

Domestic Abuse Safe Accommodation Strategy 2025-28

Equalities Impact Assessment

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Greater London Authority
City Hall
Kamal Chunchie Way
London E16 1ZE

enquiries 020 7983 4000
minicom 020 7983 4458

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Defining purpose and scope	
<p>Outline the main purpose for the new project/policy etc.</p>	<p>Part 4 of the Domestic Abuse Act 2021 gave the GLA (as the Tier One local authority in London) new duties to support victims/survivors of domestic abuse and their children in safe accommodation in London. The GLA's duties include conducting a needs assessment, producing a strategy and commissioning services. These duties come with government funding – c. £20m of funding per year for London since 2021-22 from the Ministry of Housing, Communities and Local Government (MHCLG). MHCLG¹ guidance sets out that a needs assessment should be conducted every three years to understand the barriers that prevent victims/survivors with relevant protected characteristics and/ or multiple disadvantages from accessing and using support within relevant safe accommodation. Strategies are also reviewed every three years, detailing the purpose, plans and approaches of Tier One local authorities. This Equalities Impact Assessment (EqIA) accompanies the development of the refreshed needs assessment and strategy in 2024. The published strategy in turn will inform the commissioning approach for funding new and enhanced support for victim/survivors and their children in safe accommodation in London in 2025-28.</p> <p>Who is affected by the policy?</p> <p>MHCLG guidance outlines that domestic abuse can affect anyone, regardless of age, disability, gender identity, gender reassignment, race, religion or belief, sex or sexual orientation. The 2021 Domestic Abuse Act is clear that children of domestic abuse victims who have seen, heard, or experienced the effect of that abuse are victims in their own right. Anyone who is a victim/survivor of domestic abuse in London may be affected by this strategy, alongside organisations and services providing support to victims/survivors.</p> <p>Desired outcomes</p> <p>The provision of enhanced and new accommodation-based support services for all victims/survivors of domestic abuse in London in 2025-28 is within scope. Additionality is also key – this strategy and any associated funding is not intended to replace vital existing provision. There are opportunities to promote equality and mitigate inequalities through the implementation of the 2025-28 activity proposed in the strategy</p>

¹ [Delivery of support to victims of domestic abuse in domestic abuse safe accommodation services - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/delivery-of-support-to-victims-of-domestic-abuse-in-domestic-abuse-safe-accommodation-services)

which sets out a clear intention to provide support relevant to individuals who hold a diversity of different protected characteristics. It is also expected explicitly within the strategy that commissioned providers of support will undertake policies/practices which promote equality and commit to anti-racist and intersectional practices.

How does the strategy fit in with other policies?

There are established areas of guidance and legislation beyond the scope of the Duty which support victims/survivors of domestic abuse that should be considered alongside it. The statutory framework around homelessness and changes to priority need are addressed in other parts of the 2021 Domestic Abuse Act. Wider issues on domestic abuse; and access to accommodation for victims/survivors are covered by other legislation and addressed by the Mayor in his wider strategies – primarily London’s Housing Strategy, the Mayor’s Police and Crime Plan, VAWG Strategy and Health Inequalities Strategy.

Approach taken

Consideration to the equality of impacts was given during the development of the needs assessment and in the development of a refreshed strategy. Within the first Strategy in 2021 and now in the 2024 refreshed version, the Mayor sets out a consistent vision; that all victims/survivors of domestic abuse, including children, can access and be supported by safe accommodation-based services, tailored to their needs. To inform the development of this refreshed strategy, an updated Pan-London needs assessment was completed in March 2024. It reflects the current available provision of support in relevant safe accommodation for victims in the local authority area, highlighting the gaps identified and providing recommendations for addressing them. This comprehensive assessment identified a breakdown of the differing needs of victim/survivor groups, including protected and other characteristics. The intersecting nature of the impact of domestic abuse is also considered throughout the needs assessment. To complete the needs assessment, quantitative analysis of published and local data was triangulated with qualitative views from a range of practitioners in interviews and focus groups, and by engaging victims/survivors through interviews and a survey.

Alongside the needs assessment, further pre-Strategy consultation was conducted through four workshops with agencies involved in tackling domestic abuse, and organisations delivering support, specifically to develop a refreshed document. Eight interviews with victims/survivors of domestic abuse were also held to

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	inform the development of a draft strategy. Following the publication of a draft Strategy in October 2024, a 10-week consultation period was undertaken. 35 responses were received online (including 25 responses to an online survey) and three further workshops with agencies and organisations delivering support to victims/survivors in London informed the consultation.
Have there been any previous EqlAs undertaken on the project, policy, service or function?	This EqlA is part of the review, development and refresh of the Domestic Abuse Safe Accommodation Strategy for 2025-28. A previous EqlA in 2021 accompanied the 2021 strategy and needs assessment – the first of their kind in the capital. The 2021 publications provided the blueprint to underpin the commissioning of support services between 2021-2024. Since 2021, the Mayor has commissioned services that have enhanced and complemented those already funded and commissioned, to meet gaps in provision and emerging needs of victims/survivors.

	Data, evidence and research (including lived experience / consultation / engagement)	Potential evidence gaps	Analysing impact and identifying mitigating actions
Protected characteristics groups from the Equality Act 2010	<p>Insights? Summary of data about your service-users and/or staff</p> <p>What are people telling us? Summary of service-user and/or staff feedback</p>		<p>What does this mean?</p> <p>Impacts identified from data and feedback (actual and potential)</p>
Age: People of all ages	The 2021 Domestic Abuse Act identifies that children are victims/survivors of domestic abuse in their own right. DASA funding supports child and adult victims/survivors of domestic abuse in safe accommodation. 2024 Needs assessment data shows that victims/survivors who reported are disproportionately likely to be aged mid 20s to mid 30s and those aged mid-30s to	There is a gap in knowledge and provision for older victims/survivors, with those over 65 underrepresented in the data when compared against a 2020 report by Age UK ³ estimating around 180,000 women and 98,000 men aged 60 to 74 were victim-survivors of domestic abuse in England and Wales in 2018/19, based on CSEW data.	Positive - The strategy already positively impacts victims/survivors of all ages. The publication of a refreshed needs assessment has highlighted gaps in provision for different age groups, for delivery partners to respond to, notably older victims/survivors and children. The refreshed strategy includes specific proposals to commission

³ [age_uk_no_age_limit_sept2020.pdf \(ageuk.org.uk\)](#)

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	<p>mid-40s also have a high level of need compared to the general London population.</p> <p>Of 10,600 victims/survivors that received support via Mayoral commissioned services in 2022/23, 72 victims/ survivors over the age of 65 were supported by Mayoral commissioned services (<1%).</p> <p>Nearly half of all women supported by Women's Aid in 2022/23 in London had children, yet 47% of women placed in refuges had children in 2022/23, a decrease from 56% in 2019/20. The needs assessment identified challenges around supporting some women with children (e.g. older male children and multiple children).</p> <p>ONS statistics show that women aged 16 to 19 years were more likely to be victims of any domestic abuse in the last year than women aged 25 years and over.² 1,043 victims/survivors supported by Mayoral commissioned services in 2022/23 were under 25.</p>	<p>The needs of children of all ages have not yet been systematically captured or fully addressed</p> <p>There has been a decrease in the proportion of women placed in refuge with children since 2019/20 in London.</p> <p>In 2022/23 88 (20%) women not placed in refuges through Women's Aid were under 18, suggesting a gap in provision.</p>	<p>further accessible, inclusive mix of services that encourage specialist provision, which includes older victims/survivors.</p> <p>It also includes proposals to strengthen the evidence base from national learnings on children as victims/survivors of abuse in their own right.</p> <p>It also proposes to further encourage a wide-ranging body of practice evidence and learnings on underserved groups through the Partnership Board, which can include children and older victims/survivors.</p>
<p>Disability: A person is disabled if they have a physical or mental impairment which has a substantial and long-term adverse effect on</p>	<p>16% of victims/ survivors supported through Mayoral commissioned safe</p>	<p>The 2024 needs assessment found that disabled victims/ survivors as defined by the Equality Act 2010 have specific needs but according to practitioners, they are not fully</p>	<p>Positive - The strategy already positively impacts individuals who</p>

² [Domestic abuse victim characteristics, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/domesticabuse/victimcharacteristics)

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<p>their ability to carry out normal day-to-day activities. The definition includes: sensory impairments, impairments with fluctuating or recurring effects, progressive, organ specific, developmental, learning difficulties, mental health conditions and mental illnesses, produced by injury to the body or brain. Persons with cancer, multiple sclerosis or HIV infection are all now deemed to be disabled persons from the point of diagnosis.</p>	<p>accommodation-based services in 2022/23 had a Disability.</p> <p>Demand for mental health support alongside safe accommodation is high. Referrals to DASA and DASA-based provision include details on mental health needs and mental health disability.</p> <p>36% of victims/ survivors supported through Mayoral commissioned services in 2022/23 had mental health needs. (Definitions of mental health captured in the needs assessment are wide-ranging).</p> <p>67% of victims/ survivors rough sleeping in London had a mental health need, while 40% of victims/survivors requesting support through Women's Aid services in 2022-23 had mental health support needs and the number of women placed in refuges through Women's Aid with a mental health need has increased by 48% from 2019.</p>	<p>met and more specialist commissioning should be considered. 4% of women not placed in refuges through Women's Aid had a physical disability, also indicating unmet needs.</p> <p>Underreporting may be a factor, the actual figure may be higher for disabled victims/survivors if disabilities are not declared or not recorded e.g hidden disabilities.</p> <p>Of all unsuccessful referrals in 2022/23 to Mayoral commissioned services that were due to services not being able to meet victims/survivors' needs, 17% of these were unable to meet mental health needs- indicating evidence gap</p>	<p>have disabilities and mental health needs, who access services.</p> <p>The publication of a refreshed needs assessment that highlights gaps in provision for victims/survivors with disabilities for all delivery partners to respond to.</p> <p>Regard to enhancing the equality of access to new and enhanced provision in relation to disability, and mental health needs in the 2025-28 strategy is referenced in proposals to strengthen a focus on the body of practice in London through the Partnership Board, to encourage convening and partnership working of services to include health partners, unmet needs, and in commissioning a grants programme for specialist services in 2025.</p>
<p>Gender reassignment: In the Act a trans(gender) person is someone who proposes to, starts or has completed a process to change his or her gender. This may also apply to trans children. A person does not</p>	<p>London Queer Housing Coalition Manifesto (2024)⁴ identifies that in the 2021 Census 0.9% of Londoners reported that they have a gender identity different from their sex registered at birth, estimated to be at least 80,100 people.</p>	<p>Providers suggest that mainstream organisations had limited awareness of people's varying needs within LGBTQI+ communities, that some LGBTQI+ people are at higher risk of experiencing homelessness, poor mental health, and substance use issues</p>	<p>How a person describes their gender will not preclude them from accessing services appropriate to their needs. MOPAC endeavours to commission providers who have the specialist skill set and knowledge to tailor services to support individuals</p>

⁴ [The LQHC Mayoral Manifesto final pdf..pdf - Google Drive](#)

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<p>need to be under medical supervision to be protected</p>	<p>GALOP (2023) research⁵ indicated that Trans victims/survivors reported high levels of concern about being mistreated by services or that services may not understand their identities.</p> <p>The 2024 needs assessment identified that a specific provision was commissioned in 2023 to deliver the refuge accommodation to Trans and non-binary victims/survivors.</p>	<p>and that the ways these issues intersect and are experienced by LGBTQI+ victims/survivors will be unique to their community. The needs assessment outlines that MOPAC has commissioned the Outside Project to deliver the refuge accommodation to trans and non-binary victims/ survivors, although some providers qualitatively reported that there is a gap in provision for trans and non-binary people. While the evidence base from the needs assesment sets out that 11% of those accessing Mayoral commissioned services were LGBTQI+ in 2022/23, this does not disaggregate data for Trans and non binary individuals.</p>	<p>to access victim services and the criminal justice system. Generic service provision is complemented by commissioning organisations with specialist knowledge, usually smaller 'by and for' organisations.</p> <p>Positive - The strategy evidences positive impacts for transgender individuals already achieved in 2021-24, where the first 'led by and for' refuge provision of its kind was set up through DASA commissioning. The publication of a refreshed needs assessment further highlights existing gaps in provision for Trans and non-binary victims/survivors for partners to respond to.</p> <p>Strategy proposals to encourage specialist services, retain a focus on growing both the evidence base and body of practice for all underserved groups, and to ensure support for marginalized, minoritized groups within future commissioning processes create the conditions for further positive future impacts for Trans and non-binary victims/survivors.</p>
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⁵ [An isolated place”: LGBT+ domestic abuse survivors’ access to support - Galop](#)

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<p>Pregnancy and maternity: Protection is during pregnancy and any statutory maternity leave to which the woman is entitled.</p>	<p>The 2024 needs assessment found that women, both with and without children, have the highest need for housing support from their local authority when they are at risk of homelessness or already homeless because of domestic abuse. Of 5,930 households owed a homelessness duty due to domestic abuse in 2022/23, 43% were single female parents.</p>	<p>The 2024 needs assessment does not disaggregate pregnant victim/survivors accessing safe accommodation services, - this is a gap in knowledge for the scale/needs of this cohort across London. Wider evidence identifies that domestic abuse often begins during pregnancy and 1 in 3 pregnant women experience domestic abuse. Domestic abuse is likely to increase during pregnancy⁶</p>	<p>Positive - The strategy impacts individuals of various family backgrounds, including victims/survivors who are pregnant and have babies and young children. Children are specifically recognised in the needs assessment, strategy and associated Part 4 Duty of the Domestic Abuse Act 2021 as victims of domestic abuse. Pregnant victims/survivors and individuals with young babies potentially offered new and enhanced accommodation-based support by a range of specialist and generic service provision across London.</p>
<p>Race/ethnicity: This includes ethnic or national origins, colour or nationality, and includes refugees and migrants, and Gypsies and Travellers. Refugees and migrants means people whose intention is to stay in the UK for at least twelve months (excluding visitors, short term students or tourists). This definition includes asylum seekers; voluntary and involuntary migrants; people who are undocumented; and the children</p>	<p>46.2% of Londoners identify through the 2021 Census as Asian, black, mixed or 'other'.⁷</p> <p>In the 2024 needs assessment, of 12,632 victims/ survivors recorded as accessing DA Services by Women's Aid On Track data system in 2022/23, 53% of survivors placed in refuges through Women's Aid via On Track were from Black, Asian and minority ethnic backgrounds.</p>	<p>While no significant gaps in provision were identified by the 2024 needs assessment for any one Black or Minoritised group of victims/survivors, it identified a lack of disaggregated data to fully identify the scope and scale of any gaps. The wider evidence base also shows that Black and Minoritised individuals are disproportionately affected by domestic abuse in relation to their White counterparts.⁸ Black and Minoritised victims/survivors also face additional barriers</p>	<p>Positive - The strategy already positively impacts Black and Minoritised individuals and victims/survivors with insecure and unknown immigration status. Set out in the 'Progress since 2021' section is evidence that GLA and MOPAC's commissioning approach has been highlighted as good practice in the National Expert Steering Group Annual Report 2024, which stated that the area had 'a robust approach to ensuring Black and Minoritised</p>

⁶ [Why Is Domestic Abuse So Prevalent During Pregnancy? - For Baby's Sake \(forbabyssake.org.uk\)](https://forbabyssake.org.uk/)

⁷ [Regional ethnic diversity - GOV.UK Ethnicity facts and figures \(ethnicity-facts-figures.service.gov.uk\)](https://ethnicity-facts-figures.service.gov.uk/)

⁸ [Evidence Hub: Reframing the links: Black and minoritised women, domestic abuse and mental health - Women's Aid \(womensaid.org.uk\)](https://womensaid.org.uk/)

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of migrants, even if they were born in the UK.	<p>London remains the region with the largest proportion with non-UK passports (1 in 5). In the needs assessment, 4% of all victims/ survivors recorded through Women's Aid On Track have no recourse to public funds.</p> <p>The percentage of refuge vacancies available to women with no recourse to public funds has slightly increased to 9% in 2022/23 from 3% in 2016/17, according to Women's Aid.</p>	<p>at all stages to seeking support and accessing safe accommodation⁹ and housing support.</p> <p>The needs assessment found that where safe accommodation-based support services were unable to meet the needs of victims/survivors, in 26% of cases, this was because the victims/survivors had no recourse to public funds – indicating high numbers of victims/survivors in this cohort who cannot access support.</p>	<p>victims needs are met.' The refreshed strategy will continue to promote the need commissioning for specialist 'by and for' provision and focus on marginalised and minoritized groups, including those with insecure and unknown immigration status (includes those with no recourse to public fund in the Capital).</p> <p>There is a specific strategy proposal around further working with national government towards a more explicitly defined scope by government on funding support for those with insecure immigration status facing particular financial and social barriers to accessing safe accommodation support.</p>
<p>Religion or belief: Religion includes any religion with a clear structure and belief system. Belief means any religious or philosophical belief. The Act also covers lack of religion or belief.</p>	<p>In the 2024 needs assessment, providers noted how different power and family dynamics, religious beliefs, or social stigma within a wide range of different communities can act as a barrier to accessing safe accommodation-based services. Practitioners identified that specialist provision is valued and should</p>	<p>Case study data and wider evidence base point to need. Lack of disaggregated quantitative data within the 2024 needs assessment to identify scope and scale of specific barriers to access/provision of safe accommodation support.</p>	<p>Positive - The strategy impacts individuals and victims/survivors with a wide range of religious and philosophical beliefs and none across London. A refreshed objective and proposals are set out that services for victims/survivors in London should meet the cultural and religious needs of victims/survivors.</p>

⁹ [Imkaan Position Paper Series \(1\) \(squarespace.com\)](https://www.squarespace.com)

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	<p>be maintained according to monitored need.</p> <p>The wider evidence base sets out that religious beliefs are compounded by fear of reporting abuse to statutory services – as seen within Gypsy, Roma and Traveller (GRT) communities¹⁰</p>		
<p>Sex/Gender: Both men and women are covered under the Act.</p>	<p>Domestic abuse happens to female and male victims/survivors¹¹ The Crime Survey for England and Wales (CSEW) estimated that 5.0% of adults (6.9% women and 3.0% men) aged 16 years and over experienced domestic abuse in the year ending March 2022; this equates to an estimated 2.4 million adults (1.7 million women and 699,000 men).¹²</p> <p>The 2024 needs assessment found 97% of domestic abuse victims/survivors accessing support recorded through Women's Aid On Track in 2022/23 were female, and 96% of those receiving mayoral commissioned services in 2022/23 were female, although wider support services have increasingly offered support to men - from 21% of services in 2016 to 28% in 2023.</p>	<p>The primary reason for being unable to accommodate victims/survivors recorded through the needs assessment remains due to capacity (29% of all unsuccessful referrals) - indicating that safe accommodation provision in London still does not meet required needs for female victims/survivors</p> <p>Needs assessment data found no record of refuge spaces for male victims/ survivors available for analysis. Practitioners advise that finding a safe space for male victims/ survivors is challenging, particularly for men with intersecting protected characteristics and support needs. – there is a gap in understanding of need for male victims/survivors and in the provision of services.</p>	<p>Under the Equality Act, commissioners and providers must not discriminate against someone because of the protected characteristics of sex. The Act allows for the provision of separate or single sex services in certain circumstances, under 'exceptions' relating to sex, in order for some women and girls to address and heal from the trauma they have experienced.</p> <p>How a person describes their gender will not preclude them from accessing services appropriate to their needs. MOPAC endeavours to commission providers who have the specialist skill set and knowledge to tailor services to support individuals to access victim services and the</p>

¹⁰ [2022.02.25-DA-Good-Practice-Guide.pdf \(travellermovement.org.uk\)](#)

¹¹ [Respect-Toolkit-for-Work-with-Male-Victims-of-Domestic-Abuse-2019.pdf \(hubble-live-assets.s3.amazonaws.com\)](#)

¹² [Domestic abuse in England and Wales overview - Office for National Statistics \(ons.gov.uk\)](#)

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			<p>criminal justice system. Generic service provision is complemented by commissioning organisations with specialist knowledge.</p> <p>Positive - The strategy impacts on victims/survivors, both male and female, including the first provision of emergency accommodation for male victims/survivors of domestic abuse in London commissioned through the programme since 2021.</p> <p>A new needs assessment and refreshed strategy commits to commissioning more services in future and to make the case for sustainable long-term funding for all victims/survivors in London. Also proposals are included on furthering the evidence and body of practice for underserved groups, including males. Proposals to develop more robust data on need and the impact of DASA delivery for different underserved groups is also made.</p>
<p>Sexual orientation: The Act protects lesbian, gay, bisexual, and, heterosexual people</p>	<p>2024 needs assessment data found that 1,040 (11%) of victims/ survivors supported through Mayoral commissioned services were LGBTQI+</p> <p>The needs assessment quantitative data indicates no specific gaps in need for</p>	<p>Providers suggest that mainstream organisations had limited awareness of people's varying needs within LGBTQI+ communities. LGBTQI+ people are at higher risk of experiencing homelessness, poor mental health, and substance use issues. The ways these issues intersect and are</p>	<p>Positive - The strategy impacts positively on LGBTQI+ victims/survivors facing different challenges and circumstances, with specialist services delivering tailored support in 2021-24 through Mayoral commissioning. A new needs</p>

	<p>LGBTQI+ victims/ survivors. However, The London Queer Housing Coalition (2024) identifies that queer community housing organisations support over 2250 people in London each year.¹³</p> <p>GALOP (2023) research also indicates that nationally, around 6 in 10 (61%) LGBTQI+ survivors did not seek support from services following abuse.</p>	<p>experienced by LGBTQI+ victims/ survivors will be unique to their community.</p> <p>Relevant 'By and for' providers in the needs assessment added that their service users tend to be younger and predominantly male. Practitioners in the 2024 needs assessment reflected that there is a high level of unmet demand, and that support should reflect the different contexts in which individual LGBTQI+ victims/survivors experience abuse.</p> <p>The wider evidence base indicates a gap in provision.</p>	<p>assessment and strategy potentially means more specialist accommodation-based support, including specialist services based on sexual orientation, in London.</p> <p>MOPAC is committed to commission the best quality services. It is our responsibility to ensure a range of such services are available across London. MOPAC will continue to work with, support and fund a range of specialist services for people with protected characteristics, which include specialist services for women and girls, and specialist services for LGBTQI+ people.</p> <p>Regard to enhancing the equality of access to new and enhanced provision in relation to LGBTQI+ victims/survivors in the 2025-28 Strategy is given in objectives that promote accessible, inclusive provision, and commitments that promote support for specialist services, including smaller organisations and grassroots and 'led by and for' providers to deliver to a range of underserved groups of victims/survivors.</p>
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¹³ [The LQHC Mayoral Manifesto final pdf..pdf - Google Drive](#)

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<p>Marriage and civil partnership: Only in relation to due regard to the need to eliminate discrimination.</p>	<p>The needs assessment found that 43% of group of victims/survivors seeking housing support from their local authority when they are at risk of homelessness or already homeless because of domestic abuse were single female parents with couples with children (3%) and single male parents (2%) comprising a further 5%</p> <p>Domestic abuse is highest amongst those who have separated, followed by those who are divorced or single.¹⁴</p>	<p>The needs assessment found that victims/survivors from Minoritised groups may need specialist support services that reflect the different ways and contexts in which they experience abuse.</p> <p>For example, practitioners emphasised that for some victims/survivors - beliefs regarding marriage can stigmatise divorce and therefore reporting of domestic abuse.</p>	<p>Positive - The strategy impacts individuals of various family backgrounds, whether victims/survivors are separating, in marriages and civil partnerships, cohabiting or single. There is potential for new and enhanced accommodation-based support for survivors from a range of family backgrounds and relationship statuses to access provision, with a proposal that sets out that clear equalities requirements of providers will be made in any future funding processes designed to encourage inclusive support.</p>
<p>Community Cohesion: What must happen in all communities to enable different groups of people to get on well together.</p>	<p>The LGA¹⁵ defines scope for community cohesion involves addressing fractures, removing barriers and encouraging positive interaction between groups. Community cohesion is closely linked to integration as it aims to build communities where people feel confident that they belong.</p> <p>63% of victims/survivors accessing Mayoral commissioned services received advocacy support in 2022/23 - facilitating</p>	<p>The 2024 needs assessment identified stakeholder views that short term unstable temporary accommodation placements saw victims/ survivors moving around. In 2022/23, the needs assessment found that most victims/survivors needed to stay in their safe accommodation for over 6 months.</p> <p>These barriers indicate indirect impacts on victims/survivors settling in one community and belonging although no direct evidence.</p>	<p>Positive - The strategy already impacts community cohesion by requiring services to work together to deliver for victims/survivors at pan-London level and in co-commissioning. There is also potential for new and enhanced/new service delivery level benefits of more training, advocacy and system-level enhancements through the refreshed strategy's proposals and ensuing commissioning</p>

¹⁴ [Domestic abuse victim characteristics, England and Wales – Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/conditionsanddiseases/articles/domesticabusevictimcharacteristics/2019)

¹⁵ [communitycohesionactionguide.pdf \(london.gov.uk\)](https://london.gov.uk/what-we-do/what-we-are-doing/community-cohesion-action-guide)

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	<p>engagement with services e.g. police, children's services</p> <p>Mayoral commissioned services included VAWG specialist training for frontline professionals on responding to needs of victims/survivors, including anti-racist and intersectional practice.</p>	<p>Victims/survivors in the needs assessment continue to identify barriers to reporting – further evidence of the impact of training on practice needed.</p>	<p>Future potential for more new and enhanced resettlement support for victims/survivors – this specifically helps victims/survivors settle in long term homes within different communities in London, and is referenced in proposals to continue and strengthen how pan-London support is delivered in 2025-28.</p>
<p>Other relevant groups e.g.: Carers, people experiencing domestic and/or sexual violence, substance misusers, homeless people, looked after children, ex-armed forces personnel, people on the Autistic spectrum etc</p>	<p>The 2024 needs assessment shows 52% of domestic abuse victims/survivors rough sleeping in London are male, an increase in the proportion of men rough sleeping from 2020/21.</p> <p>The London Women's Rough Sleeping Census identifies that women are more likely to experience 'hidden homelessness' and less likely captured as 'rough sleeping' in existing data collection method.¹⁶</p> <p>4% of victims/ survivors supported through Mayoral commissioned services had a drug support need.</p> <p>Practitioners in the needs assessment reports an increasing demand for intensive, specialist and longer lasting</p>	<p>4 households were unable to be supported by Mayoral commissioned services due to drug needs indicating a gap in appropriate provision. However, the lack of data means it is unclear to what extent there has been an increase across London.</p> <p>The wider multiple disadvantage evidence base¹⁷ indicates an unknown in the need for specialist services for this cohort of victims/survivors. Lankelly Chase estimate there are 336,000 in England that face intersecting homelessness, mental ill health, substance misuse and violence/abuse. 17,000 people experience interrelated homelessness, substance misuse, mental ill health and violence/abuse at any one time and 70% of these are women.</p>	<p>Positive - The strategy impacts individuals with substance use, rough sleeping, with substance needs and those facing multiple disadvantages. There is potential for new and enhanced accommodation-based support, including specialist provision for those facing multiple disadvantage and the strategy's refreshed objectives reference a focus for support inclusive for these marginalised groups of victims/survivors.</p> <p>Proposals to enhance the evidence base and specialist commissioning for those facing multiple disadvantages and to convene housing, homelessness and rough sleeping partners at strategic level</p>

¹⁶ [FINAL-2023-WRSC-report-May-20241.pdf \(solacewomensaid.org\)](#)

¹⁷ [Gender Matters – Lankelly Chase](#)

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	support for victims/ survivors experiencing multiple and intersecting inequalities.		are made which also create the conditions for further positive impacts in 2025-28
<p>Culmulative impact e.g: This is an impact that appears when you consider services or activities together. A change or activity in one area may create an impact somewhere else</p>	<p>The 2024 needs assessment found that the rate per 1,000 population of domestic abuse crimes recorded by the Metropolitan Police from 2019 to 2023 has increased by 8.1%</p> <p>London's housing market has faced significant challenges in recent years. Affordable housing has decreased which practitioners suggest has increased the demand on social housing. Almost 6,000 households were owed a prevention or relief homelessness duty across London in 2022/23 due to domestic abuse. This is an 8% increase in volume from 2021/22.</p> <p>Additional data suggests that needs are becoming more acute by the time victims/survivors are in contact with services, alongside the general increase in the volume of demand.</p> <p>As of March 2023 there were 1,745 bed spaces for adults and children across London for domestic abuse victims/ survivors in Mayoral commissioned safe accommodation services. The majority (56%) of these were provided through refuges.</p>	<p>Although London has proportionately higher refuge availability than elsewhere in England and has a volume of bed spaces 2% higher than Council of Europe recommendation, overall, Mayoral commissioned safe accommodation and DASA-based support services are not entirely meeting demand. Service capacity is a barrier, as is services' ability to meet the needs of victims/ survivors</p> <p>The primary reason for being unable to accommodate victims/survivors recorded through the needs assessment remains due to capacity (29% of all unsuccessful referrals) - indicating cumulative gaps in understanding of needs for and provision of accommodation-based support.</p> <p>In 2022/23, 2,115 people were unsuccessful in receiving support from safe accommodation services. 29% of these referrals were unsuccessful due to capacity constraints. However, 19% were unsuccessful because the services were not able to meet the needs of the victims/ survivors – indicating cumulative gaps in understanding how to respond to a range of victims/survivor needs.</p>	<p>Combined, the objectives and proposals indicate wide-ranging potential for new and enhanced accommodation-based support, including pan-London support, work to tackle multiple systemic challenges in provision, enhance the existing evidence base regarding London's diverse victims/survivor needs and provision and enhance multi-agency partnership working across a range of organisations in housing, the VAWG sector and specialist voluntary and community service, health and children's organisations that deliver services to victims/survivors in London.</p> <p>For example, an exploratory review of alternatives to refuge provision such as sanctuary schemes is proposed, as is work to learn from boroughs and a range of sector organisations to map services and build on existing data sets to pinpoint geographical gaps.</p>

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	<p>Refuge commissioning is not consistent across London, making it hard for local authorities to plan provision because services are not being commissioned based on the local population's demand, needs and characteristics. This means local authorities have varying capacity to support victims/survivors. Practitioners highlighted the risk of this cumulative 'postcode lottery'</p>		
<p>Intersectionality: The impact of domestic abuse cuts across almost all protected and other characteristics</p>	<p>The needs assessment findings set out that victims/survivors of domestic abuse can face multiple, intersecting disadvantages when seeking, accessing and receiving support from safe accommodation services.</p> <p>The needs assessment identifies two elements to the intersectional nature of domestic abuse. For victims/survivors facing multiple, intersecting barriers to support including Black and minoritised victims/survivors and those with insecure immigration status, the needs assessment notes where the challenges of achieving safety and support from a service that meets all needs are multi-faceted.</p> <p>The needs assessment sets out that the experiences of different groups vary and is clear that commissioned services data</p>	<p>A range of potential evidence gaps are noted and recommendations to progress evidencing a fuller understanding of diverse cohorts of victims/survivors needs, and to continue the commissioning of specialist services that address these needs are made.</p> <p>The needs assessment identifies a range of qualitative and quantitative evidence and lack of evidence that indicates intersecting challenges. The needs assessment encourages commissioners and providers of services to further consider such intersectional barriers and to surface further knowledge in evidence gaps around different cohorts of victims/survivors- such as the disabled, male and older victims/survivors, Black and minoritized victims/survivors. Recommendations are set out to also progress the commissioning of specialist services</p>	<p>The refreshed strategy and needs assessment take a focus on the provision of services that take intersectional, anti-racist and also specialist delivery approaches to their support.</p> <p>Proposals include that funding processes will scrutinise equalities requirements and a specific focus is taken on enhancing convening, commissioning and partnership working of agencies to understand intersecting needs and respond to them at pan-London commissioning and individual service delivery level.</p>

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	does not tell the whole story of provision for a range of groups, often precisely because of such barriers.	already in practice across London to be continued and expanded where possible. in the context of 'multiple disadvantage,' characterised in the needs assessment by complex and interrelated sets of presenting needs such as mental health and substance needs alongside homelessness, further activity and the consideration of specialist, co commissioned support is recommended.	
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Action planning: What will you do?				
Impact identified and group(s) affected	Action planned	Expected outcome	Measure of success	Monitoring / Evaluation Timeframe
Potential for positive impacts to tackle structural inequalities and enhance the delivery of services for a range of underserved groups through provision that supports distinct needs across all protected characteristics groups from the Equality Act 2010. is identified in the publishing of a strategy that promotes principles of	<p>Mayoral Objectives: To maximise the positive impacts of a new strategy, five overarching objectives are set out by the Mayor to progress work undertaken since 2021 to deliver support in safe accommodation.</p> <p>These include an objective to progress <i>Accessible and inclusive services that meet the diverse needs of all victims/survivors</i> alongside objectives on partnership working, the quality of practice and other systemic ambitions.</p>	<p>Refreshed objectives and priority activity set out in the new strategy provide a clear structure to all delivering safe-accommodation based support in London.</p> <p>Delivery partners will utilise the overarching objectives to guide the their planning and delivery of Part 4 commissioned services, where this relates to providing accessible and</p>	A refreshed needs assessment will be reviewed in 2028 to review the extent to which domestic abuse safe accommodation-based support provision in London meets the needs of all victims/survivors	2025-28

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inclusion and accessibility throughout.		inclusive services that meet diverse needs.		
	<p>Priority Activity for City Hall: Specific priority activities are set out within the 2025-28 strategy that will be delivered at a London-level by City Hall, to maximise the impact of Part 4 funding for all victims/survivors in London, underneath the overarching Mayoral commitments. Priority activity is also clearly set out for all delivery partners working in partnership with the DASA system in 2025-28 and includes that:</p> <p>Safe spaces will ensure victims/survivors and their children can recover safely from abuse supported by services rooted in rights-based, trauma-informed and gender-informed approaches. Accommodation should: be designed to meet the needs of victims/survivors; be self-contained (where appropriate); and reflect victims'/survivors' needs in terms of choice, independence and dignity</p> <p>All service providers involved in the delivery of DASA should work on principles of inclusion to serve individual needs, including those that are related to protected characteristics.</p> <p>Services should meet the cultural, language and religious needs of victims/survivors; and serve those facing multiple disadvantages, and non-UK nationals with insecure or unknown immigration status</p> <p>Priority activity for City Hall also includes that;</p> <p>The Mayor will provide funding for services that are culturally specific and responsive . These must meet victims'/survivors' diverse needs; and benefit under-served, marginalised and minoritised victims/survivors. He will make use of inclusive</p>	<p>The desired outcome is that providers align with the priority activity of City Hall and the indicators for provision set out within the strategy, to deliver further on new and enhanced support that is inclusive, accessible and supported by a strong plurality of provision, including specialist provision that reaches a wide range of victims/survivor groups, addresses intersecting needs and removes barriers for different cohorts across London.</p> <p>Partners far and wide would also engage in the City Hall priorities on sharing learning and exploring gaps in evidence where this relates to underserved groups and systemic barriers to accessing support.</p> <p>Delivery partners utilise the specific priority activity set out as relevant to them to design and deliver new and enhanced services that meet examples of</p>	<p>A refreshed needs assessment will review in 2027 the extent to which domestic abuse safe accommodation based support in London meets the needs of all victims/survivors.</p>	<p>2025-28</p>

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	<p>commissioning processes and requirements that recognise the value of smaller, specialist and 'by and for' providers. This will be done by ensuring that all funding opportunities have clear equalities requirements of providers, rooted in the equalities impact assessment for the programme; and that funding prioritises the needs of under-served groups.</p> <p>it is also expected that providers will share policies/practices which promote equality and commit to anti-racist practices.</p> <p>A phased approach will see a grants programme for specialist providers launched initially for delivery after March 2025.</p> <p>Mayoral commitments also include making the case to government for widening the current duty's scope, to more explicitly recognise and support all victims/survivors in London, including those with unknown or insecure immigration status.</p>	<p>inclusion set out in the strategy, so that a wide range of victims/survivors in London would see visible service provision that is designed to meet their identifying needs.</p> <p>National government would widen its explicit scope to include those with insecure immigration status.</p>		
	<p>Data gather and understanding of delivery impact: The data collection for DASA already captures elements of service level delivery related to understanding need through an equalities lens – for example the number of 'led by and for' and specialist services that deliver DASA support in London. The strategy commits that the Mayor will develop more robust data overall at City Hall level on victims/survivor's needs and the impact of DASA delivery. This will involve reviewing all existing indicators and measures; and considering how best to collect and manage data consistently going forward, and how to share data to support practice development.</p>	<p>The desired outcome is that in developing this strand of progress within the 2025-28 timespan of the refreshed strategy, that a range of EDI KPIs are considered alongside wider measures of data collection and management and contribute to wider improvements on data capture and management in 2025-28</p>	<p>A refreshed needs assessment will review in 2028 the extent to which domestic abuse safe accommodation based support in London meets the needs of all victims/survivors.</p> <p>Annual data capture by MHCLG will provide a yearly review of data collection. Data capture and monitoring that demonstrates progress</p>	

			data against the strategy activity will also be reviewed as set out in the strategy.	
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Greater London Authority
City Hall
Kamal Chunchie Way
London E16 1ZE

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