphasis in improving water safety be on preventing people putting themselves at risk or investing in safety features at specific sites? For instance how effective can lifeguards be on long beaches with large numbers of visitors and a significant distance between high and low water marks or at inland locations which become unofficial pools on hot days?
 - 10.3. How much emphasis should there be on personal responsibility for water safety?
 - 10.4. How can we best educate the public about water safety? Are there specific groups within the community at whom educational messages need to be aimed?
 - 10.5. How should water safety measures be funded?
 - 10.6. What can the LGA do to support councils on this agenda? For example should it be looking to ensure best practice is effectively shared among councils?
 - 10.7. Should our work cover all water safety issues or just beach issues, and should it include cliff safety?

The National Water Safety Forum

11. The National Water Safety Forum (NWSF) is a UK-wide association of organisations that have interests in and responsibilities for water safety including sports governing bodies, rescue services, regulators, navigation and harbour authorities, local government, utilities, and other representative groups. The Forum works in partnership with Royal Society for the Prevention of Accidents who provide technical and administrative support. The Chief Fire Officers' Association is a member of the NWSF, as are some 80 local authorities.
12. The Forum was established in 2005 to provide a single point of contact for water safety advice, expertise and information, which could act as a single point of contact for Government departments through a Government Interdepartmental Group on water safety.
13. The Forum's work is divided between six specialist advisory groups covering: beaches; inland water; the sea; swimming; water sports and information/research, all report to a coordinating committee.
14. The Forum has produced the UK Drowning Prevention Strategy 2016-26, which aims to reduce drownings by 50 per cent by 2026. Launched in February 2016, the strategy was endorsed by the then Transport Minister Robert Goodwill MP.

15. The Strategy's initial three-year phase will address the following targets:

- 15.1. Every child should have the opportunity to learn to swim and receive water safety education at primary school and where required at Key Stage 3.
- 15.2. Every community with water risks should have a community-level risk assessment and water safety plan.
- 15.3. To better understand water-related self-harm.
- 15.4. Increase awareness of everyday risks in, on and around the water.
- 15.5. All recreational activity organisations should have a clear strategic risk assessment and plans that address key risks.

16. The NWSF also provides the Water Incident Database (WAID) - a web-based database designed to provide comprehensive information on risks from water based activities, from which the figures in paragraphs 5-7 above are taken. More work is required to improve its data sources and the NWSF would like the LGA to encourage councils to share data.

17. Chris Margetts from the Mid and West Wales Fire and Rescue Service will be attending the Board to talk about the issue of water safety and the work of the NWSF.

LGA Activity

18. The LGA has offered Rother District Council support in its response to the drownings in August and an LGA representative attended a working group set up by the council to look at beach safety issues. Rother District Council have asked the LGA for support in helping to secure a higher profile national campaign on water safety.

19. In light of the work by the NWSF and its strategy the LGA would be best placed to support our wider membership through sharing of existing good practice. Officers have asked members of the Coastal Special Interest Group for examples of best practice to populate a page on the LGA website, while campaigns officers are seeking potential partners with a view to lobbying the government to run a water safety awareness campaign next year.

20. A number of Coastal SIG members have responded to the LGA's request. There is general agreement that education – both in terms of improving swimming rates and ability and raising awareness of the risks – is a priority.

21. While these responses support the idea of campaigning to raise awareness around water safety, some make the point that there are existing campaigns, such as the Royal National Lifeboat Institution's (RNLI) Respect the Water and that it would be better to lend our support to these rather than start a fresh campaign.

22. Respondents report difficulties arising from ignorance of basic water safety for example one council officer was approached by a member of the public asking 'where's the water gone?' when the tide went out. Given that being cut off by the tide is a common cause of beach safety incidents, this is worrying.

23. Councils also report difficulties arising from visitors who are unaware of the specific risks of a location.
24. Anecdotally, some suggest that certain ethnic and cultural groups may be at particular risk, in part because they may enter the sea fully-clothed. However, there is a lack of hard evidence to establish whether this is the case.
25. It is therefore proposed that rather than launch its own campaign, the LGA:
- 25.1. Work with the NWSF and its members, including RNLI, to support existing campaigns and educational work and to support the objectives set out in paragraph 15 above, possibly including a series of workshops for councils;
 - 25.2. Continue to seek examples of water safety best practice and to publicise these on the LGA website;
 - 25.3. Work to encourage councils to share data for inclusion on WAID and to consider joining the National Water Safety Forum;
 - 25.4. Encourage councils to have a community-level risk assessment and water safety plan and to in turn encourage local recreational activity organisations to have a clear strategic risk assessment and plans that address key risks; and
 - 25.5. Make the case for a session on water safety at the LGA's 2017 annual conference.
 - 25.6. Work with NWSF and other partners to encourage central government to do more to raise awareness of water safety issues

Next steps

26. Members are asked to endorse the proposals in paragraph 25.
27. Members may also wish to remind officers in their authorities to send any relevant examples of best practice to Charles Loft..

Financial Implications

28. None.

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Violent Crime

Purpose

For discussion and decision.

Summary

Recent police statistics on violent crime have raised fears that incidents of violence in England and Wales are increasing, marking an end to a long-term downward trend. Members of the Safer and Stronger Communities Board have previously expressed concerns that violent crime may be a growing issue, mirroring anxieties raised recently by other member authorities. This paper provides an overview of the statistics and nature of violent crime for further discussion and considers some options for responses.

Recommendations

That the board:

1. Note the statistics on violent crime;
2. Note the concerns raised by some member authorities and requests for support; and
3. Consider and comment on the proposals for a LGA programme of support set out in paragraphs 12, 13, and 14.

Action

Officers to action as directed by members.

Contact officer: Rachel Duke
Position: Adviser, Community Safety
Phone no: 020 7664 3086
Email: rachel.duke@local.gov.uk

Violent Crime

Background

1. Serious incidents of violence continue to attract significant media attention, and are an ongoing concern for local communities. Following long-term downward trends in both overall levels of recorded crime and in violent offences, recent statistics suggest that this pattern may be changing. However the latest statistical release from the Office for National Statistics for the year ending June 2016 suggests the picture is complex, and both the nature and extent of violent crime cover a broad range of circumstances.

Understanding prevalence

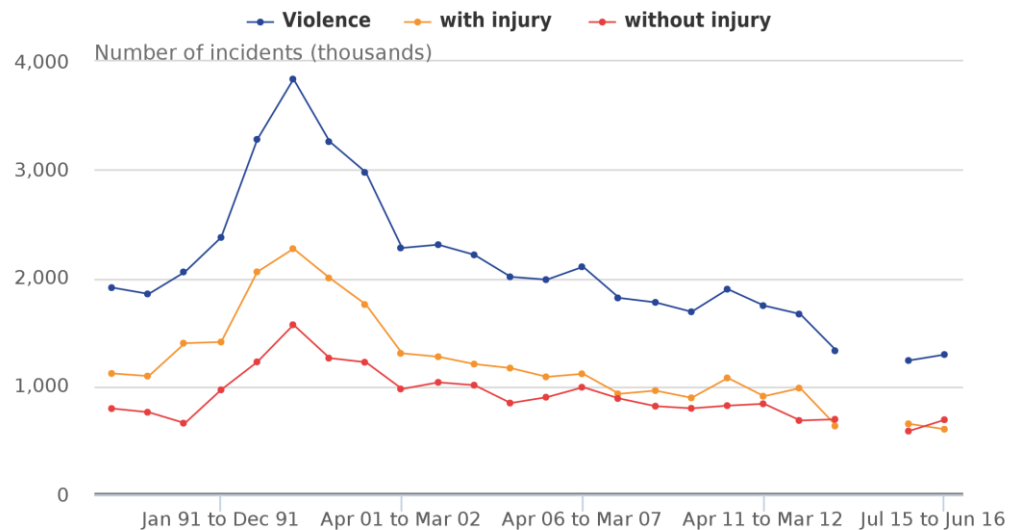
2. Police statistics on violence against the person offences incorporate homicide, violence with injury and violence without injury. Both actual and attempted assaults are included in the figures, which include some offences such as harassment and stalking, where no physical assault is involved.
3. Police recorded crime for the year ending June 2016 suggests that following many years of decreases in violent incidents, the volume may now be increasing:
 - 3.1 Recorded incidents of violence against the person offences have risen by 24% in the last year, which is the highest number of offences recorded in a 12-month period since 2002.
 - 3.2 Police recorded incidents of violence with injury increased 12% on the previous year, including a 26% rise in attempted murder (an additional 147 incidents). Incidents of violence without injury increased by 35%.
 - 3.3 All but one police force (Nottingham) recorded an increase in violent crimes, with the largest increases in Northumbria, West Yorkshire, Durham, and Avon & Somerset.
 - 3.4 Recorded offences involving a knife or sharp instrument (covering violence against the person, robbery and sexual offences) increased by 9% overall on the previous year. This includes an 18% increase in attempted murder and a 12% rise in assault with injury/assault with intent. This suggests an increase over the last two years, ending a downward trend since 2011. Possession offences rose by 15% in the last year.
 - 3.5 37 of 44 police forces recorded a rise in offences involving knives and sharp instruments, with the largest contributor being West Midlands Police.

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- 3.6 The number of homicides recorded in the latest year increased by 3%¹. Over the long-term, the rate of homicides has fallen from 14 per million in 2006 to 10 per million in the year ending March 2016.
4. A number of factors should be considered when analysing police-recorded incidents, which may contribute towards apparent increases. These include:
- 4.1 improvements in crime recording in recent years (following criticism of police recorded crime by Her Majesty's Inspectorate of Constabulary (HMIC), which is thought to have affected violence against the person offences in particular). Evidence suggests that offences such as attempted murder may have previously been recorded as other types of violent crime, such as wounding with intent, that might be easier to prove in court.
 - 4.2 increased police focus on encouraging reports of domestic abuse following HMIC's 2014 report criticising police responses.
 - 4.3 the introduction of two new harassment offences in April 2015, which has contributed 36% to the rise in overall recorded violence against the person offences and 47% to violence without injury offences.
 - 4.4 targeted action by police around knife crime possession following legislative changes introduced in July 2015.
 - 4.5 an increase in the number of violent crimes reported to the police, as suggested by evidence from the Crime Survey of England and Wales (CSEW).
5. Findings from the Crime Survey of England and Wales are regarded as a more reliable indicator of long-term trends. CSEW findings for the latest survey suggest:
- 5.1 There is no statistically significant change in levels of violence from the previous year (a 4% fall in incidents of violence overall; an 8% decrease in violence with injury; and an 18% increase in violence without injury).
 - 5.2 Around two in every 100 over 16s in England and Wales were a victim of violent crime in the last year – compared to three in every 100 in 2006 and 5 in 100 in 1995.
 - 5.3 From 2002 to 2014 violent incidents reduced but have plateaued over the last two years, as illustrated by the following chart:

¹ This excludes the 96 Hillsborough victims which were recorded in last year's figures as manslaughter victims

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Source: Crime Survey for England and Wales, Office for National Statistics

6. Other indicators of trends in violent crime include incidents recorded in hospital emergency departments, which suggest there has been no change on the previous year. (The latest available London ambulance data for assaults with a knife (for year ending October 2015) suggested a 9% rise in incidents). Conversely, Metropolitan Police data suggests that emergency and non-emergency "calls for service" relating to violent crime decreased by 2% in the last year.

The nature of violent crime

7. Earlier this year the ONS published a detailed analysis of the nature of violent crime, based on findings from the CSEW for the year ending March 2015. Although this partially pre-dates apparent recent trends, it provides a context in which to set the statistics:
 - 7.1 43% of violent offences reported were perpetrated by a stranger, 36% by an acquaintance and 20% as domestic violence (the latter is thought to be underreported in the CSEW). Incidents of stranger violence are most likely to take place in pubs or clubs (27%) or other² (32%). Incidents of acquaintance violence are most likely to take place at work (30%).
 - 7.2 Men are more likely to be a victim of violent crime than women (2.4% of males compared to 1.3% of females). For victims aged over 16, perpetrators are also most likely to be male (81%) and aged between 25 and 39 (46%).
 - 7.3 Adults aged 16-24 are more likely to be a victim of violent crime than any other age group (4.2%).

² This include car parks, shops, places of education, friends' homes, entertainment places or other

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- 7.4 Overall, victims sustain a physical injury in 52% of incidents of violence. This varies by the type of violence, with 76% of incidents of domestic violence resulting in physical injury compared with 50% of acquaintance violence and 41% of stranger violence incidents.
- 7.5 For victims aged between 10 and 15, incidents are most likely to be committed by someone they know well (58%) and in 78% of violent incidents against children the offender was a pupil at the victim's school. The perpetrator was mostly likely to be male (89%) and aged between 10-15 (86%).
- 8. A report published in September 2016 by the London Assembly's Police and Crime Committee looked at the nature of serious youth violence in London. The report concluded that:
 - 8.1 The number of victims of serious youth violence (SYV) in London has been rising over the past four years.
 - 8.2 Knives are a significant part of SYV, flagged as a factor in around half of SYV incidents. A dominant factor for young people carrying knives appears to be a belief that it is needed for self-defence. Other factors cited include peer group influence and exposure to violence within the family. However it is acknowledged that issues are complex.
 - 8.3 Gang activity is flagged as present in only a small proportion of cases; related to about 5% of victims – it is thought that much of the SYV in the capital may relate to peer groups rather than “gangs”.
 - 8.4 Changes in recording practices may contribute to apparent increases in SYV, but it is suggested that increases may be down to an increase in young people's involvement in serious crimes (such as drugs), and increased community tensions.

Commentary

- 9. Taken as a whole, this represents a complicated landscape for understanding any emerging trends in violent crime and the nature of violent incidents.
- 10. However, several authorities in large cities have reported that they are concerned that violent incidents are growing. There are some suggestions that voluntary sector groups are also concerned that young people are increasingly carrying knives. It is possible that this is exacerbated by the perception that levels of knife crime and violence are increasing.
- 11. Some local authorities have indicated that they would welcome LGA support to assist local efforts in reducing violence.

Ways forward

12. The Home Office already has a programme of work designed to reduce violent crime, and is funding peer support for councils with gangs and serious youth violence through the Institute of Community Safety. The LGA can best complement this existing support and assist our member authorities by disseminating examples of good and effective practice, which we know some local authorities are keen to access. There are a number of areas of good practice the LGA could highlight, including:
 - 12.1 Work by the Early Intervention Foundation suggests that the most effective responses to serious youth violence include family focussed and/or therapy-based group programmes, mentoring schemes and community engagement. Data sharing is recognised as important in identifying risk and developing protective factors.
 - 12.2 Research by the Scottish Centre for Crime and Justice (SSCJ) suggests that the two main reasons for young people carrying knives are status and fear of crime/for protection. Therefore, education-based interventions have the most impact on tackling knife crime; raising awareness about the dangers and consequences of carrying knives and engaging in knife crime.
 - 12.3 Recent national-level responses around knife crime include agreements with major retailers to prevent underage sales; and work with organisations to help deliver prevention messages to children and young people.
 - 12.4 London Councils and the Mayor's Office for Policing and Crime (MOPAC) are also undertaking work to identify examples of good practice in tackling serious youth violence. Existing projects aimed at addressing violent knife crime in the capital, include 'Redthread'; a programme which places youth workers in A&E departments to talk to young victims and consider how they can be supported.
13. The LGA could host a conference to showcase some of this work, and/or develop some case studies or guidance for councils. Initial discussions with the LGA Events team suggest that a conference could be scheduled for late Spring/early Summer 2017.
14. A further issue on which the LGA could disseminate good practice is regarding data-sharing. Some local authorities have reported difficulties in obtaining data on violent incidents from A&E departments, which could help in understanding the extent of the issue, identifying risks and targeting responses. The Home Office has acknowledged this is a wider issue and is working with the Institute of Community Safety to identify how better use could be made of the regional violence-reduction nurses to exchange data, or whether the London model of sharing A&E data through a central hub could be replicated elsewhere. Initial conversations with the Institute suggest they would welcome LGA assistance in promoting which ever model for sharing A&E data the Home Office looks to adopt.

Next steps

15. Members are asked to:

- 15.1 Note the statistics on violent crime;
- 15.2 Note the concerns raised by some member authorities and requests for support;
and
- 15.3 Consider and comment on the proposals for a LGA programme of support set
out in paragraphs 12, 13, and 14.

Financial implications

- 16. Subject to agreement from the LGA's Events team, it is possible that a conference could be organised on a commercial basis, covering the costs of hosting. Other lines of work identified could be met from existing resources.

LGA's Homelessness Report – relevance to the work of the Board

Purpose

For discussion and direction.

Summary

The Environment Economy, Housing and Transport (EEHT) Board of the LGA commissioned a report to help inform the LGA's position on homelessness. The EEHT Board will be considering how to use the findings of the report going forward. A key strand of the report covers the issue of ex-offender homelessness and makes a number of recommendations in relation to this issue. This paper sets out the key findings and recommendations that cross over with the remit of the Safer and Stronger Communities Board.

Recommendations

That the board:

1. Note the Homelessness report commissioned by the EEHT Board;
2. Discuss and comment on the recommendations in the report of relevance to the Safer and Stronger Communities Board; and
3. Note that the EEHT Board will be leading the LGA's work in response to the Homelessness report and agree that the discussions at the Board are used to inform the LGA's cross-cutting work on homelessness.

Action

Officers to action as appropriate.

Contact Officer:	Charles Loft
Position:	Senior Adviser
Telephone No:	020 7665 3874
Email:	charles.loft@local.gov.uk

LGA's Homelessness Report – relevance to the work of the Board

Background

1. In April 2016 the LGA's Environment Economy, Housing and Transport (EEHT) Board commissioned a report entitled *Homelessness policy and support options* to help inform the LGA's position on homelessness, and to provide evidence-based recommendations for policy work going forward. The report looked at the relationship between homelessness and health, justice, children and young people, welfare reform, employment and finance amongst a range of issues. The EEHT Board will be considering how to use the findings of the report going forward to inform the LGA's internal discussions ahead of agreeing a position on how to respond to homelessness.
2. It is intended to publish a version of the report to explore the complexities of homelessness and the challenge for councils in addressing it; to use it as a basis for discussion with the Department of Communities and Local Government (DCLG) on the potential for a new improvement offer for councils; and to inform the LGA's lobbying around potential homelessness legislation.
3. The report makes a number of recommendations relevant to the remit of the Safer and Stronger Communities Board.

Summary of the Report

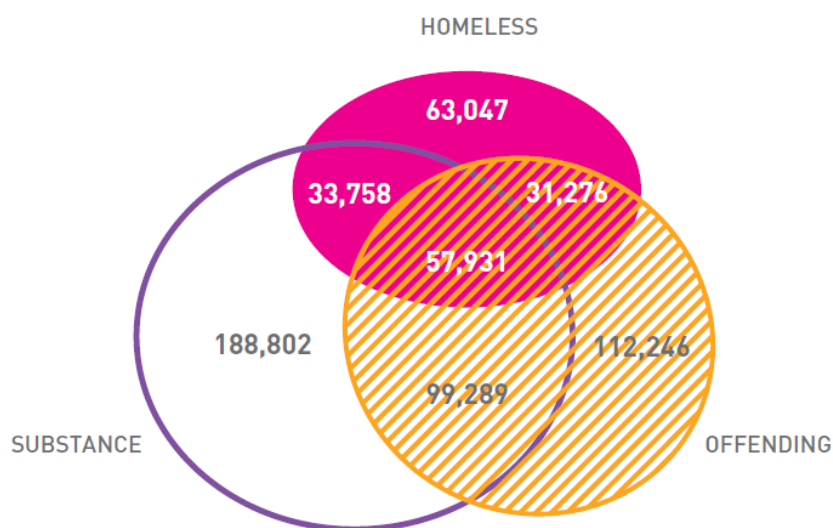
4. The report examines all those groups experiencing homelessness, which local authorities have to consider in making homelessness strategies under the Homelessness Act 2002, not just those who may be entitled to assistance.
5. Official data indicates that homelessness has increased since a low point in 2009/10, and argues that the downward trend in total homelessness responses since 2013/14 cannot be taken as an indication that homelessness is reducing, due to shortcomings in the data. In particular, the decline may reflect councils' reduced success in tackling homelessness – only successful interventions appear in the data.
6. Homelessness has a different profile across the country, and within local authority areas. It related to a number of structural factors (poverty, inequality, housing supply and affordability, unemployment, welfare and income policies) and individual factors (poor physical health, mental health problems, alcohol and drugs issues, bereavement, violence and abuse, offending, experience of care and/or prison). Local authority capacity to respond to homelessness, as reported in official statistics, also varies.
7. Homelessness cannot simply be resolved through housing supply. A more detailed understanding of who is at risk of, or actually homeless, why these circumstances have arisen, and what means are available locally to prevent and respond to homelessness are needed.

Homelessness and those with experience of the criminal justice system

8. The aspect of the report of particular relevance to the Board is its identification of people with experience of the criminal justice system as one of the groups at particular risk of homelessness due to individual factors. The report also points out homelessness affects other groups such as those with mental health problems, those experiencing threatening behaviour, abuse or violence, those with substance misuse problems and those with multiple and complex needs. The report's sections on the impact of homelessness on offending and re-offending are reproduced below.
9. Homelessness can be a contributory factor in offending behaviour, or can result from offending. Research suggests:
 - 9.1. 12% of offenders released from custody in 2012/13 had no settled accommodation;
 - 9.2. 15% of the prison population reported being homeless before custody, including 9% sleeping rough, compared to 3.5% of the general population reporting ever having been homelessⁱ;
 - 9.3. 44% of prisoners reported being in their accommodation prior to custody for less than a year; 28% reported living in their accommodation for less than six monthsⁱⁱ;
 - 9.4. 79% of offenders who had been homeless prior to custody are likely to be reconvicted within a year, compared with 47% of those who had accommodationⁱⁱⁱ;
 - 9.5. prisoners say that meeting their accommodation needs is a key factor in helping them to not reoffend^{iv}, with recent research suggesting this is the case for 60% of prisoners^v;
 - 9.6. housing provision could reduce reoffending by 20%^{vi}.
10. It may be surprising then that this population is almost invisible in official data: only 410 people were found to be statutory homeless in 2015/16 as a consequence of leaving prison, a decrease of 5% since 2012/13 (oldest available data^{vii}), yet the prison population is over 85,000 people^{viii}.
11. Rough sleeping data for London in 2015/16 provides some insight: 1,779 had experience of serving time in prison (compared to 1,641 in 2014/15), including 79 people rough sleeping for the first time who said their homelessness was because they had left prison.
12. Offender health is considerably worse than that of the general population, and there are health inequalities within the offender population^{ix}:
 - 12.1. Offending lifestyles are more likely to put people at risk of ill health; a marginalised lifestyle is likely to lead to little or no regular contact with health services;

- 12.2. 9% of the UK prisoner population experience severe and enduring mental illness;
 - 12.3. female prisoners tend to have more mental health problems than the male prison population;
 - 12.4. 90% of prisoners have substance misuse problems, mental health problems or both^x;
 - 12.5. There are higher incidences of drug misuse among female prisoners;
 - 12.6. increased risk of blood borne diseases e.g. tuberculosis is a common factor;
 - 12.7. whilst existing health problems are particularly exacerbated for offenders serving custodial sentences they also exist for those in the community; the health of offenders may actually worsen on release due to a less disciplined life style and easier access to (stronger) drugs and alcohol^{xi};
 - 12.8. offenders within the community are socially excluded, and experience difficulty in accessing services to meet their needs.
13. Recent research highlights the overlap between people who come into contact with the homelessness, criminal justice and substance use sectors, and concludes that those who experience all three have poorer outcomes from services^{xii}.

Figure 1: Overlap of SMD disadvantage domains, England, 2010/11



Source: Bramley, G et. al (2015)

14. For those offenders receiving treatment in prison for drug and/or alcohol problems, tuberculosis or other communicable diseases, homelessness or unstable accommodation on release can mean that treatment is not completed. Not only does this have consequences for the individual's health and wellbeing, in the case of a communicable disease there are consequences for the public, and the cost of treatment in prison is wasted particularly if homelessness follows release.
15. The cycle of poor health, offending, incarceration, homelessness and poor health will be perpetuated unless effective action is taken on reception into prison, throughout the sentence and, perhaps most importantly, on release. Poor quality housing and neighbourhoods, precarious housing circumstances and homelessness are arguably more detrimental to offenders, yet it is common knowledge amongst those working in this field that it is exactly these circumstances that most offenders live in whilst in the community.
16. Offenders who have accommodation arranged on release from prison are four times more likely to have employment, education or training arranged than those who do not have accommodation^{xiii}. Having nowhere to live severely hinders offenders chances of finding employment, in addition to the attitude of employers to offenders: in 2010 only 12% of employers surveyed said that they had employed somebody with a criminal record in the past three years and around one in five employers said they did exclude or were likely to exclude ex-offenders from the recruitment process^{xiv}.
17. People who come into contact with the criminal justice system are amongst the most marginalised and excluded members in society. A common issue underpinning their exclusion is a lack of stable accommodation, alongside poor health and wellbeing and limited opportunities to gain employment.
18. Official homelessness data does not present a true picture of the scale of the problem, suggesting a decrease of 5% between 2012/13 and 2015/16 in statutory homeless households whose main reason for homelessness was due to leaving prison or on remand (410 households), yet the prison population has increased, now at around 85,000 people, and research suggests homelessness is a significant factor for people in the criminal justice system. There is no data available from within the criminal justice system. This is significant in the context of Transforming Rehabilitation: a number of reform measures could have reasonably been expected to reduce homelessness amongst people leaving prison but, without available data, it is not possible to understand if this is the case or indeed, if a problem remains.
19. The challenge of meeting housing needs for this population is not new, and prior to Transforming Rehabilitation the five-year strategy to reduce reoffending published by the government in 2006^{xv} contained a commitment to work with partners at the local and regional level to help prisoners keep their accommodation while they are in prison and to develop and roll out a standard prisoner housing form and encourage landlords to use it. In practice there was little evidence to suggest that either of these commitments had been kept; a 2014 national report^{xvi} from HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted found that *'Despite accommodation needs being assessed on an offender's arrival in custody, little was done until close to their release.'*

20. Transforming Rehabilitation, the government's reform of the criminal justice system, was expected to contribute to a reduction in homelessness and reoffending as a consequence of:
- 20.1. Offenders serving sentences of less than one year becoming subject to statutory supervision, for the first time;
 - 20.2. Support and supervision of low and medium-risk offenders being passed from the Probation Service to Community Rehabilitation Companies (CRC), who in turn deliver services or commission voluntary and private sector providers;
 - 20.3. Higher-risk offenders being supervised by a new National Probation Service (NPS);
 - 20.4. Offenders serving short sentences and those with less than three months to serve being held in 'resettlement prisons', in or linked to the area in which they will be released;
 - 20.5. Resettlement services being organised on a 'through the gate' basis, making greater use of mentors than at present and with providers paid in part according to the outcomes they achieve in reducing reoffending.
21. A recent headline suggests that released prisoners have been ['given tents to live in'](#).
22. The challenges to accessing affordable, safe and suitable housing have already been outlined for the general homeless population: these are significantly worse for people who have been in contact with the criminal justice system:
- 22.1. Research suggests that commissioners and providers across the criminal justice system and in the community are not working together to achieve the outcome of a settled home, and there is no shared definition of what this looks like;
 - 22.2. it is impossible to understand the scale and nature of the housing problems faced by offenders – intelligence is not collected or shared (the National Offender Management Service was approached in the course of this commission in an attempt to gather current data about the number of people leaving prison who do not have settled and suitable accommodation: this information is not publically available);
 - 22.3. action is not taken early enough in prison to prevent homelessness on release, for example rent arrears can build up while in custody if a tenancy is not ended;
 - 22.4. challenges in accessing employment mean that people will be in receipt of Housing Benefit and access to accommodation will be restricted by Local Housing Allowance rates – this is particularly problematic for under 35's as sharing accommodation may pose a risk to either the person leaving prison or others in the home. Also it limits the geographic location of the home, and it may be desirable for the person to move away from previous associations in certain neighbourhoods;

- 22.5. the nature of the offence, and/or history of anti-social behaviour, and/or housing history means they are more likely to be excluded in social housing allocations, lettings policies and practice;
 - 22.6. their needs may be multiple and complex to address, yet access to accommodation and services is reducing as funding is reduced – Homeless Link's 2015 survey of provision reported that 41% of single homeless accommodation projects had received a reduction in funding;
23. A number of national partners are committed to improving outcomes for people in contact with the criminal justice system and who are experiencing homelessness for example, [CLINKs](#), have looked building on effective practice in England; Homeless Link who published 'Better Together' in 2011, which examined the evidence around effective joint working arrangements and clients' experiences of being supported by staff in the criminal justice and homelessness sector^{xvii}; and Shelter Cymru, who published a report in May 2015^{xviii} looking at effective housing pathways for prison leavers. The [Making Every Adult Matter \(MEAM\)](#) coalition is also a source of learning, particularly for those with multiple needs.

Ministerial interest

24. In addition to the points made in the report, the CLG Select Committee's report on Homelessness published in July drew attention to the link between homelessness and offending and expressed concern that ex-offenders do not always receive the support they need' and expressed concern at the 'extremely worrying' lack of coordination between the Ministry of Justice and the Department for Communities and Local Government.¹
25. In June the LGA attended a Ministry of Justice roundtable on ex-offender housing, the main emphasis of which was on identifying effective enablers for assisting ex-offenders into accommodation (the then Minister was considering producing a strategy on this). The key points raised at this meeting were:
- 25.1. Why some councils consider people to have made themselves intentionally homeless by being imprisoned, but others do not;
 - 25.2. some participants wanted councils 'incentivised' to house offenders, some called for a statutory duty (however the Minister appeared sympathetic to the argument that the issue was not one of incentives or duties but of resources);
 - 25.3. Police and Crime Commissioners might help by using their budgets to support ex-offender housing as part of a crime reduction/rehabilitation strategy;
 - 25.4. The Local Housing Allowance cap is a challenge for charities trying to help offenders into accommodation;

¹ <http://www.publications.parliament.uk/pa/cm201617/cmselect/cmcomloc/40/4002.htm>, p.30.

- 25.5. the lack of a national strategy on offender rehousing and the contrast with the Welsh National Model Pathway (which will soon be evaluated);
 - 25.6. the confusion among Community Rehabilitation Companies (CRCs) over the division of responsibilities between them and councils. Some CRCs feel they are discharging their role merely by referring offenders to council housing services, who then cannot house them. Some CRCs may be experiencing difficulty commissioning work on housing. The contractual requirements may have been defined too loosely but there is a dearth of hard evidence on the problem and its possible solutions. LGA sought an opportunity to discuss this with Ministry of Justice (MoJ) and DCLG with a view to developing an agreement on how responsibilities could be clarified and establishing what other barriers exist.
26. Following the change of Minister it is unclear whether the MoJ will pursue the issue further.

Homelessness Reduction Bill

27. Bob Blackman MP (Conservative, Harrow East) has introduced this private members bill. It had its second reading on Friday 28 October 2016 and Marcus Jones, Local Government Minister said he would be "looking carefully" at it with a view to possibly supporting it. The Bill seeks to impose new duties on councils, including providing emergency interim accommodation for up to 56 days for households not in priority need. The LGA opposes the Bill, which would divert resources away from other essential homelessness work leaving councils less able to support vulnerable people. The proposals do not appear to be fully considered, funded or deliverable.

Recommendations

- 28. The LGA's report makes many recommendations, of which the following are relevant to the issue of ex-offender housing:
- 29. Embed homelessness in existing LGA opportunities to work with national partners to improve outcomes through relevant systems eg, health and social care, criminal justice etc.
- 30. Publish a series of homelessness prevention and response commissioning and practice guides incorporating examples of 'what works' and evidence of return on investment for a number of themes and audiences including Community safety – for community safety partnerships, incorporating domestic abuse and offending.
- 31. Work with partners, and relevant government departments, to tackle homelessness as experienced by people who have had contact with the criminal justice system as a means to reduce re-offending.
- 32. Commission or lobby for research/analysis to understand how accommodation needs are being met under Transforming Rehabilitation.
- 33. Produce a practice guide for local strategic partnerships eg, the Community Safety Partnership, Health and Wellbeing Board, Local Enterprise Partnership to enable them to

take a systems and outcomes-based approach to enabling the right home environment for rehabilitation, and to hold each other's actions to account.

34. Ensure that the experiences of this population are considered in other LGA policy work eg, responses to government policy in relation to welfare reform and supported housing – these have significant implications for this population.
35. Take the lead in providing support to local government to enable them to take a systems leadership and integrated approach to commissioning homelessness prevention and response.
36. Incorporate homelessness within existing support options to local government including leadership support, regional support (corporate and health) and peer challenges.

Next steps

37. The Homelessness report makes a wide ranging set of recommendations for the LGA, with implications for the work of a number of LGA Board's, with consequent finance and resource implications. The EEHT Board will be leading the LGA response to the report, so it is proposed that officers liaise with colleagues supporting the EEHT Board around the development of future work programmes. Members' views on the report will be used to inform those discussions with EEHT colleagues. Members are therefore asked to:
 - 37.1 Note the Homelessness report commissioned by the EEHT Board;
 - 37.2 discuss and comment on the recommendations in the report of relevance to the Safer and Stronger Communities Board and;
 - 37.3 note that the EEHT Board will be leading the LGA's work in response to the Homelessness report and agree that the discussions at the Board are used to inform the LGA's cross-cutting work on homelessness.

Financial Implications

38. Acting on and delivering the full set of recommendations in the report would have resource implications for the Board's wider work programme, and the ability to commission reports and guidance is dependent on funding being available within the LGA.

i Accommodation, homelessness and reoffending of prisoners (2012) MOJ, <https://www.gov.uk/government/publications/accommodation-homelessness-and-reoffending-of-prisoners>

ii Ibid

iii Prison Reform Trust (2011): Bromley Briefings Prison Factfile London: PRT

iv Ministry of Justice (2012) Research Summary 3/12. Accommodation, homelessness and reoffending of prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) survey

v Figures compiled in and quoted from Prison Reform Trust (2014), Bromley briefing prison factfile, www.prisonreformtrust.org.uk/Publications/Factfile

vi Social Exclusion Unit (2002) Reducing Reoffending by Ex-Prisoners. London: Social Exclusion Unit

vii DCLG official homelessness statistics, local authority level tables 2012/13 and 2015/16

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- viii International Centre for Prison Studies (2016) Accessed 20 June 2016
http://www.prisonstudies.org/highest-to-lowest/prison-population-total?field_region_taxonomy_tid=14
- ix Prisons and Health World Health Organisation (2014)
http://www.euro.who.int/__data/assets/pdf_file/0005/249188/Prisons-and-Health.pdf?ua=1
- x Homeless Link www.homeless.org.uk/criminal-justice-project
- xi Homelessness in Liverpool City Region. A Health Needs Assessment (2014) Liverpool Public Health Observatory
- xii Bramley, G. Fitzpatrick, S. Edwards, J. Ford, D. Johnsen, S. Sosenko, F. Watkins, D (2015) Hard Edges: mapping severe and multiple disadvantage in England. Lankelly Chase Foundation with Heriott Watt University
http://www.lankellychase.org.uk/news_events/501_new_profile_of_severe_and_multiple_disadvantage_in_england
- xiii Prison Reform Trust - Briefing Paper - Projects and Research
www.prisonreformtrust.org.uk/ProjectsResearch/Resettlement
- xiv Ibid
- xv A five year strategy for protecting the public and reducing reoffending, (2006) Home Office
<https://www.gov.uk/government/publications/a-five-year-strategy-for-protecting-the-public-and-reducing-reoffending>
- xvi HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted (2014), Resettlement provision for adult offenders: Accommodation and education, training and employment
- xvii <http://www.homeless.org.uk/facts/our-research/better-together-preventing-re-offending-and-homelessness>.
- xviii Settled: effective practice in homelessness prevention for prison leavers, 2015, Shelter Cymru



Government review of gaming machines and social responsibility measures

Purpose

For discussion and direction.

Summary

On Monday 24 October, the Government announced its long awaited [review of gaming machine stakes](#). This review will have a slightly wider scope than previous reviews; this paper therefore outlines the key themes the LGA will need to cover in its submission, and opportunities for ensuring the wider sector engages with the review.

Recommendation

That the Board provide direction on the LGA's response to the review.

Action

Officers to take forward as directed.

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Government review of gaming machines and social responsibility measures

Background

1. As the Board will be aware, the LGA has consistently raised concerns about the impact of betting shop clustering and high stakes B2 gaming machines (commonly referred to as fixed odds betting terminals, or FOBTs) in recent years.
2. Although overall numbers of betting shops have remained relatively stable in recent years, there is clear evidence of clusters of betting shops developing in some areas as numbers reduce in other areas. Independent research for the Responsible Gambling Trust has shown that *'areas close to betting shops tend towards higher levels of crime events, resident deprivation, unemployment, and ethnic diversity'*¹; a separate piece of research for the Trust indicates that rates of problem gambling are higher in areas with clusters of betting shops.
3. Linked to concerns about betting shop clustering are concerns about the numbers of FOBTs available on high streets. FOBTs have a maximum stake of £100 per spin (or play), compared to maximum stakes on other high street machines of just £2 (see **annex 1**). Each betting shop is entitled to have up to four betting gaming machines, and it is argued that it is the profitability of the machines that has driven clustering. Gross gambling yield from FOBTs (the amount retained by operators after the payment of winnings but before the deduction of operating costs) rose from £1.05bn in 2009 to £1.7bn in 2014-15, and FOBTs now make a greater contribution to betting shop income than traditional over the counter betting.
4. Following significant media and Parliamentary concern about FOBTs, in early 2014 the coalition Government undertook a short gambling strategy review leading to the announcement of a series of measures aimed at addressing concerns about betting shop clustering and FOBTs. From April 2015 customers wishing to stake more than £50 on FOBTs now need to pay over the betting shop counter in cash or use account based play, which tracks and monitors play.
5. There were also changes to the planning system, so that with effect from April 2015, betting shops are in a sui generis category with payday loan shops; this means that planning permission is now required before a building can change to either of these uses. This welcome change gives councils scope to develop local plans that restrict new betting shops (as Newham recently became the first council to do), but the limitation of this is that it applies only in cases where an application for planning permission must be made. Existing betting shops already have planning permission; therefore, if one firm closed an existing premises, there would be nothing to stop a different firm from opening a betting shop in its place. We believe this is a realistic prospect, given expected developments in the market; although recent, anecdotal feedback from the LGA licensing forum indicates that applications for new premises licences from betting shops have virtually dried up since the change was introduced.

¹ http://www.responsiblegamblingtrust.org.uk/user_uploads/0159%20-%202015%2002%2020%20-%20with%20header.pdf

6. Since the 2014 Government review, our efforts have been focused on supporting councils to make effective use of existing and new powers in gambling licensing. We supported the Westminster-Manchester-Geofutures research and are continuing to explore how to roll this out more widely; we also published a comprehensive councillor handbook on gambling and held a successful conference on gambling licensing last month.
7. We have continued to lobby government on these issues through engagement with the Department for Culture, Media and Sport and ongoing media releases highlighting relevant research. Over the past year, we have also been in discussion with government on the Newham Sustainable Communities Act (SCA) application to reduce FOBT stakes to £2. This has been an opportunity to promote our key asks in gambling licensing, which to date have been:
 - 7.1. Government should amend the Gambling Act 2005 to restore the principle of the demand test – we propose that councils be given the statutory right to create cumulative impact zones in areas with a high number of betting shops.
 - 7.2. The addition of new Gambling Act objectives relating to the prevention of public nuisance (equivalent to the Licensing Act 2003) and public health.
 - 7.3. Further player protection measures for FOBTs including bringing maximum stakes into line with maximum stakes for other types of gaming machine playable on high streets (which are £2 in betting shop premises and £5 in casinos).

Issues

Terms of the review, evidence requirements and council engagement

8. As the Board will recall from updates on the Newham SCA application, we have always felt that the most likely route to achieving a reduction in FOBT stakes is via a triennial review of stakes, and it is therefore extremely good news that a review is now taking place.
9. It is also extremely positive that the Government has chosen to widen the terms of reference for the review beyond machine stakes and prizes, and by considering impacts on communities as well as on individuals. The stated objective for the review is to look across the industry and determine what, if any, changes are needed to strike the right balance between social responsible growth and the protection of consumers and wider communities.
10. The review is seeking evidence on the following issues (a list of the consultation questions is set out in **annex 2**):
 - 10.1. Maximum stakes and prizes for all categories of gaming machines permitted under the Gambling Act 2005;
 - 10.2. Allocations of gaming machines permitted in all licensed premises under the Gambling Act 2005; and

- 10.3. For the industry as a whole (ie, not limited to gaming machines), social responsibility measures to minimise the risk of gambling related harm. This includes looking at gambling advertising to understand whether we have the right measures in place to ensure that the young and vulnerable are protected.
11. The call for evidence repeatedly emphasises that it is seeking evidence-based submissions. To support this, alongside highlighting recent research about the location of betting shop clusters and rates of problem gambling near clusters, we also propose to work with a small number of councils to try to develop detailed case study evidence about issues in their areas. As part of its SCA work, Newham council identified police call out rates to local betting shops, which are significantly higher than average figures reported to the Gambling Commission might suggest. It would be useful to replicate this data for other areas; it would also be helpful to outline how councils are using cumulative impact policies in relation to alcohol licenced premises.
12. It will be important that in addition to a sector-wide submission from the LGA, as many individual councils as possible submit a response to the review. It would be helpful if Board members could encourage their own councils to respond, if they are areas that have particular concerns about gambling or have signed up to the Newham SCA.
13. The Board's licensing champions have proposed developing a draft model motion for councils to debate, as a prompt for them to get involved in the review. A draft model motion will be circulated for consideration ahead of the Board's political group meetings.
14. The Board's views on other ways to encourage councils to engage with the review would also be very helpful.

Review themes – suggested LGA lines

15. As set out above, the LGA has an existing set of policy asks for gambling licensing which we will of course want to feed into this review. Some possible lines to take, and questions for the Board on key issues, are set out below.

16. Gaming machine stakes

- 16.1. FOBT stakes should be brought into line with maximum stakes for other machines playable in high street locations.
- 16.2. However, effective and balanced regulation of gaming machines relates not only to stakes, but also to the number of machines, as determined by machine allowances for different premises and the number of premises.
- 16.3. The statutory aim to permit makes this difficult for councils, which is why we would favour supporting recent planning changes with the introduction of a statutory cumulative impact approach in gambling licensing.
- 16.4. Similarly, a wider set of licensing objectives, in particular including an anti-social behaviour objective, would enable councils to better reflect community impacts as part of the licensing process.

17. Location of gaming machines

- 17.1. There is scope here to make a proposal in relation to numbers of gaming machines playable in all gambling premises, not just betting shops.
- 17.2. A localist approach would be to propose that licensing authorities have flexibility to determine the number of machines per premises in their areas, depending on local circumstances. A similar power has been devolved to the Scottish Government in relation to reducing the number of FOBTs allowable per betting shop, although it should be noted the power remains at a devolved government rather than local level.
- 17.3. The Board's views on this issue would be welcome.

18. Social responsibility / advertising

- 18.1. Although not within the remit of licensing authorities, the issue of gambling advertising was something which many members expressed strong views about during the LGA's Betting Commission work in 2014.
 - 18.2. Again, an indication from members of whether there is a common LGA view on this issue would be very helpful.
19. At our recent gambling licensing conference, the Gambling Commission spoke of the need to ensure that the review did not focus solely on a current issue of concern, such as FOBTs, and in so doing miss the opportunity to identify issues which may in future cause equal concern – such as the trend towards remote gambling (eg, gambling online), or the increasing use of B3 gaming machines in betting shops (B3 games can be played on the same machines as B2 games; although the maximum stake is significantly lower, at £2, the play or spin speed is significantly quicker, at just 2.5 seconds).
20. It is clearly difficult to anticipate where future challenges might lie: as we note in the introduction to our Gambling Handbook, the main concern highlighted during the passage of the Gambling Act focused on 'Las Vegas style casinos' but local betting shops and their machines have subsequently proved to be far more controversial, and the industry is going through substantial changes due to developments in technology, which are behind the growth in remote gambling for instance.
21. However, the Board are invited to make any suggestions of measures that could be proposed to try to address this, for example a mechanism for more regular gambling reviews, or requirements for account based play (rather than anonymous play) on gaming machines.

Next steps

22. Members are asked to:

- 22.1. Provide a view on the shape of the LGA's consultation response. Previous work in this area has been shared with lead members from the Culture, Tourism and Sport Board for comment.
- 22.2. Make suggestions about relevant evidence to draw on and / or encouraging councils to respond to the review.



**Safer & Stronger
Communities Board**

07 November 2016

- 22.3. Agree that as the call for evidence closes on 4 December 2016 that the Lead Members approve the consultation response from the Board.

Implications for Wales

23. Gambling is a reserved matter; therefore the review is also applicable to Wales.

Financial Implications

24. None.

Annex 1 – current gaming machine stakes

Machine category	Maximum stake (from 2014)	Maximum prize (from 2014)	Type of gambling premise machine can be found in
B1	£5	£10,000	<ul style="list-style-type: none"> • Casinos
B2	£100	£500	<ul style="list-style-type: none"> • Betting premises • Casinos
B3	£2	£500	<ul style="list-style-type: none"> • Adult gaming centres • Bingo premises • Betting premises • Casinos
B3A	£2	£500	
B4	£2	£400	<ul style="list-style-type: none"> • Adult gaming centres • Bingo premises • Betting premises • Casinos
C	£1	£100	<ul style="list-style-type: none"> • Clubs with permits • Qualifying alcohol licensed premises • Family entertainment centres (with licence) • Adult gaming centres • Bingo premises • Betting premises • Casinos
D (five different stakes / prizes, including non-money prizes)	10p - £1	(value inc non-money prize) £5-£20	<ul style="list-style-type: none"> • Travelling fairs • Clubs with permits • Qualifying alcohol licensed premises • Family entertainment centres (with licence or permit) • Adult gaming centres • Bingo premises • Betting premises • Casinos

Annex 2 – list of questions in the call for evidence document

Q1. What, if any, changes in maximum stakes and/or prizes across the different categories of gaming machines support the Government's objective set out in this document? Please provide evidence to support this position.

Q2. To what extent have industry measures on gaming machines mitigated harm or improved player protections and mitigated harm to consumers and communities? Please provide evidence to support this position.

Q3. What other factors should Government be considering to ensure the correct balance in gaming machine regulation? Please provide evidence to support this position.

Q4. What, if any, changes in the number and location of current gaming machine allocations support the Government's objective set out in this document? Please provide evidence to support this position.

Q5. What has been the impact of social responsibility measures since 2013, especially on vulnerable consumers and communities with high levels of deprivation? Please provide evidence to support this position.

Q6. Is there anything further that should be considered to improve social responsibility measures across the industry? Please provide evidence to support this position.

Q7. Is there any evidence on whether existing rules on gambling advertising are appropriate to protect children and vulnerable people from the possible harmful impact of gambling advertising?



**Safer and Stronger
Communities Board**

7 November 2016

Update Paper

Purpose

For information and direction.

Summary

This report provides an update on LGA policy work and developments affecting the priorities agreed by the Safer and Stronger Communities Board.

Recommendation

That the board note the activities outlined.

Action

Officers to progress as directed by members.

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Update Paper

Anti-Social behaviour

1. Local authority use of the tools and powers to tackle anti-social behaviour under the Anti-Social Behaviour Crime and Policing Act 2014, in particular the use of Public Spaces Protection Orders, continues to attract some criticism. A House of Lords debate on the powers, focussing on the use of PSPOs, took place in September. In October, a report by the Kennel Club on PSPOs controlling dogs was published; Cllr Anita Lower attended the launch on behalf of SSCB. The Home Office is currently reviewing the statutory guidance on using the tools and powers, which is expected to be published in the Spring. LGA good practice guidance for councils on the use of PSPOs is expected to be published by December.

Modern Slavery

2. Anti-slavery day took place on 18 October, to mark the day the Home Office produced a number of materials to promote the 'duty to notify'. The Modern Slavery Act 2015 introduced a 'duty to notify' which applies to all local authorities. This means that local authorities must notify the Home Office if they encounter a potential victim of modern slavery.
3. The materials are available on the Government's website <https://www.gov.uk/government/publications/modern-slavery-duty-to-notify>, along with guidance on how to notify the Home Office of potential victims of modern slavery: www.gov.uk/government/publications/duty-to-notify-the-home-office-of-potential-victims-of-modern-slavery.

Counter-Extremism and Prevent

4. A new LGA Leadership Essentials course on counter-extremism has been scheduled for 28 Feb – 1 March 2017, following confirmation of funding from DCLG. The course will be designed to help elected members understand their role in countering extremism; look at the distinctions with delivering the Prevent duty; explore common values; consider how to build cohesive local communities; discuss effective community engagement and communication; and share good practice.
5. The programme will also include effective scrutiny of local counter-extremism strategies. This will be informed by new LGA guidance on effective scrutiny of counter-extremism and Prevent delivery locally, which has just been commissioned and will be published before the event.
6. The ministerial roundtable for elected member Prevent champions is likely to be held at the end of November/early December. It is planned that this will be followed by a number of regional events for elected members in the New Year. Officers continue to work with Home Office officials to confirm arrangements. The Board will be updated when further details are available.

Medical Examiners

7. LGA officers continue to engage with the Department of Health, sector advisers and others around implementation of the new medical examiner service, including through officer representation on the DH Medical Examiners Strategic Programme Board. A letter, co-signed by SOLACE, has been sent to Lord Prior of Brampton, Parliamentary Under Secretary of State for Health, outlining the LGA's key concerns on the reforms. These include the level of the fee proposed to cover provision of the service; who is liable for payment of the fee; how the fee should be collected; and the impact of the reforms on coroner's services.

Improving the community safety response from councils

8. At the June meeting, Board members approved proposals for a project to explore local government's role in delivering community safety services for the future. The proposals included work to build a picture of how community safety partnerships are currently resourced, their priorities and challenges, and how the picture has changed over recent years. The LGA's research team has been commissioned to undertake a survey of all community safety partnerships/county strategy groups in England and Wales, which was distributed to community safety managers in October.
9. Two stakeholder workshops have been scheduled to discuss some of the emerging themes and key questions, informed by the outcomes from the survey. These events are aimed at eliciting views from a broad range of partners with an interest in this agenda, and are scheduled for 25 November in London and 30 November in Birmingham. Nominees from the Board have been invited to attend.

Deaths, Funerals and Coroners Conference – 1st December

10. The LGA will be holding a conference looking into deaths, funerals and coroners services issues on the 1st December. We'll be hearing from a range of speaking including the Department of Health on medical examiners, Dignity and Royal London on funeral poverty, as well as the Home Office and the Institute of Cemetery and Crematoria Management. You can book places on the LGA's website:
<https://lgaevents.local.gov.uk/lga/frontend/reg/thome.csp?pageID=86932&eventID=287&eventID=287&CSPCHD=00n003860000Cf2bKyTn6OV6u5I5QJtwN1CFKMGiYyqhH1GCAK>

Coroner's Pathology Services

11. In October Lead Members discussed coroner's pathology services. A number of organisations including the Chief Coroner and the Royal College of Pathologists have looked at the sustainability of these services in the long term identifying a number of issues. Lead Members agreed that the LGA should continue to work on these issues, engage with a number of interested organisations to see where we can work together on these issues and lobby to ensure that these services are sustainable for the future.

Policing and Crime Bill

12. The [Policing and Crime Bill](#) had its Committee Stage debate in the House of Lords on Wednesday 24 October. Peers have previously considered amendments on Fire and Rescue Services and will go on to consider amendments on licensing powers, mental health services and gambling machines. In our [LGA briefing](#), we have called for a public health objective to be considered as part of licensing applications. We have also supported amendments which are due to be considered on Wednesday 2 November. The first amendment would place cumulative impact policies and assessments on a statutory basis in the Licensing Act 2003. The second would enable councils to apply a late night levy to part of a licensing authority area rather than the whole of it, addressing one of the major barriers to wider take-up of the levy. The Bill will continue in Committee Stage in November, and subsequently move to Report Stage and Third Reading.

Fire risk of faulty tumble dryers

13. In September, the LGA [briefed MPs](#) ahead of a debate in the House of Commons on the first risk of faulty tumble dryers. In the briefing we highlighted that approximately 2,190 tumble dryer fires occurred between 2012 and 2014, equating to three fires a day. Following the debate, the LGA sponsored an [early day motion](#) on the fire risk of faulty tumble dryers, also supported by the Chief Fire Officers Association, Which? and Electrical Safety First.

Taxi Licensing

14. The first of four taxi licensing workshops being held in November will take place in Telford on 2 November, followed by Gateshead (8 November), London (22 November) and Cambridge (29 November). The events are intended to promote best practice in taxi licensing and include presentations on the strategic role of licensing and by Rotherham council on their experience, as well as training sessions on the role of members on the licensing committee and in determining the 'fitness' of applicants.
15. Officials from the Department for Transport have indicated that Government intends to consult on and publish statutory guidance on safeguarding (due to be introduced under the Policing and Crime Bill) early in 2017. An early draft has been shared with us for comment. As we are likely to have to amend our councillor handbook on taxi licensing in light of the guidance (as well as our suggested convictions policy), we have deferred printing copies of the handbooks for the events this month, but intend to do so once the guidance is finalised.

Note of last Safer & Stronger Communities Board meeting

Title:	Safer & Stronger Communities Board
Date:	Monday 12 September 2016
Venue:	Smith Square 3&4, Ground Floor, Local Government House, Smith Square, London, SW1P 3HZ

Attendance

An attendance list is attached as **Appendix A** to this note

Item	Decisions and actions	Action
1	Declarations of Interest	
	Apologies were received from Cllrs Alan Rhodes and Anita Lower.	
	Decision:	
	There were no declarations of interests.	
2	Membership, Terms of Reference and Outside Bodies Appointments	
	Cllr Blackburn took members through the paper which outlined the Terms of Reference and membership of the Board. The report also outlined the outside bodies the Board appoints members to.	
	The following representatives to outside bodies were agreed by the Board:	
	Advisory Board for Female Offenders –Cllr Kate Haigh	
	Criminal Justice Council – Cllr Chris Pillai	
	National FGM Centre Advisory Group – Cllr Lisa Brett/Cllr Goronwy Edwards	
	HMIC's interim Police Efficiency Effectiveness and Legitimacy crime inspection advisory group – Cllr Janet Daby with Cllrs Keith McLane and Clive Woodbridge as substitutes	
	National Oversight Group on Domestic Abuse – Cllr Simon Blackburn	
	Members also agreed the following Member Champions:	
	Abuse & exploitation – Cllr Lisa Brett	
	Anti-social behaviour – Cllrs Anita Lower and Clive Woodbridge	
	Bereavement Services – Cllr Ian Gillies	
	Community Cohesion and Integration – Cllr Janet Daby	
	Domestic Violence – Cllrs Kate Haigh and Bill Bentley	
	Licensing – Cllrs Jim Beall, Joy Allen and Chris Pillai	
	Regulatory Services – Cllr Nick Worth	
	Prevent and Counter-Extremism – Cllrs Simon Blackburn and Janet Daby	

Action:

Officers to inform outside bodies of the changes or continuation of LGA representatives.

Decision:

Members agreed the Membership and Terms of Reference, appointments to outside bodies and Member Champions.

3 Community Cohesion

The Chair introduced David Evans, Director of The Campaign Company (TCC), who presented the organisation's work on community cohesion. The presentation outlined work TCC is doing with four pilot councils/groups of councils to support engagement with communities on difficult issues, and the importance of trust and empathy in supporting engagement and building community cohesion. A guide on engagement will be published in January and the organisation would welcome examples of the work different councils are doing.

The Chair thanked the Director for his presentation and invited members to share their views. There was a discussion during which a number of comments were made:

- There could be a role for the LGA in collating the work done across this area into a centre for excellence.
- The potential role of community or participatory budgeting as a next step in improving engagement and trust between councils and their communities.
- The impact of national government policies, such as education, on community cohesion when attitudes are formed in childhood.
- There must be a zero tolerance approach to racism at all times.
- The importance of good engagement and consultation in fostering cohesion, with councillors having a leading role in leading this engagement.
-

Decision:

The Board agreed to the proposed activities outlined in the paper.

Action:

Officers to progress the work in line with members' comments.

4 Board Priorities

Mark Norris, Principal Policy Advisor, introduced the paper setting out the proposals for the Board priorities.

Following the vote to leave the EU, the LGA Leadership Board has identified two priority work areas for the LGA which have relevance for this Board: community cohesion and the legal framework for council enforced

regulatory services, given that much of the underpinning legislation is derived from European legislation.

There are 600 items of regulation that apply directly from European regulations and decisions and will cease to have effect when leaving the EU. Particular areas of relevance to the Board are consumer protection regulations, including the majority of food and feed law.

Members made a number of comments:

- It is important that the LGA's lobbying is about what is best for local people and not about individual views on EU exit.
- There is a strong need for the LGA to lobby around retaining consumer protection regulations.
- There could be a change to food safety regulation, with a shift from councils enforcing regulations to companies having a legal duty to comply and report activity.
- The expertise of local trading standards services should be utilised to inform the LGA's work and opportunities for deregulation should be considered.
- Police and security services must continue to share intelligence and this is something vital to counter-terrorism work.
- There were concerns that a new legal framework should still ensure standards for the importation of goods at ports, particularly in relation to foot and mouth disease.
- Domestic Homicide Reviews (DHRs) were posing an increasing cost on councils and the Board's domestic abuse work should incorporate a strand on DHRs.

Members asked that an update on this work be brought to the November Board meeting.

Decision:

The Board agreed to the priorities and work programme for 2016/17.

Action:

Officers to progress in line with members comments.

5 Portsmouth/LGA Domestic Abuse project

This item was taken fourth on the agenda.

The Chair introduced Lisa Wills and Julia Wickson from Portsmouth City Council who presented to the Board on an LGA commissioned study investigating the costs of domestic abuse to councils and exploring the savings that can be made through investing in prevention and intervention strategies.

The research identified a number of key findings:

- Domestic abuse services compete for funding at a local level with statutory services, providing councils with difficult decisions about

funding priorities

- Domestic abuse remains an under reported and under recorded crime.
- Recent research indicates that incidents of domestic abuse have been steadily increasing since 2008/09, suggesting repeat victimisation may be rising.
- Support and prevention services that understand the dynamics of domestic abuse can be cost effective.
- Basic and comparable local data on the extent of domestic abuse and the impact on local government services is not routinely recorded across all local government departments.
- Reducing funds to domestic abuse support and prevention services seems like a false economy.
- Without early intervention core local authority services will experience increased demand and costs.

The Chair invited members to share their views on the issue and during the discussion a number of points were made:

- Investing in research can help identify costs which can be used to make a case for sufficient funding.
- Community Safety Partnerships (CSPs) are well placed to coordinate multi-agency responses to domestic abuse.
- It would be useful to consider how data can be used to create a 'trigger' for early intervention.
- Research into costs for other agencies might be used to persuade partners to invest in funding early intervention.
- Working with schools around acceptable behaviour is important to get messages across to young people. However there were concerns that too much is placed on schools when other public services may be more appropriate.
- The threshold for intervention by social workers is set high and can prevent early interventions. Supporting referrals at earlier stages may prevent cases escalating.
- The focus on families can miss individuals at risk in same sex relationships or the elderly. It is important to look across the spectrum and ensure services and communication strategies are inclusive.

Decision:

The Board noted the presentation and agreed the next steps outlined in the report.

Action:

Officers to progress in line with members comments.

6 Update report

Mark Norris, Principal Policy Advisor, introduced the report and updated members about the work the LGA is doing on safety around water following the recent fatalities in Camber Sands. Councillor Allen noted that Durham council was pleased to have been able to share details of its work

on this issue.

Decision:

The Board noted the activities in the report.

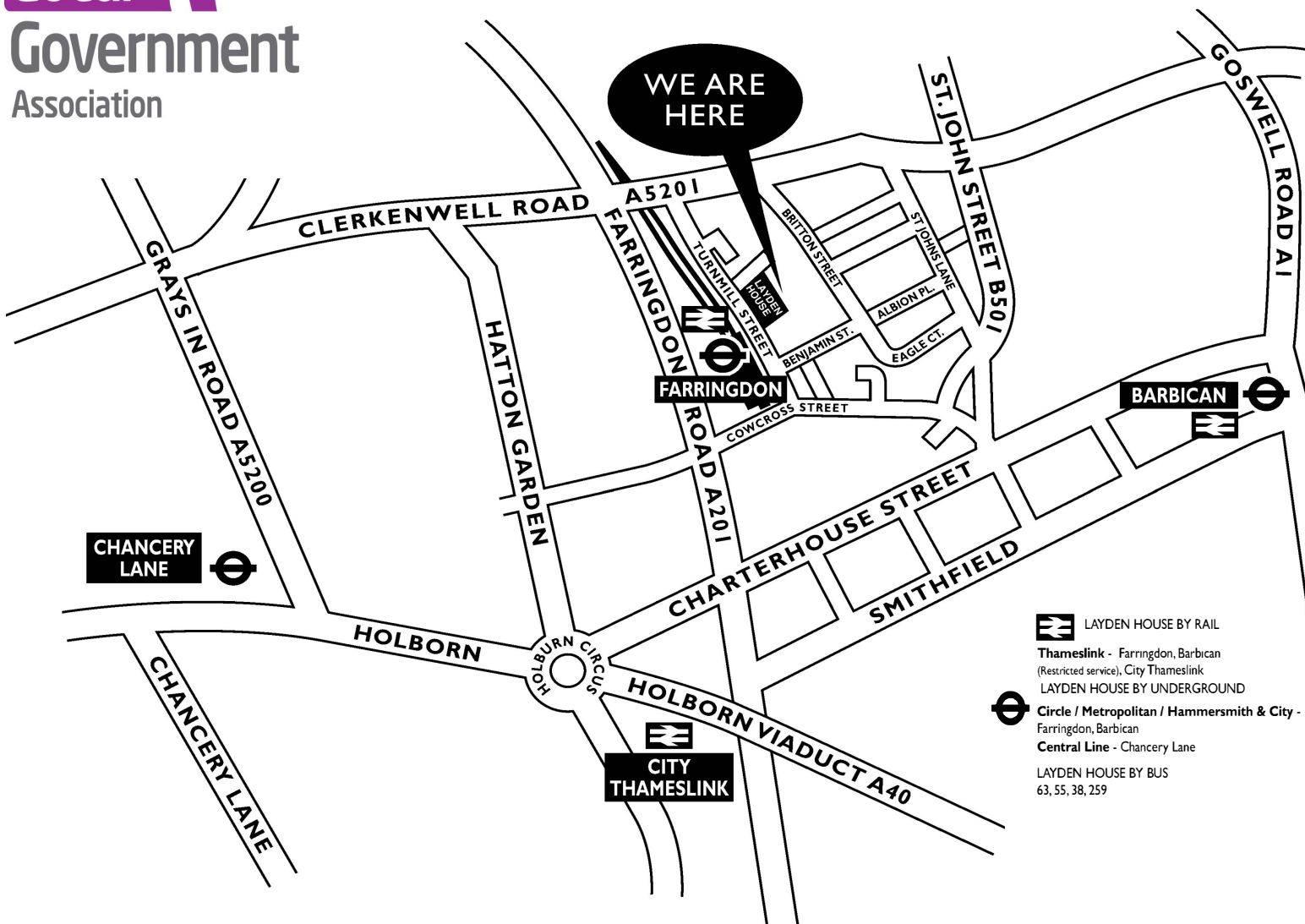
7 Notes of previous meeting

The Board agreed the notes of the meeting held on 6 June 2016 as correct.

Appendix A -Attendance

Position/Role	Councillor	Authority
Chairman	Cllr Simon Blackburn	Blackpool Council
Vice-Chairman	Cllr Morris Bright	Hertsmere Borough Council
Deputy-chairman	Cllr Clive Woodbridge	Epsom and Ewell Borough Council
	Cllr Lisa Brett	Bath & North East Somerset Council
Members	Cllr Jo Beavis	Braintree District Council
	Cllr Bill Bentley	East Sussex County Council
	Cllr Ian Gillies	City of York Council
	Cllr Keith McLean	Milton Keynes Council
	Cllr Chris Pillai	Calderdale Metropolitan Borough Council
	Cllr Nick Worth	South Holland District Council
	Cllr Kate Haigh	Gloucester City Council
	Cllr Jim Beall	Stockton-on-Tees Borough Council
	Cllr James Dawson	Erewash Borough Council
	Cllr Janet Daby	Lewisham London Borough Council
	Cllr Joy Allen	Durham County Council
	Cllr Goronwy Edwards	Conwy County Borough Council
Apologies	Cllr Alan Rhodes	Nottinghamshire County Council
	Cllr Anita Lower	Newcastle upon Tyne City Council

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**The Local Government Association will be based at Layden House whilst refurbishment takes place at their offices in Smith Square.*

Public Transport

Layden House is served well by public transport. The nearest mainline station is **Farringdon** (Circle, Hammersmith & City and Metropolitan Lines. It also has Overground lines)

Bus routes - Farringdon Station

63 - Kings Cross - Crystal Palace Parade (**Stop A/B**)
55 - Oxford Circus - High Road Leyton (**Stop E/K**)
243 - Redvers Road - Waterloo Bridge (**Stop E/K**)

Cycling Facilities

The nearest Santander Cycle Hire racks are on Theobold's Road.
For more information please go to www.tfl.gov.uk

Car Parks

Smithfield Car Park - EC1A 9DY
NCP Car Park London Saffron Hill - EC1N 8XA