

## Grants Committee

### Grants Programme 2017-21 Update Report      Item      13

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#### Summary

At its meeting 8 February 2017 Grants Committee agreed funding to 13 commissions under the following two priorities:

Priority 1 Combatting Homelessness

Priority 2 Tackling Sexual and Domestic Violence

Commissions were agreed for the period 2017-21, subject to delivery, compliance to grant conditions and continued availability of resources. This followed an extensive Grants Review process which concluded in March 2016 and a robust application process. Both the Grants Review and application and award processes were in line with the Commissioning Performance Management Framework, of which the revised version was agreed by members of Grants Committee at their February 2017 meeting.

At its meeting 6 July 2016 members of the Grants Committee agreed funding to six commissions under the following priority:

Priority 3 Tackling Poverty Through Employment.

This Priority is half funded by boroughs' contributions to the Grants Programme (£1m per year), matched by £1m from London Councils European Social Fund (ESF) Programme under an agreement with the Greater London Authority (GLA) (the ESF timetable is not aligned with that of the Grants Programme).

This report provides members with an update on the three priorities of the Grants Programme.

For Priority 1 and 2 this represents an update at the end of the first quarter. It provides an overview of the key themes that were raised in the Grants Review and how these have been

implemented in the grant agreement process and first quarter's delivery. Delivery information will not be available to this meeting, due to the timing of the meeting, and the first two quarters delivery will be presented to the November meeting of this Committee.

## **Recommendations**

Members are asked to:

1. Note the update provided by officers on the process, including robust due diligence, for entering into grant agreement with Priority 1 and 2 providers as set out in section two.
2. Acknowledge the pro-active work of providers under Priority 1, Combatting Homelessness, in arranging a launch event, which will take place on 4 October 2017 (invitations will be sent out to Grants Committee members in due course). Further details are provided in paragraph 4.12.
3. Note the progress of Priority 3: Tackling Poverty through Unemployment, in section five.
4. Endorse the approach outlined in section four to address the issues raised in the Grants Review during the grant agreement process. The process is in line with the Commissioning Performance Management Framework, agreed by members in February 2017 and focuses on value for money, linking of priorities, pan-London delivery (covering differing issues faced by inner and outer London), borough engagement, robust outcomes and equalities implications.
5. Note the planned request to Leaders' Committee, (following support from the Chair and Vice Chairs of Grants Committee) to administer £100,000 per year for two years on behalf of the Mayor's Office for Policing and Crime (MOPAC) to enhance training to front-line professionals on identifying harmful practices, as set out in section six. This reflects the strong relationship between London Councils and MOPAC, and supports the Grants Programme principles of non-duplication and complementary services.

## 1. Background

- 1.1 Following recommendations from Grants Committee, Leaders' Committee considered a report on the future of the London Councils Grants Programme at its meeting on 22 March 2016 and agreed that there should be a Grants Programme from April 2017 to March 2021, operating in accordance with the current principles and focused on the following priorities -

Priority 1 Combatting Homelessness

Priority 2 Tackling Sexual and Domestic Violence

Priority 3 Tackling Poverty through Employment (European Social Fund match funded).

- 1.2 Following this an application and award process was undertaken for Priority 1 and 2, with the involvement of borough officers and members of the Grants Committee at key stages, as well as other key stakeholders. At its meeting 8 February 2017 Grants Committee agreed funding to 13 commissions for the period 2017-21, subject to delivery, compliance to grant conditions and continued availability of resources. These awards are summarised in Table One below.

*Table One: London Councils Grants Programme 2017-21*

Service Area	ID	Organisation	Annual Grant Amount
1.1	8252	Shelter - London Advice Services	£1,003,495
	8254	St Mungo Community Housing Association	£251,378
1.2	8259	New Horizon Youth Centre	£1,008,338
1.3	8257	Homeless Link	£120,239
	8258	Standing Together Against Domestic Violence	£88,977
<b>Priority 1: Combatting Homelessness</b>			<b>£2,472,427</b>
2.1	8262	Tender Education and Arts	£265,000
2.2	8269	Solace Women's Aid	£1,425,238
	8266	Galop	£146,318
	8268	SignHealth	£148,444
2.3	8275	Women's Aid Federation of England (Women's Aid)	£314,922
2.4	8245	Ashiana Network	£840,000
2.5	8271	Women's Resource Centre	£240,783
2.6	8276	Asian Women's Resource Centre (AWRC)	£320,000
<b>Priority 2: Tackling Sexual and Domestic Violence</b>			<b>£3,700,705</b>
<b>Total</b>			<b>£6,173,133</b>

## 2. Grant Agreement and Due Diligence Progress

- 2.1 Following the decision to award funding, officers have worked with providers to complete grant agreements with lead providers. The process is outlined in the Commissioning Performance Management Framework, agreed by members in February 2017. It incorporates a number of actions including, a meeting with each provider to outline expectations, grant conditions, role and

requirements of lead partner and sub-partners and to agree the profiled targets per quarter. In addition targets are agreed per quarter for new users, outcomes, and borough spread as well as activities (outputs) and evidence. The agreed targets are included in the grant agreements and form the basis for each provider to report back delivery at the end of each quarter. Officers also check provider policies against the minimum standards set out in the provider handbook (including safeguarding policies and partnership agreements).

- 2.2 Officers have adopted a robust approach to the signing of agreements in order to minimise risk to the Programme and ensure targets are robust and appropriate. This approach prohibits the release of grants agreements for sign off until all relevant documents have been received. This includes the partnership agreements, which are of particular importance given the programme includes some large and complex partnerships. The 13 grant agreements are now completed and signed by the Director.
- 2.3 Targets have been set for the first two years of grant only, to take account of the request of members to review towards the end of year two to ensure commissions remain relevant and appropriately focused on changing need. This has been welcomed by providers who have expressed the desire for flexibility during the lifetime of the programme to ensure emerging needs are captured in reviewed targets.
- 2.4 Alongside this process officers have amended policies, procedures, and key documents such as the grants agreement and provider handbook to incorporate the issues raised during the Grants Review as set out below, as well as changes in legislation, such as the GDPR which comes into force in May 2018.
- 2.5 As part of the grant agreement process providers have submitted revised budgets, work plans and targets where the award of funding was lower than the requested level of funding. Officers have assessed these to ensure that any reductions to delivery are proportionate to the reduction to the requested funding level. Where possible, providers have been able to make savings in the administrative elements of their budget to ensure that the impact to service delivery is minimised. For the Women's Resource Centre, Shelter and Homeless Link, officers sought the views of borough officers prior to the Grants Committee to gauge which elements of delivery should be prioritised when amending the workplan and targets. These have been addressed at the grant agreement stage.
- 2.6 Other specific conditions relating to each award were outlined in the report agreed by members on 8 February 2017 (Item 4, Appendix 1). Examples of this include, working towards a sector relevant quality standard and close liaison with relevant borough officers. These conditions have been included in the grants agreements, with a response from the provider on how these

conditions will be met. Activity will be monitored on a quarterly basis. Members of the Grants Committee agreed for DVIP to join the Asian Women's Resource Centre (AWRC) partnership to provide a joined-up approach to tackling harmful practices. AWRC and DVIP have worked together to adjust the budget, workplan and targets to incorporate DVIP into the partnership. This has now been undertaken and AWRC have signed up to a profile of delivery as the lead partner which includes targets which will be delivered by DVIP.

- 2.7 Key challenges have included the need to ensure that all documentation and procedures were updated to address Grants Review issues and take account of incoming legislation whilst needing to get projects into grant agreement as soon as practicable to ensure there was not a delay to delivery. In order to mitigate delays, officers advised providers that they could start projects at their own risk, with payments only released once the grant agreement was in place. Most providers adopted this approach.

### **3. Delivery Progress**

- 3.1 Delivery information will be reported to the November meeting of the Grants Committee. This is due to the timing of this meeting and the timing of the first quarter's returns. Members are provided with some highlights of activities during the first quarter below.
- 3.2 Shelter leads a partnership funded under Priority One: Combatting Homelessness. The partnership has proactively adjusted its delivery in the weeks following the Grenfell Tower tragedy and the subsequent evacuation of residents from other tower blocks. Amongst a range of activities Shelter has been delivering advice and advocacy at the Westway Emergency Centre. The project has also been liaising with the community (including faith groups and new local community groups) to reach people who feel more secure in smaller community settings, to ensure all can access housing advice. In this way the project has reached out to people who are worried about their situation and are anxious about engaging with statutory services.
- 3.3 Women's Aid leads a partnership funded under Priority Two: Tackling Sexual and Domestic Violence. The partnership has delivered a range of support including helpline support, through the London element of the National Domestic Helpline and has supported the placing of victims in emergency refuge accommodation through its UKROL database. The project includes a data collection element designed to provide boroughs, and key stakeholders, such as MOPAC with data quarterly, to enable a more coordinated approach to refuge provision in London. Women's Aid has held the first of a number of meetings to ensure that this data is robust and relevant. The

meeting was attended with representatives from providers, London Councils, boroughs and MOPAC.

#### **4. Addressing issues raised in the Grants Review**

- 4.1 As outlined above a number of themes emerged during the London Councils Grants Review July 2015 - March 2016. These included the need for commissions to reflect increasing need in outer London, the need to tackle the interrelated issues of poverty and homelessness, and homelessness and sexual and domestic violence. In addition commissions would need to have robust SMART outcomes, to deliver a highly focused service that does not duplicate, but links well with and complements local provision. These issues were addressed through the service specifications (co-produced with boroughs) and were reflected in the recommended applications and specific conditions of grant.
- 4.2 The following sets out the key issues raised in the Grants Review and how these have been addressed in the grants agreement stage, in line with the Commissioning Performance Management Framework. All providers have been made aware of these issues and new sections of the provider handbook have been drafted on how these will be addressed. Members are asked to endorse this approach

#### **Robust Outcomes**

- 4.3 The Principles of the London Councils Grants Programme agreed by Leaders' Committee in 2012 focus on the funding of outcomes, not organisations. This issue was drawn out in the Grants Review as one that needed to be strengthened. Grants team officers worked with borough officers and key stakeholders to ensure the standard outcomes in the specifications were robust, SMART and clearly demonstrated the aims of the specifications. An example of this is the focus on sustained tenancies in the service area 1.1, reflecting the change in availability of housing since 2013 and the need to re-focus the service on sustaining service users in their tenancies.
- 4.4 The grant agreement process has established quarterly targets against each of the London Councils standard outcomes for each provider. Officers have also ensured that project outcomes targets and focus of service delivery addressed issues raised by borough officers, members and stakeholders during the process. An example of this is with a project funded under service area 2.2 led by Solace Women's Aid. In the design stage of the programme, borough officers had been keen to ensure that the service fitted well with borough provision and reflected changes in the needs of service users that indicated users would benefit from extending the length of service

delivery. This was incorporated in the application from Solace Women's Aid and was further strengthened during the grant agreement process.

- 4.5 Policies and processes have also been adjusted to ensure a greater focus on robust SMART outcomes. The Commissioning Performance Management Framework agreed by members in February 2017 includes details of the Red, Amber, Green (RAG) rating performance management system which will be used to measure the performance and risk levels of projects. Officers are currently amending the weighting of the various measures that make up the RAG score as outlined in table two below to place a greater emphasis on delivery of outcomes.

*Table Two: Proposed Changes to the Weighting of the RAG Rating System*

	2013-17 weighting	2017-21 adjusted weighting
Delivery against cumulative targets	60	70
Self assessment of quality	10	5
Participant satisfaction	10	5
Contract compliance	20	20
Total	100	100

### **Value for Money**

- 4.6 London Councils Grants Programme administers public money on behalf of, and with, the London boroughs and therefore must ensure value for money. Local authorities have a duty to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness"<sup>1</sup>. Value for money is deemed as the optimal use of resources to achieve the intended outcomes. The model focuses on three 'E's outlined below.

- **Economy:** minimising the cost of resources used or required (inputs);
- **Efficiency:** the relationship between the output from goods or services and the resources to produce them; and
- **Effectiveness:** the relationship between the intended and actual results of public spending (outcomes)<sup>2</sup>

The Commissioning Performance Management Framework sets out the ways in which the 'three Es' are embedded in each stage of the commissioning cycle.

<sup>1</sup> Section 3 of the Local Government Act 1999 (as amended by s137 of the Local Government & Public Involvement in Health Act 2007).

<sup>2</sup> National Audit Office

- 4.7 Throughout the grant agreement stage officers have continued to ensure value for money for the programme. As outlined above officers have reviewed revised budgets submitted by providers (in situations where the award of grant was lower than the requested level), to ensure appropriate areas of the budget have been reduced, ensuring continued viability of the project and a strong focus on delivery (Economic, Efficient). The performance management framework sets out a threshold of 15 per cent for overhead costs to ensure the project budget is predominantly focused on delivering activities and achieving outcomes for the boroughs.
- 4.8 Also, as outlined above, officers have ensured that the specific conditions applied to each award are addressed in the grant agreements. These focus on ensuring quality of service, links to borough officers and other specific issues raised by borough officers (Effective). As outlined below the linking of the London Councils priorities will ensure service users achieve more robust outcomes (Effective).
- 4.9 Officers have been undertaking enhanced Due Diligence checks which are designed to provide confidence to Grants Committee that all reasonable action has been taken to assess (and where necessary mitigate) any risks associated with the financial viability and stability/sustainability and capacity of providers (Economic).

#### **Pan-London Delivery (including inner v outer London issues), Complementing Local Delivery and Borough Engagement**

- 4.10 The Principles of the London Councils Grants Programme agreed by Leaders' Committee in 2012 focuses on services that are best delivered at a pan-London level and complement local delivery. This was an issue that was drawn out in the Grants Review as one that needed to be strengthened further in the new programme. Extensive borough involvement in the design and award stages re-focused services on those that are best delivered at a pan-London level and that will support actions being undertaken locally.
- 4.11 The continued involvement of relevant borough officers is an important element of the Commissioning Performance Management Framework (borough triangulation/ co-production). As outlined above, views raised at the design stage by borough officers have continued to influence the grant agreement stage. London Councils officers and providers joined the meeting of the sexual and domestic violence borough officer network in March (MOPAC's VAWG Coordinators network) to launch Priority Two. At the end of the meeting a networking opportunity was provided to allow borough officers and providers to discuss the planned delivery and referral mechanisms. Information about the providers has been provided to borough officers and a fortnightly update report is sent to borough officers to inform them of progress.



- 4.12 Priority 1: Combatting Homelessness providers are planning a launch event on 4 October 2017 at a central London location. Invitations will be sent to members in due course. The event will offer the chance to find out more about the projects, how service users access services and referral mechanisms. Relevant borough officers and members will be invited to the event as well as other key stakeholders and other providers. The aim is to raise awareness and encourage greater cross-sector working.
- 4.13 Issues relating to the different needs in inner and outer London were raised during the Grants Review. Needs based targets were set by Grants Committee in the specifications and these have a greater allocation of delivery to outer London boroughs. This was presented in the maps provided in appendix 4 to Item 4 at the February meeting of the Grants Committee. These are included as targets in the grant agreement and will be monitored and progress reported to Grants Committee (please see Item 14 in terms of the format of borough reporting). In addition service delivery is focused on challenges that affect outer London boroughs such as addressing increased levels of rough sleeper hotspot encampments and also Private Rental Sector repossessions in outer London, which Shelter will address.

### **Linking priorities**

- 4.14 The Grants Review drew out the importance of tackling interrelated issues which pointed towards greater linkage between the priorities, in particular the interrelated issues of homelessness and unemployment and homelessness and sexual and domestic violence. The 2017-21 Programme has been developed to ensure a three-fold approach to addressing this issue.
- 4.15 Firstly, the specifications include an additional focus on outcomes that relates to one of the other priorities. These include the introduction of homelessness targets for the Priority 3 Poverty specifications. For example, a target is set for 269 (6%) of Priority 3 beneficiaries that receive 12+ hours of support to be homeless, and 133 (3%) of those that are into employment on leaving the project to be homeless. In addition, activities to tackle unemployment are included in the Priority 1 Combatting Homelessness grant agreement targets, and housing advice in a number of the Priority 2 Sexual and Domestic Violence grant agreements.
- 4.16 Secondly, there have been links made between the priorities. For example, Priority 3 and Priority 1 providers and Priority 1 and 2 providers have referral mechanisms built into their grant agreements (or to alternative unemployment or in house provision where relevant). In addition, Priority 1 and Priority 2 providers have set up a group 'London Councils Homelessness and

Domestic Abuse Network' which has met twice already to build links between the two priority areas.

- 4.17 Thirdly the role of the second tier services embedded in Priorities 1 and 2 (service 1.3 and 2.5) includes making a link between the two priorities. For example, Standing Together Against Domestic Violence provides a joined-up approach in supporting housing associations and housing officers to improve their response in terms of sexual and domestic violence.

### **Equalities**

- 4.18 The principles of the Grants Programme set out a commitment to commission services that work with statutory and non-statutory partners to meet the objectives of the Equality Act 2010. The Grants Review considered a wide range of equalities implications relating to setting the priorities of the programme in March 2016. The priorities of the Grants Programme agreed by Leaders' Committee have a strong equality focus as they impact the most disadvantaged in society and are areas that are overrepresented by particular equalities groups. In addition, the priorities focus on issues that are difficult for boroughs to address at a local level (due to small numbers per borough and in some cases relate to people moving across London to flee violence).
- 4.19 The awards of funding made in February 2017 were made in the context of the equalities implications, outlined in the reports considered by members. London Councils lead member for equalities endorsed the approach to ensuring equalities measures are built into the grants programme. A number of the commissions have a specific equalities focus (for example, SignHealth provides support to deaf/hearing impaired victims of sexual and domestic violence), and other commissions have sub-partners with a specific equalities focus (for example, the sub-partner Stonewall Housing under the Shelter led partnership focuses on LGBT service users). Officers have continued with this approach during the grant agreement stage. During the delivery phase, providers will provide equalities monitoring data as part of their quarterly returns. These categories have been revised on the advice of specialist organisations.

## **5. Priority 3 Tackling Poverty Through Employment**

- 5.1 Priority 3: Tackling Poverty Through Employment, is half funded by boroughs' contributions to the Grants Programme (£1m per year), matched by £1m from London Councils European Social Fund (ESF) Programme, under an agreement with the Greater London Authority (GLA).
- 5.2 It is important to note that the ESF timetable is not completely aligned with that of the 2017-21 Grants Programme. For example, delivery started in the latter part of 2016 and is scheduled to complete in 2018. Additionally, the terms and conditions for the delivery of ESF funded provision

are substantially different to the borough grants programme, and include strict conditions laid out in ESF national guidance.

- 5.3 This priority seeks to address poverty by providing access to employment for job-seekers and economically inactive people and by improving the employability and skills of the unemployed and economically inactive. In addition to employment, sustained employment and education outcomes, and to ensure complementarity with Priority 1 Homelessness, poverty providers have additional targets (and funding incentives) for outcomes for those who are homeless. Providers are also working with specialist organisations (St Mungo's and Centrepont) to encourage referrals and support robust engagement strategies to target the most vulnerable.
- 5.4 Five providers are delivering this pan-London priority across six geographical clusters – Citizens Trust, LTEN, MiCompute Solutions, Paddington Development Trust and Redbridge CVS. To date, over 400 participants have been engaged and have received personalised employment support. Quarter 2 reports and claims are due in the first week of July and initial (yet to be validated) figures from providers indicate that 70 participants have gained employment.

## **6. MOPAC funding opportunity: tackling harmful practices**

- 6.1 London Councils has worked closely with the Mayor's Office for Policing and Crime (MOPAC) on the development of Priority 2 in the design and award stages. Following the award of grants to Priority 2 commissions in February 2017, MOPAC officers approached London Councils officers to discuss the potential of providing additional funding to enhance London Councils service area 2.6 which focuses on harmful practices. This follows the MOPAC 2015-17 Harmful Practices Pilot that aimed to improve the way agencies identify and respond to a series of harmful practices against women and girls.
- 6.2 MOPAC is keen to avoid duplication of support and ensure complementarity with the London Councils Grants Programme. Consequently, MOPAC has asked that the available funding be managed under a partnership arrangement by the Employment and Inclusion Team to complement the Section 48 Grants Programme and provide additional resources for training front-line staff in statutory and voluntary services to identify harmful practices and take appropriate action.
- 6.3 Members are asked to note the planned request to Leaders' Committee to administer £100,000 per year for two years on behalf of the Mayor's Office for Policing and Crime (MOPAC). This is on the basis that London Councils is providing a service to the GLA as the legal entity and public authority responsible for MOPAC. In order to establish this arrangement the Chair and Vice

Chairs of this committee endorsed a report to be submitted to Leaders' Committee. Performance will be monitored with MOPAC and will be reported to Grants Committee as information relating to the London Councils Grants Programme funded commission.

- 6.4 This reflects the strong relationship between London Councils and MOPAC, and supports the Grants Programme principles of non-duplication and complementary services. The performance will be monitored with MOPAC and will be reported to Grants Committee as information relating to the London Councils Grants Programme funded commission.

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## **Recommendations**

Members are asked to:

1. Note the update provided by officers on the process, including robust due diligence, for entering into grant agreement with Priority 1 and 2 providers as set out in section two.
2. Acknowledge the pro-active work of providers under Priority 1, Combatting Homelessness, in arranging a launch event, which will take place on 4 October 2017 (invitations will be sent out to Grants Committee members in due course). Further details are provided in paragraph 4.12.
3. Note the progress of Priority 3: Tackling Poverty through Unemployment, in section five.
4. Endorse the approach outlined in section four to address the issues raised in the Grants Review during the grant agreement process. The process is in line with the Commissioning Performance Management Framework, agreed by members in February 2017 and focuses on value for money, linking of priorities, pan-London delivery (covering differing issues faced by inner and outer London), borough engagement, robust outcomes and equalities implications.
5. Note the planned request to Leaders' Committee, (following support from the Chair and Vice Chairs of Grants Committee) to administer £100,000 per year for two years on behalf of the Mayor's Office for Policing and Crime (MOPAC) to enhance training to front-line professionals on identifying harmful practices, as set out in section six. This reflects the strong relationship between London Councils and MOPAC, and supports the Grants Programme principles of non-duplication and complementary services.

### **Financial Implications for London Councils**

Funding for commissions was agreed at the meeting of the Grants Committee in February 2017, within the budget envelope agreed at London Councils Leaders' Committee in November 2016.

### **Legal Implications for London Councils**

None

### **Equalities Implications for London Councils**

London Councils' funded services provide support to people within all the protected characteristics (Equality Act 2010), and in particular targets groups highlighted as particularly hard to reach or more affected by the issues being tackled. Funded organisations are also required to submit equalities monitoring data, which can be collated across the grants scheme to provide data on the take up of services and gaps in provision to be addressed. The grants team reviews this annually. Equalities information is set out in section three.

### **Background Documents**

London Councils Grants Programme 2017-21, Item 4, London Councils Grants Committee, 8 February 2017

London Councils Grants Programme 2017-21, Item 4 London Councils Grants Committee, 9 March 2016