Nottingham City Council

Domestic & Sexual Violence & Abuse Safe Accommodation Needs Assessment 2021

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Authors:	Hannah Stovin, Noel Oxford, Jane Lewis, Val Lunn
Owner:	Philip Broxholme
Tier 1 Authority Name	Nottingham City Council
Tier 2 Authority Name / Contributed to this assessment (Y/N)	

Nottingham City Council

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Introduction

On 29/04/2021 The Domestic Abuse Bill was passed by Houses of Parliament and signed into law. The Domestic Abuse Act 2021[1] will provide further protections to the millions of people who experience domestic abuse and strengthen measures to tackle perpetrators. The Crime Survey for England and Wales found that in the year ending March 2019, 2.4 million adults experienced domestic abuse[2], indicating the scale of the issue. As part of the Act, a new Statutory Duty is placed on local authorities in England to provide support to victims of domestic abuse and their children in refuges and other safe accommodation.[3]

As per Part 4, 57, Support provided by local authorities to victims of domestic abuse. Each relevant local authority in England must –

a) Assess, or make arrangements for the assessment of, the need for accommodation based support in its area
b) Prepare and publish a strategy for the provision of such support in its area, and
c) Monitor and evaluate the effectiveness of the strategy

The purpose of this Needs Assessment is to assess the need for support in the Local Authority area for all victims of Domestic Abuse in relevant safe accommodation. As Part 1 of the Domestic Abuse Act provides that "a child that sees or hears, or experiences the effects of domestic abuse and is related to the person being abused or the perpetrator is also regarded as a victim of domestic abuse"[4], the data utilised in this Needs Assessment includes children of victims as well where possible

Within the draft Statutory Guidance[5], safe accommodation is defined as:

- Refuge accommodation
- Specialist safe accommodation
- Dispersed accommodation
- Move on or second stage accommodation
- Sanctuary Scheme
- Other forms of domestic abuse temporary accommodation

Support is defined as:

- Overall management of services within relevant accommodation
- Support with the day-to-day running of the service,
- Advocacy support
- Domestic abuse prevention advice
- Specialist support for victims

[1] Domestic Abuse Act 2021 (legislation.gov.uk)
[2] Draft Guidance on the Statutory Duty https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/896640/Draft_statutory_guidance_July_2020.pdf
[3] Landmark Domestic Abuse Bill receives Royal Assent - GOV.UK (www.gov.uk)
[4] Statutory definition of domestic abuse factsheet - GOV.UK (www.gov.uk)
[5] https://www.gov.uk/government/publications/domestic-abuse-bill-2020-overarching-documents

- Designed specifically for victims with relevant protected characteristics
- Designed specifically for victims with unique and / or complex needs
- Children's support – including play therapy and child advocacy;
- Housing-related support
- Advice service
- Counselling and therapy for both adult and children survivors

The MHCLG Grant awarded to Nottingham City is £871,229 for Year 1.

A meaningful needs assessment has to consider intersecting identities and intersecting experiences of domestic abuse. This includes understanding the different ways in which victims across a range of protected characteristics prefer to access support, and should make best use of local data from specialist services and involve the lived experiences of survivors.[6]

Background/context

The backdrop to this report is a year in which the world saw a global pandemic, impacting on every aspect of daily life, but having a heightened impact on those suffering from Domestic Abuse, as their options for help and support adapted to the new environment. Perpetrators may also have felt empowered, with the knowledge that escape from their situation was now more difficult for survivors. Even before the pandemic, services were already struggling to meet demand, with approximately a fifth of all referrals declined due to lack of space or capacity.[7] The Murder of George Floyd in 2020 also heightened awareness around the experiences of Black and Minoritised populations, and the Black Lives Matter movement gained support across the UK. This highlighted the experiences of Black and Minoritised survivors, and the barriers they face when seeking to access support. It is also recognised that barriers exist for disabled, migrant & LGBT+ survivors.

[6] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/896640/Draft_statutory_guidance_July_2020.pdf

[7] The Domestic Abuse Report 2021 The Annual Audit, Women's Aid

Executive Summary

Refuge space

- Nottingham City's current refuge provision does not meet demand. Around 73% of referrals are unsuccessful and most are denied due to a lack of capacity.
- Nottingham City does not have any dispersed refuge space, and so cannot provide safe accommodation for those survivors for whom current refuge provision is not suitable. This includes survivors with larger families, men survivors, Transgender and Non-Binary survivors and survivors who have severe & multiple disadvantage.
- There is a need for increased provision of accessible refuge space, for those survivors who have a physical disability or mobility needs. Further, there is a need for increase refuge space suitable for those survivors with learning difficulties or neuro-diverse conditions.

Language

- Nottingham City's refuges provide robust language support for those survivors for whom English is not spoken or is their second language. This service should be maintained, with the use of interpreters or other available services.

Partnership working

- Joined up service provision throughout a survivor's journey through refuge is important, and having clearly defined and appropriate referral pathways should be a priority for all services.
- The provision of mental health services for those with mental ill health and severe mental ill health should be made available as part of, or be provided as an alternative to refuge for those survivors in need.

Community Support

- A broad range of networks and support should be available for survivors and refuge workers to offer additional skills & support to survivors.

General

- Nottingham City provides a good response to the needs of BME survivors through the Zola refuge and for those survivors who are religious.
- The cost of refuge is a barrier, and employment in particular is a barrier to refuge for women.
- Nottingham City accepts a number of referrals from outside of area, mostly from the Midlands region.

Messaging

- Nottingham City should ensure that messaging and communication pathways around support for domestic abuse survivors is robust for all areas of the City, but in particular should target the following demographics: LGBT survivors, Asian survivors, Males from BME backgrounds.

Data

- Many partners, from all sectors, were unable to provide all of the data requested for this Needs Assessment. This is due to the type of data collected, and also the systems used to store and access it.
- Future iterations of the Needs Assessment would benefit from partners striving to collect more and richer datasets

Methodology

Data was requested for the financial year 2020/2021 only. It is recognised that a wider range of data would have informed a more accurate Needs Assessment, however this was balanced with awareness of partner limitations and time, and it was agreed that requesting a single years' worth of data would be acceptable to NCC.
Also note that this data falls over the period that the Covid-19 pandemic began, and therefore figures for this time period may be atypical. As Needs Assessments are produced for the coming years, we will be able to compare how effectively need is met during non-pandemic years.

The term 'referral' is problematic, as for different partners, a referral can mean different things. In order to provide some clarity, the following definition of a referral to refuge was agreed:

"*The receipt of detailed information either from an agency or survivor leading to a decision to accept a survivor into refuge or decline the referral. Even if the full referral process is not completed because it becomes apparent that the referral does not meet the eligibility criteria, this still constitutes a referral."*

Move on accommodation is also often referred to when discussing Domestic Abuse survivors. There are two types of move on accommodation.

1. Second Stage Move On accommodation are family houses managed by the refuges, women move in when they are ready to leave refuge, but not ready to manage their own tenancy. Nottingham has 12 Second Stage Move On accommodation units linked to 4 of our refuges.
2. move on accommodation is where a survivor is offered her own tenancy to move into after refuge or Move On accommodation, this may be social or private tenancies.

A data template was created and circulated by the Home Office for use in creating this Needs Assessment. Using this template as a basis, NCC created bespoke versions of the template for each area of business (Refuges, Equation (male specialist support service), Statutory Partners (i.e. Police, Health) and Housing Aid & the Sanctuary Scheme. This allowed us to tailor the data template to best fit the data available to each partner, and increase the quality of data returns (a list of the changes made to the template is detailed in Appendix 1). The partners were all engaged with during this process to seek their views and work together to agree a suitable template. Versions of the data templates circulated are available as accompanying documents to this Needs Assessment if required.

Following the circulation of the data template, partners were invited to attend a Q&A session to discuss the template and highlight and issues or gaps. This led to some further amendments to the template in some areas, as the writers of this Needs Assessment took the view that data which answered a slightly different question would be better than no data at all.

All data requested was anonymised.

Where collected, data was requested to include children of Domestic Abuse survivors (as they are classified as survivors themselves), and where possible, was split into male and female survivors.

Note that where percentages are given, these have been rounded up to zero decimal places, for example 24.7% would become 25%, therefore some totals may be higher due to rounding.

Sources

Source 1:	**Local Police and Crime Reports**	**Source 2:**	**Local MARAC Reports via Local MARAC Office**
Source Used:	Nottinghamshire Police Data (Niche)	Source Used:	MARAC data obtained from Juno & Equation
Source 3:	**Local IDVA Data**	**Source 4:**	**Statutory Homeless in England/H-CLIC Data**
Source Used:	IDVA data obtained from Juno	Source Used:	Housing Data from Nottingham City Council, incorporating H-CLIC data where possible
Source 5:	**Housing Data**	**Source 6:**	**Social Care Data - Adult/Child**
Source Used:	Housing Data from Nottingham City Council, incorporating H-CLIC data where possible. Nottingham Community Housing Association	Source Used:	Nottingham City Council Adult/Child Social Care
Source 7:	**Local Service Provider and User Data**	**Source 8:**	**Local Helpline Data (if available)**
Source Used:	Amber House, Central Refuge, Umuada, Zola, Equation	Source Used:	Juno
Source 9:	**Other Local Data Set**		
Source Used:	Health data was requested from a number of health sources although several provided a nil return		

Case studies were requested from Refuges, specifically focusing on key themes as follows

Amber House	African woman
	Young woman (20 or under)
Central	Woman with complex needs
	Disabled woman
Umuada	Woman with NRPF
	Woman with larger family (3 or more children)
Zola	Woman with NRPF
	BME woman
Equation	Heterosexual man
	Gay man*

*Note Equation were unable to locate a case study relating to a gay man, and therefore both case studies received for males are in relation to Heterosexual males.

Issues and Challenges

From the time the Draft Bill was proposed, along with the requirement for the Statutory Duty, it was accepted by both the MHCLG and the Local Authority that the data collected during the first year may be less complete. This is due to a number of factors, including that partners' systems may not be set up to collect the breadth of data required by the Needs Assessment template, and that extracting it easily and in the required format may also be difficult to achieve within the short timeframe with which the Needs Assessment was to be completed.

The Local Authority commits to working in conjunction with partners over the coming 12 months to improve the data offering by exploring improvements and amendments to systems to allow for a better data capture in subsequent years.

In particular, it is expected that data collection from statutory partners will be particularly affected. The Commissioned Voluntary Sector collate data as part of their contract with Nottingham City Council, and therefore data from this area is anticipated to be of better quality.

Due to issues with data quality, the totals for some services may not be consistent. A service may collect data on total number of referrals for men and women by age, but then not be able to break down the referrals into gender and by ethnicity, or may be able to provide the number of child survivors, but not then be able to break down the child survivor numbers by gender. MARAC data has particular limitations.

Duplication of data is a further issue. During the Q&A sessions this was raised by a number of our partners, and will be something that future Needs Assessments need to take care to address. For example, if a survivor comes into contact with Housing Aid, who refer them to Juno, this survivor will be captured in both the Housing and Juno data returns. Nottingham

City Council has been working with the commissioned services to improve data collection for 'unique' service users, which will go some way to addressing the issue.

Measuring the local need and demand for refuge accommodation is in itself a difficult task because:

- Referrals are only usually received in response to an advertised vacancy. Nationally, need is filtered through Routes to Support, the Women's Aid England online refuges vacancy hub. Local referrals may also be received via the Juno 24hr helpline and Housing Aid, in addition to Routes to Support. This means that the number of referrals is not likely to be an accurate measure of need.
- Refuges offer safe accommodation to those survivors who are experiencing homelessness, but also offer respite to those who are unable to stay in their homes for a temporary period. [8]
- Refuges are only able to accept a referral if they have staff capacity, suitable facilities, funding and specialist support that may be required to meet specific needs[9]
- The availability of move on (away from refuge) accommodation in the area and other factors will impact on length of stay in refuge, and therefore the regularity with which refuge spaces become available.[10]

- The Covid 19 pandemic started during period covered and a significant decrease in new refuge vacancies being posted during that time as noted, as a result of restrictions in place.[11]

Additional Notes

The template provided by the Home Office refers to Gender Identity with the following sections: Male, Female, Transgender/Transsexual, Non-Binary, Other/Unknown/Prefer not to say. In keeping with the Equality Act, woman and man will be used within this document rather than female and male (these terms referring to physical reproductive systems rather than a gender identity), with the exception of reference to children.

Data and Analysis

Demographic Composition/Population features of Survivors.

Age:

Data was requested to include children (as defined in legislation around Domestic Violence and Abuse victims), and for this section, under 16 year olds have been separated out and classed as 'Children of survivors', to enable an accurate estimate of Need for Adults and children separately.

Of an overall total of 19,530 referrals or contacts to all refuges and statutory partners, 4617 (24%) were children. 14,913 were adults (16yrs or older)

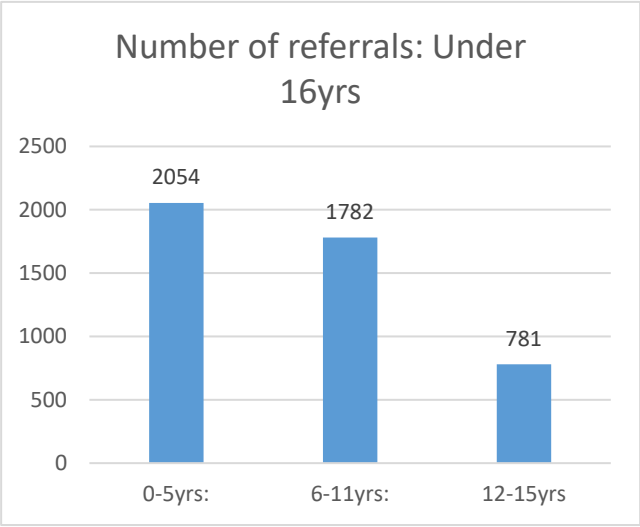
[8] DSVA Evaluation Report v0.2 (V LUNN, 2021)
[9] Women's Aid England Nottingham City Report May 2021
[10] Women's Aid England Nottingham City Report May 2021
[11] Women's Aid England Nottingham City Report May 2021

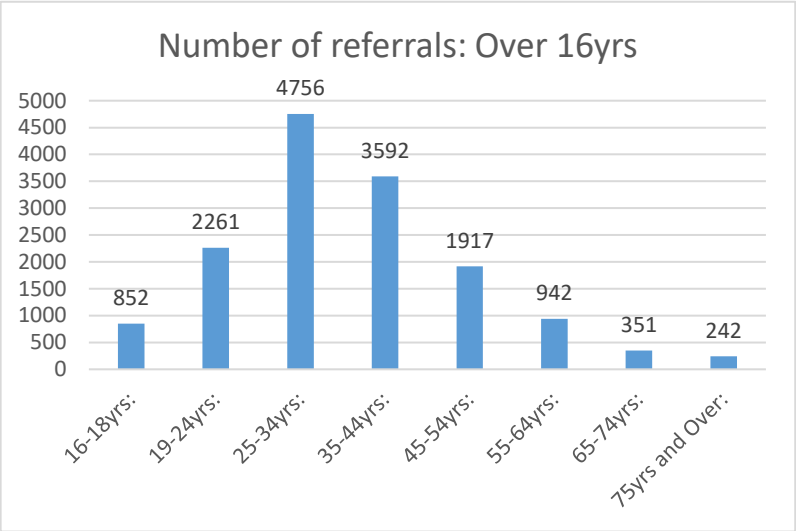
It appears that a large volume of child survivors of DVA are coming into contact with statutory services. Children's Social Care recorded over 2700 contacts during the timeframe, and MARAC data shows over 1000.

For the Children's Social Care Data, the age most likely to be referred was 0-5, followed by 6-11 years, with referrals becoming less as children get older.

For adults, the age brackets most likely to be recorded as DVA survivors are 25-34, followed by 35-44 years and then 19-24 years. The age bracket with the least recorded survivors is 75years and over, making up less than 2% of adult survivors.

From Equation, a male focused service, the figures indicate that men may be slightly more likely to be survivors of DVA in the age brackets 35-44 and 45-54 years.



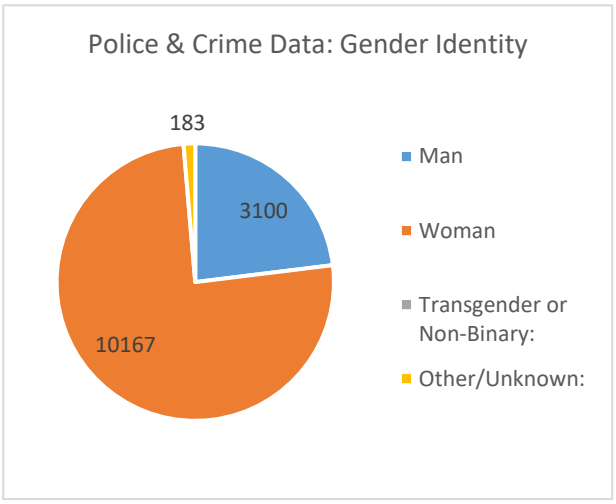


Gender Identity:

It is known that Nationally, women are disproportionately the victims of Domestic Abuse, making up 83% of victims in 2018-19.[12]

From Nottingham City figures, child survivors (based on child social care data) of Domestic Abuse are almost indistinguishable by sex (49% female children, 48% male children and 3% unknown), whereas for over 18s and across all services, women are more likely to be recorded as survivors of Domestic abuse. Unborn children in Children's Social Care figures total 21 for the period.

Broadly, 77% of DVA victims are women (child social care figures removed), which is consistent in specific reported areas i.e. MARAC, Housing.

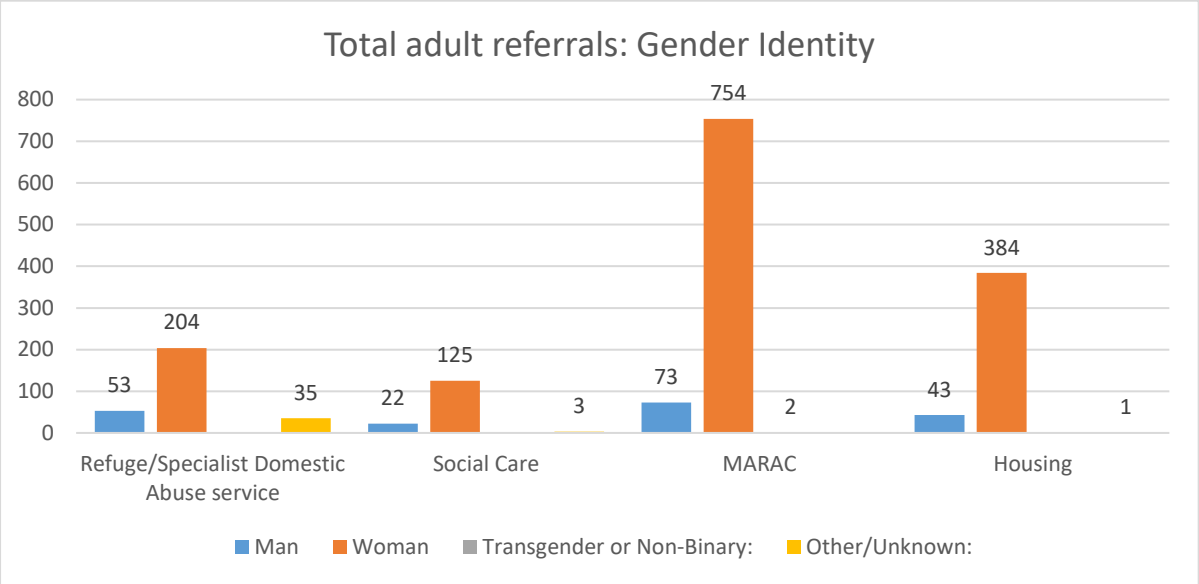


[12] Draft Statutory Guidance Framework, July 2020

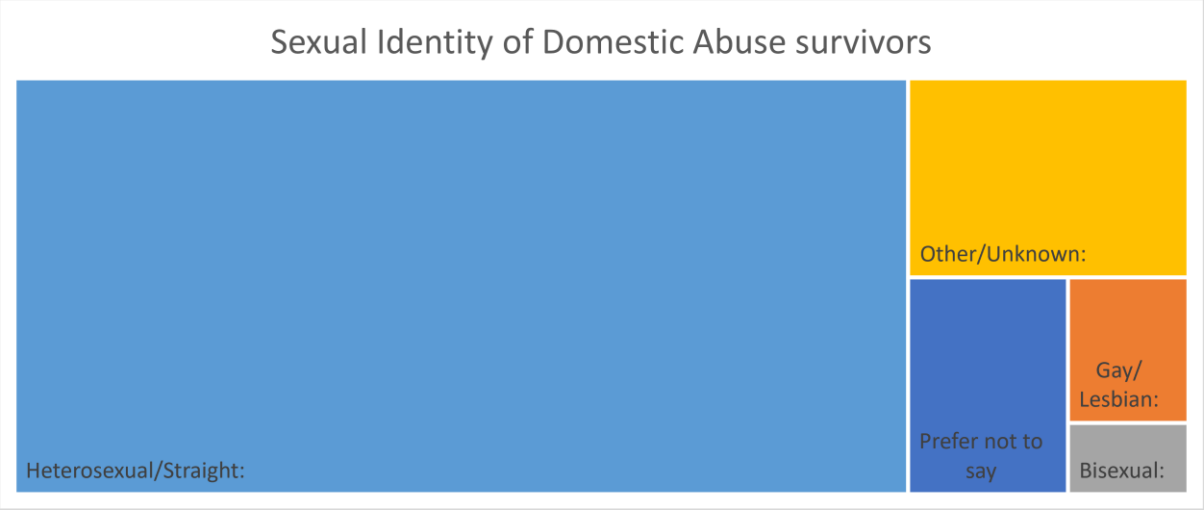
It is noted that the majority of the recording of survivors who are men is held by the Police. (94% of all referrals or contacts from adult men survivors are Police records)

According to Stonewall, around 1% of the population are estimated to be Trans or Non-Binary.[13] From the figures provided, 0.01% of survivors (2) presenting to services identify as Trans or Non-Binary, therefore it is likely that Trans and Non-Binary people are underrepresented in Domestic Violence and Abuse figures for Nottingham City, especially when the population density of Nottingham in comparison to the national average is considered (see Sexual Identity, below).

1% of survivors' gender identity is unknown/not recorded.



Sexual Identity: Over 76% of domestic abuse survivors identify as Heterosexual, and 6% as Lesbian, Gay or Bisexual (LGB). 18% have their sexual identity recorded as Unknown or Prefer not to say. A report from Public Health England estimated that 2.5% of the population were LGB[14]. It is reasonable to infer that Nottingham City's higher than average figures of LGB



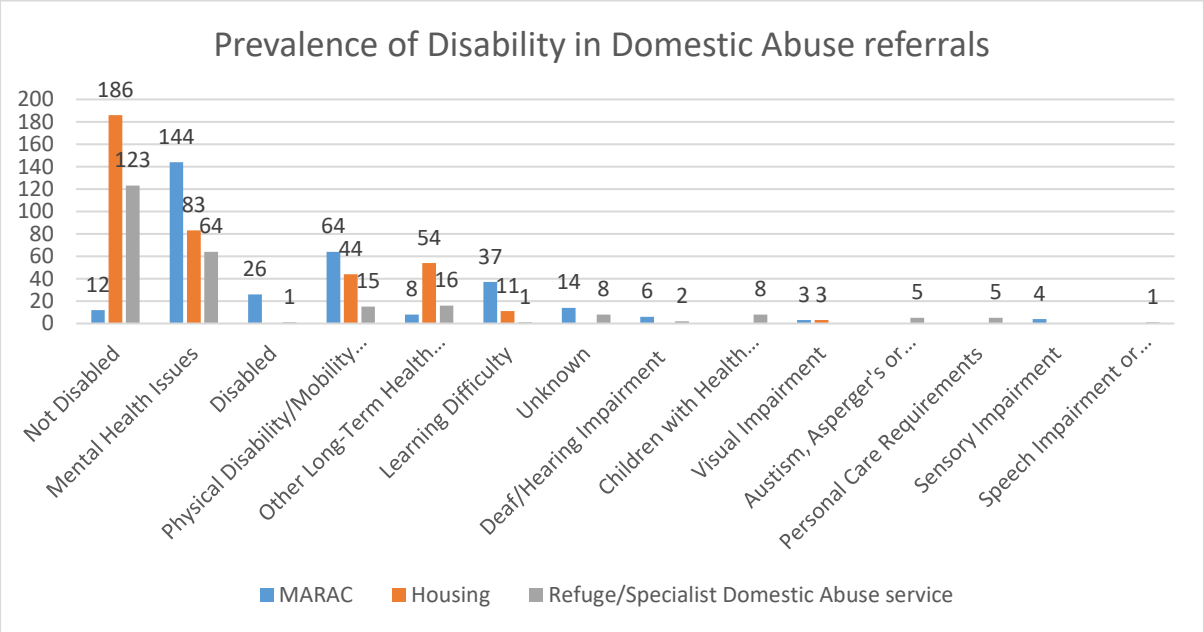
[13] The truth about trans (stonewall.org.uk)

[14] PHE_Final_report_FINAL_DRAFT_14.12.2016NB230117v2

survivors is as a result of being an urban area with higher population density than the average across the UK, rather than a particular likelihood for LGB people to be victims of DVA.

Disability: Public Health England report that disabled people are disproportionately likely to experience domestic abuse[15], and also that they experience more barriers to accessing support. It is also accepted that abuse is often the main factor in the development of depression, anxiety and other mental health issues.[16] It is therefore likely that a high proportion of Domestic Abuse survivors who come into contact with services will have additional needs/disability, and this should be reflected in the support offered.

Of the total number of cases in Nottingham City, the majority of Domestic Violence survivors have some kind of disability, as opposed to 'Not Disabled'. The majority of disability identified is mental health issues, but there are 120 cases where a survivor was recorded as having a physical disability, and 78 with a long term health condition, as well as 58 with a learning difficulty. From the MARAC data, 118 of 173 cases involving someone with a disability were due to mental health issues.



In terms of Learning Difficulty, this can manifest as different needs and situations for which the individual may require support. Amber House note 2 referrals of note, one where the survivor struggled with independent living and required a lot of support around personal self-care and maintaining their living environment, whereas another survivor struggled with understanding information and required a lot of support whereby staff often had to use images to explain some health and safety and safeguarding issues. Staff also often had to act as advocates with agencies as the customer struggled to navigate the systems in place i.e. benefits claims.

15 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/480942/Disability_and_domestic_abuse_topic_overview_FINAL.pdf

16 https://www.womensaid.org.uk/the-survivors-handbook/domestic-abuse-and-your-mental-health/

Some survivors with disabilities or health needs may require more support and assistance, which could place additional demand on the time and capacity of the refuge and its staff.

Ethnicity: Separating Children's Social Care data from the remainder of the data indicates that for under 18s, most child survivors are from a White background (53%), 20% have a Mixed or multiple ethnic background, 10% are from an Asian background and 10% are from a Black background. 7% of child survivors are from Other ethnic groups.

For the adult figures, data from all other sources except Children's' Social Care has been used, which will include some duplication of children, as they are included in the MARAC figures.

77% of Domestic Abuse survivors coming into contact with services or refuge are from a White background, 7%, are from a Black background and a further 7% have a Mixed or multiple ethnic background. 6% are Asian and less than 2% are from another ethnic group. The 2021 Census results are not yet available, but from the 2011 Census, the population of Nottingham City was comprised of 65% White British, around 7% Mixed or multiple ethnic background, 7% from a Black background, and 9% Asian[17]. (Note: There will be some duplication within these figures due to the way in which agencies categorise data)

For male survivors of Domestic Abuse, data indicates that white males are most likely to be represented in the figures, so males of other ethnicities are likely to be underrepresented.

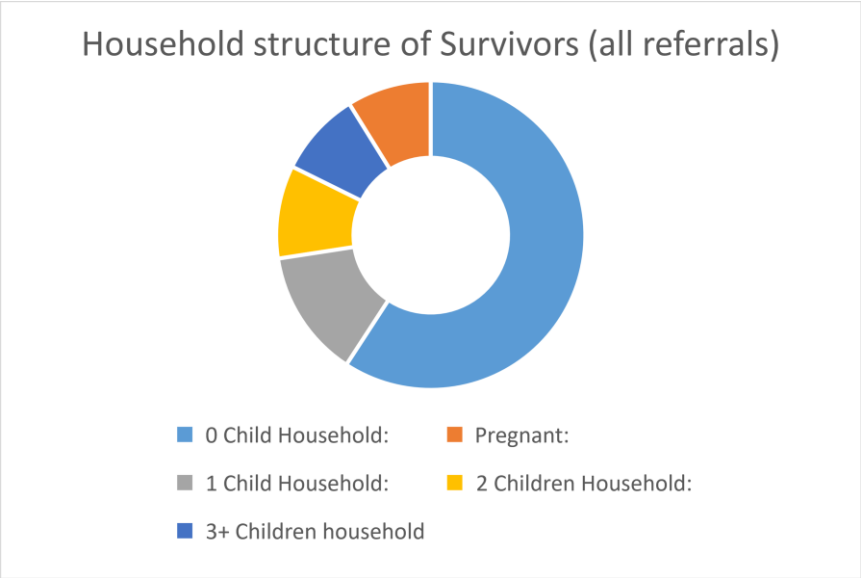
Data suggests that the proportions of domestic abuse survivors in Nottingham City are broadly in keeping with the ethnicity makeup of the general population, although the Asian population is underrepresented in the figures, and BME males are also underrepresented. There are multiple reasons why survivors from a BME background may not report their abuse – fear of racism, services not being able to meet needs around language or cultural differences, immigration status etc.

Housing were also able to provide figures around Nationality, which showed that the majority of lead applicants, both male and female, were from UK Nationals (80%). Non-EEA country Nationals made up 8% of applicants, followed by Other EEA country nationals at 5%. 3% of all recorded applicant nationality were Polish, the most for any single country aside from the UK. It is unknown whether these referrals were from inside or outside of the City, or whether this is consistent with the population of Polish nationals in Nottingham City.

[17] https://www.nottinghaminsight.org.uk/Document-Library/Document-Library/aAXGNJs

Socio-economic Characteristics of Domestic Abuse survivors

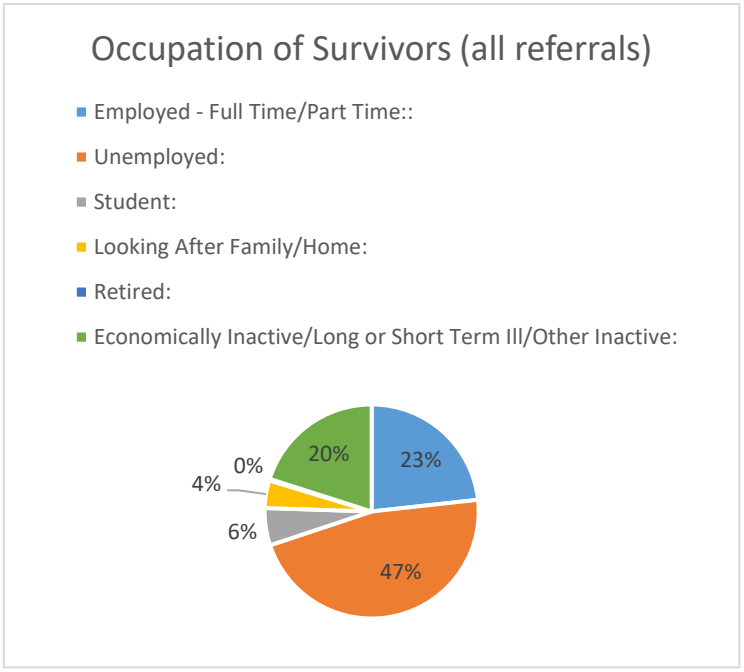
Household structure: The majority of households are those with 0 children (59%). 13% of households have 1 child, and 10% have 2 children. Households with 3 or more children, or where the survivor is pregnant make up 9% of cases each. Overall this shows that 41% of referrals in Nottingham City are concerning survivors who are pregnant or have at least 1 child. Of current refuge spaces in Nottingham City, 37 are family units[18]. The largest family size that can be accommodated in refuge is a woman plus 4 children plus baby (Central refuge). All have an upper age limit for children of 16.



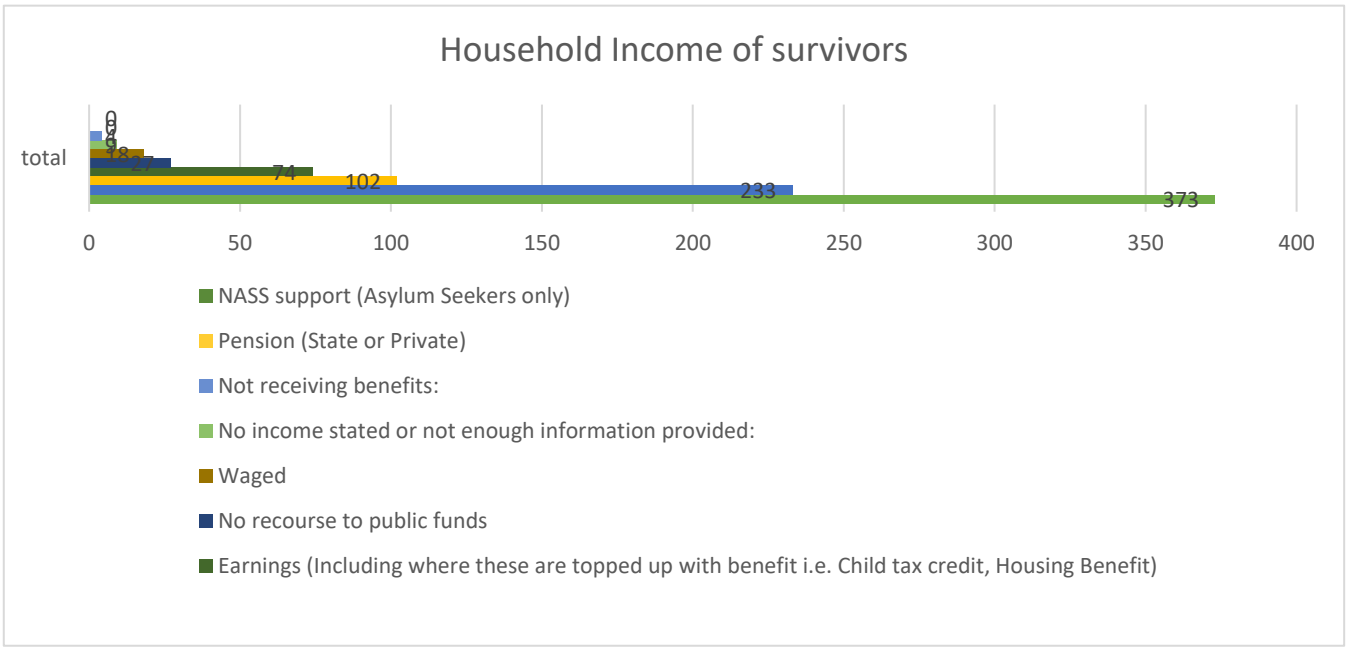
Occupation: Most referred individuals are unemployed (47%) or economically inactive/Other (20%). Only 23% are employed in either full or part time work (including zero hours contracts). Male survivors (Equation data) are disproportionately likely to be unemployed than the overall figures. (Note, Housing data provided a more detailed breakdown of categories – these were amalgamated into the 6 categories from the template).

It is known to be difficult for women in work to be able to afford refuge, and these survivors may make alternate arrangements. Some women in work may give up employment in order to claim benefits that would cover the cost of refuge. If a survivor is also suffering financial abuse, this can contribute to being unable to afford refuge. Working whilst staying in refuge can also be risky due to the possibility of a woman's abuser following them from their workplace to the refuge. As 1 in 3 women are likely to have experienced violence or sexual violence in their lifetime[19], women in employment are underrepresented in our datasets.

[18] DSVA Evaluation Report v0.2 (V LUNN, 2021)
[19] https://www.who.int/news-room/fact-sheets/detail/violence-against-women



In terms of Household income, a majority of survivors are in receipt of some kind of benefit as their main income source, with a large number being in receipt of a benefit such as Universal Credit (44%). Even where survivors are in receipt of earnings, a large number of those (74 of 92 cases) are topped up with a benefit i.e. child tax credit or housing benefit. This indicates that a majority of Domestic Abuse survivors are of low income. The figures received did not contain any survivors in receipt of a pension or NASS support, and 3% of survivors had No Recourse to Public Funds (NRPF).



Domestic Abuse – Police Data. Domestic Abuse incidents + Domestic Abuse Homicides

It should be noted that directly comparable figures are not available for Police incident numbers. Sources used (ONS) were made up of figures for the year 2019-2020, as opposed to our reporting period 2020-2021.

In 2019-2020 there were a total of 1,288,018 Domestic Abuse incidents and crimes recorded by the Police in England & Wales (excluding Greater Manchester).[20] A total of 357 Domestic Homicides were recorded Nationally.[21]

For the year 2020-2021, Nottinghamshire Police recorded 21,140 Domestic Abuse incidents, and 2 homicides. (For clarity, these figures are for the whole force area, covering both Nottingham City and Nottinghamshire County).

	England & Wales	Nottingham City
Mid Year Population estimate 2020 [22]	57,719,724	337,098
Recorded Domestic abuse incidents	1,288,018	21,140
Domestic abuse incidents per 100,000 population	2,231	6,272
Domestic Homicides	357	2
Domestic Homicides per 100,000 population	0.6	0.6

Performance data from Nottinghamshire Police for the years 2019/20 and 2020/21 shows that in the majority of areas, reported incidents have decreased, however the impact of Covid-19 figures on recorded crime has been noted across the board, and may explain some of the reduction in reporting.

Nottinghamshire Police Crime figures	2019/20	2020/21	+/-
Domestic Violence	4264	4076	-188
Domestic Crime	5568	5214	-354
Domestic Non-Crime	1974	1642	-332
Domestic Incidents	8108	8379	+271
Domestic Abuse repeat survivors	1950	1720	-230

20 https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwalesoverview/november2020

21 https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabusevictimcharacteristicsenglandandwales/yearendingmarch2020#domestic-homicide

22 https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland

Domestic Abuse survivors – Wards and Local Authority areas

Domestic Abuse Survivors by Local Authority Area/Ward: All refuges were asked to provide a breakdown of the area from which they had received referrals. Housing also provided a breakdown of referrals they had received. These figures were amalgamated and a table created, which can be found at Appendix 2.

Overall, the highest number of referrals was received from within Nottingham City, at 229. Following this was Nottinghamshire more widely, with particular areas of note being Broxtowe, Gedling, Ashfield and Mansfield.

The response from Nottingham City Council's Sanctuary Scheme states that it '*helps survivors of domestic abuse to remain in their own homes and feel safe. This is done by providing additional security in the property which could include measures such as intruder alarms and window locks at no cost to the survivor'*. During the period 2020-2021 Sanctuary report 43 successful installations.

In terms of Nottingham City wards, information from the refuges and Housing indicates that wards with a higher number of referrals were: Radford, Basford, St Ann's. Housing figures do note that Sanctuary has received referrals from each of Nottingham City's 20 wards across the period, however a breakdown of the figure for each is not provided.

Overall at the last estimate in 2019 the female population of Nottingham City was estimated at 163,900[23], using the broad figure of 1 in 3, it can therefore be estimated that 54,633 women in Nottingham have experience violence or abuse. This is in comparison to the 14,913 referrals/contacts received by refuges and statutory partners in 2020/21.

During 2020/21 Nottinghamshire Police recorded 716 sexual violence (current and historic rape and sexual assault) offences in Nottingham City, which is a 27% decrease compared to 2019/20. The number of these which were flagged as Domestic Abuse is unknown, however historically it has been low. This reduction is in keeping with the downward trend in recorded crime seen during the pandemic. During the same period there were 267 current (rather than historic) sexual assault offences recorded in Nottingham City. Hyson Green and Arboretum had the most offences, despite a reduction in offences compared to 2019/20. The largest volume increases were seen in Bulwell Forest and St Ann's wards[24].

Without a breakdown of numbers of referrals from each ward, it is difficult to identify hot and cold spots within the City boundary. It is accepted that there is a link between deprivation and domestic abuse, and some of the named wards in the City are those with higher sexual assault & rape reporting. However, other factors such as population, income and culture will have an effect on reporting and the likelihood of a domestic abuse survivor to report and engage with services.

Out of area - Out of area referrals were mainly seen from other areas from the East and West Midlands, as well as 10 referrals from London. Housing Aid received 70 to 80 referrals from out of area.

Of note, Nottingham City refuges and housing do not report any referrals from the North East, and very few from the South (except London).

[23] https://www.nottinghaminsight.org.uk/population/

[24] DSVA Trends & Themes Q4 2020-21, L Marriott, CDP Partnership Analyst

Service Mapping

At March 2021, there were 11 Domestic and Sexual Violence and Abuse Services in Nottingham, providing a range of services including helplines and websites, Therapy services and Healthy Relationship programs, plus refuge accommodation:

- Juno Women's Aid
- Nottinghamshire Sexual Violence Support Service
- Equation
- The Topaz Centre (Sexual Assault Referral Centre - SARC)
- Imara
- Sanctuary Scheme (Referrals through Housing Aid)
- East Midlands Children & Young People's Sexual Assault Services (EMCYPSAS)
- Muslim Women's Network
- African Women's Empowerment Forum
- Mojatu Community FGM Service
- Nottingham Women's Centre[25]
- Central, Amber House, Umuada and Zola refuges

Existing local accommodation in Nottingham City consists of 4 refuges for women and children, which provide a total of 37 family units. Of these, 35 are commissioned. The Sanctuary Scheme provides a safe accommodation service for male survivors of Domestic Abuse.[26]

The table below indicates the safe accommodation available in the Nottingham City area according to the data return for this Needs Assessment.

Service Name	Commissioned?	Type of accommodation	Specialist service?	Type of specialism	Details/Accreditation
Amber House	Yes		Yes	Domestic Abuse	Internal RQA's (Risk and Quality Audit) are carried out by the risk quality and Assurance manager on a yearly basis to ensure we are meeting the standards required by both Metropolitan Thames Valley Housing and legislative standards.
Central Refuge		Refuge	Yes	Domestic Abuse	
Zola (Juno)			Yes	BME Women	WAE Quality Standards. Leading Lights Accreditation
Umuada		Refuge	Yes	Domestic Abuse	
Women's Complex Needs Hostel	Yes	Single Hostel	No		Framework provides 15 units for single households. These may also be used for housing those fleeing DVA when suitable refuge accommodation cannot be sourced.

[25] DSVA Services in Nottingham – March 2021
[26] DSVA Evaluation Report v0.2 (V LUNN, 2021)

Nottingham City Homes	Yes	Family dispersed / hostel	No		Nottingham City Homes provides 263 units that are used to temporarily accommodate homeless families. These may also be used for housing those fleeing DVA when suitable refuge accommodation cannot be sourced.
Mellors Lodge Family Hostel	Yes	Family hostel accommodation	No		Places for People provides 35 units used to temporarily accommodate homeless families. These may also be used for housing those fleeing DVA when suitable refuge accommodation cannot be sourced.
The New Albion Hostel	Yes		No		Framework provides 24 units used to temporarily house single, pregnant and couples. These may also be used for housing those fleeing DVA when suitable refuge accommodation cannot be sourced.
Framework Families Hostel	Yes	Family hostel accommodation	No		Framework families provides 20 units that are used to temporarily accommodate homeless families. These may also be used for housing those fleeing DVA when suitable refuge accommodation cannot be sourced.
Lindy Drive and Corporation Oaks Hostel	Yes	Single hostel accommodation	No		Nottingham Community Housing Association provides 24 units. Nottingham Community Housing Association provides 22 total units via Lindy Drive (9) and Corporation Oaks (13) for single households. These may also be used for housing those fleeing DVA when suitable refuge accommodation cannot be sourced.

The standards of the dedicated refuges operating in Nottingham City are high. Juno Women's Aid has been awarded with the Women's Aid National Quality Standards[27], and Juno and Central are members of Women's Aid.[28] This requires services to have signed up to a care statement of support and a terms of reference. All refuges contributing to this needs assessment are registered on Routes to Support, which is a UK wide online database

[27] https://www.womensaid.org.uk/what-we-do/national-quality-standards

[28] Women's Aid England Nottingham City Report May 2021

containing details of services available in relation to domestic abuse and other violence against women services, as well as refuge vacancies.[29]

Amber House, Central and Umuada are all specialist Domestic Abuse services, and Zola is a refuge specialising in providing services for Black & Minoritised Women.

It is noted that there is no specialist support available in Nottingham City refuges for survivors with hearing or visual impairment, or other support i.e. accommodating others.[30]

Although Equation provides a specialist service for male survivors to access help and support, there is no dedicated refuge for male survivors in Nottingham City. It is noted that male survivors may require different support and services to female survivors.

Referral Sources

Referral sources that are received by all responding organisations are: Local Helpline, Health, Housing or Local Authority professional referral. This means there is good coverage and it is likely that any referral originating from one of these sources will be considered by one of our safe accommodation providers. Professional referrals from 3rd Parties and Criminal Justice or Police, as well as self-referrals are received by all but one of the organisations responding.

MARAC meetings are specific conferences that are called to discuss high risk cases when these are identified. Most MARAC referrals (where figures stated) are received from Police or Criminal Justice professionals, or Health professionals, all of whom will have been trained to recognise those at potential risk of domestic abuse, and to refer them into the MARAC system to ensure that intervention can be actioned by partners where applicable. In fact, most MARAC referrals originate from a professional referral, although 187 (23%) originated from the Local helpline.

Where referral numbers are provided, the source of most referrals is 3rd Party Professional referrals, followed by Local Helpline. This is followed by Health (again, mainly into the MARAC), and third is the Local Helpline, Housing and Self-referral.

Website appeared to be the least used method of referral to refuge, only explicitly cited by Central refuge as a source (Note: This reference to 'Website' is believed to refer to the Routes to Support website, which is only accessible to Women's Aid registered services). Housing Aid accept referrals via their website, and 33% of their referrals (where figures stated) originated online.

These figures also indicate the importance of the local helpline in being the number 1 method for referrals that are not a professional referral (i.e. can be used by someone who has had no contact with or reason to come into contact with professionals up to that point).

In terms of risk level, and where data was available, it is seen that most referrals are deemed to be of Medium risk (48%), followed by standard risk (29%), and high risk (23%) making up the least number of referrals.

Zola note the following in their data return – "The pathway for referrals to Zola is limited to Housing Aid and the Juno Helpline, so self-referrals, out of area referrals, professional referrals primarily will be via this route. Helpline referrals have been included in the figures, however a breakdown of calls to the Helpline regarding referrals to refuge has been included

[29] https://www.womensaid.org.uk/routes-to-support/

[30] Women's Aid England Nottingham City Report May 2021

below. These referrals are not necessarily to Zola but will relate to city callers seeking any available space.

22 Referrals from Nottingham city to Refuge recorded by Helpline in 2020-21

54 Referrals to refuge from all callers in 2020-211

2,184 calls where the primary purpose was "search for space" (1825) or "referral to refuge" (359)

Children's Social Care – Figures from Children's Social Care note that of all the contacts they receive, 19.5% are 'Flagged DVA'. It is not known whether this means Domestic Abuse within the home is confirmed or suspected, however this figure means almost a fifth of children known to Social Care may be or are at risk of Domestic Abuse.

In terms of referral sources, Children's Social Care saw the vast majority of their referrals from Police. Many referrals to Children's Social Care are received from 'Other' sources, which could include independent agency providers or voluntary organisations, Health Services – Other (not A&E, GP or Health Visitor), Local Authority services and Schools.

Referral Numbers – (This section refers only to referrals into refuge)

Using returns from refuges only, the total number of referrals in to refuge across the period is 483. These figures are likely to be total numbers of adult survivors (Umuada specifically state their data does not include children).

In the referrals from area section, it was seen that most of the contacts experienced by all agencies in terms of Domestic Abuse survivors were from the Nottingham City and wider Nottinghamshire area, however when translated into referrals to refuge, it is seen that, by a slight margin, there are higher referrals from out of area, with Central and Umuada refuge seeing more out of area referrals than other providers. (MARAC data provided here but not included as would be duplication).

Successful first time referrals – Central refuge has a low number of successful first time referrals, with only 9 of 215 referrals being successful first time. Umuada shows a high number of successful first time referrals, with 93 of 129 (72%). Context around numbers of bed spaces shows that Central has a small number of beds (6) in addition to being a specialist service for survivors with multiple disadvantage. Umuada has 12 beds, which is conducive to a higher success rate for referrals.

47 of the referrals received by all refuges were successful referrals following being turned away from another provision. This shows that approx. 10% of referrals need additional work before they are able to be accepted.

Just under half (232 or 48%) of all referrals were unsuccessful. Central refuge experiences a particularly high level of demand which cannot be met, with 76% of all referrals being unsuccessful. Half of Zola referrals were unsuccessful, although these are smaller in number (14 of a total of 31). Umuada was unable to meet demand for over a quarter of referrals (28% unsuccessful).

Amber House appears to have the lowest denial rate, however no figures available for number of successful first time referrals, so it is difficult to ascertain if they are meeting the demand on their service.

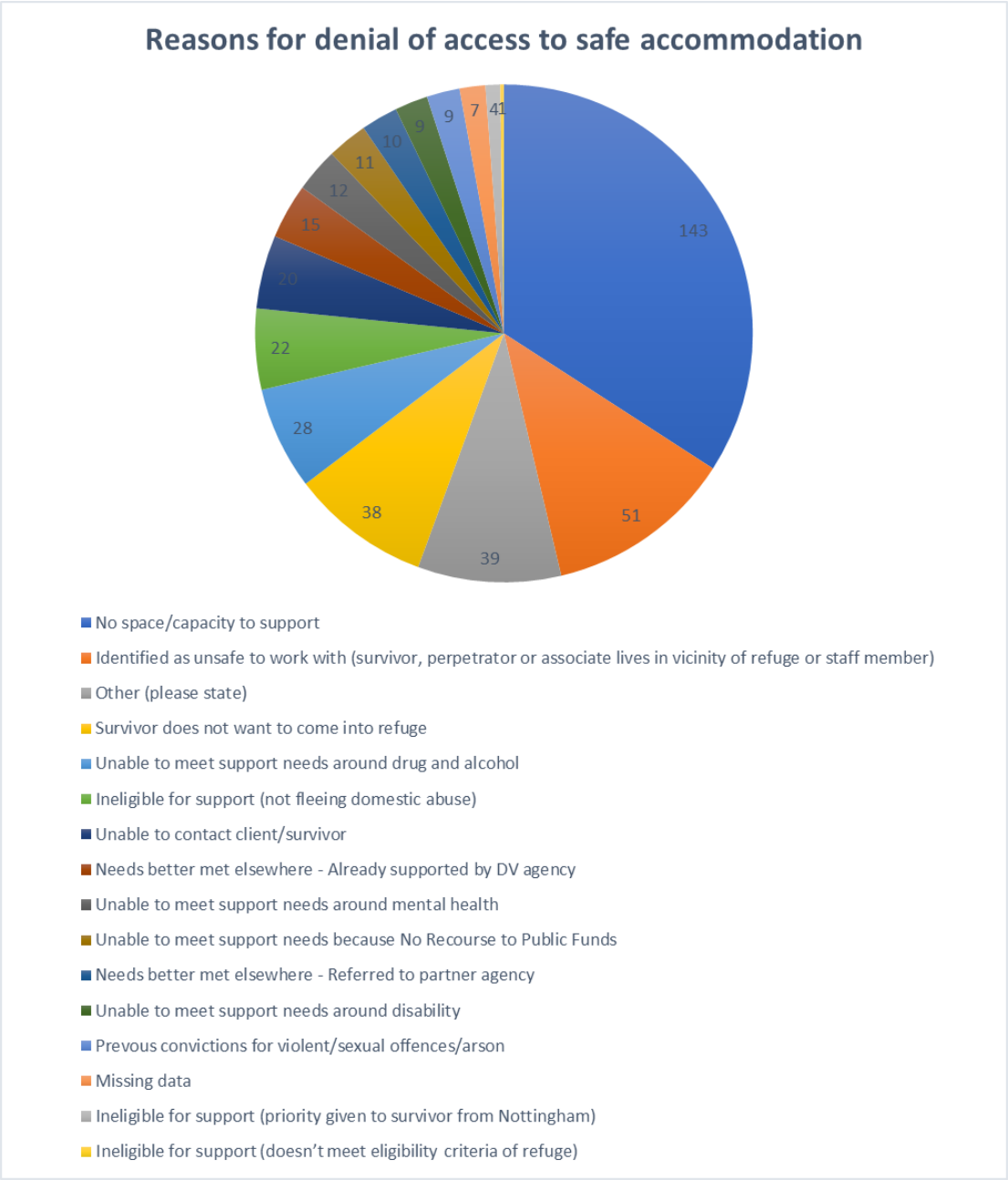
The average number of days in refuge across the providers is 212, however the range (which are also averages for each provider) varies, from 70 to 476. Amber House accommodates people for the longest average time, and Central for the shortest. Even though Central have the shortest average length of stay, they are still seeing a high number of unsuccessful referrals – this indicates that even with below average length stays for survivors (quicker turnaround of refuge places), they are still unable to meet demand.

In relation to Second Stage Move On accommodation, 11 survivors moved into Second Stage Move On Accommodation from all refuge providers. Second Stage Move On accommodation is a relatively new provision in Nottingham City and therefore at this time it is too early to assess whether need is being met.

Equation, the service for male survivors, reported that they had referred 22 survivors to temporary accommodation, and that 17 of these were successful. There were 2 referrals to the Sanctuary scheme, of which 1 was successful.

From MARAC data, approximately equal numbers of refuge, sanctuary scheme and temporary accommodation were sought (19, 18 and 17 respectively), and only 1 each for specialist safe accommodation and self-contained accommodation with support. No figures available to show the success rate of these referrals.

Reasons for unsuccessful referrals



By far and away the main reason for a referral being unsuccessful is the lack of space or capacity of refuges to support (34%). In the case of 12% of referrals, the case was identified as unsafe (survivor, perpetrator or associate lives in vicinity of staff member). Cases where the survivor did not want to come into refuge or those which fell into category of 'Other' form 9% of the total each.

A further 7% of cases involved survivors who had support needs around drugs or alcohol which could not be met, and 5% of cases were identified as being ineligible for support. In 5% of cases, the survivor was not able to be contacted, and so it is not known whether these individuals would have been eligible or able to be supported.

Only 12 cases or 3% of unsuccessful referrals were due to refuges being unable to support needs around mental health. Given the high number of survivors experiencing mental health issues, it is likely that these referrals fall into the category of significant support required. It is

unknown of the referrals rejected due to capacity issues, how many survivors also had mental health issues.

3% of referrals were unsuccessful due to the survivor having no recourse to public funds, and 2% were deemed to have needs better met elsewhere and were referred to a partner agency for support. 2% had disability needs that could not be supported, and 2% had previous convictions for violent / sexual offences or arson, meaning they could not be accepted.

Only 4 cases (1%) were unsuccessful because priority was given to a survivor from Nottingham, and a single case was deemed not to meet the eligibility criteria for refuge.

No referrals were denied on the basis that language needs could not be supported, or that the age of the survivor deemed them ineligible for support. None were identified as perpetrator, and no referrals were denied on the basis that the survivor was already active in the service.

From Equation data, the reason for all unsuccessful referrals is that the survivor withdrew. Each survivor had a different reason for withdrawing, so no trend can be ascertained. Reasons included needing to be in Nottingham and close to College for study, financial reasons, not wanting to leave children, as well as being too close to the perpetrator. 1 survivor had a Domestic Violence conviction, and 1 was not appropriate to be supported.

Barriers to accessing safe accommodation

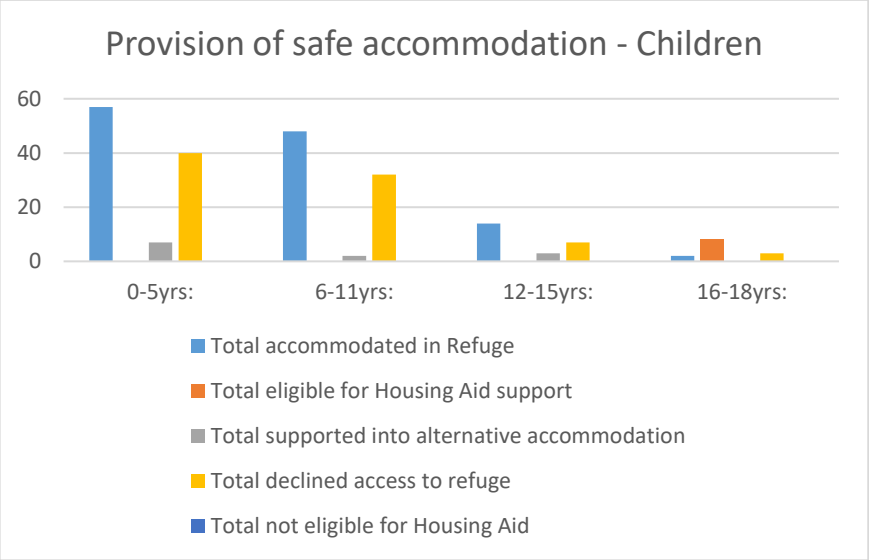
Regarding data for this section, Zola, Central and Umuada were unable to provide data regarding number of survivors supported into alternative accommodation. Central were also unable to provide data regarding those survivors declined access to safe accommodation services.

All Housing data is assumed to be relating to the lead applicant (adult) as it does not contain a 'Dependants' section as in the demographics data.

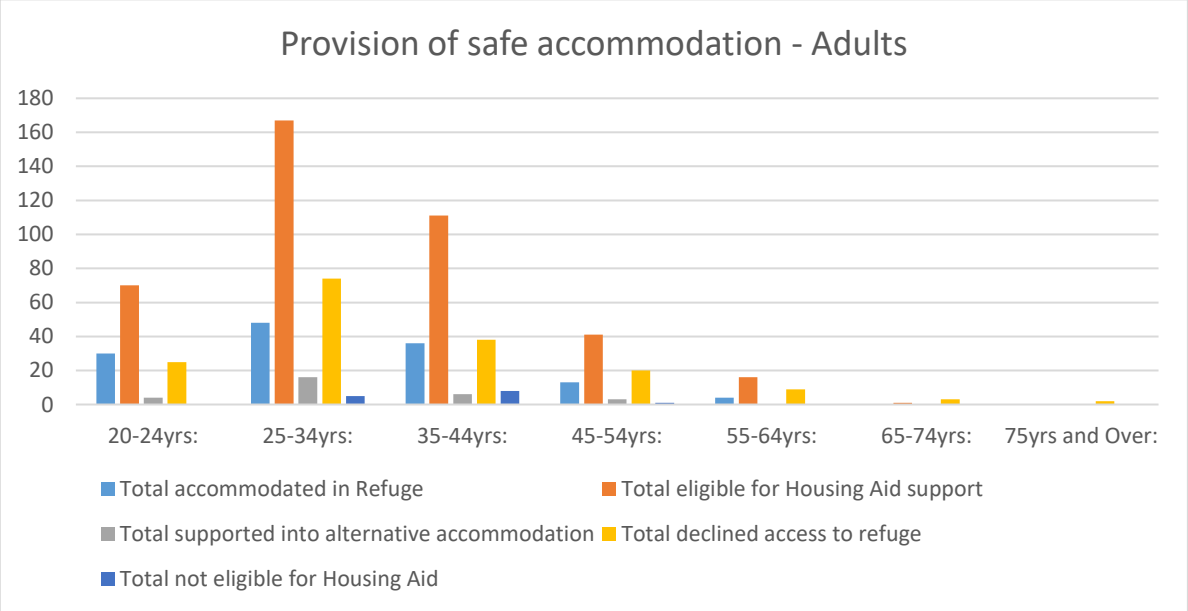
Age

For the purposes of age calculations, child (under 18) and adult survivors have been separated.

121 children were accepted into refuge, and a further 12 were supported into alternative accommodation.

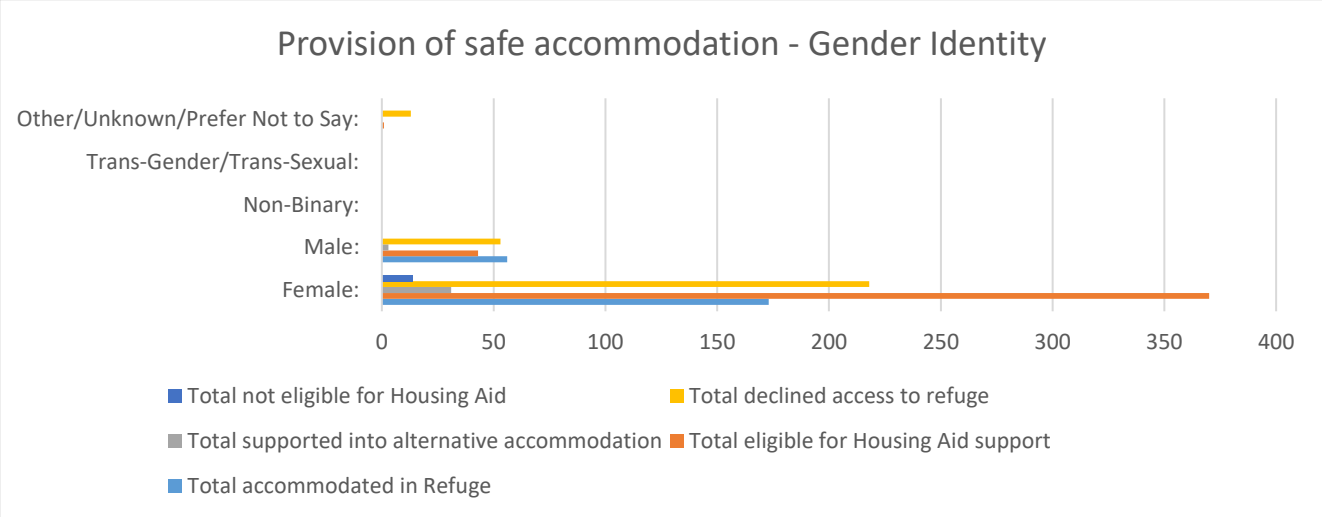


Ages of those accepted into refuge are consistent with the general age demographics of total referrals into services: 25-34 and 35-44 were the age brackets most frequently accepted into services. When Housing Aid figures are added, it is seen that they are able to accommodate a significant number of survivors from the 20-24, 25-34 and 35-44 year age brackets.



The denial of safe accommodation follows a broadly similar pattern, in that most denials were for survivors in the age brackets 25-34 and 35-44 years. Therefore, it is not considered that age is a barrier to safe accommodation in Nottingham City.

Gender Identity – For the provision of safe accommodation in refuge, women are more likely to be accommodated (but are also more likely to present to refuge). 128 women were accommodated in refuge, and data from the refuges indicates that a further 45 female children



of those survivors were also accommodated. 56 male survivors or male children of survivors were accommodated. When Housing Aid figures are added, it is seen that this increases to 543 for women, and 99 for men. This indicates that Housing Aid could be filling the gaps in safe accommodation provision for women. 31 women and female children were supported into alternative safe accommodation, and only 3 men or male children. Figures show that 232 (31%) of women, and 53 (36%) of men are denied access to safe or alternative accommodation or Housing Aid support.

Notable is the lack of data around Transgender survivors and Non-Binary survivors. This lack of data prevents an assessment on whether Nottingham City is meeting the needs of Transgender and Non-Binary survivors in its safe accommodation support.

The Equality Act 2010 made it legal for exemptions to allow for the provision of services, facilities and spaces on the grounds of sex. Refuges are able to exclude males under this Act. Refuges may assess on a case by case basis whether the refuge is appropriate for a Transwoman referral, in the event it is not suitable, the survivor will be referred to another service, such as a dispersed refuge.

Dispersed refuge spaces are also helpful to ensure families with older teenage boys and Trans men are able to be accommodated. Further work is required to understand the best refuge type accommodation for male survivors.

Sexual Identity – 117 heterosexual survivors were given refuge accommodation, as well as 74 whose sexual identity is unknown/Other. 3 bisexual and 2 gay or lesbian survivors were accommodated in refuge. Of those who were denied access to refuge, 114 have a sexual identity that is unknown/Other, and 46 were heterosexual. 1 was bisexual and 3 were gay or lesbian. Although the numbers are small, it is seen that 23% of gay or lesbian survivors were

unable to be accommodated. 40% of survivors who did not provide / did not want to provide their sexual identity were not offered safe accommodation.

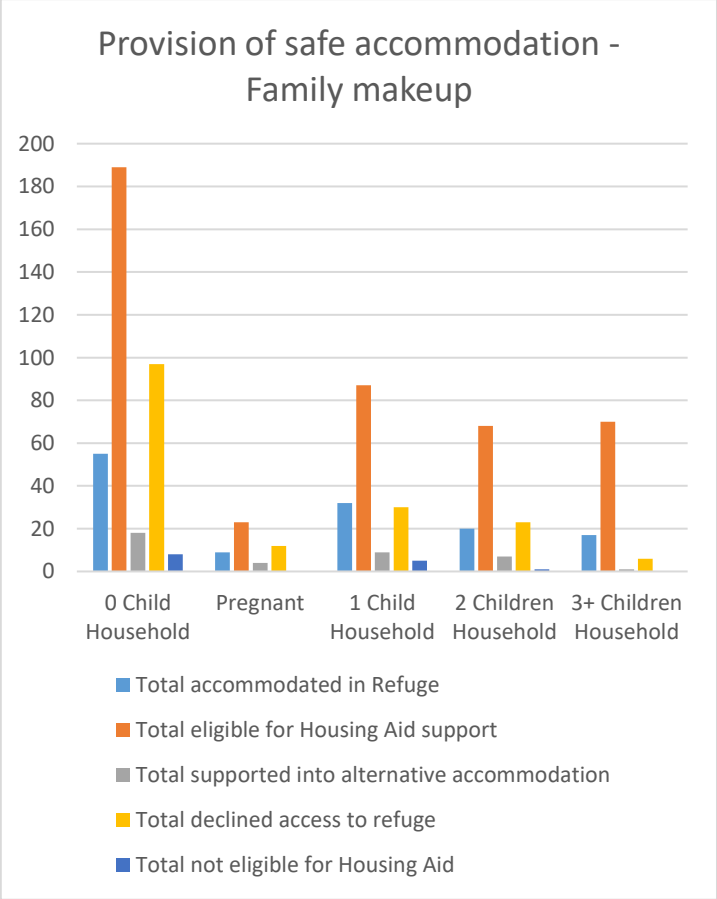
Most refuge accommodation in Nottingham City is inclusive and LGB friendly. It is important to ensure that refuges and safe accommodation spaces are accommodating, or that LGB survivors can be offered other safe accommodation i.e. dispersed refuge.

Housing – Most of those who are offered safe accommodation by refuges are survivors who are identified as living in temporary accommodation, privately renting, or in social housing (88%), however the number of survivors denied access to safe accommodation also correlates, with 83% of those refused safe accommodation also living in temporary, rented or social housing. Survivors living in other supported housing were most likely to be assisted to find additional alternative accommodation.

Family – The total number of survivors accommodated in safe accommodation/eligible for Housing Aid support was 570. The total number supported in alternative accommodation was 39, and the total number of survivors declined access to safe accommodation was 182. From refuge figures alone, 97 survivors were from a 0 child household and were denied access to safe accommodation (12% of total referrals), and 55 were provided with refuge (7%). An additional 189 survivors without children were eligible for Housing Aid support, showing that Housing Aid is essential in helping to deal with capacity issues of refuges.

Again using refuge data alone, 9 pregnant survivors were offered safe accommodation, and 12 were declined. Survivors with 1 child totalled 32 who were offered accommodation, and 30 who were declined. An increase to 2 children means survivors were more likely to be denied access to refuge, with 20 being accommodated and 23 declined. For households of 3+ children, 17 were offered a space in refuge, and 6 were declined. When Housing Aid data is included, it is seen that in every category, the majority of survivors are eligible for Housing Aid support.

It is therefore assessed that in terms of dedicated refuge space, if a survivor has no children, or has 2 children, they may find it more difficult to obtain a refuge space. This is likely due to demand and the high level of survivors who make up these categories. Of the survivors that are denied access to safe accommodation, most are eligible for Housing Aid support.



Ethnicity – Standout figures from ethnicity are that of survivors who are of White heritage, a total of 75 (17%) were accommodated in refuge.

Conversely, for those of BME backgrounds, Nottingham City has a more robust response to meet need – in part this may be due to the specialist nature of Zola Refuge in accommodating BME women. 40% (36) of survivors with a Black background and 39% (41) of women with Asian ethnicity were accommodated in refuge. For women from Mixed or Multiple ethnic backgrounds, 24% (14) were given refuge, and 17% (13) of women from Any other ethnic group were accommodated in refuge.

When Housing Aid figures are added, it again shows that the majority of survivors across ethnicity are accommodated or eligible for support in some form, with Housing Aid filling the gaps. Of note, there are some ethnicities where in total, the number of survivors declined access to safe accommodation was greater than those supported (discounting eligibility for Housing Aid). These are small numbers, but important nonetheless as they may be an indicator we are inadequately equipped to support these individuals. The survivors in question were from the following ethnic backgrounds: White English, Welsh, Scottish, White Irish, Mixed White & Black backgrouns, Indian, Any other Asian Background, Any other Black, African or Caribbean background, and Any other ethnic group. In particular, there were 4 survivors from Any Other Asian background, and 1 from Any other Black, African or Caribbean background who were declined access to safe accommodation, where none were accepted (100% denied access across these ethnicities).

Immigration Status – For refuge referrals data only, the majority of survivors have their status recorded as 'Other/Unknown/Prefer not to say' (45%). Where Immigration status is known, 38% have a family Visa, 13% a Work/Student/Visit Visa and 5% No Immigration Leave, or Leave Expired. For most types of Immigration Status, this did not act as a barrier to support, with most survivors accessing safe accommodation. The only area where more referrals were denied than accepted was where the survivor had No Immigration Leave, or Immigration Leave had expired. (3 denied, 2 accepted across all refuges)

Within Housing Data Immigration status is captured in more detail, and has been isolated for the purposes of this section. 97% of all referrals where immigration status is recorded were eligible for Housing Aid support. Most referrals were seen from those with the status '*British or Irish citizen, habitually resident in UK, Ireland, Channel Islands, or Isle of Man, or deported from another country'* as per Housing Aid systems. In all cases where a survivor was not eligible for support, this is simply recorded as 'Not eligible'.

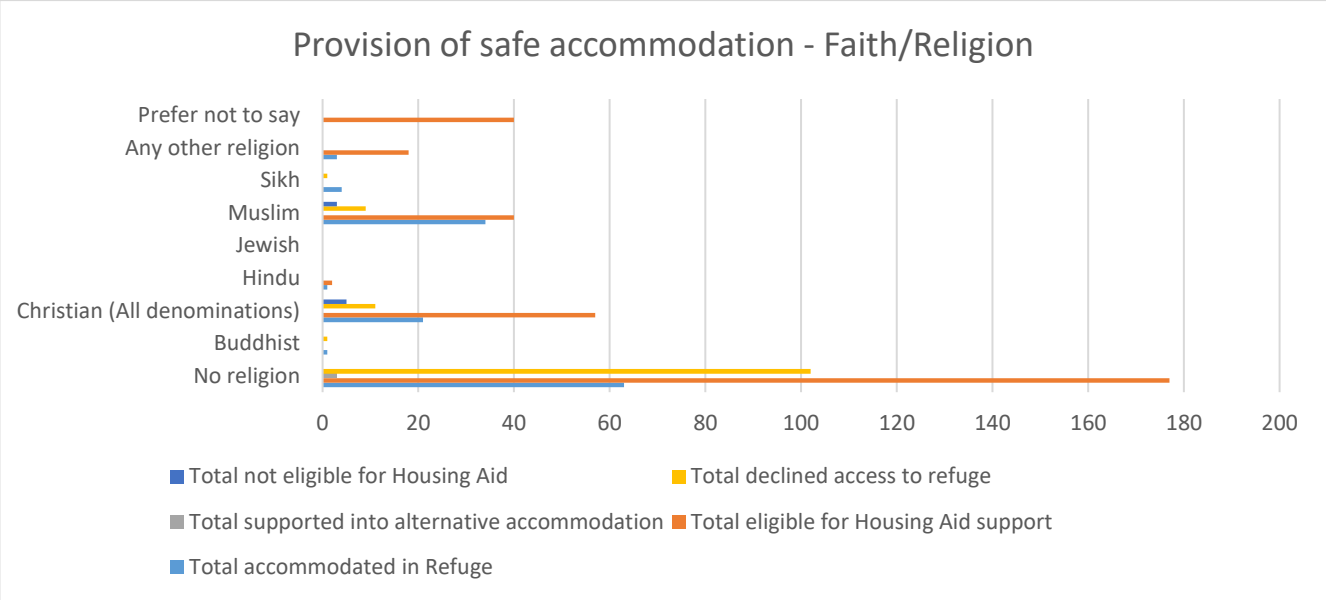
From Equation data, 4 male survivors in need of Safe accommodation were in the UK on a family visa or had 'Other/Unknown/Prefer not to say' as their immigration status.

Language – 19 survivors were offered safe accommodation who required an interpreter, and only 4 declined. This suggests that Nottingham City's refuges have a good ability to meet the needs of those requiring interpreters.

Religion– For those survivors who follow a particular religion, the figures, including housing, indicate that they are more likely to be offered safe accommodation than those who have no religion. Of all referrals, 58% were not religious. Of those given access to safe accommodation, 60% were recorded as a particular religion. Of those denied access to safe accommodation, 77% were not religious.

The religion with the highest numbers of survivors seeking refuge is Christian (94 survivors), and only 17% were not offered safe accommodation. Those of Muslim religion made up 86 of the total, and only 14% were not offered safe accommodation.

Rather than stating that not being religious is a barrier to accessing safe accommodation, it is assessed that Nottingham City has good refuge provision / Housing Aid access for those survivors who are religious.



Violence Against Women & Girls (VAWG) – For clarity, this section requested information from refuges around specific types of abuse perpetrated against Women & Girls, including Honour Based Violence, Forced Marriage, Female Genital Mutilation and 'Other VAWG'. Honour based violence and Forced marriage are not unique to women & girls however it is recognised that women who have suffered these may require more specialised support from refuge.

Survivors who have experienced VAWG are few in number but appear to be supported well into refuge accommodation. For FGM and Other VAWG, all survivors were offered safe accommodation or supported into alternative accommodation. For Forced Marriage, only 1 of 9 survivors was denied access to safe accommodation. For Honour based violence, 27 survivors were offered accommodation, 2 offered other accommodation and 7 were declined it. This means that 19% of survivors suffering honour based violence were declined safe accommodation.

Employment – Including Housing Aid figures of those eligible for support, in every category the number of survivors offered safe accommodation was far higher than those who were denied it. Unemployed survivors are the majority, and 75% of those were able to access refuge or were eligible for Housing Aid support. For solely refuge places, the figures did show that more unemployed people were denied safe accommodation than were offered it, and this is likely to be a reflection of demand.

It is noted that the majority of survivors are unemployed, however, as previously identified, employed women are likely to be underrepresented in the data. Using the overall estimate that 1 in 3 women will suffer domestic or sexual abuse or violence during their lifetime, the likelihood is that a large proportion of these women will be employed, and will arrange their own alternate accommodation, or seek legal advice etc., instead of utilising refuge. To this effect, employment can be a barrier to refuge



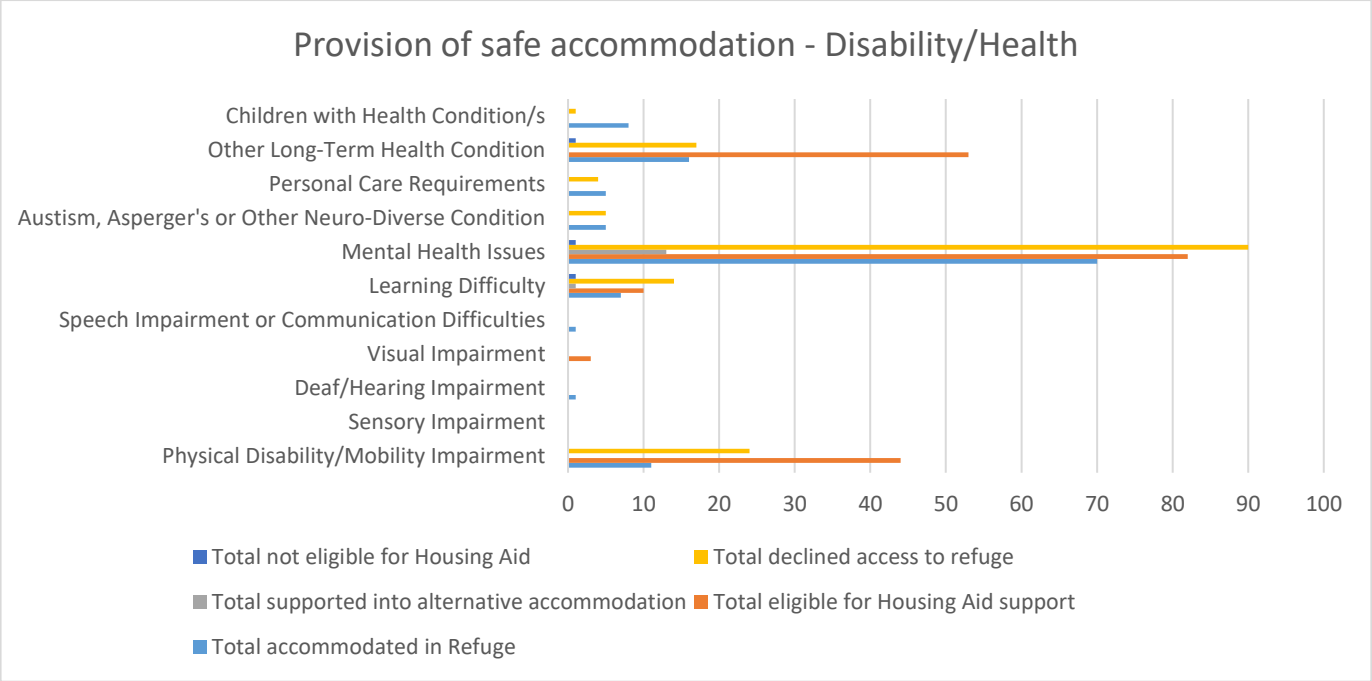
Main Source of Income – For those whose main income was earnings, an equal number were accepted into, and denied safe accommodation (13 each). The figures indicate that the majority of survivors are in receipt of some kind of benefit, and for Housing Aid applicants, almost all of the applicants were eligible for some housing support. In terms of refuge alone, most survivors were able to be offered safe accommodation across all income streams, although for those where no income was stated or not enough information provided, 27 (47%) survivors were denied access to safe accommodation, as opposed to 22 (39%) who were granted it and 8 (14%) who were helped into alternative accommodation. 3/5 (40%) survivors in receipt of pension were denied access to safe accommodation, however this is from a sample of 5. It is possible that some survivors who have been financially abused, or have no financial education or ability are experiencing a barrier in relation to accessing safe accommodation.

Disability/Health – Across all returns, and when Housing Aid eligibility is taken into account, broadly across all types of disability or health condition, more survivors were eligible for safe accommodation than were denied it. High numbers of survivors with mental health were accommodated, which is reflective of the high number of referrals where a survivor has mental health needs more generally.

In terms of solely refuge accommodation, the picture changes slightly and it does appear that having a disability or health condition can make it more difficult to secure safe accommodation. 69% of those with a physical disability were denied access to safe accommodation, and 64% of those with a learning difficulty were also denied safe accommodation as well as 50% with Autism, Asperger's or other neuro-diverse condition. 53% of those with mental health issues were denied access to safe accommodation. 52% of those with other long term health conditions were denied access to safe accommodation.

To put this into context, it is known that the majority of Nottingham's refuge spaces are located in inaccessible buildings (Victorian era properties), and 1 refuge space (at Umuada) is accessible for a woman in a wheelchair or with a mobility impairment[31]. With the demand on refuge spaces, this accessible space will not be held, and if a person without access needs requires refuge, this space will be used to accommodate them.

It is therefore assessed that Nottingham City has a need in terms of accessible accommodation for those with physical disabilities or mobility impairments.



Those survivors with severe mental health needs may require additional support, and refuge may not be suitable for them in terms of accessing treatment and support – those identified with severe mental health needs should benefit from joined up service provision and acknowledgement and referral into the care of mental health professionals/accommodation.

A high percentage of survivors with learning disabilities or neuro-diverse conditions were also denied access to safe accommodation, therefore Nottingham may also have a need for suitable accommodation and support for those survivors that is not currently being met.

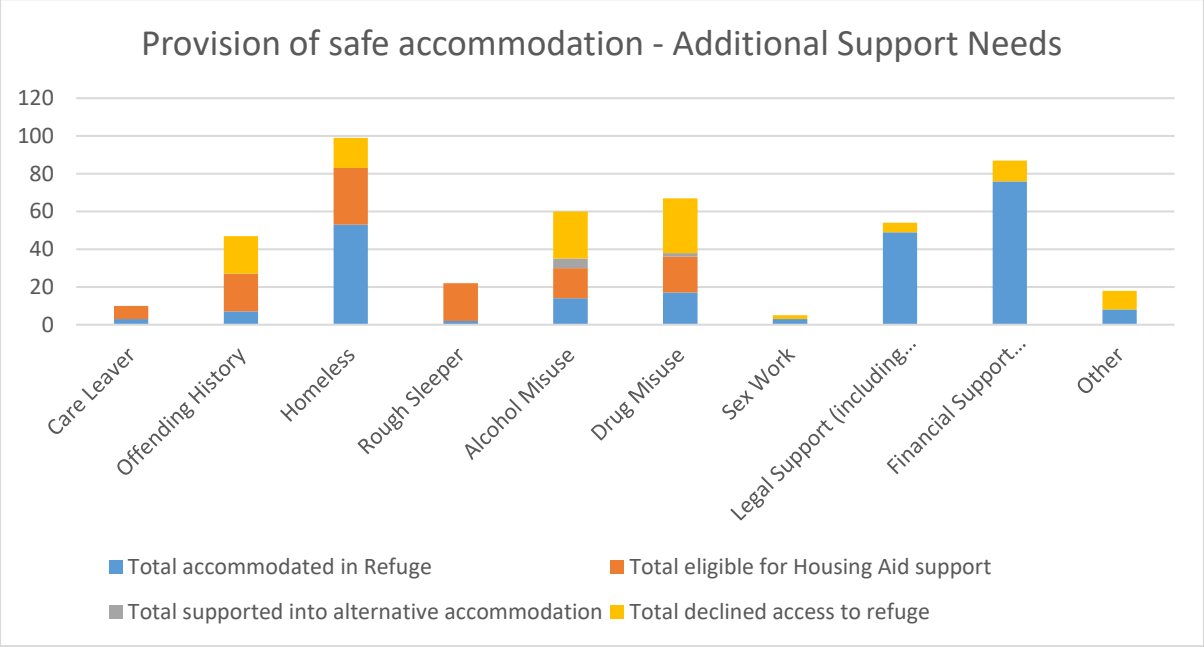
All survivors with visual or speech impairments were able to be offered safe accommodation, but these make up a small amount of the total.

[31] DSVA Evaluation Report v0.2 (V LUNN, 2021)

A need is identified in terms of those with physical or mental health conditions in gaining access to safe accommodation. All those presenting to Housing Aid are eligible for support, however how suitable their offered accommodation is, is unknown.

Additional Support Needs – Additional support needs are identified as things such as drug or alcohol misuse, sex work, rough sleeper, care leaver etc. For most additional needs, the figures show that most survivors are accommodated within either refuge or eligible for Housing Aid support. Survivors who have needs around Offending history or alcohol misuse are the least likely to be safely accommodated in dedicated refuge: 74% of those with an offending history were not offered safe accommodation in a refuge, and 60% of those with drug misuse were not accommodated in refuge. For alcohol misuse, 57% of those survivors with this need were unable to be accommodated in refuge. This means that a higher proportion of those with drug misuse as a need were able to be accommodated than those with alcohol misuse as a need.

For those survivors with severe and multiple disadvantage (offending history, substance misuse, sex work etc.) it can be difficult to provide them with access to safe accommodation due to the need to ensure that other survivors in refuge are safe. For example, no refuges can accept a survivor with an offending history relating to arson, as this would not be safe for other refuge users. Nottingham City does have 4 units (Central Refuge) which are suitable for those with severe and multiple disadvantage, however this small number is unable to meet the need that is currently seen.



Nottingham City can be assessed as having a need for more accommodation for those with severe and multiple disadvantage.

Where else accessed – This section was provided for refuges to note whether survivors had accessed any other accommodation types i.e. B&B or hotel, private rented accommodation, supported living etc. No data was provided by any of the respondents so no analysis has been completed in this section.

Pathway mapping (case studies)

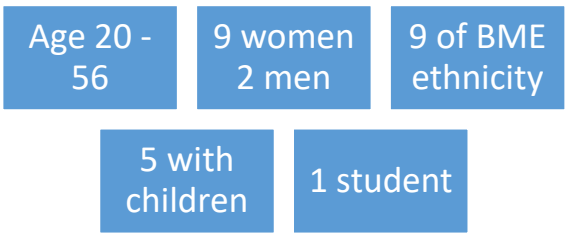
11 case studies were submitted by refuges for the pathway mapping request. Each refuge was requested to submit specific examples, which are outlined in the 'Sources' section, including any limitations. A spreadsheet of data relating to the pathway mapping can be found in the 'Supporting Documents' accompanying this needs assessment.

The details and outcomes of the case studies are represented in the following sequence of graphics which combine to provide a picture of a typical pathway through refuge for survivors. It is noted that these case studies are from a sample of refuge data and include referrals from out of area, or survivors who were referred out of area by Nottingham City services (male survivors specifically).

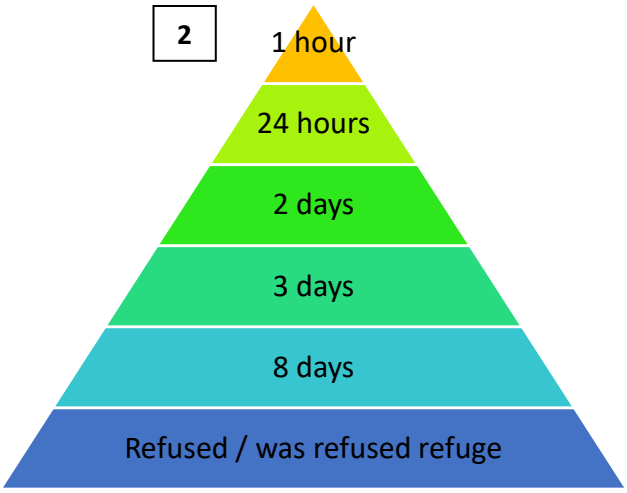
The graphics are numbered and represent the following:

1. Demographics of survivors
2. Time taken from contact with refuge to survivor being accepted into refuge
3. Support needs of survivors, broken down by gender (Note: The sample size of men was small and both unsuccessful in being accepted / accepting a place in refuge.
4. Reasons survivors left refuge (number of survivors in brackets)
5. Typical outcomes of those leaving refuge (where stated)

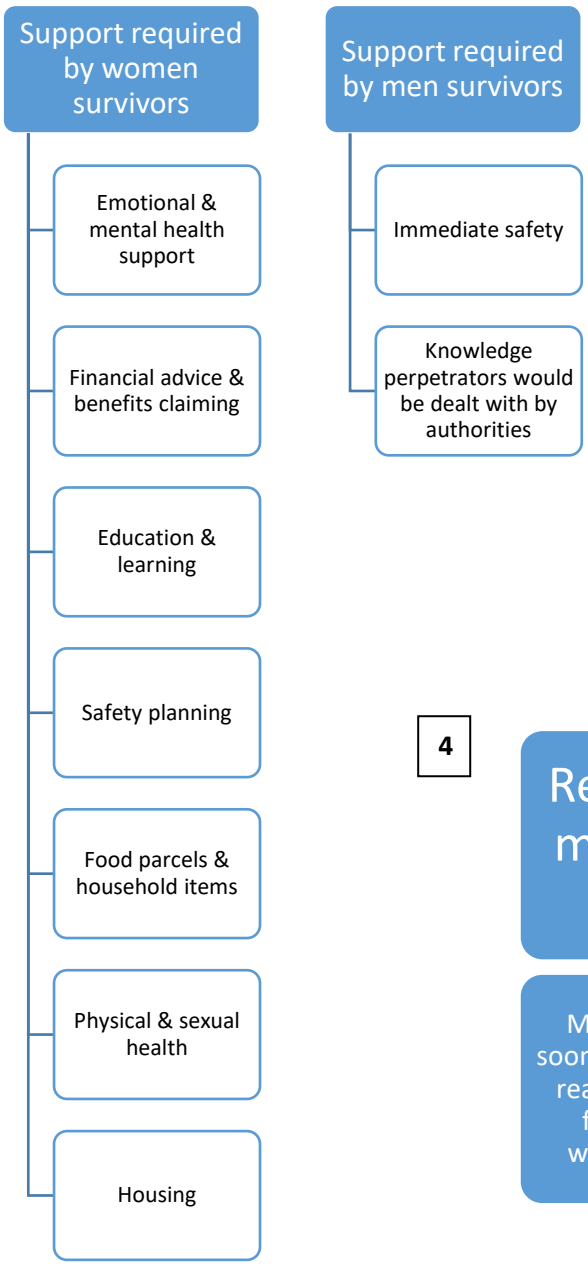
1



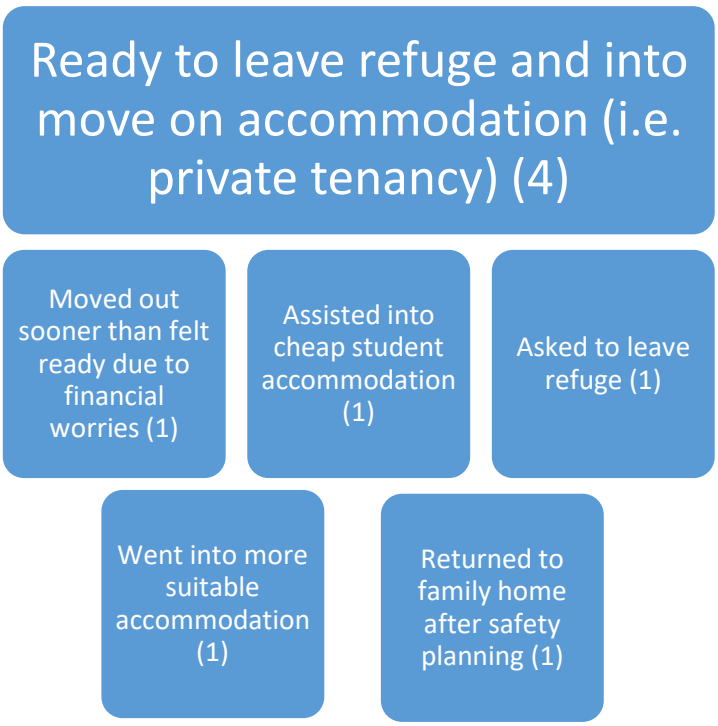
2



3


Support required by women survivors
Emotional & mental health support
Financial advice & benefits claiming
Education & learning
Safety planning
Food parcels & household items
Physical & sexual health
Housing
Support required by men survivors
Immediate safety
Knowledge perpetrators would be dealt with by authorities

4


Ready to leave refuge and into move on accommodation (i.e. private tenancy) (4)
Moved out sooner than felt ready due to financial worries (1)
Assisted into cheap student accommodation (1)
Asked to leave refuge (1)
Went into more suitable accommodation (1)
Returned to family home after safety planning (1)

5


Happiness
Settled immigration status
Confidence
Independent
In work
No further contact with perpetrator
Returned to full time education
Child 'thriving'

Survivor engagement – Key Learning Points from the personal experiences of survivors.

1. **Reassurance communication** can be lacking and would be appreciated even if there is no substantive update on a case.
2. It is crucial that support workers develop **understanding of survivors' circumstances prior to arrival** in refuge, to enable work on establishing support to begin ASAP.
3. Supporting a survivor and accompanying children/ family around their **whole-life circumstances** is critical, as issues are often mutually impacting (slavery/ trafficking, accommodation, employment, education/ training, language, immigration, health, finances, psychosocial wellbeing, substance misuse, cultural matters, children's support, legal assistance, pets, etc.)
4. Locating a survivor in a **culturally appropriate refuge space**, alongside support workers and peers who understand diverse cultural needs, can be fundamental to the survivor's engagement and ongoing safety.
5. Critical need for **supporting agencies to partner in seamless and accountable manner.**
6. Although initial (shared) accommodation may be safe, secure and a largely supportive environment, it is not ideal in terms of privacy -- survivors note **considerable lead-in times to permanent rehousing**, which increases the stress and anxiety of their situation.
7. Survivors can feel alienated and isolated following referral from other areas due to **lack of local familiarity and loss of networks** – it is critical that support workers account for this in frequency and substance of contacts.
8. Isolation in refuge, or **poor support experiences may lead survivors to return to abusive situations** and deter seeking of support in future, thereby multiplying risk factors.
9. Support workers may need to use **persistence when advocating/ liaising with third-party services** to overcome barriers and achieve the best outcome for survivors.
10. Prospective **transition to move-on accommodation can be daunting** after the intensive wrap-around support survivors may have received in refuge. It is important to emphasise growth of independence and empowerment of survivors at this juncture.
11. Engagement with broader **community and voluntary sector can assist with practical matters** of support (halal food, interpreter support, cultural/social isolation, etc.).
12. Accessing **refuge support can be costly for survivors** (depleting savings etc.) and this may create barriers to achieving stability. Extensive contingency/ safety planning may be required to account for this.
13. Refuge may **empower survivors with tools and resources** to return to family or home locality in a safe and informed way, if this is the preferred option of the survivor – with rigorous consideration to safety planning and empowered development of skills and confidence, permanent relocation is not necessarily a universal solution. This may include an occupational order to remove the perpetrator from the property.

Findings

The findings of this Needs Assessment have been categorised into themes and grouped accordingly. They therefore may not appear in the same order in which the themes were discussed in the document.

No.	Theme	Finding	Recommendation
1	Refuge space	The number of refuge spaces in Nottingham City does not meet demand. The main reason for a referral to be denied is lack of capacity.	The number of Nottingham City's refuge spaces should be increased to better meet current levels of demand
2	Refuge space	Nottingham City does not currently have any Dispersed refuge space	Nottingham City should provide a dispersed refuge space for those survivors for whom current refuge provision is not suitable
3	Refuge space	There is no dedicated refuge space for male survivors in Nottingham City	
4	Refuge space	All male survivors who were offered other safe accommodation withdrew, various reasons were given.	
5	Refuge space	There is a need for provision of dispersed refuge for families with older male children	
6	Refuge space	Nottingham City has a need for more suitable refuge for those with severe and multiple disadvantage.	There is a need for another/additional refuge spaces providing the specialist service currently provided by Central refuge, as 3/4 of the current demand on their service is unable to be met
7	Refuge space	Central Refuge (specialist service) has a 76% denial rate for first time referrals, even with the shortest average length of stay.	
8	Refuge space	24% domestic abuse survivors are children. 41% of referrals are a household that are pregnant or have at least 1 child. Adult age brackets most likely to be affected are 25-34	An assessment of the total number of family refuge spaces available should be completed (out of the 37 in total available), as almost half of survivors will have children.
9	Refuge space	It is highly likely for survivors of Domestic abuse to have a disability or mental health need. Mental health needs may be caused by the abuse suffered.	Assess the provision of specialist support available to those with mental health needs or disabilities, including learning disabilities. Refuges should be able to support those with disabilities such as learning difficulties or neuro-diverse conditions, as well as physical disabilities.
10	Refuge space	There is a single disabled accessible refuge space in Nottingham City - this is used for any survivor if empty - not reserved for those with accessibility requirements	The provision of accessible refuge accommodation in Nottingham City should be increased, to match the demand of those with access needs seeking refuge support.
11	Refuge space	There is a need for more refuge space suitable for physical disabilities or mobility impairments	
12	Refuge space	There is a need for suitable refuge space and support for those with learning disabilities or neuro-diverse conditions.	Nottingham City should increase its provision of refuge space suitable for those with learning difficulties or neuro-diverse conditions

13	Language	Overall, those survivors with language needs were well catered for by Nottingham City refuges, although there were a very small number where language need led to denial of refuge.	Nottingham City should continue to provide appropriate language support where necessary, via the use of interpreters or other available services
14	Partnership working	Joined up service provision is required for those with severe mental health needs who may require treatment and support from mental health professionals rather than refuge.	Provision for support and treatment for survivors with severe mental ill health should be made, as an alternative where refuge is not suitable
15	Partnership working		Provision for support for survivors with mental ill health should be made available during their time in refuge.
16	Partnership working	Survivors and their children require support around their whole life circumstances – from the case studies and pathway mapping, this is completed to a high standard by the refuges – although there are some notable cases where refuges struggled to obtain support for the survivor. This highlights the importance of a seamless and accountable partnership pathway through referral into refuge	
17	Partnership working	Support workers may need to use persistence when advocating/liaising with 3rd party services	
18	Community Support	Survivors can feel alienated and isolated due to lack of local familiarity and loss of networks - especially for those survivors from out of area. Critical that support workers account for this in frequency and substance of contacts	Explore wider engagement with local community and voluntary sector to offer support around practical matters (halal food, interpreter support, cultural/social isolation etc.) for survivors in refuge
19	Community Support	A broad range of support networks should be used to support refuge workers in offering survivors skills and support.	Consider peer support groups and community/voluntary sector being skilled up to provide support to resettle survivors into the community.
20	General	Nottingham has a good response to the needs of BME survivors through the Zola refuge	
21	General	Nottingham has a good provision for those survivors who are religious.	
22	General	The cost of refuge is a barrier, and women in employment are underrepresented in data.	Further work should be undertaken to enable women in employment to access refuge
23	General	Nottingham City accepts a number of referrals from out of area, mainly from the Midlands region.	Ensure that survivors from Nottingham City have access to refuge accommodation out of area where required. Also Local Authorities should work together to ensure survivors are housed in the area of their preference, as far as possible, after refuge.
24	General	3rd party professional referrals make up most referrals into refuge, followed by local helpline. Website is the least used method, however this is only accessible by Women's Aid registered providers.	Clarity around referral pathways should be obtained and shared.
25	Messaging	Trans and Non-Binary survivors are likely to be underrepresented in Nottingham City figures	Communications around reporting and how to report domestic abuse targeted towards the LGBT community to ensure survivors know routes to support if they require it.

26	Messaging	Although women from BME backgrounds are more likely to be accommodated in refuge once applied for, data indicates that women from Asian backgrounds may be less likely to report abuse to authorities in the first instance.	Ensure the communication of available helplines and services to Nottingham City's Asian population. i.e. translation into common languages or dialects.
27	Messaging	Reports of Domestic Abuse to statutory agencies show an underrepresentation of BME males of all ethnicities.	Nottingham City should ensure it undertakes targeted messaging towards BME males around support available for those experiencing domestic abuse
28	Messaging	There is a possible link between deprivation and domestic abuse - some of Nottingham City's more deprived wards are namechecked by refuges as areas from which they receive higher referrals. Also, some areas may have more barriers to reporting.	Nottingham City should ensure that all citizens are able to access information and support in relation to domestic abuse
29	Data	Many statutory partners were only able to provide basic data around referrals.	Partners to review systems to ascertain if fuller datasets can be captured / aligned with the needs assessment requirements for the next Needs Assessment
30	Data	Health colleagues were unable to provide any data for this needs assessment on account of systems and type of data required	Health colleagues to work together and seek learning from other NHS areas as to how best to capture and share the requested data
31	Data	3 refuges were unable to provide data regarding the number of survivors supported into alternative accommodation.	Nottingham City DSVA group to clarify what data would be appropriate for refuges to collect around survivors supported into alternate accommodation or declined refuge, and this request to be communicated to refuges
32	Data		The Local Authority to commit to working in conjunction with partners over the coming 12 months to improve the data offering by exploring improvements and amendments to systems to allow for a better data capture in subsequent years.
33	Data	The needs assessment would benefit from further disaggregation of data for future iterations	The data request for the next needs assessment should specify data that is disaggregated by adult/child and by gender.
34	Data	Nottingham City has an underrepresentation of Transgender and Non-Binary survivors in comparison to population estimates.	Ensure that partners are offering the option for survivors to correctly identify their gender when coming into contact for the first time / that systems are amended to capture this information

Appendices

APPENDIX 1

Specific changes that were made to the Data Template are as follows:

- Sexual Identity section removed
- Marital status section removed
- National Identity/Ethnic group categories were amended to replicate those from the 2021 Census categories.
- Household income category was amended to remove specific income brackets, and instead distinguish between waged, unwaged, on benefits, No recourse to public funds (NRPF) etc.
- Education section removed

Section 24 was amended for Refuges to include columns only for Refuge, or Move on Accommodation from Refuge. The question regarding 'Most common reasons for being denied access to services' was removed. An alternate question was added which asked 'Areas from which referrals have been received. How many from each area? Please submit in matrix/table'.

A section 24a was added to address the most common reasons for being denied access to services, and gave a number of options, and split the responses into two categories – Refuge and Move on Accommodation from refuge.

For Equation, Section 24 was amended to include a single column of 'Equation', and options altered to better reflect the data the refuge would have access to. Section 25 had columns altered to reflect number of survivors in housing need, number referred to refuge, number of successful referrals and the location of refuge. Further sections were added to capture referrals to temporary accommodation, and referrals to Sanctuary.

For Statutory Partners, the template was amended to remove section 21. Section 24 was altered to remove some options and simplify the data for partners.

For Housing Aid and Sanctuary, the template was altered at Section 24 and 24a to provide columns only for Housing Aid and Sanctuary Schemes, and to provide a range of options as to why needs may be unmet. At Section 25, the options for sorting responses were narrowed to Number of survivors eligible / not eligible to be accommodated.

APPENDIX 2

Table to show estimated number of referrals by originating area

Area	***Number of referrals from area***
Nottingham City	*229*
Nottinghamshire	*67*
National	*44*
East Midlands	*27*
Broxtowe	*27*
Gedling	*26*
Birmingham	*21*
Ashfield	*19*
Leicester	*17*
Derby City	*17*
Derby	*14*
Lincolnshire	*11*
London	*10*
Manchester	*7*
Derbyshire	*6*
Northampton	*5*
Milton Keynes	*3*
Dudley	*2*
Sheffield	*2*
Aylesbury	*2*
Bedfordshire	*2*
Unknown	*2*
Blackpool	*2*
Hampshire	*2*
Chesterfield	*2*
Liverpool	*2*
Suffolk	*2*
Staffordshire	*2*
Mansfield	*2*
Northamptonshire	*1*
Dorset	*1*
Reading	*1*
Leeds	*1*
Coventry	*1*
Middlesbrough	*1*
Somerset	*1*
Bradford	*1*
Stockport	*1*
Waltham Forest	*1*