Nottingham Safe Accommodation Strategy

2021- 2024



Contents

	Executive Summary	3
1	**Introduction**	5
2	**Domestic Abuse Act 2021**	6
3	**Purpose of strategy**	8
4	**Local Partnership Board**	13
5	**Domestic Abuse in Nottingham**	16
6	**Safe accommodation provision in Nottingham**	20
7	**Homeless prevention services in Nottingham**	27
8	**Quality standards**	30
9	**Needs assessment: unmet safe accommodation need in Nottingham**	32
	Needs assessment methodology	33
	Refuges meeting need	33
	Sanctuary Scheme meeting need	35
	Protected characteristics and other forms of marginalisation	36
	Younger women	36
	Older women	37
	Black and minoritised women	38
	Migrant women and women with no recourse to public funds	40
	Disabled women	41
	Lesbian and Bi women	43
	Transgender women and non binary individuals	44
	Women facing severe and multiple disadvantage	44
	Women with larger families	45
	Women with older boy children	46
	Women in employment	46
	Children and young people	47
	Male survivors	48
	Gay and bi sexual men	50
	Transgender men and non binary individuals	51
10	**Whole Housing Approach**	52
	Social housing	52
	Privately rented accommodation	55
	Privately owned accommodation	56
	Perpetrators and housing	58
	Moving on into longer term settled accommodation	60
11	**Strategic priorities and actions**	63
	1. Delivering the safe accommodation statutory duty	63
	2. Access to safe accommodation	64
	3. Refuge accommodation	68
	4. Second stage move on accommodation	69
	5. Sanctuary Scheme	70
	6. Male survivors	71
	7. Children and young people	72
	8. Perpetrators	73
	9. Social housing	74
	10. Privately rented accommodation	75
	11. Privately owned accommodation	75
	12. Moving on from refuge accommodation	76
12	**Commissioning priorities**	78
13	**Appendices**	78
	Appendix 1 Definition of domestic abuse as defined in section 1 of the Domestic Abuse Act 2021	78
	Appendix 2 Engagement with key partners	79
	Appendix 3 Sanctuary Scheme Checklist	80

Executive Summary

Domestic abuse is the third most common cause of homelessness in Nottingham and since 2012, eight out of nine domestic homicides have taken place in the home of the victim or perpetrator. Nottingham City Council has always taken our commitment to tackling domestic abuse with the utmost seriousness. Despite cuts to the local authority grant, we have continued to deliver a Sanctuary Scheme and commission 37 refuge units. Nevertheless, 3 in 4 referrals to refuges are declined, generally because of a lack of space.

This Strategy outlines how Nottingham City Council will fulfil its Statutory Duty to provide safe accommodation support services to survivors of domestic abuse and their children as required by the Domestic Abuse Act 2021. The Act defines both the meaning of safe accommodation and support services and these are outlined in Section 2. Nottingham was awarded £871,229 new burdens funding from government to implement the Statutory Duty in 2021-2022. Future levels of funding will be dependent on a national government Spending Review. A commissioning plan for 2020-2021 can be found in Section 12.

The Crime and Drugs Partnership (CDP) Board has become the new Local Domestic Abuse Partnership Board (LPB) for the Statutory Duty and will provide advice to the Authority on its duties under S57 of the Domestic Abuse Act. The operation of the LPB is outlined in Section 4 of the Strategy. A plan of action will accompany this Strategy and will be implemented and monitored by the Domestic and Sexual Violence and Abuse Strategy Group and associated working groups.

The Strategy is informed by the findings of a detailed and robust Needs Assessment conducted by the Crime and Drugs Partnership based on data from 2020-2021. Key findings and priority actions include:

Survivors in need of safe accommodation

- Nottingham continues to recognise the need for survivors to move area for safety reasons and the importance of refuges as part of a national network of provision. 53% of referrals to refuge and 19% of homeless applications were of survivors from another area. Nottingham should work with Nottinghamshire County Council and the District Councils to gain a better understanding of referral routes and the needs of survivors seeking refuge in a different Authority. This will include developing a managed reciprocal housing scheme which is already in progress.
- The removal of the requirement for survivors of domestic abuse to evidence priority need in order to qualify for the full housing duty could see a 65% increase in demand for temporary accommodation. The Sanctuary Scheme will be expanded to enable survivors to remain in their homes where it is safe to do so and this is what the survivor wants to do. We will increase refuge provision and explore the feasibility of converting commissioned temporary accommodation units into women-only provision.
- While Nottingham is making very good progress meeting the safe accommodation support needs of some cohorts of survivors, there are survivors who face significant barriers in their access to refuge. This is unacceptable. We will address this immediately by using the new burdens funding to commission a team of Safe Accommodation Advocates, collocated between the specialist domestic abuse services and Housing Aid, who will work with specific communities of survivors to enable them to access safe accommodation (women facing multiple disadvantage, Black and minoritised women, disabled women, LGBT survivors and male survivors).

- There is no refuge accommodation for male survivors in Nottingham. In partnership with Nottinghamshire County Council, we will explore the safe accommodation needs of male survivors.

Children and young people

- Children comprise 48% of residents in refuge and of these, 87% are aged 11 years and under. In recognition of the considerable harm caused to children by perpetrators, children are now recognised in the Act as victims of domestic abuse in their own right. With the new burdens funding, we will commission dedicated children's refuge workers and a peripatetic therapeutic service for children.

Safe Accommodation

- There are insufficient refuge units in Nottingham to meet demand with 3 in 4 referrals declined, generally because of lack of space. We will commission additional units in dispersed refuge accommodation to begin to address this shortfall.
- There is a significant shortage of units that can accommodate women with 2 or more children – 35% compared to 97% in Nottinghamshire. We will ensure that any new commissioned refuge accommodation is able to accommodate women with larger families.
- Only 1 out of 37 refuge units can accommodate a disabled woman who is a wheelchair user and this cannot be reserved for the exclusive use of disabled women. A Safe Accommodation Advocate will deliver targeted support to disabled survivors and we will increase the range of accessible safe accommodation options as a priority.
- The provision of 12 second stage move on houses has been welcomed by both the refuges and survivors. Any future funding bids for properties will include those for single women.
- Sanctuary security measures can be installed in privately rented properties but only with the landlord's permission. We will work with landlords to improve their understanding of the Scheme.

Longer term housing across all tenures

- The most common housing outcome for women leaving refuge is social housing. We will work with social housing providers in Nottingham to ensure they have a policy setting out how they will address domestic abuse including taking action against perpetrators.
- The Private Rented Sector is not a housing solution for women leaving refuge with landlords unwilling to take women on Housing Benefit/Universal Credit. We will proactively work to increase the number of landlords offering tenancies to survivors.
- The Sanctuary Scheme provides an important safe accommodation option for male survivors, survivors who are owner occupiers and disabled survivors. We will expand the Scheme to meet need and promote the Scheme to raise awareness of this safe accommodation option.
- Privately owned housing comprises the largest housing sector in Nottingham but very little is known about homeowners in Nottingham who are subject to domestic abuse and their routes to safety. We will consult with survivors who are owner occupiers regarding their needs for and specific barriers to safe accommodation and work to increase the number of Sanctuary Schemes installed in privately owned housing.

Perpetrators

- Many perpetrators remain in the home without consequence while survivors and children relocate to temporary, often unsuitable and unaffordable accommodation. We will hold perpetrators to account for their abuse by pursuing a positive enforcement approach. We will also develop a risk-based perpetrator housing strategy and pathway which has the safety of survivors and children as a primary guiding principle.

Data collection

- The most comprehensive data was provided by the specialist domestic abuse sector. There were substantial gaps in the data of Nottingham City Council and statutory partners with some partners unable to engage in the needs assessment because of system limitations. We will work with Nottingham City Council and the wider partnership to ensure their systems and data collection support future needs assessments.
- Very little is known about the housing journeys of survivors. We will work with partners to ensure tenure is recorded and monitored.

We are extremely grateful to Val Lunn and Jane Lewis who authored the Strategy, to Hannah Stovin who authored the Needs Assessment and for the generous input and insights of our partners, both local and national, which has strengthened our aspiration to produce a strategy that goes beyond the requirements of the Act. This Strategy will be therefore be delivered within a Whole Housing Approach to enable us to better respond to the safe accommodation support needs of survivors in crisis as well as the longer-term housing security of survivors across all tenure types. A Whole Housing Approached is described in Section 10.

This is Nottingham's first Safe Accommodation Strategy and Needs Assessment under the Statutory Duty. We look forward to building on the lessons we have already learned and to achieving our ambition to meet the safe accommodation needs of all survivors and their children.

1. Introduction

Domestic abuse is one of the most harmful crimes in society with terrible, far reaching and long lasting consequences and impacts. The majority of domestic abuse is perpetrated in the home which is meant to be a place of safety and nurturing for families, but for victims/survivors[1] of domestic abuse the home becomes a place of danger. In Nottingham, eight out of nine domestic homicides have taken place in the home of the victim or perpetrator since 2012.

Domestic abuse is the third most common cause of homelessness both nationally and in Nottingham with 8% of homeless applications received as a result of domestic abuse[2].

[1] The terms victim, victim/survivor and women are used interchangeably throughout this strategy in recognition of the gendered nature of domestic abuse. The terms perpetrator and abuser are used interchangeably to refer to the person committing the abuse.

[2] https://www.gov.uk/government/publications/domestic-abuse-bill-2020-factsheets/homelessness and Nottingham City Housing Aid data

Nottingham has continued its commitment to fund specialist domestic abuse services including refuge services despite cuts to the local authority grant, but the needs assessment has evidenced that there are not enough refuge spaces for all survivors in need with 3 in 4 referrals declined generally because of a lack of space.

In Nottingham, we aim to change this landscape for victims/survivors and welcome the opportunity provided by the Domestic Abuse Act 2021 and the new Safe Accommodation Statutory Duty on Tier One Local Authorities to enable more victims/survivors to remain in their homes if it is safe to do so, to increase the range of support services for survivors in safe accommodation, to improve long term housing security for survivors while at the same time holding perpetrators to account.

This strategy is ambitious and sets out our road map to achieve the changes required that will enable survivors and their children to achieve safe, fulfilled and independent lives free from domestic abuse. We have decided to broaden the scope of the strategy beyond safe accommodation support services to consider the safe accommodation needs of survivors across all tenure types (social housing, private rented and private ownership), to include the longer-term housing options for survivors and to begin to address our approach to perpetrators and housing.

2. Domestic Abuse Act 2021

The Domestic Abuse Act 2021 received royal assent on 29 April. It brings wide reaching changes in protective legislation and provides a new definition of domestic abuse which explicitly includes economic abuse and recognises children as victims/survivors of domestic abuse (see Appendix 1).

The Act does not include all the changes that campaigners were hoping for, for example, migrant women are not afforded the same protections as other survivors, but here in Nottingham, we will treat the Statutory Duty as a minimum standard and will work hard to ensure that all survivors are treated fairly and justly and have access to safe accommodation at their point of need.

Throughout this strategy, the Domestic Abuse Act will be referred to as ‘The Act’. Part 4 of the Act introduces a Statutory Duty on all Local Authorities to provide safe accommodation support services.

Local Authority Statutory Duty

Part 4 of the Act places Duties on Nottingham City Council to:

a. Appoint a multi-agency Domestic Abuse Local Partnership Board which it must consult as it performs certain specified functions
b. Assess, or make arrangements for the assessment of, the need for domestic abuse support in our area for all survivors and their children who reside in relevant safe accommodation, including those who come from outside of our area.
c. Develop and publish a Safe Accommodation Strategy having regard to the needs assessment.
d. Implement the strategy through commissioning / de-commissioning decisions.
e. Monitor and evaluate local delivery and effectiveness of the strategy and;

f. Report back to central government annually

Nottingham was awarded £871,229 new burdens funding from government to implement the Statutory Duty in 2021-2022. Future levels of funding will be dependent on a national government Spending Review.

Safe accommodation

Section 57 of the Domestic Abuse Act 2021 requires local authorities to ensure that the need for domestic abuse support in their area is assessed. Domestic abuse support is defined in that section as support, in relation to domestic abuse, provided to victims of domestic abuse, or their children, who reside in **relevant** accommodation. We note that children are also recognised as victims in their own right under the Act. What constitutes 'relevant' or 'safe' accommodation is defined in the (draft) Domestic Abuse Support (Relevant Accommodation) Regulations 2021 and the (draft) Statutory Guidance[3] as:

(1) Refuge accommodation
(2) Specialist safe accommodation for survivors who share a protected characteristic e.g. Black and minoritised or LGBTQ with specialist support. This includes services run by organisations which share the protected characteristic[4]
(3) Dispersed accommodation
(4) Move on/second stage accommodation
(5) Sanctuary Scheme
(6) Other forms of domestic abuse temporary accommodation

The accommodation must be provided by a local authority, registered provider of social housing or charity whose objects include the provision of support to victims/survivors of domestic abuse. Bed and breakfast and generic, mixed temporary accommodation is outside the scope of the Act.

Support services are defined as:

(1) Overall management of services within relevant accommodation
(2) Support with the day-to-day running of the service,
(3) Advocacy support
(4) Domestic abuse prevention advice
(5) Specialist support for victims
(6) Designed specifically for victims with relevant protected characteristics
(7) Designed specifically for victims with unique and / or complex needs
(8) Children's support – including play therapy and child advocacy
(9) Housing-related support
(10) Advice service
(11) Counselling and therapy for both adult and child survivors

Needs assessment

This Strategy is informed by an assessment of need for support within safe accommodation which was conducted over a four month period in consultation with local specialist domestic

[3] https://www.gov.uk/government/publications/domestic-abuse-bill-2020-overarching-documents
[4] Sometimes referred to as 'by and for' services

abuse services, community and faith groups, statutory services and national specialist domestic abuse organisations. A list of organisations and services contributing to the needs assessment can be found in Appendix 2.

A full local needs assessment will be conducted every three years and refreshed annually in line with the requirement of the Act. We acknowledge that a national needs assessment is required to properly understand both the local and national demand for safe accommodation and will contribute our needs assessment for this purpose. We look forward to hearing the Department for Levelling Up, Housing and Communities' (DLUHC)[5] plans for a national needs assessment and strategy.

During the consultation for this Strategy, victims/survivors views were represented by the specialist services. In future, we will commission a Survivor Engagement Coordinator to consult directly with adult and child victims/survivors and to represent their views. The post will be hosted by a specialist domestic abuse organisation.

Strategy

This Strategy will be developed and implemented in line with the requirements of S57 of the Domestic Abuse Act 2021, the (draft) Part 4 Statutory Guidance and the (draft) Domestic Abuse (Local Authorities) Regulations 2021[6] and with local strategies and plans:

- Nottingham City Council Homeless and Rough Sleeping Prevention Strategy 2019-2024
- Nottingham City Council Quality Homes for All Strategy 2018-2021
- Nottingham Domestic and Sexual Violence and Abuse Strategy 2015
- Nottingham Crime and Drugs Partnership Strategic Assessment 2020
- Nottingham City and Nottinghamshire Children and Adult Safeguarding Procedures
- Nottingham Modern Slavery Statement 2021
- Nottingham and Nottinghamshire Violence Reduction Unit Serious Violence Response Strategy 2020
- Office for the Police and Crime Commissioner Violence against Women and Girls Strategy 2021
- Office for the Police and Crime Commissioner A Whole Systems Approach: Improving the response to domestic violence and abuse in Nottinghamshire 2020
- Government Tackling Violence against Women and Girls Strategy 2021-2024
- Draft statutory guidance to the Domestic Abuse Act 2021
- Violence against Women and Girls: National Statement of Expectations 2016 and forthcoming refresh

It is informed by the findings of an initial consultation[7] with partners and the local needs assessment[8] and will be accompanied by a detailed action plan developed for the purpose of implementing the key recommendations and actions of the strategy.

3. Purpose of strategy

[5] Formerly known as the Ministry for Housing, Communities and Local Government

[6] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/993504/Draft_Domestic_Abuse_Regulations.pdf

[7] Domestic and Sexual Violence and Abuse Evaluation Report, Nottingham v0.2 V Lunn March 2021

[8] Domestic and Sexual Violence and Abuse Safe Accommodation Needs Assessment, Nottingham City Council June 2021

To ensure that all victim/survivors subject to domestic abuse and their children have access to safe accommodation support services appropriate to their needs in order to live safely and that responses to perpetrators hold them accountable for the abuse and support victim/survivor safety.

Aims

To ensure all victim/survivors and their children, including those from out of area and/or with No Recourse to Public Funds, have access to safe, appropriate accommodation and support services at their point of need.

To ensure survivors are able to remain safely in their accommodation if they choose and it is safe to do so.

To provide move on accommodation options for survivors to support long-term recovery and independence.

To ensure the effective management of perpetrators enables victims/survivors to remain safe in their homes and to access safe accommodation.

To ensure that other duties/legislation introduced as part of the Domestic Abuse Act (secure tenancies and homelessness) are considered in the context of safe accommodation and a Whole Housing Approach.

Approach

This strategy will be underpinned by 8 principles:

Principle 1 Gender-informed

This strategy covers all survivors but recognises the gendered nature of domestic abuse as 'violence that is directed against a woman because she is a woman or that affects women disproportionately' (CEDAW 1992). While both women and men experience domestic abuse and harmful practices, the overwhelming majority of victims are women and the perpetrators men. 89% of victims of domestic abuse who have been subject to repeat victimisation (over 4 incidents) are women, and are victims of a repeated pattern of coercive control; women are more likely to experience higher levels of fear and are also much more likely to be killed by their partners or former partners than men.[9] The vast majority of victims/survivors requiring safe accommodation will be women. The interventions provided to maintain safety for women within safe accommodation should also be gender informed. We accept that women and men have different needs for accommodation support and the strategy seeks to address this.

Organisations and services commissioned to deliver support services will be specialist with an understanding of domestic abuse as gendered and a cause and consequence of inequality between women and men which intersects with other inequalities.

Principle 2 Survivor and specialist sector consultation and co-production

This strategy recognises the importance of including the voice of victims/survivors so that their lived experience can become a catalyst for change and the voice of the specialist

[9] Successful Commissioning: a guide for commissioning services that survivor women and children survivors of domestic violence. 2014 Imkaan and Women's Aid Federation of England

sector. Practitioners in the specialist sector have an expert understanding of the needs of both adult and child survivors and some are survivors of domestic abuse themselves. For this strategy, we have consulted with the specialist sector refuges, Juno Women's Aid and the Equation men's service.

In future, we will undertake direct consultation with adult and child survivors to ensure their diverse voices are heard at all stages of the strategic planning process and inform any commissioning decisions. We will consult with survivors from Nottingham's diverse communities including survivors with varied housing needs, experiences and tenures, those who accessed refuge and those who were unable to. Consultation will build on the lessons learned from the survivors of sexual violence and abuse consultation processes which took place in Nottingham in 2018.

We are also committed to going beyond consultation to co-produce future versions of this strategy in partnership with survivors and the specialist sector. By doing this we will deliver what is truly needed and what will make the most difference to their safety and housing security.

Principle 3 Coordinated Community Response

Domestic abuse is a complex social problem that impacts people, communities and services across our society. Agencies and organisations are often responding to one aspect of the issue and/or the same problem from different angles. Because of its complexity, it can be difficult for victims/survivors to navigate services in order to get the help they need – a study by SafeLives found that 85% of victims/survivors sought help five times in the year before they got the help they needed[10].

We believe that domestic abuse is the responsibility of everyone and all agencies and therefore, our approach will be underpinned by a Coordinated Community Response. Through this, we will bring together statutory, voluntary and community sector organisations and groups, including housing and homeless services providers, to work in partnership in an integrated and coordinated manner to address domestic abuse, increase survivor safety and hold perpetrators to account.

Our commitment to a CCR is evidenced by Nottingham's existing multi agency partnerships which have been established over many years.

Principle 4) Whole Housing Approach (WHA)

A key aim of Nottingham's Homeless Prevention Strategy 2019-2024 is to reduce the number of families becoming homeless and becoming homeless more than once and to reduce the number of families living in temporary accommodation. This Safer Accommodation Strategy aims to deliver safe accommodation in alignment with the Homelessness and Rough Sleeping Prevention Strategy by developing a Whole Housing Approach[11]. A WHA provides a framework for the domestic abuse and housing sectors to work together to address the immediate and longer-term housing needs of victims/survivors. A WHA considers the needs of diverse communities of survivors across all housing tenure types to increase survivor accommodation sustainment and reduce

[10] https://safelives.org.uk/sites/default/files/resources/Getting%20it%20right%20first%20time%20-%20complete%20report.pdf

[11] https://www.dahalliance.org.uk/what-we-do/whole-housing-approach/

homelessness. A WHA is listed in the new Part 4 Statutory Duty as a form of safe accommodation[12].

Housing First[13] is a component of a Whole Housing Approach and is a housing and support approach designed for those who need significant levels of help to enable them to leave long term homelessness. The model focuses on housing as a starting point rather than an end goal. In Nottingham, Housing First delivery is funded through the Rough Sleeping Initiative and Next Steps Accommodation Programme and the Lottery funded Opportunity Nottingham programme for people facing severe and multiple disadvantage. Nottingham's Housing First delivery includes homeless women who comprise 10% of rough sleepers in the city and 18% of Housing First service users. This is likely to be an underestimation. Being subject to or in fear of male violence seems to be an almost near universal experience for women sleeping rough and or in mixed supported accommodation.[14]

Because homelessness data shows higher numbers of homeless men than women nationally, Housing First programmes have tended to be designed around men's needs. The Housing First model delivered within a Whole Housing Approach seeks to change this by promoting a gender-informed practice and Housing First model for women[15]. This Housing First model for women programme aligns with Nottingham's aim to prevent homelessness by learning from best practice initiatives across the country.[16]

Principle 5 Aligned with the national and local Violence Against Women and Girls Strategy and National Statement of Expectations

This Strategy will align with the four pillars of the national Tackling VAWG Strategy 2021-2024[17] – prevention, provision of services, partnership working and pursuing perpetrators. The four pillars also form the approach of the Nottinghamshire Office of the Police and Crime Commissioner VAWG Strategy 2021-2025[18]

In 2016, the Government published its National Statement of Expectations (NSE) which sets out what actions local commissioners need to put in place to ensure their response to VAWG is collaborative, robust and effective. An updated NSE is anticipated. Local strategies are required to:

- Put the victim/survivor at the centre;
- Have a clear focus on the perpetrators in order to keep victims (and those at risk) safe;
- Take a strategic, system wide approach to commissioning, acknowledging the gendered nature of VAWG;
- Be locally-led and safeguard individuals throughout;

[12] Delivery of Support to Victims of Domestic Abuse, including Children, in Domestic Abuse Safe Accommodation Services Statutory guidance for Local Authorities across England https://www.gov.uk/government/publications/domestic-abuse-bill-2020-overarching-documents

[13] https://www.dahalliance.org.uk/media/10658/12_-wha-housing-first-for-women.pdf

[14] https://www.mungos.org/app/uploads/2018/10/Women-and-Rough-Sleeping-Report-2018-Summary.pdf https://www.birmingham.ac.uk/research/chasm/research/housing-communities/research/violence-under-quiet-conditions.aspx

[15] https://www.dahalliance.org.uk/media/10658/12_-wha-housing-first-for-women.pdf

[16] Nottingham Homelessness Prevention Strategy 2019-2024

[17] https://www.gov.uk/government/publications/tackling-violence-against-women-and-girls-strategy

[18] https://www.nottinghamshire.pcc.police.uk/Document-Library/Public-Information/Newsletters-and-Publications/Publications/Notts-VAWG-Strategy-2021-25.pdf

- Raise local awareness of the issues and involve, engage and empower communities to seek, design and deliver solutions to prevent VAWG.

Nottingham's self-assessment against the NSE concluded:

- There was insufficient accessible refuge accommodation for disabled survivors and the disabled children of survivors
- There is no commissioned specialist therapeutic service for adult and children survivors
- There is a need to develop a perpetrator framework
- There is a lack of systematic data collection across the statutory services and a heavy reliance on data from the Police, Voluntary Sector and national data [19]

These issues still remain but the Domestic Abuse Act Statutory Duty provides an opportunity and a requirement to address them.

Principle 6 Coercive control and space for action

This strategy recognises that coercive control is the primary tactic used by perpetrators of domestic abuse. This is recognised in the Act within the definition of domestic abuse.

An understanding that domestic abuse is not a series of incidents of physical violence but a systematic pattern of coercive and controlling behaviour which restricts the everyday lives of survivors underpins Nottingham's Domestic Abuse and Sexual Violence strategy, commissioning practice, survivor service delivery, work with perpetrators and prevention work. We recognise that perpetrators use coercive control to micro regulate survivors' everyday lives in order to hurt, intimidate and isolate them and weaponise the home as part of their pattern of abuse.

The impact of living in a relationship with an abuser is that women adapt their behaviour to cope. Coercive control severely diminishes a survivor's 'space for action' a term introduced by Professor Liz Kelly to describe a woman's ability to be fully self-determining. Survivors' thinking and actions become narrower as her space for action becomes more restricted and limits her ability to seek help, to make a decision to leave an abuser, to protect her children and to even imagine a life free from domestic abuse. This is often described by victims/survivors as the most significant and serious harm caused to them.[20]

This strategy and the practice it promotes will both hold perpetrators to account for their coercive controlling behaviour and extend survivors space for action to feel and be safe in their home or to leave their home to go into refuge if this is what is needed.

Principle 7 Intersectional nature of domestic abuse

We recognise that coercive control is interdependent on and reinforced by all forms of oppression and that while all survivors will share some common ground in their experience, there will be differences related to their marginalisation, background and identity. These create barriers to accessing support and services including refuge accommodation for survivors who are Black and minoritised, deaf, disabled, LGBT, face severe and multiple disadvantage, are migrants or have no recourse to public funds.

[19] VAWG NSE Report to the CDP Board March 2017

[20] https://www.endviolenceagainstwomen.org.uk/wp-content/uploads/Costs_of_Freedom_Report_-_SWA.pdf

Victims/survivors are not a homogenous group and their experiences of inequality have an effect not only on how they experience and understand abuse but also how and where they access support and justice.

Services will need to examine how they may be contributing to systems of oppression and practices of exclusion and marginalisation while also seeking to remove the barriers identified.

A Coordinated Community Approach and a Whole Housing Approach will require organisations and services to monitor for and respond to the needs of all Nottingham's diverse communities of survivors.

Principle 8 Equality Act 2010
This strategy will align with the Public Sector Equality Duty and the Equality Act 2010 to ensure survivors with protected characteristics as well as those who face multiple disadvantage have access to the safe accommodation support services they need. Nottingham is committed to ensuring single sex refuge accommodation in addition to meeting the needs of all survivors.

It is against the law to discriminate against someone because of:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation

4. Local Partnership Board

Governance
In Nottingham, the Crime and Drugs Partnership (CDP) Board is the new Local Domestic Abuse Partnership Board (LPB) for the Statutory Duty for Domestic Abuse Accommodation Based Services. The key role of the LPB is to provide advice to the Authority on its duties under S57 of the Domestic Abuse Act which are to:

- Assess the scale and nature of the needs for support within relevant/safe accommodation
- Prepare and publish a domestic abuse strategy setting out the steps needed to meet the needs of diverse victims/survivors and their children and to ensure the strategy is joined up with strategies including the national Ending Violence against Women and Girls strategy 2016-2020 and the National Statement of Expectation 2016
- Implement the strategy through the commissioning process of safe accommodation support services to meet the needs of diverse victims/survivors and children
- Monitor and evaluate the strategy including to review any effect of the strategy on the provision of other commissioned community-based services in Nottingham
- Report annually to the DLUHC on the effectiveness of the strategy and how funding was used

The LPB will delegate the existing Domestic and Sexual Violence and Abuse Strategy Group (DSVA SG) to undertake the work of the LPB, alongside the DSVA Joint Commissioning Group[21]. The Strategy and Commissioning Groups will report to the Local Partnership Board, which will meet on a quarterly basis, and will make recommendations to the LPB to enable it to carry out its functions as outlined in the Duty.

The governance arrangements of the Local Partnership Board and the Domestic and Sexual Violence and Abuse Strategy Group are outlined in Terms of Reference which will be reviewed annually. Where agencies express an interest in the broader DSVA structure, they will be invited to an appropriate workstream meeting.

Membership

As required in the Part 4 Statutory Guidance, the membership of the Local Partnership Board will include representatives from:

- Specialist DSVA sector will be represented by the CEO of Equation who is also the Chair of the DSVA Voluntary Sector Sub Group
- Adult and child survivors will be represented by the CEO, Equation
- Healthcare will be represented by the Director of Public Health
- Police will be represented by the Police and Crime Commissioner and the Deputy Police Constable

The membership of the Domestic and Sexual Violence and Abuse Strategy Group comprises the chairs from multi agency working groups including:

- Housing and DSVA
- Children and DSVA
- Safeguarding (including Honour Based Violence and Abuse, Forced Marriage and Female Genital Mutilation)
- Criminal Justice DSVA
- Voluntary and Community Sector DSVA/VAWG
- Sexual Violence Action Network
- DHR Assurance and Learning Implementation Group
- MARAC Steering Group

Chairs are representatives from:

- Children and Adults Social Care
- Crime and Drugs Partnership
- The Probation Service
- Nottingham City Council Education Strategy
- Nottingham City Council Housing Strategy
- Nottingham Clinical Commissioning Group
- Nottingham University Hospitals Trust
- Nottingham Trent University
- Nottinghamshire Healthcare Foundation Trust
- Office for the Police and Crime Commissioner
- Police
- Specialist Domestic and Sexual Violence and Abuse sector

[21] DSVA Strategy Group Terms of Reference were updated in March 2021 to incorporate this change

- Violence Reduction Unit

The Chair of the DSVA Strategy Group and the Community Safety Strategy Manager who is the Domestic & Sexual Violence and Abuse Strategic Lead will attend LPB meetings.

Housing Working Group
A new Housing Working Group of the DSVA Strategy Group will be responsible for the implementation and monitoring of any actions in the plan that accompanies this Strategy related to housing and homelessness. This will include representatives from housing teams which have an impact on domestic abuse housing at all levels and in the various forms of accommodation including homelessness, temporary accommodation and allocations. The Group will also ensure oversight of both the Authority's Part 4 and Part 7[22] duties and the implementation of a Whole Housing Approach.

Specialist sector representation
A representative from the DSVA Strategy Group will be an equitable member of the LPB. They will be a domestic abuse specialist voluntary sector lead who will also represent the voice of Nottingham's diverse adult and child victims/survivors and the broader 'by and for' sector.

Adult and child survivor voice and representation
The Local Partnership Board will ensure that the voices and views of adult and child survivors are central to this Strategy and accompanying plan of action by commissioning a Survivor Engagement Coordinator who will be responsible for consulting with Nottingham's diverse communities of survivors including those unable to access safe accommodation and across tenure. Survivor views will be represented to the Local Partnership Board by the specialist voluntary sector lead. In due course, we aim to ensure that survivor voice and representation is in addition to sector representation.

Consultation on the strategy
We will consult widely on the strategy including with survivors, the voluntary, community and faith sector and with statutory partners. In future years, we will undertake direct consultation with adult and child survivors.

Implementation of the strategy and measuring its success
The DSVA Strategy Group and its working groups will be responsible for the implementation of the strategy.

The performance and effectiveness of this strategy will be monitored via robust data collection, performance monitoring, quality assurance processes and feedback from victims/survivors. A framework of outcomes will be determined in line with the overall action plan and the more detailed action plans of various operational groups of the DSVA Strategy Group including the Housing Working Group. Monitoring will be on a quarterly basis.

Commissioned services are to be monitored at annual service reviews.

[22] Part 4 Domestic Abuse Act 2021 Statutory Duty and Part 7(usually referred to as Part VII) Housing Act 1996

Reporting and Accountability
The DSVA Strategy Group will report quarterly to the Local Partnership Board. The overall performance and ability of the Partnership to provide a Coordinated Community Response and a Whole Housing Approach will also be monitored by the Local Partnership Board via the DSVA Strategy Group.

The LPB will report annually to the DLUHC on the implementation of the strategy.

Review of the strategy
This Strategy will be reviewed on a three-yearly basis as required by the Domestic Abuse (Local Authorities Strategies) Regulations 2021.

How organisations can raise concerns about the strategy
Organisations will be able to raise concerns about the strategy by emailing the Crime and Drugs Partnership[23] which will respond appropriately.

Publishing the strategy
This strategy will be available for public view on Nottingham Insight, the Crime and Drugs Partnership website and the Equation website.

Raising awareness of the links between domestic abuse and housing
We understand that the way a professional responds to a disclosure of domestic abuse – offering the right response the first time – can have a huge impact on a survivor's wellbeing, safety and their future journey. Therefore, during the lifetime of this strategy we will:

- Ensure all citizens in Nottingham are provided with information about how to seek help and advice to access safe accommodation services from the local Juno Women's Aid 24 hour freephone DSVA Helpline and the Equation Men's Service helpline. All services are outlined on the Equation website with advice for survivors, young people, perpetrators and professionals
- Provide training to professionals, including housing professionals, on:
    - The Domestic Abuse Act 2021 and implications for practice
    - Understanding and responding to domestic abuse
    - Responding to perpetrators
    - Other specialist training including economic abuse

5. Domestic abuse in Nottingham

What we know
Extrapolations based on the Crime Survey for England and Wales for the year ending March 2020, estimate 5.5% of adults aged between 16-74 years were subject to domestic abuse in the last year[24]. This equates to approximately 5 in every 100 adults. Extrapolating this for Nottingham City's population, it is estimated that around 14,136 residents were likely to have been subject to domestic abuse in the previous year, almost 10,000 (70%) women and 4,000 (30%) men (aged 16-74) and 54,000 women will be subject to domestic abuse at some time in their life[25].

[23] cdp@nottinghamcity.gov.uk
[24] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabuseprevalenceandtrendsenglandandwales/yearendingmarch2020
[25] https://www.nottinghaminsight.org.uk/search?q=domestic+abuse+

An analysis by the Nottingham Crime and Drugs Partnership that took levels of social deprivation into account estimated there are between 36,355 and 48,525 survivors of domestic violence and abuse in the city, both female and male.

In 2020/2021, Nottinghamshire police recorded 21,140 'incidents' of domestic abuse. All reports of domestic abuse are classed as 'domestic incidents' whether they are reported by the individual or a third party. Domestic incidents can be recorded as crimes, non-crimes, or kept as domestic incidences. There were 1,642 domestic non-crimes and 5,214 domestic abuse crimes recorded in the same year which represents a 31% increase on 2019-2020 and confirms the significant increase in reported domestic abuse during the pandemic. At the same time, we note that less than one in five victims report domestic abuse to the police[26].

There are no reliable estimates of the prevalence of coercive control, honour based abuse, forced marriage or female genital mutilation in Nottingham[27]. However, in 2018/2019, across the city and the county, Nottinghamshire Police recorded 121 honour based abuse crimes marking an overall increase of 68% on the previous year and 16 cases of forced marriage marking a 60% increase. Around 80 cases of female genital mutilation are recorded by health services each year with the majority (81%) recorded in the city. In 2018/2019, Nottinghamshire Police recorded 20 female genital mutilation cases which remains consistent with the average seen over the previous three years[28].

On average, two women are killed by their partner or ex-partner every week in England and Wales. Of these 83% are killed in their own home[29]. In Nottingham, 78% of domestic homicide victims were killed in the home of the victim or perpetrator. During the first few weeks of the lockdown, the number of women killed in England doubled.

2020-2021 has been an extraordinary year because of the Covid 19 pandemic which saw an increase in domestic abuse across the country. The full impact of the pandemic is still unfolding as some emergency measures such as a ban on all private rental evictions was only lifted in June. A Perfect Storm report by Women's Aid Federation of England outlines the impact of Covid on domestic abuse[30]. Locally:

- The Juno 24 hour domestic and sexual violence and abuse helpline answered 17,320 calls, an increase of 54% on the previous year. 59% of calls were from survivors and professionals in Nottingham
- Referrals to refuge or searching for space in a refuge was the primary purpose of 2,184 (13%) calls to the helpline
- 428 homeless applications were made to Housing Aid on the grounds of domestic abuse
- Domestic abuse is the third most common cause of homelessness in Nottingham

---

[26] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwales/yearendingmarch2018

[27] Improving the response to domestic violence and abuse in Nottinghamshire: A Whole Systems Approach (August 2020) Office for the Police and Crime Commissioner

[28] Violence against Women and Girls Strategy Nottingham and Nottinghamshire 2021-2025 Office of the Police and Crime Commissioner

[29] Ingala Smith, Karen and Women's Aid 2017

[30] https://www.womensaid.org.uk/a-perfect-storm-the-impact-of-the-covid-19-pandemic-on-domestic-abuse-survivors-and-the-services-supporting-them/

- The four refuges in Nottingham accommodated 128 women and 121 children
- One woman was killed by her male partner

Who are the victims/survivors?
Nationally, women account for around 67.0% of all domestic abuse victims captured by the CSEW and 74% of all domestic homicide victims recorded by the police. This indicates that women (7.3%) are not only at disproportionately higher risk of domestic abuse compared to men (3.6%), but are also at greater risk of serious harm. They are also subject to higher rates of repeat victimisation and are much more likely to be seriously hurt[31]. In Nottingham, of 9 homicides since 2012, 6 (67%) women were killed by a partner or ex partner and 3 (33%) men were killed by a relative or an ex male partner.

The CSEW[32] and other research studies have identified that the risk of domestic abuse is increased if someone is:

- Female
- Young
- Disabled (women and men)
- Has mental health support needs
- Pregnant or recently given birth
- Separated
- Living in an urban as opposed to rural area
- A woman from an ethnically mixed or Black Caribbean background
- Bisexual (women and men) and lesbian
- Financially dependent
- Has unsettled immigration status
- Transgender

Victims/survivors from these groups are less likely to access support due to factors such as social isolation, increased marginalisation and/or vulnerability, lack of culturally appropriate services and a lack of awareness about what constitutes abuse and the services that are available.

How many high risk survivors are there?
In 2020-2021, 827 high risk victims/survivors' cases were heard at Nottingham MARAC compared in 802 in 2019-2020. Of these:

- 754 (91%) were women and 73(9%) were men
- 290 (35%) were Black and minoritised women
- 173 (21%) were disabled
- 29 (4%) were LGBT
- 13 (2%) were 17 years or younger
- 55 women were pregnant
- 436 (53%) had children. Of these
    - 357 were 0-4
    - 420 were 5-11
    - 200 were 12-16

[31] Walby, S and Towers J, Untangling the concept of coercive control 2017
[32] https://kareningalasmith.com/counting-dead-women/https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwalesoverview/november2020

    - 18 were 17/18
- 232 (28%) were repeat cases with the same victim/survivor and perpetrator

Data on older women over 61 years has only recently started to be collected by the MARAC and a full year's data is not yet available. Data on women with No Recourse to Public Funds or unsettled immigration status is also not collected.

Both Nottingham City Homes (NCH) and Housing Aid are core members of the MARAC. Registered Providers attend on a case by case basis. NCH Housing Patch Managers made 15 referrals to MARAC in 2020-2021 compared to 8 in 2019-2020. Between January and June 2021, 57% of cases heard at MARAC were Nottingham City Homes tenants[33].

Type of tenure is not one of the indicators currently monitored by the MARAC although the information is likely to be shared with the MARAC by the IDVA presenting the case.

Children and young people

We welcome the significant change in the Domestic Abuse Act that now defines children and young people living with domestic abuse as victims in their own right.

Domestic abuse is one of the most serious acts that a parent can take to harm a child and is highly correlated with child death, serious injury, trauma and the breakdown of normal family functioning. Nationally, one in seven (14.2%) children and young people under the age of 18 will live with domestic abuse at some point in their childhood[34].

By the time they start school, at least one child in every class will have been living with domestic abuse since they were born[35]. In Nottingham, that figure is 3 children in every class.[36]

Domestic abuse is a factor in 54% of serious harm reviews nationally[37]. In Nottingham that figure is 30%.[38]

Domestic abuse was the primary reason for one in five calls to Nottingham City Council Children and Families Direct service.

Domestic abusers don't just harm children. Perpetrators use coercive and controlling tactics to target and undermine mother's relationships with children. Providing support to both children and the non-abusive parent is therefore essential[39]. In recognition of this, Nottingham has commissioned a therapeutic programme for mothers and children who have been subject to domestic abuse since 2012. This is provided by a specialist domestic abuse organisation. Perpetrators as parents are often ignored by systems but there are now models of working with families such as the Safe and Together model that hold perpetrators to account for their parenting choice to use abusive behaviours.[40]

[33] Data provided by Nottingham City Homes
[34] Radford et al (2011) Child Abuse and Neglect in the UK Today
[35] Safe Lives 2018
[36] Nottingham Crime and Drugs Partnership Domestic and Sexual Violence and Abuse Strategic Lead
[37] Sidebotham P. et al (2016) Addressing the Disconnects in Child Protection Practice
[38] Nottingham Children's Safeguarding Board 2020-2021
[39] Radford, L., and Hester, M. (2006) Mothering Through Domestic Violence
[40] https://safeandtogetherinstitute.com

Perpetrators
Police recorded data provides the most complete data relating to domestic abuse perpetrators in Nottingham, but only of those known to and recorded by the police. As already noted above, less than one in five victims report domestic abuse to the police.

In 2020/21, 538 unique domestic abuse perpetrators were identified in Nottingham city, marking a reduction on levels recorded in 2019/20 (691) and 2018/29 (822). A small number of perpetrators (less than 10) were recorded as having committed 5 domestic-abuse related offences each year.[41] It is important to note that reductions in domestic abuse occurrences and perpetrators identified during 2020/21 have been affected by the impact of the Coronavirus Pandemic.

The majority (72%) of domestic violence offences in 2020/21 involved a partner as the perpetrator, with offences that occurred between family members accounting for 21% of recorded crimes within this category[42].

30% of male survivors referred to the Equation men's service are assessed as the primary perpetrator[43].

There are targeted perpetrator interventions in Nottingham:

- DVA Integrated Offender Management Programme – in 2020-2021, 56 prolific and high risk perpetrators were managed through this programme[44]
- Multi agency Stalking Clinic
- Building Better Relationships mandated course delivered to statutory offenders supervised by the National Probation Service DNLR Community Rehabilitation Company
- Safer Choices one to one programme for offenders who do not meet the threshold for BBR

Prevention
In Nottingham, we have a strong commitment to prevention and early intervention and building a whole community approach to tackling domestic and sexual violence and abuse which we believe is everyone's business. We commission the delivery of community wide campaigns, an extensive programme of training and seminars for professionals and work in schools with children and young people. Our prevention work is primarily delivered by Equation, a specialist domestic abuse and sexual violence voluntary sector organisation.

6. Safe accommodation provision in Nottingham

Within the (draft) Part 4 Statutory Guidance[45], 'relevant' safe accommodation is defined as:

- Refuge accommodation
- Specialist safe accommodation (by and for)
- Dispersed accommodation
- Move on or second stage accommodation

[41] Data supplied by Nottinghamshire Office for the Police and Crime Commissioner
[42] Nottingham Crime and Drugs Partnership July 2021
[43] Equation performance data 2020-2021
[44] Integrated Offender Management and Youth Justice Police Team
[45] https://www.gov.uk/government/publications/domestic-abuse-bill-2020-overarching-documents

- Sanctuary Scheme
- Other forms of domestic abuse temporary accommodation

Refuge provision

Within the (draft) Statutory Guidance[46] and the (draft) Domestic Abuse Support (Relevant Accommodation) Regulations 2021[47], refuge is defined as:

> "accommodation and intensive support which is tied to that accommodation. Victims, including their children, have to be refuge residents to access expert emotional and practical support"

The support must be delivered by 'knowledgeable and/or experienced specialist providers, charities and other voluntary organisations whose purpose is to provide support to victims of domestic abuse'.[48]

Nottingham has a long tradition of refuge accommodation for women and children with Central, the first refuge, opened by feminist activists and victims/survivors in 1974 and still operating.

Nottingham City Council has funded the provision of refuge services since 1996 when it became a unitary authority as part of its ongoing commitment to victims/survivors and to tackling domestic abuse. The refuges are funded on long term contracts to ensure security and stability for providers and service users alike. Refuges play a critical role in providing emergency safety and support, particularly to those victims/survivors at high risk of serious harm as well as for those victims/survivors in crisis who need temporary respite before returning to their home, for example, once a Sanctuary has been installed.

We are committed to ensuring there is sufficient refuge provision delivered by specialist services to meet need as stated in our Homeless Prevention Strategy[49]

Nottingham has four refuges providing 37 units of accommodation. Of these, 31 are commissioned from Nottingham City Council's mainstream budget. Of the remaining 6 units, 4 have been funded by the DLUHC via the CDP since 2015 to provide accommodation for women with complex needs / facing multiple disadvantage and will continue to be funded from the Statutory Duty DLUHC grant. The remaining 2 units are funded from a combination of housing benefit, charitable trust funding and donations.

---

46 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/993825/Domestic_Abuse_Act_-_draft_statutory_guidance.pdf

47 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/993505/Relevant_Accommodation_Regs_draft.pdf

48 Draft Statutory Guidance

49 Nottingham City Council Homeless Prevention Strategy 2019-2024

The Council of Europe recommends one refuge unit per 10,000 head of population[50] and although Nottingham's provision meets this level, it does still not meet demand with 73% of referrals to refuge declined[51]

The refuge buildings are a mix of older converted Victorian buildings with communal living arrangements and new build with self contained units. Access for survivors and/or children who are disabled is limited with only one out of 37 units that is wheelchair accessible. All the refuges have dedicated play space for children.

Refuge units vary in size from units suitable for a single woman to units that can accommodate a woman with 3 or 4 children. Refuges in Nottingham have a lower proportion of units suitable for a woman with 2 or more children than elsewhere in the country (See page 41 Women with larger families).

Table 1 Refuges in Nottingham

	Amber House	**Central**	**Umuada**	**Zola**
Specialism	N/A	Complex needs Drugs, alcohol, mental health, No Recourse to Public Funds (NRPF)	N/A	BME Bi-lingual staff team (South Asian languages)
Number of units	10	6	12	9
Building owned by	Metropolitan Thames Valley Registered Provider	Nottingham City Council	NCHA	Tuntum
Support provider	Metropolitan Thames Valley Registered Provider	Central Women's Aid	NCHA	Juno Women's Aid
Accessible units for women who	None	None	1	1 (offering partial accessibility)

[50] Council of Europe (2008): "...safe accommodation in specialised women's shelters, available in every region, with one family place per 10,000 head of population." (p. 51)

[51] Nottingham DSVA Safe Accommodation Needs Assessment June 2021

use a wheelchair or have mobility impairment				
Largest family size accommodated	Woman plus 3 children plus baby	Woman plus 4 children plus baby	Woman plus 2 children plus baby	Woman plus 3 children plus baby
Upper age limit for boy children	16	16	16	16
Take women with NRPF	Yes	Yes	Yes	Yes
Quality Standard	DLUHC Internal audit by MTV CQC Audit Team	DLUHC	MHLCG DAHA accredited	DLUHC Women's Aid Federation of England National Quality Standards

Staffing

The refuges are staffed by teams of specialist domestic abuse Refuge Workers who provide advice, support and advocacy to survivors. They also provide an on-call service out of office hours in the event of an emergency and to receive out of hours referrals. Overall management includes maintaining relationships with the Authority and being a key partner in the local domestic and sexual violence and abuse infrastructure. Two of the refuges have dedicated Children's Workers. One refuge has a partnership with We R Here to provide on-site counselling for children and their mothers and a referral pathway to a specialist therapeutic service for women facing severe and multiple disadvantage provided by Nottingham Women's Centre. Utilising the Statutory Duty new burdens funding, we will ensure all of the refuges have dedicated Children's Workers, extend the therapeutic service for women to all refuges, the Sanctuary Scheme and the Daisy Project and deliver a peripatetic therapeutic service to children in refuge, Move On accommodation and the Sanctuary Scheme.

Referral pathway into refuge

The main referral route into refuge is via the Juno Freephone 24 hour DVSA Helpline for both survivors and professionals searching for refuge accommodation for a service user. Survivors can self refer directly to a refuge and the Nottingham Homeless Prevention Gateway can also make direct referrals. Priority is given to referrals from the Gateway and this is a requirement in the service specification for each refuge. Referrals are received by the refuges 24 hours a day.

The Helpline has access to information about refuge vacancies around the country via Routes to Support, the Women's Aid Federation of England online UK-wide directory and

database of specialist support services and refuge vacancies. The vacancy information is updated on a rolling basis by refuge workers. Other Women's Aid groups with access to Routes to Support are also able to make direct referrals.

Out of area referrals

We recognise that refuges form part of a national network of provision and that a woman may come to Nottingham seeking refuge from a different local authority area to safely escape abuse. Equally, survivors from Nottingham may seek refuge in another authority area for safety reasons. The phenomenon of women and their families uprooting their lives to escape domestic abuse has been described as a process of 'forced migration' within the UK uprooting families from their communities, support networks, workplace and schools[52]. We will extend the same level of support to survivors from out of area as we do survivors from Nottingham.

Length of stay

There is no limit on the length of time a survivor and her family can stay in refuge. The average length of stay is 12 weeks[53] but the picture is much more complex than this (see Section 9 Unmet safe accommodation need).

Impact of Covid

The Covid-19 pandemic started during the period covered and presented huge challenges for the refuges all of which continued to accommodate survivors. Refuge workers describe how they had to urgently adapt their ways of working and introduce additional Covid risk assessments. Fewer women moved on from refuge during lockdown as a result of the restrictions in place. This is confirmed by Women's Aid Federation of England which saw a significant decrease in new refuge vacancies posted on Routes to Support during that time[54]. The Government policy of no evictions from tenancies meant that there was less availability of potential housing for survivors to be moved into by Housing Aid[55].

Refuge provision for heterosexual, gay and bi sexual male survivors

There is no refuge provision in Nottingham for male survivors and only nine across the country. The nearest refuges for male survivors are in Chesterfield, Doncaster and Northampton. Equation male survivor service also makes referrals to non-domestic abuse temporary accommodation in Birmingham and recently placed a male survivor in Cornwall – the only provision that had space for a male survivor and his two children.

The key safe accommodation provision for male survivors is the Sanctuary Scheme (see below). Nottingham City Council commissions a specialist community based domestic service for male survivors and helpline delivered by Equation.

Specialist safe accommodation is defined as:

[52] Bowstead, Janet (July 2015) Forced Migration in the UK: Women's Journeys to Escape Domestic Violence, Transactions of the Institute of British Geographers

[53] Nottingham city: profile of domestic abuse provision Women's Aid Federation of England May 2021

[54] https://www.womensaid.org.uk/a-perfect-storm-the-impact-of-the-covid-19-pandemic-on-domestic-abuse-survivors-and-the-services-supporting-them/

[55] Feedback from consultation with Housing Aid Service Manager

> "safe accommodation specialist refuges for BAME, LGBTQ+, and disabled victims and their children [not limited to] which may provide single gender accommodation with dedicated specialist support to victims who share a protected characteristic(s) – including services that are led by those that also share the protected characteristic (also known as 'by and for') - and/or have complex needs".

Refuge provision for Black and minoritised women
Of the four refuges in Nottingham, Zola is a specialist refuge for Black and minoritised women run by Juno Women's Aid and has a bilingual staff team. Void management constraints mean that although priority is given to referrals of Black and minoritised women, the units cannot be reserved for their use.

Refuge provision for women facing severe and multiple disadvantage
Central has four dedicated units for survivors facing multiple disadvantage/with complex needs. They form part of a specialist, wrap-around service with support from multi-agency specialists, including substance misuse, mental health and the Homeless Health Team. The service, known as Response to Complexity (R2C), includes outreach support to women who are not ready or who are unable to go into refuge provided by Juno. The R2C service has been commissioned by the Crime and Drugs Partnership with DLUHC funding since 2015 and will continue to be funded from the Statutory Duty new burdens costs. The R2C service has been independently evaluated by Dr Lyndsey Harris and is widely regarded as national best practice[56].

While these refuges are not 'by and for', nevertheless, they provide specialist support to survivors related to their protected characteristic and or multiple disadvantage/complex needs.

Second stage move on accommodation
Ensuring women and children can 'move on' from refuges is essential for supporting long-term recovery and independence and to ensure that refuge accommodation is available for women in crisis.

In 2019, Nottingham City Homes and Nottingham Community Housing Association in partnership with the refuges successfully bid to Homes England for capital and revenue funding to provide 12 second stage move on properties with specialist support. The refuges manage the properties including allocations and provide the specialist support. All 12 properties are now in use. Although it is early days, they have been strongly welcomed by the refuges and are reported to be working well for families. All the properties are able to accommodate a woman and 4 plus children which has highlighted a gap in second stage move on accommodation for single women.

Table 2 Second stage move on accommodation

	Amber House	**Central**	**Umuada**	**Zola**
Number of move on properties	2	3	4	3

[56] https://equation.org.uk/wp-content/uploads/2018/04/EQ-LIB-209.pdf

Properties owned by	NCH	NCH	NCHA	NCH
Support provider	Metropolitan Thames Valley Registered Provider	Central Women's Aid	NCHA	Juno Women's Aid

Second stage move on accommodation can be described as a bridge between refuge and independent living and can be particularly important for women who have continued advocacy and support needs, for example, women with unsettled immigration status who are awaiting an immigration outcome. The properties also free up refuge bed spaces for survivors in crisis.

Families are able to stay in the properties while they have an active application for longer-term housing. It is anticipated that the average length of stay will be 6 months.

The Homes England revenue funding for the housing management and specialist support is due to end in March 2022. The Statutory Duty new burdens funding will fund this service from April 2022.

Sanctuary scheme

Nottingham has provided a Sanctuary Scheme since 2006. The Scheme is a multi-agency, survivor-led initiative which prevents homelessness by enabling survivors to remain in their home if they choose to and it is safe. The partnership includes Housing Aid, Nottingham City Homes, Nottinghamshire Police Crime Prevention, the Fire and Rescue Service with specialist domestic abuse support provided by Juno Women's Aid and Equation Men's Service. The Scheme is overseen by a Steering Group comprising the partnership and reports to the Housing Working Group of the DSVA Strategy Group.

The Homeless Reduction Act 2017 places a duty on local authority homelessness services to prevent homelessness and provide support. The Sanctuary Scheme is part of the Nottingham Housing Options Pathway to Safety for both survivors who want to remain in their home and those who want to return home after a period in refuge[57].

The Scheme is available to survivors who have a legal right to occupy their property including survivors who are owner occupiers and those living in the private rented sector but only with the permission of the landlord. Commissioned domestic abuse support provided by a specialist domestic abuse organisation includes legal rights advice to enable survivors to exercise their right to occupy. It should be noted that if the survivor moves home for any reason, the Sanctuary security measures do not automatically move with them.

Security measures typically include composite doors, intruder alarms, external lights, window locks/jammers and door locks. All security measures are installed at no cost to the survivor or the landlord.

[57] Nottingham Domestic Abuse Housing Options Model, Nottingham Crime and Drugs Partnership

The Sanctuary Scheme represents a substantial cost saving for the Authority with the average cost of a Sanctuary installation in Nottingham estimated at £1,059[58] compared to the cost of relocating a survivor at £5,000[59].

The Scheme is an important safe accommodation intervention for disabled survivors or survivors with dependents who are disabled and whose home has been adapted and is also the key safe accommodation provision in Nottingham for male survivors.

The Scheme is not available to survivors with No Recourse to Public Funds (a Sanctuary constitutes use of 'public funds').

Other women's accommodation provision within Nottingham

Judith House

This is a non-commissioned refuge primarily for single women with 3 units and will be managed by Juno Women's Aid. The building has been donated privately. The refuge is due to open in September and falls within the definition of relevant safe accommodation.

Aiden House

Nottingham City Council commissions Framework to provide a 15 unit supported accommodation project for single women facing severe and multiple disadvantage. The majority of women in the project are in relationships with abusers and have housing support needs that would benefit from a dedicated Housing First provision for women[60]. While Aiden House is an important provision in the city, it does not fall within the definition of relevant safe accommodation within the Act.

The Daisy Project

The Daisy Project provides domestic abuse support and advocacy to Nottingham City Homes tenants subject to domestic abuse. It was launched in April 2020 by NCH in response to an increase in the volume of domestic abuse reported by tenants and to adapt its ways of working to the new environment of Covid and lockdown restrictions. In 2020/21, 230 survivors were supported and there was a 39% increase in the number of domestic abuse cases reported directly to NCH. The project was initially funded by the Ministry of Justice. NCH are committed to sourcing funding to continue the project.

The project does not fall within the definition of support within relevant safe accommodation.

7. Homeless prevention services in Nottingham

In 2020-2021, domestic abuse was the third most common cause of homelessness in Nottingham. Where domestic abuse is the cause of homelessness, it is estimated to cost a local authority between £3,617 and £11,434 to secure accommodation for a single survivor.[61] Demand for temporary accommodation may increase by 65% following the removal of the requirement for victims/survivors to meet the priority need criterion.

[58] Nottingham Sanctuary Scheme data July 2021
[59] Nottingham Sanctuary Scheme Annual Report cost benefit analysis 2007
[60] Information provided verbally by Framework Operations Manager (Young People and Women's Services) March 2021
[61] https://www.crisis.org.uk/media/240459/cri0198_domesticabusebill_appg_report_2019_aw_web.pdf

Homeless prevention services in Nottingham are provided under the Housing Act 1996 and the Homeless Reduction Act 2017. They form part of the pathway into safe accommodation and include:

- The Housing Aid Homelessness Prevention Gateway Service which enables access to temporary accommodation for families irrespective of whether there is a statutory duty
- The Sanctuary Scheme to support victims/survivors of domestic abuse to remain safely and securely in their homes coordinated by Housing Aid (see above page 23)
- Nottingham Private Rented Assistance Scheme (NPRAS) to help facilitate access to accommodation in the private rented sector and including a rent deposit/bond scheme

In addition, Nottingham City Council commissions community-based domestic abuse services delivered by a specialist domestic abuse provider which support and advocate on behalf of survivors to enable them to safely remain in their home and prevent homelessness.

Housing Aid receives around 30 new homeless applications every week and at any one time is supporting 1,400 homeless households.

Table 3 Homeless applications received by Nottingham City Council

	Female	% of domestic abuse applications	Male	% of domestic abuse applications	Not known	%
Homeless applications received as a result of domestic abuse	384	89.7	43	10.0	1	0.3
Eligible to be accommodated as % of homeless applications	370	96.3	43	100	N/K	
Not eligible to be accommodated	14	3.7	0	0	N/K	

Table 4 Priority need outcomes

Priority need	Number	% of priority need outcomes
Applicants in priority need (not separated by sex)	259	60.5
Applicants not in priority need	169	39.5

(not separated by sex)		
Total	428	100

Priority need
In line with changes in the Domestic Abuse Act, victims/survivors will no longer be required to meet the 'priority need' criteria in order to qualify for the full housing duty.[62]

This means that any victim/survivor making a homeless application (a part VII application) who is eligible for assistance will be provided with interim accommodation while Housing Aid carries out enquiries into their application. If the enquiries determine that the victim/survivor is eligible, homeless, not intentionally homeless and not being referred to another local authority, they will be owed the full housing duty (s193(2)). This means they will be provided with suitable temporary accommodation and reasonable preference for an allocation of settled accommodation.

In 2021/22, 39.5% of survivors were assessed as not being in priority need.

Temporary accommodation
If the number of domestic abuse homeless applications remains at the same level as 2020/2021, Nottingham City Council may see a 65% increase in demand for temporary accommodation for survivors of domestic abuse as a result of the removal of the priority need eligibility criterion.

We will work hard to respond to this significant challenge and to ensure survivors are provided with suitable, safe temporary accommodation options where refuge accommodation is not available and the Sanctuary Scheme is not suitable. We recognise that post separation abuse is almost universal and removing themselves from the relationship with the abuser is only the first step in establishing safety for victims/survivors. Simply offering a roof over their head is not sufficient to cater to their needs.

Where Nottingham City Council has a statutory duty to accommodate victims/survivors and suitable refuge accommodation is not available, accommodation may be provided in other temporary, mostly mixed sex provision. This accommodation does not meet the definition of 'relevant' or 'safe' and although it is not eligible for commissioned support within the Act, Nottingham City Council commissions specialist community-based domestic abuse services which are available to provide support including the 24 hour domestic and sexual violence and abuse Helpline. The accommodation includes:

- Nottingham City Homes provides 263 units for homeless families. These include Highwood House family hostel with 29 units
- Mellors Lodge family hostel with 35 units provided by Places for People
- New Albion hostel with 24 units provided by Framework for single homeless people and couples

[62] The Act's Statutory Guidance is still in draft form but the Homelessness Code of Guidance has been updated to incorporate the change https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities/chapter-21-domestic-abuse

- Framework Homeless Families Hostel (Bentinck Rd) with 20 units provided by Framework
- Lindy Drive and Corporation Oaks hostels with 22 units provided by Nottingham Community Housing Association for homeless families.
- Aiden House with 15 units for single women facing severe and multiple disadvantage (see above)

In addition, in 2021, despite the City's commitment to reducing the use of Bed & Breakfast to zero, around 25 households, mostly single people, are temporarily accommodated in B&B at any one time.[63]

Exempt accommodation
The Authority will not use exempt accommodation for victim/survivors fleeing domestic abuse[64].

Exempt accommodation is the provision of non-commissioned, temporary supported, shared accommodation utilising the 'exempt' provisions of current Housing Benefit and Universal Credit Regulations. Providers are able to charge rents in excess of Local Housing Allowance Rates by providing a level of 'care, support or supervision' to residents. It is estimated that up to 650 units of this type of accommodation are in operation within Nottingham[65].

This sector is largely made up of small, residential units and Houses in Multiple Occupation typically operated by a wide range of insufficiently regulated providers and is wholly unsuitable for victim/survivors of domestic abuse.

Out of area referrals
The data indicates that 19% of homeless applications from survivors were from another area with the top five areas including Ashfield, Broxtowe, Gedling, Derby and Birmingham[66]. In line with the Homelessness Code of Guidance for Local Authorities, Nottingham City Council has a good track record of providing the same level of service to survivors from another area as survivors from Nottingham.

8. Quality standards

The (draft) Statutory Guidance requires all support services provided under Part 4 to meet the DLUHC Quality Standards, Women's Aid National Quality Standards and/or Imkaan Accredited Quality Standards. These are reflected in Nottingham City Council's service specifications for refuge services. The LPB seeks to ensure that all housing services delivered to victims/survivors are of the highest quality, responsive to the changing needs of victims/survivors and provide value for money. We will therefore not utilise any accommodation that does not meet the quality standards outlined in the Duty and required by the LPB.

[63] Although the term B&B is used, the accommodation is a hotel room with no breakfast provided
[64] Evidence provided verbally by Housing Aid Service Manager
[65] Ibid
[66] Safe Accommodation Nottingham Needs Assessment Nottingham City Council 2021

DLUHC Quality Standards
The Local Partnership Board will ensure that services commissioned under the Duty, adhere to DLUHC Standards which define a set of criteria against which services can evidence their quality across six areas:

- Safety, security and dignity
- Rights and access
- Health and wellbeing – trauma informed
- Stability, resilience and autonomy
- Children and young people
- Prevention

We will do this by incorporating quality assurance indicators and mechanisms into the service specification of any commissioned specialist services. We will undertake audits of practice through our quarterly performance service reviews. Providers will be required to undertake internal audits and report their findings to the Commissioner.

Women's Aid Federation of England Accredited National Quality Standards[67]
The current service specification for each of the three refuges commissioned by Nottingham City Council already requires that they meet the Women's Aid Federation of England National Quality Standards (Amber House, Umuada and Zola). The non-commissioned refuge (Central Women's Aid) has received DLUHC funding since 2015 and is required to meet the DLUHC Quality Standards as a condition of funding. Juno Women's Aid is accredited to Women's Aid Federation of England National Quality Standards for all their services.

Juno Women's Aid and Central Women's Aid are members of Women's Aid Federation of England and while membership does not constitute a full quality check, it does require services to have signed up to a core statement of support and terms of reference which set out core values related to the provision of services for women subject to gender-based violence.

Imkaan Accredited Quality Standards[68]
The Imkaan Accredited Quality Standards (IAQS) for working with violence against Black and minoritised women provide a quality framework that captures the expertise and on-going development of specialist BME violence against women and girls (VAWG) organisations.They focus on specific forms of violence that disproportionately affect BME women and girls and are sometimes referred to as 'harmful practices', specifically forced marriage, female genital mutilation and 'honour- based' violence, and are also applicable to all forms of violence against women and girls experienced by BME women.

Both Women's Aid Federation of England and Imkaan Quality Standards require robust three-yearly accreditation.

DAHA accreditation[69]
The Domestic Abuse Housing Alliance accreditation scheme is the UK benchmark for how housing providers should respond to domestic abuse and forms one of the elements of a Whole Housing Approach. It ensures that housing providers have a robust response to

[67] https://www.womensaid.org.uk/what-we-do/national-quality-standards/
[68]
[69] https://www.dahalliance.org.uk/what-we-do/accreditation-for-housing-providers/

domestic abuse including the management of perpetrators, damages, rent arrears, anti social behaviour and joint tenancies. This accreditation is applicable only to general or supported accommodation housing stock. It does not accredit any domestic abuse service provision that a housing provider might deliver. The DLUHC, Women's Aid or Imkaan Quality Standards referred to above would apply in this instance. Currently, NCHA, which provides Umuada refuge, is the only Registered Provider in Nottingham to be DAHA accredited while Nottingham City Homes is working towards accreditation. As an Authority, we are committed to working towards DAHA accreditation for our homelessness and housing services.

Sanctuary Scheme Quality Framework[70]
We are proud to have delivered a Sanctuary Scheme in Nottingham continuously since 2006 despite funding and resource challenges. We will ensure that the Scheme meets the Sanctuary Scheme Quality Framework developed by the Domestic Abuse Housing Alliance (see Appendix 3), uses qualified installers and installs security measures and devices that meet industry standards. We will also ensure that the support element of the Scheme is provided by a commissioned specialist domestic abuse service. Currently this is Juno Women's Aid.

Respect Standard [71]
Work with perpetrators of domestic abuse has the potential to increase harm to survivors. For this reason, we require any organisation commissioned to deliver services to perpetrators to work towards meeting the Respect Standard as a minimum requirement.

There is a separate Respect Standard for working with male survivors and again, any organisation commissioned to deliver services to male survivors will be required to meet the Respect Standard.

9. Needs assessment: unmet safe accommodation need in Nottingham

We recognise that prevalence data alone is not enough for an assessment of need and does not tell us about the impact of domestic abuse or the type of support needed by the different cohorts of survivors. Therefore, this strategy draws on data from a range of local agencies and services responding to survivors and their children to help us develop a more holistic understanding of unmet need. We also reference national data for comparison.

The needs assessment in Nottingham was conducted by the Nottingham Crime and Drugs Partnership Data Analyst Team in compliance with the requirements of the (draft) Statutory Guidance:

- To determine the level of need for support within safe accommodation in Nottingham
- To enable the Authority to understand the barriers to safe accommodation for the diverse communities of victims/survivors regardless of whether their original residence was out of area

[70] Developed by the DAHA Alliance as part of the Whole Housing Approach toolkit
[71] https://www.respect.uk.net/pages/20-accreditation

Methodology
Data was requested for the financial year 2020/2021. While we recognise that a wider range of data would have informed a fuller Needs Assessment, this was balanced against partner capacity and resources and it was agreed that data for the most recent year would be acceptable.

A data template was created and circulated by the DLUHC. Using the template as a basis, we created bespoke versions for each sector (Refuges, Equation Male Survivor Service, Police, Health, Children and Adult Social Care, Housing Aid and the Sanctuary Scheme). A period of data readiness between February and March enabled partners to prepare for the needs assessment which took place in May. This included one to one support with the refuges and male survivor service and Q&A sessions with all partners.

All data requested was anonymised and, where possible, disaggregated (female/male). The refuges and Equation supplied case studies and feedback from survivors about their experiences of the referral pathway into refuge. The data was collated and analysed by the Crime and Drugs Partnership Data Analysis Team and a narrative report prepared with findings and recommendations which have been integrated into this strategy[72].

During the data readiness period, it became apparent that the statutory partner data systems, particularly Health partners, were not 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 timescale. There were some significant gaps in the collection of data relating to protected characteristics by health, children and adult social care services and the police. This is partly the result of the short timescale within which the needs assessment had to be conducted but also systems limitations. The effect of this was to prohibit a full picture of domestic abuse and how it is experienced by different communities of victims/survivors but also of the barriers to access to safe accommodation.

In this section the data captured by the Nottingham needs assessment is referred to as 'the data'. Where data is from other sources, the source is made explicit. The needs of male survivors are explored as a separate category.

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

- Refuges form part of a national network of provision which enables victims/survivors to move out of their local area in order to be safe. A local assessment of need therefore cannot be based on local data alone. Nationally over two thirds (68.4%) of women resident in refuge are from a different local authority area.[73] In Nottingham, 50% of referrals to refuge were from a different area.
- Referrals are only usually received in response to an advertised vacancy. Need is filtered through Routes to Support, the Women's Aid Federation of England online refuges vacancy hub. This means that the number of referrals does not provide the full picture of need.

[72] Safe Accommodation Needs Assessment Nottingham City Council 2021
[73] https://www.womensaid.org.uk/survival-beyond-report/

- 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. [74]
- 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[75]
- The availability of move on 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.[76]
- The Covid 19 pandemic started during the period covered and a significant decrease in new refuge vacancies being posted during that time was noted as a result of restrictions in place.[77]

Unmet demand in refuge accommodation

Findings from the needs assessment strongly indicate that demand for refuge in Nottingham outstrips the availability of refuge units.

- 128 survivors and 121 children were accommodated in refuge in the period
- For every vacancy advertised, the refuges received 4 referrals (423 referrals in total were received)
- It is not known what Local Authority area the referrals were from
- 76% of referrals were declined ie 3 in 4 referrals were unsuccessful
- The main reason for declined referrals was lack of space/capacity (39%)
- Other reasons included unable to meet drug and alcohol needs (7%), unable to meet mental health needs (3%) and unable to accommodate because No Recourse to Public Funds (3%). Although these represent small numbers of survivors, they are amongst the most vulnerable and at risk survivors whose need for safe accommodation were not met
- Half of referrals (53%) were of survivors from another authority area
- This illustrates our commitment to the national network of refuges enabling survivors who are safer out of area to access refuge in Nottingham

The significance of unsuccessful referrals is the risk and harm to survivors and their children who are not able to get into refuge. The Women's Aid Federation of England project No Woman Turned Away[78] provides support to survivors unable to access a space in refuge. Of 309 women:

- 7.1% slept rough
- 1.6% slept rough with their children
- 0.3% slept rough while pregnant
- 44% sofa surfed
- 19% were subject to further domestic abuse
- 6.8% were physically assaulted

[74] DSVA Evaluation Report v0.2 (V LUNN, 2021)
[75] Women's Aid Federation of England Nottingham City Report May 2021
[76] ibid
[77] ibid
[78] https://www.womensaid.org.uk/no-woman-turned-away/

- 10% returned to the perpetrator

Survivors accommodated

128 survivors and 121 children were accommodated during the year compared to 127 women and 119 children in 2019-2020. We expected fewer survivors in refuge during the data period for two reasons. One of the refuges was closed for refurbishment for five months and secondly the initial lockdown period between March and June 2020 meant that survivors were not moving on from refuge. However, to offset this, 12 second stage move on properties became available during the data period and will also have had an impact on throughput.

The findings of the needs assessment as they relate to survivors with protected characteristics is explored in Section 9 Needs Assessment – unmet safe accommodation need in Nottingham.

During the data period, 116 vacancies were posted on Routes to Support for 37 spaces in Nottingham. This would suggest each space became available on average three times a year, indicating an average length of stay of 12 weeks. However, the picture is more complex.

The average length of stay across all four refuges was 30 weeks ranging from 10 weeks (Refuge A) to 68 weeks (Refuge B). When this is examined more closely, it is apparent that women with No Recourse to Public Funds (NRPF) experience disproportionately longer stays in refuge while they are waiting for the Home Office to make a decision about their immigration status. During the data period, Refuge B accommodated four survivors with NRPF whose applications took between 6 and 14 months to be resolved.

There can be other reasons for length of stay variation which include availability of move on accommodation and the specific support needs of individual women accessing refuge provision.

Despite the average period of stay being lengthened by the time it took for the Home Office to resolve Leave to Remain applications, the average period in Nottingham refuges was comparable with the national average of 26 weeks[79].

Sanctuary Scheme meeting need

The available data on referrals and installations indicate that 104 referrals were received from across Nottingham City Council's 20 wards in the period. Of these:

- Security measures were installed in 43 properties
- 100% of survivors with a Sanctuary installed were supported by a specialist domestic abuse Support Worker
- 1 referral was received for a male survivor and a Sanctuary installed
- The average length of time between referral and installation was 6 weeks
- 25 referrals were received of survivors living in the private rented sector and 5 installed

[79] The Domestic Abuse Annual Audit Report 2021 Women's Aid Federation of England

- 16 referrals were received of survivors who were owner occupiers and 7 installed
- Data for the number of Sanctuary measures installed in the homes of disabled survivors was not available
- 47% of referrals were made by Juno Women's Aid followed by Nottingham City Council services (including Adult and Children's Social Care) 26% and Nottingham City Homes (18%)
- Referrals by tenure type indicate:

Table 5 Sanctuary referral by tenure type

Tenure type	%
Nottingham City Homes	39
Private rented tenancy	25
Registered Provider tenancy	15
Private owned / owner occupier	16
Living with family	5
Total	100

The evidence indicates that some private landlords are willing to agree to a Sanctuary installation and that referrals are being received for survivors who are owner occupiers. In the future, with the likely increased demand for temporary accommodation, the Scheme will be an important option to enable survivors to remain safely in their homes.

Protected characteristics and other forms of marginalisation

A meaningful needs assessment has to consider intersecting identities and intersecting experiences of domestic abuse. This includes understanding the different ways in which victims/survivors across a range of protected characteristics prefer to access support. Under the Equality Act 2010, it is unlawful to discriminate against someone because of the following protected characteristics:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation

Age

Younger survivors

The data revealed that women aged 25-34 formed the largest category of survivors in refuge (36%) and as eligible to be accommodated by Housing Aid (41%). This is in contrast to data from the Crime Survey of England and Wales 2019/20 which identified that

young women aged 16-19 years were significantly more likely to be subject to domestic abuse than women aged 20 years and over[80].

The government's definition of domestic abuse was amended in 2013 to include 16 and 17 year olds.

In the four Nottingham refuges, the age categories of survivors were as follows:

Table 6 Survivors by age

Age category	Number	%
16-18	0	0
19-24	30	23
25-34	47	37
35-44	35	27
45-54	12	9
55-64	4	3
65-74	0	0
75 or older	0	0
Total	128	99%

The minimum age for a survivor in her own right in refuge is 16 years. The refuge data would indicate that young women aged 16-18 are not accessing refuge accommodation. This is also mirrored in the Women's Aid Annual Audit 2021 which identified that in London refuge services, less than 1% of young women placed were aged 16-18 and 25% of unsuccessful referrals recorded were in this age group.[81]

The duty to accommodate 16 and 17 year olds falls to either Housing Aid or Children's Social Care dependent on whether they are a care leaver or a child in need of services or protection. Of those accommodated by Housing Aid, 2% were aged 16-17 years. 5% of children referred to Children's Social Care were aged 16-17 years but the data does not specify whether they were children living with domestic abuse or subject to domestic abuse in their intimate partner relationship.

Nottingham has had a Teen Advocate domestic abuse service since 2014 for teenage female survivors aged 13-18 subject to intimate partner abuse[82]. In 2020/21, the service provided support to 27 teenagers of whom 30% had housing support needs.

Older survivors

For the purpose of the Needs Assessment, data from Adult Social Care was not available.

The data revealed that only 1% of survivors in refuge were aged 55 years and over. This mirrors the data from the Women's Aid Annual Audit 2021 which found that 1.9% of refuge service users were aged 61 years or over. 4% of survivors accommodated by Housing Aid were aged 55 years and over.

---

[80] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabusevictimcharacteristicsenglandandwales/yearendingmarch2020

[81] The Domestic Abuse Annual Audit Report 2021 Women's Aid Federation of England

[82] The Teen Advocate service was initially funded by the OPCC as a pilot service and is now commissioned by Nottingham City Council.

However, the Crime Survey of England and Wales 2020[83], which records age up to 74 years, found that 11% of survivors were aged 55 to 74 while the Femicide Census[84] found that between 2009 and 2018, 14% of femicide victims were aged 66 years and over of which 34% were killed by an intimate partner and 25% by their sons.

Domestic abuse against older women remains largely invisible and masked by complexities of disability and care needs. Evidence also shows that older victims/survivors are less likely to leave the perpetrator even after support and intervention[85]. Refuges are generally not designed to accommodate older women particularly those who are disabled or who have care needs. The data showed that referrals to refuge of 3 older women in receipt of a pension as their main form of income were declined although the reasons are not known. Research by SafeLives found that 48% of victim/survivors aged 61 or over are disabled compared to 13% aged 60 or younger[86]. Only two refuge spaces in Nottingham are wheelchair accessible and because of void management requirements, neither of these are reserved exclusively for use by disabled women only. Furthermore none of the refuges list having support around hearing or visual impairment or being able to accommodate carers (see section on Disabled women for more information).

Black and minoritised women

Nottingham is making very good progress towards meeting the safer accommodation needs of Black and minoritised women who comprise 53% of service users compared to 34.7% of the local population (Census 2011) and 21.4% of refuge service users nationally. Refuge staff teams reflect the local diverse communities and bring with them considerable experience, knowledge and skills of the needs of our diverse communities, particularly the longer established communities. In addition, Nottingham has commissioned a specialist BME refuge, Zola, with a bilingual staff team (South Asian languages) since 2011. Because of void management requirements, beds cannot be reserved, nevertheless, 72% of service users are Black and minoritised women.

Table 7 Ethnicity of survivors in refuge

Ethnicity	% in refuge Nottingham	% in refuge England*	% Housing Aid applications eligible to be accommodated	% in Nottingham population	% subject to DVA (CSEW)[87]
Asian/Asian British	22.5	8.8	10.7	13.1	3.6
Black / African / Caribbean / Black British	18.5	6.5	10.4	7.3	3.7
Mixed/Multiple Ethnic Groups	7.2	2.9	7.9	6.7	7.6
White British	45.9	68.5	57.1	71.5	5.7
Other Ethnic Group	4.8	3.2	10.1	1.5	5.6

[83] Ibid
[84] https://www.femicidecensus.org/reports/
[85] https://safelives.org.uk/spotlight-1-older-people-and-domestic-abuse
[86] ibid
[87] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/domesticabuseprevalenceandvictimcharacteristicsappendixtables

The figures have been rounded and therefore do not total accurately.
*10% of ethnicity data from Women's Aid Federation of England Annual Audit 2021 was missing
** 15.7% ethnicity data from Housing Aid was missing

Black and minoritised women are more likely to be subject to Forced Marriage, Honour Based Abuse (HBA) and Female Genital Mutilation (FGM)[88]. The extent of the problem both nationally and locally is largely unknown but in 2019, Nottinghamshire Police recorded 121 honour based crimes marking an increase of 68% on the previous year, 16 cases of forced marriage marking a 60% increase in reporting while 94 cases of FGM were recorded[89].

Data from the refuges shows that 1 in 5 women accommodated in Nottingham refuges is fleeing honour based abuse and confirms that Nottingham refuges are accommodating survivors with the greatest safety needs and at the highest risk of harm. Victims/survivors of HBA are 7 times more likely to be subject to abuse from multiple perpetrators[90] and 68% of victims/survivors of HBA are at high risk of serious harm or femicide compared to 55% of those not identified as at risk of HBA[91]. The Nottingham partnership launched Good Practice Guidance for Managing Risks Associated with Multiple Perpetrators of Domestic Violence and Abuse in Nottingham City for use by professionals in 2016.

Table 8 Survivors subject to different types of VAWG

	Number in refuge in Nottingham	% or victims/survivors in refuge in Nottingham
Honour based abuse	26	20
Forced marriage	8	6
Female genital mutilation	3	2
Other forms of VAWG including trafficking and forced prostitution	36	30

Victims/survivors may be subject to more than one form of violence and abuse for example, forced marriage often forms part of honour based abuse.

[88] https://www.forwarduk.org.uk/violence-against-women-and-girls/female-genital-mutilation/ and Bates, Lis (2020) Honour-based abuse in England and Wales: Who does what to whom? Sage Journals https://journals.sagepub.com/doi/full/10.1177/1077801220952168
[89] Violence against Women and Girls Strategy Nottingham and Nottinghamshire 2021-2025
[90] https://karmanirvana.org.uk/wp-content/uploads/2020/07/KN-Spotlight-2020-V1.pdf
[91] https://safelives.org.uk/sites/default/files/resources/Spotlight%20on%20HBV%20and%20forced%20marriage-web.pdf

While Nottingham's refuges are providing a good level of safe accommodation to Black and minoritised survivors, there are some caveats:

- Nottingham has newer Black and minoritised communities, including refugee communities, who face considerable barriers to accessing services with low awareness of domestic abuse, legal rights and options, unsettled immigration status and no recourse to public funds and conservative cultural beliefs which stigmatise leaving a relationship. Survivors from our newer communities appear not to be accessing refuge accommodation or domestic abuse services generally but this requires further exploration[92].

- Survivors from mixed backgrounds are the most at risk of domestic abuse but are underrepresented both in refuge and Housing Aid figures when compared to survivors from other ethnic backgrounds

- Refuge workers describe the financial burden of funding interpretation services without which, survivors cannot receive the support and advice they need. Only one refuge has a dedicated budget for interpretation and translation. Refuges try to meet the costs as best they can but lack of funding is a barrier to access for this cohort of survivors and puts additional pressure on Zola and Housing Aid. The efforts made by refuges to meet the language support needs of survivors is evidenced by the fact that no referrals to refuge were declined because language support needs could not be met.

- The real extent of need for survivors subject to Honour Based Abuse, Forced Marriage and Female Genital Mutilation is not known because, with the exception of the Police, statutory service data systems do not record it

- 19% of survivors subject to Honour Based Abuse were declined refuge accommodation which indicates an unmet need

Migrant survivors and survivors with no recourse to public funds

The safe accommodation needs of migrant survivors and survivors with no recourse to public funds are met in part. 8.5% of survivors in refuge had no recourse to public funds compared to 7.9% in refuges nationally[93]. However, 50% of referrals to refuges in Nottingham of women with no recourse to public funds were declined. It is not clear from the data whether the primary reason for the decline is that the survivor had no recourse to public funds.

The landscape of immigration legislation, housing and welfare benefits entitlements and other legal rights is extremely complex with Housing Aid data recording 18 different categories of immigration status. Women's immigration status determines whether they are entitled to homelessness assistance or have access to public funds. When women are denied access to public funds, their search for a refuge is considerably more difficult. Women on spousal visas can apply for the destitute domestic violence concession (DDVC) in order to access financial support but many others have no recourse to public funds e.g.

[92] Information provided by Nottingham City Council Community Cohesion Development Workers
[93] Women's Aid Federation of England Annual Audit Report 2021

asylum seekers and those with other kinds of visas and are left with little opportunity to receive financial support[94].

Being able to accept a woman into refuge with no recourse to public funds is usually conditional on another agency, such as Children's Social Care, guaranteeing funding to cover her stay while refuge workers support the survivor to apply to the Home Office for the DDVC which can take up to three weeks to process. Refuge workers describe how resource intensive it is to support migrant women. An application for settled immigration status (Indefinite Leave to Remain) can take up to a year to be processed and this can have a significant impact on the length of stay in refuge and the availability of bed spaces for women in crisis. Refuge workers in Nottingham are highly skilled and experienced in complex immigration matters working closely with community groups such as Muslim Women's Network which also provides support, including financial support, to women with no recourse to public funds.

It should be noted that survivors who are here on a student, work or other visa are not eligible to apply for the DDVC. Refuges report that they rarely receive referrals of survivors with visas other than a spousal visa.

As a result of the UK withdrawal from the EU, there are approximately 28,000 European citizens living in Nottingham on tourist visas. They will also have no recourse to public funds if they are in a relationship with a UK citizen which breaks down as a result of domestic abuse[95].

As an Authority we are committed to ensuring that all survivors have fair access to safe accommodation regardless of their immigration status.

Disabled women

There is insufficient accessible refuge accommodation in Nottingham for victims/survivors who are disabled. The majority of women accommodated in refuge have a disability with 52% of victims/survivors reporting mental health issues. Of the 128 women and 121 children:

Table 9 Disabled women accommodated in refuge

Disability*	Number	%
Mental health	68	52
Long term health condition	16	12
Physical disability or mobility impairment	11	8
Learning disability	7	5
Autism, Asperger's or other neuro diverse condition	5	4
Personal care needs	5	4

[94] https://southallblacksisters.org.uk/wp-content/uploads/2021/01/DA-Bill-Briefing-Paper-2.pdf
[95] Information provided by Nottingham City Council Community Cohesion Development Worker

Child with health condition	8	6

*Some women had more than one disability.

Disabled women are more than twice as likely to be subject to domestic abuse than non-disabled women[96] and this is reflected in the high prevalence of disability amongst victims/survivors in Nottingham refuges. By contrast, 18% of Nottingham's population identify as having a long-term limiting illness (Census 2011). The Women's Aid Federation of England 2021 National Audit Report found that overall, 25.9% of survivors in refuge had at least one disability that they disclosed with mental health issues the most common (18.5%). Nottingham has undertaken targeted work to develop and improve our response to women with mental health issues subject to domestic abuse since 2002 which may explain the higher proportion of women accommodated. Nevertheless, it should be noted that current capacity constraints within the refuges also mask the true scale of need and demand. All refuges routinely accommodate women with mental health support needs but refuge support workers describe the challenges of accommodating women with multiple health support needs. Nottingham has one refuge (Central) with 4 units commissioned for women with mental health, drug and alcohol support needs (see section on Women facing severe and multiple disadvantage).

A high proportion of declined referrals to refuge were of disabled women.

Table 10 Disabled women declined accommodation in refuge

Disability	Number	%
Mental health	90	58
Long term health condition	17	11
Physical disability, mobility impairment or wheel chair user	24	15
Learning disability	14	9
Autism, Asperger's or other neuro diverse condition	5	3
Personal care needs	4	3
Child with health condition	1	1

While it's not clear whether the disability support need was the reason for the referral being declined, nevertheless it highlights an unmet need for this particularly vulnerable cohort of victims/survivors.

Out of 37 refuge units in Nottingham, only one unit (in Umuada) is fully wheelchair accessible while a second (in Zola) is a self-contained flat with level access for a woman

96 https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/disability/bulletins/disabilityandcrimeuk/2019

and/or child with a mobility disability. However, neither provider is able to reserve the units for disabled women/children because of void management requirements and in the year, there were no vacancies on Routes to Support of refuges in Nottingham offering a wheelchair accessible space. The invisibility of disabled women and their safe accommodation needs is compounded by the lack of vacancies for them to apply for in the first place.

None of the refuges list having support around hearing or visual impairment or other support such as being able to accommodate carers although at least one refuge has accommodated survivors who required daily visits from personal carers.

The Sanctuary Scheme is Nottingham's key response to survivors with disabilities, but it is not always appropriate or safe for survivors to remain in their home. Data is not available of the number of referrals or installations for survivors who are disabled and wanted to remain in their adapted accommodation but will be included in future needs assessments.

Lesbian, Bi sexual and Transgender survivors[97]

- Lesbian and Bi survivors

The picture is not clear in relation to the safe accommodation needs of lesbian and bi victims/survivors and further exploration is required. Lesbian and bi women comprise 4% of survivors in refuge services in Nottingham and 3.3% nationally[98]. Where sexuality is known, lesbian and bi survivors comprise 23% of declined referrals into refuge in Nottingham[99]. Although the numbers are small (1 bisexual and 3 lesbian survivors), this would appear to indicate an unmet need.

The ONS estimates that the proportion of the UK population identifying as lesbian, gay or bisexual (LGB) is 2.7% and increasing year on year [100]. However, there is considerable geographic variation and as an urban area, Nottingham is estimated to have a higher population of LGB citizens[101].

The CSEW estimates that members of the LGBT community are at higher risk of domestic abuse than those who identify as heterosexual (5.2% of heterosexual people are estimated to have been subject to domestic abuse). In particular, lesbians (12.2%) and bisexual (19.6%) women are at highest risk[102]. In addition, LGBT survivors also face significant personal and systemic barriers in their access to services and there is vast underreporting

[97] This section is about lesbians, bi sexual women and transgender survivors who identify as women and non binary survivors. Gay and bi men survivors and transgender survivors who identify as men and non binary survivors are covered in the section on male survivors. The different acronyms used (LBT, LGBT) reflect those used by the bodies quoted.

[98] Women's Aid Federation of England Annual Audit 2021

[99] Nottingham DSVA Safe Accommodation Needs Assessment June 2021

[100] https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2019

[101] Nottingham DSVA Safe Accommodation Needs Assessment June 2021

[102] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/domesticabuseprevalenceandvictimcharacteristicsappendixtables

of abuse[103]. LGBT survivors represent 3.5% of all cases heard at the Nottingham MARAC while based on our population figures, the MARAC has a target of 5% LGBT cases[104].

While refuges in Nottingham are inclusive of lesbians and bi women, when taking the local and national picture into account, it appears likely that the safe accommodation needs of lesbians and bi women are not being met. There are no local dedicated 'by and for' domestic abuse services for lesbians and bi women survivors and the wider landscape of 'by and for' lesbian and bi women's community groups and resources has diminished over time in Nottingham. In 2019, GALOP identified Nottingham as having a gap in services for LGBT survivors and as being unusual in this regard as a Core City. (Core Cities in the UK are 11 large cities making up 25% of the population).

The lack of intelligence and data presents challenges for understanding the level of safe accommodation need but there are also opportunities to undertake focussed engagement work with the LGB community.

- **Transgender and non binary survivors**

Trans and non binary survivors are underrepresented in safe accommodation services and referrals to services and their needs are unmet. There were no survivors identifying as trans or non binary in refuge or homeless applications in the data period. The estimate of trans people in the UK is 0.35% – 1%[105]. Nationally, 0.6% of all domestic abuse service users identify as trans[106].

Although Part 7 of Schedule 3 of the Equality Act 2010[107] permits the provision of single-sex services, refuge accommodation in Nottingham is available to trans survivors on a case by case basis. Community-based domestic abuse services are available to all trans survivors. In 2020/21, 0.14% of callers to the 24 hour helpline and 0.36% of survivors discussed at MARAC were transgender and non binary.

Nationally, the domestic abuse sector is still building consensus on how best to meet the needs of trans victim/survivors. Research by GALOP demonstrates that where integrated into a domestic abuse service, LGBT specialist programs can have positive impact on services as well as survivors.

In meeting the needs of trans and non-binary survivors, we will seek to ensure there is adequate local provision, as well as considering wider operational delivery and strategic responses.

Survivors experiencing Severe and Multiple Disadvantage (SMD)

The data shows that 74% of referrals to refuge of survivors with an offending history, 60% of survivors with drug support needs and 57% of survivors with alcohol support needs were declined. This strongly indicates that there is not enough specialist refuge accommodation or resources to meet the needs of survivors experiencing SMD in Nottingham.

[103] Commissioning for inclusion: delivering services for LGBT survivors of abuse, GALOP 2020
[104] Nottingham MARAC data 2020-2021, Crime and Drugs Partnership

[105] Gender Identity Research and Education Society 2011

[106] The Domestic Abuse Annual Audit 2021 Women's Aid Federation of England
[107] https://www.legislation.gov.uk/ukpga/2010/15/notes/division/3/16/20/7

Research shows that female survivors experience very high rates of mental ill health, homelessness, poverty and drug and alcohol use[108]; 60-70% of women using mental health services have been subject to domestic violence in their lifetime[109], women are three times more likely to be substance dependent if they have been subject to domestic & sexual abuse[110] and up to 50% of women with a dual diagnosis have been subject to sexual abuse[111].

Women facing SMD require a higher level of support in refuge and although Nottingham has four dedicated units at Central refuge and the remaining refuges routinely accommodate women with SMD/ complex needs, Women's Aid Federation of England has identified that the more additional needs a woman has, the more difficulty she faces in accessing a refuge space[112].

Whether a refuge can accommodate a woman with SMD is dependent on staff capacity and the level of support required by the survivor. Whilst Central has a specialist SMD worker, none of the other refuges have specialist mental health, drug or alcohol support workers and at the same time, all of them report that they are seeing a significant increase in demand for survivors who are highly traumatised and have diagnoses of personality disorder and/or PTSD.

Refuges also have to consider the needs of existing survivors and children. Survivors in refuge who are managing their substance use may be triggered into using again if a new survivor comes into refuge who is using substances. This can result in referrals of survivors experiencing SMD being declined and placed in unsuitable, generic/mixed sex/gender temporary accommodation where they are at risk of being targeted by perpetrators.

Survivors with larger families

There is a shortage of refuge units in Nottingham for survivors with 2 or more children.

Refuge units vary in terms of the size of family they can accommodate. Refuge accommodation in Nottingham has a significantly higher proportion of units (30%) for single women and lower proportion of units (35%) for women with 2 or more children than elsewhere. This compares, for example, with the county where 97% of 40 units can accommodate a woman and two or more children. Nationally, of 10,340 refuge vacancies posted on Routes to Support, 58% were for families with 2 or more children.

Table 11 Family size and referrals to refuge

[108] Scott, S, McManus, S, DMSS research for Agenda (2016), Hidden Hurt: Violence, Abuse and Disadvantage in the Lives of Women.

[109] Trevillion, K, et al (2012) Experiences of Domestic Violence and Mental Disorders: A Systematic Review and Meta-Analysis, Plos One, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3530507

[110] Rees, S., Silove, D., Chey, T., Ivancic, L., Steel, Z., Creamer, M., Teesson, M., Bryant, R., McFarlane, A.C., Mills, K.L., Slade, T., Carragher, N., O'Donnell, M & Forbes, D. (2011). Lifetime Prevalence of Gender-Based Violence in Women and the Relationship With Mental Disorders and Psychosocial Function. Journal of American Medical Association, 306:5, 513-521

[111] College of Psychiatrists (2002) Co-existing problems of mental disorder and substance misuse (dual diagnosis): an information manual

[112] https://www.womensaid.org.uk/wp-content/uploads/2021/03/Nowhere-to-Turn-2019-Full-Report.pdf

Family size	Number of units	%	Number of families accommodated	%	Declined referrals	%
Single woman / pregnant woman	11	30	64*	48	109**	65
Woman plus one child	13	35	32	24	30	18
Woman plus 2 children	7	19	20	15	23	14
Woman plus 3/4 children	6	16	17	13	4	3
Total	37	100	133	100	166	100

*9 of the single women accommodated were pregnant.
**12 single pregnant women were declined

Unsuccessful referral data indicates that 63% of referrals of single women were declined and survivors with 2 children were more likely to be declined than accepted. Declined data is not a conclusive indicator of unmet need because refuges will generally only receive a referral when a vacancy is advertised. However, when the configuration of room sizes and national vacancy data is taken into account, it would indicate that there is an unmet need for safe accommodation for single women and women with 2 or more children.

Judith House will increase provision for single women in the city when it opens in September providing an additional 3 units.

Survivors with older boy children over 16
The age limit for boy children over 16 in refuge presents mothers with the difficult choice of going into refuge without their son if alternative safe accommodation cannot be found. The age varies across the country but in keeping with practice across most refuges, the age limit for boy children in the four refuges in Nottingham is 16 years although this will depend on the boy's maturity, behaviour and stature.

The refuges report low referrals of women of either teenage boys or girls and this would appear to be confirmed by the data from the needs assessment which shows that 14% of children in refuge were aged 12-15 years[113].

The age limit in refuges is just one factor which might prevent women with teenage children leaving an abusive relationship. Concern about disruption to school life at a critical time in their children's education and the communal nature of refuges which can make it difficult for teenage children to study are also barriers to leaving.

Women in employment
The rent payable in refuge is a barrier to access for women in employment who are underrepresented in refuge. Needs assessment data shows that of survivors in refuge 89% were in receipt of benefits and 13% were employed.

[113] The data in the needs assessment for children was not disaggregated by sex and age.

Rents in refuge are typically higher than standard because rent includes both housing and support costs. Survivors in low paid employment may need to leave their jobs in order to access benefits to cover the cost of staying in refuge. For women in paid employment who are able to cover these costs, going into refuge may still mean having to leave their job for safety reasons. If a woman does wish to remain in paid employment and it is safe for her to do so, this can restrict the geographical area in which she can search for refuge as she will generally need to be located close to her place of work.

The average rent for a room in a refuge in Nottingham is £222 per week. Survivors in employment may be eligible for Housing Benefit or Universal Credit to help meet the rental cost.

A study by the Justice, Inequality and Gender Based Violence found that victims/survivors could be in paid work but also paying off debts as a result of economic abuse leaving them minimal disposable income to live on after the refuge rent had been paid.

Refuges report that where women in employment go into refuge, they welcome the support they receive.

Children and young people

We welcome the decision to include children and young people in the new statutory definition of domestic abuse as victims/survivors in their own right.

One in seven children and young people under 18 live with domestic abuse at some point in their childhood (Radford et al 2011). In Nottingham, it is estimated that one in five children lives in a family where domestic abuse is taking place[114].

Data from the needs assessment revealed that Nottingham Children's Integrated Services recorded 3,937 contacts[115] during 2020-2021 where concern about domestic abuse was the primary reason for the call.[116] In refuge, 51.5% of women had children with them with children making up 48% of residents. 499 children and young people were included in homeless applications on the grounds of domestic abuse.

Table 12 Age of children living with domestic abuse

Age	Refuge	%	Children's Integrated Services	%	Housing Aid	%
0-5 years	57	47	302	49	226	45
6-11 years	48	40	214	34	179	36
12-15 years	14	12	71	11	60	12
16-18 years	1	1	34	6	34	7
Total	120	100	621	100	499	100

[114] Figure from Nottingham Domestic Abuse Referral Team (DART) database 2015
[115] From a total of 20,146 contacts ie 1 in 5 contacts was a concern about a child living with domestic abuse
[116] A contact is an initial enquiry to the Children's Services front door service 'Children and Families Direct'

The evidence strongly indicates that a very high proportion of children living with domestic abuse and/or in need of safe accommodation in Nottingham are aged 0-11 years[117]. The impact of domestic abuse on children can result in life long trauma which manifests itself in multiple ways. Very young children who are exposed to domestic violence and abuse at home can experience so much added stress that it can negatively affect brain development and impact on cognitive and sensory growth[118] Young people who lived through domestic violence and abuse between their parents at the age of three were 30% more likely to report higher than average antisocial behaviours at the age of 14[119].

The proportion of women in refuge with children (51.5%) is lower than both the national figure of 62.5%[120] and significantly lower than the Nottinghamshire figure of 73.7%[121]. Similarly, the proportion of residents in refuge who are children (48%) is also lower than the national figure of 62% and the county figure of 63%. This is likely to be because only 35% of refuge units in Nottingham can accommodate a woman and two or more children.

The Draft Part 4 Statutory Guidance defines safe accommodation support services for children as:

- Children's support – including play therapy and child advocacy;
- Counselling and therapy (including group support) for both adults and children, including emotional support.

The benefit of specialist and tailored support for children has been well evidenced as critical to their recovery and it is important to remember that children and young people as well as their mothers have experienced trauma before fleeing the perpetrator[122]. Children's Refuge Worker posts were established in Nottingham in 1995 but after a long history of piecemeal funding, funding for the roles ended in 2017. Subsequently, provision for children in refuge is patchy and in one refuge, there is no provision at all.

Nottingham City Council has utilised the DLUHC new burdens funding to ensure all refuges have a Childrens Refuge Worker to support children and young people, including in Move On accommodation associated with the refuges.

Nottingham City Council commissions community-based specialist domestic and sexual abuse support services for children provided by Juno Women's Aid and Imara. We R Here, based in Gedling, is subcontracted by Central Women's Aid to provide a therapeutic service to children and their mothers in refuge. In terms of statutory provision, both Children and Adolescent Mental Health Services and MHST have a designated domestic abuse lead.

Research by SafeLives demonstrates that specialist services for children reduce the impact of domestic abuse and improve children's safety and health outcomes [123] while research by

[117] 83% of the children included in the data from the refuges, Housing Aid and Children's Integrated Services were aged 0-11 years
[118] *Patchy, piecemeal and precarious: support for children affected by domestic abuse* (2019) Action for Children
[119] ibid pg 48
[120] The Domestic Abuse Annual Audit (2021) Women's Aid England
[121]
[122] *Nowhere to Turn for Children and Young People* (2020) Women's Aid Federation of England
123 *In plain sight: Effective help for children exposed to domestic abuse* (2014) SafeLives

Action for Children has also found that Black and minoritised children, LGBT children, disabled children and those from migrant families often have particularly limited access to domestic abuse services[124].

Male survivors

There is an urgent need to develop our understanding of the safe accommodation and support needs of male victim/survivors and to review the safe accommodation provision in Nottingham. A review should also include their longer term rehousing needs. The current picture of need is unclear and the provision is minimal. There is no refuge service for male survivors locally and very low provision nationally. Equation, the local male service provider, considers that there is some demand for refuge accommodation but because it requires victims/survivors to move away from the city, this creates a barrier to access. This section identifies some of the themes emerging in connection with the safe accommodation and support needs of male survivors.

Evidence of need for safe accommodation and support

10% (n=43) of homeless applications to Housing Aid were made by male survivors and 100% were eligible to be accommodated. The key safe accommodation provision for male survivors in Nottingham is the Sanctuary Scheme and in the past year, 1 out of 43 Sanctuary installations was in the home of a male survivor.

22 male survivors supported by the Equation male survivor service were in need of safe accommodation with 17 (77%) successfully referred to temporary accommodation. It is unclear from the data requested whether the 17 male survivors were referred to refuge outside of the city or to temporary accommodation via Housing Aid. The most common reason for the unsuccessful referrals was that the survivor withdrew their application for reasons including wanting to continue studying and not wanting to be apart from his children. A case study provided by Equation of a single male victim/survivor escaping forced marriage and honour based abuse with no recourse to public funds and little spoken English clearly evidenced a need for immediate safe accommodation that was unmet with statutory services unable to assist despite his vulnerability.

Male survivor support preferences

A report by Respect, the national male survivor helpline provider, found that 1.2% of callers were signposted to refuge services and that most commonly, callers wanted help with practical issues including legal advice, help in accessing the criminal justice system and accessing a local male domestic abuse service. The report concluded:

> "From our helpline data from nearly 17,823 male victims it seems that men do not have the same needs as female victims. It would not be helpful for male victims simply to replicate the services or ways of helping female victims – projects working with male victims need to continue to monitor male victims' needs and ways of presenting for help, in order to help them best and to make best use of our resources"[125]

124 *Patchy, piecemeal and precarious: support for children affected by domestic abuse* (2019) Action for Children

[125] Respect Toolkit for Working with Male Victims of Domestic Abuse 2019 https://www.respect.uk.net/resources/19-respect-toolkit-for-work-with-male-victims-of-domestic-abuse

A study in 2003, found that very few men seek refuge accommodation[126] but it is hard to gauge whether this is because there is so little provision in local areas that it would require a survivor to break ties with their support network, employment and schools. However it is noted that female survivors moving out of area break ties with their support network, employment and schools.

Safe accommodation provision for male survivors

There are no refuges for male survivors in the East Midlands with the nearest refuges located in Chesterfield, Doncaster and Northampton. Equation also refers male survivors to a non-domestic abuse homeless provision in Birmingham which accommodates men with drug and alcohol support needs. Refuge accommodation for male survivors and their children can be difficult to find with a report from Equation that on one occasion, the nearest refuge for a male survivor and his two children was 320 miles away.

Nationally, the Women's Aid Federation of England Routes to Support online refuge vacancies hub recorded that 33 out of 263 refuges can accommodate men and on 1 May 2020, of 181 spaces available, 24 were for men only and 157 for men or women[127].

In Nottingham, male victim/survivors are typically accommodated in generic mixed, temporary accommodation for homeless families or single people which is not tailored for the needs of male survivors and their children and does not meet the definition of safe accommodation with the Act.

Protected characteristics and additional needs of male survivors

The data from Equation and Housing Aid indicates that male victim/survivors in Nottingham in need of safe accommodation and support were:[128]

- Age - aged 25-34 (28%), 35-44 (28%) and 45-54 (26%)
- Ethnicity - predominantly White British (63%), Asian or British Asian (12%) and Black/African/Black British (8%)
- Disability - a third had mental health issues (32%) while 12% had a physical disability and a further 12% had long-term health conditions
- Family structure – the majority of male survivors were single (81%), had one child (9%), had two or more children (10%)
- Gender identity – no survivors identified as trans gender or non binary
- Sexuality – where sexuality was known, 89% identified as heterosexual, 4% identified as gay, 4% as bi sexual and 3% as other
- Additional support needs – 14% had drug support needs, 5% had alcohol support needs, 12% were rough sleepers and 6% were repeatedly homeless
- Income – 78% were in receipt of benefits with Universal Credit the most typical benefit received
- Immigration – 4% had no recourse to public funds and 14% had unsettled immigration status

[126] Gadd et al (2003) Male victims of domestic violence

[127] Women's Aid Federation of England The Annual Refuge Audit 2021

[128] It is likely that there is an overlap between the male survivors accessing Housing Aid and Equation services and a risk of double counting

In addition, in terms of the accommodation victim/survivors were occupying at the time of their contact with Equation and Housing Aid, 50% were either in temporary accommodation, staying with family or friends or homeless/sofa surfing, 36% were privately renting, 9% were in social housing and 5% were owner occupier.

Gay and bisexual men survivors
The data from Equation shows that one gay man and one bisexual man were referred to temporary accommodation and Housing Aid received applications from one gay man and one bisexual man.

The ONS estimates that the proportion of the UK population identifying as lesbian, gay or bisexual (LGB) is 2.7% and increasing year on year. However, there is considerable geographic variation and as an urban area, Nottingham is estimated to have a higher population of LGB citizens. SafeLives set a target of 5% LGBT cases to be heard at the Nottingham MARAC based on Nottingham's population demographics. In 2020/21, 3.5% of cases heard at the MARAC were LGBT.

The CSEW estimates that members of the GBT community are at higher risk of domestic abuse than those who identify as heterosexual (5.2% of heterosexual people are estimated to have been subject to domestic abuse). GBT survivors also face significant personal and systemic barriers in their access to services and there is vast underreporting of abuse.

Based on the Equation and Housing Aid data and the likely higher LGBT population in Nottingham, it seems that gay and bi sexual men are underrepresented in the numbers of male survivors in need of safe accommodation and support.

There are no local specialist domestic abuse services for gay and bisexual men survivors. In 2019, GALOP identified Nottingham as having a gap in services for LGBT survivors and as being unusual in this regard as a Core City (Core Cities in the UK are 11 large cities making up 25% of the population).

Equation delivers Same Sex Domestic Abuse training for professionals in Nottingham.

Using the Statutory Duty new burdens funding, Nottingham City Council will fund a Safe Accommodation LGBT Advocate to be hosted by a specialist domestic abuse organisation.

Trans men and non binary survivors
The needs of trans and non binary survivors for safe accommodation and support are invisible and the only conclusion that can be drawn is that their needs are unmet. There were no survivors identifying as trans or non binary in referrals to temporary accommodation from Equation and in homeless applications in the data period. The estimate of trans people in the UK is 0.35% – 1%.[129] 0.36% of survivors discussed at MARAC identify as transgender and non binary.

There is very little research available on domestic abuse experienced by trans men and non binary survivors. Nationally, the domestic abuse sector is still building consensus on how best to meet the needs of trans victim/survivors. Research by GALOP indicates that where

[129] Ibid

integrated into a domestic abuse service, LGBT specialist programs can have positive impact on services as well as survivors[130].

In meeting the needs of trans and non-binary survivors, we will seek to ensure there is adequate local provision, as well as considering wider operational delivery and strategic responses.

Male survivor services in Nottingham
The male survivor service is commissioned by Nottingham City Council and delivered by Equation, a specialist domestic and sexual violence and abuse charity providing prevention services including training to professionals, a support service for male survivors aged 16 and over and a stalking advisory service for male survivors of non domestic abuse stalking. The service includes a dedicated IDVA service for high risk male survivors, a targeted service for men assessed as medium or standard risk and a male survivor helpline. Equation also delivers training for professionals on working with male survivors.

10. Whole Housing Approach

The following sections of the Strategy address some of the key elements of a Whole Housing Approach to housing security for survivors – social housing including managed reciprocals, private rented sector, privately owned housing and perpetrator management. The Whole Housing Approach (WHA) is a framework for addressing the housing and safety needs of victims/survivors in a local area. It brings together under one umbrella all the main housing tenure types alongside the housing options and support initiatives needed to help people experiencing domestic abuse to either maintain or access safe and stable housing[131].

There are 135,399 dwellings in Nottingham, 42% are owner occupied, 32% private rented and 26% social housing.[132]

10a Social housing

Social housing in this case refers to registered providers. It could include general needs, supported accommodation and/or specialist homeless provision.

With Private Rented Sector tenancies of usually between 6 and 12 months, social housing is not only more secure but has a social rent which is on average 50% of the market rate linked to local wages[133]. Nottingham refuges report that social housing is the most common housing outcome for survivors leaving refuge and second stage move on accommodation.

For households that are owed a duty under housing legislation, a council may make an offer of social housing. This is allocated through choice-based lettings, direct offer or management transfer where the survivor is an existing social housing tenant.

---

[130] https://galop.org.uk/commissioning-for-inclusion-delivering-services-for-lgbt-survivors-of-domestic-abuse/
[131] https://www.dahalliance.org.uk/what-we-do/whole-housing-approach/what-is-the-whole-housing-approach/
[132] Nottingham Quality Homes for All
[133] Women's Budget Group Report https://wbg.org.uk/wp-content/uploads/2019/07/WBG19-Housing-Report-full-digital.pdf

Social housing accounts for 26% of housing stock in Nottingham compared to 30% in 2011 and 34% in 2001[134]. Despite this decline in provision, the proportion of social housing stock in Nottingham is still 9% higher than the national average[135]. The largest provider is Nottingham City Homes with 27,500 homes, about a fifth of Nottingham households. The remaining 6,329 properties are provided by 14 Registered Providers (Housing Associations)[136]. There are approximately 9,000 people on the City's Housing Register[137]. In 2019/20, 1,172 households were rehoused by NCH from the waiting list[138].Until now, over half of victim/survivors who were in social housing prior to going in to refuge lost their security of tenure by the time they left refuge[139]. This is felt by many survivors as further victimisation. Not only are they forced to leave their home to escape violence and abuse perpetrated by someone else, but by doing so are penalised through the loss of their social tenancy. We welcome the change under the Domestic Abuse Act which requires local authorities, when re-housing an existing lifetime social tenant, or offering them a new sole tenancy in their own home, to grant a new lifetime tenancy if the local authority is satisfied that the tenant or a member of their household has been a victim of domestic abuse and the new tenancy is granted in connection with that abuse[140].

Managed reciprocals

A managed reciprocal scheme is a formal collaboration between social housing providers, coordinated by an agency which manages the referral process and keeps track of moves ensuring that the system is fair for all housing providers involved and so that victims/survivors can move as quickly as possible. Schemes enable families and individuals at risk of domestic abuse and who have a social tenancy to relocate to another area for safety reasons retaining their tenancy. Registered Providers with larger property portfolios may be able to move tenants away from the perpetrator and into a safe area but for providers with homes only in one area, a managed reciprocal scheme enables them to protect tenants, make better use of their housing stock, reduce the cost of temporary accommodation to the local authority as well as the emotional cost to survivors. Managed reciprocal arrangements are one of the elements of a Whole Housing Approach[141].

The Nottingham City Council Housing Strategy team has started to explore the feasibility of developing a managed reciprocal housing scheme as part of Nottingham's response to the Part 4 Statutory Duty and is making good early progress.

Tenancy agreements

There are legal remedies available to evict perpetrators of domestic abuse and Nottingham is committed to ensuring that housing providers utilise this option where it is safe to do so

[134] Quality Homes for All, Nottingham's Housing Strategy 2018-2021
[135] https://www.dahalliance.org.uk/media/10671/whole-housing-approach-guide.pdf
[136] https://www.nottinghamcity.gov.uk/information-for-residents/housing/social-rented-housing/social-housing-registered-providers/
[137] Ibid
[138] Nottingham City Homes Annual Report 2019/20 https://www.nottinghamcityhomes.org.uk/about-us/corporate-documents/
[139] Research by Professor Liz Kelly in partnership with Solace Women's Aid found that 53% of survivors who previously held a secure tenancy lost it after going into refuge https://www.endviolenceagainstwomen.org.uk/wp-content/uploads/Costs_of_Freedom_Report_-_SWA.pdf
[140] https://www.gov.uk/government/publications/domestic-abuse-bill-2020-factsheets/secure-tenancies-and-victims-of-domestic-abuse-factsheet
[141] Resources required to set up a managed reciprocal scheme are included in the Whole Housing Approach toolkit https://www.dahalliance.org.uk/what-we-do/whole-housing-approach/whole-housing-toolkit/

and in consultation with the survivor. The Whole Housing Approach toolkit chapter on Perpetrator Management includes enforcement and positive engagement options that housing providers are encouraged to adopt[142].

Social housing tenancy agreements often include domestic abuse as a breach of tenancy and therefore as grounds for eviction. Paragraph 14A of Part 2 of the Housing Act 1988 provides that a social landlord may gain possession of a property where it is occupied by a couple and one partner is forced to leave the property as a result of the other's domestic abuse towards them or any of their family living with them. It is a discretionary ground meaning that a judge can decide on the reasonableness of granting possession. Social landlords can also consider using the mandatory ground for possession where there has been a criminal conviction for a serious offence including an offence under Section 5 of the Domestic Violence, Crime and Victims Act 2004.

It would appear that social housing providers seldom apply these clauses instead seeking to find other ways to support survivors.

The average cost of eviction and re-letting a property is estimated to be £8,520[143].

Joint tenancy

For survivors in social housing and privately rented accommodation, sharing a joint tenancy with the perpetrator presents the greatest barrier to safety and housing security.[144] While ever a perpetrator remains named as a joint tenant, he will be able to give notice to end the tenancy without the survivor's consent or knowledge even if he has physically left the property. A survivor will not be able to change the locks or restrict his access to the property. As joint tenants they are classed as a single legal entity meaning the survivor can be left with financial liability for any damage or rent arrears if the perpetrator refuses to pay. Rent arrears are the leading reason for evictions in social housing[145].

There is currently no legal mechanism to enable social housing providers to support survivors to stay in the home by removing a perpetrator from a joint tenancy and transferring a joint tenancy to a sole tenancy.

There are however actions a registered housing provider can take to support a survivor to apply to temporarily remove the perpetrator including through an occupation order or a Domestic Abuse Protection Order. These can at least provide some breathing space for survivors but are time limited solutions.

Where a survivor ends a tenancy, they are at risk of homelessness. Although Nottingham City Homes[146] has not evicted any perpetrators in the past two years, they explore options

---

142 https://www.dahalliance.org.uk/media/10662/16_-wha-perpetrator-management.pdf

143 https://www.dahalliance.org.uk/media/11058/domestic-abuse-bill-joint-tenancies-qa.pdf

144 https://www.dahalliance.org.uk/media/10214/bristol-uni-housing-and-dva-breifing-final-210819-_report.pdf

145

146 The NCH tenancy agreement includes domestic abuse as a breach of tenancy and therefore as grounds for eviction. Paragraph 14A of Part 2 of Schedule 2 of the Housing Act 1988 provides that a social landlord may gain possession of a property where it is occupied by a couple and one partner is forced to leave the property as a result of the other's domestic abuse towards them or any of their family living with them. It is a discretionary Ground meaning that the judge can decide on the reasonableness of granting possession. Social landlords can consider using the mandatory ground for possession where there has been a conviction

around the joint tenancy and encourage the survivor to seek legal advice. If the perpetrator has left the property, NCH will, in exceptional circumstances, such as domestic abuse accept a notice to quit a joint tenancy from a survivor and end/assign a joint tenancy without notifying the joint tenants, if to do so would put the survivor at risk of harm.

Anti social behaviour
Domestic abuse is commonly labelled by housing providers as antisocial behaviour. (ASB) A survey of housing providers found that 40% of tenants experiencing domestic abuse had an ASB complaint made against them.[147] While domestic abuse is a form of ASB, this tends to position victims/survivors as part of the problem and does not distinguish between their support and safety needs and the actions that need to be taken against the abuser.

Housing providers can mitigate this risk by ensuring they have standalone domestic abuse policies and procedures and by making sure that domestic abuse is a distinct category withing their case management systems. They can also promote to all tenants that domestic abuse will be taken seriously whilst simultaneously encouraging them to report concerns about themselves and their neighbours. Nottingham City Homes Daisy Project provides domestic abuse support and advocacy to tenants subject to domestic abuse and is an example of good practice taking place in the city.

10b Private Rented Sector

The Private Rented Sector (PRS) accounts for a third of all housing in Nottingham compared to less than a sixth in 2001[148] and 19% nationally[149]. The sector has become the only option for many households unable to buy their own property or access social housing but is far less regulated than social housing and as a result, standards in accommodation and property management are variable.

Nottingham Private Rented Assistance Scheme (NPRAS)
Nottingham City Council has sought to address this by working closely with private landlords over many years. NPRAS helps homeless city residents to find good quality accommodation and provide landlords with free letting and landlord support services and a paid for property management service[150] The service is staffed by a team of 13 officers.

Selective Licensing Scheme
The Selective Licensing Scheme for private landlords came into force in 2018 for properties which fall within the designated area. Currently the area covers most of Nottingham and about 30,000 properties[151]. Properties are required to meet environmental safety standards in order to qualify.

Domestic abuse is as prevalent in the PRS as it is in any other housing sector which means that private landlords can be the first to see the warning signs of domestic abuse whether this is evidence of deliberate damage to the property, requests for lock changes, rent

---

for a serious offence including an offence under section 5 of the Domestic Violence, Crime and Victims Act 2004.

147

148 Nottingham Homelessness Prevention Strategy 2019-2024

149 A Guide to a Whole Housing Approach to Domestic Abuse pp 10
https://www.dahalliance.org.uk/media/10671/whole-housing-approach-guide.pdf

150 http://www.npras.co.uk

151 https://www.nottinghamcity.gov.uk/qualityhousingforall

arrears or complaints from the neighbours about behaviour and noise. Both NPRAS and the Selective Licensing Scheme provide an opportunity for landlord training and early intervention.

Nottingham City Council Environmental Health and Safer Housing department, which manages the Selective Licensing Scheme and NPRAS are key stakeholders in our response to private rented accommodation as a housing solution. They provide access to landlords and lettings agents, determine licensing and accreditation and may have contact with tenants directly.

Landlord good practice
Working with PRS landlords to develop and implement good practice is one of the key elements of a Whole Housing Approach. We will adopt and promote the DAHA Domestic Abuse Guidance for Private Sector Landlords[152] and offer domestic and economic abuse training to PRS landlords through Environmental Health and Safer Housing.

Rent arrears
Evidence suggests that 63% of tenants subject to domestic abuse receive a Notice of Seeking Possession due to rent arrears[153]. Rent arrears may mean a survivor is considered intentionally homeless and is left with a poor credit rating and no landlord references which will exclude them from the PRS in future. Where survivors hold a joint tenancy, they are particularly vulnerable to economic abuse beyond rent arrears. In a joint tenancy, both parties are considered to be one legal entity and perpetrators may threaten to end the tenancy making them both homeless.

The NPRAS Prevention from Eviction Protocol aims to resolve rent arrears early and provides an important opportunity to identify economic abuse. It is not known what proportion of tenants incurred rent arrears as a result of economic abuse. The ban on evictions in the private rented sector during the pandemic ended on 1 June 2021. This is expected to lead to a spike in homeless applications in coming months.

Anti social behaviour
Domestic abuse is often misinterpreted as anti-social behaviour and survivors are four times more likely to receive anti-social behaviour complaints than the general tenant population[154].

Sanctuary Scheme
The Sanctuary Scheme is available to survivors in the PRS but requires the permission of the landlord for the installation of security measures. In 2020-2021, there were five installations in privately rented properties.

PRS as an accommodation option for survivors leaving refuge

[152] Domestic Abuse Guidance for Private Rented Sector Landlords https://www.dahalliance.org.uk/media/10974/domestic-abuse-guidance-for-private-rented-sector-landlords_daha_nov2020.pdf
[153] https://www.dahalliance.org.uk/media/10652/6_-wha-private-rented-sector.pdf
[154] Domestic Abuse Guidance for Private Rented Sector Landlords https://www.dahalliance.org.uk/media/10974/domestic-abuse-guidance-for-private-rented-sector-landlords_daha_nov2020.pdf

There has been a significant decline in social housing since 1980 when the right to buy was introduced. This has led to an increase in the use of privately rented accommodation by local authorities to discharge their duty to accommodate and a growing reliance on the PRS as a housing solution.

The specialist domestic abuse services report difficulties accessing the PRS with lettings agents and landlords reluctant to take applicants on Housing Benefit/Universal Credit, requesting professional references and guarantors who are owner occupiers. For reasons of rent affordability and insecurity of tenure, the PRS is often a last resort housing option for survivors. There is clearly more work to be done to make the sector accessible to those survivors who need to access the PRS and we will work proactively with landlords to resolve matters of Housing Benefit discrimination, deposits, high rents, Sanctuary measures and secure tenancies. These are all matters that require addressing in order to make the accommodation 'suitable'.

10c Privately owned housing

Very little is known about homeowners in Nottingham who are subject to domestic abuse and their routes to safety.

Privately owned housing (POH) refers to anyone who owns their home whether they have a mortgage or own the property outright. POH makes up 42% of Nottingham's housing stock,[155] a lower level than the national average of 63%.[156] Homeowners make up 47% of all survivors in England and Wales but home ownership amongst survivors falls after leaving the abuser.[157]

Needs assessment data

The available Needs Assessment data showed that 1 (5%) out of 22 male survivors referred by Equation to safe accommodation were owner occupiers and 16% of Sanctuary security measures were installed in privately owned housing. Tenure data is central to understanding survivors' housing journeys and will be included more fully in the next Needs Assessment.

Invisibility of survivors in POH

Research undertaken by the Justice, Inequality and Gender Based Violence Project found that the needs of survivors who were owner occupiers were largely invisible. Survivors were unaware of their rights and the specialist support available and faced significant barriers to safety. The private housing sector including estate agents, conveyancing solicitors, banks and mortgage lenders lacked an understanding of domestic and economic abuse while at the same time the domestic abuse and homeless/housing sector lacked knowledge and understanding of privately owned housing and how perpetrators use the POH system to abuse survivors through:

- Home purchase and sale
- Mortgage lending
- Family law response

[155] Quality Homes for All Nottingham's Housing Strategy 2018-2021

[156] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/724323/Home_ownership.pdf

[157] https://www.dahalliance.org.uk/media/10653/7_-wha-privately-owned-housing.pdf

Barriers to safety, safe accommodation and support

- Mortgage lenders fail to recognise economic abuse, instead remaining focussed on collecting mortgage payments
- Joint ownership means that survivors cannot easily install safety measures such as changing the locks without facing a legal challenge from the perpetrator
- Survivors cannot afford to pay the mortgage and a refuge rent which means that a key route to safety is unavailable.
- There is a lack of access to financial assistance and legal aid. Because the property is seen to have an asset, the survivor is not eligible for housing benefit, access to refuge or legal aid.
- Perpetrators are likely to have significant power through their legal right under consumer, contract, property, family and trust law and use legal and financial systems as tools to facilitate abuse. 10% of repossessions are the result of domestic abuse.[158]
- The length of time it can take to sell a house is often longer than the length of an occupation or non molestation order
- Perpetrators use the family law court system to delay financial settlements

Surviving Economic Abuse (SEA)

SEA is the leading UK charity working to raise awareness of economic abuse which forms one of the key elements of a Whole Housing Approach. SEA has produced a series of resources for victim/survivors focussing on the needs of home owners.[159]

10d Perpetrators and housing

There is an urgent need to consider what happens to the perpetrator when a victim/survivor leaves a property as many will remain in the home consequence free. Housing providers that intervene earlier with victims/survivors can help them to remain in their home when it is their choice to do so and yield costs savings related to repairs, arrears and evictions. Safe engagement with the perpetrator is also vital and requires that housing providers work in partnership with victims/survivors to offer effective interventions.

In 2020/21 in Nottingham:

- Domestic abuse is the third most common cause of homelessness. In 2020/21, Housing Aid received 413 Part VII homeless applications on the grounds of domestic abuse[160]
- 28% of cases heard at MARAC were repeat cases with the same perpetrator[161]
- 56 perpetrators were managed through the IOM scheme for high risk and serial perpetrators[162]

In 2019/20 and 2020/21, no evictions on the grounds of domestic abuse were pursued by Nottingham City Homes.

Effective perpetrator housing management to ensure the safety and housing security of victims/survivors and their children is a key element of a Whole Housing Approach. While

[158] https://www.dahalliance.org.uk/media/10653/7_-wha-privately-owned-housing.pdf
[159] https://survivingeconomicabuse.org/i-need-help/housing/
[160] Nottingham Housing Aid data
[161] Nottingham MARAC Data 2020-2021, Crime and Drugs Partnership
[162] Integrate Offender Management and Youth Justice Police Team

perpetrators frequently remain in the family home consequence free, the victim/survivor and children move out typically into temporary, unsuitable or refuge accommodation.[163]

Rehousing perpetrators

Rehousing perpetrators may be ethically and practically challenging and appear to incentivise harmful behaviour but the option to remove and rehouse a perpetrator will allow the victim/survivor and children to remain in their home without disruption to children's education, survivor employment, existing community and support networks and the financial hardship of moving into temporary accommodation and relocation. Furthermore, specialist domestic abuse services in Nottingham report that survivors frequently do not want their partner and father of their children to be homeless[164].

Whether to remain in their own home must be a choice for survivors based on their sense of risk as well as risk assessment. A Sanctuary installation may support their decision to remain in the home.

Any perpetrator housing pathway will be framed within a Coordinated Community Response that shifts responsibility for safety away from individual victims/survivors to the community and services that support them and is underpinned by the following best practice principles:

- The safety and wellbeing of the victim/survivor and children will be at the centre of a perpetrator housing response
- It will be survivor-led and informed
- Ongoing support will be offered to the victim/survivor and children
- There will be an effective multi-agency response to the perpetrator to hold them to account through risk assessment and management
- Investment in perpetrator housing will not come at a cost to housing options and wider support for victims/survivors who are seeking accommodation security

There are several tools, options and opportunities for removing perpetrators from the home. These will often require a multi agency approach e.g. the new statutory Domestic Abuse Protection Notices (DAPN) and Orders (DAPO) enable Police and the Courts to put in place protection for a victim/survivor in the immediate aftermath of a domestic abuse incident by removing the perpetrator from the property and liaison between Neighbourhood Community Safety Officers and Housing Patch Managers in response to complaints of anti-social behaviour.

Tenancy agreements

Nottingham City Homes and the majority of Registered Providers in Nottingham include a clause in their tenancy agreement to end a tenancy where domestic abuse is taking place. In reality, the obstacles associated with the implementation of this mean that it is rarely used by Nottingham City Homes. Landlords in the Private Rented Sector are also more likely to evict tenants using a S21 notice rather than have to produce evidence to end a tenancy on any other grounds.

Joint tenancies

[163] https://www.dahalliance.org.uk/media/10662/16_-wha-perpetrator-management.pdf
[164] Domestic and Sexual Violence and Abuse Voluntary Sector Forum strategy consultation event 6 July 2021

For survivors in social housing and privately rented accommodation, sharing a joint tenancy with the perpetrator presents the greatest barrier to safety and housing security for survivors[165]

There is currently no legal mechanism to enable social housing providers to support survivors to stay in the home by removing a perpetrator from a joint tenancy. Even if a perpetrator moves out, the survivor cannot legally change the lock or restrict their access to the property. Where damage is caused to the property or rent arrears accrued, both parties are jointly and severally liable.

There are however other actions a housing provider can take to support a survivor to apply for temporary removal measures such as an occupation order or a Domestic Violence Protection Order which can at least provide some breathing space. Where a survivor ends the tenancy, they are at risk of homelessness. Although Nottingham City Homes[166] has not evicted any perpetrators in the past two years, they explore options around the joint tenancy as well as encourage the survivor to take legal advice. If the perpetrator has left the property, NCH will, in exceptional circumstances, such as domestic abuse accept a notice to quit a joint tenancy from a survivor and end/assign a joint tenancy without notifying the joint tenants, if to do so would put the survivor at risk of harm.

Training
Housing providers are uniquely placed to identify and intervene early in domestic abuse. Training on responding to perpetrators while maintaining the safety of the survivor will build confidence and skills. Nottingham City Council already commissions Equation to deliver a raft of domestic abuse training programmes including Challenging Domestic Abuse: Working With Perpetrators. We will ensure that housing professionals have access to this specialist training.

10e Moving on into longer term, settled accommodation

Nottingham aspires for all citizens to enjoy a good quality home, irrespective of the tenure they live in[167]. Ensuring women and children can ‘move on’ from refuges is essential for supporting long-term recovery and independence, and so that women in crisis who urgently need safe accommodation and specialist support can continue to access it. The recent launch of 12 second stage move on properties which provide a bridge between life in refuge and living independently have been very positively received by both the refuges and survivors and are making a significant difference to their journey to full independence. The properties have been funded by Homes England and are provided in a partnership between Nottingham City Homes, Nottingham Community Housing Association and the refuges. At the same time, a previously largely reliable pathway from refuge into secure housing, often social housing, has been undermined by the lack of available stock, unaffordable private

[165] https://www.dahalliance.org.uk/media/10214/bristol-uni-housing-and-dva-breifing-final-210819-_report.pdf
[166] The NCH tenancy agreement includes domestic abuse as a breach of tenancy and therefore as grounds for eviction. Paragraph 14A of Part 2 of Schedule 2 of the Housing Act 1988 provides that a social landlord may gain possession of a property where it is occupied by a couple and one partner is forced to leave the property as a result of the other's domestic abuse towards them or any of their family living with them. It is a discretionary Ground meaning that the judge can decide on the reasonableness of granting possession. Social landlords can consider using the mandatory ground for possession where there has been a conviction for a serious offence including an offence under section 5 of the Domestic Violence, Crime and Victims Act 2004.
[167] Quality Homes for All, Nottingham’s Housing Strategy 2018-2021

sector rents and the impact of welfare reform. There are currently more than 9,000 people on Nottingham's Housing Register[168].

At the present time, there is a gap in our understanding of survivors' housing journeys - the type of tenure women leave when they go into refuge and the type of tenure they move to when leaving refuge. Research by Professor Liz Kelly in partnership with Solace Women's Aid found a 41%[169] decrease in the number of women and children housed in secure tenancies after a period in refuge compared to those with secure tenancies prior to fleeing and that 31% of survivors had moved twice and 14% moved three times to escape the abuser before going into refuge.[170] In other words, seeking safety damages women's housing prospects. For male survivors, we are only in the beginning stages of understanding their housing journeys.

There are a number of pathways for moving from refuge accommodation into longer term accommodation in Nottingham:
1. Internal management transfer
If the survivor is an existing social housing tenant, the provider may offer an internal management transfer if this option would be safe and is most suitable for the survivor. Nottingham City Homes tenant will be supported by their Housing Patch Manager and the Daisy Project.

2. Return home
This may be with a Sanctuary installation or protective civil order such as a Domestic Violence Protection Order or Occupation Order.

3. Local Authority duty to accommodate and provide reasonable preference under the Homelessness Reduction Act 2017 and Housing Act 1996
In Nottingham, a survivor making a homeless application receives a Personalised Housing Plan with a 56 day period for the Authority to relieve their homelessness. The Authority may discharge their duty by providing an offer of suitable accommodation. While this is likely to be in the private rented sector, survivors may also be given 'reasonable preference' on the general housing register.

Nottingham has amended its Allocation Policy in an endeavour to increase the housing options available to survivors and at the same time free up space in refuge. Where a survivor has been accepted as being owed a Part VII duty, and they leave refuge to move into privately rented accommodation, they will be able to remain on the Housing Register in Band B and continue bidding for 2 years. Band B priority is usually awarded for 12 months.

4. Housing register and Choice Based Lettings
At the same time as applying as homeless, it is likely survivors will be advised to apply to Nottingham HomeLink to enable them to join the Housing Register. Nottingham HomeLink is a choice based letting partnership between Nottingham City Council, Nottingham City Homes and 12 local Registered Providers. Registered applicants bid for properties according to their priority on the list. Survivors are eligible to apply to the register if they:

[168] https://www.nottinghamhomelink.org.uk/looking-for-a-home/
[169] https://www.solacewomensaid.org/sites/default/files/2018-05/Solace%20Women%27s%20Aid%20housing%20report_The%20price%20of%20safety_Mar16.pdf
[170] https://www.solacewomensaid.org/sites/default/files/2018-05/Solace%20Womens%20Aid%20briefing_Social%20housing_09.2014.pdf

- Are from Nottingham but have had to leave Nottingham temporarily for safety reasons
- Are from another area but have escaped to Nottingham and are in safe accommodation in the city

Survivors in refuge are awarded band B priority

5. Private Rented Sector

Survivors can either identify their own privately rented accommodation and approach Nottingham Private Rented Assistance Scheme (NPRAS) for support or can go direct to NPRAS for assistance to be matched with a landlord (see page 52 for more information about the PRS).

6. Housing First

Housing First[171] is a housing and support approach designed for those who need significant levels of help to enable them to leave long term homelessness and is available to homeless women in Nottingham.

7. Sheltered or supported accommodation

Supported housing provides support and care services and home adaptations to help people with additional support needs to live within their own homes and communities. It can be a long-term housing option, or provided for a shorter period to help people get ready to live independently in other types of accommodation.

8. Detox and rehabilitation centre

Although not permanent accommodation, this is an option for survivors with drug or alcohol support needs where funding can be obtained for a placement.

As stated, there is a lack of data mapping survivor housing journeys and outcomes but refuge support workers report that the choice based lettings scheme is the most common pathway for survivors.

What we are doing well in Nottingham

- We treat survivors from another local authority area in the same way as survivors from Nottingham and do not require survivors to have a local connection in order to qualify for the statutory duty to accommodate[172]
- Survivors can apply to the Nottingham HomeLink to join the housing register as soon as they are ready to do so. There is no requirement for survivors to be in refuge for a particular length of time before they can apply as there is in some areas[173]
- We award survivors reasonable preference within the housing allocations scheme
- Where the Authority has a Part VII duty to accommodate a survivor and they move from refuge into privately rented accommodation, they will retain their Band B status and be able to bid for up to 2 years
- The NPRAS scheme provides a tenant landlord matching and bond payment service

[171] https://hfe.homeless.org.uk

[172] https://www.gov.uk/government/publications/improving-access-to-social-housing-for-victims-of-domestic-abuse

[173] Improving the moving on pathway for survivors (2020) DAHA Alliance and Women's Aid Federation of England https://www.dahalliance.org.uk/media/10928/improving-the-move-on-pathway-for-survivors-in-refuge-services-wa-daha.pdf

- Nottingham City Council has delivered the Sanctuary Scheme continuously since 2006
- We successfully bid to Homes England for second stage move on properties which provide a bridge between refuge and longer term, settled accommodation
- There are strong partnerships in place between the specialist domestic abuse services, Housing Aid and Nottingham City Homes at both a strategic and operational level, for example, there is a formal structure in place for the refuges and Housing Aid to meet to discuss problems and solutions. Positive feedback has been received from all parties on its usefulness.
- A new Housing Working Group of the DSVA Strategy Group has been set up to implement and monitor housing and homelessness actions accompanying this Strategy and is already exploring the feasibility of a managed reciprocal scheme

We know there is more to do.
Survivors and refuge support workers have shared insights into some of the barriers and challenges facing survivors when it comes to re-housing:

- The length of time it can take to receive a HomeLink housing register reference number which survivors need to have before they are able to begin bidding for properties
- The length of time it can take to bid successfully for a property extends the length of time survivors are in refuge with some waiting in excess of 6 months to be rehoused.[174]
- Private landlords are reluctant to take applicants on low incomes or benefits, with excessive tenant screening requirements which make the PRS inaccessible to many survivors, for example, requests for 3 references and a guarantor who is an owner occupier
- There are limited accommodation options for single women, particularly women with severe and multiple disadvantage
- Rents in the PRS exceed the Local Housing Allowance often making it unaffordable for many victim/survivors who are required to meet the shortfall

Table 13 Local housing allowance compare to market rent

Property size	Local housing allowance	Average rent[175]	Median rent
1 bed	£468.69	£713	£675
2 bed	£548.51	£980	£910
3 bed	£623.30	£1,139	£950

- Survivors with No Recourse to Public Funds face even greater barriers and time delays to re-housing and can be in refuge accommodation for up to 12 months while awaiting an immigration outcome

In addition to the challenges of rehousing, survivors often need follow up support to enable them to rebuild their lives once they are rehoused. Staffing capacity in refuges means that this can be limited. Professor Liz Kelly's research into the support needed by survivors to build their new lives identified a fundamental need to heal and recover from the legacy of domestic abuse through counselling[176]. Using the Statutory Duty new burdens funding, we

[174] Nottingham Needs Assessment Report 2021
[175] https://www.home.co.uk/for_rent/nottingham/current_rents?location=nottingham
[176] https://www.endviolenceagainstwomen.org.uk/wp-content/uploads/Costs_of_Freedom_Report_-_SWA.pdf

are commissioning a therapeutic service for both women and children which will be available to survivors in refuge and continuing when they leave refuge.

11. Strategic Priorities

The following strategic priorities are based on the key elements of the Statutory Guidance for local authorities across England and a Whole Housing Approach.

Priority 1 Delivering the Safe Accommodation Statutory Duty
The Local Partnership Board will ensure that Nottingham has the resources and partnerships in place to undertake the Needs Assessment and implement this Strategy.

Actions
Ensure future reviews of local homeless and housing strategies incorporate a gender-informed perspective.

Deliver this strategy within the framework of a Whole Housing Approach.

Develop and monitor a plan of action which outlines how we will implement this Strategy, anticipated outcomes and any impact of the Statutory Duty on the commissioning of community based services.

Commission a Survivor Engagement Coordinator to obtain the views of both adult and child survivors including those with protected characteristics and those whose need for safe accommodation services is not currently being met. The post will be hosted by a specialist domestic abuse organisation.

Deliver a programme of training and briefings to professionals to raise awareness of both domestic abuse and the Domestic Abuse Act 2021

Nottingham City Homes and Nottingham City Council to work towards achieving Domestic Abuse Housing Alliance accreditation.

Work with Nottingham City Council to ensure their systems and data collection support future needs assessments (survivors, children and perpetrators).

As above, for the broader partnership.

Disaggregate adult from children's data and children's data by sex/gender in future needs assessments.

Housing Aid to provide quarterly performance data to the Housing Working Group and Local Partnership Board on interim temporary accommodation allocations, type of tenure survivor is escaping from, main duty housing outcomes for survivors and Sanctuary referrals and installations by tenure to enable need to be better understood and responded to.

Statutory services to be responsible for collecting and reporting for the needs assessment on Honour Based Abuse, Forced Marriage and Female Genital Mutilation.

Audit service review capacity to monitor Quality Standards.

Commit to sustaining specialist provision.

Priority 2 Access to safe accommodation
Every survivor will be supported to access safe accommodation appropriate to their needs and at their point of need.

Actions
Maintain funding for the Helplines to meet need[177] and specialist community-based domestic abuse services to enable survivors in temporary accommodation to access support.

Commission awareness raising campaigns to ensure the pathways into safe accommodation are widely publicised to and understood by citizens and professionals by promoting the Juno 24 hour freephone DSVA Helpline, the Equation Men's Service Helpline and Housing Aid.

Commission training for housing and other professionals to increase awareness of coercive control and economic abuse and the needs of the diverse communities of survivors and their children.

Commission a Safe Domestic Abuse Housing Advocate service to be collocated between Housing Aid, Juno Women's Aid and Equation to provide advice, support and advocacy to survivors making homeless applications.

Housing Aid and the refuges to ensure that all survivors receive an assessment of need for safe accommodation in their preferred language.

All agencies to ensure that survivors are informed of the full range of safe accommodation options available including the option to make their own accommodation safe through the Sanctuary Scheme across tenure.

Give priority need status to all victims/survivors who are homeless and eligible for assistance in line with the Domestic Abuse Act 2020 and Part VII Housing Act 1996, including to survivors from other local authority areas.

Housing Aid to monitor the impact of the change in priority need status on referrals to refuge, homeless applications, main duty temporary accommodation placement, full housing duty and reasonable preference for an allocation.

The Housing Working Group together with Housing Aid to review alternative safe accommodation options where refuge is not available.

Housing Aid to monitor the Authority's placement of survivors and their children in temporary supported accommodation that falls outside of the definition of 'safe' and 'relevant' in order to inform the level of unmet need.

[177] Nottingham City Council Homeless Prevention Strategy includes a recommendation to 'maintain the 24 hour helpline'

Housing Aid to liaise with neighbouring and other Local Authorities to fully understand survivor pathways into and out of safe accommodation.

Devise and implement a model of rental charges payable by survivors going in to refuge that enables survivors in employment to access refuge accommodation in partnership with the refuges.

Children's Social Care and Adult Social Care to develop a 'safety first' protocol by which the refuge rental charge is automatically met for survivors who have no recourse to public funds until the Destitute Domestic Violence Concession is in place.

Maintain the Juno Pets Project foster service to enable survivors with pets to leave abusive relationships to go into safe accommodation and explore the use of kennels for pets for survivors in crisis.

Continue to commission specialist community-based domestic abuse support services to provide support to survivors in non-refuge temporary accommodation.

Obtain feedback from victim/survivors including across all tenure types on their experience of homeless services and both refuge and non refuge temporary accommodation through the commissioned Survivor Engagement Coordinator.

- Temporary accommodation

Review the commissioned temporary non specialist refuge accommodation and its suitability for victims/survivors taking into account feedback from victims/survivors.

Explore the feasibility of converting commissioned temporary accommodation units to women-only provision.

Temporary accommodation providers to be responsible for ensuring that every victim/survivor is informed of the specialist domestic abuse support services available including the Nottingham 24 hour domestic and sexual abuse helpline.

Services with a statutory Duty to Refer under the Homeless Reduction Act 2017 to ensure their staff are trained on domestic abuse in order to enable early intervention homeless prevention.[178]

- Younger survivors

Consult with survivors aged 16-18 years to identify barriers to access to safe accommodation and their safe accommodation support needs

Housing Aid to ensure 16 and 17 year old survivors are informed of their rights to safe accommodation and how to access it.

[178] Under the HRA 2017, statutory services have a duty to refer service users they consider may be homeless or threatened with homelessness within 56 days to a housing authority, with the service user's consent. These include hospital emergency departments, urgent treatment centres, hospitals, adult and children's social care services.

Work with the specialist services and statutory partners to improve data collection relating to young survivors subject to domestic abuse in their intimate partner relationships.

- Older survivors

Adult and Children's Social Care, Health and Housing services to be responsible for ensuring there is a good understanding of the referral pathways into safe accommodation services amongst their staff teams.

Commission an age-appropriate campaign to raise awareness of domestic abuse and older people learning from the 'Know it's not too late' campaign by Camden Borough Council.

Implement a Whole Housing Approach to housing and domestic abuse which includes supported/sheltered housing.

- Black and minoritised survivors

Deliver targeted support to Black and minoritised women in Nottingham's newer communities by commissioning a BME Safe Accommodation Advocacy service to be hosted by a specialist domestic abuse provider.

Commission training of professionals, including housing professionals, to identify and respond safely and effectively to Honour Based Abuse, Forced Marriage and Female Genital Mutilation.

The Clinical Commissioning Group to explore the feasibility of informing women from newly arrived communities or who are here on a spousal/other visa about domestic abuse services on their first visit to a GP or health professional.

- Migrant survivors and survivors with no recourse to public funds

Work with all partners to ensure that immigration status data is collected in future needs assessments.

Determine the volume of survivors with no recourse to public funds who are not eligible for homelessness assistance.

- Disabled survivors

Deliver targeted support to disabled women by commissioning a Safe Accommodation Advocacy service for Disabled Women to be hosted by a specialist domestic abuse provider.

Increase the range of accessible safe accommodation options for disabled survivors (adult and children) as a priority taking into account the learning from the Safe Accommodation for Disabled Women Advocate service and consultation with disabled women.

Assess the provision of specialist support available to those with mental health need including learning disabilities.

Develop referral pathways between Adult Social Care (Learning Disability and Transitions and Whole Life Disability Teams) services, Housing Aid, the 24 hour DSVA Helpline and refuge providers.

Deliver a specialist domestic abuse therapeutic service to survivors in safe accommodation and those rehoused from safe accommodation utilising the learning from the R2C therapeutic service provided by Nottingham Women's Centre.

Housing Aid to monitor the number of Sanctuary referrals and installations in the homes of disabled survivors.

- LGBT survivors

Commission an LGBT Safe Accommodation Advocate service to provide targeted support and advocacy to be hosted by a specialist domestic abuse service.

Work with Equation, other local partners and LBGT community groups to better understand the accommodation and support needs of gay and bi sexual male survivors and trans men and non binary survivors of domestic abuse and develop a suitable model for safe accommodation and support provision.

Incorporate the learning from national best practice LGBT needs assessments in future safe accommodation needs assessments[179]

Commission training for professionals on domestic abuse in same sex relationships.

Commission training for housing and domestic abuse services to raise awareness of the needs of transgender and non binary survivors.

Partners to ensure survivors are provided with the option to correctly identify their gender when coming into contact for the first time and systems enable the recording of different gender identities.

- Survivors facing severe and multiple disadvantage

Examine the options for increasing the safe accommodation provision for survivors facing multiple disadvantage to include the feasibility of dispersed accommodation.

Explore opportunities for funding a dedicated Housing First programme for women experiencing severe and multiple disadvantage.

Temporary accommodation services to contribute to future needs assessments by recording domestic abuse.

- Survivors with older boy children

Ensure that teenage boys can be accommodated with their mothers by increasing the safe accommodation options for women with older boy children including exploring the feasibility of dispersed refuge accommodation.

Priority 3 Refuge accommodation

[179] https://galop.org.uk/resource/resource-j/

The Local Partnership Board will ensure there is sufficient refuge provision to meet the safe accommodation needs of women and children and explore the unmet need for refuge accommodation for male survivors[180].

Actions

Increase specialist refuge provision in Nottingham to meet need to include the consideration of dispersed accommodation.

Commission refuge services from specialist providers whose core business is domestic and sexual abuse and/or from those generic providers with a proven track record in and commitment to a gender-informed provision of women services.

In partnership with Nottinghamshire County Council and Equation, consult with male survivors to understand and respond to their safe accommodation support needs.

Maintain commitment to zero use of bed and breakfast as interim or temporary accommodation for survivors of domestic abuse.

Explore the feasibility of converting commissioned mixed sex accommodation to women only temporary accommodation for survivors of domestic abuse.

Work with Nottinghamshire County Council and the District Councils to gain a better understanding of the referral routes and needs of survivors seeking refuge in a different Authority.

Refuges to utilise the flexible housing fund to ensure survivors are able to receive language interpretation support.

Refuges to utilise the flexible housing fund to cover accommodation costs for survivors with no recourse to public funds while they are waiting for the Destitute Domestic Violence Concession.

Refuges to review their access arrangements for disabled survivors, take action to install adaptations where feasible and ensure their access listing on Routes to Support and in other publicity media is accurate.

Continue to fund the R2C service including the four specialised units at Central Women's Aid and the outreach service at Juno Women's Aid.

Examine the options for a specialist mental health refuge support worker utilising the learning from Nottingamshire Sexual Violence Support Services Mental Health Nurse service.

Increase safe accommodation provision for single women through Judith House and women with 2 or more children through dispersed refuge accommodation

[180] In line with the recommended action in the Nottingham Homeless Prevention Strategy to 'ensure sufficiency of refuge provision'

The refuges and landlords to explore the options for employed women to increase their access to refuge accommodation.

Priority 4 Second stage move on accommodation
The Local Partnership Board will ensure there is sufficient second stage 'move on' accommodation with specialist support for survivors ready to leave refuge.

Actions
Utilise the Statutory Duty new burdens costs to fund specialist second stage Move On housing management and support costs from April 2022

Nottingham City Council to proactively seek funding opportunities to purchase additional family move on properties to meet need and to purchase additional refuge and move on accommodation for single women.

Refuges to understand the support and recovery needs of survivors and their children living in second stage Move On accommodation.

Priority 5 Sanctuary Scheme
The Local Partnership Board will ensure that Nottingham City Council continues to deliver a Sanctuary Scheme with specialist domestic abuse support for all survivors who wish to remain in their home and it is safe to do so

Actions
Housing Aid to:
Expand the use of the Sanctuary Scheme to enable survivors to remain in their home where it is safe to do so and this is what the survivor wants. The Scheme is to include the provision of specialist domestic abuse support.

Raise awareness of the Sanctuary Scheme as a homeless prevention measure amongst professionals and citizens across tenure type particularly private renting tenants and owner occupiers

Promote the Sanctuary Scheme to private landlords in order to increase the number of landlords permitting the installation of security measures.

Housing Aid to promote the Sanctuary Scheme to survivors who are private tenants and owner occupiers to ensure the Scheme is accessible to survivors in all tenure/housing types.

Ensure that any survivor making a homeless application is offered the option of a Sanctuary Scheme in order to prevent homelessness and supported to decide whether this is a safe accommodation intervention.

Ensure that no survivor is disadvantaged where they decline the offer of a Sanctuary installation.

Explore the feasibility of Registered Providers installing Sanctuary measures in their own properties in partnership with the Sanctuary Scheme.

Disaggregate Sanctuary Scheme data from the overall Housing Aid data in future needs assessments and to monitor protected characteristics and tenure type.

Sanctuary data to include where private rented sector landlords declined permission and their reason.

Examine all referrals that do not result in a Sanctuary installation to identify any barriers and obstacles or safeguarding concerns and to amend Sanctuary policy and practice in response to findings.

Ensure that the Sanctuary Scheme is delivered in compliance with the Sanctuary Scheme Quality Standards.

NPRAS to be responsible for seeking landlord permission for PRS tenant survivors.

Sanctuary Scheme to explore whether an offer to landlords to remove the security measures when the tenant survivor vacates the property increases the permission rate.

Enable any Sanctuary security measures to move with the survivor where it becomes necessary for her to move house.

Priority 5 Male survivors

The Local Partnership Board will assess the safe accommodation and support needs of heterosexual, transgender, non binary, gay and bisexual survivors in collaboration with local LGBT community groups, Equation and relevant national organisations and develop a safe accommodation and support pathway in response to need.

Actions

Commission an LGBT Safe Accommodation Advocacy service to be hosted by a specialist domestic abuse service.

Commission a Male Survivor Safe Accommodation Advocacy service to be hosted by Equation.

Commission training for professionals on domestic abuse in same sex relationships and working with male survivors.

Commission training for housing and domestic abuse services to raise awareness of the needs of transgender and non binary survivors.

Incorporate the learning from national best practice LGBT needs assessments in future safe accommodation needs assessments[181]

Target publicity for LGBT survivors to increase awareness of their routes to support and services available and undertake specific targeted publicity for Black and minoritised male survivors.

Priority 7 Children and young people
In line with the Domestic Abuse Act and the Part 4 Statutory Guidance, children and young people will be recognised as victims/survivors in their own right and receive specialist support appropriate to their need including while in safe accommodation.

Actions
Commission specialist Children's Refuge Worker posts in each refuge to provide support to children in refuge and second stage move on accommodation.

Commission a specialist peripatetic Children's Therapeutic service to provide counselling including art and play therapy to children across all refuges and move on properties.

Commission training for professionals on the impact of domestic abuse on children and young people.

Consult with children in refuge to ensure their needs for support and barriers to access to support are fully understood and inform service provision and development.

Explore the support needs of children living in Sanctuary properties and second stage move on accommodation.

Recognise that children are victims/survivors in their own right and maintain and develop the Children's Services offer for children in refuge and move on accommodation.

Ensure that coordinated support is in place for children in school and for those children whose families are being supported by Early Help and Social Care services.

Ensure that where survivors with new born babies are discharged from hospital, they are accommodated safely and appropriately with the required support in place immediately and with the least disruption to the woman and baby.

Priority 8 Perpetrators
The Local Partnership Board will ensure the development of an effective risk-managed perpetrator housing pathway and support in order to increase survivor safety and housing security and prevent further domestic abuse.

Actions
Develop a risk based perpetrator housing strategy and pathway which has the safety of survivors and children as a primary guiding principle.

---

[181] https://galop.org.uk/resource/resource-j/

Work with social housing providers to include and implement domestic abuse clauses in their tenancy agreement and to utilise the measures available to hold perpetrators to account.

Where appropriate, ensure that Registered Providers, Nottingham City Homes and Nottingham Housing Aid (Sanctuary and NPRAS) are represented at MARAC and MAPPA in order to support the effective housing management of perpetrators including the diversion or removal of a perpetrator from a survivor's home.

Seek to engage perpetrators in behavioural change by ensuring there is sufficient provision for those using harmful behaviours. All formal provision to be accredited to Respect Accreditation Standards for perpetrator programmes.

Reduce the risk of domestic abuse to homeless women by ensuring all future commissioning of temporary and supported accommodation includes sufficient separate sex-based provision.

Require all commissioned providers of generic temporary and supported accommodation services to screen for domestic abuse, complete DASH RIC forms, ensure support is in place for survivors including referrals to specialist services, challenge perpetrators' beliefs and behaviours and that staff are Equation trained.

Explore bidding for government funding under the Rough Sleeping Initiative to include the development of specialist domestic abuse services for survivors and a separate specialist domestic abuse perpetrator service.

Pursue a positive enforcement approach to perpetrators, particularly those who do not engage in behavioural change, through the criminal justice system and existing multi agency structures and programmes (Integrated Offender Management programme, MARAC and MAPPA).

Commission specialist training for housing professionals on responding to and engaging perpetrators safely and effectively based on up to date and best practice.

Maintain Nottingham's prevention approach to domestic abuse.

Priority 9 Social Housing
The Local Partnership Board will work with social housing providers in Nottingham to ensure they have a policy setting out how they will address domestic abuse including how they will take action against perpetrators

Actions
Nottingham City Homes and Nottingham City Council to ensure their domestic abuse policy and practice is effective by seeking DAHA accreditation and other Registered Providers to be encouraged to seek accreditation.

Registered Providers to be supported to have a policy in place which outlines how they will address domestic abuse.

Registered Providers to ensure their staff are Equation trained and equipped to respond safely and effectively to survivors and to hold perpetrators to account.

Registered Providers to use the tools and legal mechanisms available to them to enable survivors with joint tenancies to safely maintain their homes and to increase a survivor's access to these mechanisms.

Registered Providers to ensure that tenants have access to information about their legal rights and specialist support services and understand how to access safe accommodation if this is needed.

Registered Providers to utilise internal management transfers to enable survivors to maintain their tenancies and to prevent homelessness.

NCH to maintain the Daisy Project to provide support to survivors to live safely in their tenancies and to build the capacity of all teams within NCH to respond safely and effectively to domestic abuse.

Housing Aid to ensure no survivor who ends a joint tenancy as a result of domestic abuse is considered to be intentionally homeless.

Encourage other Registered Providers to seek DAHA accreditation.

Continue to explore the development of a managed reciprocal housing scheme in partnership with Nottingham City Homes and neighbouring and other authorities building on the learning from the pan London and Cambridgeshire schemes. [182]

Nottingham City Council and Nottingham City Homes to follow the development of the Social Housing White Paper proposal that the Social Housing Regulator is to amend all Codes of Practice to make it clear that Registered Providers should have a policy setting out how they will address domestic abuse[183].

Providers to work alongside survivors to use the range of tools available to support them to maintain their tenancy.

Priority 10 Privately rented housing
The Local Partnership Board is committed to ensuring that private landlords are provided with information, advice and support through the NPRAS scheme to enable them to respond to domestic abuse including how they can take action against perpetrators

Actions

[183] https://www.gov.uk/government/publications/the-charter-for-social-housing-residents-social-housing-white-paper/the-charter-for-social-housing-residents-social-housing-white-paper

Adopt and promote the DAHA guidance for private rented sector landlords on domestic abuse[184] and the DAHA Guidance for Tier One Local Authorities on the implementation of Part 4 of the Domestic Abuse Act within the Private Rented Sector.[185]

NPRAS to proactively work to increase the number of landlords offering tenancies to survivors.

Provide training to NPRAS officers and landlords to enable them to identify the warning signs of domestic abuse (including economic abuse), to intervene safely and appropriately and to distinguish between anti social behaviour and domestic abuse.

Where rent arrears have accrued and the landlord is seeking possession of the property, NPRAS to work with the landlord to automatically screen for domestic abuse in order to prevent eviction.

Work with landlords to increase the number of Sanctuary Schemes installed in privately rented accommodation.

Publicise the Sanctuary scheme to tenants in privately rented accommodation.

Housing Aid and Nottinghamshire Police to review the good practice guidance provided to landlords on dealing with anti social behaviour to include domestic abuse and where landlords can go for advice and support on how to respond to concerns about domestic abuse.

NPRAS to monitor and report on the provision of private rented housing to survivors in order to identify and address the barriers to access and to enable Nottingham to utilise the private rented sector as a housing solution.

Priority 10 Privately owned housing
The Local Partnership Board is committed to raising awareness of the specialist safe accommodation and support available to survivors who are homeowners, to widening the Coordinated Community Response to include private housing stakeholders and to increasing partner understanding of the links between privately owned housing, domestic abuse and economic abuse.

Actions
Consult with survivors who are homeowners regarding their needs for and the specific barriers to safe accommodation and support building on the learning from the Surviving Economic Abuse Experts by Experience survivor group[186].

Widen the Coordinated Community Response to include Family Law solicitors and courts, estate agents and conveyancers, law centres and advice centres and develop a strategy for engaging POH stakeholders learning from the Whole Housing Approach pilot.

Increase the number of Sanctuary Schemes installed in privately owned housing.

[184] https://www.dahalliance.org.uk/media/10974/domestic-abuse-guidance-for-private-rented-sector-landlords_daha_nov2020.pdf
[185] Awaiting publication
[186] https://survivingeconomicabuse.org/get-involved/experts-by-experience/

Commission training on economic abuse for domestic abuse and housing staff as a priority.

Nottingham Crime and Drugs Partnership to ensure that data on survivor tenure is included in the next Needs Assessment and to amend current specialist service performance reporting to include tenure.

Partners to make any changes required to their data collection systems to record type of tenure.

Undertake a cross tenure survivor awareness campaign and publicise the Juno 24 hour helpline and the Equation male survivor helpline to survivors.

Priority 11 Moving on from refuge accommodation
The Local Partnership Board is committed to ensuring that survivors and their children have access to safe, affordable move-on housing and are supported to achieve independent and fulfilled lives free from domestic abuse

Actions

Housing and domestic abuse partners to review the pathways to housing for survivors leaving refuge in order to build our understanding of and mitigate barriers to successful rehousing including for single women, women facing severe and multiple disadvantage, women with no recourse to public funds, migrant women and women with unsettled immigration status.

Nottingham City Council, in liaison with the refuges, to identify and remedy any obstacles to registration with HomeLink

Expand the use of the Sanctuary Scheme to enable survivors to remain in or return to their home where it is safe to do so and this is what the survivor wants. The Scheme will include the provision of specialist domestic abuse support.

Continue to explore the feasibility of a managed reciprocal housing scheme in partnership with neighbouring and other authorities building on the learning from the pan London and Cambridgeshire schemes.

NPRAS to work with private landlords to increase their understanding of domestic abuse and to improve access to privately rented accommodation for those survivors wanting this option. This is to cover landlords permitting the installation of Sanctuary measures in private rented accommodation and to make their new tenant screening requirements more accessible to survivors.

Deliver specialist domestic abuse move on support and therapeutic service to adult and children rehoused from safe accommodation.

12. Commissioning priorities

Nottingham City Council's domestic abuse services commissioning practice has been recognised as national best practice by Women's Aid England. Nottingham commissions a mixed economy of specialist accommodation and community-based services to deliver a response to survivors based on their needs as well as their risk. Nottingham is committed to fair and equitable commissioning processes to enable specialist organisations to tender for contracts. Nottingham is committed to learning from best practice commissioning guidance[187].

Part 4 commissioning decisions will be based on a robust needs assessment. We will report back annually to Government on our delivery of safe accommodation support services.

We will monitor compliance with the Public Sector Equality Duty and enforce and monitor Equality Impact Assessments for commissioning and procurement processes.

We will commission single sex refuge services from specialist providers whose core business is domestic and sexual abuse and/or from those generic providers with a proven track record in and commitment to a gender-informed provision of women services. We recognise that the experiences and needs of male victims/survivors differ from those of female victims/survivors and are best met by dedicated specialist men's services.

We will consult with survivors and the specialist domestic abuse services to inform future commissioning decisions.

In 2020/21, Nottingham was awarded £871,299 Statutory Duty new burdens costs. Based on the Needs Assessment and unmet need in Nottingham we were already aware of, the following safe accommodation services are being commissioned:

	Safe accommodation service	Cost £££	Comment
1	Nottingham City Council H grade DVA officer to lead on Part 4 delivery	£47,000	
	Refuge safe accommodation		
2	4 bedspaces for survivors facing severe and multiple disadvantage	£60,000	Providing continuation funded from March 2021 when DLUHC funding ended
	Second stage move on accommodation		
3	Second stage move on support costs for each refuge	£18,444	Funding for this is available in 2020/21 from Homes England. The figure of £18,444 meets a shortfall.
	Children and young people		
	Children's refuge service in each refuge	£169,860	Based on bed spaces
	Children's peripatetic therapeutic service	£60,610	
	Safe accommodation advocacy service		
	Black and minoritised survivors	£48,360	
	Disabled survivors	£48,360	

[187] For example, the Statutory Guidance for the commissioning of VAWDASV services in Wales https://gov.wales/commissioning-violence-against-women-domestic-abuse-and-sexual-violence-services

	LGBT survivors	£44,614	
	Male survivors	£44,614	
	R2C survivors with severe and multiple disadvantage	£96,720	
	Dual based DVA Housing Advocate	£48,360	Linked to Safe Accommodation Advocacy Team
	Adult therapeutic service		
	Adult therapeutic service	£60,610	Providing continuation funded from March 2021 when DLUHC funding ended with expanded service
	Flexible housing fund		
	Flexible housing fund	£73,420	Based on bed spaces and to provide interpretation and translation and to secure safe accommodation
	Survivor engagement		
	Survivor Engagement Coordinator	£50,257	
	Total	£871,229	

Funding for year 2 and going forward will be dependent on a Government review of spending.

13. Appendices

Appendix 1

Domestic abuse is defined in section 1 of the Domestic Abuse Act 2021 as follows:

(1) Behaviour of a person ("A") towards another person ("B") is "domestic abuse" if
   a. A and B are each aged 16 or over and are personally connected to each other, and
   b. The behaviour is abusive

(2) Behaviour is "abusive" if it consists of any of the following:
   a. Physical or sexual abuse
   b. Violent or threatening behaviour
   c. Controlling or coercive behaviour
   d. Economic abuse
   e. Psychological, emotional, or other abuse

And it does not matter whether the behaviour consists of a single incident or a course of conduct.

(3) "Economic abuse" means any behaviour that has a substantial adverse effect on B's ability to
a. Acquire, use, or maintain money or other property, or
b. Obtain goods or services.

(4) For the purposes of this Part A's behaviour may be behaviour "towards" B despite the fact that it consists of conduct directed at another person (for example, B's child).

(5) References in this Part to being abusive towards another person are to be read in accordance with this section.

Personally connected is also defined.

(1) For the purposes of this Part, two people are personally connected to each other if any of the following applies:
a. they are, or have been, married to each other
b. they are, or have been, civil partners of each other
c. they have agreed to marry one another
d. they have entered into a civil partnership agreement
e. they have, or have been, in an intimate personal relationship with each other
f. they each have, or there has been a time when they each have had, a parental relationship in relation to the same child; they are relatives

(2) For the purposes of subsection (1)(f) a person has a parental relationship in relation to a child if:
a. the person is a parent of the child, or
b. the person has, or has had parental responsibility for the child

(3) In this section:
'child' means a person under the age of 18 years
'civil partnership agreement' has the meaning given by section 73 of the Civil Partnership Act 2004
'parental responsibility' has the same meaning as in the Children Act 1989
'relative' has the meaning given by section 63(1) of the Family Law Act 1996

Appendix 2 Engagement with key partners

We would like to thank the partners below for their generous contributions to the Needs Assessment, the development of the Strategy and their consultation feedback. Our ambition to provide safe accommodation for all survivors is stronger for their input.

Commissioned refuges	
Amber House (MTVHA)	Ruth Richards, Team Manager
Central Women's Aid	Eva Codrington, Refuge ,Service Manager (maternity leave)
	Samantha Bowles, Refuge Service Manager
	Carrie Ann Chulan, Complex Needs Support Worker
Umuada (NCHA)	Colette O'Neill, Contracts Manager – Lead for Domestic Abuse and Community Support
	Donna Sadler, Refuge Manager
Zola (Juno Women's Aid)	Naomi Cole, Team Leader, Accommodation
Commissioned services	
Juno Women's Aid	Yasmin Rehman, CEO

	Rebecca Smith, Head of Service
	Ruthe Sawye, Helpline Team Leader
	Sam Bennett, Performance and IT Manager
Equation	Anna Clarke, CEO
	Carla Yerkess, Co-ordinator, Domestic Abuse Team for Men & Self Identifying Men
Notts SVSS	Sharon Rose, Sexual Violence Engagement Manager
Nottingham Women's Centre	Sara Garton, Therapeutic Services Manager
Framework	Claire Windebank, Operations Manager (Young People and Families)
Non-commissioned specialist 'by and for' service	
Nottingham Muslim Women's Network	Zaynab Asghar, Coordinator
	Marsha Brown, Vice Chair
Nottingham City Council	
Nottingham Housing Strategy	Leon McClean, Strategic Housing Project Officer
Nottingham Housing Aid	Debbie Richards, Service Manager
	Emma James, Prevention and Assessment Manager
	Helen Foster, NPRAS Manager
Nottingham City Homes	Heather Fry, Safer Neighbourhood Housing Manager
	Mark Lawson, Executive Assistant
Nottingham Community Cohesion	Shazia Khan, Community Cohesion Development Officer
	Minerva Hartley, Community Cohesion Development Officer, New and Emerging Communities
Nottingham Crime and Drugs Partnership	Phillip Broxholme, Senior Community Safety Manager
	Jane Lewis, Community Safety Strategy Manager
	Laura Patterson, Policy Officer
	Tracy Lyon, (former) Strategy and Commissioning Manager
	Paula Bishop, Domestic Violence and Abuse Policy Lead
Nottingham Children's Services	
Nottingham Property	Wendy Conibear, Senior GIS Business Manager
Nottingham Strategy and Resources	Josephine Yousaf, Commissioning Manager
Nottinghamshire County Council	
Public Health	Rebecca Atchinson, Lead DVA Commissioner, Public Health
	Tracy Lyon, Public Health and Commissioning Manager
	George Wagner, Needs Assessment Consultant, Public Health
National	
Standing Together	Judith Vickress, National DAHA Development Manager & Regional Lead for the Domestic Abuse Commissioner
	Caroline Mackechnie-Jarvis, Whole Housing Approach Manager
	Rebecca Vagi, Whole Housing Approach Lead
	Deidre Cartwright PRS Development Manager

	Althea Cribb, Standing Together Associate
	Luke Martin, Standing Together Associate
Women's Aid Federation of England	Lucy Hadley, Head of Policy and Campaigns
	Sarah Davidge, Research and Evaluation Officer
	Isabella Lowenthal-Isaacs, Senior Policy and Practice Officer
	Sophie Francis-Cansfield, Campaigns and Policy Manager

Appendix 3 Sanctuary Scheme Checklist

Currently, there are no minimum standards for the Sanctuary Scheme. The Whole Housing Approach team produced draft standards that will be finalised alongside the completion of an academic evaluation of the scheme, expected in late 2022. The standards centre on 4 priority areas:

Safe and Suitable	
Victim/survivors are believed and supported by staff who understand the dynamics, risk factors and safety and support needs relating to domestic abuse.	
Victim/survivors are offered domestic abuse support as part of the service	
A suitability assessment is carried out to ensure the scheme is appropriate and safe	
Victim/survivors are informed about security measures being recommended and involved in decision making within reason	
Sanctuary security measures / devices are installed when the property type and condition is appropriate and with consent of the victim/survivor	
Fire safety checks occur when a risk of arson is identified	
Security measures / devices are only installed where the landlords' consent has been obtained (if private rented and social housing) and where it is not in breach of joint tenancy / ownership rights	
Security measures / devices installed are in line with the victim/survivors wishes, preferences and how the type and level of security measures installed will impact on their safety & wellbeing	
Any additional security work requested by the victim/survivor or identified through the survey or installation work, which is not covered by the scheme is acknowledged and appropriate advocacy and support is provided	
Information sharing - key agencies are notified when Sanctuary works are installed to support a robust coordinated response	
Accessible	
A diverse range of victim/survivors can access the scheme	
Victim/survivors can access the scheme regardless of their housing tenure and whether they are in permanent or temporary housing	

Victim/survivors across the spectrum of risk (standard, medium and high) can access the scheme.	
Victim/survivors can access the scheme without having to make a police crime report or the uptake of other services	
Victim/survivors are supported to access alternative, temporary, emergency accommodation if in imminent danger and waiting for security measures to be installed	
Effective	
There is a partnership agreement or protocol in place that outlines the shared purpose, delivery model, key agencies involved and their responsibilities, Sanctuary security measure options, referral pathways and plans for monitoring and evaluating the scheme.	
There are dedicated roles to offer the core services for delivering a safe, suitable, effective, accessible and efficient service	
The Sanctuary Scheme security measures offered as part of the scheme are reasonable, practical, necessary and appropriate	
The scheme is offered as a housing option by the local authority as part of homelessness prevention	
The security installer service provider uses qualified installers and installs security measures and devices that meet industry standards.	
Consistent information is collected and shared about Victim/survivors	
Victim/survivors are satisfied with the service and indicate it has had a positive impact on their safety, wellbeing and enabled access to more stable housing	
Continuous improvements are made to the scheme to ensure quality and enhance its effectiveness	
Efficient	
The scheme has procedures that details how referrals are processed and supported through to completion of the Sanctuary work	
Victim/survivors are in contact with the minimum number of staff involved the scheme as possible, ideally a single point of contact from start to end	
The scheme is adequately funded to meet demand and reach as a diverse range of survivors	