



LONDON COUNCILS

2022-2026 Pan-London Grants Programme Prospectus

Requirements

19 July 2021

Deadline for applications: 12 noon, 10 September 2021
Start Date: 1 April 2022

Please note, clarifications on any points in this prospectus will be posted on the [London Councils website](https://www.londoncouncils.gov.uk) at the end of each week until **3 September 2021**.

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Introduction

London Councils

[London Councils](#) represents London's 32 borough councils and the City of London. It is a cross party organisation that works on behalf of its member authorities regardless of political persuasion. London Councils makes the case to government, the Mayor and others to get the best deal for Londoners and to ensure that our member authorities have the resources, freedoms and powers to do the best possible job for their residents and local businesses.

London Councils pan-London Grants Programme

London Councils plays a key role in working with London's boroughs, their communities and the voluntary and community sector to find city wide solutions to key issues affecting our residents. Under Section 48 of the Local Government Act 1985¹, London Councils is empowered to make grants to voluntary organisations to deliver activities and services to support those solutions.

The [Leaders' Committee](#) sets the overall funding strategies, policies, and priorities for grants to voluntary organisations.

Leaders' Committee agreed that the 2022 to 2026 Grants Programme should focus on two priorities:

- combatting homelessness
- tackling domestic and sexual abuse.

Leaders' committee also agreed an investment of £26.7million over four years (subject to annual agreement of the Grants Budget).

Decisions on individual grants and the operation of the programme are made by the [Grants Committee](#), comprising members of each of the 32 London boroughs and the City of London.

The arrangements for funding and managing the Grants Programme are set out in the [Funding and Performance Management Framework](#). The framework is designed to:

- ensure that services are delivered to the people who need them, and that services improve lives and create opportunities for people to succeed
- give the Grants Committee confidence that London Councils has in place systems of oversight, control and reporting to ensure that funded organisations deliver the required outcomes in a manner that provides value for money for the tax-payer, and mitigates potential risks.

¹ [Local Government Act 1985 \(legislation.gov.uk\)](#)

Programme Aim and Objectives

Aim

The pan London Grants Programme 2022-2026 aims to support London's boroughs to reduce homelessness, and domestic and sexual abuse.

This programme will add to the collective effort from local government, the voluntary and community sector, and others across the capital who work to ensure families - whether that is a family of one or many - have a home and are safe.

Objectives

Overarching

- Reduce pressure on public services through an outcome led approach
- Complement (and not duplicate) borough and other housing, homelessness, and domestic abuse services where it is economical and efficient to deliver services on a London wide basis
- Complement (and not duplicate) borough and other domestic abuse services where mobility is key to the delivery of a service that secures personal safety
- Work with statutory and non-statutory partners to contribute to meeting the objectives of the Equality Act 2010
- Tackle homelessness and domestic and sexual abuse through partnership working
- Measure and monitor existing and emerging needs to inform the ongoing development of appropriate, high quality services

Homelessness (services that PREVENT - SUPPORT - MAINTAIN)

- Prevent homelessness through the provision of effective support and advice
- Manage and minimise the effects of homelessness where it cannot be prevented
- Secure sustainable accommodation and appropriate support for homeless households; maximise supply and choice for temporary or longer-term accommodation for homeless people
- Identify and respond to rough sleeping through provision of services and accommodation
- Ensure relevant professionals are trained to provide effective, timely and appropriate responses to people at risk of homelessness or who are homeless

Domestic and sexual abuse (services that PREVENT - SUPPORT - ENABLE)

- Increase awareness and challenge attitudes of violence² against women, domestic abuse and sexual violence; increase awareness in children and young people of the importance of safe, equal and healthy relationships and that abusive behaviour is always wrong
- Make early intervention and prevention a priority

² This programme does not focus on gang violence. The Mayor's Office for Policing and Crime has invested £1.91million in the London Gang Exit programme, led by Safer London. The investment in London Gang Exit builds on intervention coaches already funded by London's Violence Reduction Unit.

- Provide victims with equal access to appropriately resourced, high quality, needs led, strength based³, culturally responsive services
- Ensure relevant professionals are trained to provide effective, timely and appropriate responses to victims and survivors

³ Strengths-based (or asset-based) approaches focus on individuals' strengths (including personal strengths and social and community networks) and not on their deficits. Strengths-based practice is holistic and multidisciplinary and works with the individual to promote their wellbeing. It is outcomes led and not services led.

Needs analysis

Covid-19

At the time of writing this needs analysis, annual (financial year) figures for the year 2020/21 were not available. Where relevant data for the period April 2020 to March 2021 is available, it is included, however, that data is not used to benchmark or compare with previous years due to the unique impact of Covid 19 and the necessary measures, specifically lockdowns, to limit its spread, save lives and protect the NHS. The global Covid-19 pandemic also brought with it unique 'push and pull' factors that influenced homelessness and domestic abuse.

Unless otherwise stated, the following information is taken from *The impact of covid-19 on people facing homelessness and service provision across Great Britain*⁴, the *National Domestic Abuse Helpline Service Review 2020/21*⁵, the *Domestic abuse during the coronavirus (COVID-19) pandemic, England and Wales: November 2020*⁶ and *Destitution in the UK 2020*⁷.

Local authorities and voluntary sector services reported both an increase in need but also demand for homelessness services from the start of the pandemic. 53 per cent of services across Great Britain reported an increase in homelessness in their area, with a further 73 per cent stating demand of their services had increased since the start of the pandemic.

During the first few months of the pandemic the increase was driven by those already experiencing homelessness - people who were sofa surfing and living in dangerous and transient accommodation - who became more visible as their living situations forced them to access help. In some areas, there was also an increase in people fleeing domestic abuse - 58 per cent of services reported that they had seen an increase in people fleeing or experiencing domestic abuse and requiring support.

Towards the second wave of the pandemic there was a bigger increase in England in families and across all three nations from people experiencing homelessness for the first time, people who were furloughed and those newly unemployed.

Homelessness among people with no recourse to public funds was a continued issue throughout the whole of the pandemic. The instruction to local authorities to support everyone who was rough sleeping or in accommodation where they could not self-isolate into safe emergency accommodation meant that all local authorities reported an increase in support being provided for people with no recourse to public funds, including EEA nationals without entitlements to benefits.

While all advise services have been under considerable resource strain (before and during the pandemic⁸), demand for immigration advice has been reshaped by the use of hotels for newly arrived asylum applicants receiving asylum accommodation and the Everyone In scheme for street homeless people, creating a huge upturn in demand that has exposed the "overwhelming gap" between need and capacity or supply⁹.

While historically, both partner and wider familial relationship breakdown has always been a large driver of homelessness, the pandemic forced more people to leave their family home and

⁴ Crisis, 2020, [The impact of covid-19 on people facing homelessness and service provision across Great Britain](#), London: Crisis

⁵ Refuge, 2021, [Refuge National Domestic Abuse Helpline Service Review 2020/21](#), London: Refuge

⁶ [Domestic abuse during the coronavirus \(COVID-19\) pandemic, England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

⁷ Joseph Roundtree Foundation, 2020, [Destitution in the UK 2020](#), London: Joseph Roundtree Foundation

⁸ [Advising Londoners - Advice Services Alliance \(asauk.org.uk\)](#)

⁹ [PHF – London Immigration Report](#)

in multi-generational households young people (not seen to be adhering to the lockdown rules or other family rules) increased numbers of people approaching for help.

An increase in support needs by people approaching for help was also seen across those seeking support for both homelessness and domestic abuse. Two key support needs were loneliness and isolation, and mental health issues.

In the first phase of the pandemic the most pressing support needs related to emergency basic needs, such as lack of food and digital exclusion. Later, more cumulative issues such as rent arrears, were reported.

A UK wide survey looking at destitution¹⁰, highlights that housing affordability was a major issue in London before Covid-19, and goes on to note that, during the pandemic, survey interviewees had paid rent arrears with credit cards to avoid eviction, and others were expecting eviction once the protection offered by the Covid-19 moratorium had ended.

Governments across all three nations instructed local authorities to bring 'Everyone In' or provide emergency accommodation for everyone rough sleeping, at risk of rough sleeping, or in accommodation where they could not self-isolate throughout the pandemic. This was an enormous undertaking for local authorities; this intervention clearly saved lives during the pandemic, with infection rates and deaths amongst people experiencing homelessness at extremely low levels when compared internationally. In England, and London, emergency accommodation was predominantly provided by utilising commercial hotels.

Government policies have had positive effects on levels of homelessness during the pandemic, particularly the pause in evictions and temporary uplift in Local Housing Allowance.

One of the most impactful changes that local authorities highlighted in terms of being able to support people from hotels through the system into more permanent and secure accommodation was temporary changes to housing allocation policies. This meant suspension of choice-based lettings and a move to direct lets, and in many local authorities a priority given to homeless households.

The Metropolitan Police Service (MPS) received an increased number of calls-for-service for domestic incidents following the lockdown, largely driven by third-party calls; this is likely because people were spending more time at home during this period.

London's Metropolitan police service received a total of 41,158 calls-for-service for domestic incidents between 25 March (following the lockdown restrictions imposed on 23 March) and 10 June 2020. This is a 12 per cent increase compared with 36,727 calls over the same period in the previous year. The weekly number of calls from victims remained at similar, sometimes lower levels to the previous year, however, there were large increases in calls from third parties.

There has been an increase in demand for domestic abuse victim services during the coronavirus pandemic, particularly affecting helplines as lockdown measures eased; this does not necessarily indicate an increase in the number of victims, but perhaps an increase in the severity of abuse being experienced, and a lack of available coping mechanisms such as the ability to leave the home to escape the abuse, or attend counselling.

Activity on the National Domestic Abuse Helpline shot up over the first national lockdown - between April and June of 2020, the average number calls and contacts logged on the helpline database every month was up 65 per cent compared to the previous three months. Over the summer restrictions eased, but the pressure on service remained high. Looking across the

¹⁰ People are defined as experiencing destitution if they have lacked two or more of following in past month because they cannot afford them: shelter, food, heating, lighting, clothing and footwear, basic toiletries, or if their income is so low, and they have no savings, such that they are unable to purchase these essentials for themselves

period April 2020 to February 2021, average calls and contacts logged on the database per month was 61 per cent above the January to March 2020 baseline.

72 per cent of the people the Helpline team supported were women experiencing violence and abuse, seeking information on their rights and options and support to plan their next steps, as well as emotional support and validation. Women of all ages called, but the most common age-bracket was aged 30 to 39.

The team also spoke to professionals, such as police, social workers and healthcare staff (11 per cent of those supported) and members of the public who were concerned that a friend, family member, or neighbour was experiencing domestic abuse (10 per cent of those supported).

Digital support became crucial in reaching as many victims as possible during the pandemic; in addition to Live Chat, the service saw visits to its Helpline web platform, increase hugely, from around 10,500 visits per month in the first three months of 2020, to an average of 73,595 per month between April 2020 to February 2021 (a seven-fold increase). The service launched a web form service in December 2019, which enables victims to send the team a secure message, letting them know a safe way and time to contact them back. The number submitted between April to June 2020 was more than four times that submitted in the previous three months.

The total number of cases discussed at multi-agency risk assessment conferences (MARACs) decreased in April to June 2020 compared with the previous quarter; this may reflect the difficulties high-risk victims faced when attempting to safely contact the police (the main source of referral to MARACs) during the lockdown period.

Homelessness

The primary homelessness legislation - Part 7 of the Housing Act 1996 - provides the statutory under-pinning for action to prevent homelessness and aid people threatened with or homeless.

The Homelessness Reduction Act 2017 (the Act came into force in April 2018) significantly reformed England's homelessness legislation by placing duties on local authorities to intervene at earlier stages to prevent homelessness in their areas. It also requires housing authorities to provide homelessness services to all those affected, not just those who have 'priority need.'

- **Prevention duty:** Housing authorities have a duty to take reasonable steps to help prevent any eligible person (regardless of priority need status, intentionality and whether they have a local connection) who is threatened with homelessness from becoming homeless. This means either helping them to stay in their current accommodation or helping them to find a new place to live before they become homeless. The prevention duty continues for 56 days unless it is ended by an event such as accommodation being secured for the person, or by their becoming homeless.
- **Relief duty:** If the applicant is already homeless, or becomes homeless despite activity during the prevention stage, the reasonable steps will be focused on helping the applicant to secure accommodation. This relief duty lasts for 56 days unless ended in another way. If the housing authority has reason to believe a homeless applicant may be eligible for assistance and have a priority need, they must be provided with interim accommodation.
- **Main housing duty:** If homelessness is not successfully prevented or relieved, a housing authority will owe the main housing duty to applicants who are eligible, have a priority need for accommodation and are not homeless intentionally. Certain categories of household, such as pregnant women, families with children, and households that are homeless due to an emergency such as a fire or flood, have priority need if homeless. Other groups may be assessed as having priority need because they are vulnerable as a result of old age, mental

ill health, physical disability, having been in prison or care or as a result of becoming homeless due to domestic abuse¹¹.

Local authorities are required to work with applicants to develop a personalised housing plan, which identifies the reasonable steps that the local authority will take to try to ensure the applicant can either retain or obtain suitable accommodation.

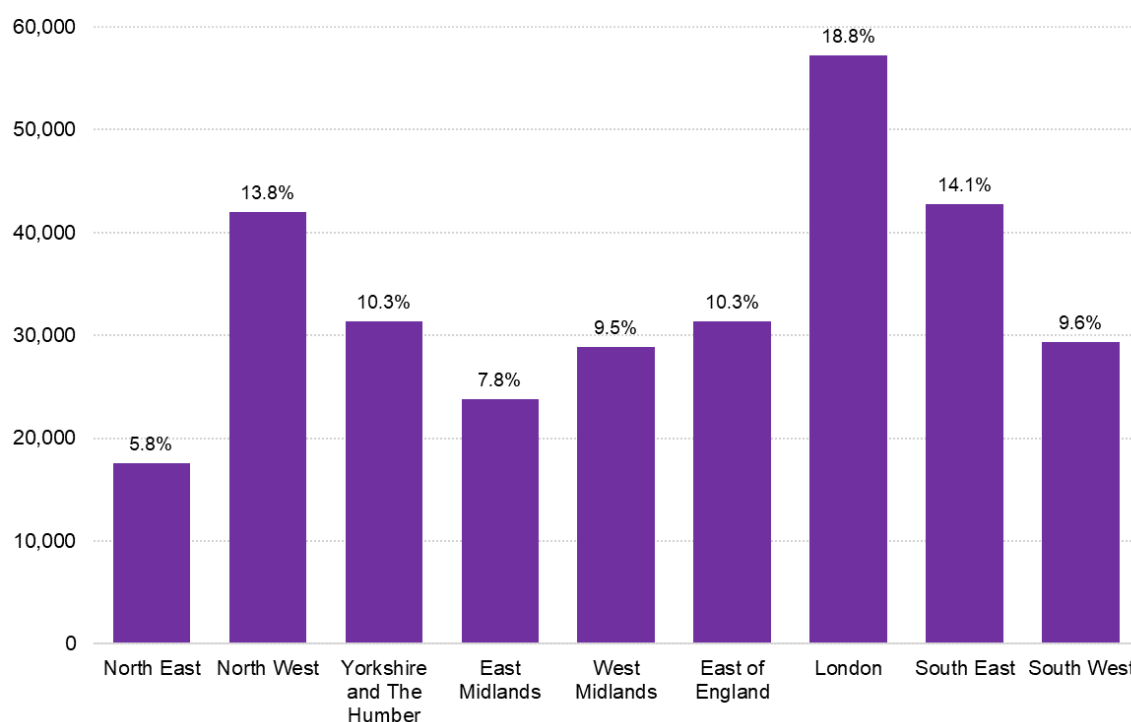
In response to Crisis' 2019 Homeless Monitor survey, most local authority respondents (62 per cent) reported that the Homelessness Reduction Act had enabled a more person-centred approach to managing homelessness in their area; less than a quarter (23 per cent) said it had resulted in little positive effect. Two-thirds (65 per cent) of authorities saw the Act as having positive impacts for single people particularly.

Homelessness statistics

Unless otherwise stated, the following statistics are taken from the Ministry of Housing, Communities and Local Government's (MHCLG) statutory homelessness live tables¹² for the financial year 2019-20 and are the statistics for London.

- Of the 304,290 households that registered homelessness applications with local authorities in 2019/20, 19 per cent (57,240) were in London.

Chart 1: Number of households by initial assessment of homelessness circumstances and needs - Total initial assessments



- There has been a small increase in the number of households who are owed a duty at first assessment from 2018-19 to 2019-20:
 - o 2018-19 London: 53,200
 - o 2019-20 London: 54,080 - 1.7 per cent increase.

¹¹ The Domestic Abuse Act 2021 (enacted April 2021) provides that all eligible homeless victims of domestic abuse automatically have 'priority need' for homelessness assistance

¹² [Live tables on homelessness - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/live-tables-on-homelessness)

- However, there has been a 2,080 household or 9.3 per cent increase in households owed the relief duty and 71 per cent of this increase is attributed to single adult households.
- Crisis' 2021 Homeless Monitor reports the increased 'visibility' of single adults in the official homelessness statistics as one of the most striking changes brought about by the Homeless Reduction Act. Across England, single adults accounted almost three-quarters (72 per cent) of all of those assessed as homeless and entitled to the relief duty, and half (49 per cent) of those threatened with homelessness and entitled to a prevention duty. This is in stark contrast to the pre-Homelessness Reduction Act era when the key headline statistic - households accepted as owed the main duty - comprised only around one-third single people.
- Households with children are more likely to be owed a prevention duty at initial assessment (13,440 households) than a relief duty (7,010 households). Nevertheless, of the 9.2 per cent increase in households owed the relief duty, 23 per cent of the increase is attributed to single parents.
- Single adult households are the largest group of households owed a prevention or relief duty, representing 57 per cent of all households who had a duty accepted. Of the single adult households owed a duty, 54 per cent were initially accepted under the relief duty (already homeless).
- For households owed a prevention duty, the most common reasons for loss of last settled home was friends or family no longer willing to or able to accommodate, which accounted for 7,950 or 27 per cent of households, and termination of a private rented assured shorthold tenancy (AST), which accounted for 7,930 or 26.9 per cent of households.
- The most common reason for ending private rented tenancy was due to the landlord wishing to sell or re-let the property - 3,940 households or 49.7 per cent - and 1,640 households or 20.7 per cent were due to rent arrears.
- The most common accommodation type at the time of application was in the private rented sector, which accounted for 12,560 or 42.7 per cent of households owed a prevention duty. 3,560 households were owed a prevention duty due to service of a valid Section 21 Notice, 28.3 per cent of those owed a prevention duty and in the private rented sector at the time of application. The second largest accommodation type at the time of application was living with family at 26.3 per cent.
- In 2019-20, 12,500 or 51 per cent of households whose prevention duty ended were able to secure accommodation for six-plus months, compared to 49.1 per cent of households whose prevention duty ended in 2018-19. For 6,440 or 26.1 per cent of households the prevention duty ended due to them becoming homeless in 2019-20, compared with 27.8 per cent in 2018-19.
- For households, whose prevention duty ended with secure accommodation, self-contained private rented sector accommodation was the most common (47.3 per cent), followed by social rented sector accommodation through a council tenancy (10.2 per cent).
- Sixteen per cent of households whose prevention duty ended with secure accommodation were helped to secure accommodation with a financial payment. Most households (66 per cent) who secured alternative accommodation to prevent their homelessness were able to stay in the same local authority area. Four thousand three hundred and thirty households (8.4 per cent) secured alternative accommodation in another local authority in London.
- The most common reason for loss of accommodation for households owed a relief duty was due to friends or family no longer willing or able to accommodate for 7,650 or 31.1 per cent of households.
- Two thousand eight hundred households or 11.4 per cent of those owed a relief duty were due to the end of their private rented AST. Of these households, 970 households or 34.6

per cent ended due to the landlord wishing to sell or re-let the property and 820 households or 29.3 per cent ended due to rent arrears.

- Twenty-four per cent of households (5,950) owed a relief duty were living with family at the time of their application. Ten per cent of households (2,520) were living with friends. One thousand four hundred and twenty households (5.8 per cent) were rough sleeping.
- Crisis' 2021 Homeless Monitor¹³ reports the largest element of core homelessness¹⁴ in 2018-19 across England was its least visible manifestation, 'sofa surfing', accounting for more than half (110,000 households or individuals).
- The proportion of households who ended the relief duty with secure accommodation was 30.3 per cent in 2019-20, compared to 31 percent in 2018-19. Fifty-one per cent of those whose relief duty ended, were homeless after 56 days elapsed (and would then have been assessed against main homelessness duty criteria).
- For households, whose relief duty ended in securing accommodation, self-contained private rented sector accommodation was the most common (33.7 per cent), followed by supported housing or hostel (17.8 per cent).
- The largest group of households (35.6 per cent) whose relief duty ended with secure accommodation had their accommodation secured by the local authority (or organisation delivering housing options services). Over half of households (54.6 per cent) who secured alternative accommodation to relieve their homelessness were able to stay in the same local authority area. One thousand three hundred and sixty households (16.5 per cent) secured alternative accommodation in another local authority in London.
- There has been a slight increase in the proportion of those who are accepted as being owed a main duty who are single households to 25.6 per cent in 2019-20 compared to 23.3 per cent in 2017-18, before the introduction of the HRA.

Table 1: Proportion of London households accepted as being owed a main duty, by type of household

	2019-20	2018-19	2017-18
Household with children ¹⁵	74.4%	74.1%	76.7%
Single households	25.6%	25.9%	23.3%
Total acceptances	11,360	8,820	15,470

- Crisis' 2021 Homeless Monitor¹⁶ reports that temporary accommodation placements across England show a nine per cent increase in the 12 months to March 2020 (and a 91 per cent increase since 2011). Bed and Breakfast hotel placements have continued to increase at a rate exceeding that of all temporary accommodation - up by 17 per cent in the 12 months to March 2020 (and by 299 per cent since 2010).
- In London, households with children in temporary accommodation are most likely to be in private sector accommodation (17,470 households), or nightly paid self-contained accommodation (15,540 households); whereas in the rest of England, households with

¹³ [Homelessness Monitor - Crisis](#)

¹⁴ The core homelessness concept was introduced in research undertaken with Crisis in 2017 and updated in 2018, with a further major update in the 2021 Homeless Monitor; the key categories captured by core homelessness include people sleeping rough, staying in places not intended as residential accommodation (e.g. cars, tents, boats, sheds, etc.), living in homeless hostels, refuges and shelters, placed in certain temporary accommodation (e.g. bed and breakfast hotels, out of area placements), and sofa surfing (i.e. staying with non-family, on a short-term basis, in overcrowded conditions)

¹⁵ Household includes dependent children, household includes children, but other priority need reported, and household includes a pregnant woman

¹⁶ [Homelessness Monitor - Crisis](#)

children in temporary accommodation are most likely to be in local authority or housing association provided accommodation (7,430 households).

- In London, single households in temporary accommodation are most likely to be in nightly paid self-contained accommodation (4,560 households), or private sector accommodation (4,290 households). In contrast, in the rest of England, single households in temporary accommodation are most likely to be in Bed and Breakfast hotels (3,860 households), or local authority or housing association provided accommodation (3,400 households).
- Of the 54,080 households assessed as owed a duty, 17,150 (31.7 per cent) had support needs. A total of 31,150 different support needs were recorded for this cohort; 60.7 per cent of households (10,410) had one support need recorded, 20.7 per cent (3,550) had two support needs recorded, and 18.6 per cent (3,190) had three or more support needs recorded. A history of mental health problems (12.4 per cent of households) and physical ill-health and disability (12 per cent of households) were, proportionately, the predominate needs. Five per cent of the cohort recorded at risk of/experienced domestic abuse as the support need.
- Emerging intelligence from Homelessness Case Level Information Collection (H-CLIC)¹⁷ on the profile of support needs in the statutory homeless population is noted in Crisis' 2021 Homeless Monitor. While almost half of all households across England assessed as owed a homelessness prevention or relief duty are recorded as having a relevant support need, these needs were highly diverse in nature. Far from being dominated by complex support needs associated with drug or alcohol problems, offending or rough sleeping histories, mental or physical ill-health problems, and experience of domestic violence, were more prominent.
- Households with a Black lead applicant¹⁸ are disproportionately homeless as they account for 32.1 per cent of those owed a duty while are only estimated to comprise 11.8 per cent of the London population¹⁹. Households with Mixed and Other lead applicants account for 14.6 per cent of those owed a duty while are only estimated to comprise 10.6 per cent of the London population.
- Thirty-one per cent of homeless households had a White lead applicant, while 59.1 per cent of the London population is are estimated to be White. Twelve and a half per cent of homeless households had an Asian lead applicant, while 18.4 per cent of the population is estimated to be Asian.
- The most common age group of lead applicants in households owed a prevention or relief duty were aged between 25 and 34 years old, making up 15,660 households or 29 per cent of the total. The next largest group of lead applicants were between 35 and 44 years old at 24.9 per cent. 8,600 households or 15.9 per cent of those owed a prevention or relief duty had a lead applicant aged between 18 and 24 years old.
- The most common employment status for lead applicants of households in 2019-20 owed a prevention or relief duty were registered unemployed (13,450 or 35.2 per cent), increasing from 11,980 or 32 per cent in 2018-19. Twenty-nine per cent (15,620) of households were in full-time or part-time work. Sixteen per cent (16.4 per cent) of lead applicants of households were not working due to a long-term illness or disability.
- There are a range of journeys and outcomes for households flowing through the homelessness duties²⁰. From an overall 34,430 households that received homelessness assistance in 2018-19, 48 per cent secured accommodation for six-plus months, 27.4 per

¹⁷ H-CLIC is a new statistical system for local authorities to collect homelessness data and report back to MHCLG

¹⁸ The lead applicant is the person who makes the homeless application on behalf of the household, which can be one or more people

¹⁹ [Ethnic Groups by Borough - London Datastore](#)

²⁰ To ensure the flows are comprehensible, certain outcomes that are usually separate are grouped together by MHCLG; for example, preventions and reliefs ending for Other reasons, and accommodation outcomes

cent left the system for other reasons, 18.5 per cent were owed a main duty, and 6.2 per cent were homeless and not owed a main duty following relief.

Table 2: Outcomes of the HRA duties owed to all London households first owed a prevention or relief duty in 2018-19

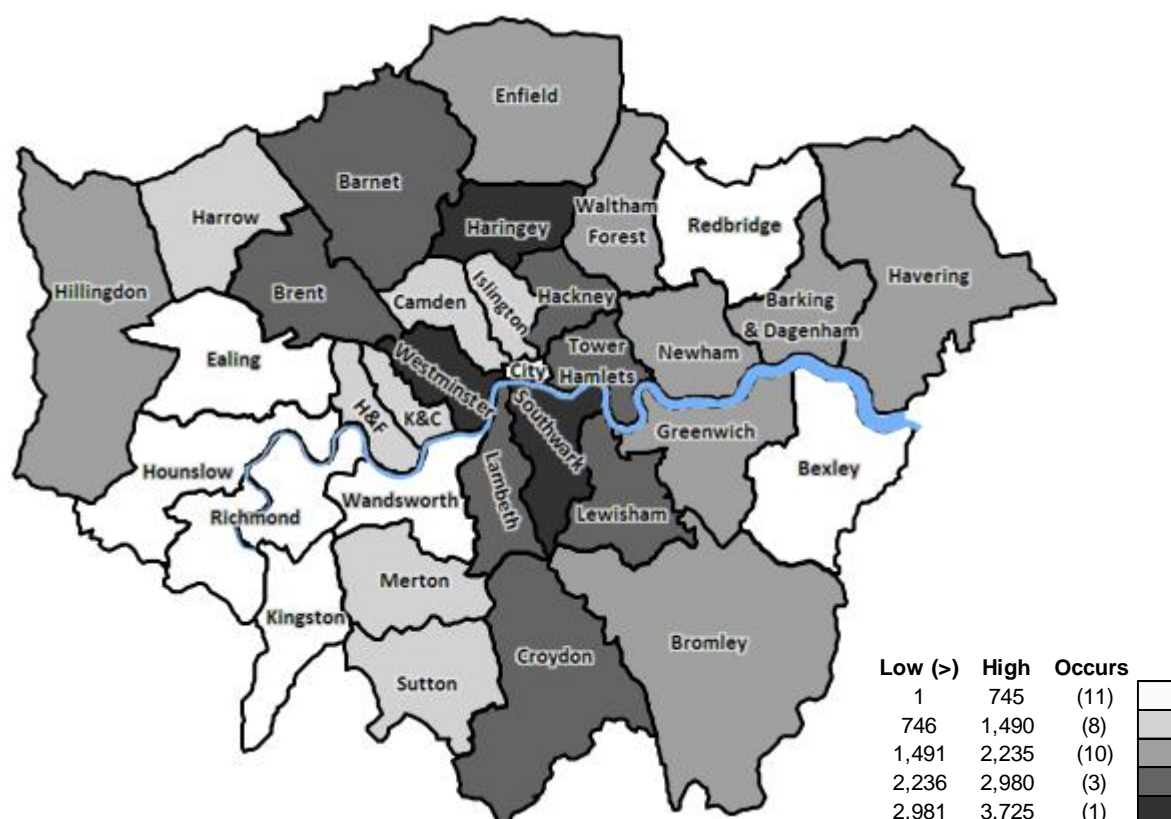
		Total initially owed duty (% of total)	Prevention duty (% of preventions)	Relief duty, including homeless after Prevention (% of reliefs) ²¹
Total assessed as owed duty		34,430	20,440	18,360
Total secured accommodation at duty end		16,530 (48.0%)	10,630 (52.0%)	5,900 (32.1%)
Duty ended for Other reasons		9,420 (27.4%)	5,450 (26.7%)	3,970 (21.6%)
Total homeless following duty end²²		8,480 (24.6%)	4,360 (21.3%)	8,480 (46.2%)
Of which	Assessed as owed main duty	6,360 (18.5%)		6,360 (34.6%)
	Not owed main duty	2,130 (6.2%)		2,130 (11.6%)

- On initial approach, more households were threatened with homelessness and owed a prevention duty (59.4 per cent) than already homeless and owed relief (40.6 per cent) in 2018-19. 4,360 prevention duties (21.4 per cent) failed to prevent homelessness and consequently moved on to a relief duty, in addition to 14,000 households initially owed a relief duty. Just over half of prevention duties ended with accommodation secured (52 per cent), a larger proportion than relief duties ending with an accommodation secured outcome (32.1 per cent).
- Private rented sector and council or registered provider tenancies were the most common outcomes following successful duties. This was especially the case after prevention (68.4 per cent of accommodation outcomes) compared to relief (45.6 per cent). This could be a result of preventions involving the retention of an existing tenancy (50.8 per cent of 2018-19 prevention duties were owed to households from the private or social rented sectors and over half - 53.7 per cent - of secured accommodation outcomes at prevention retained existing accommodation).
- Supported housing or hostel accommodation secured outcomes were more likely following relief (18.5 per cent) compared to prevention (5.8 per cent). This may be indicative of the single adult homeless households requiring specific support or emergency accommodation more often than those threatened with homelessness.
- Forty-six per cent of relief duties ended with the household still homeless and therefore due a main duty decision. Of these, 6,360 households (75 per cent) were assessed as unintentionally homeless with a priority need and owed a main homelessness duty.
- The remaining 2,130 households (25 per cent) were not owed a main duty (following unsuccessful attempts to relieve the households' homelessness after a minimum of 56 days). 1,610 households were not owed a main duty because they were homeless but had no priority need.

²¹ This column includes the 4,360 households owed a relief duty following unsuccessful prevention, in addition to the 14,000 households assessed as homeless on initial approach

²² Households found homeless after a prevention duty then move on to a relief duty. Those found homeless after a relief duty are due a decision on whether a main duty is owed

Chart 2: Number of households by initial assessment of homelessness circumstances and needs - Total initial assessments²³



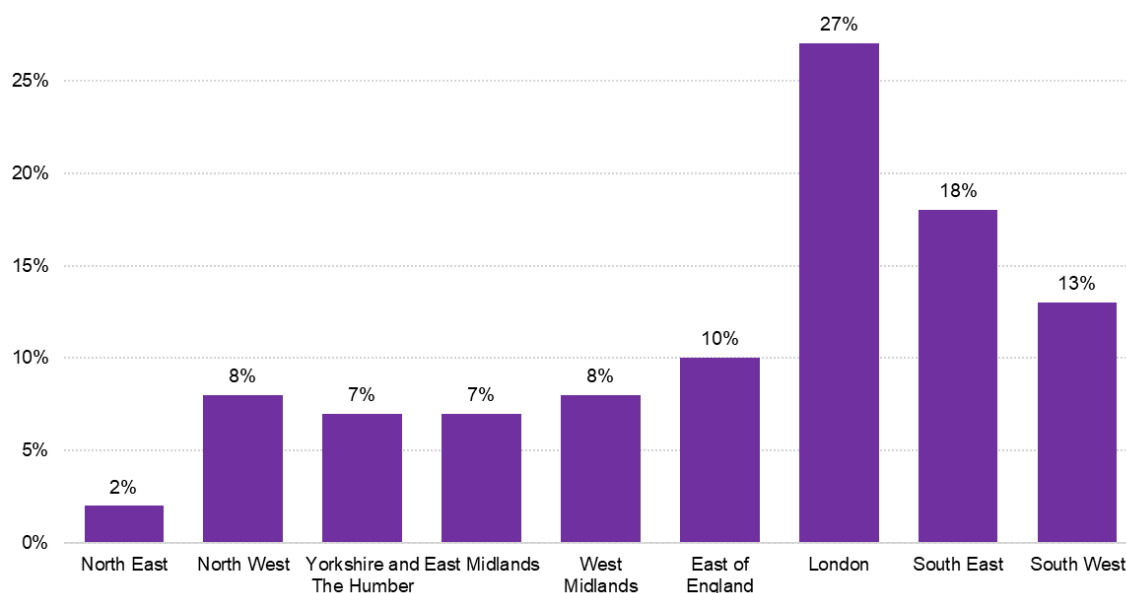
Barking & Dagenham	1,649	Hackney	2,449	Lewisham	2,624
Barnet	2,548	Hammersmith & Fulham	1,167	Merton	844
Bexley	n/a	Haringey	3,714	Newham	1,759
Brent	2,683	Harrow	842	Redbridge	n/a
Bromley	1,606	Havering	1,609	Richmond upon Thames	n/a
Camden	1,340	Hillingdon	2,048	Southwark	3,106
City of London	26	Hounslow	n/a	Sutton	1,020
Croydon	2,666	Islington	1,301	Tower Hamlets	2,245
Ealing	n/a	Kensington & Chelsea	1,069	Waltham Forest	1,688
Enfield	2,008	Kingston upon Thames	n/a	Wandsworth	n/a
Greenwich	1,772	Lambeth	2,501	Westminster	1,918

²³ England and London totals in the live tables include derived estimates for Bexley, Ealing, Hounslow, Kingston upon Thames, Redbridge, Richmond upon Thames and Wandsworth, who did not provide accurate data for all four quarters but have provided figures in other quarters

Rough sleeping

- The Autumn 2020 rough sleeping snapshot shows that of the 2,688 people recorded as sleeping rough on a single night in England, 27 per cent were in London.

Chart 3: Rough sleeping snapshot in England autumn 2020 - % of rough sleeping population by region²⁴



- The local authority with the highest number of people sleeping rough on a single night in autumn 2020 was Westminster where 242 people were estimated to be sleeping rough. Westminster has consistently been the local authority with the highest number of people sleeping rough since the snapshot approach was introduced in 2010.
- The [Westminster City Council: Review of Homelessness 2019](#) suggests that Westminster attracts a disproportionate number of people sleeping rough from across the UK and internationally because of: its central location and access to transport hubs, the perceived safety of the area due to its 24 hour nature and availability of services for people sleeping rough.
- The largest increase in the number of people estimated to be sleeping rough was in Tower Hamlets, where there were 40 people estimated to be sleeping rough on a single night in autumn 2020, compared to 17 in 2019. According to the local authority, this is thought to be due to a range of reasons related to the impact of the Covid-19 pandemic on people's employment, relationships and housing situation, with young people and those with no recourse to public funds, most affected.
- Generally, the increase in the number of people sleeping rough, according to the local authorities involved in the snapshot, were thought to be largely due to the impact of the Covid-19 pandemic. This included people losing their jobs and being unable to pay rent or accommodation tied to jobs, illegal evictions, relationship breakdowns, people who have been sofa surfing being asked to leave and reduced winter shelter provision. According to some local authorities, the increase in the number of people estimated to be sleeping rough is thought to be due to increased outreach services and partnership working giving a more accurate view of the number of people sleeping rough in their area compared to the previous year.
- The largest decrease in the number of people sleeping rough was in Hillingdon, where 11 people were estimated to be sleeping rough on a single night in autumn 2020 compared to

²⁴ [Rough sleeping snapshot in England: autumn 2020 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2020)

106 people the previous year. The local authority suggests that the reduction was a result of both 'Everyone In' and RSI funding. Furthermore, the local authority suggested the number of people identified as sleeping rough at Heathrow Airport was lower than last year as terminals were closed due to the COVID-19 pandemic and a reduction in the number of people travelling made it easier to identify people who were sleeping rough.

- The decrease in the number of people sleeping rough, according to the local authorities involved, was due to the 'Everyone In' scheme and other projects funded by the Ministry, including the Rough Sleeping Initiative funding.
- The remainder of the data presented in this section are taken from the Combined Homelessness and Information Network (CHAIN) report²⁵ for the period April 2019 to March 2020 and the *CHAIN Annual Bulletin Greater London 2019/20*²⁶.
- CHAIN is a multi-agency database recording information about rough sleepers and the wider street population in London. Information recorded on CHAIN constitutes an ongoing record of all work done year-round by outreach teams in London, covering every single shift they carry out, so is more comprehensive than street count data, which represents a snapshot of people seen rough sleeping on a single night. Street count data tends to be referenced more regularly when analysing trends nationwide, as most other areas of the UK do not operate equivalent systems to CHAIN for recording their general work with rough sleepers.
- Ten thousand seven hundred and twenty-six people were seen sleeping rough by outreach workers during 2019/20. This represents a 21 per cent increase compared to the total people seen in 2018/19. Sixty percent of these people were seen rough sleeping just once during this period.
- Of the total 10,726 rough sleepers, 7,053 people (66 per cent) were seen sleeping rough for the first time in London. The most frequently cited reason for new rough sleepers leaving their last settled base was being evicted or asked to leave by the person they were staying with (36 per cent).
- Two thousand three hundred and seventy-seven people seen rough sleeping in 2019/20 had also been seen in 2018/19 (22 per cent of the total). One thousand two hundred and ninety-six people seen rough sleeping in 2019/20 were those who had returned to rough sleeping after at least a year away (12 per cent of the total). Compared to the previous year, the group sleeping rough from one year to the next increased by 14 per cent and the returner group increased by four per cent, while new rough sleepers increased by 28 per cent.
- Eight per cent of people seen rough sleeping in 2019/20 were aged 25 or under. Thirty-four per cent of people seen rough sleeping during the period experienced time in prison. Forty per cent of people seen rough sleeping had multiple support needs relating to alcohol, drugs or mental health. Proportions of rough sleepers with support needs around alcohol (39 per cent), drugs (39 per cent) and mental health (47 per cent) have largely remained stable compared to 2018/19.
- The 10,726 people seen rough sleeping in 2019/20 is almost 170 per cent higher than the number seen in 2010/11. The 21 per cent increase from 2018/19 to 2019/20 is the largest proportionate increase since that between 2010/11 and 2011/12, which was 43 per cent. The significant increase in 2011/12 is likely to have been at least in part accounted for by the expanded outreach presence associated with the introduction of No Second Night Out. Likewise, during 2018/19 significant new funding saw a large increase in the number of outreach services and staff in London, which was further increased during 2019/20. The

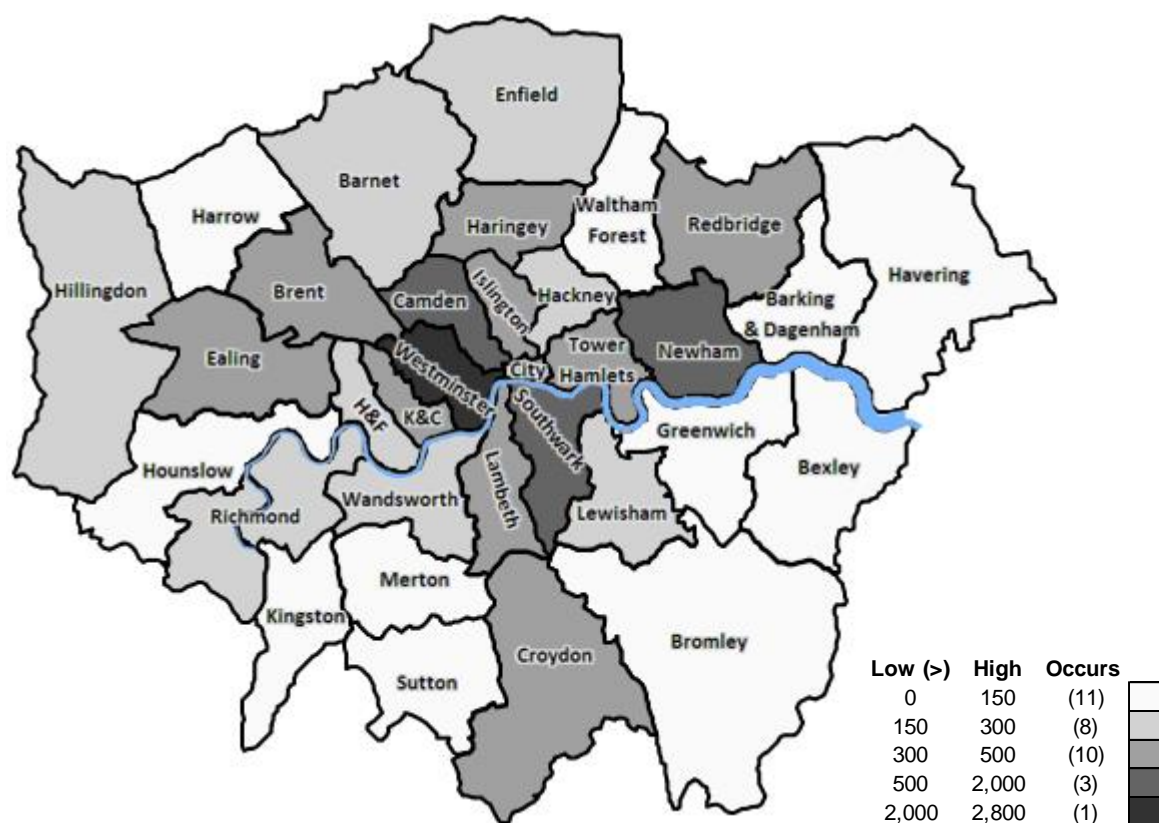
²⁵ [Rough sleeping in London \(CHAIN reports\) - London Datastore](#)

²⁶ [Chain Annual Bulletin Greater London 2019/20](#)

introduction of bimonthly street counts alongside this new funding is also likely to have had an influence on the figures.

- As in previous years, the borough in which the greatest number of people were seen rough sleeping was Westminster (see [Westminster City Council: Review of Homelessness 2019](#)), with 2,757 people (26 per cent of the overall London total). Eight boroughs recorded more than 400 rough sleepers during the year. Of the ten boroughs with the highest numbers of rough sleepers, only Camden and City of London have shown a decrease in numbers compared to 2018/19. A total of 241 people were seen rough sleeping at Heathrow airport, which is counted separately from Hillingdon, due to the specific rough sleeping issues found there. The Mayor of London's Transport for London Outreach service recorded 183 people rough sleeping on buses during 2019/20, as were 23 people on the night tube.
- Three quarters of local authorities responding to Crisis' 2019 Homeless Monitor survey²⁷ (75 per cent) considered rough sleeping a problem in their area, and for nearly one council in four (23 per cent) it was said to be a "major problem".

Chart 4: Number of people seen sleeping rough by borough



Barking & Dagenham	85	Hackney	275	Lewisham	229
Barnet	178	Hammersmith & Fulham	266	Merton	92
Bexley	42	Haringey	327	Newham	724
Brent	320	Harrow	45	Redbridge	330
Bromley	67	Havering	71	Richmond upon Thames	152
Camden	639	Hillingdon	270	Southwark	548
City of London	434	Hounslow	147	Sutton	34
Croydon	306	Islington	367	Tower Hamlets	459
Ealing	493	Kensington & Chelsea	316	Waltham Forest	133
Enfield	206	Kingston upon Thames	124	Wandsworth	203
Greenwich	133	Lambeth	431	Westminster	2,757

²⁷ [Homelessness Monitor - Crisis](#)

Domestic and sexual abuse

Domestic abuse can be physical or sexual abuse, violent or threatening behaviour, controlling or coercive behaviour, economic abuse, psychological, emotional or other abuse. It does not matter whether the abuse was a single incident or a course of incidents.

Sexual violence and abuse can include rape, child sexual abuse, sexual assault, prostitution, female genital mutilation, 'honour' based violence, forced marriage, other harmful practices, sexual harassment, sexual bullying and sexual abuse within partnerships.

In the year ending March 2020, an estimated 2.3 million adults aged 16 to 74 years experienced domestic abuse. The cost of domestic abuse is estimated to be approximately £66 billion for victims of domestic abuse in England and Wales (year ending March 2017)²⁸.

Although anyone can be a victim of domestic abuse, regardless of gender, age, ethnicity, socio-economic status, sexuality or background, domestic abuse is a gendered crime. Evidence shows that rape, sexual offences and domestic abuse are predominantly committed against women and girls, and the vast majority of severe injury and domestic homicide victims are women. Ninety-five per cent of survivors going to multi-agency risk assessment conferences (MARAC) or accessing an Independent Domestic Violence Adviser (IDVA) service are women²⁹.

In spring 2018, the government conducted a public consultation on Transforming the Response to Domestic Abuse. The government response to the consultation and a draft Domestic Abuse Bill were published in January 2019, which set out a series of commitments, both legislative and non-legislative. The Domestic Abuse Act 2021 received Royal Assent on 29 April 2021.

The Act aims to provide further protections to people who experience domestic abuse and strengthen measures to tackle perpetrators. The Act introduces several measures, including:

- the creation of a statutory definition of domestic abuse, emphasising that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse
- placing a duty on local authorities in England to provide accommodation-based support to victims of domestic abuse and their children in refuges and other safe accommodation
- prohibiting perpetrators of abuse from cross-examining their victims in person in the civil and family courts in England and Wales
- creating a statutory presumption that victims of domestic abuse are eligible for special measures in the criminal, civil and family courts
- extending the controlling or coercive behaviour offence to cover post-separation abuse
- providing for a statutory domestic abuse perpetrator strategy
- placing the guidance supporting the Domestic Violence Disclosure Scheme ("Clare's law") on a statutory footing
- providing that all eligible homeless victims of domestic abuse automatically have 'priority need' for homelessness assistance
- ensuring that where a local authority, for reasons connected with domestic abuse, grants a new secure tenancy to a social tenant who had or has a secure lifetime or assured tenancy (other than an assured shorthold tenancy) that this must be a secure lifetime tenancy.

The new duties on local authorities are considerable and will, over time lead to a change in services for victims and survivors of domestic abuse. Part 4 of the Act - the provision of support

²⁸ [The economic and social costs of domestic abuse \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

²⁹ SafeLives (2015), Insights Idva National Dataset 2013-14. Bristol: SafeLives; SafeLives (2014), Marac national dataset 2014. Bristol: SafeLives

to victims of domestic abuse in safe accommodation – creates new duties for London's boroughs and the Greater London Authority (GLA).

The GLA's duties are:

- to assess the need for domestic abuse support across London
- prepare and publish a strategy for the provision of this support
- give effect to the strategy that is, commissioning the provision of support to meet the identified needs
- monitor and evaluate the success of the strategy
- convene a Partnership Board to advise on its exercise of the above duties

London's boroughs have a duty to co-operate with the GLA on all aspects of its new duties. In practice, this could include providing data and information to contribute to the needs assessment, inputting to the development and review of the strategy and commissioning services.

The GLA has been working closely with London Councils and other partners to ensure that membership of the London Partnership Board includes a range of relevant bodies and interests in the capital, which is likely to be over and above the organisations and interests set out in the Act.

As the strategy will include the plan for commissioning services (including gaps in provision, which services are best commissioned or delivered at a pan-London, multi-borough or local level) the GLA is working closely with London Councils to ensure alignment between the new Grants Programme and the GLA's services. To ensure there is enough time for the needs assessment to inform this alignment, London Councils is delaying the call for refuge provision to 2022 and will extend the current refuge services until that time, to provide continuity of support for London's boroughs and residents.

Domestic and sexual abuse statistics

Domestic abuse is often a hidden crime that is not reported to the police, therefore, data held by the police can only provide a partial picture of the actual level of domestic abuse experienced. Many cases will not enter the criminal justice process as they are not reported to the police.

When considering sexual assaults, the Crime Survey for England and Wales showed that around 83 per cent victims of sexual assaults did not report their experience to the police.

Unless otherwise stated, the following information and data are taken from the *London Assembly's Police and Crime Committee report on Domestic Abuse*³⁰ and the *Metropolitan Police, Hate Crime and Special Crime Dashboard*³¹ (data is shown for calendar years, January to December)

- One in ten offences recorded by the MPS involve domestic abuse. The MPS categorises abuse as "any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse: physical, emotional, psychological, sexual, financial. This definition also includes so-called 'honour' based violence, female genital mutilation and forced marriage."
- At the end of 2019 89,488 domestic abuse offences were recorded by the MPS across London.

³⁰ [Police and Crime Committee - Domestic abuse report April 2020.pdf \(london.gov.uk\)](#)

³¹ Metropolitan Police, [Hate Crime and Special Crime Dashboard](#)

- Compared to 2018, recorded domestic abuse offences increased by 4.6 per cent (3,967 offences). There were just over 46,000 recorded domestic abuse offences in 2011.
- The number of recorded domestic abuse offences that involve violence with injury is also rising. In 2019, there were nearly 24,000 offences, compared with 17,500 in 2011.
- The number of domestic homicides in London has fluctuated over the past decade. In 2019, there were 15 domestic abuse homicides, compared with 23 the previous year, and eight in 2017. The highest number of domestic abuse homicides in London in the past decade occurred in 2013, when there were 31 deaths reported.
- Each London borough deals, on average, with over 2,000 domestic abuse offences and 4,000 domestic abuse incidents on an annual basis³². There are variations across London boroughs. For example, there were 7,051 offences in Enfield in 2019, compared to 1,685 in 2011, and 5,858 offences in Barnet in 2019 compared to 1,162 in 2011. This is a 318 per cent and 404 per cent increase, respectively.
- In some cases, the variation in population levels reflects the high number of offences. For example, in 2019 Croydon dealt with over 8,000 offences compared to Kensington and Chelsea with around 2,500 offences (Croydon's population is approximately two and a half times that of Kensington and Chelsea). For other boroughs, those that are experiencing higher levels of deprivation are more likely to experience higher levels of recorded domestic abuse than less vulnerable areas, although domestic abuse takes place across all sections of society and reporting levels differ between more deprived and less deprived areas.
- Forms of domestic abuse have widened. Advances in technology and the increasing use of social media have resulted in new and emerging methods for abuse to take place. This also includes the use of digital technology for offenders to track victims and the installation of CCTV and video equipment in the home. Research conducted in 2017 found that almost half of the women involved in the study said they were monitored online or with technology, and 90 per cent of practitioners surveyed agreed technology was a tool for abuse³³.
- There has been an increase in family related abuse, where offenders are family members of the victim instead of a current or ex-spouse or partner. Although the top three relationships between offenders and victims in 2018 for example, were ex-boyfriends, boyfriends and husbands, there was over a 300 per cent increase of half-sisters, grandmothers and stepsisters as offenders in domestic abuse offences from 2010 to 2018.
- In 2019, the majority (75 per cent) of reported cases that were coded as domestic abuse involved an intimate partner as the suspect. However, a sizeable minority encompassed non partner related crimes (25 per cent), of which 51 per cent of suspects were the child of the victim³⁴.
- Domestic abuse in same-sex relationships is also rising³⁵. There is a lack of reliable statistical data on the experiences of LGBTQ+³⁶ communities experiencing domestic violence and abuse. This includes national and local data on domestic and intimate partnership violence, which currently does not disaggregate data by sexual orientation and

³² As defined by MOPAC, domestic abuse incidents cover reports of domestic abuse and after initial investigation, the police have concluded that no notifiable crime was committed. Domestic abuse offences are incidents of domestic abuse that did result in a crime being recorded by the police. Offences that are domestic abuse-related will be recorded under the respective offence that has been committed, for example, assault with injury. This is because domestic abuse is not a specific criminal offence (source: <https://www.london.gov.uk/node/47640>)

³³ [Tech vs abuse report \(safelives.org.uk\)](https://www.safelives.org.uk/tech-vs-abuse-report)

³⁴ MOPAC Domestic Abuse Deep Dive: An examination of cases from 2019, Evidence & Insight, March 2021

³⁵ Data provided to the London Assembly's Police and Crime Committee by the Metropolitan Police, October 2019

³⁶ Lesbian, Gay, Bisexual, Transgender and Queer or Questioning (LGBTQ+)

gender identity, and therefore does not allow for a UK-wide picture on experiences of LGBTQ+ people experiencing this type of violence³⁷.

- Approximately two per cent of all survivors accessing domestic abuse in England and Wales identify as LGBTQ+³⁸. LGBTQ+ survivors disclosing domestic abuse often report multiple vulnerabilities as a result of their sexual orientation, gender identity, physical/mental ill health or substance abuse. There is a lack of refuge accommodation for LGBTQ+ victims, particularly male victims, but also trans and nonbinary survivors³⁹.
- A YouGov survey (conducted between February and April 2017) asked more than 5,000 lesbian, gay, bi and trans (LGBT) people across England, Scotland and Wales about their life. Responses show that, overall, more than one in ten LGBT people (11 per cent) faced domestic abuse from a partner in the previous 12 months. This included 13 per cent of bi women and 10 per cent of lesbians. Twelve per cent of bi men and seven per cent of gay men reported experiencing domestic abuse from a partner. One in five trans people and non-binary people (both 19 per cent) faced domestic abuse from a partner. This includes 21 per cent of trans men and 16 per cent of trans women. One in six LGBT people aged 18 to 24 (17 per cent) faced domestic abuse from a partner in previous 12 months. The survey shows that Black, Asian and minority ethnic LGBT people are more likely than white LGBT people to experience domestic abuse from a partner, 17 per cent compared to 11 per cent. One in seven LGBT disabled people (15 per cent) experienced domestic abuse⁴⁰.
- The growth of emotional, financial and coercive abuse is a growing issue. The impact of financial and economic abuse can stay with a victim for many years⁴¹, with victims left with debts created by abusers, which impacts on recovery. Repeat victimisation is another growing concern⁴².
- However, there is not a clear picture of the types of abuse being perpetrated in London. This is because police forces are not expected to record the type of domestic abuse reported, making it difficult to determine the true nature and extent of domestic abuse in the capital.
- Overall, criminal justice outcomes for domestic abuse are poor. In London, 15 per cent of all prosecutions in 2018 were for domestic abuse, however the number of referrals from the MPS to the Crown Prosecution Service is falling, and the number of convictions continues to decline⁴³.
- The growing recognition that children witnessing domestic abuse *is* child abuse is now acknowledged in law. The Domestic Abuse Act 2021 includes children as victims of domestic abuse when it is happening in their household. As many as one in seven children and young people under the age of 18 will have lived with domestic violence at some point in their childhood (61.7 per cent of women in refuge on the Day to Count 2017 had children aged under 18 with them)⁴⁴.
- Research into intergenerational theory (sometimes referred to as the cycle of violence) does not indicate a consensus on the children becoming victims or perpetrators based on their childhood experience of domestic violence. Practitioners working in local and national organisations providing services to victims and perpetrators of domestic violence indicate that the issue is more complex, and not all children witnessing domestic violence will

³⁷ Magić, J, and Kelley, P, 2018, [LGBT+ people's experiences of domestic abuse: a report on Galop's domestic abuse advocacy service](#). London: Galop

³⁸ SafeLives, [Free to be Safe: LGBT People Experiencing Domestic Abuse](#), 2018

³⁹ Peter Kelley, Galop, London Assembly Police and Crime Committee, [30 October 2019](#)

⁴⁰ [LGBT in Britain - Home and communities \(stonewall.org.uk\)](#)

⁴¹ Police and Crime Committee, [30 October 2019](#)

⁴² Data provided to the London Assembly's Police and Crime Committee by the Metropolitan Police, October 2019

⁴³ Written evidence provided to the London Assembly's Police and Crime Committee by CPS London, September 2019

⁴⁴ Women's Aid, 2018

inevitably become victims or perpetrators of abuse in adulthood. “Holistic and judgement free” support was viewed as vital to children developing positive and healthy future relationships⁴⁵.

- Men make up a quarter of all victims of domestic abuse in London⁴⁶. However, only five per cent of the people who use domestic abuse services in London are male⁴⁷. In addition, there are no refuge or safe houses for male victims of domestic abuse in the capital (including if they have children or are in a same-sex relationship). Although the number of male victims is relatively low, this does not indicate that there is no demand for domestic abuse services for men.
- There is a lack of specialised domestic abuse services for older people in London. Older people, especially those over 65 who experience abuse, are often referred through adult safeguarding processes rather than domestic abuse processes. Additionally, where domestic abuse does occur, older people may have difficulties in accessing refuge support because of accessibility issues.
- In 2018, around nine per cent of victims of partner abuse identified as Black, Asian or from a minority ethnic community in England. In addition, 17 per cent of high-risk cases discussed in Multi-Agency Risk Assessment Conference’s (MARACs) had victims that identified as Black, Asian or from a minority ethnic community.
- Black, Asian and minority ethnic victims of domestic abuse, specifically women, are likely to face additional barriers to receiving the help that they need. The Office for National Statistics identified that due to the proportion of victims in MARACs that identify as Black, Asian or from a minority ethnic community, there is evidence in the disparities in service provisions compared to other victims⁴⁸.
- Independent Domestic Violence Advocate (IDVA) and other specialist provision, are crucial services in addressing domestic abuse. However, there is a perception that support and services for domestic abuse focuses on high-risk victims rather than tackling issues early on, with some victims missing out on receiving support as they do not meet the threshold of being referred to a MARAC or IDVA service⁴⁹.
- Under-reporting of sexual assaults remains a significant issue. The Crime Survey for England and Wales showed that around 83 per cent of victims of a sexual assault did not report their experience to the police. However, since Operation Yewtree⁵⁰ in 2012 there has been an increase in recorded non-recent sexual offences. Comparing year ending March 2013 (the first full year end following the launch of Operation Yewtree) non-recent sexual offences recorded by the MPS had increased by 134 per cent in the year ending March 2018. Over the same period, recent offences that had occurred less than one year from reporting had also doubled.
- Between March 2018 and March 2019, the rolling 12-month total for rape offences increased by two per cent, and by 15 per cent between March 2017 and 2019. Between March 2018 and March 2019, the rolling 12-month total for sexual offences increased by five per cent, and by 27 per cent between March 2017 and 2019.

⁴⁵ Wagner, J, Jones, S, Tsaroucha, A and Cumbers, H, 2019, Intergenerational Transmission of Domestic Violence: Practitioners' Perceptions and Experiences of Working with Adult Victims and Perpetrators in the UK, Child Abuse Review, Volume 28 (1), 39-51

⁴⁶ MOPAC, [Domestic and Sexual Violence Dashboard](#)

⁴⁷ London Assembly Police and Crime Committee, [30 October 2019](#)

⁴⁸ ONS, [Domestic abuse: findings from the Crime Survey for England and Wales - Appendix tables](#), 22 November 2018

⁴⁹ Lyndsey Dearlove Head of UK Says NO MORE, Hestia and Rachel Nicholas Head of Service for the London Victim and Witness Service, Victim Support, Oral Submission London Assembly Police and Crime Committee 30 October 2019

⁵⁰ Operation Yewtree, the investigation into historic sexual offences committed by Jimmy Saville, was launched in October 2012

- Women and girls are disproportionately affected by rape and sexual offences. In the year ending March 2019, 87 per cent of victims were female. Seventy-four per cent of female victims were under 35 years of age.
- Modern slavery⁵¹ is a complex, harmful, and largely hidden crime. In March 2020, the Office for National Statistics (ONS) published a report⁵², which highlighted the challenges in producing an accurate measure of the prevalence of modern slavery, given the hidden nature of this crime, lack of a definitive source of data and difficulties in establishing a suitable method to accurately quantify the number of victims of modern slavery in the UK. Instead, the ONS report brought together many sources of data relating to modern slavery as monitoring indicators, including the National Referral Mechanism (NRM), Duty to Notify and police recorded crime data from the Home Office.
- Using data collected by charities contracted to provide support to potential victims of modern slavery through the National Referral Mechanism process, the ONS report shows that in the year ending June 2019, 55 per cent of potential victims were female and 44 per cent were male. The type of exploitation experienced varied by the sex of victim. For example, in the year ending June 2019, labour exploitation was mostly experienced by males (86 per cent), whereas domestic servitude and sexual exploitation were predominantly experienced by females (83 per cent and 98 per cent respectively).
- The Home Office's 2018 Annual Report on Modern Slavery⁵³ shows that of the 5,143 people referred to NRM for crime recording purposes in 2017, more than 30 per cent of cases were in London. Data from the MPS shows that in 2013, 187 referrals for modern slavery and human trafficking were made in London. By 2018 that figure rose to 2,346, a 1,154 per cent increase over five years⁵⁴.
- Harmful practices are forms of violence which are committed primarily against women and girls. The most common are forced or early marriage, so called 'honour' based violence, female genital mutilation or cutting (FGM) and other lesser reported forms such as faith-based abuse, acid attacks, corrective rape and others. Harmful practices occur across all sexes, sexual identities and genders. They are not unique to a culture or religion.
- Available data on the prevalence of harmful practices presents a patchy and incomplete picture due to issues such as under-reporting, a lack of uniform and systematic recording systems, misunderstanding around definitions. The MPS does record instances of forced marriage and honour-based violence, but as the numbers are small, the data is probably more indicative of the challenge of identifying and reporting these practices.
- From the 1980s a range of health and legal initiatives started to tackle FGM in the UK. FGM has been illegal in the UK since 1985, and the law was strengthened with the FGM Act 2003. Forced marriage was criminalised in the UK in 2014. Whilst there is no specific offence of honour-based crime, it is an umbrella term used by the Crown Prosecution Service (CPS) to encompass various offences covered by existing legislation. Although cases are prosecuted under the specific offence committed e.g. common assault, inflicting grievous bodily harm, stalking and harassment, kidnap, rape, threats to kill and murder, the CPS flags any criminal offences committed as honour crimes.
- The FGM Enhanced Dataset⁵⁵ is a repository for individual level data collected by healthcare providers in England, including acute hospital providers, mental health providers and GP practices. When considering the number of individual attendances⁵⁶ by

⁵¹ [A typology of modern slavery offences in the UK \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/854442/a-typology-of-modern-slavery-offences-in-the-uk.pdf)

⁵² [Modern slavery in the UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/people-and-population/modern-slavery)

⁵³ [2018 annual report on modern slavery \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/854442/2018-annual-report-on-modern-slavery.pdf)

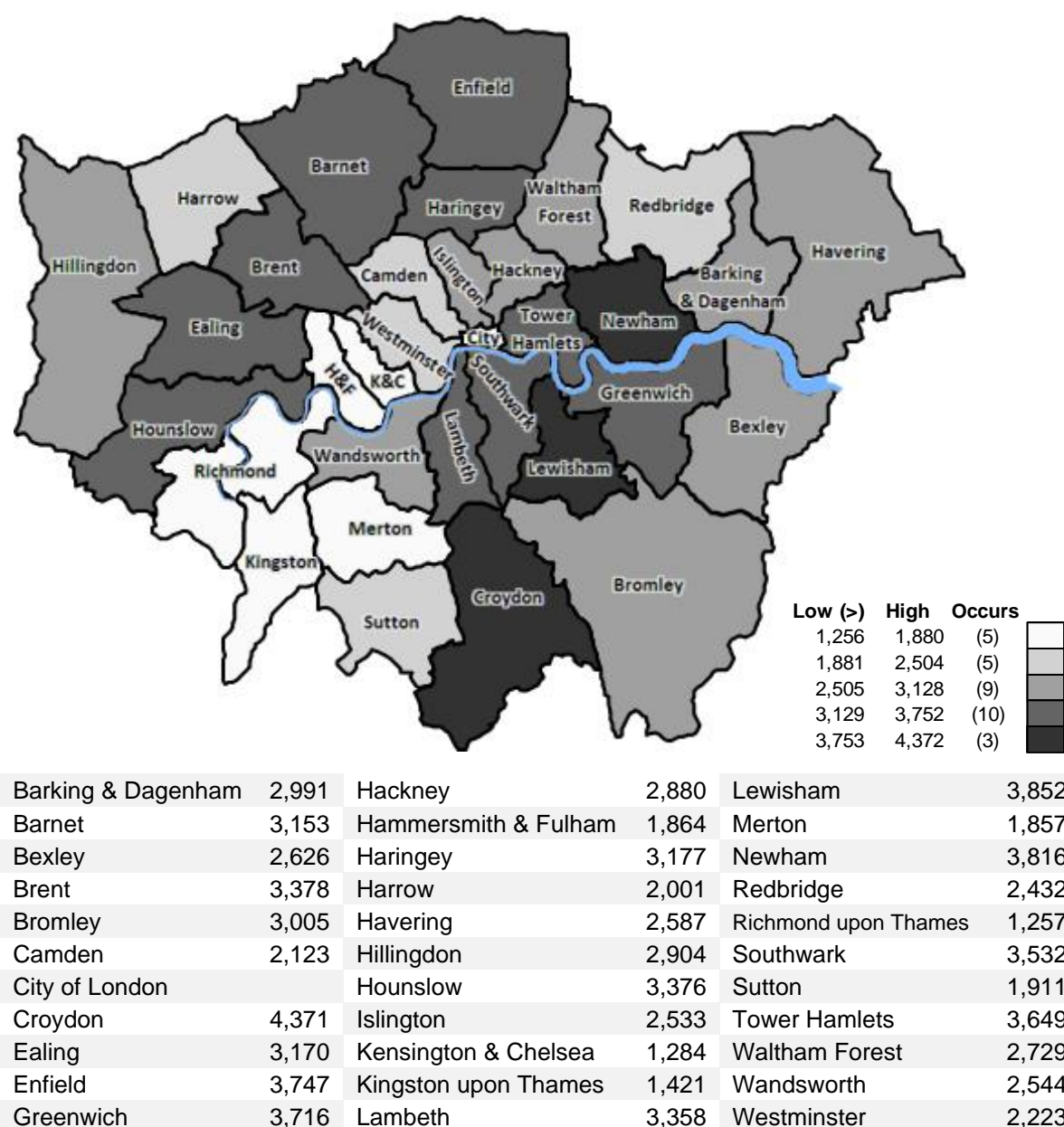
⁵⁴ [London Assembly letter- Modern slavery.pdf](https://london-assembly.uk/assets/letters/modern-slavery.pdf)

⁵⁵ [Female Genital Mutilation - NHS Digital](https://nhs.uk/fgm-enhanced-dataset)

⁵⁶ Individual attendances refer to all patients in the reporting period where FGM was identified or a procedure for FGM was undertaken (each patient is only counted once)

NHS Commissioning Region⁵⁷ for the period April 2019 to March 2020, 43.3 per cent (2,820) individual attendances were recorded in the London Commissioning Region (45 per cent (2,850) in 2018-19).

Chart 5: Number of domestic abuse offences recorded by the MPS, 2019



⁵⁷ NHS commissioning region is derived from the woman or girl's postcode of usual address

Conclusion

This needs analysis shows the scale of homelessness and domestic and sexual abuse in London. It also shows that Covid-19 did not cause homelessness or domestic abuse, but it has complicated some of the factors associated with both.

Homelessness statistics show that substantial numbers of homeless applicants still reach the end of the HRA operational procedures without having secured settled accommodation. It is predicted that the economic aftermath of Covid-19 risks a substantial rise in homelessness, including rough sleeping. Significant amounts of homelessness emergency funding have been made available by central government during the pandemic, which is welcomed. However, these were often highly specified, short-term funding pots, focused on rough sleeping. The speed with which the capital budget in the Next Steps programme was required to be spent was argued, by some, as undermining the ability to deploy these resources strategically.

A UK wide survey looking at destitution⁵⁸ (begun in 2015) adopted a broad three-way classification of destitute households. One of the classifications, complex needs, includes people who report experiencing two or more of the following in the past 12 months: *homelessness*, drug or alcohol problems, offending, *domestic violence* or begging.

In 2019, the study shows that 45 percent of those destitute in London were homeless (this included seven per cent sleeping rough and 17 per cent in unsuitable temporary accommodation). Another 29 per cent had been at risk of homelessness.

Resource pressures on statutory and voluntary services that support victims of sexual offences are acute. While 15 per cent of all recorded sexual offences take place in the capital, only six per cent of government funding comes to London. Demand for support services for women has increased by 83 per cent since 2010, yet over the same period, funding declined by 50 per cent⁵⁹.

Domestic abuse has risen relentlessly since 2010 and the nature of domestic abuse has evolved with new technologies. While lockdowns may have affected both incidence of domestic abuse and the likelihood of reporting it, some analysis shows that almost all the increase in domestic abuse calls to the police in the first lockdown were driven by third party reporting⁶⁰. Awareness of domestic abuse as a major social issue, and the devastating impact it has on individuals and families, has improved extraordinarily over recent months, but there is more to do to keep the issue of domestic and sexual abuse firmly in the public eye and make it everyone's business to end it.

Covid-19 has brought to wider consciousness inequalities in areas from healthcare to technology. The murder of George Floyd in America sparked demonstrations worldwide, protesting the systematic racism that overwhelmingly impacts Black communities.

This needs analysis shows the unequal impact of homelessness and domestic and sexual abuse. London's diverse communities require services that recognise and respond to that diversity, ensuring that necessary differences in services deliver the same positive outcomes.

The pandemic has had a strikingly positive effect on collaboration. The huge shift in ways of working across statutory and voluntary services and the demand to provide an unprecedented level of support led to a strengthening of relationships. The collaboration, creativity and resourcefulness seen over the past year and half needs to endure to fulfil the vision that is needed to truly transform services and create opportunities for people to have choice and control to achieve their goals⁶¹.

⁵⁸ People are defined as experiencing destitution if they have lacked two or more of following in past month because they cannot afford them: shelter, food, heating, lighting, clothing and footwear, basic toiletries, or if their income is so low, and they have no savings, such that they are unable to purchase these essentials for themselves

⁵⁹ [Review of Compliance with the Victims' Code of Practice \(london.gov.uk\)](https://www.london.gov.uk/press-releases/narrative/review-compliance-victims-code-practice)

⁶⁰ Ivandić, R, Kirchmaier, T, Linton, B, 2020, Changing patterns of domestic abuse during Covid-19 lockdown, London: Centre for Economic Performance

⁶¹ [Good and bad help: How purpose and confidence transform lives, Nesta](https://www.nesta.org.uk/good-and-bad-help-how-purpose-and-confidence-transform-lives)

Programme Requirements

Programme duration

Services will be expected to start on 1 April 2022 and will complete on 31 March 2026. Funding throughout the life of the programme will be subject to performance, compliance with grant conditions and availability of resources.

Geographical coverage

Applicants will need to demonstrate how they will provide services for all 32 London boroughs, and the City of London.

Partnerships

Due to the pan-London coverage necessary to address the specifications, it is anticipated that some applicants will form partnerships.

London Councils welcomes partnerships that include specialist led-by-and-for organisations that can bring lived experience, gender and culturally appropriate services to the programme.

London Councils funds partnerships via a lead partner. Whilst the lead partner will be required to comply with conditions of grant on behalf of all the partner organisations, all partners must meet the London Councils eligibility criteria.

Lead partners will need to put partnership agreements in place that, as a minimum, specify terms of reference, terms of grant, roles and responsibilities, and dispute resolution.

The lead partner will be responsible for undertaking due diligence, will be accountable for all grant funds and will be responsible for reporting to London Councils.

General requirements

Applicants must demonstrate:

- a track record of working collaboratively with boroughs and other statutory and voluntary agencies
- a track record of specialist work in the field of homelessness or domestic and sexual abuse **AND** a track record of specialist work with the target group(s) identified in the specification(s)
- how they will deliver non-statutory services that add value to, and do not duplicate, existing local services **AND/OR** engage and cooperate with boroughs to provide support where a statutory duty is owed
- how they will provide services to all parts of London in ways that extend beyond premises-based activities (for example, satellite provision, hub-and-spoke, outreach services, remote and online services)
- how they will achieve the outcomes included in the specification and how they will evaluate the impact of their work in relation to achieving the aim of the programme - to reduce homelessness and domestic and sexual abuse
- a multi-agency approach, with effective relationships and referral mechanisms to and from local services (for example, local authorities, local voluntary sector organisations, community organisations, the NHS and other health services, housing providers, the Metropolitan Police Service)

- how they will actively involve people with lived experience in decision making processes, and review and adapt services in response to feedback from people who have accessed their services
- how service delivery can be adapted and continued, at short notice, in response to government advice in relation to local, national or global emergencies
- how culturally responsive approaches to serving London's diverse population will be built into proposed services
- how proposed services will meet the requirements of the Equality Act 2010 (how services will be responsive to the needs of people with protected characteristics).

For specialist and service specific requirements, please refer to the service specifications.

Monitoring and reporting

Successful organisations will need to have robust tracking and reporting systems in place. Organisations that intend to lead a partnership will need to ensure that systems count people accessing support across the partnership once, only, for monitoring and reporting purposes.

In the context of the General Data Protection Regulation (GDPR), successful organisations will be data controllers and will be accountable for the quality, integrity, and protection of their data.

Monitoring requirements will be considerable, particularly for partnerships. Borough level reporting will be required, and successful applicants will need appropriate evidence-based tools and systems in place to demonstrate a strong, direct association between the support that is delivered, and the outcomes claimed. Applicants need to factor systems capability, capacity and administration into their costs.

A standard reporting tool (an Excel workbook) will be provided and will need to be completed and submitted on a quarterly basis to meet the requirements of the Grants Committee. Additional annual reporting will also be required.

Quarterly performance information will feed into a 'Red, Amber Green' (RAG) rating system, which will be used to report progress to the Grants Committee and trigger performance improvement interventions.

From time to time, other information will be required from successful organisations, for example, annual audited accounts, confirmation of insurance renewal (e.g. employer's liability), case studies, information to support ad hoc queries from boroughs and Grants Committee members.

A nominated London Councils officer will provide support and challenge to successful organisations, review monitoring returns and other information/reports, and conduct monitoring visits, either virtually or in person.

London Councils will test and validate its approach to monitoring throughout the life of the grant. This will start at the pre-agreement stage, where London Councils will explore what information successful organisations can provide from their own reporting systems, whether there is alternative information that might be gathered more cost-effectively and how we assure the reliability of the information that London Councils asks for.

Whilst London Councils will specify services and outcomes at the beginning of the programme, applicants can propose bespoke outcomes at the application stage, particularly for specialist services. The programme will be reviewed annually, and delivery partners can recommend the development of other outcomes with the grants team as part of this review.

Annual reviews will also take account of emerging developments from the work that the boroughs and the London Recovery Board are undertaking to support London's recovery and renewal; the changes that will take place as the Domestic Abuse Act is fully implemented; the objectives of the Mayor's new Police and Crime Plan to 2025, particularly in relation to

addressing violence against women and girls; the policy changes that will occur as new legislation (announced in the Queen's Speech 2021⁶²) is enacted, especially in regard to the Planning Bill.

The annual review process is designed to ensure that the programme takes account of a changing environment and provide grants partners the space to innovate and take a flexible approach to shaping services, whilst retaining a focus on the impact we want to achieve.

⁶² [Queen's Speech 2021- Background Briefing Note \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/95421/Queen-s-Speech-2021-Background-Briefing-Note.pdf)

Service Specifications

Homelessness

- 1.1 Prevention and targeted intervention
- 1.2 Prevention and targeted intervention for rough sleepers
- 1.3 Prevention and targeted intervention for young people
- 1.4 Homelessness – Improving the response to homelessness in London (working with housing and homelessness organisations and professionals)

Domestic and sexual abuse

- 2.1 Prevention (children and young people)
- 2.2 Specialist advice, counselling and support (for medium risk survivors (including post-IDVA/ISVA) and target groups not accessing general provision)
- 2.3 Helpline services (advice and support, access to refuge provision)
- 2.5 Domestic and Sexual Abuse - Improving the response to domestic and sexual abuse in London (working with domestic and sexual abuse organisations and professionals)
- 2.6 Services for people affected by harmful practices

1.1 Homelessness - prevention and targeted intervention

Indicative budget

£1million per annum

TOTAL £4million over four years

Service aim - what we want to achieve with your help

Prevent and alleviate homelessness - through intensive support to key target groups; support to sustain accommodation/tenancies; support to increase individual resilience and independence.

Services - the types of services we want to fund and the people we want you to help

London Councils anticipates that the successful applicant(s) will deliver a range of support services for key target groups to achieve the outcomes specified below.

Typical elements of service may include (but are not limited to):

- tailored and targeted housing advice and support
- tenancy brokerage and sustainment
- awareness raising and negotiation with landlords
- PRS advice and support
- housing support solutions using the Housing First approach
- financial hardship and debt advice
- access to health services
- access to specialist support services - physical and mental health, drug and alcohol rehabilitation, domestic and sexual abuse
- access to employment support.

Applicants should reflect the different needs of inner and outer London, movement of people across London and the availability of temporary accommodation in their delivery plans.

The service is for individuals aged 25 and over⁶³, with needs that are best addressed through pan-London provision:

- individuals managing immediate, temporary issues, such as, fleeing violence, prison release
- people with minimal local authority connection
- individual not deemed as high priority at local authority level
- people that reach the end of the post-Homelessness Reduction Act operational procedures without having secured settled accommodation
- individuals who need specialist services support to help them access/transition to mainstream services.

⁶³ Refer to the service specification for Service Area 1.3 for younger adults

Target groups

Services should reach adults aged 25 and over:

- with mental health support needs
- who are disabled or have a learning disability
- with multiple/complex needs (including drug and alcohol dependency/recovery needs)
- who are prisoners, offenders released on licence, or ex-offenders
- with no recourse to public funds and/or precarious or insecure immigration status
- who are EEA migrants
- who are LGBTQ+
- who are Black or Asian
- from minority ethnic communities
- who are affected by domestic abuse and/or sexual violence
- who are victims of trafficking or modern slavery
- who are hidden from homelessness statistics - those in unsuitable or precarious accommodation, sofa surfers etc.
- who are unemployed or who are on low incomes.

Outcomes

Homelessness is prevented - people at risk of homelessness do not become homeless

- Number of people assisted to obtain crisis or intermediate short-term accommodation
- Number of people assisted to prevent eviction.

People maintain suitable accommodation

- Number of people assisted to obtain suitable, stable settled accommodation by accommodation type - PRS, social housing, shared, family or friend accommodation
- Number of people assisted to sustain tenancies/accommodation for six months
- Number of people assisted to sustain tenancies/accommodation for 12 months
- Number of people with landlord property issues resolved (for example, disrepair) and/or able to maintain or supported to obtain alternative tenancy⁶⁴.

People gain greater personal resilience

- Number of people with improved mental health
- Number of people with improved physical health
- Number of people with improved life skills⁶⁵

⁶⁴ London Councils will require evidence from the successful applicant(s) that systems are in place to prevent double counting against the 'number assisted to obtain... accommodation' outcome

⁶⁵ London Councils recognises that life skills encompass a large group of psycho-social and interpersonal skills, which can help people to make informed decisions, communicate effectively and develop coping and self-management skills that may help an individual to lead a healthy and productive life. London Councils expects the successful applicant(s) to use robust evidence-based tools for measuring and supporting change that can demonstrate a strong, direct association between the support delivered and the outcome.

- Number referred to employment support⁶⁶.

Specific/specialist requirements

Applicants must demonstrate:

- that staff who will undertake advice work for people with no recourse to public funds and people with insecure immigration status are OISC registered to the appropriate level OR that agreed referral plans with a specialist immigration advice partner are in place
- please also refer to the General Requirements on page 24.

⁶⁶ Successful applicant(s) will not be required to track all individuals' progress and outcomes, but you may be asked to provide information on a sample of referrals; you should ensure you have arrangements in place to enable you to do this, particularly if you will be using external employment support

1.2 Homelessness – prevention and targeted intervention for rough sleepers

Indicative budget

£250,000 per annum

TOTAL £1million over four years

Service aim - what we want to achieve with your help

End rough sleeping - through early intervention support for people at high risk of homelessness and targeted support for people who are street homeless.

Services - the types of services we want to fund and the people we want you to help

London Councils anticipates that the successful applicant(s) will deliver a range of support services for people at high risk of homelessness or who are street homeless to achieve the outcomes specified below.

Typical elements of service may include (but are not limited to):

- prevention services for people at high risk of street homelessness
- through the gate wrap-around support
- night/early morning outreach to help people off the streets and into accommodation
- supporting boroughs with rough sleeping hotspots
- advice about routes out of rough sleeping
- housing options advice
- tenancy brokerage
- tailored support for women sleeping rough
- support to reconnect with family/friends
- support for migrant workers
- access to accommodation
- access to specialist support services - physical and mental health, drug and alcohol rehabilitation, domestic and sexual abuse
- access to specialist advice – debt and finance, legal, immigration
- access to employment support.

Applicants should reflect the different needs of inner and outer London, movement of rough sleeping hotspots, and the availability of accommodation for rough sleepers/temporary accommodation for those at risk in their delivery plans.

The service is an all age service, aimed at people who at high risk of sleeping rough or who are rough sleeping.

Outcomes

Rough sleeping is reduced - people who are at risk or are street homeless are helped into accommodation

- Number of people assisted to obtain crisis or intermediate short-term accommodation

People maintain suitable accommodation

- Number of people assisted to obtain suitable, stable settled accommodation by accommodation type - PRS, social housing, shared, family or friend accommodation
- Number of people assisted to sustain tenancies/accommodation for six months
- Number of people assisted to sustain tenancies/accommodation for 12 months
- Number of people with landlord/property issues resolved that affect tenancy sustainability (for example, timely rent payments, understanding responsibilities to landlords and other tenants).

People gain greater personal resilience

- Number of people with improved mental health
- Number of people with improved physical health
- Number of people with improved life skills⁶⁷
- Number of people referred to employment support⁶⁸.

Specific/specialist requirements

Applicants must demonstrate:

- that staff who will undertake advice work for people with no recourse to public funds and people with insecure immigration status are OISC registered to the appropriate level OR that agreed referral plans with a specialist immigration advice partner are in place
- please also refer to the General Requirements on page 24.

⁶⁷ London Councils recognises that life skills encompass a large group of psycho-social and interpersonal skills, which can help people to make informed decisions, communicate effectively and develop coping and self-management skills that may help an individual to lead a healthy and productive life. London Councils expects the successful applicant(s) to use robust evidence-based tools for measuring and supporting change that can demonstrate a strong, direct association between the support delivered and the outcome.

⁶⁸ Successful applicant(s) will not be required to track all individuals' progress and outcomes, but you may be asked to provide information on a sample of referrals; you should ensure you have arrangements in place to enable you to do this, particularly if you will be using external employment support

1.3 Homelessness - prevention and targeted intervention for young people

Indicative budget

£1million per annum

TOTAL £4million over four years

Service aim - what we want to achieve with your help

Prevent an alleviate homelessness for your people aged 18 to 24 - through intensive support; support to sustain accommodation/tenancies; support to increase individual resilience and independence.

Services - the types of services we want to fund and the people we want you to help

London Councils anticipates that the successful applicant(s) will provide early interventions through a range of support services to achieve the outcomes specified below.

Typical elements of service may include (but are not limited to):

- access to appropriate accommodation
- tailored housing advice and support
- financial hardship and debt advice
- counselling/access to counselling
- support with reconnecting to family (where it is safe and appropriate to do so)
- partnership working to develop economically viable housing options for young people
- housing support solutions using the Housing First approach
- peer mentor support
- support to develop independent living skills
- access to health services
- access to specialist support services - physical and mental health, drug and alcohol rehabilitation, domestic and sexual abuse
- access to education and training
- access to employment support.

The service is for young people aged 18 to 24⁶⁹, with needs that are best addressed through pan-London provision:

- young people managing immediate, temporary issues, such as, fleeing violence⁷⁰, prison release
- young people with minimal local authority connection
- young people not deemed as high priority at local authority level

⁶⁹ Refer to the service specification for Service Area 1.1 for adults aged 25 and over

⁷⁰ This programme does not focus on gang violence. The Mayor's Office for Policing and Crime has invested £1.91million in the London Gang Exit programme, led by Safer London. The investment in London Gang Exit builds on intervention coaches already funded by London's Violence Reduction Unit.

- young people who need specialist services support to help them access/transition to mainstream services.

Target Groups

Services should reach young people aged 18 to 24:

- with mental health support needs
- who are disabled or have a learning disability
- with multiple/complex needs
- who are care leavers
- who are prisoners, offenders released on licence, or ex-offenders
- with no recourse to public funds and/or precarious or insecure immigration status
- who are EEA migrants
- who are LGBTQ+
- who are Black or Asian
- from minority ethnic communities
- at risk of/experiencing sexual exploitation or domestic abuse
- who are victims of trafficking or modern slavery
- who are hidden from homelessness statistics - those in unsuitable or precarious accommodation, sofa surfers, etc.
- who are unemployed or who are on low incomes.

Outcomes

Homelessness is prevented - Young people at risk of homelessness do not become homeless

- Number of people assisted to obtain crisis or intermediate short-term accommodation

People maintain suitable accommodation

- Number of people assisted to obtain suitable, stable settled accommodation by accommodation type - PRS, social housing, shared, family or friend accommodation
- Number of people assisted to sustain tenancies/accommodation for six months
- Number of people assisted to sustain tenancies/accommodation for 12 months
- Number of people with landlord/property issues resolved (for example, disrepair, required adaptations) and/or able to maintain or supported to obtain alternative tenancy⁷¹

People gain greater personal resilience

- Number of people with improved mental health
- Number of people with improved physical health

⁷¹ London Councils will require evidence from the successful applicant(s) that systems are in place to prevent double counting against the 'number assisted to obtain... accommodation' outcome

- Number of people with improved life skills⁷²
- Number of people referred to education and training opportunities⁷³
- Number of people referred to employment support⁷⁴.

Specific/specialist requirements

Applicants must demonstrate:

- experience in specialist approaches/practice in engaging and supporting young people
- that staff who will undertake advice work for people with no recourse to public funds and people with insecure immigration status are OISC registered to the appropriate level OR that agreed referral plans with a specialist immigration advice partner are in place
- please also refer to the General Requirements on page 24.

⁷² London Councils recognises that life skills encompass a large group of psycho-social and interpersonal skills, which can help people to make informed decisions, communicate effectively and develop coping and self-management skills that may help an individual to lead a healthy and productive life. London Councils expects the successful applicant(s) to use robust evidence-based tools for measuring and supporting change that can demonstrate a strong, direct association between the support delivered and the outcome.

⁷³ A sustained programme/package of education or training lasting 12 weeks or more

⁷⁴ Successful applicant(s) will not be required to track all individuals' progress and outcomes, but you may be asked to provide information on a sample of referrals; you should ensure you have arrangements in place to enable you to do this, particularly if you will be using external employment support

1.4 Homelessness – Improving the response to homelessness in London (working with housing and homelessness organisations and professionals)

Indicative budget

£200,000 per annum

TOTAL £800,000 over four years

Service aim - what we want to achieve with your help

Prevent homelessness and increase housing options – by improving the services delivered by frontline housing and homelessness organisations and professionals.

Services - the types of services we want to fund

London Councils anticipates that the successful applicant(s) will provide a range of support services to achieve the outcomes specified below.

Typical elements of service may include (but are not limited to):

- advice and guidance on current best practice
- general advice on housing rights and options (for voluntary sector organisations that are not specialists in housing and homelessness)
- training, including training on current (and future) legislation and policy that impact housing rights (group and bespoke to organisations)
- specialist briefing sessions (for example, housing options and new schemes, welfare benefits, developing culturally responsive services, developing trauma-informed approaches, demonstrating impact, topic talks led by local authority Housing Directors, etc.)
- consultancy for housing advisers
- information resources/knowledge hubs (bespoke to the audience - voluntary sector organisations, social and private landlords, housing professionals working in statutory services, etc.)
- partnership brokerage
- staff wellbeing training for small voluntary organisations
- support with equalities audits and equalities impact assessments
- research on alternative housing options
- needs analysis (of London's residents, housing and homelessness frontline organisations)
- *see Developing the Service, below.*

The service is for voluntary sector frontline housing and homelessness organisations (small/medium sized), including organisations funded by London Councils through this programme, housing professionals (in statutory and non-statutory services) and social and private landlords.

London Councils expects the successful organisation(s) to:

- work with local authority housing departments to ensure voluntary sector services are aligned with and support local authorities in discharging their statutory duties
- liaise with the London Councils Strategic Lead for Housing and Planning and the GLA Housing Programmes and Service team on matters of London-wide housing and homelessness policy

- liaise with the G15⁷⁵ to remain abreast of the housing offer to London
- work with the organisation(s) that delivers services to domestic and sexual abuse frontline organisations and professionals (see service specification 2.5).

Developing the service

London Councils would like to explore with the successful applicant(s) how best to support the resilience of the voluntary and community sector and the people in it. London Councils would like applicants to propose:

- a programme of work (in year one) to examine and develop new models of practice for mental health, well-being and personal development that lead to greater resilience.

Outcomes

Prevent homelessness – frontline organisations improve the quality and expertise of their services

- Number of organisations with increased knowledge of housing and homelessness legislation, specifically the Homeless Reduction Act 2017 and the Domestic Abuse Act 2021
- Number of organisations with increased knowledge of policy and best practice in service delivery
- Number of organisations with improved working relationships with local authority statutory services.

Increase housing options – housing professionals, social and private landlords and other relevant local services are more aware of the support available to their clients from the voluntary sector

- Number of voluntary sector organisations able to demonstrate increased working relationships (with landlords, housing professionals, other local services)
- Number of landlords/housing professionals with increased knowledge of housing and equalities law
- Number of landlords/housing professionals with increased knowledge of housing and homelessness legislation, policy and best practice in client support

Frontline voluntary sector organisations are more resilient

- Number of organisations with an increased understanding of funding opportunities and application procedures
- Number of organisations with improved ability to evidence and demonstrate the impact of their services
- Number of organisations with improved ability to develop partnerships/collaborations to improve services.

Specific/specialist requirement

- Please refer to the General Requirements on page 24.

⁷⁵ The G15 is the group of London's largest housing associations. [G15 - Who we are](#)

2.1 Domestic and Sexual Abuse - prevention (working with children and young people)

Indicative budget

£250,000 per annum

TOTAL £1million over four years

Service aim - what we want to achieve with your help

Prevent domestic and sexual abuse - through addressing the condoning of domestic abuse and sexual violence (including child sexual exploitation), increasing awareness of myths, warning signs, and the ingredients for healthy relationships.

Services - the types of services we want to fund and the people we want you to help

London Councils anticipates that the successful applicant(s) will provide a range of interventions in schools⁷⁶ and other youth settings to achieve the outcomes specified below.

Typical elements of service may include (but are not limited to):

- group talks and workshops
- resource materials (for young people and professionals)
- access to support for children and young people who disclose (children and young people who disclose **must** be provided with support)
- development of whole school/organisation approaches to healthy relationships
- equipping professionals with the knowledge and skills to deliver key messages
- support for schools/organisations to improve relevant policies and procedures
- support for schools to embed key messages in Relationships Education, Relationships and Sex Education and Health Education.

The service is for children and young people, teachers and support staff, youth workers, borough officers and other professionals supporting children and young people.

Outcomes

Domestic and sexual abuse is prevented or reduced - children and young people can recognise healthy relationships

- Number of people who can identify the components of healthy relationships
- Number of people who can identify at least one warning sign of domestic or sexual abuse
- Number of people enabled to make positive choices for themselves
- Number of people who know where to get support
- Number of people who communicate with their peers in a way that reflects a change in knowledge and attitudes about healthy relationships.

⁷⁶ State schools: maintained schools, independent schools (academies, free schools and alternative provision academies), pupil referral units.

Domestic and sexual abuse is prevented or reduced - professionals understand the facts and risk factors relating to domestic abuse and sexual violence

- Number of professionals reporting increased confidence in addressing issues with children and young people
- Number of professionals reporting increased knowledge, awareness and commitment to ensuring the work is embedded
- Number of schools with the learning incorporated into policies and procedures.

Specific/specialist requirements

Applicants must demonstrate:

- a sound knowledge of local safeguarding procedures and referral routes
- that delivery plans include girl and boy only sessions to enable disclosure
- that delivery will support the work of the Mayor's Office for Policing and Crime (MOPAC) to reduce violence against women and girls in London and change the culture that enables this to happen
- how they will liaise with relevant borough officers to plan delivery in each borough
- a knowledge of different educational stages and settings e.g. primary, secondary, academies, free schools, special schools, pupil referral units
- please also refer to the General Requirements on page 24.

2.2 Domestic and Sexual Abuse - specialist advice, counselling and support (for medium risk survivors (including post-IDVA/ISVA) and target groups not accessing general provision)

Indicative budget

£1.75million per annum

Total £7million over four years

Service aim - what we want to achieve with your help

Increase the safety and wellbeing of people who have experienced domestic abuse and/or sexual violence - through intensive support to help them towards safe choices and independent lives.

Services - the types of services we want to fund and the people we want you to help

London Councils anticipates that the successful applicant(s) will deliver a range of interventions to help people access the resources they need to make safe choices, rebuild their lives and move to independence.

Typical elements of service may include (but are not limited to):

- tailored support to individual needs
- access to counselling
- gender specific support
- resources for digital/on-line safety
- advice and guidance about legal rights
- advice and support with financial and debt issues
- access to advice and support for people with no recourse to public funds and/or precarious/insecure immigration status
- support groups
- family support to assist overall family health and stability
- specialist wrap-around IDVA/ISVA support and post-IDVA/ISVA support
- MARAC referrals
- support for people exploited through prostitution
- emotional and practical support
- access to legal support with non-molestation orders, occupation orders, injunctions or orders for damages, orders to stop a tort or claim damages
- access to pre- during and post-court support (emotional and legal support)
- access to housing options advice and safe, accessible housing
- access to health services for physical and psychological recovery
- access to employment support.

Applicants should reflect in their delivery plans: how they will work with local authority, housing and health services and how (when necessary) they will continue to support people as they move across/within London to enable access to appropriate services.

The service is for medium risk and repeat victims and survivors, including people moving out of local IDVA/ISVA support.

Target groups

Services should reach:

- disabled people and people with learning disabilities
- people with no recourse to public funds and/or precarious or insecure immigration status
- LGBTQ+ people
- Black and Asian people
- people from minority ethnic communities
- young women and men at risk of or experiencing sexual exploitation
 - older people.

Outcomes

People can make safe choices (supporting a reduction in domestic abuse and sexual violence over time)⁷⁷

- Number of people experiencing greater feelings of safety
- Number of people with a safety plan
- Number of people with continuing support to sustain new lives.

People rebuild their lives and move to independence

- Number of people who can rebuild their lives and move to independence (demonstrated through recognised evidence-based tools for measuring and supporting change over time)⁷⁸
- Number of tenancies secured
- Number of tenancies sustained for six months
- Number of people accessing health services
- Number of people accessing employment support.

Domestic or sexual abuse is prevented or reduced - professionals can access specialist and additional support for people at risk/affected by domestic or sexual abuse

- Local authority officers and local IDVAs/ISVAs can access additional support to wrap around existing services, or make referrals into the service

⁷⁷ The primary outcome is the experience of the person being supported. Victim-facing programmes can provide support, information, assistance, and/or immediate safety for survivors, but they are generally not designed to decrease the perpetrator's abuse as this implies that survivors are responsible for the violence perpetrated against them.

⁷⁸ London Councils expects evidence-based tools that measure and support change over time to demonstrate the sustainable changes in an individual that can contribute to independence, for example, improved self-esteem, motivation, confidence, emotional health and wellbeing, physical health etc.

Specific/specialist requirements

Applicants must demonstrate:

- that staff who will undertake advice work for people with no recourse to public funds and people with insecure immigration status are OISC registered to the appropriate level OR that agreed referral plans with a specialist immigration advice partner are in place
- that counsellors are accredited and registered with the British Association for Counselling and Psychotherapy
- that delivery will support the work of the Mayor's Office for Policing and Crime (MOPAC) to reduce violence against women and girls in London and change the culture that enables this to happen
- please also refer to the General Requirements on page 24.

2.3 Domestic and Sexual Abuse - helpline services (advice and support, access to refuge provision)

Indicative budget

£300,000 per annum

TOTAL £1.2million over four years

Service aim - what we want to achieve with your help

People affected by domestic and sexual abuse can access the help they need – through advice, support and access to emergency refuge provision

Services - the types of services we want to fund and the people we want you to help

London Councils anticipates that the successful applicant(s) will deliver a range of interventions to help people get the support they need to achieve the outcomes specified below.

Typical elements of service may include (but are not limited to):

- helpline advice and support - over the phone, secure email/webform, on-line chat
- advice, support and access to resources for digital/on-line safety
- advice and information about legal options
- advice and information about welfare rights
- risk assessment, crisis and safety planning
- access to refuge provision
- advice about housing options
- access and referral arrangements to specialist services in people's local communities
- arrangements for borough officers to access assistance for their residents
- *see Developing the Service, below.*

Applicants should reflect in their delivery plans how they develop an understanding of specialist local services and how they will ensure robust referral pathways.

The service is for people seeking advice and emergency support with all forms of domestic abuse and sexual violence, including victims, family members, friends, concerned neighbours, borough officers and professionals in the statutory and voluntary sector seeking advice.

Developing the service

London Councils would like to explore with the successful applicant(s) the feasibility of improving connections into locally managed domestic abuse helplines (we recognise that complex confidentiality and trust issues would need to be considered).

Outcomes

Increased survivor safety over time - people experiencing/fleeing domestic abuse and/or sexual violence can access information, advice and emergency refuge accommodation

- Number of people referred to a refuge
- Number of people referred to alternatives to refuge e.g. reciprocal arrangements for secure tenancies
- Number of people referred to other general services (welfare, housing, legal rights)
- Number of people referred to other specialist services (specialists in supporting victims of domestic and sexual abuse, counselling).

Incidences of domestic and sexual abuse are reduced - London boroughs can access refuge provision for local people affected by domestic abuse (dedicated support)

- Borough professionals report being able to respond to service users' needs
- Borough professionals indicate satisfaction with the service.

Specific/specialist requirements

Applicants must demonstrate:

- that delivery will support the work of the Mayor's Office for Policing and Crime (MOPAC) to reduce violence against women and girls in London and change the culture that enables this to happen
- please also refer to the General Requirements on page 24.

2.5 Domestic and Sexual Abuse - Improving the response to domestic and sexual abuse in London (working with domestic and sexual abuse organisations and professionals)

Indicative budget

£200,000 per annum

TOTAL £800,000 over four years

Service aim - what we want to achieve with your help

People affected by domestic and sexual abuse can access the help they need – by improving the services delivered by frontline domestic and sexual abuse organisations and professionals.

Services - the types of services we want to fund

London Councils anticipates that the successful applicant(s) will provide a range of support services to achieve the outcomes specified below.

Typical elements of service may include (but are not limited to):

- advice and guidance on current best practice
- general advice on rights and options (for voluntary sector organisations that are not specialists in domestic and sexual abuse)
- training, including training on current (and future) legislation and policy that impact people affected by domestic and sexual abuse (group and bespoke to organisations)
- specialist briefing sessions (for example, housing options for survivors, alternatives to refuge, welfare benefits, harmful practices, developing culturally responsive services, understanding immigration status and rights, demonstrating impact, etc.)
- briefing sessions on support services for perpetrators
- information resources/knowledge hubs (bespoke to the audience - voluntary sector organisations, IDVAs/ISVAs, professional working in statutory services, etc.)
- partnership brokerage
- support with equalities audits and equalities impact assessments
- research on prevention and early intervention
- needs analysis (of London's residents, domestic and sexual abuse frontline organisations)
- *see Developing the Service, below.*

The service is for voluntary sector frontline domestic and sexual abuse organisations (small/medium sized), including organisations funded by London Councils through this programme, and professionals (in statutory and non-statutory services).

London Councils expects the successful organisation(s) to:

- work with local authority Violence Against Women and Girls (VAWG) Coordinators to ensure voluntary sector services are aligned with and support local authorities in discharging their statutory duties
- liaise with the London Councils Policy Lead for female offending and modern slavery and relevant officers at the Mayor's Office for Policing and Crime on matters of London-wide domestic and sexual abuse policy

- liaise with the Domestic Abuse Commissioner to shape the Commissioner's priorities and recommendations to government
- work with the organisation(s) that delivers services to housing and homelessness frontline organisations and professionals (see service specification 1.4).

Developing the service

London Councils would like to explore with the successful applicant(s) how best to support the resilience of the voluntary and community sector and the people in it. London Councils would like applicants to propose:

- a programme of work (in year one) to examine and develop new models of practice for mental health, well-being and personal development that lead to greater resilience.

Outcomes

People affected by domestic and sexual abuse can access the help they need – frontline organisations improve the quality and expertise of their services

- Number of organisations with increased knowledge of legislation, specifically the Domestic Abuse Act 2021
- Number of organisations with increased knowledge of policy and best practice in service delivery
- Number of organisations with improved working relationships with local authority statutory services.

People affected by domestic and sexual abuse can access the help they need – health professionals, social and private landlords, housing officers and other relevant local services are more aware of the support available to their clients from the voluntary sector

- Number of voluntary sector organisations able to demonstrate increased working relationships (with health professionals, housing professionals, other local services)
- Number of professionals with increased awareness of the signs of domestic and sexual abuse and knowledge of domestic and sexual abuse services available to their clients
- Number of professionals with increased knowledge of domestic and sexual abuse legislation, policy and best practice in clients support.

Frontline voluntary sector organisations are more resilient

- Number of organisations with an increased understanding of funding opportunities and application procedures
- Number of organisations with improved ability to evidence and demonstrate the impact of their services
- Number of organisations with improved ability to develop partnerships/collaborations to improve services.

Specific/specialist requirement

- Please refer to the General Requirements on page 24.

2.6 Domestic and Sexual Abuse - services for people affected by harmful practices

Indicative budget

£325,000 per annum

TOTAL £1.3million over four years

Service aim - what we want to achieve with your help

People at risk of or affected by harmful practices are aware of the options available to them and can exercise choice - through advice and intensive support, confidence building, health and emotional well-being support that leads to independence.

Services - the types of services we want to fund and the people we want you to help

London Councils anticipates that the successful applicant(s) will deliver a range of interventions to help people access the resources they need to make safe choices, rebuild their lives and move to independence.

Culturally responsive approaches must be designed into services. Typical elements of service may include (but are not limited to):

- tailored support to individual needs
- access to counselling
- advice and guidance about legal rights
- advice and support with financial and debt issues
- access to advice and support for people with no recourse to public funds and/or precarious/insecure immigration status
- training and awareness raising for professionals in statutory and non-statutory services
- support groups
- peer support/mentoring
- support for people exploited through prostitution
- risk assessment
- MARAC referrals
- access to housing options advice and safe, accessible housing
- access to health services for physical and psychological recovery
- access to employment support.

Applicants should reflect in their delivery plans how they will establish relationships with local specialist services, and how they will ensure robust referral pathways for local authorities to access services for their residents.

The service is for people affected by harmful practices, particularly people not accessing mainstream support or who need additional support whilst accessing mainstream services.

Outcomes

Increased survivor safety over time – people are aware of the options available to them and can exercise choice

- Number of people who have a better understanding of the options available to them and are more aware of their rights
- Number of people who increased their ability to communicate their needs and views to service providers
- Number of people with enhanced coping strategies through risk assessment and planning
- Number of people who have improved life skills⁷⁹, helping them to rebuild their lives and move to independence
- Number of people with improved mental health.

Harmful practices are prevented or reduced - professionals can access specialist and additional support for people at risk/affected by harmful practices

- Number of professionals with improved understanding of harmful practices and the barriers faced by Black, Asian and minority ethnic women in accessing services
- Local authority officers can access additional support to wrap around existing services, or make referrals into the service
- IDVAs/ISVAs, GPs/hospitals and sexual health clinics can make referrals into the service.

Specific/specialist requirements

Applicants must demonstrate:

- that staff who will undertake advice work for people with no recourse to public funds and people with insecure immigration status are OISC registered to the appropriate level OR that agreed referral plans with a specialist immigration advice partner are in place
- that counsellors are accredited and registered with the British Association for Counselling and Psychotherapy
- that delivery will support the work of the Mayor's Office for Policing and Crime (MOPAC) to reduce violence against women and girls in London and change the culture that enables this to happen
- please also refer to the General Requirements on page 24.

⁷⁹ London Councils recognises that life skills encompass a large group of psycho-social and interpersonal skills, which can help people to make informed decisions, communicate effectively and develop coping and self-management skills that may help an individual to lead a healthy and productive life. London Councils expects the successful applicant(s) to use robust evidence-based tools for measuring and supporting change that can demonstrate a strong, direct association between the support delivered and the outcome.

Application Schedule and Process

Application schedule

	Start	End
Application window	19 July 2021	10 September 2021 (12pm, noon)
Preliminary due diligence	13 September 2021	17 September 2021
Application scoring	13 September 2021	24 September 2021
Moderation	25 September 2021	26 September 2021
Programme panel	27 September 2021	
Right to reply window	28 September 2021	11 October 2021
Second-stage due diligence	27 September 2021	8 October 2021
Right to reply responses/actions	11 October 2021	15 October 2021
Award approval	24 November 2021 (Grants Committee)	
Award notification	25 November 2021	26 November 2021
Pre-agreement workshop	6 December 2021 (am and pm)	
Pre-agreement meetings	7 December 2021	24 December 2021
Pre-agreement actions	To be completed by 18 January 2022	
Funding agreements signed	On completion of pre-agreement actions	
Advance payments	On receipt of signed agreement	
Programme delivery commences	1 April 2022	

Conflicts of interest

If you are aware that applying for funding may give rise to a potential conflict of interest, you **MUST** inform London Councils **before** you apply. Generally, conflicts might occur if individuals have a direct or indirect financial interest, non-financial or personal interests, competing loyalties between an organisation they owe a primary duty to and/or some other person or entity. For example, you are related to an elected member or staff officer of London Councils, or you have privileged information about the organisation that places you at an unfair advantage over other organisations in the application process.

Required information

Organisations wishing to apply for funding to deliver a service will need to complete an application, which will include:

- a series of questions that are relevant to the service specification and the general requirements for the programme
- a budget template for the proposed service for the life of the grant
- a four-year delivery plan template
- a risk register template

- a request for reference details (two local authority referees).

Applicants will also need to supply information to enable London Councils to undertake legal and financial due diligence

A summary of all applications will be presented to the London Councils Grants Committee in November 2021 and these summaries will be published on the London Councils website.

Please be aware that the information submitted to London Councils may be subject to a request for information under the Freedom of Information Act 2000.

Assessment criteria

Applications will be assessed against the requirements set out in the relevant specification. Experience, quality, cost and value for money will also be considered.

Aspects of the application which centre on governance, financial stability and management (including management of partnerships) will be assessed by London Councils officers as part of second stage due diligence. Organisations that do not supply required information may fail the application stage.

Each application will be independently assessed by two officers, using a scorecard to support objective consideration. These independent assessments will be moderated (using a formula) to arrive at a single assessment score.

The highest scoring applications that meet the requirements of the specifications will be presented to a Programme Panel. The Programme Panel will not assess/re-assess individual applications. It is responsible for ensuring that the projects proposed for award of grant offer a cohesive 'programme' that meet the principles for pan-London grants, can mutually add value, enhance the services that Londoners and boroughs have available to them, and are within the available budget.

The combination of scoring and panel assessment may result in recommendations to Grants Committee that are not solely based on the highest application scores.

Awards to more than one applicant may also be considered, where it is deemed that a joint or complementary service will better meet the requirements of the relevant service specification and the programme in the round.

Following the panel meeting, applicants that will not be recommended for the programme will be advised and will have 10 working days to submit a right to reply. The right to reply procedure allows organisations to highlight where they consider that assessors have misinterpreted or overlooked information, or incorrectly applied the published criteria for assessment.

Award - approval

The outcome of the assessment process will be reported to Grants Committee, along with recommendations about potential awards.

Recommendations for funding will be subject to available resources i.e. the package of applications cannot total more than the budget available.

Final approval on the package of funding rests with the Grants Committee.

Organisations will be notified of Grants Committee decisions within five working days of Committee approval.

Referees will be contacted to provide testimonials (satisfactory references are a pre-condition for award of funding).

Award - formal agreement

Successful organisations must attend a workshop and pre-award meeting:

- workshop – a group session for successful organisations, and their partners, to discuss the detailed requirements for the programme (included in the Programme Handbook); borough officers are also invited to attend the workshop so organisations can discuss local needs and tailor plans for delivery
- pre-award meeting – pre-award meetings provide each organisation with the opportunity to talk through their project, and for London Councils officers to clarify roles and responsibilities, discuss detailed delivery plans, outline conditions of grant, agree the rhythm of monitoring visits, and agree any actions that need to be completed before the funding agreement⁸⁰ is signed.

It is a precondition of funding that successful organisations attend a workshop and a pre-award meeting. Applicants are advised to provisionally hold dates in their diaries (see above schedule for dates).

Application deadline and submission arrangements

Proposals must be submitted, electronically, by **noon on 10 September 2021**. The application form and associated documents are available on the [London Councils website](#).

If you have any queries regarding the prospectus or the application process, please email your question(s) to funding@londoncouncils.gov.uk.

⁸⁰ Organisations will be issued a grant agreement, in accordance with the Law of Trust, which governs grant giving