

Safer and Stronger Communities Board

Agenda

Monday, 12 September 2016
11.00 am

Smith Square 3&4, Ground Floor, Local
Government House, Smith Square, London,
SW1P 3HZ

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

www.local.gov.uk

This meeting is



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Safer & Stronger Communities Board
12 September 2016

There will be a meeting of the Safer & Stronger Communities Board at **11.00 am on Monday, 12 September 2016** Smith Square 3&4, Ground Floor, Local Government House, Smith Square, London, SW1P 3HZ.

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:

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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.group@local.gov.uk
Liberal Democrat:	Group Office: 020 7664 3235	email: libdem@local.gov.uk

Location:

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

LGA Contact:

Ciaran Whitehead
0207 664 3107 / ciaran.whitehead@local.gov.uk

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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
Substitutes	
Cllr Christopher Coleman	Cheltenham Borough Council

Agenda

Safer & Stronger Communities Board

Monday 12 September 2016

11.00 am

Smith Square 3&4, Ground Floor, Local Government House, Smith Square, London, SW1P 3HZ

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Date of Next Meeting: Monday, 7 November 2016, 11.00 am, Room D&E,
Ground Floor, Layden House, 76-86 Turnmill Street, London, EC1M 5LG



Membership, Terms of Reference and Appointments to Outside Bodies 2016/17

Purpose of report

For decision.

Summary

This report outlines the terms of reference and membership for the LGA's Safer and Stronger Communities Board for the 2016/17 meeting cycle. The report also outlines outside bodies to which the Board is asked appoint for the 2016/17 meeting cycle.

Recommendations

That the Board:

1. Formally note the terms of reference, membership for the LGA's Safer and Stronger Communities Board and the list of Board dates for 2016/17 (attached as **Appendices A, B and C** respectively);
2. Formally appoint to outside bodies and member champion roles in accordance with the procedure outlined in **Appendices D, E and F**, ensuring that the bodies to which they wish to appoint accurately reflect LGA priorities; and
3. Receive appropriate feedback from members representing the Board on outside bodies over the previous meeting cycle.

Action

Officers to inform outside bodies of any changes in, or confirm continuation of LGA representatives.

Contact officer: Mark Norris
Position: Principal Policy Adviser
Phone no: 020 7664 3241
E-mail: mark.norris@local.gov.uk

Membership, terms of reference and Appointments to Outside Bodies 2016/17

Safer and Stronger Communities Board (SSCB) terms of reference, membership and meeting dates 2016/17

1. Members are invited to agree the Board's terms of reference for this year (attached as **Appendix A**). Members are asked to formally note the membership and the Board's Lead Members for 2016/17 (as detailed in **Appendix B**). In addition Members are asked to note the meeting dates for the 2016/17 cycle (attached as **Appendix C**).

SSCB outside body appointments

2. The LGA benefits from a wide network of member representatives on outside bodies across all Boards. These appointments are reviewed on an annual basis across the Association to ensure that the aims and objectives of the outside bodies remain pertinent to the LGA. A database for centrally recording all the information relating to appointments is held by the Member Services team.
3. A list of the organisations to which the Board currently appoints member representatives, along with a note of the 2015/16 representation, is attached at **Appendix E**. Subject to paragraph 4 below, members are asked to nominate the appointments for this meeting cycle, which are to be made in proportion with political representation across the LGA.
4. With new ministerial teams in the Home Office and Ministry of Justice, it is not yet clear whether the National Oversight Group on Domestic Abuse and the Advisory Board on Female Offenders will continue to meet in their current form, or whether the LGA will have a seat on them. Officers recommend the Board appoints members to these groups to enable the Board to be represented at meetings if the two bodies continue.
5. In order to clarify the process for making appointments; the method of recording information on appointments; and to set out the level of support we will offer to appointed members, a procedure has been drawn up (**Appendix D**) which aims to ensure that Members are, ahead of the first meeting of the cycle, fully briefed on both the policy direction of the outside body and the logistical arrangements, such as the meeting frequency, meeting location and membership.

Member Champions

6. For 2015/16 the Board appointed the following champions and support members:
 - 6.1 Abuse & Exploitation – Cllr Lisa Brett
 - 6.2 Anti-Social Behaviour – Cllr Anita Lower
 - 6.3 Bereavement Services – Cllr Ian Gillies
 - 6.4 Community Cohesion and Integration – Cllr Janet Daby
 - 6.5 Domestic Violence – Cllr Sophie Linden & Cllr Tom Fox
 - 6.6 Licensing – Cllr Tony Page
 - 6.7 Prevent and Counter-Extremism – Cllr Simon Blackburn
 - 6.8 Regulatory Services – Cllr Nick Worth



7. A role description for Board champions is set out in **Appendix F**. The Board is requested to review the current areas covered by member champions and consider whether these should continue, or whether different issues need to be addressed.

Financial Implications

8. There are no substantial financial implications arising directly from this report. Reasonable travel and subsistence costs will be paid by the LGA for expenses incurred by a member appointee, whilst carrying out a representative role on an outside body on behalf of the LGA.

Appendix A

Terms of Reference: Safer & Stronger Communities Board

The purpose of the Safer and Stronger Communities Board is to provide strategic oversight of all the LGA's policy, regulatory and improvement activity in the promotion of the safety of local communities, including issues of crime and anti-social behaviour, policing, licensing, and emergency planning – in line with LGA priorities.

The Board will also have responsibility for LGA activity in relation to fire and rescue authority issues where the issues are of a cross-cutting nature or involve the setting of a new LGA policy. On such matters the Board may choose to seek recommendations or guidance from the Fire Services Management Committee, and from time to time may be requested by the Committee to consider recommendations on such matters.

Boards should seek to involve councillors in supporting the delivery of these priorities (through task groups, Special Interest Groups (SIGs), regional networks and other means of wider engagement); essentially operating as the centre of a network connecting to all councils and drawing on the expertise of key advisors from the sector.

The Safer and Stronger Communities Board will be responsible for:

1. Ensuring the priorities of councils are fed into the business planning process.
2. Developing a work programme to deliver their brief, covering lobbying, campaigns, research, improvement support in the context of the strategic framework set by Improvement & Innovation Board and events and linking with other boards where appropriate.
3. Sharing good practice and ideas to stimulate innovation and improvement.
4. Representing and lobbying on behalf of the LGA, including making public statements on its areas of responsibility.
5. Building and maintaining relationships with key stakeholders.
6. Involving representatives from councils in its work, through task groups, SIGs, regional networks and mechanisms.
7. Responding to specific issues referred to the Board by one or more member councils or groupings of councils.

The Safer and Stronger Communities Board may:

- Appoint members to relevant outside bodies in accordance with the Political Conventions.
- Appoint member champions from the Board to lead on key issues.



Quorum

One third of the members, provided that representatives of at least 2 political groups represented on the body are present.

Political Composition

Conservative group:	7 members
Labour group:	7 members
Independent group:	2 members
Liberal Democrat group:	2 members

Substitute members from each political group may also be appointed.

Frequency per year

Meetings to be held five times per annum.

Reporting Accountabilities

The LGA Executive provides oversight of the Board. The Board may report periodically to the LGA Executive as required, and will submit an annual report to the Executive's July meeting.

Appendix B

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	London Borough of Lewisham
Cllr Joy Allen*	Durham County Council
Substitutes	
Cllr Richard Chattaway	Warwickshire County Council
Cllr Sarah Russell**	Derby County 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
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

*New Member

**New Substitute



Appendix C

Meeting Dates 2016/17

DAY (2016)	DATE	TIME	Room at Local Government House
Monday	12 September 2016	11.00 – 13.00	Smith Square Rooms 3&4
Monday	7 November 2016	11.00 – 13.00	Rooms D+E, Layden House
DAY (2017)			
Monday	16 January 2017	11.00 – 13.00	Rooms A+B, Layden House
Monday	20 March 2017	11.00 – 13.00	Rooms A+B, Layden House
Monday	5 June 2017	11.00 – 13.00	Rooms A+B, Layden House

Appendix D

Procedure for LGA appointments to outside bodies

List of Outside Bodies

1. It is the responsibility of the Boards to review the need for representation on outside bodies as part of their annual appointments process. Boards should:
 - 1.1. Ensure that the list of outside bodies reflects LGA priorities, both by ending appointments where these are not felt to be of value and by actively seeking representation on new organisations;
 - 1.2. Evaluate both the value of the LGA's relationship with the organisation and the level of LGA influence on that body; and
 - 1.3. Have consideration of when it is necessary to appoint a member representative and when an officer appointment would be more appropriate.
2. The Boards will submit a report to LGA Leadership Board setting out their current list of outside bodies every year in October.

Political Proportionality

3. As stated in the LGA Political Conventions:
 - 3.1. *Every effort will be made to ensure that all groups recognised by the Association are fairly represented on outside bodies both numerically and in terms of the range/type of appointments made. Each Board or Panel responsible for making appointments should agree the means by which this is achieved ... Appointments to individual outside bodies should reflect political balance where possible, subject to the constraints set by the number of appointments to individual bodies.*
4. While the Boards are responsible for ensuring appointments are made in accordance with the LGA's political proportionality, the political group offices have oversight of this process through:
 - 4.1. Considering individual appointments in the context of all appointments to outside bodies across the organisation.
 - 4.2. Maintaining lists of members of Boards and other councillors willing to serve on outside bodies, together with details of their particular skills and experience.
 - 4.3. Discussing nominations to outside bodies with their members at the political group meetings preceding September Board meetings.
 - 4.4. Being kept informed of any additional appointments that arise during the course of the board cycle.
 - 4.5. Finding a representative if a Board is unable to secure an appointment.

Appointments

5. It is the responsibility of each Board to review their current list of Outside Body appointments.
6. Appointments will be agreed by each Board at their September meeting and will be time limited – set according to the outside body's governance arrangements.
7. The Member Services PSO will then write to each organisation notifying them of the appointment.
8. Certain appointments are made centrally and appointments are also made by LGE to negotiating bodies and by the European and International team. While the process for making these appointments will be different, this information will be recorded on the central database and the same requirements for review and for support to members apply.

Recording information about appointments

9. A database of existing outside body appointments will be maintained centrally by the member support team, to include:
 - 9.1. Councillor details, including political party;
 - 9.2. Term of Office;
 - 9.3. A key contact at the organisation;
 - 9.4. Any allowances or expenses paid by the outside body; and
 - 9.5. Named LGA link officer.
10. The Member Services team will add details of the appointment to the notes on the appointed councillor's CRM entry and on the organisation's CRM entry.
11. The list of Outside Bodies, broken down by Board, will be published on the LGA website and details will also be added to each member's web profile. The Member Services team has responsibility for ensuring this is kept up to date.
12. This list will also include any 'member champions' – board members appointed to hold a particular portfolio area of responsibility within the LGA, for example the European and International Champions on each Board.

LGA support for members appointed to Outside Bodies

13. Members appointed to outside bodies must receive support from LGA officers in order to maximise their contributions to outside bodies, including being kept informed of key LGA lobbying messages. Support will therefore be provided in line with the following Scrutiny Panel recommendations, agreed by the LGA in 2003:
 - 13.1. For each Board making appointments to outside bodies, there should be a designated LGA member of staff to oversee the appointment process for that executive, including the provision of introductory briefing for new appointees.

- 13.2. A named member of staff should be appointed as the liaison person for each outside body.
 - 13.3. Each Board should consider the need for induction support for appointees in relation to particular outside bodies.
 - 13.4. Where deputies or substitute representatives are appointed, they should also be made aware of arrangements for support and report back.
 - 13.5. Details of any financial support from either the LGA or the outside body should be provided for all appointees.
14. Member Services PSO will oversee the appointment process and in most cases will be the liaison officer for outside bodies linked to their Boards; however, in certain cases it may be more appropriate for a Policy Adviser to act as the liaison.
 15. Member Services PSOs will ensure that appointees receive a letter setting out the details of the appointment, term of office, future meeting dates, arrangements for expenses and the contact details of both the organisation's named contact and the LGA's link officer.
 16. New appointees will receive an initial briefing on the work of the outside body and relevant LGA lobbying messages from the link officer and will also be kept informed of any arising policy issues and of other LGA contact with the organisation.

Mechanisms for feedback

17. All appointees should be encouraged to provide updates to the link officer following meetings and when important issues arise.
18. All appointees, including non-board members, should be encouraged to feed into board 'other business' reports every 2 months. Appointees who are not board members may also wish to attend a board meeting to report back.
19. The named contact at the outside body should also be contacted annually to confirm details of attendance, provide an update on any changes and details of forthcoming meeting dates.

Appendix E

Safer Communities Board: Outside Bodies

Organisation / contact details	Background	Representatives 2015/16	Allowances/ Expenses	LGA Contact Officer
Advisory Board for Female Offenders Contact: Hanifa Begum Tel: Email: cjwst@justice.gsi.gov.uk	The Board is a ministerial chaired board and meets quarterly to bring together key stakeholders and partners to provide expert advice and challenge around the multiple and often complex needs of female offenders.	1 place Cllr Janet Daby (Labour)	The LGA will cover reasonable travel and subsistence.	Mark Norris, Principal Policy Adviser 020 7664 3241 mark.norris@local.gov.uk
Criminal Justice Council (CJC) Contact: Stefanie Harding Tel: Email: stefanie.harding1@judiciary.gsi.gov.uk	The Council meets quarterly: to keep the criminal justice system under review; to advise the Government on the form and manner of implementation of criminal justice reforms and to make proposals to it for reform; to advise on the framing and implementation of a communication and education strategy for the criminal justice system.	1 place Cllr Joanna Gardner (Con)	Travel and subsistence expenses are paid for by the CJC.	Mark Norris, Principal Policy Adviser 020 7664 3241 mark.norris@local.gov.uk
HMIC's Police Efficiency Effectiveness and Legitimacy Effectiveness Reference	To provide advice and expertise from outside HMIC to inform PEEL inspections of police forces at quarterly meetings.	1 place Cllr Sophie Linden (Lab)	The LGA will cover reasonable travel and subsistence.	Mark Norris, Principal Policy Adviser 020 7664 3241 mark.norris@local.gov.uk

<p>Group</p> <p>Contact: Danny Hayes Tel: 020 3513 0524 Email: Danny.Hayes@homeoffice.gsi.gov.uk</p>				
<p>National FGM Centre Advisory Group</p> <p>Contact: Lucy Ellender</p>	<p>The Advisory Group meets quarterly to provide advice and support to the development of the National FGM Centre, a joint project between the LGA and Barnardo's.</p>	<p>1 Place</p> <p>Cllr Lisa Brett (Lib Dem)</p>	<p>The LGA will cover reasonable travel and subsistence.</p>	<p>Lucy Ellender Adviser 020 7664 3321 lucy.ellender@local.gov.uk</p>
<p>National Oversight Group on Domestic Abuse</p> <p>Contact: Hannah Buckley/Charlotte Hickman Tel: 020 7035 8579 Email: hickman-buckley.jobshare@homeoffice.gsi.gov.uk</p>	<p>The National Oversight Group is chaired by the Home Secretary and meets approximately quarterly to oversee progress against the recommendations from HMIC's reviews of the police response to domestic abuse.</p>	<p>1 Place</p> <p>Cllr Simon Blackburn (Chair)</p>	<p>The LGA will cover reasonable travel and subsistence.</p>	<p>Rachel Duke Adviser 020 7664 3086 rachel.duke@local.gov.uk</p>

Appointments to LGA bodies

Proportionality Figures 2016 / 2017

Members are asked to ensure that appointments for 2016/17 are in broad proportionality with the 18 Member political group makeup of the Board, which is as follows:

7 Labour, 7 Conservative, 2 Independent, 2 Liberal Democrat.

NB: Based on the LGA Political Proportionality Figures, no precise proportional spread of the 5 seat outside bodies allocation for 2016/17 is possible. However, the 5 seats should broadly be spread as follows:

3 Conservative, 1 Labour, 1 Independent, 1 Liberal Democrat and 1 for negotiation.

Officer groups

Officers sit on or attend the following outside bodies to support the Board's objectives:

- Surveillance Camera Commissioner's Advisory Council
- HMIC Domestic Abuse Reference Group
- National Trading Standards Board
- National Licensing Forum
- Licensing and public health group
- HELA (Health and Safety Executive/Local Authority Enforcement Liaison Committee)
- Special Interest Group on Extremism and Intolerance

The following expert groups are coordinated by the LGA and comprise frontline officers from member councils:

- Licensing policy forum
- Law and evidence forum (virtual)
- Community safety advisers' forum

Appendix F

Safer and Stronger Communities Board

Board member champions, and support member champions, where required, take responsibility for a specified subject area or programme and act as spokesperson

This is in addition to any formal role representing the LGA on outside bodies.

Accountabilities

- To be the main spokesperson for the LGA Safer and Stronger Communities Board (SSCB) in relation to a specified subject area or programme, including media interviews, writing articles and making speeches at appropriate events.
- To keep abreast of developments locally and nationally in relation to a specified subject area or programme.
- To attend residential conferences and other events initiated by the board, leading and chairing sessions as required.
- To engage actively with councils and groupings of councils to secure the views and involvement of the wider membership to inform the board's specific policy line on the specialist subject.
- To communicate back to the wider membership the work and successes of the board in relation to the specified subject or programme area.
- To lead/participate in task and finish groups set up to look in more detail at the specific areas of policy.
- To be the principal representative of the Board on that subject area or programme at meetings with partner bodies and other key decision-makers.

Knowledge and Experience

Member champions may be portfolio holders for that policy area in their home authorities or have experience/knowledge of, and special interest and commitment to, the policy area.

Appointment and support

The expectation is that the SSCB will review these roles at the start of the Board cycle every September, along with formal appointments to outside bodies.

Previously the Board has taken a flexible approach as to whether having a single or two member champions was most appropriate for each role, in light of the need to balance the volume of LGA activity with members' commitments in their home authorities.

As an LGA spokesperson, a champion speaks for the Association, and not one particular political Group.



**Safer and Stronger
Communities Board**

12 September 2016

Members will be assisted in their role by officers as capacity allows. This will include passing on invitations to meetings and events in good time, preparing briefings, taking notes of meetings, providing press lines and including agenda items for a wider Board discussion at key points to inform policy making.

Travel and expenses

This role can require attendances at meetings in London and in other parts of the country.

Reasonable travel and subsistence costs will be paid by the LGA for expenses incurred by a member appointee whilst carrying out a representative role on behalf of the LGA.



Community cohesion

Purpose

For discussion and direction.

Summary

This paper seeks the Board's view on the LGA's proposed work on community cohesion following the EU referendum.

David Evans, founder of The Campaign Company, will be attending the Board meeting to outline some of the findings from the firm's work supporting councils on cohesion issues.

Recommendation

That the Board agree the proposed activities outlined in the paper.

Action

Officers to take forward as directed.

Contact Officer: Ellie Greenwood
Position: Senior Adviser (Regulation / Community Safety)
Telephone No: 020 7664 3219
Email: ellie.greenwood@local.gov.uk

Community cohesion

Background

1. Concerns about community cohesion have increased following the referendum campaign on Britain's membership of the European Union. Since the vote to leave the EU in June there has been a spike in race hate crime, with police figures showing 3,192 hate crimes reported in the period between 16-30 June, and 3,001 incidents between 1-14 July. The number of incidents in the first two weeks of July represents an increase of 20 per cent on the equivalent period in 2015. For example Lincolnshire saw 22 ethnic and religiously motivated hate crime incidents in the week corresponding to the EU referendum in 2015, but 42 such crimes in the week of the referendum in 2016 and 64 crimes the week after. The recent increase follows an earlier rising trend of Islamophobic and religious hate crime over 2014-5 and previous spikes after events such as the Charlie Hebdo shootings and terrorist attacks in Tunisia and France.
2. Although recent work on integration and community cohesion has tended to be focused on the need to counteract the isolation of specific communities and threat of radicalisation, the referendum has exposed a much broader set of cohesion issues. Both the campaign and result have illustrated divisions within and between communities across the country on generational, socio-economic and geographic lines, as much as between faiths, ethnicity and nationality.
3. This learning will not be new to many local councils. However, in the wake of the referendum campaign, and in anticipation of future events that could trigger further spikes in hate crime during the process of Britain exiting the EU, there is a widely accepted need to bring communities and the country together. Supporting councils in their role at the forefront of building cohesive communities is one of the LGA's key priorities following the referendum. The new Secretary of State, Sajid Javid, has also identified community cohesion as one of his top three priorities.
4. As the Board are aware, in 2015 the previous Government commissioned Louise Casey to undertake a review of how to boost opportunity and integration of the most isolated communities in our society. The review was specifically linked to the Government's Counter Extremism Strategy - acting as the fourth strand of the strategy – and is intended to inform plans for a major new Cohesive Communities Programme. Its conclusions will undoubtedly have implications and recommendations for local government, many of which will extend across the range of community cohesion issues that are now being recognised.
5. In light of the drivers outlined above, this paper sets out proposals for our initial work to support councils on the community cohesion agenda, recognising that this may need to be expanded and adjusted once the Casey review is published. The paper also introduces the work of The Campaign Company, who will be presenting to the Board to outline some of the work they have done to support councils with effective community engagement approaches.

Issues

6. Although local government's work on community cohesion clearly has links to counter extremism and the Prevent duty, it is important to be clear at the outset that this work has a much wider focus than a single community or one specific cohesion issue.
7. It is also important to recognise that that this work and the resulting outputs need to be carefully positioned. While many of the factors that undermine community cohesion are relatively straightforward to identify, the fact that these are often linked to systemic and entrenched problems make them equally difficult to tackle at both local and central level. The LGA's work in this area cannot offer councils all the answers – but it can aim to provide useful guidance and share good practice across the sector.
8. Immediately following the referendum result, we created a new website resource bringing together a range of guidance documents and case studies to support councils in building community cohesion and dealing with local hate crime:
http://www.local.gov.uk/community-safety/-/journal_content/56/10180/7878729
9. The LGA originally developed [guidance](#) on community cohesion in 2002; this was subsequently expanded and [updated](#) in 2004. [Guidance](#) for chief executives and leaders on leading cohesive communities was published in 2005.
10. Our earlier documents developed a definition of cohesive communities that was subsequently widely adopted:

'A cohesive community is one where:

 - *There is a common vision and a sense of belonging for all communities*
 - *The diversity of peoples different background and circumstances is appreciated and positively valued*
 - *Those from different background have similar life opportunities, and*
 - *Strong and positive relationships are being developed between people from different backgrounds and circumstances in the workplace, in schools and within neighbourhoods.'*
11. We have now begun work to renew existing LGA guidance on building cohesive communities. While the existing documents provide a solid basis from which to work, much of the tone and context is now dated and there is a clear need and demand from the sector for updated guidance.
12. The revised guidance will cover a range of themes including: leadership, engagement, bringing different parts of the community together and key services (eg, housing, schools and education, skills and the economy etc). It will focus on both the proactive measures councils can take to enhance community cohesion, as well as reacting to events and specific issues.
13. Officers are currently working with the LGA's regional Principal Advisers to identify areas and councils that can provide expertise and case studies to help illustrate an updated document. These will reflect a range of community cohesion issues, including: faith, ethnicity and nationality; and regeneration and gentrification.

14. It is hoped that a draft of the updated guidance will be completed in October, although we do not propose to publish anything until after the Casey review is published. Subject to demand from councils, and the outcome of the Casey review, there may be scope to promote the guidance alongside regional events or workshops in early 2017.
15. Alongside this, work commissioned by the LGA's productivity programme will help to support a key facet of building community cohesion: engaging with communities. The work was originally commissioned to develop tools that help councils engage with communities when dealing with difficult and complex issues (such as financial pressures and the implications for services or devolution).
16. The LGA has therefore commissioned The Campaign Company¹ (TCC) to work with four authorities or groupings of authorities on a programme called Engaging Effectively, the aim of which is to support councils to develop the effectiveness of their consultation and engagement work with communities, thereby helping to meet some of the biggest medium and long-term challenges facing local places and support transformation. The authorities involved are Oldham (with the Greater Manchester Combined Authority), Hackney, Staffordshire and Harlow.
17. Finally, the LGA's draft submission to the Autumn Statement also reflects our concerns about community cohesion, emphasising councils' pivotal role in creating the conditions in which local communities can flourish and that councils themselves are a vital part of successful, inclusive places up and down the country. The draft submission emphasises the impact that funding cuts have had on this area of work and calls for greater funding to be available to councils for community cohesion work, including through opening up existing funding streams to councils, bringing different funding streams together and providing funding on a four year basis.

The Campaign Company

18. The Engaging Effectively project builds on earlier work by TCC focused specifically on cohesion. David Evans, founder of TCC, will be attending the Board meeting to outline some of the findings from the firm's work on cohesion issues.
19. TCC is an insight company which designs, analyses and implements research so that clients (largely local authorities, health trusts, charities and campaigning organisations) can better understand and engage their target audiences.
20. TCC's cohesion work dates back ten years to Barking and Dagenham. A catastrophic breakdown in trust and confidence between a large section of the community and the council (and other bodies) was manifest, illustrated by both the lowest National Indicator 1 score in London² and local election results. The Authority saw how this lack of cohesion presented jeopardy to many of its aspirations for the place. At the time, employment levels were up, safety was high and educational attainment was rising but reputation and confidence were plummeting.
21. TCC's insight provided an evidence base as to the underlying causes of this, and confirmed that the emotional narrative of loss was trumping the facts and figures. No

¹ <http://www.thecampaigncompany.co.uk/>

² NI1 measured perception of 'the extent to which people from different backgrounds get on well together'

amount of 'myth busting' would punch through – in fact, such tactics were compounding the problem. TCC's insight provided a platform on which to rebuild rapport between the council – officers and members - and this section of the community. Working with the council TCC was able to develop a set of practical measures to address the key issues.

22. The use of social psychology – [Values Modes](#) – was key. TCC have subsequently applied the approach extensively to help improve communication, cohesion and change behaviour.
23. Following its work in Barking and Dagenham, in 2009/2010 TCC undertook a major programme of work for DCLG that involved undertaking insight and developing recommendations for action in 31 local authority areas with some of the most acute cohesion issues in the country. It was also commissioned to work with the four local authorities in London with the lowest levels of cohesion – Barking and Dagenham, Havering, Bexley and Sutton. The report of this work has recently been reissued by London Councils in light of the recent interest in cohesion.

Next steps

24. Members are asked to:

- 24.1. Contribute their own experience of local cohesion issues and challenges and how their authorities have responded.
- 24.2. Provide views on the proposed work outlined above.
- 24.3. Make proposals for other activities to be considered, subject to resources being available.

Financial Implications

25. None – the plans outlined above will be delivered within existing budgets.

Implications for Wales

26. None

Board Policy Priorities for 2016-17

Purpose of report

For discussion and decision.

Summary

This paper sets out proposals for the Safer and Stronger Communities Board's (SSCB) priorities and work programme for 2016-17.

It outlines how the LGA-wide priority on responding to the Brexit vote will impact the work of the SSCB, as well as options for broader work priorities based on a combination of areas of interest previously indicated by Board members, ongoing work, and recent policy announcements by government. Subject to members' views, officers will develop a work programme to deliver these priorities.

Recommendation

That the SSCB discuss and agree the Board's priorities and work programme for 2016-17.

Action

Officers will undertake the projects set out in the report.

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Board Policy Priorities for 2016-17

Background

1. At this first meeting of the Safer and Stronger Communities Board (SSCB), members are asked to consider the policy priorities for the work programme for the coming year. In making these decisions, members are asked to consider two issues:
 - 1.1. The work that the LGA Leadership Board has asked Boards to undertake based on the overall policy priorities of the LGA.
 - 1.2. Specific policy priorities based on the remit of this Board.

Work commissioned from LGA policy Boards by the LGA Leadership Board

2. As in 2015-16, LGA policy Boards are being asked to incorporate cross-cutting LGA priorities within their work programmes. The key request from LGA Leadership Board as we begin the 2016-17 Board cycle is for individual Boards to:
 - 2.1. Consider the impact of the vote to leave the European Union on their policy areas and make appropriate provision within their work programme.
 - 2.2. Contribute to the development of the LGA's Autumn Statement submission and pitch to the new Government.
3. Alongside this, the LGA Business Plan is being refreshed in September. The key themes in the plan, in common with previous years, are expected to be devolution, housing, finance, adult social care and health, as well as Brexit. Our work programme will need to reflect the new business plan, with the following areas likely to have particular resonance: devolution (in terms of metro mayors, Police and Crime Commissioners and fire services), wellbeing; and the link between skills, the economy and community cohesion.

Impact of the vote to leave the EU on SSCB policy areas and work planning

4. At its meetings in July and early September, the Leadership Board identified five priority areas for the LGA to influence following the vote to leave the EU:
 - 4.1. Securing investment which is currently sourced from the EU
 - 4.2. Developing a new legal base for local government
 - 4.3. Initiating a constitutional debate
 - 4.4. Community Cohesion
 - 4.5. Place-based impact
5. Two of these have particular relevance for the SSCB's work programme. These are:
 - 5.1. Community cohesion.

- 5.2. Developing a new legal base for council enforced regulatory services, given that much of the underpinning legislation is derived from European legislation.

Community cohesion

6. The LGA's proposed work on community cohesion is outlined in a separate paper to the Board. Subject to the views of the Board, the immediate focus of the work is to update and revise existing LGA guidance on community cohesion.

Developing a new legal base for local government - impact of Brexit on council regulatory services and public protection work

7. Local government services are influenced to a significant degree by European legislation. With the UK having voted to leave the EU, there is a need therefore to develop a new legal base for local government.
8. Council regulatory services are heavily shaped by Europe, with a huge proportion of trading standards and environmental health activity driven by European legislation. Of the regulatory service areas within the Safer and Stronger Communities Board remit, the following are largely or in part derived from European law:
 - 8.1. Weights and measures
 - 8.2. Food safety and the feed chain
 - 8.3. Product safety
 - 8.4. Consumer protection and fair trading
 - 8.5. Licensing (via the Services Directive, which covers all licensing excluding taxis and gambling).
9. Additionally, elements of health and safety and animal health are also influenced by Europe (as are other elements of Environmental Health overseen by other boards for example air pollution and other environmental issues).
10. In common with other services, regulatory services are subject to a mix of EU directives that have been transposed into UK law (which will still apply when the UK actually leaves the EU) as well as EU regulations and decisions that apply directly. These would not apply once the UK leaves the EU, meaning that in those areas there will be no legal framework following exit.
11. In relation to both, Brexit provides an opportunity for political choices to be made to change laws previously based on EU regulatory frameworks, for example if they have been 'gold-plated', are simply outdated or are no longer desired.
12. All Boards with policy areas whose legal basis will be affected by withdrawal from the EU are being asked to identify priority areas to flag with government as part of our ongoing discussions on Brexit.

Context

13. The great majority, if not all, of the European led regulations delivered by regulatory services will be comparatively technical and often complex. They are likely to cover issues that the LGA, since the demise of LACORS¹, has not generally been involved in and does not have significant expertise in. In recent years, government departments have tended to seek technical council input on these matters from individual councils officers or relevant professional bodies.
14. In several of the areas affected, there are also responsible national agencies – in relation to which councils are effectively delivery agents - who will be likely to take the lead in developing a policy response; for example the Food Standards Agency, Animal and Plant Health Agency, Health and Safety Executive and National Measurement Office. This reflects that these are not areas that typically lend themselves to local flexibility or variation in the regulations themselves, with the requirements of businesses for national consistency and a level playing field generally accepted.
15. Alongside this, it can be assumed that there will be a variety of business, industry and other interest groups (including consumer organisations) which will have a view on the future of regulations in these areas.
16. In summary, these are not services or areas that have to date been priorities for the LGA or councils (or central government), or where local government will necessarily be expected to offer the leading policy input. However, as Brexit has a potentially significant impact on these council services, there is a need to be clear about the strategic and political steer the LGA should provide on behalf of local government, to help frame the specialist technical input we expect to be provided from both officers and relevant professional bodies.
17. As the Board will be aware, the opportunity to renegotiate the legal base for these services follows growing concern about the impact of financial cuts on regulatory services, and a call from the Chartered Trading Standards Institute in 2015 for regionalisation of the service.
18. Our work in this area has focused on seeking to draw attention to the challenges and how councils can address them. In Remodelling Public Protection we specifically criticised the tendency to continue to give responsibility for national and European regulations to already stretched local enforcement team, and called for a more realistic approach. We also raised the question of whether there is a need to fundamentally re-examine the balance of responsibility between consumers, residents, businesses and the public sector, funding and ownership of these services.
19. In both Remodelling Public Protection and our subsequent Review of Trading Standards Services, we highlighted how global food and supply chains have led to aspects of regulatory services becoming significantly less local in nature. Our review indicated strong support for maintaining trading standards as a local

¹ Local Authority Coordination of Regulatory Services, disbanded in 2011

government service but recognised the tension between a natural tendency for council-led services to prioritise issues with a specifically local impact or perpetrators – such as under-age sales or doorstep crime - compared to those issues which are less local in nature. In general, the areas of work that have typically been prioritised locally are less likely to derive from European regulations.

20. This overall context is important, because it highlights that there are opportunities and risks arising from negotiations linked to Brexit. On the one hand, there may be scope for scrapping or refining some of the regulations councils are responsible for enforcing and which are ineffective or burdensome. On the other, with a recent CTSI survey suggesting little movement on locally led shared services, and a National Audit Office review expected to raise concerns about the impact of local trading standards cuts on the overall consumer protection framework, the issue of regulatory structures could arise again in relation to post-Brexit regulation and enforcement. Changes in the legal framework could provide an opportunity to shift enforcement responsibilities away from local government, seemingly against the prevailing local government view indicated in the trading standards review.

Establishing an LGA position on areas of regulatory services

21. Given the range and technical nature of much of the EU-led regulation in this area, we do not propose that the Board should reach a view on each or even groups of them. However, the Board will be asked to give a general steer on any priority areas among the regulatory services areas affected by the UK leaving the EU. This will help to shape our LGA wide approach to renegotiating the legal base for local government.
22. The Board is also invited to comment on a draft set of principles which can inform our future input in this area. These reflect the concerns previously raised by the LGA in this area, as set out above, and would provide an overarching context for more detailed work at a technical level.
- 22.1. There should be a presumption in favour of reducing or refining the regulations overseen by councils where at all possible, in order to reduce the burdens on both councils and businesses.
- 22.2. There should be a clear and demonstrable rationale for retaining individual regulations. In many cases, there will be strong public protection benefits from retaining regulations that are similar or identical to existing EU regulations. A critical factor will be whether access to the single market will require the UK to comply with EU regulations, and the extent to which that is ultimately prioritised. But there may be some regulations which can be pared back or scrapped altogether, and we will work with officers and the professional bodies to assess the scope for this.
- 22.3. There should be no barriers to councils being able to recover the cost of licences, regulation and enforcement from businesses in specific sectors. Recent developments in the Hemming v Westminster licence fee court case, linked to the EU Services Directive, create a significant risk in this area: Brexit offers an important opportunity to correct this.

- 22.4. Reflecting the views expressed in our trading standards review, councils should retain a leading role for regulatory activity in their local areas.
- 22.5. Any new burdens created through the renegotiation process must be fully funded.
- 22.6. **The Board are asked to give their views on these guiding principles, and identify any priority areas for regulatory services.** Officers propose that, subject to the eventual outcome of the Hemming case, removing any barriers² to charging upfront for enforcement activity at the point at which a licensing application is made should be a key priority.

Specific work of relevance to this Board's remit

- 23. Alongside Brexit and other corporate work, LGA Boards will continue to develop specific work within their policy areas. These priorities will be reported back to the LGA Executive.
- 24. The draft priorities outlined below suggest five key overarching themes for the Board this year, and a series of activities underpinning each of them:

24.1. Prevent, counter-extremism and cohesion

- 24.1.1. In conjunction with the Home Office, we will support a series of regional workshops for councillors on the issues of counter-extremism and Prevent to help increase understanding of the issues and how to have difficult conversations with communities. We will also be training Prevent member champions, inputting to the Home Office on guidance around Prevent and counter-extremism and are working with Luton, the Home Office and DCLG on support for councils to enable them to share good practice.
- 24.1.2. Following on from the referendum campaign and evidence that this has prompted an increase in hate crime, we will refresh and update the LGA's guidance on building cohesive communities. We will respond to the Casey review on community cohesion and integration as and when this is published, and work to ensure that the role of local government is properly reflected and funded in any subsequent government work.
- 24.1.3. With Government committed to publishing a new overarching Contest strategy later this year, we will review the strategy to consider the implications for councils and Prevent.

24.2. Community safety

- 24.2.1. We will continue our work with the National FGM Centre. We will take forward research into the costs of domestic violence with a view to promoting the case for investment in services. We will respond and support councils in relation to the planned 'National Statement of Expectation' by the government on domestic violence, as well as

² Linked to the EU Services Directive being transposed into UK law.

undertaking work on co-commissioning of refuge provision by councils.

- 24.2.2. We will develop guidance for councils on effective implementation of Public Space Protection Orders.
- 24.2.3. A review into the future of community safety services in councils will consider the impact of budget cuts on local community safety services and how councils can respond to this.

24.3. **Blue light services**

- 24.3.1. We will maintain our lobbying around proposals for Police and Crime Commissioners to assume responsibility for fire and rescue services, to ensure that any such changes are based upon local agreement. We will also contribute to the effective development of new models of devolution and emergency services, in terms of the links between PCCs and FRAs and the creation of metro mayors.
- 24.3.2. Fire Services Management Committee's priorities mean we will continue to support work on fire reform and represent the views of FRAs, in relation to collaboration with the police and health services, improving equality and diversity, proposals for a fire inspectorate and greater transparency of fire services data.
- 24.3.3. We will continue to support police and crime panels in their scrutiny of PCCs, with a particular focus on the implications of an expanded PCC role in fire for PCP scrutiny.

24.4. **Licensing and regulation**

- 24.4.1. In light of ongoing reports of problems with taxi licensing in a small number of councils, we have developed a new package of support for councils on taxi licensing. We will refresh our 2015 taxi licensing handbook, and supplement this with a series of case studies. We will provide copies of the handbook to all councils, and hold five member workshops across the country highlighting the strategic role of licensing and the steps councils must take to build a robust and effective taxi licensing framework. We will follow this up with work to support councils in understanding the links between other areas of licensing and child sexual exploitation.
- 24.4.2. We will continue to lobby the Home Office for changes to the licensing system to give councils greater flexibility in managing their local economy and protecting local residents. This will include making the case for the localisation of licensing fees and reform of licensing processes, as well as lobbying for more fundamental reform of taxi and gambling licensing legislation.
- 24.4.3. Recognising the ongoing pressures on council regulatory services, we will take forward the recommendations in our trading standards review and continue to promote the case for joining up regulatory services across councils to increase resilience.

24.5. Crematoria, coroners and medical examiners

- 24.5.1. Ahead of changes to the process of scrutinising death certification due in 2018, we will work with councils and the government to ensure that the new medical examiners system does not impose additional costs on councils, and that there is appropriate guidance and support available. We will continue to highlight the pressures created by the Coroners and Justice Act, especially around Deprivation of Liberty Safeguards and funeral poverty.
- 24.5.2. Following recent reviews into crematoria and coroners' services we will feed into the proposed working group on this issue and discussions about a National Inspector of crematoria. We will also continue to support councils in this area and develop guidance on coroners', bereavement and registration services.

Legislation

25. A number of different areas of legislation are of direct relevance to the Board.

25.1. The Investigatory Powers Bill

- 25.1.1. Having successfully completed its passage through the House of Commons, the [Investigatory Powers Bill](#) is currently in Committee Stage in the House of Lords. The LGA's consistent lobbying over recent years for councils to retain access to communications data is reflected in the Bill, which proposes councils should continue to have access. To secure support for this in Parliament (in light of ongoing opposition in the media and among some Parliamentarians), our [briefings](#) have highlighted the importance of council teams having access to communications data to protect vulnerable residents from crimes such as tax evasion or fraud. We have emphasised that councils continue to be subject to more stringent oversight than any other body and are required to seek judicial authorisation before accessing communications data. The LGA has been supportive of continuing with these safeguards to secure public confidence. As the Bill progresses in the House of Lords, we will continue to make our case for councils retaining access to communications data and briefing peers in support of the Bill.

25.2. The Policing and Crime Bill

- 25.2.1. The Policing and Crime Bill includes a number of areas of interest to the LGA, most importantly the role of the Police and Crime Commissioner (PCC) and their potential responsibility for Fire and Rescue Authorities. We have worked with Parliamentarians to table amendments to the Bill to ensure PCCs comprehensively consult with the local fire and rescue authority before a transfer of governance is proposed. The LGA has also briefed in support of amendments on taxi licensing, children's mental health services and deaths in custody of people with mental health conditions.
- 25.2.2. The Bill has already completed its passage in the House of Commons, and is due to have its Committee Stage debate in the

House of Lords on 14 September 2016, when it will then progress to Report Stage for line-by-line examination of the Bill. This is the final stage before Royal Assent, which is expected to be completed before 2017 if parliamentary time allows.

25.3. The Counter-Terrorism and Safeguarding Bill

25.3.1. Still to be introduced, the Counter-Terrorism and Safeguarding Bill was announced in this year's Queen's Speech with the purpose of creating a new civil order regime to restrict extremist activity. The Bill is also set to include powers to intervene in education settings and consultation on powers to intervene where councils fail to tackle extremism. In our initial response to the Bill's announcement, the LGA agreed the Government should assist councils in sharing best practice and we emphasised the importance of local responses to extremism and community relations.

25.3.2. Given the stated objectives of the Bill around powers to intervene in education and councils, we expect to be closely involved once this Bill is published.

Communications and Events

26. There are a number of internal and external communications channels available to help the Safer and Stronger Communities Board promote the work it is doing and to seek views from our member authorities.

27. We have a full programme of conferences and events which support these draft priorities and are designed to support members and officers with new issues and improving their ability to protect the public and communities they serve. Conferences already being planned include:

27.1. 12 October 2016: FGM Centre Annual Conference (supported by LGA)

27.2. 18 October 2016: Gambling Licensing Conference

27.3. October-December: Taxi licensing Workshops

27.4. 1 December 2016: Burials and Bereavement Conference

27.5. 7 February 2017: Annual Licensing Conference

27.6. 7-8 March 2017: Annual Fire Conference

28. As set out above, we are also planning a series of regional workshops, in conjunction with the Home Office, on counter extremism.

29. We also have a dedicated section on the LGA website, regular e-bulletins with a personal introduction from the Chair of the Board (though the LGA's e-bulletins are due to be reviewed), outside speaking engagements and interviews, advisory networks, features and news items in First magazine as well as twitter accounts which are used to keep in touch with our members.

Next steps

30. Following the Board's discussion, officers will prepare a detailed work programme to manage the day to day work. The priorities agreed by the Board will also be reported back to the LGA Executive.

Financial implications

31. This programme of work will be delivered with existing resources. Additional supporting projects may be commissioned subject to funds being available from a small directorate / team budget.



Portsmouth/LGA domestic abuse project

Purpose

For discussion and decision.

Summary

The LGA recently commissioned Portsmouth City Council to investigate the costs of domestic abuse to councils and explore the savings that might be made through investment in prevention and intervention strategies. This paper summarises their findings and presents some options for next steps.

Officers from Portsmouth will also be attending the Board meeting to discuss their report.

Recommendations

That the Board:

1. Review the briefing report and consider the findings presented by Portsmouth City Council officers
2. Discuss and agree next steps.

Action

Officers to action as directed.

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Portsmouth/LGA domestic abuse project

Background

1. Domestic violence and abuse have a profound effect on victims and their families. Whilst supporting those directly impacted by abuse rightly remains the key concern for public agencies, research has also explored the financial impact of domestic abuse, both on wider society and public services.
2. In the context of limited resources, local areas are keen to ensure their budgets are used as effectively as possible. To help inform local decision-making, the LGA commissioned research to explore in more detail the extent of domestic abuse and the financial impact on local government, and look at how this might support areas when considering how to invest in domestic violence prevention and intervention strategies.
3. A team from Portsmouth City Council were appointed to undertake this work, as they had already been exploring some of these issues in their area. Their research, attached as a briefing report, considers some of the direct costs associated with domestic abuse on local authority housing and social care departments, and the potential for cost savings in the long term. The report provides a summary of academic research, including a detailed literature review and a summary of their own research into costs at seven local authorities.

Summary of briefing report

4. The report covers the following key issues:
 - 4.1. Levels of domestic abuse
 - 4.2. Impact on local authority services
 - 4.3. Evidence/estimates of costs to local authorities
 - 4.4. Challenges in evidencing costs
 - 4.5. Recommendations for improving recording
 - 4.6. Potential impact of interventions.
5. Levels of domestic violence and abuse are substantially under-reported. The Crime Survey for England and Wales (CSEW) suggests that 1.3 million women and 600,000 men aged 16-59 experienced domestic abuse over the last 12 months, continuing a downward trend in prevalence since 2005. However an analysis undertaken earlier this year by Professor Sylvia Walby suggests that levels of domestic abuse incidents (rather than victims) may instead be increasing, marking an upward trend since 2008¹.

¹ The ONS is currently consulting on proposals to change the CSEW's methodology for recording high frequency repeat victimisation going forward. Future data releases may therefore help to determine trends in repeat victimisation at a national level.

6. The financial impact of domestic abuse on local authority services is far reaching, reflecting the complex multiple needs that victims of domestic abuse often have, including:
 - 6.1. Housing costs, such as emergency accommodation, relocation, repairs or target hardening measures
 - 6.2. Children's social care costs, for example assessing/taking action where children are living in a household where domestic abuse is or becomes known
 - 6.3. Adult social care costs, including protecting vulnerable adults from abuse and dealing with the impact of past or current abuse, such as responding to mental health needs and substance misuse.
7. There are particular challenges in identifying local prevalence levels and service take up, which makes estimating the cost of local service provision to victims of domestic abuse very difficult. Seven local authorities agreed to share data as part of this research, however none could provide comprehensive data about service users, because domestic abuse was not necessarily the presenting factor in all cases and/or because data records were not updated if subsequent disclosures of domestic abuse were made. This raises further issues about responding to the hidden nature of abuse and coordinating support across services.
8. The report recommends that local government services should be encouraged to enquire about domestic abuse, ensure their systems can be updated to record disclosures made after initial service engagement, and should routinely monitor domestic abuse. This would further assist efforts to provide more holistic support to victims with complex needs, while also providing a fuller picture of the impact of domestic abuse across local authority services.
9. Acknowledging the difficulties in collecting data, the report uses estimated unit costs to local authority services and police-recorded incident data as a proxy for service take-up in order to estimate costs. The report suggests therefore that any calculations provided are likely to be a significant under-estimate of actual costs. On this basis, estimated financial costs for housing, children's social care and adult social care across England and Wales are suggested to be at least £468m per year.
10. The report comments on some studies which have attempted to calculate the financial cost savings of providing IDVA (Independent Domestic Violence Advisers/Advocates) services and MARACs (Multi-Agency Risk Assessment Conferences), concluding that significant savings (and decreased levels of repeat victimisation) might be achieved through further investment.

Commentary

12 September 2016

11. The report provides a useful summary of previous studies and estimates of costs for local authorities but suggests that councils struggle to demonstrate the prevalence of domestic abuse and costs to their authorities because of how data is recorded.
12. The report's findings are of particular relevance as the Government develops a National Statement of Expectations (NSE) for local authority provision around domestic abuse. The Violence Against Women and Girls (VAWG) Strategy for 2016-2020 sets out a commitment to develop the NSE, comprising a set of defined core expectations for local service providers on VAWG, and a framework and toolkit to support local commissioning. A key element of this will be understanding local need and using this to inform service commissioning. It is likely that the NSE, currently being developed by DCLG, will include expectations around the collection and use of data to support a strategic partnership approach that meets local needs.
13. Fully understanding local need will require data to be collected and pooled by a number of partners, both externally, including eg police, health, commissioned providers, and from across council departments. The outcomes from the Portsmouth research suggest that processes for capturing data will need to be strengthened across council departments in order to support the objectives of the NSE.
14. The report highlights some studies that have considered the impact of domestic abuse interventions. It is important to draw this together with work undertaken by the Early Intervention Foundation (EIF) to explore what works in terms of prevention and intervention strategies. The VAWG Strategy, which places increased focus on early intervention and prevention, sets out a commitment to undertake additional work with the College of Policing and EIF to capture further evidence about effective approaches.
15. It will also be useful to monitor work in some areas which has begun to explore the costs on local services of "troubled adults". The full impact of domestic abuse on council services can be difficult to disaggregate from the broader complex needs of those accessing council services. This work is considering how local services can best be provided for those with multiple needs, with a view to providing effective holistic support focussed on individuals.

Next steps

16. As well as assisting local authorities to focus their resources most effectively, the findings from this work can usefully complement other work to support councils in working towards the NSE. The Board is therefore asked to consider the following options for further work:
 - 16.1 Share the findings with DCLG and recommend that the NSE toolkit should include support for local areas to assess prevalence and costs, rather than assuming that they are already doing so

- 16.2 Recommend that DCLG commissions further work to explore some of the difficulties in local data recording, and develop tools to support this. This might include developing and piloting a reporting template and protocols in a sample of local authorities; those involved in Portsmouth's work to date may be interested in participating. Subject to resources, this may be something that the LGA could look to commission if DCLG is unable to
- 16.3 Support the dissemination of the outcomes from this work, and ensure that any improvement in data recording is used to inform assessments of prevention and intervention measures being developed by the EIF/College of Policing as part of their "what works" programme.

Financial implications

17. Work with DCLG on the NSE and to disseminate the findings of the research can be accommodated within normal staffing budgets. There is a limited directorate budget potentially available to commission further external work.



The Cost of Domestic Abuse: the financial cost to Local Government

Briefing Report



The Safer Portsmouth Partnership (SPP) is responsible for reducing crime and substance misuse in Portsmouth, making the city a safe place to live, visit and work.

The partnership has a commitment to evidence based practice and invests in research and analysis to inform decision-making.

Visit www.saferportsmouth.org.uk

Introduction

Domestic abuse damages lives; 'the impact on the victim and children - even once they have achieved safety - is severe and long lasting'.¹

It is a priority for local authorities to prevent domestic abuse and improve the lives of people in their communities. However, domestic abuse also has a significant financial cost through the impact on local authority services such as housing, education, community, adult social care and children's social care.

This briefing document has been produced by the Safer Portsmouth Partnership² on behalf of the Local Government Association (LGA) to provide an overview of the extent of domestic abuse across England and Wales; the impact and cost to local government; and the effectiveness of support and prevention services, both in terms of offering the best support and outcomes for those experiencing domestic abuse but also in reducing costs. It provides a summary of the research and analysis available to show the impact on local government.

Background

Over the last three decades, there has been a growing body of research on domestic abuse, increasing understanding of the issues and the impact on individuals who experience abuse, their families and the wider community. More recently, there has also been research and analysis on the costs of domestic abuse incurred by public services and the value in investing in education, support and prevention services.

The Crime Survey for England and Wales³ (formerly the British Crime Survey) has shown an on-going reduction in violent crime since the early 1990's. However, a research study published earlier this year by Professor Sylvia Walby⁴ shows, that since 2008/09, there has been an increase in violence primarily driven by domestic abuse. The research includes a detailed and full review of the

¹ Safe Lives, formerly CAADA (Co-ordinated action against domestic abuse)
<http://www.safelives.org.uk/policy-evidence/about-domestic-abuse>

² The Safer Portsmouth Partnership produced an internal report on the costs of domestic abuse: Sam Graves 'The cost of domestic abuse' 2015 which was presented to the Local Government Association and developed for this briefing note.

³ The Crime Survey for England and Wales Office for National Statistics
<http://www.crimesurvey.co.uk/>

⁴ Sylvia Walby, Professor of Sociology and UNESCO Chair in Gender Research, Violence and Society, University of Lancaster; publication: 'Is violent crime increasing or decreasing? A new methodology to measure repeat attacks making visible the significance of gender and domestic relations'. Sylvia Walby, Jude Towers and Brian Francis, British Journal of Criminology, February 2016 <http://bjc.oxfordjournals.org/content/early/2016/01/31/bjc.azv131.full.pdf+html>

Crime Survey for England and Wales since 1994. In summary, by removing the cap on numbers of crimes counted per victim; by making the analysis gender specific and by counting incidents rather than victims, the analysis suggests that following a period of reduction between 1994 and 2008, violent crime has gone up primarily driven by an increase in domestic abuse. The timeline for the increase in domestic abuse correlates with the economic down turn. One of the possible reasons for this could be cuts in services that support people experiencing domestic abuse.

This research is significant for local authorities when considering the impact of reducing funding for specialist support services and the costs to statutory local government services.

Methodology

This briefing paper provides a summary of research relating to the cost of domestic abuse (across England and Wales) specifically the 2004 and 2009 research studies conducted by Sylvia Walby⁵. This paper concentrates on the impact of domestic abuse on local government services. In focusing on the fiscal costs to local government, it is not the intention of this report to detract from the vast human and emotional costs of domestic abuse.

In order to demonstrate the impact, seven local authorities agreed to share data relating to domestic abuse in their locality. New Economy Manchester⁶ has set unit costs to local authority housing and children's social care in relation to domestic abuse. Previous studies have not included adult social care services. However, domestic abuse can impact on mental health and substance misuse and we also know that some of our most vulnerable adults have a higher risk of domestic abuse⁷. In order to include adult social care, we have worked with New Economy Manchester to agree an appropriate unit cost for our calculations.

⁵ 'The Cost of Domestic Violence' Sylvia Walby (2004) University of Lancaster; The Cost of Domestic Violence Update, Sylvia Walby (2009) University of Lancaster.

⁶ New Economy Manchester www.neweconomymanchester.com - New Economy delivers policy, strategy and research for Greater Manchester and has developed a ground breaking cost calculator and unit cost data base which assists with research and evaluations relating to the costs of public services. The unit cost database brings together over 600 cost estimates covering crime; education and skills; employment and economy; fire; health; housing and social services. The derivation of costs, are quality assured by New Economy in co-operation with HM Government. It is used in various evaluation programmes including calculations on cost savings for the Troubled Families Programme.

⁷ The CSEW has work relating to domestic abuse and disability and age but the following summarises the relationship between domestic abuse and adult social care: Rachel Robbins, Concetta Banks, Hugh McLaughlin, Claire Bellamy & Debbie Thackray (2016) Is Domestic Abuse an Adult Social Work Issue?, *Social Work Education*, 35:2, 131-143, DOI: 10.1080/02615479.2016.1140733

Whilst we concentrate on the costs of domestic abuse to three key local authority services: housing, children's social care and adult social care. It should be noted that other services, such as education, community and youth services, will also incur costs.

A major challenge in presenting this work has been identifying an accurate figure of the extent of domestic abuse and service take up across the three key services that we are assessing.

Extent of domestic abuse: Even with recent improvements in reporting and recording of domestic abuse across public services, it remains an under reported crime⁸. As a result, incident and crime figures do not fully reflect the extent and incidence of domestic abuse. Further, people accessing local authority services will not always disclose domestic abuse from the outset and therefore records will not always reflect this. In other words, local authority data sets are also likely to under estimate the extent of domestic abuse. For the purpose of this analysis, we have used the 2015 Crime Survey for England and Wales (conducted by the Office for National Statistics - ONS) to identify an estimated number of people that have experienced domestic abuse in the previous twelve months⁹ and used this to provide a proxy figure for the extent of victimisation (not incident rates) across each local authority area.

Service take up: Data on service take up within the Crime Survey for England and Wales is limited and may not accurately reflect the take up of local authority services¹⁰. We also found that none of the seven local authorities working with us were able to provide accurate data on how many 'service users' access services because of domestic abuse or how many 'service users' are experiencing domestic abuse. This is primarily because domestic abuse may not be the presenting factor and because data records completed at the point of presentation are not updated when a later disclosure of domestic abuse is made. (This may be on case files but is rarely added to the main data systems).

In agreeing a methodology, we know that the New Economy unit cost data base has drawn up an accurate unit cost working on an estimate of how many cases known to particular services are likely to include domestic abuse. In discussion with New Economy Manchester, we settled on using police recorded domestic

⁸ Crime survey for England and Wales shows the extent of experience and reporting of domestic abuse which shows reports to police are substantially lower than actual experience:
<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/2015-02-12/chapter4violentcrimeandsexualoffencesintimatepersonalviolenceandserioussexualassault#summary>

⁹ The Crime Survey for England and Wales self-completion survey directly asks whether the respondent has experienced domestic abuse in the last twelve months.

¹⁰ This is because respondents may refer to just one agency that they have made contact with and / or may not include an agency where the first contact was not about domestic abuse. For example, a local authority housing service or social services even though those agencies may work with them on domestic abuse issues

abuse incident data as a proxy for service take up. (We also show how this compares to expected overall experience of domestic abuse within the local authority locality). We are, however, clear that any estimate of domestic abuse or service take up is a proxy and will likely be an under-estimate of actual experience and service take up. The proxy figures will be the best measure at present. We are, therefore also confident that in producing this data the costs presented will be an under estimate of actual cost.

It should be noted that the findings are limited to domestic abuse and do not extend to all forms of gender based violence¹¹. If these wider forms of violence were to be included, the costs would rise. The costs in this report include only those that can be robustly estimated with verifiable data. This means that many costs (such as those incurred to respond to long-term effects of domestic abuse) are not included, and thus that all estimates are conservative.

To put these costs into some context, we have included a case study that shows the human and fiscal cost of not addressing domestic abuse in a cohesive and holistic way.

The concluding section focuses on the impact of support and prevention services both in terms of effective practice, reducing costs and long term impact.

Challenges to the analysis

Data on Core Local Authority Services: As before, the main challenges to this brief analysis are data availability and accuracy. As a briefing paper requires a simple data collection and analysis, it is dependent on accurate, robust and comparable data being available.

In many cases the data requested about the way domestic abuse impacts on the services simply wasn't routinely available for collection. The primary issue was that if domestic abuse wasn't the initial reason for referral to a service, but was later disclosed, the data systems did not record domestic abuse as a factor¹². For this reason, any data sets on the extent of domestic abuse in the case records of particular services was a substantial underestimate of the true figures. For example Adult Social Care services in one area recorded that 28 out of 1,391 clients referred in the previous twelve months had experienced domestic abuse. Latest CSEW figures show that just over 6% of the general population experienced domestic abuse in the last year and over 20% at some point in their

¹¹ Sexual violence offences

¹² This may have been recorded on individual case files but this would require a detailed and one off trawl of files to extracts which was not the purpose of this briefing analysis. This also means that local authorities cannot routinely monitor and track the impact of domestic abuse on services.

lives. We also know that individuals referred to adult social care have greater vulnerabilities than the general population and are at greater risk of domestic abuse. It is clear therefore that 28/1391 or 2% of clients recorded as experiencing domestic abuse is likely to be a considerable under-representation of the problem.

Further, where data was available, it was often recorded differently by different local authorities. This might be due to different data systems or terminology regarding different processes. Therefore, although data was available, it was not comparable across areas and could not be used for analysis.

One example is housing service data. Housing services do routinely collect data on domestic abuse but substantial data variations highlighted some anomalies; primarily around what data is collected and how it is reported. For example, in one area, 150 people were recorded as being accepted as homeless on the grounds of domestic abuse and they spent an average of 7.27 weeks in emergency accommodation, compared to another area (with a similar population size) where records show only 16 people were accepted as homeless due to domestic abuse spending a total of 153 weeks in temporary accommodation. This anomaly may simply have been explained by different approaches to assisting people experiencing domestic abuse and different service provision. For example, one area may have less available housing stock to move people on to or it may be that the other area has more people staying with friends and family or in the private sector and therefore not taking up local authority emergency accommodation. This level of detail was not readily available. Regardless, this data does not reflect how many housing service users overall have experienced domestic abuse, how many have been rehoused, how many have stayed in some form of temporary or emergency accommodation and the cost of this to the housing service.

In summary, data collected across the seven local authorities could not be used to assess an accurate figure relating to service take up and domestic abuse. For this reason, we have chosen to use police incident data as a proxy measure¹³.

However, to help demonstrate the impact of domestic abuse on local authority services, we have included a case study that illustrates the complexity of the issue. This case study tracks a family that experienced domestic abuse, and its impact, over 16 years and shows the costs to services including the local authority.

What needs to change? In order to fully understand the impact of domestic abuse on the local population and in particular the impact on service delivery, local government services would need to ask the question about domestic abuse and ensure data recording systems record this. Data records also need the facility to be updated if domestic abuse is reported at a later stage. Further, domestic abuse should be routinely monitored. It may not be the 'presenting factor' but should

¹³ Although this will include repeat incidents, it is considered that the amount of under reporting will counter balance this.

be seen as an important factor and recorded as such. For example, Portsmouth City Council reviewed 50 conferences involving 103 children (5 unborn) where the children were subject to Child Protection Plans to identify any specific contributory features. Domestic abuse was a specific factor in 72% (n36) - this was the single most prevalent factor in the analysis. This has been the case since the review process started¹⁴.

The Extent of Domestic Abuse

Despite recent improvements, domestic abuse remains an under reported and under recorded crime. We know that at least 1.9 million people¹⁵ across England and Wales experienced domestic abuse in the previous year (2014/15 year ending - ONS 2016¹⁶). Police recorded crime statistics for the 6 month period to September 2015¹⁷ recorded 207,514 offences (equating to around 415,000 offences over twelve months)¹⁸. The most recent report on Intimate Personal Violence (IPV) as part of the Crime Survey for England and Wales¹⁹ finds that:

- Women are twice as likely as men to have experienced domestic abuse since the age of 16
- 27.1% of women and 13.2% of men had experienced domestic abuse at some point since the age of 16; this equates to 4.5 million women and 2.2 million men aged 16 to 59
- Women were also twice as likely as men to have experienced domestic abuse in the previous twelve months
- 8.2% of women and 4.0% of men had been the victim of domestic abuse in the previous twelve months. This equates to an estimated 1.3 million women and 600,000 men aged 16 to 59 across England and Wales
- Overall, this shows that 6.1% of adults aged 16 to 59 have experienced domestic abuse in the last twelve months
- The latest CSEW show that the previous twelve months record the lowest estimate since the ONS started to track domestic abuse through a specific

¹⁴ Details are held by the Safer Portsmouth Partnership research and analysis team.

¹⁵ ONS (February 2016) the survey only relates to people aged 16 to 59 so this figure does not include children and young people or older people.

¹⁶ ONS (February 2016) John Flatley:

<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/2015-02-12>

¹⁷ Published in February 2016 <http://web.ons.gov.uk/ons/rel/crime-stats/crime-statistics/focus-on-violent-crime-and-sexual-offences--2014-to-2015/chapter-6.html>

¹⁸ Crime Survey for England and Wales:

<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/2015-02-12>

¹⁹ The Crime Survey for England and Wales produced by the 'Office for National Statistics' (ONS) in February 2016 for the year ending March 2015 included data from the self-reporting module on intimate partner violence.

survey. However, the analysis by Walby et al (2016)²⁰ finds that the CSEW does not reflect the real extent (or number of) incidents which her study (using CSEW data) finds to be increasing

- The CSEW found a statistically significant reduction in victims of domestic abuse between 2005 and 2015, down from 8.8% to 6.5% of adults and a reduction in incidents. However, Walby finds that since 2008/09 the number of incidents of domestic abuse has increased and the impact on women is greater. This study ran a more in-depth and detailed analysis counting all incidents of domestic abuse rather than victims and not capping the number of repeat incidents at five as the CSEW does. In simple terms by counting all incidents of domestic abuse, it is shown to be increasing not decreasing. This finding is relevant to local authorities that are seeking to ensure that services are offering the right support to reduce repeat victimization and support women and children experiencing domestic abuse.
- In the year ending March 2015, police forces across England and Wales recorded 943,628 domestic abuse incidents which is a 6% increase on the previous year (year ending March 2014)²¹. This increase is likely to be a reflection of both improved recording and reporting and the actual increase in incidents identified by Walby et al in the 2015 research.

In summary, domestic abuse is a crime experienced by a substantial number of people (6.5% of the population, 8.2% of women and 4% of men) and this will impact directly on local government services. For example housing services are affected by the number of people presenting as homeless because of domestic abuse²²; children's social care services are affected by domestic abuse where there are concerns about the well-being of children living in the household; adult social care are affected where vulnerable individuals are living with domestic abuse or where previous experience has had a substantial impact on the health and well-being of the victim.

These services will not only be affected by current domestic abuse incidents but many people they work with will have previously been victims of domestic abuse and the impact of this may last for many years. For some this may be on-going health issues (including physical injury, mental health or learning disability following brain injury). For others it may be the impact of relocating and the responsibility of local authorities in settling individuals and families into a new area with associated housing, education and social care needs.

²⁰ Sylvia Walby, Professor of Sociology and UNESCO Chair in Gender Research, Violence and Society, University of Lancaster; publication: 'Is violent crime increasing or decreasing? A new methodology to measure repeat attacks making visible the significance of gender and domestic relations'. Sylvia Walby, Jude Towers and Brian Francis, British Journal of Criminology, February 2016 <http://bjc.oxfordjournals.org/content/early/2016/01/31/bjc.azv131.full.pdf+html>

²¹ <http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/2015-02-12/chapter1violentcrimeandsexualoffencesoverview>

²² Later sections show this is the most common cause of homelessness across England & Wales.

The Cost of Domestic Abuse

One of the first UK studies to consider the cost of domestic abuse to public services was undertaken by Debbie Crisp and Betsy Stanko (1998; update 2000)²³. Whilst there has been subsequent criticism of the cost calculations, this was a ground breaking piece of research in its attempt to quantify the costs of domestic abuse to the individual, public services, employers, benefit payments, friends and family. Stanko and Crisp found that women who experience domestic abuse will seek help from a wide range of agencies and that providing this service will have a cost. Most importantly, it reported that a purely reactive service response will never reduce the number of women and children who experience violence within the home for the first time. Nor will a reactive service response effectively reduce repeat victimisation as the service deals with the immediate presenting issues (such as homelessness or education needs) and does not necessarily work in co-ordination with other services to lower repeat incidents. As a consequence, they concluded that without investing in prevention and support to reduce repeat victimisation, or stop people experiencing domestic abuse for the first time, the costs to public services will not reduce.

In 2004, Sylvia Walby produced a seminal report on the financial costs of domestic abuse. This drew from a wide range of studies relating to impact and service involvement including the Home Office Research Study that first looked at producing a framework for costing crime (Brand and Price 2000²⁴) and later updates.²⁵ From the work undertaken, Walby produced an estimate for unit and total costs to specific public services. In relation to local government, she identified a robust cost analysis relating to housing services and children's social care as a proportion of total costs based on predicted take up of services²⁶. This has formed the foundation for later cost benefit analysis and underpins the New Economy Manchester calculation on unit costs for domestic abuse.

In her 2008 up-date, Walby found that domestic abuse costs public services across England and Wales £3.856 billion each year; £479 million of which was

²³ Stanko, E., Crisp, D., Hale, C. and Lucraft, L (1998) *Counting the Costs: estimating the impact of domestic violence in the London Borough of Hackney*. Stanko E, Crisp D (2000) Reducing domestic violence. What works? Policing and Crime Reduction Briefing Note.

²⁴ Home Office Research Study 217: The Economic and Social Costs of Crime: Brand + Price 2000: <http://webarchive.nationalarchives.gov.uk/20110218135832/rds.homeoffice.gov.uk/rds/pdfs/hors217.pdf>

²⁵ Home Office online report 30/5 Dubourg, Hamed + Thorns 2005: <http://webarchive.nationalarchives.gov.uk/20100413151441/http://www.homeoffice.gov.uk/rds/pdfs05/rdsolr3005.pdf>

²⁶ For example, from a systematic study of existing research on children and domestic abuse and assessing probability from statistical analysis previously undertaken, she identified that the most robust figure would be that 40% of all children referred to children's social care would have experience of domestic abuse and that 50% of costs attached would be a response to domestic abuse.

spend from local government on housing and children's social care. The costs are significant and demonstrate the importance of working to reduce domestic abuse and decrease the impact on individuals and families and the wider community.

The core services provided by local government

Housing: Domestic abuse is intrinsically linked to the home and many incidents take place within or near to where the person experiencing the abuse lives. For many people, this means they have to relocate to escape the abuse or feel free from the associations of the abuse. For others staying in their home is important, but repairs may be needed following damage caused by the perpetrator and security improvements (target hardening) may also be required. This can range from provision of simple alarm systems through to building a safe room²⁷. Much of this will be a cost to local authority budgets.

A study by the charity Shelter found that 40% of all homeless women stated that domestic abuse was a contributory factor to their homeless status and was "the single most quoted reason for becoming homeless" for women²⁸. The options on leaving an abusive relationship are usually refuge accommodation, bed and breakfast, or a property from either the local authorities' stock, that of a registered social landlord, or one which is privately owned. All of these represent varying costs to the local authority including rental costs and the administration costs attached to relocation. Some people may also be eligible for emergency funds to assist them in setting up a new home.

For some, leaving their home to move to alternative accommodation has additional complexities and therefore additional costs. For example, if the person relocating has a disability, they may require adaptations to their new property to accommodate their needs and they may need to spend a longer period of time in specialist temporary / emergency accommodation whilst this takes place. People with a disability are at greater risk of experiencing domestic abuse and therefore it is probable that at least some domestic abuse housing cases will need specialist housing support.

While some people will need or wish to relocate due to domestic abuse, some do not leave their property on separation from the perpetrator. Many wish to remain in their own homes, close to their friends, family and community, including places of work and schools for children. However, in many cases to enable them to do so, additional security measures may need to be installed in the property (target hardening). Usually, this will be a lower cost than relocation

²⁷ In addition, some local authorities also provide alternative housing for abusers as part of a perpetrator intervention programme to try and keep them away from the family home.

²⁸ 'Domestic Abuse and Sexual Violence in Derby and Derbyshire' November 2014, p. 20

but local authorities still need to provide a budget that enables tenants that are experiencing domestic abuse to remain safe in their own home.

However, some people may not be at the stage in the relationship where they are able to or wish to leave. In these cases, although a local authority is therefore not being asked to support a move or target hardening, there can still be costs such as damage caused to the property that the victim, perpetrator, or both reside in. These costs are especially hard to quantify as many victims will not disclose to the housing office the reason for the damage.

Although these represent the main expenditures of most local authority housing services in relation to domestic abuse, as each case of domestic abuse is unique, so are the costs linked to each case. In addition, due to the nature of domestic abuse, some people / families may need to be moved more than once should they return to the perpetrator or if their abuser learns of their new location. Without a coordinated multi agency and community response aimed at reducing the levels of repeat victimization, all of these costs can be repeated several times, potentially spanning years or even decades.

Children's social care will become involved with a family when they believe a child is at risk of harm. Where there is domestic abuse present in a household, the harm it causes is not restricted to the adult experiencing abuse, but encompasses the whole family, in particular, children and young adults.

The NSPCC (2016) finds that domestic abuse seriously harms children and young people and witnessing domestic abuse is a form of child abuse²⁹. They find that 1 in 5 children in the UK have been exposed to domestic abuse and a third of children witnessing domestic violence also experienced another form of abuse³⁰. Living in a family where there is domestic abuse also exposes children to the risk of personally experiencing violence; domestic abuse was a factor in 60% of all serious case reviews across England and Wales between 2009 and 2011³¹.

As a result of the links between domestic abuse and harm to children, the presence of domestic abuse in a family is a point of concern for children's social care. Therefore, if a partner agency has knowledge or concerns that there is domestic abuse in a household, they will refer to children's social care for the case to be assessed and action taken if necessary. There will also be other cases where there are concerns about a child for other reasons and upon exploration of the issues; the existence of domestic abuse will become apparent.

Adult Social Care supports adults who need assistance to live independently and those who are in need of care and protects vulnerable adults from abuse. This

²⁹ www.nspcc.org.uk/preventing-abuse/child-abuse-and-neglect/domestic-abuse

³⁰ Radford L et al (2011) Child abuse and neglect in the UK today www.nspcc.org.uk/services-and-resources/research-and-resources/pre-2013/child-abuse-and-neglect-in-the-uk-today/

³¹ Brandon M et al(2012) 'New learning from serious case reviews: a two year report for 2009-2011' www.gov.uk/government/publications/new-learning-from-serious-case-reviews-a-2-year-report-for-2009-to-2011 (A serious case review is a local enquiry into the death or serious injury of a child where abuse or neglect are known or suspected).

includes working with older people, people with learning disabilities, mental health needs and physical disabilities and those with substance misuse needs. Adult social care services, therefore, provide and commission a wide range and variety of services in conjunction with health providers. Although these may vary from area to area, they can include some mental health services, substance misuses services, occupational therapy, support to live independently, safeguarding of vulnerable adults, residential care and advice and information.

There are links established between domestic abuse and issues such as substance misuse and mental health. In some cases, the experience of domestic abuse impacts on the health and wellbeing of the person experiencing the abuse; in other cases poor health and wellbeing or disability may make someone more vulnerable to being the victim of domestic abuse.

There is growing understanding of the impact of domestic abuse on older people and people with disabilities; people with disabilities are more at risk of experiencing domestic abuse and have greater support needs³². Available research shows that older victims experience domestic abuse at a similar rate to younger victims; however, they are less likely to report the abuse and access specialist services to get help³³.

Numerous studies have shown a robust link between domestic abuse and mental health³⁴. Depression, anxiety and post-traumatic stress disorders (PTSD) are the problems most commonly linked to domestic abuse, with an article from the British Medical Journal stating that victims of domestic abuse experience higher levels of depression than those who do not; 67% compared to 33%³⁵. In addition, in the UK in 2000, it was estimated that 188 women committed suicide as a result of domestic abuse and another 10,000 attempted to³⁶.

Although the links between substance misuse and domestic abuse are not yet fully understood, the research which does exist shows a strong connection between the issues for both victims and perpetrators. Golding found that women experiencing domestic abuse are six times more likely to use alcohol and five times more likely to use both licit and illicit drugs to help them cope³⁷. These findings are supported by a study conducted by the Mayor of London's office in 2005. This study found that almost two-thirds of the women known to domestic abuse services who also had issues with substance misuse, reported that their

³² www.gov.uk/government/uploads/system/uploads/attachment_data/file/480942/Disability_and_domestic_abuse_topic_overview_FINAL.pdf

³³ South East Wales Women's Aid Consortium, 'Domestic Abuse and Equality: Older Women,' 2011, p. 3

³⁴ Sylvia Walby, 'The Cost of Domestic Violence, September 2004,' Women and Equality Unit, University of Leeds, 2004, p. 54

³⁵ Sylvia Walby, 'The Cost of Domestic Violence, September 2004,' p. 55

³⁶ 'Domestic Abuse and Sexual Violence in Derby and Derbyshire' November 2014, p. 22

³⁷ Polly Radcliffe, Gail Gilchrist, "You can never work with addictions in isolation": addressing intimate partner violence perpetration by men in substance misuse treatment,' *International Journal of Drug Policy*, found at: [http://www.ijdp.org/article/S0955-3959\(16\)30088-3/pdf](http://www.ijdp.org/article/S0955-3959(16)30088-3/pdf), p. 2

problems with substances began following the commencement of domestic abuse³⁸.

Perhaps the biggest challenge to adult social care service is identifying that domestic abuse is an issue for their clients and providing the correct support. Domestic abuse is not often the presenting factor but if services focus only on the presenting issue without factoring in the impact of domestic abuse or building in coordinated support for the person experiencing the abuse, the impact and costs will be on-going. Given the increased risk of domestic abuse for some service users and the difficulties that they face, routinely asking the question about domestic abuse and linking in with appropriate support services may have an impact in reducing long term costs.

The ONS used the Crime Survey for England and Wales from 1st April 2012 to 31st March 2015 to identify heavily victimized groups of partner abuse. This found that 'women with a long term illness or disability were more likely to experience non-physical abuse and serious sexual violence than women without a disability'. The report also finds that 30% of male victims and 47% of female victims of domestic abuse reported experiencing mental or emotional problems. Whilst this cannot yet be quantified, some of these will be significant enough to trigger thresholds for support and care from adult social care services.

Nicola Sharp-Jeffs at the Child and Adult Abuse Centre (London Metropolitan University) has reviewed 32 Domestic Homicide Reviews (DHRs) conducted by the charity Standing Together against Domestic Violence³⁹. One research strand has considered adult safeguarding drawing on guidance developed by the Association of Directors of Adult Social Services (ADASS 2015). This relates to the overlap between domestic violence and adult safe-guarding in relation to five groups: older people, people with mental ill health, people who misuse substances; people with learning disabilities and carers who harm or who are at risk of harm.

Despite the size of the sample, the findings are important. 24 of the DHRs related to Intimate Partner Homicide (IPH) and 8 related to Adult Family Homicide (AFH). In summary:

- In 23% (n5) IPH cases, the victim was aged over 58 years. In over 75% (n 6) of AFH cases the victim was aged over 56.
- 63% (n15) of the IPH had support needs related to their mental health. Four referenced safeguarding issues. One AFH victim had a mental health need.

³⁸ 'Making the connection: developing integrated approaches to domestic violence and substance misuse,' Drug Scope and London Drug and Alcohol Network, found at: <http://www.drugwise.org.uk/wp-content/uploads/dvreport.pdf>, p. 4

³⁹ Standing Together Against Domestic Violence is a charity working to promote a coordinated community response and partnership working and has considerable expertise in conducting Domestic Homicide Reviews.

- Just over 20% (n5) IPH victims and 25% (n2) of the AFH victims had substance misuse issues
- 25% (n6) of the IPH victims had a known disability. None of the AFH cases had a disability.
- In six cases, the perpetrator was also a 'carer'.

Whilst the numbers are small, these are the highest risk cases as they ultimately resulted in homicide. The issues link clearly to the remit of adult social care services and it is possible that many of the victims would have been known to adult social care at some point in their lives.

Reviewing the cost of domestic abuse to local government services

The evidence exists to show the strong relationship between domestic abuse and key local government services and as such there will be a fiscal cost to local government. This suggests a need to focus on domestic abuse and invest in a coordinated multi agency and community response⁴⁰ that focuses on people's experience of domestic abuse and supports the individual and their families. It will also reduce costs in the long term.

To demonstrate this more effectively, this review has worked with seven local authorities to assess the potential costs to three of their key services: housing, children and adults social care. The table below uses the data supplied by the seven local authority areas. All of these areas had provided some data on service take up - however this was not consistent across all localities and often did not reflect the true extent of service take up (refer to the section on 'challenges'). For this reason we are using incident data as a proxy for service levels - as previously stated, this is likely to be an under estimate of actual costs. The unit costs⁴¹ are taken from the New Economy Manchester Unit Cost Database.

The first section shows that the calculations using our methodology are an under estimate of actual costs - this is shown by comparing our total figures for England and Wales with that of Sylvia Walby's research. Therefore although costs for each local authority area are substantial, it is assessed that this will be an under estimate of the actual costs incurred because of domestic abuse.

⁴⁰ A coordinated community response or CCR refers to an approach that engages the entire community including public and voluntary sector service in efforts to develop a common understanding and response to violence against women.

⁴¹ New Economy Manchester has developed a cost benefit analysis and unit cost data base to assist public sector work (such as the Troubled Family Programme) to identify costs and savings. It brings together over 600 different unit costs in one place. For example the team has developed a single cost estimate for a housing case which compiles an average cost for the range of services offered. It is regularly updated to take account of inflation. <http://neweconomymanchester.com/our-work/research-evaluation-cost-benefit-analysis/cost-benefit-analysis/unit-cost-database>

Locality (population taken from ONS 2014 midyear estimates)	Unit cost (2015/16) ⁴²	Recorded Incidents (2015/16)	Total Cost
England and Wales - Mid-year population estimate 2014/15: England 54.3 million and Wales 3.1 million = 57.4 million			
Proxy population aged 16 to 59 year experiencing domestic abuse in previous 12 months (ONS): 1.9 million			
Fiscal Cost to housing (Walby estimate = 160million)	110.00	943,628	103.8 million
Fiscal Cost to children's social care (Walby estimate = 250million)	193.00	943,628	182.1 million
Fiscal cost to adult social care (Not included in Walby's analysis)	193.00	943,628	182.1 million
Total			468 million
Council A - Population: 374,200			
Unitary council			
Proxy population experiencing domestic abuse in the previous 12 months: 22,826			
Fiscal cost to housing services	110.00	2892	318,120
Fiscal cost to children's social care	193.00	2892	558,156
Fiscal cost to adult social care	193.00	2892	558,156
Total			1,434,432
Council B - Population 289,800			
Metropolitan council			
Proxy population experiencing domestic abuse in previous 12 months: 17,678			
Fiscal cost to housing	110.00	7196	791,560

⁴² This figure is taken from the New Economy Foundation Unit Cost Calculator for the year ending 31st March 2016 and is calculated as a cost per incident. To date this has not included a specific cost to adult social care. In agreement with the NEF team in May 2016, the Children's Social Care cost has been used for calculating costs to adult social care as it is comparable.

Fiscal cost to children’s social care		193.00	7196	1,388,828
Fiscal cost to adult social care		193.00	7196	1,388,828
Total				3,569,216
Council C - Population: 209,100				
Unitary council				
Proxy population experiencing domestic abuse in previous 12 months: 12,755				
Fiscal Cost to Housing		110.00	5,053	555,830
Fiscal cost to children’s social care		193.00	5,053	975,229
Fiscal cost to adult social care		193.00	5,053	975,229
Total				2,506,288
Council D - Population: 316,700				
Metropolitan council				
Proxy population experiencing domestic abuse in previous 12 months: 19,319				
Fiscal cost to housing		110.00	6539	719,290
Fiscal cost to children’s social care		193.00	6539	1,262,027
Fiscal cost to adult social care		193.00	6539	1,262,027
Total				3,243,344
Council E - population 108,000				
District council				
Proxy population experiencing domestic abuse in previous 12 months: 6,588				
Fiscal cost to housing		110.00	2490	273,900

Fiscal cost to children's social care		193.00	2490	480,570
Fiscal cost to adult social care		193.00	2490	480,570
Total				1,235,040
Council F - Population: 245,300				
Unitary council				
Proxy population experiencing domestic abuse in previous 12 months: 14,963				
Fiscal cost to housing		110.00	6122	673,420
Fiscal cost to children's social care		193.00	6122	1,181,546
Fiscal cost to adult social care		193.00	6122	1,181,546
Total				3,036,512
Council G - Population 253,000				
Metropolitan council				
Proxy population experiencing domestic abuse in previous 12 months: 15,433				
Fiscal cost to housing		110.00	3740	411,400
Fiscal cost to children's social care		193.00	3740	721,820
Fiscal cost to adult social care		193.00	3740	721,820
Total				1,855,040

The personal cost of domestic abuse

A Portsmouth based project is trying to redesign the way public sector agencies work with families, by identifying and engaging with them at the earliest point of concern rather than waiting for individuals and families to reach set thresholds for intervention. Identifying people who are not at a 'threshold' where interventions usually start, misses those who present with risk factors and lack of protective factors that mean they are likely to increase risk and have future problems. We know that earlier interventions may prevent that happening.

The Portsmouth project starts by running a comprehensive analysis of all contact and interaction each family has with agencies and from this have produced some detailed and costed case studies⁴³. The case study below was provided by them. Looking at the costs of domestic abuse as a series of figures is a sterile way of considering the impact; the case study below of a family known to services for sixteen years shows more clearly the individual impact and cost of domestic abuse.

Case study 1:

Jane⁴⁴ was in her late teens and pregnant with her first child when she first had contact with the local authority via Housing Services. At the point of setting up her first tenancy no concerns were identified or raised. Later her partner moved in and the family went on to have another child. No significant issues were raised with housing at this point or with health visitors meeting the young family.

When the children were both still pre-school age, Housing Services were contacted with regard to repairs. These were duly recorded. The project now knows that these repairs were caused by the violent behaviour of Jane's husband. Over the next ten years, there were numerous missed appointments, specifically with health services as the children were not taken to routine health development checks or for immunisations. As the two children got older there were some education concerns relating to minor attendance and behaviour issues. The children also came to attention for their low level involvement in anti-social behavior. There were referrals to Children's Services but these 'did not warrant' any further action at that time. Whilst all of these concerns triggered some level of intervention, this was below threshold and each 'action' was concluded and the case at that time closed. For example, education services raised concerns about attendance and things

⁴³ The project works with the whole family and starts by mapping all interaction with different agencies (involving the family in this process). They will then use multi agency navigators to identify need and pull on existing services and resources to meet these specific needs using a coordinated approach. This has an impact of building a team around the worker rather than a team around a family. This is intended to reduce the amount of varied responses and interaction the family has with agencies and to offer a more comprehensive response. Promising data is emerging about the impact and improved cost effectiveness. This project started by reviewing some local cases (involving the families in the process).

⁴⁴ Not her real name

improved for a period of time. This therefore closed the case at the time and there were no further interventions.

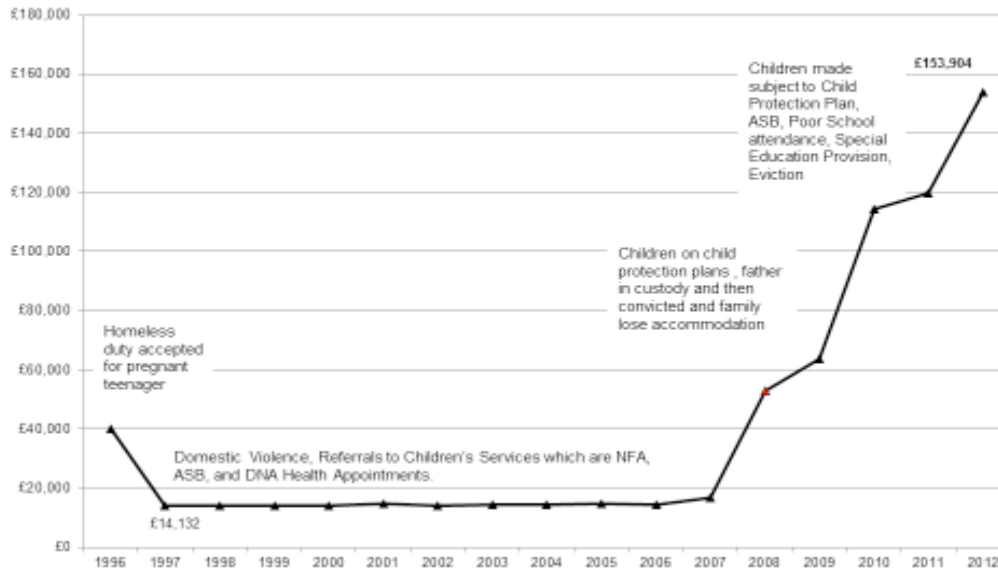
By the time the eldest child was ten years old, it became apparent that there were numerous issues of concern. During an interview, Jane informed Housing Services about her experience of domestic abuse and the case was quickly assessed as high risk and went to MARAC. The children had a Child Protection Plan put in place. The father was later convicted for a domestic abuse offence and received a substantial custodial sentence.

This may have been seen as a conclusion to the family case history, however the missed opportunities and earlier lack of service intervention because of low threshold status, preceded an escalation of problems for the family. The children were missing school; there were increasing anti-social behaviour reports and poor health outcomes. Jane was in financial difficulty, lost her tenancy and was evicted. The children were given Special Education Provision and remained on Child Protection Plans.

The personal and emotional cost to this young woman and her family is immeasurable. The potential long term impact remains unclear. The estimated cost of service provision from the start point of being housed in 1996 through to the end point of this study in 2012 (16 years) was £794,716.

This is one of many similar cases and strongly supports the argument for a coordinated multi agency and community response and early intervention, training agencies to ask the right questions about domestic abuse and to ensure early support that is not linked to thresholds. It also highlights that removal of the perpetrator and even custodial outcomes, is not the end point; on-going support for the person experiencing the abuse and their families is needed.

**Case 1 Estimate of Cost of Service Provision per Year
Cummulative End to End Cost £794,716**



Investing in prevention and support

Domestic abuse is a substantial, but still under reported and under recorded crime. We know at least 1.9 million people⁴⁵ across England and Wales experienced domestic abuse in the previous year⁴⁶. However, this figure does not take into account people over the age of 59 or the children in families affected by domestic abuse. Nor does this figure take into account the true extent of repeat victimisation or the gender imbalance of domestic abuse. Corresponding police recorded crime statistics for the 6 month period to September 2015⁴⁷, found that 11% of all police recorded crime and 33% of all violence against the person offences were flagged as domestic abuse; the highest proportion for any offence group. These statistics alone justify policy and service interventions for domestic abuse but the significant costs to public services further highlight the importance of making domestic abuse a focus for both national and local government.

Many of the costs incurred by local government are reactive costs and not part of a coordinated response to address domestic abuse. As such these services and related costs will do little to prevent new experiences of domestic abuse or

⁴⁵ ONS (February 2016) the survey only relates to people aged 16 to 59

⁴⁶ ONS (February 2016) John Flatley:

<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focus-on-violent-crime-and-sexual-offences/2015-02-12>

⁴⁷ Published in February 2016 <http://web.ons.gov.uk/ons/rel/crime-stats/crime-statistics/focus-on-violent-crime-and-sexual-offences--2014-to-2015/chapter-6.html>

reduce repeat victimisation. It is specialist support services such as IDVA's, MARACs and specialist courts as well as education and training programmes that will have a greater impact on reducing repeat incidence and prevention.

There are numerous evaluations that evidence the impact of specialist domestic abuse interventions and champion the need for earlier intervention⁴⁸. For example, a recent report by SafeLives⁴⁹ found that where there had been intervention by a MARAC (Multi Agency Risk Assessment Conference) and an IDVA (Independent Domestic Violence Advocacy) service, 60% of domestic abuse victims reported no further violence. The cost benefit analysis found that for every £1 spent on a MARAC at least £6 of public money was saved annually on costs to agencies including police, health and local government services. This equates to a £740million saving across England and Wales.

If we know these interventions work, why isn't repeat victimisation reducing? The reality is that most people experiencing domestic abuse do not get access to these specialist services and because most services provided only deal with the highest risk cases. If adequate levels of support were provided and support was also available at a lower level of risk, we might expect to see a reduction across the board in repeat victimisation rather than the increase that Walby's research suggests⁵⁰.

The most comprehensive evaluation of IDVA services was undertaken by Maddy Coy and Liz Kelly of the Child and Women Abuse Studies Unit (London Metropolitan University)⁵¹. The 'Islands in the Stream' report found:

- The vast majority of service users are female – reflecting the findings of the ONS and evidencing the gender inequality of domestic abuse.
- All of the four IDVA schemes evaluated demonstrated success in enhancing safety and reducing level of repeat referral. Further incidence of violence recorded by IDVA's was low.
- Effective MARACs were valuable but the evaluation had some concerns about the function and contribution of some local MARAC's primarily through the co-ordination and administration of their work; if delivered well, they are effective.

⁴⁸ For more information: www.safelives.org.uk/policy-evidence/policy-and-research-library ; www.standingtogether.org.uk/about-us/publications ; www.womensaid.org.uk/information-support/what-is-domestic-abuse/domestic-abuse-services

⁴⁹ Saving Lives, Saving Money: MARACs and high risk domestic abuse (2011) http://www.safelives.org.uk/sites/default/files/resources/Saving_lives_saving_money_FINAL_VERSION.pdf

⁵⁰ Walby et al 2016 www.research.lancs.ac.uk/portal/en/publications/is-violence-increasing-or-decreasing

⁵¹ 'Islands in the Stream: an evaluation of four London independent domestic violence advocacy schemes' Maddy Coy and Liz Kelly CAWASU London Metropolitan University; 2011 (Henry Smith Charity and Trust for London)

- IDVA Services and MARACs focus on higher risk cases and this is only one part of an effective, coordinated community response. Effective support and prevention services that will have the most impact on reducing repeat and first experience of domestic abuse need other components to provide a local wrap around service that includes safe shelter and other early intervention and prevention services. The effectiveness of IDVA's is dependent on the availability of these and other specialist services to boost the impact they can deliver.

A report by Standing Together (STADV)⁵² 'A guide to effective domestic violence partnerships: in search of excellence' recognizes that domestic violence is a 'complex social problem' and the '*outcomes are the responsibility of all the agencies with a remit for health, social care and crime*'. This guide outlines the full range of support services that will have most impact on reducing domestic abuse and reducing the cost to the victim, their family and the wider community therefore also saving costs to public services. It also highlights the importance of ensuring that statutory services 'ask the question', making sure that staff such as social workers, housing support workers, health care provider know how to ask someone if they are experiencing domestic abuse in the most appropriate way (and ensuring their safety). Staff members need training to do this and to know how to respond to disclosure. A coordinated and consistent response to identification, recording and disclosure of domestic abuse is likely to have a greater impact on reducing prevalence and supporting people experiencing it⁵³.

With evidence that domestic abuse has been increasing since 2008/09 (Walby et al⁵⁴), costs to local government will continue to increase unless there is a coordinated response to prevent domestic abuse and reduce repeat victimisation. We also know that specialist domestic abuse intervention as part of a strategy to reduce domestic abuse has an impact and will reduce reactive costs to local government.

⁵² 'A guide to effective domestic violence partnerships – in search of excellence' 2011 Anthony Wills, Nicole Jacobs, Bear Montique + Laura Croom
http://www.standingtogether.org.uk/fileadmin/user_upload/standingUpload/Publications/HOP_-_guidance-final_July_2011.pdf

⁵³ Standing Together 2011 A guide to effective domestic violence partnerships: in search of excellence.
http://www.standingtogether.org.uk/fileadmin/user_upload/standingUpload/Publications/HOP_-_guidance-final_July_2011.pdf

⁵⁴ Walby et al 2016 'Is violent crime increasing or decreasing The British Journal of Criminology.

Conclusions

Sylvia Walby's re-analysis of the data from the British Crime Survey published earlier this year is an important study⁵⁵. Walby finds that since the economic down turn in 2008, violent crime has increased and that this is primarily driven by an increase in domestic abuse. Whilst more work is needed to fully understand the underlying causes, the timing of the increase corresponds with the economic crisis in 2008/09. One reason for this may be related to recent austerity measures leading to reductions in support services and less coordination of existing services to provide a rounded response; it may also be linked to reductions in personal financial independence making it more difficult for those experiencing domestic abuse to escape the violence.

Local councils (and other public services) may feel reducing funding to specialist services is a necessary or unavoidable cost saving. However, the findings of this briefing paper are that this would be a false economy, not just in terms of the quality of the service and support that is offered to our local communities but also in financial cost to local government.

Domestic abuse already presents a significant cost to local government services in particular housing, adult and children's social care services. It is likely that these costs would continue to increase if local and national government does not focus on reducing first time experience and repeat incidence of domestic abuse.

The existing evidence, summarised in this report, makes a strong financial case for the need to continue to invest in specialist support services⁵⁶, in order to reduce the extent of domestic abuse. This will ultimately reduce the pressure on, and costs to, statutory public services. If support services are reduced and domestic abuse continues to increase the demand for services such as housing, adult and children's social care will increase in direct proportion.

⁵⁵ Is the rate of domestic violence decreasing or increasing: a re-analysis of the British Crime Survey (2016) Professor Sylvia Walby; Professor Brian Francis and Dr Jude Towers www.research.lancs.ac.uk/portal/en/projects/is-the-rate-of-domestic-violence-decreasing-or-increasing-a-reanalysis-of-the-british-crime-survey

⁵⁶ As well as targeted training and resource for staff in key local authority services

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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 Report

Hemming v Westminster: Setting of Licensing Fees

1. The introduction of the EU Services Directive 2006 changed the basis upon which fees for certain licences and permissions could be charged by the issuing authorities which are, in the main, local authorities. This affected the majority of licensing systems, except for gambling and taxis.
2. In 2012, Timothy Hemming and a group of sex shop operators challenged Westminster Council over their setting of fees; in particular over whether or not the costs of enforcements against unlicensed operators could be included within the fee. This progressed through the court system (with the LGA acting as an interested party in the case at one stage), with both sides winning various stages of appeal, culminating in a decision by the Supreme Court in 2015. The Supreme Court ruled that the EU Services Directive was silent on this matter and that UK legislation did grant the power to charge for enforcement costs; this was a positive result for local government. However, the Court was unsure as to whether this enforcement charge could be levied as part of the original application fee or was required to be charged separately so referred this matter to the European Court of Justice.
3. In July 2016, the European Court issued its preliminary judgement on the matter. In the ruling, the judge observed that the Supreme Court had erred in their judgement that the Services Directive permitted enforcement costs to be recovered through a fee. The judge therefore declined to rule on the timing of the charge, and referred the matter back to the Supreme Court for them to adjust their ruling.
4. This has two significant implications for local government if the European Court confirms the preliminary judgement:
 - 4.1 Enforcement costs can no longer be recovered and must be subsidised from councils' general funds; and
 - 4.2 Council are potentially liable to pay back the money that was charged to cover these costs.
5. The Home Office are aware of the implications of this decision on the nationally-set Licensing Act 2003 fees, and for other fee-charging licensing systems, and are consulting with their lawyers. Westminster's legal team are also considering the implications for local government licensing.

Gambling licensing and Sustainable Communities Act (SCA) negotiation

6. The issue of gaming machine stakes continues to attract parliamentary and media attention. A newly established APPG on Fixed Odd Betting Terminals (FOBTs) chaired by Carolyn Harris MP has launched an inquiry into the issue; Cllr Lower will give evidence to the second inquiry hearing on behalf of the LGA on Wednesday 14 September.

7. After a significant delay, the second round of negotiations to discuss Newham council's SCA proposal to reduce FOBT stakes to £2 took place between the LGA (as SCA 'selector') and government officials at the end of July. The meeting considered the issues raised in Newham's submission. Although there is still no agreement on the issue of Newham's proposal to reduce stakes in order to tackle betting shop clustering, there was a useful discussion about recent research relating to gaming machines and betting shops (which indicate higher rates of problem and at risk gamblers near clusters of betting shops), and how councils use local data to support licensing decisions. It was noted that the Minister has recently stated that Government hopes to be able to announce details of a triennial review of stakes in due course although officials could not confirm a date. In line with the purpose of the meeting, there was also a discussion about alternative options within the licensing framework for dealing with betting shop clustering.
8. As no agreement has been reached, the LGA as selector confirmed that it would seek a third, political level meeting to conclude the discussions.
9. Following the presentation by GeoFutures at the last Board meeting, we have commissioned the company to undertake a short piece of work that will help us assess the potential for rolling out the tool to all councils via the LGA's LG Inform tool. There is scope to do so using a version of the tool based on national data. However, given the potential costs involved in doing so, we are keen to assess whether the loss of specific local data (which could not be incorporated to LG Inform) would substantially undermine the value of the tool. GeoFutures are therefore redoing the Westminster and Manchester maps based on national level data, and we hope to be able to review these shortly.

Follow up to trading standards review /National Audit Office

10. Following the conclusion of our trading standards review earlier this year, the University of Birmingham have been commissioned to produce a document outlining the benefits of trading standards services. This document should be available shortly, and will be followed up later this year by guidance on developing shared services in trading standards and regulatory services.
11. The Chartered Trading Standards Institute published an updated workforce survey in early August. The survey found that very few councils are actively exploring the options for larger services, and warned that the future of trading standards could be at risk if more councils did not do so.
12. The National Audit Office (NAO) are currently conducting a review into consumer protection in England, in follow up to their earlier 2011 review which led to the creation of the Competition and Markets Authority and National Trading Standards. It is expected that the review will highlight cuts to trading standards as a clear risk to national consumer protection, although the NAO have provided assurances that the audit is of the role of national government, rather than councils.

Environment, Food and Rural Affairs (EFRA) select committee

13. In June, Cllr Blackburn gave evidence to an EFRA Select Committee hearing held as part of an inquiry into the welfare of domestic animals. In a lengthy session, Cllr Blackburn spoke alongside an officer from the National Companion Animal Welfare Group and representatives of the National Police Chiefs Council to outline councils' work in this area.

House of Lords Select Committee into the Licensing Act 2003

14. The House of Lords is conducting an enquiry into the impact of the Licensing Act 2003, which is due to report in March 2017. Cllr Tony Page gave evidence as LGA Licensing Champion on 12 July, outlining the LGA's calls for a public health objective and locally-set licensing fees. The LGA also assisted the Committee to identify and invite other local authorities; and Cllr Peter Richards of Stratford upon Avon, Cllr Debbie Mason of Rushcliffe, and Cllr James Lewis of Leeds gave evidence alongside Cllr Page.
15. The LGA has also submitted written evidence to the Committee, which reiterates our key messages and identifies a number of technical changes to legislation that would assist licensing authorities to deliver their services more efficiently and effectively. The Committee also invited the LGA to collect evidence on pre-loading as an issue for councils and we have conducted a survey to this effect. The results (which have now been sent to the Committee) reveal that while a clear majority of councils believe that pre-loading is an issue in their area, few councils have data to demonstrate this. Both the submission and research are available on the LGA website.

Taxi Licensing - events and CLG select committee report

16. The LGA's Principal Advisors have requested a series of regional improvement workshops to tackle ongoing risks and weaknesses in the taxi licensing system and help equip Leaders and Portfolio Holders to scrutinise and challenge the performance of these services. The workshops will also provide Chairs of Licensing with the latest information on case law and best practice, including sessions on preventing child sexual exploitation, promoting disability equality, and having difficult conversations. Events are being held in the South West (Exeter/Taunton), South East (London), North East (Gateshead), and East (Cambridge) throughout the Autumn and dates will be circulated to board members when they are confirmed.
17. Alongside the workshops, the LGA Councillor Handbook on Taxi and PHV Licensing is being updated. Copies for all members of licensing committees will be circulated to both leaders and chief executives via a letter from Lord Porter and LGA Chief Executive Mark Lloyd outlining the critical importance of licensing to local places - and to councils' reputations.
18. In its report on the interventions in Rotherham and Tower Hamlets councils, the CLG Select Committee highlighted concern that the ability of taxi/PHV drivers licensed other than by Rotherham council to operate in the area undermined the council's efforts to strengthen and improve local licensing. The committee argued that this loophole should be addressed, and urged government to publish statutory guidance or legislate on the issue. We have used this intervention to write again to Transport Minister Andrew Jones urging him to take forward a taxi licensing reform Bill and offering the LGA's support in doing so.

Policing and Crime Bill

19. The Policing and Crime Bill returns to Parliament in early September. The LGA supports existing clauses relating to powdered alcohol, interim steps for reviews, and new councils

powers to revoke a licence for relevant offences, which all remain unchanged and are expected to pass without difficulty.

20. New clauses have been proposed for a health and wellbeing objective, and separately for an Equalities Act objective. The LGA expects to brief in support of the health and wellbeing objective, which we believe adequately encompasses disability issues.

Association of Police and Crime Commissioners

21. Following the police and crime commissioner (PCC) elections in May, the Chair of the Board was invited to speak at the national briefing session the Association of Police and Crime Commissioners (APCC) ran for new PCCs in June. Cllr Blackburn spoke alongside Her Majesty's Chief Inspector of Constabulary, the National Police Chief's Council, the National Crime Agency and the Independent Police Complaints Commission. In his speech Cllr Blackburn outlined the common areas of interest between PCCs and local authorities including child protection, domestic abuse and work with troubled families, as well as the future governance of the fire and rescue service. He suggested that there should be closer work between the two associations going forward to shape the national policy agenda and promote good practice. This meeting was then followed by a between the APCC and LGA chief executives at which it was agreed to explore areas of mutual interest to both associations. Further updates will be brought to the Board on any discussions with the APCC.

Anti-social behaviour

22. Local authorities' use of the tools and powers to tackle anti-social behaviour introduced in the Anti-Social Behaviour Crime and Policing Act 2014 has attracted recurring attention in the media recently, especially the use of public space protection orders (PSPOs). Civil liberties organisations have criticised councils for the sorts of issues PSPOs have been drafted to deal with, the wording used in the orders and the process by which they are approved within a council. These concerns have also been picked up in Parliament and there will be a debate on the tools and powers introduced by the Act in early September. The Home Office will be reviewing the statutory guidance issued in relation to the use of the tools and powers over the autumn to see if it needs amending. Officers will feed in views to the Home Office, and also share with them LGA guidance currently being prepared for councils on the use of PSPOs. This will include examples of good practice PSPOs developed by councils. We hope to finalise the guidance in September.

CCTV

23. After speaking at an Inside Government event on CCTV the Board's chair Cllr Blackburn was asked by the Information Commissioner's Office for assistance in raising a number of issues with councils around data protection and privacy with councils. These issues included the use of surveillance technology with a specific emphasis on the use of CCTV in cameras, data breaches, data sharing and the need for effective data protection training. Officers have been in discussion with the Information Commissioner's Office about how these issues can be publicised to local authorities.

Counter-Extremism

24. Following the last Board meeting, at the end of June the LGA's Chairman and Lord Ahmad, the then Minister for Counter-Extremism, hosted a roundtable discussion with a small number of councils about the support the Home Office would be able to provide on counter extremism. This was followed by a session at the LGA's Annual Conference on preventing extremism at which the Home Office talked about councils' role in delivering the Counter-Extremism Strategy, and how the Office of Counter Extremism would be looking to work with councils going forward. Annual Conference also heard from Louise Casey about her review of integration as part of the Counter-Extremism Strategy, and the importance of local leadership in addressing the attempts by those spreading hate to divide communities. Work continues with Luton Council and DCLG to establish a special interest group to enable councils to share good practice around tackling extremism.

Prevent

25. The changes in the ministerial team at the Home Office after the EU Referendum vote has meant that plans for an initial ministerial roundtable with elected member Prevent Champions have had to be postponed. Officers have therefore been in discussion with Home Office officials about delivering a series of regional events for members in the autumn as had been planned, and the Board will be updated on dates for these events and the likely programme when more details are available.

Medical Examiners

26. The Consultation on reforming the death certification process ended on 16 June. The LGA responded to the consultation and our response can be found on the LGA's website: [http://local.gov.uk/documents/10180/11779/alyson+morely+-+8+june+2016+-+Introduction+of+Medical+Examiners+and+Reforms+to+Death+Certification+Consultation+-+LGA+Response+\(002\)/bee92ad1-5bc9-4224-824d-cbaca1828205](http://local.gov.uk/documents/10180/11779/alyson+morely+-+8+june+2016+-+Introduction+of+Medical+Examiners+and+Reforms+to+Death+Certification+Consultation+-+LGA+Response+(002)/bee92ad1-5bc9-4224-824d-cbaca1828205). Our response agreed in principle with the need to reform the death certification process, but highlighted a number of concerns with the introduction of the medical examiner service as proposed in the consultation:

26.1 **We urged the Government to reconsider introducing a compulsory charge for death certification** - The three primary objectives of introducing a medical examiner are: to ensure timely and appropriate referral of deaths to the coroner; to improve the accuracy of the medical certificate of the cause of death; and the early detection and appropriate referral of clinical governance concerns. We outlined that we felt strongly that since the objectives of this new service relate specifically to improving clinical governance, they should be seen as a core quality assurance measure for health services and should not be funded by a compulsory charge on bereaved families. We urged the Government to reconsider introducing a compulsory charge for death registration and instead fund this new duty centrally.

26.2 **Liability for payment** – If the Government chooses to fund the service through the imposition of a national fee, we said that local authorities and members of the public need clarity on who will be liable to pay the fee. Moreover, local councils and the Department of Health (DH) will need to promote awareness that a mandatory fee is to be introduced.

- 26.3 **Level of the fee** – We urged the Government to reconsider the level of the fee, proposed as being between £80 and £100, in order to ensure that it covers local authorities' costs. Several of the cost assumptions in the impact assessment were questioned by the LGA. Running costs, assumptions about time taken to deal with each case and the amount of work involved in processing each case have been significantly underestimated. There are also additional costs that have not been included in the impact assessment. A previous cost analysis undertaken by DH estimated the costs per case to be £160.
- 26.4 **National voluntary agreement on collection** – The LGA committed to continuing discussions with the DH and national representatives of funeral directors regarding the possible development of a national voluntary agreement for fee collection. However, ultimately the method of fee collection is for local councils to decide and if they do wish to pursue this option, they will need to reach an agreement locally with their funeral directors.
- 26.5 **Time to prepare for effective implementation** – We proposed that preparation to implement the new duty will take time and careful planning and that this will not be possible within the current proposal for implementation by April 2018. We recommended that the DH postpone implementation for at least six months, to October 2018 at the earliest.
27. Following the end of the consultation LGA officers have continued to engage with the Department of Health, sector advisers and other stakeholders around the implementation of the new medical examiner service, in particular in relation to the assumptions in the impact assessment.

Improving the community safety response from councils

28. Following the discussion at the June Board meeting, the LGA's research team has been commissioned to undertake a survey of council community safety teams across England and Wales. This work will help map changes to CSPs over recent years and build an understanding of how council teams currently operate. Drawing on the outcomes of the survey and other work, two stakeholder workshops are planned for late November to discuss the emerging themes.

Next steps

29. Members are asked to note and comment on the issues above.

Financial Implications

30. None.

Note of last Safer & Stronger Communities Board meeting

Title:	Safer & Stronger Communities Board
Date:	Monday 6 June 2016
Venue:	Smith Square 1&2, 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
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1 Declarations of Interest

Apologies were received from Cllrs Michael Payne, Sophie Linden & Mark Connolly. Joanna Gardener has stood down from the Board and Cllr Chris Pillai was substituting for the meeting.

Fire Services Management Committee member, Cllr Nick Chard, observed the meeting.

Decision:

There were no declarations of interest.

2 Westminster / Manchester / Geofutures gambling research project - overview and outcomes

Ellie Greenwood, Senior Advisor, introduced Mark Thurstain-Goodwin of Geofutures and provided some background information about the LGA's work with Geofutures.

The LGA 'Betting Commission' acknowledged a general lack of reliable data relating to issues and concerns linked to betting shops. The LGA provided a grant to Westminster Council to commission a project with Manchester City Council looking at this issue. The project was led by Geofutures, a firm specialising in spatial data analysis and mapping.

Mr Thurstain-Goodwin explained the overall objective of the project was to develop an approach that helps to understand local area vulnerability to gambling related harm.

The first stage of the project was a review of existing literature and data on gambling harm to identify groups where there was evidence showing they were more vulnerable to experiencing harm from gambling. The

project also engaged with the industry as part of the first stage. The second stage identified datasets that could be used to map those at risk in terms of local areas. This data was used to identify hotspots where there may be greater numbers of people who are potentially more vulnerable to harm from gambling.

The Chair thanked Mr Thurstain-Goodwin for his presentation and invited members to ask questions. The following points were made in the ensuing discussion:

- Data for individuals with low IQ (one of the groups identified as being at greater risk of harm from gambling) should be available in a local authority area however, the difficulty can be that it covers the whole area and is therefore not detailed enough for mapping purposes.
- Westminster and Manchester councils have used the model to shape their local area profile and the conditions that will apply to new betting shops opening in at risk areas.
- There has been no substantive criticism of the model or its methodology, partly because Geofutures took a very open approach in making the methodology available and engaging with industry and others, and the evidence is seen to be robust.
- Finding and obtaining permissions to use the required data has been an issue in developing the model however, once agreements are in place data can be gathered quickly.
- The LGA is having discussions about making a version of this model available to members using available national datasets depending on the cost implications.

Decision:

The Board noted the discussion and agreed to monitor the extent the model is used by Westminster and Manchester councils, and for officers to provide an update on licensing and planning issues in relation to betting shops, including when shops close.

Action:

Officers to progress in line with members comments and to update the Board on licensing and FOBTs, with options to consider for further work.

3 Managing the Evening and Night-time Economy

Ian Leete, Advisor, introduced the paper looking at the links between managing the evening and night-time economy and how councils are using licensing to encourage a more positive usage of evening and night time hubs. The Board was invited to contribute ideas for inclusion in a forthcoming best practice handbook for councillors.

There was a short discussion, during which members made a number of comments:

- Licensing should be finessed to differentiate between the types of premises and the type of drinking, particularly in cumulative areas.
- In many areas the problems of antisocial drinking happen before the evening – for example, from mid-afternoon in relation to stag and hen parties. This should be taken into account when considering the ‘night-time’ economy and licensing.
- It would be interesting to see what came from London’s Night Time Commission, and greater flexibility in the system would be helpful. Test purchasing of sales to drunks was also a problem area, though Conwy had made use of an actor to conduct the tests.
- Councils are not trying to stop people enjoying themselves but are trying to prevent the antisocial aspect of the evening and night-time economy.
- There was some concern that public protection orders simply move the relevant problem onto other areas.
- It is important to understand what was learned from the first round of local alcohol action areas.
- The Purple Flag scheme could be better promoted.

Decision:

The Board agreed to review the findings of the London Night-Time Commission.

Action:

Officers to progress in line with members comments and to arrange a meeting for Cllr Page, as Licensing Champion, with the Night Time Industries Association.

4 Queen's Speech/Legislative update paper

Mark Norris, Principal Policy Advisor, introduced the paper which sets out the details of the five bills in the Queen’s Speech of interest to the Board.

The Counter-Extremism and Safeguarding Bill is deferred from the last parliamentary session and the government is expected to consult on introducing powers to intervene where councils fail to tackle extremism.

Fire Services Management Committee member, Cllr Nick Chard, highlighted the provision within the Policing and Crime Bill to allow a Police and Crime Commissioner (PCC) to be represented on a Fire & Rescue Authority (outside of London) with voting rights, where the FRA agrees. Cllr Chard was concerned in some areas this could tip the balance of power and also had implications for voting on precepts.

Members raised the Criminal Finances Bill in relation to the Proceeds of Crime Act, in particular changing the proportion of the money recouped that is returned to the local area. Officers would update members on the outcome of the Home Office consultation on the allocation of proceeds of crime funding.

Cllr Beavis proposed that there could be work around aspiration, wellbeing and life skills if the Prison and Courts Reform Bill had an impact on local authorities.

Decision:

The Board noted the bills in the Queen's Speech of interest.

Action:

Officers to incorporate members' comments into the work going forward.

5 Improving the community safety response from councils

Rachel Duke, Advisor, introduced the report which sets out proposals for a review of the challenges facing community safety partnerships (CSPs), councils' community safety roles and functions, and invited comments on a number of issues.

There was a discussion during which a number of comments were made:

- The question was posed whether there is a need for a broader debate on whether councils should still be involved in community safety following the creation of Police and Crime Commissioners.
- More integrated partnerships and place-based budgets are preferable to silo working, but it can be challenging to remove hurdles between different organisations.
- Local Strategic Partnerships should be engaged with the work of the CSP in order to prevent duplication and rationalise the landscape.
- Local areas have different experiences of CSPs, and they are at different stages depending on the area. If the CSP's plans are aligned with those of the PCC then there can be significant opportunities for accessing PCC funding – the police have made significant progress in regard to partnership working.
- It would be useful to draw out some examples of different models as part of the review.

Decision:

The Board agreed the review's methodology, the range of suggested stakeholders and the following appointments to the review group: Cllrs Simon Blackburn, Jo Beavis, Lisa Brett and Independent Group Member to be confirmed following 2016/17 appointments.

Action:

Officers to progress in line with members' comments.

6 End of Year Report 2016

Mark Norris, Principal Policy Advisor, introduced the report which provides an overview of some of the key work done by the Board over the last year. In addition to the work outlined in the report, the Board has also produced over 30 proactive press releases responding to issues which have arisen.

Decision:

The Board noted the achievements in 2015/16 and the priority areas for 2016/17.

Action:

Officers to action as appropriate.

7 Update paper

Mark Norris introduced the report which provides an update on policy work and developments affecting the Board's priorities.

Some members of the Board expressed an interest in becoming Prevent champions. This can be done through the peer mentoring process and officers would make necessary arrangements.

Members raised a number of points about funeral poverty and medical examiners. Some areas are having difficulties in issuing death certificates and concerns have been raised about the distances people are having to travel to declare a death. The LGA should continue to lobby for increased funding and recruitment of medical examiners.

Members were disappointed by the Home Office's initial feedback on their recent consultation on complaints about PCCs conduct. Members will continue to highlight the problems in the system which do not allow Police and Crime Panels to properly investigate complaints about a PCC's conduct.

Cllr Worth raised concerns about the risk of contamination of food carried in lorries transporting migrants. Members felt it was worth exploring the extent to which this is an issue to councils and what support the LGA can offer.

Decision:

The Board noted the update report and agreed to investigate concerns around contamination of food in vehicles transporting migrants.

Action:

Officers to progress in line with members comments.

8 Notes of previous meeting

Members agreed the notes of the meeting held on 22 February 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 Philip Evans JP	Conwy County Borough Council
	Cllr Lisa Brett	Bath & North East Somerset Council
Members	Cllr Jo Beavis	Braintree District Council
	Cllr Nick Daubney	King's Lynn & West Norfolk Borough Council
	Cllr Thomas Fox	Scarborough Borough Council
	Cllr Ian Gillies	City of York Council
	Cllr Nick Worth	South Holland District Council
	Cllr Chris Pillai	Calderdale Metropolitan Borough Council
	Cllr Janet Daby	Lewisham London Borough Council
	Cllr Kate Haigh	Gloucester City Council
	Cllr Tony Page	Reading Borough Council
	Cllr Colin Mann	Caerphilly County Borough Council
	Cllr Anita Lower	Newcastle upon Tyne City Council
Apologies	Cllr Michael Payne	Gedling Borough Council
	Cllr Sophie Linden	Hackney London Borough Council
	Cllr Mike Connolly	Bury Metropolitan Borough Council
In Attendance		
LGA Officers		

LGA location map

Local Government Association

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Public transport

Local Government House is well served by public transport. The nearest mainline stations are: Victoria and Waterloo: the local underground stations are

St James's Park (Circle and District Lines), **Westminster** (Circle, District and Jubilee Lines), and **Pimlico** (Victoria Line) - all about 10 minutes walk away.

Buses 3 and 87 travel along Millbank, and the 507 between Victoria and Waterloo stops in Horseferry Road close to Dean Bradley Street.

Bus routes – Horseferry Road

- 507** Waterloo - Victoria
- C10** Canada Water - Pimlico - Victoria
- 88** Camden Town - Whitehall - Westminster - Pimlico - Clapham Common

Bus routes – Millbank

- 87** Wandsworth - Aldwych
- 3** Crystal Palace - Brixton - Oxford Circus

For further information, visit the Transport for London website at www.tfl.gov.uk

Cycling facilities

The nearest Barclays cycle hire racks are in Smith Square. Cycle racks are also available at Local Government House. Please telephone the LGA on 020 7664 3131.

Central London Congestion Charging Zone

Local Government House is located within the congestion charging zone.

For further details, please call 0845 900 1234 or visit the website at www.cclondon.com

Car parks

Abingdon Street Car Park (off Great College Street)

Horseferry Road Car Park
 Horseferry Road/Arneway Street. Visit the website at www.westminster.gov.uk/parking

