



Association of  
Police and Crime  
Commissioners



# APCC GUIDANCE: Rough Sleeping

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**Last Update:** 13/02/2024

This APCC guidance intends to support Police and Crime Commissioners to effectively fulfil their statutory duties to hold chief constables to account; to work in partnership; and to award grants and commission services in relation to rough sleeping in England and Wales.

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# Guidance Purpose

This guidance has been developed by the Association of Police and Crime Commissioners (APCC) to support Police and Crime Commissioners, Police Fire and Crime Commissions, Deputy Mayors with policing responsibilities, and other policing governance bodies (hereafter PCCs) to effectively fulfil their statutory duties to hold Chief Constables to account; to work in partnership; and to award grants and commission services in relation to rough sleeping in England and Wales.

## Within this guidance you will find:

- Examples of PCC-led programmes aimed at preventing and ending homelessness and rough sleeping.
- Advice and recommendations for how PCCs can effectively use their powers.
- Useful information on this policy area to help inform your local activities.

The guidance has been developed following a literature review, including analysis of Police and Crime Plans, and extensive engagement with key stakeholders. The APCC would like to thank PCCs and their offices, the National Police Chiefs' Council, College of Policing, Home Office, Local Government Association, Department for Levelling Up, Housing and Communities, Homeless Link and others for their valuable contributions.

The APCC encourages and welcomes feedback on all resources. Any feedback or issues can be directed to [enquires@apccs.police.uk](mailto:enquires@apccs.police.uk).

## Understanding homelessness and rough sleeping

Whilst homelessness and rough sleeping are interlinked and deal with a lack of stable accommodation, there is a difference between the two. Rough sleeping is an extreme form of homelessness that is defined by Department for Levelling Up, Housing and Communities as 'someone about to, or actually, bedding down in the open air (such as on the street, in tents, doorways, parks, bus shelters or encampments), or places not designed for habitation (including cardboard boxes, stairwells, cars and other makeshift and not fit for purpose places)<sup>1</sup>. However, this is a limited definition only used for the annual [Rough Sleeping Snapshot](#)<sup>2</sup>. Rough sleeping also includes

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<sup>1</sup> <https://www.gov.uk/government/publications/health-matters-rough-sleeping/health-matters-rough-sleeping>

<sup>2</sup> <https://www.gov.uk/government/statistics/announcements/rough-sleeping-snapshot-in-england-autumn-2023>

individuals within ‘a transitional state between regularly moving in and out of short term and temporary accommodation’. Certain forms of rough sleeping and begging are illegal. While some people who are homeless and rough sleeping are involved in begging, many are not; conversely, not all street beggars are homeless.

## Why is this a PCC area of focus?

Despite a reduction during the Covid-19 pandemic, the number of individuals sleeping rough has increased by 74% since 2010<sup>3</sup>. Additionally, the number of individuals at risk of becoming homeless increased between 2021-2022 and 2022-2023 by 6.8%<sup>4</sup>. Changes to Home Office policy on how long a person granted refugee status has to vacate their state-provided accommodation whilst awaiting their biometric residence permit<sup>5</sup> (proof of the ability to claim benefits and to apply for housing) have also been identified as a risk to increasing rough sleeping numbers.

It is predicted that on current trends, core homelessness will rise by 61,000 by 2041, which is equivalent to an increase of 25% across England<sup>6</sup>. The number of people who are homeless and people sleeping rough is similarly rising within Wales. As well as the extreme danger rough sleeping poses to a person’s health and wellbeing, the estimated cost per rough sleeper to the criminal justice system is £11,991, with a further cost to the public sector of roughly £20,000 in comparison to the average cost of an intervention being £1,426<sup>7</sup>. This represents a significant risk for both policing and the Criminal Justice System and makes both strategic and financial sense for PCCs to engage with partners in this area.

Whilst not all individuals sleeping rough are associated with criminal activity, including being a victim of crime, evidence gathered by charity [Crisis](#)<sup>8</sup> demonstrates how crime and rough sleeping can be linked. For example, those who are sleeping rough are 17 times more likely to be a victim of violence<sup>9</sup>. In addition, the Ministry of Justice have published research showing a 79% reoffending rate amongst prisoners who leave prison with no accommodation, compared to a reoffending rate of 47%

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<sup>3</sup> <https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2022/rough-sleeping-snapshot-in-england-autumn-2022>

<sup>4</sup> [Ibid.](#)

<sup>5</sup> <https://www.gov.uk/biometric-residence-permits>

<sup>6</sup> [https://www.crisis.org.uk/media/utehvxat/homelessness-monitor-england\\_report-2023\\_v11.pdf](https://www.crisis.org.uk/media/utehvxat/homelessness-monitor-england_report-2023_v11.pdf)

<sup>7</sup> <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/cost-of-homelessness/>

<sup>8</sup> <https://www.crisis.org.uk/>

<sup>9</sup> <https://www.crisis.org.uk/about-us/latest-news/new-research-reveals-the-scale-of-violence-against-rough-sleepers/>

amongst prisoners leaving into accommodation<sup>10</sup>. This evidence sheds light on the rationale behind the active involvement of numerous PCCs and Chief Constables in addressing rough sleeping, including their availability, capacity and effectiveness of support provided, as well as the activities of partners.

APCC analysis of PCCs' police and crime plans, and associated literature, shows significant levels of engagement and activity to prevent rough sleeping and to reduce vulnerability. PCC-led activities include reducing reoffending schemes, commissioning victims' services and providing leadership in delivering a whole system approach by effectively bringing partners together to tackle the causes of rough sleeping and deliver a preventative approach.

## EVIDENCE-BASED PRACTICE AND RECOMMENDATIONS

### Holding to account

While rough sleeping is a complex issue that requires a multi-agency response, PCCs can play a key role by using their statutory responsibilities to prioritise rough sleeping in their Police and Crime Plans. PCCs can also hold their Chief Constables to account by seeking assurances that the force is making effective use of police resources to tackle this issue, and officers are using their powers appropriately when enforcement is required.

More broadly, PCCs can use their oversight of Chief Constables to ensure that they are collaborating effectively with partners to help break the cycle of rough sleeping, including the delivery of preventative and [trauma informed approaches](#)<sup>11</sup> in recognition of the risk and harm posed to rough sleepers. The APCC's PCC Accountability Framework (available from Spring 2024) provides further examples of how PCCs can effectively hold Chief Constables to account.

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<sup>10</sup> <https://assets.publishing.service.gov.uk/media/5a757ec340f0b6397f35edf3/homelessness-reoffending-prisoners.pdf>

<sup>11</sup> <https://www.gov.uk/government/publications/working-definition-of-trauma-informed-practice/working-definition-of-trauma-informed-practice>

## How can PCCs effectively hold forces to account?

Dedicating time to discuss and review your force's response to rough sleeping within your regular holding to account meetings, provides valuable opportunity to understand and scrutinise the issue locally.

PCCs can also seek readily available information on how the force is, and will, manage demand generated by rough sleeping, including the number of incidents linked to rough sleeping, and the extent to which current force workforce and assets will be able to meet expected future demand as per the requirement of [HMICFRS force management statements](#)<sup>12</sup>. When discussing this with Chief Constables, PCCs may wish to draw links to force crime prevention and public protection activities, as well as referrals to specialist support services with the necessary skills and resources to address the underlying behaviours and needs of individuals sleeping rough. Having identified a baseline level of demand, PCCs can monitor force data to track progress and understand if any police resources have been released as a result of effective prevention and partnership activity.

### Case Study: Surrey Begging App

Surrey Police have developed an app for officers to support their response to street begging. The app provides a flowchart for officers to follow, including relevant information, training videos and frequent questions and translations. This helps officers by providing up to date information on available specialist support in one place, with the aim of reducing vulnerability and risk of harm. This app is currently being evaluated by Surrey Police and has been highlighted as 'Smarter Practice' by the College of Policing. More information on this App can be taken from the College of Policing website at [Begging resources guidance – Surrey Police | College of Policing](#)<sup>13</sup>

### Key Points & Recommendations

- Make rough sleeping a priority in your Police and Crime Plan and raise it with your Chief Constables in your regular holding to account meetings gives focus to an issue with links to crime and victimisation.

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<sup>12</sup> <https://hmicfrs.justiceinspectorates.gov.uk/about-us/what-we-do/force-management-statements/>

<sup>13</sup> <https://www.college.police.uk/support-forces/practices/smarter-practice/begging>

- Seek assurance on how your force is responding to rough sleeping, including through public health preventative approaches, evidence of engagement with relevant partners, and how enforcement in regard to preventing crime and protecting the public is being delivered.

## Partnership working

Rough sleeping is a complex issue that requires a multi-agency approach encompassing early intervention and prevention.

PCCs are well placed to oversee and support this approach due to their statutory duties to work with partners and their considerable experience of overseeing multi-agency work. Examples of PCCs effectively bringing partners together include their work with Community Safety Partnerships, Criminal Justice Boards, Combating Drug Partnerships and, more recently through their actions to deliver roll out of the [Right Care Right Person](#)<sup>14</sup> principles.

## What is partnership working?

PCCs can play a central role in encouraging an effective and efficient multi-agency response to tackling rough sleeping. For example, PCCs may seek assurances from their Chief Constables that the force is working effectively with partners and has considered the merits of a [public health approach](#)<sup>15</sup> to the issue. Alternatively, in the absence of existing forums and groups that do not include policing representation, PCCs may actively seek to join or create new partnerships that bring relevant partners together to end rough sleeping. Where needed, PCCs can offer support to Chief Constables to secure partners' co-operation by engaging with their political or strategic counterparts, including local authority leads responsible for delivering their statutory [Homelessness Strategy](#)<sup>16</sup> (in some areas this may be a community safety lead). When approaching local authorities to discuss this strategy, PCCs can raise their interest in this work in relation to activities on Anti-Social Behaviour, addressing complex needs such as addictions (for example, some PCCs lead on their Combating

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<sup>14</sup> <https://www.gov.uk/government/publications/national-partnership-agreement-right-care-right-person/national-partnership-agreement-right-care-right-person-rcrp>

<sup>15</sup> <https://www.apccs.police.uk/media/8698/a-guide-to-taking-a-public-health-approach-for-police-crime-commissioners-and-their-offices.pdf>

<sup>16</sup> <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities/chapter-2-homelessness-strategies-and-reviews>

Drugs Partnerships) and support for victims to ensure rough sleepers are not excluded from these important services.

Multi-agency work can include working with local authorities and health partners to deliver a public health approach to address behaviours driving criminal activity, establishing robust mechanisms for forces to signpost rough sleeper towards, and sharing information on those who are not accessing support and continue to offend. In England, Integrated Care Systems are responsible for taking account of the health and social care needs of people sleeping rough in their areas and PCCs, or forces, should engage with these partnerships to discuss demand management and ways of working together. Additionally, in some areas, Community Safety Partnerships have identified rough sleeping as a priority and PCCs, or forces, may wish to understand what approaches partners are taking towards this issue with a view to complementing by supporting projects and avoiding duplication, alongside tailoring action to local needs and contexts.

Local Criminal Justice Boards (LCJBs) provide a further forum for PCCs to effectively engage with partners, such as prisons and probation, on issues related to rough sleeping, (e.g., concerns around Friday release of prisoners, when many services are not staffed over the weekend). Prisons and probation services should provide temporary accommodation for prison leavers through their [Community Accommodation Service tier 3<sup>17</sup>](#) (CAS-3) in both England and Wales. PCCs may wish to ask what provisions are available within their region with a view to reducing reoffending.

PCCs should also consider offering support to local authorities for applications to national funding. For example, to the DLUHC Rough Sleeping Initiative Fund, which aims to reduce or prevent rough sleeping. Information on available funding can be found in appendix A.

## How should it work?

Effective approaches to tackling rough sleeping cannot be delivered by policing alone. PCCs can encourage effective collaboration in recognition of how rough sleeping is an issue of relevance for many different partners. Although the role policing plays within this system remains primarily focused on protection of the public, preventing crime and providing enforcement when the law is broken, in some circumstances, a balance

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<sup>17</sup> <https://www.clinks.org/sites/default/files/2022-11/Stakeholder%20Resource%20Pack%20CAS%203%20Launch%20-%20Final.pdf>



between enforcement and the offer of support is appropriate (see case study on Operation Luscombe below). By recognising and responding to the underlying causes of rough sleeping through signposting to more appropriate support, police resources and time can be saved by preventing both cycles of criminality and first-time offenders. Ensuring that partners are providing the services needed and working effectively with policing is vital.

There are various established partnership meetings across local policing areas such as Health and Wellbeing Boards, local Combating Drugs Partnerships and Community Safety Partnerships that will focus on rough sleeping. PCCs and their teams who engage with these partnerships can help identify what activity is happening in their areas and to find out more about how to support this work.

## Case Study: Operation Luscombe

Operation Luscombe was piloted by the City of London Police and is now in place across several forces, including Cambridgeshire. It brings together a range of partners including local authorities, housing providers, and case workers, with the aim of preventing crime and reducing reoffending amongst those sleeping rough by offering diversionary pathways out of criminal activity. Operation Luscombe employs a 4-step traffic-light process for individuals begging or sleeping rough, with 'tickets' ranging from green to blue.

**Green** – Individuals are issued with a green ticket and directed to the next available support hub providing hot meals, medical and mental health service details, and important information on temporary accommodation and access to caseworkers.

**Yellow** – Individuals previously issued with a green ticket are issued with a yellow ticket and a [Community Protection Warning](#)<sup>18</sup>, but are again directed to the next available support hub.

**Red** – Individuals previously issued with a yellow ticket are now issued with a red ticket, and a [Community Protection Notice](#)<sup>19</sup>, whilst still being directed to the next available support hub.

**Blue** – Individuals previously issued with a red ticket are issued with a blue ticket and are arrested for breach of the Community Protection Notice.

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<sup>18</sup>[https://assets.publishing.service.gov.uk/media/6422a19b60a35e00120cae63/2023\\_Update\\_ASBS\\_Statutory\\_Guidance\\_-\\_FINAL\\_1.pdf](https://assets.publishing.service.gov.uk/media/6422a19b60a35e00120cae63/2023_Update_ASBS_Statutory_Guidance_-_FINAL_1.pdf)

<sup>19</sup>[Ibid.](#)

Cambridgeshire Police have highlighted the importance of offering support while maintaining the enforcement aspect as a compliance factor through the issuing of the Community Protection Warning and Notices. Additional benefits of the programme include greater information sharing between partners, stronger numbers of positive outcomes for those engaged in the programme, and increased levels of trust between the local community and the police. This further saves policing time overall. Recent Operation Luscombe activity in Wisbech, Cambridgeshire, saw 58 individuals out of 62 effectively stop their rough sleeping or begging activities.

## Case Study: Greater Manchester Homelessness Action Network

The Greater Manchester Homeless Action Network brings together policing representatives, community sector organisations, housing providers, elected officials, health, and the third sector to help approach the issue of rough sleeping and homelessness. This involves holding regular meetings to discuss issues alongside quarterly events to discuss the issue on a strategic level and provide networking opportunities. Further smaller events are organised throughout the year, alongside campaigns during periods of peak demand to ensure support is available. By having all of the partners convened together to discuss issues and monitor demand, this ensures the correct support is offered. More information on this network can be taken from their website [Greater Manchester Homelessness Action Network \(gmhan.net\)](https://www.gmhan.net/)<sup>20</sup>.

## Case Study: Checkpoint/Checkpoint Cymru

Checkpoint/Checkpoint Cymru is an award-winning programme of deferred prosecution that focuses on rehabilitation which was first developed by the PCC in Durham and has since been rolled out in North Wales. Embedded within the force's Offender Management Unit, and funded via the PCC office, all offenders subject to out of court disposals for low and medium level crimes are given the option of joining the voluntary programme. It offers the opportunity to exit the criminal justice system whilst addressing the underlying causes of offending, offering tailored support based on seven different personal needs including housing. Upon completing the scheme, the offender exits the criminal justice system with no criminal record. The cost of the programme in Durham currently is £480,000 a year. Academic evaluation has found a

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<sup>20</sup> <https://www.gmhan.net/>

10.3% reduction in reoffending across 2 years, with a 30% higher chance of reoffending for those who have not undertaken the programme, and an estimated net saving of £2 million in reduced crime in Durham<sup>21</sup>. PCCs may wish to raise this model with their Chief Constable. More information can be found from the Centre for Justice Innovation Website [Checkpoint | Centre for Justice Innovation](#)<sup>22</sup> or via contacting Durham OPCC <https://www.durham-pcc.gov.uk/contact><sup>23</sup>.

## Key Points & Recommendations

- Partnership working is important as rough sleeping and wider homelessness requires a whole systems approach. PCCs can use their convening powers and electoral mandates to drive partnership working.
- Policing has a key role in partnership arrangements in providing enforcement and referrals to appropriate agencies.
- Identify existing partnerships in first instance or establish new forums to discuss approaches to homelessness and rough sleeping within your region.
- Access and monitor relevant and up-to-date data on homelessness and rough sleeping and share this with partners to demonstrate the impact of the issue on your force and communities.

## Commissioning services

From commissioning victims' services to crime prevention grants, PCCs are responsible for funding a range of services and activities in their areas. PCCs can use their funding to deliver co-commissioned projects with other organisations. Understanding what services are currently being commissioned and provided by local authorities and other partners is a key element to effective commissioning. PCCs will wish to engage with partners, including local authorities and voluntary, community and social enterprise organisations, to understand their commissioning intentions for rough sleepers or related issues. Additionally, PCCs should consider engaging with those with lived experience to help inform their commissioning and grant making decisions.

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<sup>21</sup> <https://journals.sagepub.com/doi/abs/10.1177/0032258X211018774?journalCode=pjxa>

<sup>22</sup> <https://www.justiceinnovation.org/project/checkpoint>

<sup>23</sup> <https://www.durham-pcc.gov.uk/contact>

## Why commission services?

Although individuals sleeping rough are 30% more likely to be victims of violence such as domestic abuse<sup>24</sup>, or more likely to engage in low and medium risk criminal activity<sup>25</sup>, the complex issues driving rough sleeping require a multi-agency response, this includes when commissioning services. With many rough sleepers struggling with issues such as addictions, mental health, education and employment, PCCs should look to encourage partners to co-commission services that address multiple leads and ensure the most appropriate organisations are involved. The Ministry of Justice (MOJ) and APCC guidance on commissioning effective services for victims is currently under development for publication in the Spring.

## Case Study: Prisoners Building Homes Programme

First established by the 5 South-West PCCs, Prisoners Building Homes is now an award-winning national programme aimed at supporting prisoners whilst increasing housing stock through renovating out of service prison workshops. The programme offers prisoners the choice to help build modular homes that are then provided to local councils. This provides prisoners with positive pathways out of criminality by teaching practical skills and providing potential employment opportunities following release from prison. Furthermore, the programme increases the available housing stock in the region, helping prevent long-term homelessness. With agreement from local authorities, the homes are placed on developmental plots deemed too small to be considered for housing developments. More information on how you can engage with this programme can be found via PCC website for Devon, Cornwall and the Isles of Scilly [Prisoners Building Homes Programme · Devon & Cornwall Police & Crime Commissioner \(devonandcornwall-pcc.gov.uk\)](https://www.devonandcornwall-pcc.gov.uk/about-us/partnership-working/prisoners-building-homes-programme/)<sup>26</sup>.

## Other Commissioned Services:

### Society of St James, Hampshire

Hampshire and Isle of Wight PCC has commissioned the Society of St James to provide Integrated Offender Management services, including housing for those

<sup>24</sup> <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/types-of-homelessness/its-no-life-at-all-2016/>

<sup>25</sup> [https://commonslibrary.parliament.uk/research-briefings/cbp-7836/?doing\\_wp\\_cron=1591337717.9247629642486572265625](https://commonslibrary.parliament.uk/research-briefings/cbp-7836/?doing_wp_cron=1591337717.9247629642486572265625)

<sup>26</sup> <https://www.devonandcornwall-pcc.gov.uk/about-us/partnership-working/prisoners-building-homes-programme/>

undertaking the scheme. In the 12 years of running, this has had a 70% success rate in preventing reoffending. The funding for this was provided under the PCCs Emerging Needs fund and was funded for £25,000 in December 2023, with funding also being provided by other partners and donations. More information on this service can be found from the Society of St James Website [The Society of St James – Welcome to The Society of St James \(ssj.org.uk\)](https://www.ssj.org.uk/)<sup>27</sup>.

## Time to Change, Cumbria

Cumbria's PFCC has rented out an out of service police station to charity Time to Change Cumbria for only £1 a year. This station has been converted into 10 accommodation suites and prioritised for ex-service members, at risk of rough sleeping, for up to 3 months. More information can be found from the Time to Change website [Time To Change West Cumbria | TTC \(ttcwestcumbria.org\)](https://www.ttcwestcumbria.org/)<sup>28</sup>.

## Transform Housing

Surrey's PCC has commissioned Transform Housing to provide 8 beds within a shared house for police referrals. Those engaging with the scheme are provided addiction and mental health support, with regular meetings held with Surrey Police to ensure any issues are dealt with immediately. More information can be found from the Transform Housing website [Home Page | Transform Housing & Support](https://www.transformhousing.org.uk/)<sup>29</sup>.

## Warwickshire PCC

The PCC for Warwickshire has implemented a section on Housing Needs and Duty to Refer in specifications for their commissioned services. This ensures that any workers on commissioned services are aware of the 'duty to refer' responsibilities that are placed on public authorities. They have further required commissioned services to incorporate screening for housing needs within their initial assessment of service users and have contacted local partners to ensure training on the duty to refer is delivered. For more information, please contact the Warwickshire PCC via their website [Office of the Police and Crime Commissioner for Warwickshire \(warwickshire-pcc.gov.uk\)](https://www.warwickshire-pcc.gov.uk/)<sup>30</sup>.

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<sup>27</sup> <https://ssj.org.uk/>

<sup>28</sup> <https://www.ttcwestcumbria.org/>

<sup>29</sup> <https://transformhousing.org.uk/>

<sup>30</sup> <https://www.warwickshire-pcc.gov.uk/>

## Key Points/Recommendations

- Understanding local requirements for services is vital in commissioning effective services.
- Commissioning jointly with other PCC regions and public sector organisations can be an efficient and effective way of pooling resources.
- Regularly evaluating services to ensure they are effectively responding to the issue is important.
- When commissioning services, consider the input of those with lived experience and the need to respond to a variety of risk factors, including rough sleeping, mental health, addictions, education, and employment.
- Local Authorities are required to publish Homelessness and Rough Sleeping Strategies<sup>31</sup> which are a useful starting point to understand what services are available in your policing area and any gaps. In many areas, policing has provided input to these strategies.

## Women sleeping rough

### The need for specific women's rough sleeping support

Those experiencing rough sleeping often have a unique set of circumstances and factors contributing to their behaviour. Evidence from [Homeless Link](#)<sup>32</sup> shows that women are more likely to be reliant on informal agreements with friends, family or acquaintances for temporary accommodation, and in some cases exchange sex for rent - this is broadly considered 'hidden homelessness' and these factors can make women harder to reach when offering services. When women do sleep rough, they are more likely to have experienced trauma or mental ill-health and can be less likely to engage in support from mixed-gender services. Research by University of York commissioned by St Mungo's found 54% of women that experience rough sleeping have experienced abuse or violence from a partner or family member, with 33% attributing this abuse as a cause of their rough sleeping<sup>33</sup>.

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<sup>31</sup> <https://www.legislation.gov.uk/ukpga/2017/13/contents/enacted>

<sup>32</sup> <https://homeless.org.uk/>

<sup>33</sup> <https://www.mungos.org/wp-content/uploads/2018/10/Women-and-Rough-Sleeping-Report-2018-Summary.pdf>

## Women's Aid Flexible Fund

A £2 million fund, provided by Women's Aid in collaboration with the Home Office, has been launched to provide support and a one-off payment of £500 to help assist women fleeing from domestic abuse, with a provision for them to make a further application for up to £2,500 to help place a deposit for accommodation. The fund is available in both England and Wales, and will be delivered via referrals from frontline services, or an online application. PCCs can raise awareness of this new fund with their local partners and encourage their force to make referrals. Information on this fund is available from the Women's Aid website [Flexible Fund - Women's Aid \(womensaid.org.uk\)](https://www.womensaid.org.uk)<sup>34</sup>.

## Case Study: St Giles Trust – Wonder+

WONDER+ is a support service commissioned by Norfolk PCC, in partnership with the St Giles trust, that delivers specialist support to vulnerable women at risk of entering the Criminal Justice System, or who have recently completed custodial sentences. Focusing on the unique circumstances female offenders face, the programme acts as a diversionary service whilst providing accommodation and mental health support. An evaluation undertaken in 2021 found that homelessness was the second highest contributory factor to reoffending. The evaluation also found a 68.1% positive outcome rate of those who have completed the support programme, including leaving the Criminal Justice System, or a positive change in employment or accommodation. Scheme participants highlighted the success and usefulness of the programme. More information on this programme can be found from the St Giles Trust website [Women's Services - St Giles \(stgilestrust.org.uk\)](https://www.stgilestrust.org.uk)<sup>35</sup>.

## Case Study: Lighthouse Women's Aid

Commissioned by Suffolk PCC, Lighthouse Women's Aid provides specialist support to women facing domestic abuse. Support is offered via a women's centre providing advice appointments and links to legal and housing advice for women experiencing domestic abuse. Support recipients can also access temporary accommodation for them and their children in the form of a women's shelter for those experiencing homelessness or fleeing domestic abuse into homelessness. More information on

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<sup>34</sup> <https://www.womensaid.org.uk/get-involved/flexible-fund/>

<sup>35</sup> <https://www.stgilestrust.org.uk/what-we-do/womens-services/>

this programme can be found from Lighthouse’s website [Lighthouse | From a brighter future, free from domestic abuse \(lighthousewa.org.uk\)](https://www.lighthousewa.org.uk)<sup>36</sup>.

## Key Points/Recommendations

- Women can face significantly different issues when sleeping rough and have differing causes of homelessness.
- Women are more likely to be ‘hidden homeless,’ meaning they are less likely to report themselves as homeless or sleeping rough, making access to support difficult.
- PCCs may wish to ensure services they, or partners commission include a focus on women’s services that reflect the unique challenges women face. There is a need to recognise links between rough sleeping and domestic abuse.

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<sup>36</sup> <https://www.lighthousewa.org.uk/>



# APPENDICES

## APPENDIX A: Funding Streams Available

[Homelessness Prevention Grant<sup>37</sup>](#) – A funding stream provided by DLUHC to Local Authorities for the purpose of managing Homelessness within their region. Funding has been allocated for 2023-2025

[Rough Sleeping Initiative<sup>38</sup>](#) – A funding stream provided by DLUHC to local councils for the purpose of long-term support for those sleeping rough or at risk of sleeping rough. Funding has been allocated from 2022-2025.

[Rough Sleeping Drug and Alcohol Treatment grant<sup>39</sup>](#) – A funding stream provided by DLUHC to local areas to implement evidence-based drug and alcohol treatment and wrap around support for people sleeping rough or at risk of sleeping rough, including those with co-occurring mental health needs. This is available in 83 areas currently, with funding allocated for 2022-2024, and plans to continue funding for 2024/2025.

[Rough Sleeping Accommodation programme<sup>40</sup>](#) – A funding stream provided by DLUHC, Councils, working closely with delivery partners and local stakeholders in health, social care, probation services, the voluntary and charities sector, service users and Registered Providers of social housing can submit bids for the purpose of providing Move-On homes, available as long-term assets, and accompanying support services to the Eligible Cohort to achieve a sustainable reduction in rough sleeping. Funding is still available for financial year 2024/2025.

[Single Homelessness Accommodation Programme<sup>41</sup>](#) – A funding stream provided by DLUHC to Local councils for the purpose of developing Single Homelessness Accommodation Programme schemes in their region, with the aim to increase the supply of good quality, specialist supported accommodation and housing-led approaches. Funding applications are still open.

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<sup>37</sup> <https://www.gov.uk/government/publications/homelessness-prevention-grant-2023-to-2025>

<sup>38</sup> <https://www.gov.uk/government/publications/rough-sleeping-initiative-2022-to-2025-funding-allocations>

<sup>39</sup> <https://www.gov.uk/government/publications/rough-sleeping-drug-and-alcohol-treatment-grant-2022-to-2024-funding-allocations>

<sup>40</sup> <https://www.gov.uk/government/publications/rough-sleeping-accommodation-programme-2021-24>

<sup>41</sup> <https://www.gov.uk/government/publications/single-homelessness-accommodation-programme>

[Night Shelter Transformation Fund<sup>42</sup>](#) – A funding stream provided by DLUHC for third sector organisations with an annual turnover of less than £5 Million for the purpose of running night-shelters. Funding applications has closed, with funding allocated for 2022-2025.

[Women’s Aid Flexible Fund<sup>43</sup>](#) – A funding stream provided by Women’s Aid in collaboration with the Home Office. Provides one-off payments of £500 to help assist women fleeing from domestic abuse, with a provision for them to make a further application for up to £2,500 to help place a deposit for accommodation. A FAQ has been provided by Women’s Aid from their website [Home-Office-Flexible-Fund-FAQs.pdf \(womensaid.org.uk\)<sup>44</sup>](#).

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<sup>42</sup> <https://www.gov.uk/government/publications/night-shelter-transformation-fund-2022-to-2025-funding-allocations>

<sup>43</sup> <https://www.womensaid.org.uk/get-involved/flexible-fund/>

<sup>44</sup> <https://www.womensaid.org.uk/wp-content/uploads/2024/01/Home-Office-Flexible-Fund-FAQs.pdf>

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