Safe Accommodation Needs of Male Survivors of Domestic Abuse in Nottinghamshire: A research project for Nottinghamshire County Council

Executive Summary

May 2022

Final

Report Author: Luke Martin, Specialist Domestic Abuse Consultant

DEDICATION

This report is dedicated to the survivors who generously shared their experiences and whose journeys to seek safety from domestic abuse are documented here and the specialist domestic abuse services in Nottinghamshire which work tirelessly to support survivors and their children to live their lives free from domestic abuse. A special thanks to the staff at Equation whose wealth of knowledge and experience were imperative in building understanding of local provision as well as input from the Nottingham Centre for Transgender Health on inclusive services.

REPORT AUTHOR

Luke Martin has almost fifteen years' experience working in the domestic and sexual abuse sector. With both an academic and practical background in the field, Luke has been the author of the updated Working with Male Victims Toolkit for Respect (2019), as well as Home Office Funded national standards for services working with male victims of abuse (2020).

Historically Luke has been brought into several services to create and establish support services for male victims of domestic abuse, including Arch North Staffs and Solace Women's Aid as well as deliver the frontline service as a SafeLives accredited Independent Domestic Violence Advisor. After stepping away from frontline work in 2014 Luke's focus has been working alongside charities and Local Authorities to establish male support services, this includes the London Boroughs of Islington, Barnet, Southwark , Brighton and Hove and East Sussex. Luke has provided 6 months building the Independent Sexual Violence Advisor role in to SurvivorsUK, the national charity supporting male victims of rape and sexual violence as well as writing the support guidance for the service.

Academically, Luke continues to lecture on men's experiences of abuse, and is a guest lecturer for Goldsmith's University on MA Understanding Domestic Violence and Sexual Abuse. 2016 also saw the publication of 'Debates of Difference: Male Victims of Domestic Violence and Abuse' in Domestic Violence: Interdisciplinary Perspectives on Protection, Prevention and Intervention, published by Palgrave Macmillan.

EXECUTIVE SUMMARY

INTRODUCTION

Context

The purpose of this report is to review the safe accommodation needs of male victims of domestic abuse. The review includes recommendations on what their needs are and how Nottinghamshire County Council should address them taking into account any relevant national best practice.

The Nottinghamshire Domestic Abuse Needs Assessment (2021)[1] identified a gap in data in relation to male victims and therefore it was difficult to draw conclusions about local provision, any barriers to access to safe accommodation and support for male survivors.

The review, conducted by Luke Martin[2], will enable Nottinghamshire County Council to fulfil their Statutory Duty under the Domestic Abuse Act 2021 to provide safe accommodation support services to survivors and their children.

Nottinghamshire County Council and the District Authorities are committed to implementing a Whole Housing Approach to domestic abuse and housing[3] including accreditation to the Domestic Abuse Housing Alliance framework for housing providers[4]. The review takes this into account.

Findings

There is strong commitment in Nottinghamshire to providing an effective, whole system response to domestic abuse, including the needs of male victims.

Comprehensive support is offered through Equation. The provision is specialist and is able to offer support around protected characteristics. There is a limited offer of specific provision for minoritised groups with some 'by and for' services provided. However, there are some gaps in the offer. This is particularly seen with the support offered to survivors experiencing multiple disadvantage. For the purpose of this report the term multiple disadvantage refers to those people who face multiple and intersecting inequalities including gender based violence and abuse, substance use, mental ill health, homelessness, being involved in the criminal justice system and the removal of children.

There is a wealth of opportunity for increased multi-agency working, not only between domestic abuse and housing professionals but between domestic abuse providers themselves.

There are areas of improvement for Nottinghamshire to better meet the needs of male survivors in light of the new duties. Areas for development and suggestions have been included where appropriate throughout this report. The overarching areas for learning for Nottinghamshire centre around the offer of safe accommodation provision, ensuring gaps in wider provision are met and referral pathways are clear, and to enhance the multi-agency response to domestic abuse. The specific recommendations relating to the overarching areas are outlined in the next section and should also be read with reference to the relevant sections of this report.

[1] https://notts-insight-test.nottinghamcity.gov.uk/research-areas/hna/domestic-abuse-safe-accommodation-needs-assessment-2021/
[2] https://martintrainingandconsultancy.com
[3] https://www.dahalliance.org.uk/what-we-do/whole-housing-approach/
[4] https://www.dahalliance.org.uk/what-we-do/accreditation-for-housing-providers/what-is-accreditation/

Summary of Recommendations

Area	Recommendations
Refuge	Any new refuge provision should include some units of dispersed accommodation to accommodate male, Trans* and Non-Binary survivors.
	Location should be considered to ensure access to relevant services and reduce the risk of isolation or further abuse or anti-social behaviour.
	To review how the needs of survivors experiencing multiple disadvantage are met in refuges, particularly those who have mental health needs and substance use.
Social Housing	Consider working towards all social housing providers to achieve DAHA accreditation.
	A range of housing providers and professionals to attend national DAHA workshops.
	Explore what provision could be introduced to manage perpetrators risk and remove onus in bringing change from victim/survivors.
Supported/ Sheltered Housing	When commissioning supported housing services, ensure awareness of domestic abuse is reflected within service design, e.g., make it a contractual requirement that the provider trains all staff on domestic abuse, including training tailored to the specific client groups.
	Work in partnership with domestic abuse, disability, mental health and substance use organisations to share learning with each other and to involve disabled survivors in service development.
Private Rented Sector (PRS)/Privately Owned	Explore how provision can be adapted to better suit the needs of owner/occupiers.
	Additional training should be provided on civil remedies that might increase safety of owner occupiers such a Non-Molestation Orders and Occupation Orders.
	Facilitate further exploration and promotion of rent deposit guarantee schemes.
	Work in partnership with domestic abuse organisations to share learning with each other and to involve survivors in service development.
	Work with Environmental Health and PRS teams in the Coordinated Community Response Model response to domestic abuse, to be the main conduit for landlords and lettings agents-providing awareness raising, training and links to specialist domestic abuse services locally.
	Support private rented sector landlords and letting agents to improve their domestic abuse response and to increase uptake of Sanctuary Scheme in private rental properties. This should include support in accessing training as well as information sharing on the Sanctuary Scheme.
	Survivors in private rented accommodation should be given additional support to remain in the property if it is safe to do so through the use of Transfer of Tenancy Orders, additional safety measures and access to discretionary funds where possible.

Co-located/ Mobile Advocacy	Work in partnership with domestic abuse organisations to share learning with each other and to strengthen survivors voices, including involving and engaging male survivors in service coproduction.
	Ensure training is accessible and relevant for Housing Officers and Managers.
	Establish a referral pathway between the Safe Accommodation Advocates and Equation for male victim/survivors.
Sanctuary Scheme	Sanctuary scheme promoted to encourage self-referrals.
	Sanctuary scheme offered as part of a package of support with access to DA services for safety planning.
	A review to be undertaken into the process, with a focus on roles and responsibilities, length of wait time, referrals into the service, the costs of work undertaken, and the demographic of service users.
	NCC to consider commissioning a dedicated officer to oversee Safer Spaces.
Flexible Funding	To continue to fund a Flexible Funding pot for male victims, ideally dispersed through a specialist domestic abuse service.
Managed Reciprocal	Consider introducing a reciprocal scheme with surrounding LA's and main providers to help survivors maintain social tenancies.
Move-on Accommodation	Consider introducing a move-on accommodation for those leaving refuge.
Perpetrator Management	Consider additional training on engaging with perpetrators of domestic abuse.
	Consider a perpetrator housing provision.
LGBT+ Survivors	Services delivering specialist support to LGBT+ survivors should be appropriately resourced and supported by long-term, sustainable funding which enables and includes evaluation impact and outcomes and generates enough evidence on good practice that supports bidding for funding with commissioners.
	Establish comprehensive ways to build capacity within the LGBT+ communities.

Safe Accommodation Needs of Male Survivors of Domestic Abuse in Nottinghamshire: A research project for Nottinghamshire County Council

May 2022

Final

Table of Contents

EXECUTIVE SUMMARY ***3***

INTRODUCTION **3**
Context 3
Findings 3

Summary of Recommendations **4**

INTRODUCTION **9**
Context 9
Definition of Safe Accomodation 9
Definition of Support 10
Methodology 10
Limitations of the consultation 10

DOMESTIC ABUSE AND GENDER **11**

OFFICE OF NATIONAL STATISTICS DATA **12**

UNDERSTANDING HETEROSEXUAL MENS EXPERIENCES OF DOMESTIC ABUSE **13**

VIOLENCE AND ABUSE PERPETRATED BY FEMALE PERPETRATORS **13**
Coercion, intimidation & threats 13
Emotional abuse 14
Sexual abuse 14
Physical abuse 14
Using gender 14
Using isolation 14
Using children 14
Minimising, denial and blame 15

UNDERSTANDING LGBT+ EXPERIENCES OF DOMESTIC ABUSE **15**

UNDERSTANDING THE SUPPORT NEEDS OF MEN **15**

MEN'S EXPERIENCES OF ECONOMIC ABUSE AND HOW IT IMPACTS SAFE ACCOMODATION NEEDS **16**

SERVICE PROVISION FOR MALE SURVIVORS **16**
Organisation Structure 18

CONSULTATION WITH PROFESSIONALS **20**
Professionals understanding of Safe Accommodation 20

The Coordinated Community Response Model **22**
Improving the Coordinated Community Response (CCR): 23
Survivor Engagement: 23
Intersectionality: 23
Shared Vision and Objective: 23

Data: 23
A WHOLE HOUSING APPROACH 24
Refuge 27
Social Housing 28
Supported / Sheltered Housing 32
Private Rented Sector (PRS)/Privately Owned 34
Co-located Advocacy / Mobile Advocacy 36
Sanctuary Scheme 37
Flexible Funding 39
Managed Reciprocal Scheme (MRS) 41
Move-on Accommodation 42
Perpetrator Management 42
Safe Accommodation Needs of LGBT+ Survivors of Domestic Abuse 44
Understanding LGBT+ Experiences in a Local Context 45
Understanding Current LGBT+ Provision 45
Understanding Support Needs of LGBT+ Survivors 46
Meeting the Needs of Trans and Non-Binary Survivors 48
National Research and Best Practice 49
CONCLUSION 50
SUMMARY OF RECOMMENDATIONS 51

INTRODUCTION

Context

The purpose of this report is to review the safe accommodation needs of male survivors of domestic abuse. The review includes recommendations on what their needs are and how Nottinghamshire County Council should address them taking into account any relevant national best practice.

The Nottinghamshire Domestic Abuse Needs Assessment (2021)[5] identified a gap in data in relation to male survivors and therefore it was difficult to draw conclusions about local provision, any barriers to access to safe accommodation and support for male survivors.

The review, conducted by Luke Martin[6], will enable Nottinghamshire County Council to fulfil their Statutory Duty under the Domestic Abuse Act 2021 to provide safe accommodation support services to survivors and their children.

Nottinghamshire County Council and the District Authorities are committed to implementing a Whole Housing Approach to domestic abuse and housing[7] including accreditation to the Domestic Abuse Housing Alliance framework for housing providers[8]. The review takes this into account.

Throughout this report the term victim and survivor have been used to describe those who have or are currently in an abusive relationship with a partner, ex-partner or family member. The term victim is often interchangeable with survivor, it is of note that the term victim aligns with language used in the Domestic Abuse Act 2021.

Definition of Safe Accommodation

The Statutory Guidance defines 'safe accommodation' as:

- Refuge accommodation: A refuge offers accommodation and intensive support which is tied to that accommodation.
- Specialist safe accommodation: Safe accommodation which provides dedicated specialist support, such as specialist refuges for BAME, LGBT, and disabled victims.
- Dispersed accommodation:
  - Safe (secure and dedicated to supporting victims of domestic abuse), self-contained accommodation with the same level of specialist domestic abuse support as provided within a refuge.
  - Safe (secure and dedicated to supporting victims of domestic abuse), self-contained 'semi-independent' accommodation which is not within a refuge but with support.
- Sanctuary Schemes: Properties with local authority installed Sanctuary Schemes or other similar schemes which provide enhanced physical security measures within a home.
- Move-on and / or second stage accommodation: Projects temporarily accommodating victims before they move to fully independent and permanent accommodation. There is no expectation that every victim will require this.

[5] https://notts-insight-test.nottinghamcity.gov.uk/research-areas/hna/domestic-abuse-safe-accommodation-needs-assessment-2021/
[6] https://martintrainingandconsultancy.com
[7] https://www.dahalliance.org.uk/what-we-do/whole-housing-approach/
[8] https://www.dahalliance.org.uk/what-we-do/accreditation-for-housing-providers/what-is-accreditation/

- Other forms of domestic abuse emergency accommodation – i.e., a safe place with support.

Accommodation such as generic Bed and Breakfast accommodation and homeless hostels – in that they are not solely dedicated to providing a safe place to stay for victims of domestic abuse, including expert support are not considered relevant safe accommodation.

Definition of Support

The following types of domestic abuse support will be provided through the new duty;

- Advocacy support – development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers);
- Domestic abuse-prevention advice – support to assist victims to recognise the signs of abusive relationships, to help them remain safe (including online) and to prevent re-victimisation;
- Specialist support for victims with relevant protected characteristics and / or complex needs, for example, interpreters, faith services, mental health advice and support, drug and alcohol advice and support, and immigration advice;
- Children's support – including play therapy and child advocacy;
- Housing-related support – providing housing-related advice and support, for example, securing a permanent home and advice on how to live safely and independently; and
- Counselling and therapy for both adults and children.

Methodology

A mixed methodology approach was adopted to meet the aims of the consultation. Six strands of data collection were pursued:

1. An online survey for adult survivors and professionals. The survey was open for three weeks in February and circulated in Nottinghamshire to the specialist domestic abuse providers, commissioners and other professionals.
2. Four survivor interviews took place by phone during February and March.
3. Case studies were provided by the local specialist service.
4. Extensive interviews with the specialist domestic abuse provider in Nottinghamshire.
5. Reference to research in relation to male survivors (where research exists)
6. Data from District Sanctuary Schemes and homelessness services

Specialist Domestic Abuse Consultant Val Lunn was commissioned to undertake a review of the safe accommodation of female survivors with protected characteristics. In order to streamline the reviews, which took place simultaneously, Val Lunn led on the consultation with the District Authorities (Sanctuary Scheme and homelessness) while Luke Martin led on the online survey for survivors and professionals and consultation with LGBT+ survivors.

Limitations of the consultation

The online survey was open for a shorter window of time than had been hoped and had a very low take up by survivors. However, interviews with survivors were possible, case studies were also provided by the specialist service.

Demographic and other data was requested from the refuges, Sanctuary Schemes and District homeless teams to assist the review. There was considerable variation in data retrieval and reporting capability and the fulness of data provided. This will need to be addressed in preparation for future needs assessments or reviews.

DOMESTIC ABUSE AND GENDER

Nottinghamshire County Council acknowledges that a gendered analysis of abuse does not exclude men, but rather recognises that women and girls are disproportionately affected by these particular forms of violence because of their gender. We recognise that a significant number of men and boys experience violent and abusive crimes that are captured within the Violence Against Women and Girls crime types such as domestic abuse, all forms of current and historic sexual violence, stalking, and so-called 'honour based' violence/abuse (HBV/A), including forced marriage, as well as the risks and harms associated with prostitution and sex work. Nottinghamshire is committed to preventing all forms of gender-based violence and addressing it wherever and however it occurs. We know that these crimes disproportionately affect women and girls, which is why these crimes are captured within the cross-government Ending VAWG Strategy [9] and are acknowledged in the Nottingham and Nottinghamshire VAWG Strategy[10] for the OPCC. The Report sets out our vision for supporting all self-identifying men and boys and survivors that might identify as non-binary and this position paper is intended to sit alongside the current Strategy as a complementary and connected piece of work.

Victims of crimes captured in the Ending VAWG Strategy will experience and respond differently depending on their unique experiences. It is important that men and boys are not seen as a single homogenous group, and nor should it be assumed that in cases where men are victims, women are perpetrators.

It also recognises the damaging effects that traditional gender roles have on men and boys, that the expectations on how they should behave encourage dangerous behaviours and shames men and boys into hiding their emotions.

These behaviours and expectations are often known as "toxic masculinity". This is not to say that being a man or masculine is bad, or that liking traditionally masculine things like sports, cars, the opposite sex, etc. is bad or shameful. It is not an accusation that all men behave this way. It does not mean that women cannot act violently or abusively, more that their behaviour is not supported by a culture that encourages them to be so.

These expressions of masculinities often adhere to the typical gendered expectations that men are aggressive, violent, unemotional and dominate their relationships with women and children. It identifies "feminine" traits such as compassion, empathy and the ability to express your emotions as weakness and less than the position of toxic masculinity. A man or boy displaying these traits may be laughed at or encouraged to suppress their emotions, which may lead to higher rates of violence, risk-taking behaviour and suicide.

It teaches men and boys that pain experienced over depression, being bullied, feeling suicidal, experiencing eating disorders, being abused are "feminine" issues and that "real men" do not have them. This can leave men suppressing their pain, lacking the ability and security to talk about their emotions, and to lash out in "acceptable" masculine ways such as substance abuse and violence.

Women suffer mental illness at roughly the same rate as men, but almost none commit large-scale violence. Similarly, the levels of suicide for men are much greater than for women, because of social pressure on men not to seek help to deal with their emotional problems. The weaponisation of masculinity is the culture that shames men for emotional displays or displaying any form of feminised "weakness" and sets the stage for men to act violently towards others.

[9] https://www.gov.uk/government/publications/tackling-violence-against-women-and-girls-strategy
[10] https://www.nottinghamshire.pcc.police.uk/Document-Library/Public-Information/Newsletters-and-Publications/Publications/Notts-VAWG-Strategy-2021-25.pdf

It is recognised that male survivors' experiences of domestic abuse support services centre around issues of suitability and accessibility. Changes to the nature of service funding and commissioning frameworks now require local authorities and specialist agencies to provide access to support for male survivors. However, in many cases this has simply resulted in an extension of the provisions already available for female survivors in a generic, 'open to all' style of response. This approach, as with other diverse experiences of abuse, often does not serve to encourage engagement from survivors who can not recognise their own experiences in the mission statements and organisational structures of the service providers originating from the women's sector. It is important that 'by and for' services are established and provided by and for the community they serve.

OFFICE OF NATIONAL STATISTICS DATA

The Crime Survey for England and Wales showed that an estimated 2.3 million adults aged 16 to 74 years experienced domestic abuse between April 2019 and March 2020 (1.6 million women and 757,000 men). The face-to-face Crime Survey for England and Wales (CSEW) was suspended on 17 March 2020 because of the coronavirus (COVID-19) pandemic. It was replaced with the Telephone-operated Crime Survey for England and Wales (TCSEW). The TCSEW was specifically designed to continue measuring crime during this period. Concerns around confidentiality and respondent safeguarding led to domestic abuse questions being excluded from the survey. As a result, domestic abuse estimates are not available for the year ending March 2021.[11]

The number of domestic abuse crimes recorded by the police in England and Wales in the year ending March 2021 increased by 6%; from 798,607 in the year ending March 2020 to 845,734. This continues the trend of increases seen over previous years. Increases may, in part, be driven by general police improvements in offence-recording practices or increased willingness of victims to come forward to report domestic abuse.

The total number of recorded domestic abuse incidents by Nottinghamshire police 13,583, making up 16% of all reported crime which sees growth year on year. The ONS data also highlights that of all domestic abuse-related crimes recorded in Nottinghamshire domestic abuse makes up 11.6% per 1,000 population. It also highlights the proportion of domestic abuse-related crimes recorded by the police by men totals 26.9% of all incidents.

There were 362 domestic homicides recorded by the police in the three-year period between year ending March 2018 and year ending March 2020. This represents 19% of all homicides where the victim was aged 16 years and over during this period. Of the 362 homicides, 214 (59%) were female victims who were killed by a partner or ex-partner. In contrast 33 (9%) were male victims who were killed by a partner or ex-partner.[12]

Nationally the number of rape and sexual assault offences recorded by the police is as follows; rape of a male aged 16 years and over that is non-domestic abuse related 2,266, with 311 domestic abuse related. Sexual assault on a male aged 13 years and over is 4,569 that is non-domestic abuse related and a further 748 which is domestic abuse related.

---

11 https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwalesoverview/november2021

12 https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabuseprevalenceandtrendsenglandandwales/yearendingmarch2021

UNDERSTANDING HETEROSEXUAL MENS EXPERIENCES OF DOMESTIC ABUSE

Hines and Douglas found that many of the heterosexual men who sustained very serious forms of domestic abuse advised that they remained in the relationship because of a psychological investment to their family and children and an emotional commitment to their relationship[13]. However, Hogan et al. discuss a number of various other social realities which serve to silence the male victim and render them more likely to stay in an abusive relationship. They emphasise the societal expectation that men should be able to look after themselves and not fall foul to victimisation of any kind, resulting in disclosure becoming even less likely for males than it is for females[14]. In fact, the gendered role expectation that a man should be in control physically, financially and emotionally, which may be attributed to the distorted behaviours of many male domestic abuse perpetrators can equally be the gendered role expectation which inhibits male victims from coming forward[15]. Men are also less likely to identify themselves with a victim status or classify the behaviours occurring within the relationship as abuse. Research conducted by Gadd et al. reported that only a third of the abused men surveyed identified as a victim, as opposed to nearly four fifths of the abused women. The researchers also found that men were less likely to state that they felt fearful in their own home, with just 2 per cent of the male participants expressing this fear in comparison with 15 per cent of the women. However, this lower rate for males may again be due in part to a greater reluctance to be publicly associated with characteristics of emotional distress and may not reflect many of the men's true experiences[16].
It is of significance when exploring safe accommodation needs that Dempsey found that male victims reported less issues of financial dependency[17], but many had concerns for their children's welfare. An anxiety that they would not be able to see their children following a separation also prevailed in male victims' decisions to stay with their abusive female partners.

Research suggests, that men are far less likely to be seriously injured by a female perpetrator and this is also reflected in the comparative figures for the number of men and women killed by their current or previous heterosexual partner, as noted by the ONS statistics previously[18]. However, female perpetrators are more likely to use a weapon[19], in 54 per cent of cases[20].

VIOLENCE AND ABUSE PERPETRATED BY FEMALE PERPETRATORS

When considering physical violence female perpetrators are more likely to use accessible weapons rather than physical strength alone, this might include boiling water, mobile phones, knives and household objects. In other categories of abuse we see the weaponisation of toxic masculinity.

Coercion, intimidation & threats

- Threatening him with violence if he doesn't do what the perpetrator wants him to do or if he does things the perpetrator doesn't want him to do

[13] Hines, D. A. and Douglas, E. M. (2010) 'A closer look at men who sustain intimate terrorism by women' Partner Abuse, 1 (3): 286-313.
[14] Hogan, K. F., Hegarty, J. R., Ward, T., Dodd, L. J. (2012) 'Counsellors' experiences of working with male victims of female-perpetrated domestic abuse' Counselling and Psychology Research 12 (1): 44-52.
[15] Tsui, V., Cheung, M., and Leung, P. (2010) 'Help-seeking among male victims of partner abuse: Men's hard times' Journal of Community Psychology 38 (6) 769-780.
[16] Gadd, D., Farrall, S., Dallimore, D., Lombard, N. (2003) 'Male victims of domestic violence' Criminal Justice Matters 53:1, 16-17.
[17] Dempsey, B (2013) Men's experience of Domestic Abuse in Scotland. What we know and how we can know more Edinburgh: AMIS.
[18] Gadd, D., Farrall, S., Dallimore, D., Lombard, N. (2003) 'Male victims of domestic violence' Criminal Justice Matters 53:1, 16-17.
[19] Hester, M. (2009) Who does what to whom? Gender and Domestic Violence Perpetrators.
[20] Drijber, B. C., Reijnders, U. J. L., Celeen, M. (2012) 'Male Victims of Domestic Violence' Journal of Family Violence (2013) 28: 173-178.

- Threatening him by calling the Police or Children's Services and allege that he is the primary perpetrator
- Threatening him with other legal proceedings
- Denying him access to medical care or medicine(s)
- Damaging property
- Telling him nobody will believe him because he is a man
- Threatening him with objects or weapons
- Threatening to not allow child contact if he leaves
- Denying him sleep or attacking him when he sleeps

Emotional abuse

- Putting him down and made to feel bad about himself
- Calling him names, often those used to describe women or gay men
- Playing mind-games with him
- Humiliating him
- Making him feel guilty and to blame for abuse
- Giving him 'the silent treatment', or ignoring him
- Telling him he is crazy or mad
- Telling him that he is not the father of their child(ren)

Sexual abuse

- Coercing him in to having sex or perform sexual acts or threatening overtly into sex
- Coercing him into using objects
- Coercing him or pressuring into sexual acts that he does not want
- Coercing him or pressuring him into having unsafe sex
- Ridiculing his sexual performance or behaviour
- Putting his sexual performance down in front of others
- Being forced to participate in sex out of fear of being 'punished' for refusing
- Being made to participate in sexual activities with others against his will

Physical abuse

- Hitting, punching, slapping or kicking him
- Scratching or biting him
- Hitting him to the genitals
- Hitting with objects
- Attacking him with knives or weapons

Using gender

- Forcing or coercing him into specific responsibilities and activities based on strict traditional gender roles without any negotiation and under fear of consequences of not complying
- Telling him he is not a real man if he does not do certain things or in a certain way

Using isolation

- Controlling him about what he does, who he sees, what he reads, who he talks to
- Restricting his social life, friends or hobbies
- Constantly accusing him of having affairs leading to him ending up afraid to go out or talk to anyone out of fear of the consequences

Using children

- Receiving messages through the children
- Excluding him from activities with children

- Belittling him for attempts to look after the children

Minimising, denial and blame

- Telling him that the abuse didn't happen or wasn't that bad
- Telling him that his injuries aren't serious or that they won't be taken seriously
- Telling him he is responsible for abuse, that he deserved or caused it

UNDERSTANDING LGBT+ EXPERIENCES OF DOMESTIC ABUSE

There's no one proper acronym for the lesbian, gay, bi, and transgender community. Whether it's LGBT+, LGBTQ or LGBTQIA, it's all referring to the same people: the four listed above, plus two-spirited, queer, intersex, asexual, and many more.

The asterisk belongs to Trans. There are many groups who can be referred to as Trans*: transgender, genderqueer, drag queens and kings, non-binary, genderfluid, genderless, agender, non-gendered, third gender, two-spirit, bigender, trans men, and trans women.

There are currently no official ONS statistics reported about experiences of lesbian, gay, bisexual and trans people with domestic abuse that would establish a UK-wide picture. However, research would suggest between 25% to 40% of LGB people report at least one incident of domestic abuse from a partner, a family member or someone close to them in their lifetimes[21]. Trans* people may be at even a higher risk, research suggests between 28% to 80% of trans people had at least one experience of domestic abuse from a partner or a family member[22].

Despite high levels of domestic abuse taking place within the LGBT+ communities it remains acutely underreported and LGBT+ survivors are disproportionally underrepresented in specialist domestic abuse services. For instance, less than 2% of all domestic abuse survivors accessing IDVA services in England and Wales, identify as LGB and/or T 78% of gay and bisexual men and 80% of gay and bisexual women who have experienced domestic abuse have never reported incidents to the police[23].

While there are universal barriers to accessing specialist services, LGBT+ people can face additional challenges which are different to those experienced by heterosexual, cisgender women and men.

UNDERSTANDING THE SUPPORT NEEDS OF MEN

The table below highlights services callers were signposted to from the men's advice line, the national helpline for male victims of domestic abuse. Helpline advisers respond to requests for information and offered specific signposting which might be relevant for the caller. In a few cases, information requested could not be provided because it was not available.

Legal advice, accessing the criminal justice system and accessing a local male domestic abuse service with the most commonly requested forms of help.

1.2% of men wanted information about men's refuges, this could be for a number of reasons, including that there are so few men refuges that the traveling distance required of them put many men off. It could also be that men very rarely want this type of specialist support. It is also suggested that male victims do not perceive themselves to be at great risk at the point of separation as seen with women experiences of domestic abuse.

---

[21] Bachman, C. and Gooch, B. (2017) LGBT in Britain: Health in Britain Report, Stonewall UK, London
[22] Bachman, C. and Gooch, B. (2017) LGBT in Britain: Trans Report, Stonewall UK, London
[23] Bachman, C. and Gooch, B. (2017) LGBT in Britain: Health in Britain Report, Stonewall UK, London

Fig 1: Support Sought from the Men's Advice Line 2014-2019

Services signposted to	Number	% male victims (17,823)
Legal	**4316**	**24.2**
Police	**2836**	**15.9**
Local Male DV service/IDVA	**2232**	**12.5**
Counselling	**2106**	**11.8**
GP	**1638**	**9.51**
Housing	**1136**	**6.4**
Social Services	**502**	**2.8**
Parenting support	**444**	**2.5**
Victim Support	**381**	**2.1**
Immigration	**243**	**1.4**
DVPP/RPL	**233**	**1.3**
Refuge	**221**	**1.2**
Stalking Services	**153**	**0.9**
LGBT	**126**	**0.7**
Debt	**90**	**0.5**
Drug and alcohol	**20**	**0.1**
ISVA	**6**	**<0.01**

MEN'S EXPERIENCES OF ECONOMIC ABUSE AND HOW IT IMPACTS SAFE ACCOMODATION NEEDS

For a majority of men completing the online consultation as well as information gathered from wider pieces of research, including 'Developing a specialist male abuse support service: A research project for Black Country Women's Aid[24]' those responding were in full-time employment. Anecdotally, men's experiences of economic abuse can look somewhat different to that of female victims. Commonly women are isolated in a way that forces them to leave their jobs or remain home to care for children on the command of the perpetrator. Men are more frequently pushed to earn more, take a second job and provide further income for the family[25]. This has a significant impact when exploring the safe accommodation needs of male victims of domestic abuse. It would suggest that men are less likely to present as homeless to the local authority, they are also less likely to access emergency accommodation. It is more common for men to be in a financial position to privately rent accommodation if needed.

However, due to aspects of economic abuse more commonly experienced by all genders many victims are not able to immediately fund the deposit and first month's rent for private rented properties and often benefit from access to a rent deposit scheme. Men were also likely to need financial support to attain white goods and furniture once they had moved into a property.

SERVICE PROVISION FOR MALE SURVIVORS

Equation's Domestic Abuse Service for Men offers free and discreet advice for men in Nottinghamshire and Nottingham who are experiencing domestic abuse. Support includes practical and emotional

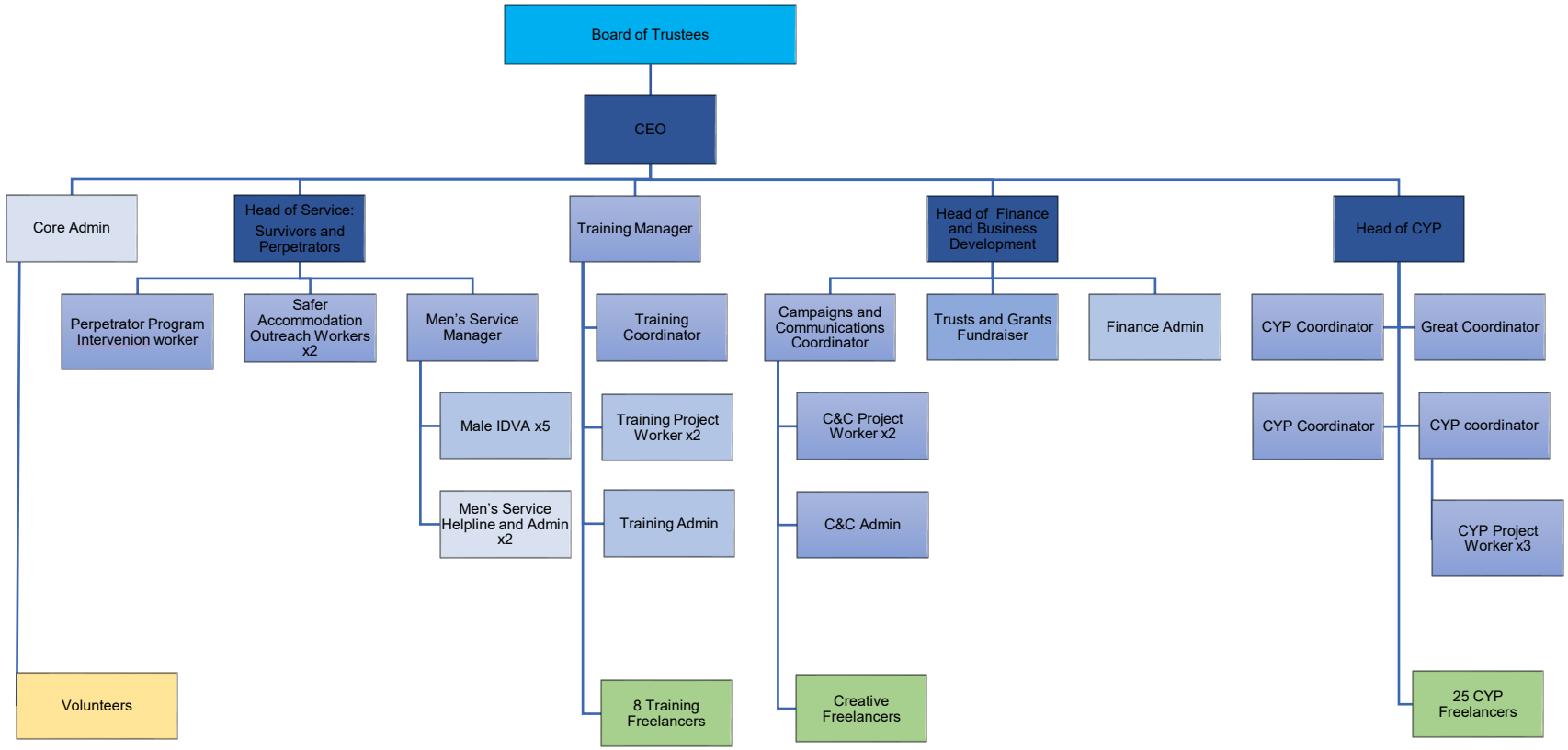
[24] Martin, L. (2019) Developing a specialist male abuse support service: A research project for Black Country Women's Aid

[25] Dempsey, B (2013) Men's experience of Domestic Abuse in Scotland. What we know and how we can know more Edinburgh: AMIS.

assistance, and signposting to other specialist services such as counselling or housing. The service is commissioned to support men aged 18 and over living in Nottinghamshire, and 16 and above living in Nottingham. The service offers a freephone helpline which runs Monday to Friday from 9:30am until 4:30pm.

Organisation Structure

Fig 2: Organisation Structure Equation March 2022



The following data was collated from referrals made to the service for long term work between 1st March 2021 and 1st March 2022;

Fig 3: Organisation Data Equation March 2022

	County	City
Total Number of Referrals	485	286

Age

Age	County %	City %
18 - 24	11.57	14.29
25 - 34	19.83	17.86
35 - 44	22.31	21.43
45 - 54	17.36	21.43
55 - 64	14.88	15.48
65 - 74	9.09	3.57
75 - 84	4.96	4.76
85 - 94	0	1.19

Gender Identity

Gender	County %	City %
Don't Know	2.48	1.19
Female	1.65	2.38
Male	95.04	95.24
Non binary	0.83	1.19

Gender Identity the Same as that Assigned at Birth

Transgender	County %	City %
Missing Data	0.83	1.19
Don't Know	38.02	29.76
Yes	57.02	66.67
Not Asked	2.48	1.19
No	1.65	1.19

Sexual Orientation

Sexual Orientation	County %	City %
Missing Data	1.65	1.19
Bisexual	0	1.19
Don't Know	33.88	25.00
Gay	7.44	5.95
Heterosexual	53.72	61.90
Not Asked	1.65	3.57
Other	0.83	0
Pansexual	0.83	1.19

Accommodation Type

Accommodation type	County %	City %
Missing Data	6.61	14.29
Don't Know	52.07	33.33
Hostel	0.83	1.19
LA General Needs	6.61	16.67
Living with Family / Friends	6.61	4.76
Mobile Home / Caravan	0.83	0
Owner Occupier	11.57	5.95
Private Sector	7.44	10.71
Rough Sleeper	0.83	0
Social housing	1.65	2.38
Sofa Surfing	0	1.19
Student Accommodation	0	1.19
Supported Housing	1.65	3.57
Temporary Accommodation	0.83	4.76

Housing Need

Housing Need	County %	City %
Housing (any need)	53.33	46.67
Emergency accommodation / refuge	5.00	15.56
Home security	10.00	13.33
Homelessness through DV	33.33	24.44
No Housing Needs	46.67	42.22
Resettlement	11.67	8.89
Support maintaining tenancy	3.33	0

CONSULTATION WITH PROFESSIONALS

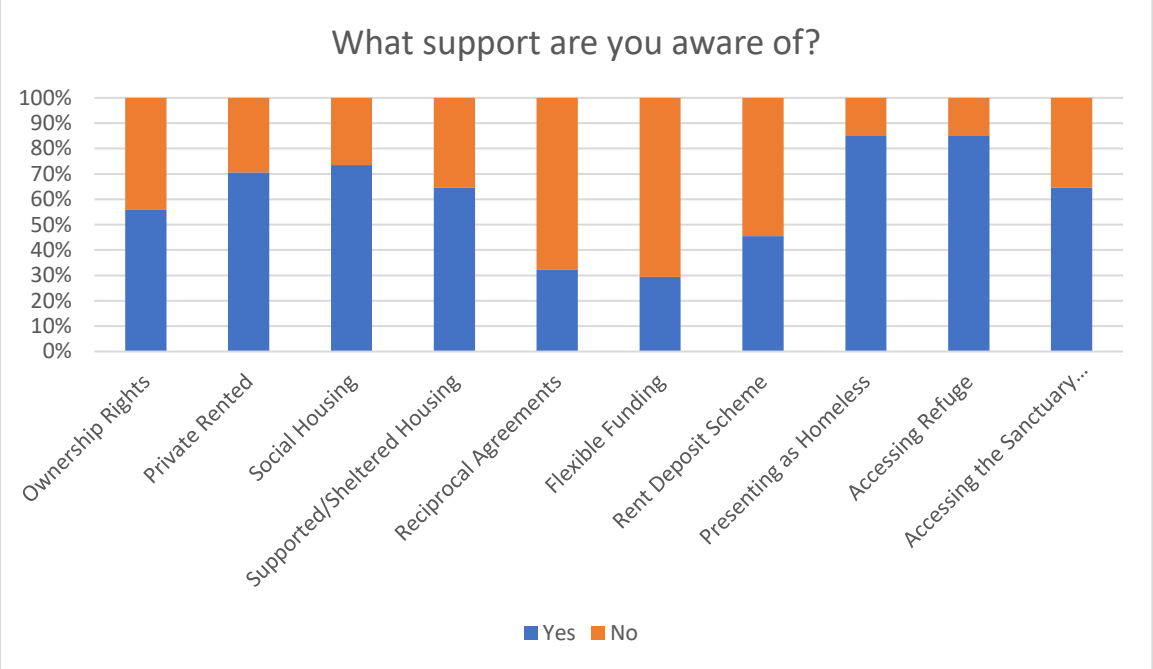
Professionals understanding of Safe Accommodation

Professionals from across the County were invited to take part in an online consultation to share their knowledge and experiences of the safe accomodation needs of survivors of domestic abuse. 36 professionals responded to the survey.

It was evident that knowledge of measures to support survivors of domestic abuse varied from organisation to organisation. Some who were aware of the various measures available did not know how to access the provision. In hindsight it would have been beneficial to ask about these areas in relation to the gender of survivors acknowledging that access to Flexible Funding and refuge for male survivors might be more inaccessible.

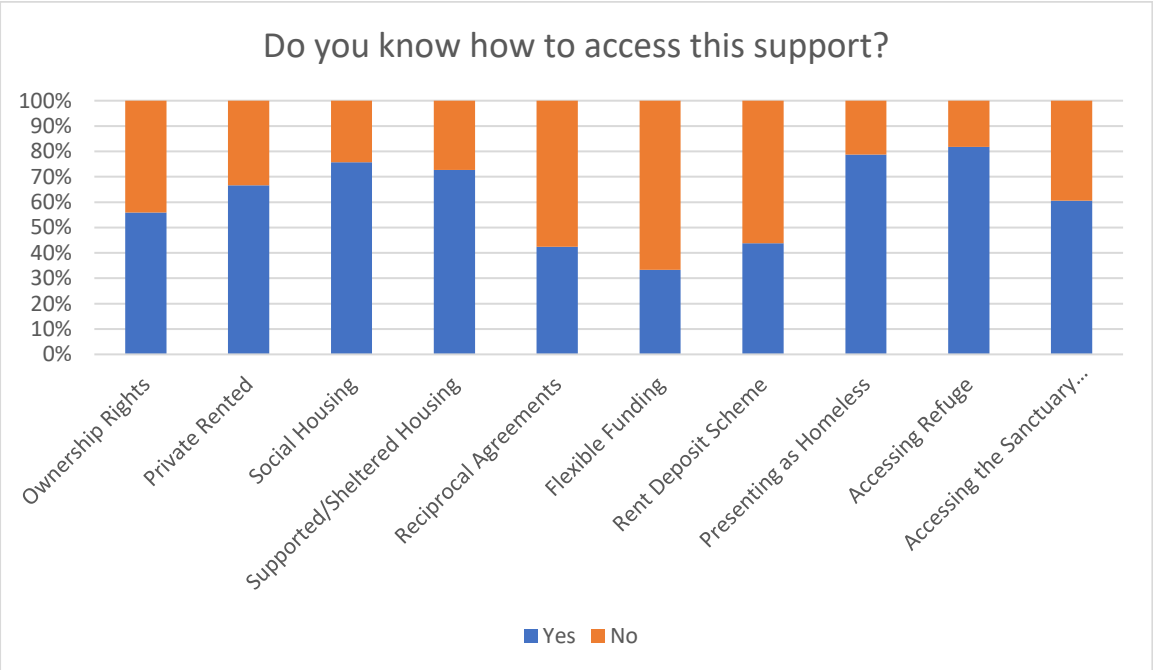
The tables below highlight what measures professionals were aware of and if professionals were aware of how to access them. It is recommended that additional training and awareness of the measures available for survivors of domestic abuse is provided across the county, however it is acknowledged that this might vary from District and Borough.

Fig 4: What safe accommodation support are you aware of in your area?



When asked if they knew how to access support, professionals responded:

Fig 5: What safe accommodation support are you aware of in your area?

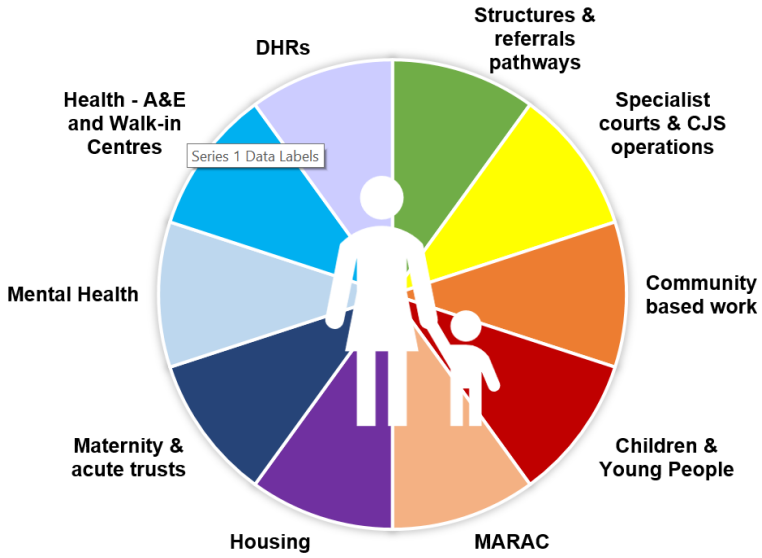


The views and experiences of professionals who responded to the online survey and those interviewed for the review have been incorporated into the body of this report.

The Coordinated Community Response Model

"The Coordinated Community Response enables a whole system response to a whole person. It shifts the responsibility for safety away from individual survivors to the community and to services existing to support them." *Standing Together Against Domestic Abuse 'In Search of Excellence' (2020)*

Fig 6: Partners included in the Coordinate Community Response Model



The Coordinated Community Response (CCR)[26] enables a coordinated, whole system response to domestic abuse, with all partner agencies working together to reduce risk and harm to survivors and children, hold perpetrators to account and presents a strong, internationally recognised approach for the delivery of domestic abuse responses in local communities. Development of this approach will achieve the following benefits for Act implementation:

- Support partners with individual duty implementation
- All partners understand implications of the Act
- Linkages / implications for all partners are identified
- Strategic / operational changes are identified and responded to effectively
- Risk is shared and managed
- Resources across the partnership are maximised
- Resourcing decisions are intelligence led
- Achieve wider, long-term benefits for the partnership that extend beyond the implementation of the Act, such as reductions in risk and harm, improved efficiencies and resulting cost savings.

There are concerns that risk is not shared and managed appropriately. As part of this report a request was made to observe a MARAC in each area to explore the effectiveness of housing actions. The response from professionals overseeing the MARAC was varied and deemed by one area as inappropriate. It was also recognized whilst conducting this report that staff were not allowed to shadow colleagues at a particular MARAC. Shadowing is encouraged by SafeLives to improve the skill sets of new staff. It is acknowledged that a MARAC review is taking place which might create space to address some of these concerns.

[26] https://www.standingtogether.org.uk/blog-3/in-search-of-excellence

Improving the Coordinated Community Response (CCR):

There are components of the CCR Model which can be strengthened in Nottinghamshire. This is particularly seen in relation to Survivor Engagement (component 1), Intersectionality (component 2), Shared vision and Objective (component 3), and Data (component 11). Nottinghamshire is to consider the following recommendations in relation to the CCR:

Survivor Engagement:

- All stages of service development, design, delivery, and evaluation should be informed by survivor experience and engagement, ideally using co-production approaches.
- Attention should be paid to ensuring a diversity of survivor voices are heard. Specialist services are one way to ensure voices are heard, but not the only way.
- Survivors should be consulted across a range of mediums including regular focus groups, surveys, anonymous forums, survivor meetings and attendance at strategic partnership meetings.

Intersectionality:

- Intersectionality should be treated as a true priority. This means being flexible and learning to meet the specific needs of the different communities locally, recognising difference and diversity in reality. Make sure this is a practical approach – for example, when commissioning services consider who would be the last person to access them; when engaging with a sector or community, think about who is not at the table.
- Staff and volunteers at all levels should be given appropriate and comprehensive capacity building to ensure a better understanding of intersectionality, and training to address racist and cultural assumptions and uncover systems of power and privilege, all of which have an impact on the ways services are designed and delivered.
- Engagement with 'by and for' and community groups can help to greater understand the local population, survivor's help seeking methods, and barriers to accessing support.

Shared Vision and Objective:

- A shared vision which goes beyond deliverables and data and which is based on shared ethos and outcomes. For example, the need to be gender-informed, trauma-informed, and intersectional.
- A shared theory of change for all partners to be able to effectively engage with developing the vision.[27] A theory of change is a useful tool for areas to describe the need you are trying to address, the changes you want to make (your outcomes), and what you plan to do (your activities). The approach can be used for organisations working across partnerships and helps organisations and partnerships to improve its strategy, measurement, communication, and partnership working. It also establishes a shared understanding of DA/VAWG, what best practice looks like, and what effective partnership response looks like.

Data:

- Map existing data collection within agencies and assess that alongside what data the wider partnership needs and what the data collected will be used for.
- Look to specialist services as experts in data collection and monitoring and evaluation within your CCR.
- Ensure every partner is clear on what data they should be collecting, why and what it is used for, including enabling the partnership to show the value of the work it does, in order to secure future funding.

[27] NPC, Theory of change -practical guide, https://www.thinknpc.org/resource-hub/creating-your-theory-ofchange-npcs-practical-guide/, accessed October 2020

A WHOLE HOUSING APPROACH

A needs assessment has been undertaken looking at the current safe accommodation offer for male survivors in Nottinghamshire and the gaps and needs. The new duty will cover the provision of support to all victims and their children residing in some/all of the following:

- Refuge accommodation.
- Specialist safe accommodation.
- Dispersed accommodation.
- Sanctuary schemes.
- Move-on or second stage accommodation.

The review of provision and the recommendations in this report have drawn on the Whole Housing Model[28] which endeavors to improve the housing options and outcomes for people experiencing domestic abuse so that they can achieve stable housing, live safely, and overcome the abuse and its harmful impacts. The model consists of 14 elements, and although some of these fall outside of the requirements of the Domestic Abuse Act, this report draws on the wider learning of the model to support Nottinghamshire to meet the new duties. The Whole Housing Approach is referred to within the draft statutory guidance as a form of other safe accommodation. The structure is in line with the Whole Housing Approach Toolkit.[29]

Nottinghamshire County Council is currently working with Standing Together to implement the Whole Housing Approach. The Whole Housing Approach (WHA) is a framework for addressing the housing and safety needs of 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.

Central to the effective provision of a WHA is the role of the WHA Coordinator who ensures these initiatives are delivered in a safe, consistent, and coordinated way. The provision of specialist domestic abuse services is also essential for providing critical advocacy and support for survivors in accessing these options and initiatives.

The WHA mission is to:

- Improve access to safe and stable housing across all housing tenure types (social, private rented and private ownership). It considers the need for move on from refuge services and other types of temporary or emergency accommodation into more settled housing and;
- Ensure access to a range of housing options and initiatives tailored for domestic abuse, giving choice for people experiencing domestic abuse to relocate or remain in their existing accommodation.
-

Its key aims are to:

- Create earlier identification and intervention for domestic abuse through mobilising social and private landlords and key institutions involved in private ownership
- Reduce the number of people who are made homeless as a result of domestic abuse
- Increase tenancy sustainment options so that people experiencing domestic abuse can remain safely in their home when it is their choice to do so or do not lose their tenancy status if they relocate. This includes social housing landlords taking action to remove perpetrators from properties through enforcement and positive engagement activities.

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

- To bring together the housing and domestic abuse sectors through a **Coordinated Community Response (CCR)** to keep victim/victims safe and hold abusers to account

Fig 7: Whole Housing Elements



Refuge

Refuge services are an established, essential element in delivering support to the most vulnerable victims of domestic abuse who are no longer safe at home. A refuge service provides holistic, specialist support to meet the needs of victims and their children in a supportive, safe, and secure environment. Nationally there were 281 refuge spaces available for men, 23 for men only and 258 for either men or women. Although the number of spaces for men only has fallen by one space since May 2020, the overall number of spaces which men can access (because they are available to both men and women) has gone up significantly by 100 spaces, which represents a 55.2% increase. We have also seen an increase in most other service types provided for men, continuing a trend for service provision for men overall rising year on year[30].

Helpline data from the Men's Advice Line, the national helpline for men run by Respect[31], concluded from 17,823 male victims it seemed 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. It is noted that very few of the men contacting the Men's Advice Line were looking for a space in a refuge (only 1.2% of 17,823 male helpline callers were signposted to refuge services) and that the most common forms of help requested were legal advice, help in accessing the Criminal Justice System and accessing a local male domestic abuse service[32].

The SafeLives DASH Risk Assessment[33] is used universally to assess risk of serious harm and domestic homicide in cases of domestic abuse. In its very nature the risk assessment looks to identify risk of physical harm. Many heterosexual men report a significant reduction in risk of physical harm post separation[34] which reduces the requirement for refuges specifically for male victims. However, as that is not the case for all male victims it is recommended that a proportion of new refuge provision commissioned is dispersed units which could be accessed by survivors of all genders. In line with the report produced by Val Lunn it is recommended that these units are appropriate to house victims with multiple complex needs.

A total of 5% of men accessing Equation looked to access emergency accommodation or refuge. Many of these men were placed in hostels such as the YMCA hostels in Mansfield or Nottingham. For these men this provision commonly increased their vulnerability, with a large number of those placed in this accommodation being under 25 and often having at least 2 protected characteristics. Service users reported experiencing homophobia, feeling threatened by other residents with poor mental health and/or substance use and raised that it increased the risk of them returning to the perpetrator.

In conversation with male refuges across the UK it is evident that men are more likely to access refuge as respite with information gathered from several refuges stating that most men remain at the refuge for an average of two weeks. There were often outliers of men residing for up to 6 months but refuges reported often having 'voids' or empty bed spaces which proved costly. this supports an argument for dispersed units that can be occupied by any gender which could reduce the amount of time units are not occupied.

---

[30] Women's Aid. (2022) *The Domestic Abuse Report 2022: The Annual Audit,* Bristol: Women's Aid.

[31] www.respect.uk.net

[32] Martin, L., (2019) Working with Male Victims Toolkit, Respect

[33] https://safelives.org.uk/sites/default/files/resources/Dash%20for%20IDVAs%20FINAL_0.pdf

[34] Bates, Elizabeth (2019) "I am still afraid of her": men's experiences of post- separation abuse. Partner Abuse, 10 (3). pp. 336-358.

'I was sent to a refuge in Derbyshire, it was really remote and totally different to the life I was used to, I thought it would be ok but I couldn't stick it out, I'd rather be at home in danger than in the middle of nowhere.'

Victim

Gaps/Needs:

- Limited countywide provision for victims with multiple complex needs.
- No provision for adult male victims.
- No provision LGBT+ victims.

Recommendations:

- Any new refuge provision should include some units of dispersed accommodation to accommodate male, Trans* and Non-Binary survivors.
- Location should be considered to ensure access to relevant services and reduce the risk of isolation or further abuse or anti-social behaviour.
- To review how the needs of survivors experiencing multiple disadvantage are met in refuges, particularly those who have mental health needs and substance use.

Social Housing

Social housing is defined as either council housing or housing association stock. These homes offer lower rent than in the private sector with tenancies issued for longer periods. The housing management functions of social housing providers brings them into contact with people on a regular basis through estate and tenancy management, repairs and maintenance services and rent collection and management of arrears. This also includes safeguarding responsibilities and tackling antisocial behaviour. As domestic abuse intersects with both, housing providers have a key role to prevent harm to victims and their children, and for taking action against perpetrators. Nottinghamshire County Council is non-stock owning and do not provide social housing. However, local District and Borough Councils have a varying amount of housing stock.

A number of registered social housing providers are also in place in Nottinghamshire. Providers include Metropolitan Housing Association, Clarion Housing, Stonham Housing Association, Tuntum Housing Association, Hanover Housing Association, Nottingham Community Housing Association and YMCA Housing. There are currently no Domestic Abuse Housing Alliance (DAHA) accredited services in Nottinghamshire.

On average two women are killed by their partner or ex-partner every week and one man killed by their partner or ex-partner every three weeks in England and Wales and 75% of homicides take place inside the person's home.[35] Housing providers can help in the prevention of further homicides by spotting the signs of domestic abuse and creating earlier intervention.

[35] ONS (2016) Compendium – Homicide (average taken over 10 years). Retrieved from https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2015/chapter2homicide Ingala Smith, K. and Women's Aid (2017) The Femicide Census Report

The nature and scope of duties owed by local authorities to homeless households changed considerably with the introduction of the Homelessness Reduction Act (2017) (HRA), which came into force in 2018. Whereas previously local authorities only had statutory duties towards households that were classed as being in "priority need" because, for example, they contained children or a pregnant woman, the HRA puts the following duties on local authorities:

Prevention Duty: Local authorities owe prevention duties to help stop households at risk of homelessness losing their accommodation.

Relief Duty: If a household is homeless, the local authority owes them a relief duty to help a homeless applicant secure accommodation and to provide interim accommodation for those in priority need whilst it does this.

Main Duty: The Main Duty assessment comes into effect when the relief duty has failed and accommodation has not been secured and involves the authority determining whether or not an applicant is in priority need, intentionally homeless and has a local connection to its area, however victims of domestic abuse are exempt from requiring a local connection.

In 2020-2021, one in ten homeless applications in Nottinghamshire were the result of domestic abuse[36]. In three Districts, domestic abuse was either the second or third most common cause of homelessness.

Client A was referred to the Safe Accommodation Outreach Service by Housing Aid. He needed support in accessing temporary or supported accommodation whilst looking to access longer term accommodation in the private rented sector or attaining social housing.

Client A had been sofa surfing and had purchased a takeaway with the little money he had as a 'thank you' to his host. When this was disclosed to the Housing Officer Client A was informed that by demonstrating he had enough money for a take away he didn't need housing support and the duty was discharged.

Client A required additional support around his sexual orientation. This influenced his risk of domestic abuse but he also had concerns of how this would be perceived in a male hostel.

Case Study A

Retrieved from: www.womensaid.org.uk/home-isnt-always-place-safety-femicide-census-report-2016-published/

[36] A total of 2,476 applications were received across the seven Districts. Of these, domestic abuse was the primary cause of 229 applications.

Fig 8: Domestic Abuse Homeless Applications by District (All Genders)

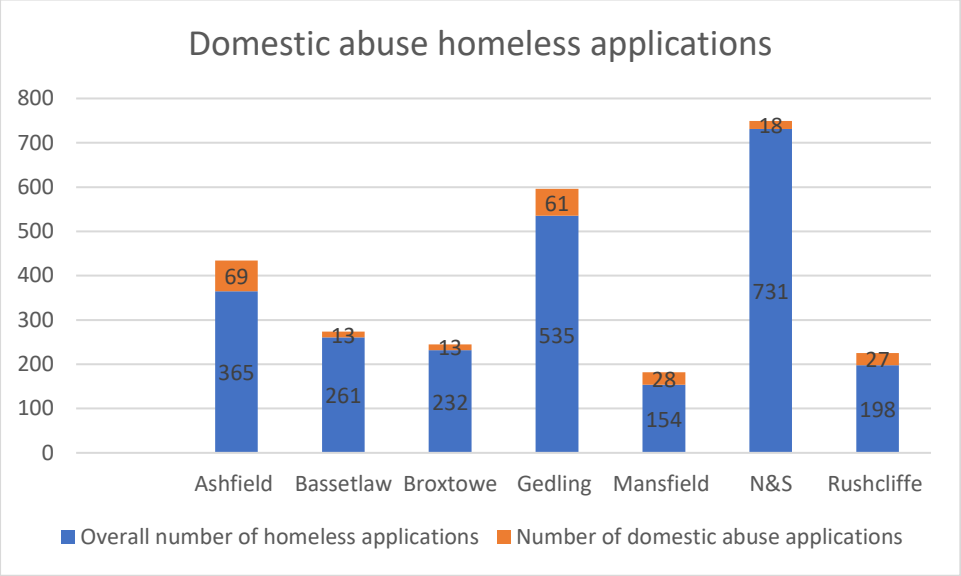


Fig 9: Homelessness and Rough Sleeping Data 2020/21

District	Number of Men Presenting as Homeless April 2020-March 2021	Total number of people sleeping rough Autumn 2021[37]
Ashfield	No data available	6
Bassetlaw	1	17
Broxtowe	No data available	No data available
Gedling	4	0
Mansfield	2	10
Newark and Sherwood	No data available	7
Rushcliffe	4	No data available

In terms of rough sleepers for England as a whole, the number of people estimated to be sleeping rough on a single night in autumn has fallen for the 4th year in a row from its peak in 2017. At the same time, the number of people estimated to be currently in emergency accommodation has fallen by over half on the same period last year. MHCLG estimated a snapshot of 50 people sleeping rough on the street on any night in Nottinghamshire in Autumn 2021.[38] Most people sleeping rough on a single night in autumn were male. In 2021, there were 2,080 men (85 % of the total) and 320 women (13 % of the total) sleeping rough on a single night in autumn. Gender was 'Not known' for 40 people (2 %). The gender breakdown of people sleeping rough was similar across all regions in England and was similar to previous years. Nationally, data suggests 14.3% of those presenting as homeless are doing so having experienced domestic abuse.

[37] Roughsleeping Snapshot in England: Autumn 2021- tables https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1056209/rs_statistics2021.xlsx

[38] Roughsleeping Snapshot in England: Autumn 2021 https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021

Emergency accommodation tends to be nightly paid accommodation which can be a mixture of en-suite hotel rooms, bedsit in annex buildings and completely self-contained flats & houses (for families). In line with the DA Act, this type of accommodation can no longer be deemed suitable for victims of domestic abuse.

> *'I was told that I wasn't a priority need because I was a single man with no dependents. I spent two nights sleeping in a park before being given a place as a hostel. It was better than the park, but I couldn't cope with staying there for too long.'*
>
> Victim

Each District and Borough Council holds its own Housing Strategy, some make reference to domestic abuse within the strategy though few provide actions in their action plan to address domestic abuse. Most refuge residents occupy on a 6-month fixed-term license. As it is inevitable that residents will be required to move-on from the refuge service, it is in everyone's interest for the local authority to engage with the resident long before they are required to leave. In order to do so the Housing Options Team should work with the refuge service to see if they want Housing Options Team to deliver regular advice sessions for residents. Residents will receive earlier assistance with finding alternative suitable accommodation, including those that do not have a priority need. It also helps victim/victims to make informed and realistic decisions about their housing and gives them more time to consider their options.

It is often the case that victims lose their security of tenure as a result of leaving council or housing association accommodation due to domestic abuse. A victim in these circumstances can make a homeless application but this will not preserve their security of tenure. Housing Options Team and refuge services are therefore advised to pursue options that preserve the victim's security of tenure. Victims who pay rent through housing benefit can be advised and supported to apply for dual housing benefit to cover their rent and refuge at the same time. These should be considered from the beginning of their stay at the refuge service as more time is likely to increase the chances of a successful outcome.

Gaps/Needs:

- Nottinghamshire County Council is continuing to work with Districts and Boroughs to offer new homes.
- Numbers of larger sized properties are limited.
- There is limited housing data on domestic abuse prevalence and need.

- Consultation with victims found that housing staff lacked an awareness of domestic abuse, particularly coercive control, and economic abuse.

Recommendations:

- Consider all social housing providers achieving DAHA accreditation.
- A range of housing providers and professionals to attend national DAHA workshops.
- Explore what provision could be introduced to manage perpetrators risk and remove onus in bringing change from victim/survivors.

Supported / Sheltered Housing

Supported housing exists to ensure that people with additional support needs can lead healthy and fulfilling lives within their own homes and communities. Supported or sheltered accommodation includes shelters or hostels and supported housing. The accommodation is usually purpose-built and has staff onsite. Supported/sheltered housing is usually provided for people who have support needs, including older people, disabled people, people with alcohol or substance use problems, people who have experienced homelessness, people with mental health support needs, as well as people who have fled domestic abuse. The level of support varies according to the needs of its residents.

Nationally, there is limited data indicating how many victims of domestic abuse are living in supported housing, with underreporting likely. For example, Homeless Link data reports that 6% of residents in homelessness accommodation are victims affected by sexual or domestic violence.[39]

Supported housing providers have opportunities to get to know their residents in ways that are not always possible in a general needs setting. Through the provision of support and care services, supported housing staff can establish a trusting relationship with residents, providing a unique opportunity to recognise and respond to domestic abuse that would otherwise be hidden. Supported housing services also hold responsibility for safeguarding residents with care and support needs. The statutory guidance accompanying the Care Act 2014 includes domestic abuse as a named type of abuse. Recognising and responding to domestic abuse is a key part of safeguarding practice.

There are currently 12 extra care housing schemes in Surrey which are provided by either registered housing associations or local housing authorities and offer affordable accommodation with care and support to vulnerable and older people.

[39] Homeless Link (2019) Support for single homeless people in England: Annual Review 2018. Retrieved from https://www.homeless.org.uk/facts/our-research/annual-review-of-single-homelessness-support-in-england

Client B, aged 42, was referred from Framework. He had fled his home after experiencing abuse from his brother. He had temporarily placed himself in a hotel where he was located by his brother.

Client B was looking to access refuge and a place was found in Birmingham. The caseworker raised concerns around Client B's mental health and the impact on relocating area might exacerbate this, however this was overridden by Client B's Mental Health Worker.

Once he had moved in to the refuge it was clear staff weren't able to meet the needs of the client and his mental health began to decline.

Framework were able to locate more suitable temporary accommodation and continue to support him with his mental health needs.

Case Study B

Work is currently taking place with the market to develop the number needed in the longer term. Analysis projects an estimated minimum of 2,030 additional units of housing with care will be required across Nottinghamshire by 2025. The Council is not, however, the only provider of such schemes, for example, private housing developers offer a range of retirement options for people to buy. The assumption has therefore been made based on current provision, that 50% of this total demand will be for nomination units for people with care and support needs for whom the Council is required to fund care and support i.e. 1,015 new housing with care nomination places by 2025 for use by the County Council[40].

Gaps/Needs:

- There is a need to better understand the prevalence of domestic abuse amongst service users who need supported housing.
- There is no accommodation service commissioned for male victims with multiple disadvantage.

Recommendations:

- When commissioning supported housing services, ensure awareness of domestic abuse is reflected within service design, e.g. make it a contractual requirement that the provider trains all staff on domestic abuse, including training tailored to the specific client groups.
- Work in partnership with domestic abuse, disability, mental health, and substance use organisations to share learning with each other and to involve disabled victims in service development.

[40] Nottinghamshire Older Persons' Housing with Care Strategy 2018-2025

Private Rented Sector (PRS)/Privately Owned

Private Renting is defined as either a room or dwelling that is rented or let by a private individual or a business, as part of a commercial operation[41] and Privately Owned is anyone who owns their own home, whether they have a mortgage or own the property outright[42].

Private rents charged across Nottinghamshire are somewhat varied, with areas closer to Nottingham being far higher especially compared with Council or Housing Association Rents and so low-income working families in the private rented sector can be disadvantaged by this difference.

Rental prices and spread of rents tended to be higher in the East and the southern regions of England than in the Midlands and northern regions. The median monthly rent was highest in London at £1,425, which is £525 higher than the next largest median monthly rent, which was £900 in the South East. The median monthly rent for the North East was £495; this is the lowest of all regions.

The table below highlights the median monthly rent for each District and the average house cost for the financial year 2019-2020.

Fig 10: Median Monthly Rent and Average House Price per District 2019/20

District or Borough	Median Monthly Rent[43] (£)	Average House Price[44] (£)
Ashfield	500.00	150,133
Bassetlaw	525.00	160,146
Broxtowe	600.00	196,542
Gedling	675.00	195,603
Mansfield	495.00	142,664
Newark and Sherwood	550.00	185,649
Rushcliffe	700.00	292.424

Research highlights that victims who can't find £100 at short notice are 3.5 times more likely to experience economic abuse. In addition, across England, average rents take 28% of men's median earnings and 43% of women's[45]. Without access to the economic resources required to leave and live independently, victims stay with abusers for longer and experience more harm as a result.[46] Domestic abuse is just as prevalent in the Private Rented Sector (PRS) as any other tenure of housing, yet the sector to date has largely been overlooked in terms of its role in responding to abuse. There is currently no legal requirement for private landlords to act or report domestic abuse, however where

[41] https://www.dahalliance.org.uk/media/10652/6_-wha-private-rented-sector.pdf
[42] https://www.dahalliance.org.uk/media/10653/7_-wha-privately-owned-housing.pdf
[43] https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/privaterentalmarketsummarystatisticsinengland/april2019tomarch2020#local-authority-analysis
[44] https://landregistry.data.gov.uk/app/ukhpi/browse?from=2019-07-01&location=http%3A%2F%2Flandregistry.data.gov.uk%2Fid%2Fregion%2Frushcliffe&to=2020-07-01&lang=en
[45] https://www.dahalliance.org.uk/media/10651/5_-wha-social-housing.pdf
[46] Walby, S. (2004) The Cost of Domestic Violence. London: Department of Trade and Industry, Women and Equality Unit.

children, young people and vulnerable adults are affected or it's suspected that such persons are being affected by domestic abuse, action can be taken as part of the local authority's safeguarding procedures.

National research highlights that homeowners making up 47% of all victims in England and Wales in 2018[47] Home owners are generally not prioritised for social housing which places barriers to victims of domestic abuse accessing safe accommodation. As previously mentioned, male victims are more likely to be owner occupiers or in private rented accommodation. Findings from the professionals consultation highlights that many professionals did not know the rights of owner occupiers or of tenants of private landlords and would not know where to signpost them to.

There is no dedicated team or professional responsible for working with privately owned sector, although outside of the scope of the Domestic Abuse Act, there is an opportunity to develop the Whole Housing Approach to better meet the needs of this cohort.

> *'I had told my landlord that (my ex-partner) had been violent and that they had now moved out the property. My ex had contacted the landlord asking for half of the deposit money… they hadn't paid it, I had… my landlord didn't know what to do.'*
>
> Victim

Gaps/Needs:

- There is a need to better understand the journey of victims of domestic abuse who are in private rented/owner occupied properties.
- There is a need to better understand of the accessibility of 'safe accomodation' and support within safe accommodation for victims in the private rented sector.
- There is a need for supporting private rented sector landlords and letting agents to improve their domestic abuse response.
- Stronger pathways needs to be established to work with these service users to reduce the risk of homelessness.

[47] MHCLG (2020) English Housing Survey: Headline report, 2018-19. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/860076/2018-19_EHS_Headline_Report.pdf

Recommendations:

- Explore how provision can be adapted to better suit the needs of owner/occupiers.
- Additional training should be provided on civil remedies that might increase safety of owner occupiers such a Non-Molestation Orders and Occupation Orders.
- Facilitate further exploration and promotion of rent deposit guarantee schemes.
- Work in partnership with domestic abuse organisations to share learning with each other and to involve victims in service development.
- Support private rented sector landlords and letting agents to improve their domestic abuse response and to increase uptake of Sanctuary Scheme in private rental properties. This should include support in accessing training as well as information sharing on the Sanctuary Scheme.
- Survivors in private rented accommodation should be given additional support to remain in the property if it is safe to do so through the use of Transfer of Tenancy Orders, additional safety measures and access to discretionary funds where possible.
- Survivors in private rented accommodation should be given additional support to remain in the property if it is safe to do so through the use of Transfer of Tenancy Orders, additional safety measures and access to discretionary funds where possible.

Co-located Advocacy / Mobile Advocacy

Co-located advocacy refers to delivery of a service from the office of a local authority housing options team, offering direct support to survivors who present as homeless due to domestic abuse and a mobile advocacy service offers direct support to survivors in a range of community settings, or the service may come to the survivor in their home or venue of their choosing.

Nottinghamshire is currently working to embed Safe Accommodation Advocates within housing, for those that are currently in post it has, anecdotally, improved the response for survivors of domestic abuse. It is now nationally commonplace for domestic abuse co-location models to exist in housing. Research highlights that 85% of survivors sought help on average five times from professionals in the year before they got effective support to become safe.[48] A co-located housing advocate is able to provide the following support:

- Offer advice and information on the full suite of housing options available
- Support housing staff with housing duties relating homelessness prevention, relief, and other main duties
- Take referrals from the housing service and offer direct advice and support to as many victim/survivors as possible, within limits of an agreed caseload

[48] SafeLives (2015) Getting it right the first time. http://safelives.org.uk/sites/default/files/resources/Getting%20it%20right%20first%20time%20-%20complete%20report.pdf

- Advocate on behalf of survivors with housing staff for accommodation, including temporary accommodation, private rented and social housing
- Explore and search for a refuge space if suitable and if this is what the survivors wants. This will be offered amongst the full suite of housing options available
- Use risk assessment tools, such as the DASH risk indicator checklist to gather information about safety needs and risks to inform safety planning
- Share information and make referrals where necessary (i.e., to MARAC if high risk) for survivors they have spoken to.
- Offer housing staff ad hoc advice and support on their cases

Due to the structure of the County as Districts and Boroughs it is expected that Safe Accommodation Advocates would work in the same way as a Hospital IDVA might work, in that they might offer immediate advice and support, including risk assessment and safety planning before referring on to specialist services for longer term support. All Safe Accommodation Advocates would be expected to work with all survivors of domestic abuse in the immediate to address risk and safety, regardless of protected characteristics. It is, therefore, recognized that all Safe Accommodation Advocates should have the opportunity to access training on all protected characteristics to ensure competency and consistency in working with all survivors. A referral pathway should be established for male victim/survivors to be referred onward to Equation.

Gaps/Needs:
The data, along with feedback from survivors, show:

- The need for housing staff to be better trained on domestic abuse and to understand the needs of survivors and their children.
- The need for further training for professionals across Nottinghamshire to raise awareness of housing duties and alternative measures available for survivors.
- The need to understand the links between domestic abuse and housing, for example, rent arrears and repairs.

Recommendations:

- Work in partnership with domestic abuse organisations to share learning with each other and to strengthen survivors voices, including involving and engaging male survivors in service coproduction.
- Ensure training is accessible and relevant for Housing Officers and Managers.
- Establish a referral pathway between the Safe Accommodation Advocates and Equation for male victim/survivors.

Sanctuary Scheme

Sanctuary scheme is a multi-agency centred initiative that aims to enable households at risk of violence to remain in their own homes and reduce repeat victimisation through the provision of enhanced security measures and domestic abuse support. This can, but does not have to, include a 'sanctuary room' in the victim's home. Sanctuary Schemes are only installed when the perpetrator is no longer living in the home. The below content and context has been provided by Val Lunn working in parallel to this report.

The Domestic Abuse Act 2021 places a statutory duty on Tier 1 Local Authorities to provide 'safe accommodation' support services to survivors of domestic abuse and their children. The definition of safe accommodation includes the Sanctuary Scheme which is defined as a multi-agency, survivor-led initiative which aims to prevent homelessness by enabling survivors to remain in their home if they choose to and it is safe to do so.

The Sanctuary Scheme is integrated into the strategic framework across the partnership as a measure to prevent homelessness and improve the safety of survivors and their children. It is described as a 'Key Pillar' in the approach outlined in the Nottinghamshire Violence Against Women and Girls Strategy 2021-2025[49]. The Domestic Abuse Act is referenced in the new South Notts Homelessness Rough Sleeper Strategy 2022-2027 which includes an action to 'ensure that the Domestic Abuse Act is fully implemented across South Nottinghamshire'. Although not explicitly referenced, Mansfield District Council aims to reduce the risk of homelessness for vulnerable groups by providing enhanced services for people affected by domestic abuse in their Homelessness Prevention and Rough Sleeping Strategy 2019-2024[50]. A commitment to develop the Sanctuary Scheme is a strategic priority in the Ashfield Housing Strategy 2016-2020[51]. Domestic abuse and/or the Sanctuary Scheme are not explicitly referenced as a strategic priority or action in the Plans for Bassetlaw and Newark and Sherwood.

In Nottinghamshire, the Scheme has been delivered on a District basis since the mid-2000s by a multi-agency partnership which includes the District authorities, Nottinghamshire Police Crime Prevention Service, Nottinghamshire Fire and Rescue Service and the specialist domestic abuse services – Broxtowe Women's Project, Juno Women's Aid, NIDAS, Nottinghamshire Women's Aid and Equation. There have been periods of time when the Scheme has been suspended generally because of a lack of Police capacity to undertake property assessments. In recent years, this has led to some Districts building resilience into their Schemes by ensuring that their Sanctuary Scheme Coordinator is trained in Crime Prevention and able to undertake the property survey (Ashfield, Broxtowe and Mansfield). The Scheme is delivered as a homeless prevention measure under the Homeless Prevention Act 2017 and represents a substantial cost saving to housing authorities with the average cost of relocating a survivor estimated at £5,000[52]. Figures relating to the average cost of an installation were not requested but were supplied by Gedling District Council where the average cost of the hardware installed was £602[53].

The Sanctuary Scheme is one of the core elements of a Whole Housing Approach. Recommendations in this section have been mapped against the Whole Housing Approach Toolkit[54], the DAHA Alliance Draft Sanctuary Scheme Standards[55] and the Government CLG (now DLUCH) Practice Guide for Agencies Developing and Delivering Sanctuary Schemes.

In 2020-2021, Districts in Nottinghamshire received 134 Sanctuary referrals of which 75 (56%) installations were known to be completed. In some cases, referrals were forwarded to Registered Providers but the outcome of the referral was unknown. 98% of survivors referred to the Scheme were female and 2% male. No transgender or non-binary survivors were referred.

[49] https://www.nottinghamshire.pcc.police.uk/Document-Library/Public-Information/Newsletters-and-Publications/Publications/Notts-VAWG-Strategy-2021-25.pdf
[50] https://committee.nottinghamcity.gov.uk/documents/s79572/appendix%201a%20-
[51] https://www.ashfield.gov.uk/media/8d85a72fdc46e33/adc_housing_strategy_september_2016_lores.pdf
[52] The figure of £5,000 is from the Nottingham Sanctuary Scheme Annual Report cost benefit analysis and is likely to be an underestimate taking into account that the report was written in 2007.
[53] Information supplied by Gedling District Council 2021
[54] https://www.dahalliance.org.uk/what-we-do/whole-housing-approach/whole-housing-toolkit/
[55] https://www.dahalliance.org.uk/media/10661/15_-wha-sanctuary-scheme.pdf

'Every case is unique and different, and it boils down to the victim and how they feel… They may feel that the person might be a risk. If you really know the perpetrator and you know how dangerous they are… the individual knows the danger and how safe it might be to stay in my home.'

Victim

Gaps/Needs:

The data, along with feedback from staff, show:

- No self-referrals received: People in need may not be engaged with services to access Sanctuary Scheme. There is uncertainty on whether self-referral options are advertised.
- Not uncommon for service users to be unaware that they have been referred to the service.

Recommendations:

- Sanctuary scheme promoted to encourage self-referrals.
- Sanctuary scheme offered as part of a package of support with access to DA services for safety planning.
- A review to be undertaken into the process, with a focus on roles and responsibilities, length of wait time, referrals into the service, the costs of work undertaken, and the demographic of service users.
- NCC to consider commissioning a dedicated officer to oversee Sanctuary

---

Flexible Funding

This is a designated funding pot that victims can access easily and quickly to retain or secure safe and stable housing. There is no set list of what will be funded. It exists to fund whatever will help victims access the best housing outcome possible for them in the short and long term. Research shows that even if victims have not experienced economic abuse, they can still find themselves in financial difficulties, particularly when leaving their perpetrator. Victims who leave relationships at a moment of crisis often have to find large amounts of money – frequently thousands of pounds - to cover transport, rental deposits and associated costs, and other emergency expenditure at short notice.[56]

Research undertaken by the Residential Landlords Association (RLA) in October 2018 found that 61% of landlords had experienced a tenant on Universal Credit going into arrears in the previous twelve months, up from 27% in 2016, and 38% in 2017. The amount owed to landlords was £2,390 on average,

[56] https://www.dahalliance.org.uk/media/10657/11_-wha-flexible-funding.pdf

with 77% of possession claims involving a tenant on Universal Credit being primarily as a result of rent arrears[57].

Client C had engaged with Equation sporadically for 5 years. The most recent incident had been a report of physical and psychological abuse from his wife, there had been previous disclosures of so-called 'honour' based abuse.

Client C required emergency accommodation and was placed in a hostel away from any local amenities. When he was rehoused the accommodation he was offered was in a notoriously racist area. On the day of signing the tenancy he experienced racist comments in front of professionals.

The support offered to Client C was vast, including applying for the Destitute Domestic Violence Concession. It also included a referral to the clothing bank scheme as the survivor had fled with very few personal belongings. Because the client was residing in the UK on a Student Visa his access to financial support was hugely limited.

Case Study C

There is currently a flexible funding scheme in place in Nottinghamshire. A recommendation was made in the Needs Assessment for the provision of language services. In response to this, Nottinghamshire County Council has provided flexible funding to refuges at a rate of £1000 per unit and to each District and Borough Council an amount of £10,000 within each Housing Department which can be accessed by survivors of all genders attempting to access safe accommodation. There are currently plans to extend this to community DA providers. Flexible funding benefits male victims in the following ways:

- Discretionary housing payments
- Rent Deposit Guarantee
- Support with purchasing furniture and white goods.

Gaps/Needs:

The data, along with feedback from staff and victims, shows:

- Accommodation provided to victims does not always have furnishings.

[57] Simcock, T.J., (2018). Investigating the effect of Welfare Reform on Private Renting. Manchester: UK. Residential Landlords Association. Retrieved from: https://research.rla.org.uk/wpcontent/uploads/investigating-effect-welfare-reform-private-renting.pdf

- For parents who have been placed far from their children's schools, the parent is expected to cover travel costs and then claim the amount back.

Recommendation:

- To continue to fund a Flexible Funding pot for male victims, ideally dispersed through the specialist domestic abuse service. It is important that this is held by an organisation that has the capacity to hold the funding and administer the fund; it has a dedicated coordinator in place who has the specialist domestic abuse knowledge; the fund links to smaller domestic abuse services led by and for BME, LGBT+, disabled communities so that they can also apply to the fund on behalf of victims.

Managed Reciprocal Scheme (MRS)

MRS are voluntary collaborations between local authorities and housing associations that are coordinated by an independent agency. The aim is to enable social tenants who are at risk of abuse or violence to move to a safe area without losing their social tenancy. With the majority (87%, or 137 offences) of all domestic homicide cases in 2014-15 having occurred in a house or dwelling, the home is a key component when considering the most effective responses to domestic abuse.[58]

Data provided shows that the victims are commonly accessing support from within Nottinghamshire County. Currently there is no formal reciprocal agreement in place between district and boroughs, or with neighbouring Local Authorities, however the Nottinghamshire Districts and Boroughs have for a number of years had an informal managed reciprocal scheme, as seen with Broxtowe, Gedling and Rushcliffe whereby a request can be made to other Districts and Boroughs for specific cases where there is a threat of domestic abuse for a current secure/assured social housing tenant that cannot be safely managed through a management move within the borough. It is recognised that this could provide a quick and efficient way to house victims.

Client D, aged 44, self-referred to Equation through the Helpline. He reported experiencing domestic abuse from his female partner and required additional support in moving. He was supported in making an application to Nottingham, wanting to move from the County where he felt risk was increased.

His application was rejected due to not having a local connection. The fifth test of 'does the applicant have a local connection?' is not required in cases of domestic abuse and a blanket policy enforcing it would be illegal.

Case Study D

[58] Home Office (2016) Key Findings from Analysis of Domestic Homicide Reviews. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/575232/HO-DomesticHomicide-Review-Analysis-161206.pdf

Gaps/Needs:

- There is a need for victims to be able to relocate to other areas of Nottinghamshire with ease, many homelessness applications are from victims who feel able to stay within the County.

Recommendation:

- Consider introducing a reciprocal scheme with surrounding Local Authorities and main housing providers to help victims maintain social tenancies.

Move-on Accommodation

Move-On means accommodation and support made available to occupants on the basis that there will be a pathway to settled accommodation, providing a genuine home with support that will help prepare the Eligible Cohort for fully independent housing, within 2 years where possible.

There are currently 6 units in Nottinghamshire which are used as move on accommodation for female victims, however there is no provision for male victims.

Gaps/Needs:

- There is limited move-on provision, increasing the risk of victims and their children feeling more isolated and less supporting increasing the risk of them feeling that their only option is to return to the perpetrator.
- There is a need to track victims journeys out of refuge to identify gaps and inform future Needs Assessments.

Recommendation:

- Consider introducing a move-on accommodation for those leaving refuge.

Perpetrator Management

Despite the high percentage of housing providers including perpetration of domestic abuse as a tenancy breach, just over half (53.8%) of respondents' organisations had taken any action against perpetrators of abuse highlighting a gap between policy and action. Respondents' reasons for the gap between policy and action suggested some confusion as to how they could take enforcement action: some believed any enforcement action had to be related to anti-social behaviour, nuisance to neighbours or damage to property.[59]

The same research found that housing providers were more confident in taking action against a perpetrator of domestic abuse where the perpetrator's actions were impacting on others in the neighbourhood and could therefore be classified as anti-social behaviour (ASB), for example seeing the domestic abuse as noise nuisance as it was disturbing other tenants or impacting on the community as a whole.

[59] Henderson, K. (2018) *The Role of Housing in a Coordinated Community Response to Domestic Abuse*. Durham: University of Durham.

This uncertainty suggested a gap in training about responding to perpetrators of domestic abuse. The research found that whilst all interviewees highlighted training they had in relation to recognising and supporting victims of domestic abuse, only one provider had undergone any training on working with perpetrators.[60]

There has been very little development of provision for perpetrators of domestic abuse with regards to housing. However, we are starting to see a shift with pilots such as that taking place in Barking and Dagenham where perpetrators are removed from the property and housed in a safe house for perpetrators where they are required two complete intensive behavioral change work.

To keep survivors, children, and families safe, Barking and Dagenham Council has been developing a whole system response to domestic abuse that supplements the existing offer to survivors with work focused on changing the behaviour of perpetrators.

During the Covid-19 response it became apparent that in order to give survivors and their families greater choice and control this system must include the option for them to remain safe in their own homes should they choose to do so. In practice, this ambition can only be achieved if local authorities are able to provide short-term accommodation to the perpetrator that would sit alongside an evidence-informed programme of behaviour change work as well as a robust disruption strategy.

This option will not be right for everyone, but it does form an important part of a whole system approach that can respond to the specific needs and circumstances of survivors and their families whilst placing responsibility for abusive behaviour at the feet of perpetrators. This paper sets out our journey to co-design this approach alongside survivors, potential service users and professionals across Barking and Dagenham.

The work in Barking and Dagenham has attracted significant interest and they have successfully been awarded £209,052 to deliver the work for six months with match funding sourced locally for the additional 6 months. This allows a year's pilot which will be evaluated and will inform future decision making.

It is recommended that consideration is given to the ReMOVE model, where perpetrators are removed from the property and housed in temporary accommodation to increase safety for survivors and their children and perpetrators are encouraged to address their behaviour.
https://modgov.lbbd.gov.uk/Internet/documents/s142555/ReMOVE%20Abuse%20Report.pdf

The National Probation Service offer Building Better Relationships (BBR), a group designed to promote lifelong changes in behaviours and attitudes which, in the past, have resulted in male service users being convicted of intimate partner violence. However, this provision is only available for those convicted and have a sentence of 18 months or it is written into their license agreement. It is not used for women who have used violence or abuse.

Nottingham and Nottinghamshire are piloting a DA perpetrator programme called Your Choice. The programme has been funded by the Home Office since 2021 and well supported by the Police and Crime Commissioner. This programme includes partner support and has a full evaluation underway, delivered by Nottingham Trent University which will be complete later in 2022/23. Initial referrals were low but have now improved since self-referrals were included.

[60] Scottish Women's Aid (2015) *Change, Justice, Fairness: "Why should we have to move everywhere and everything because of him?"* Retrieved from https://womensaid.scot/wp-content/uploads/2017/07/Change-Justice-Fairness.pdf

'If the perpetrator were being forced to leave it would be a much better system. You have to give everything up whilst they carry on with their life. We left with 2 suitcases between 5 of us. We haven't done anything wrong, yet we are being punished all over again.'

Victim

Gaps/Needs:

- There is a need for additional training on engaging with perpetrators of domestic abuse for housing and wider local authority staff.

Recommendation:

- Consider additional training on engaging with perpetrators of domestic abuse.
- Consider a perpetrator housing provision.

Safe Accommodation Needs of LGBT+ Survivors of Domestic Abuse

In this report, the term 'lesbian, gay, bi and trans people' (LGBT+) is used. However, it is important to recognise that LGBT+ people are not a homogenous group, or a single community, and each individual's experiences and identities will vary.

There have been a few empirical studies conducted on the rates of domestic abuse in the LGBT+ community. A study by Donovan et al[61] showed that 38.4% of the 692 respondents had experienced domestic abuse at some point in their lives, comparable to a figure of 40% from a study by Henderson[62]. Moreover, according to Donovan, 40% of the female respondents and 35.2% of the male respondents reported being victims of domestic abuse. It has been reported by some studies that gay men are less likely to report or recognise domestic abuse compared to lesbian or bisexual women. Contrastingly, Henderson's research with over 1000 participants showed that 22% of the women in the study had experienced domestic abuse compared to 29% of men. Most recently Galop, the provider of the national LGBT+ Domestic Abuse Helpline, has published LGBT+ Domestic Abuse Service Provision Mapping Study[63] highlighting the limited provision of 'by and for' services available nationally.

[61] Donovan, C. ,Barnes, R. and Nixon, C. (2014) The Coral Project: Exploring Abusive Behaviours in Lesbian, Gay, Bisexual and/ or Transgender Relationships

[62] Henderson, L. (2003) Prevalence of domestic violence among lesbians & gay men

[63] Donovan, C., Magić, J and West,S. (2021) LGBT+ Domestic Abuse Service Provision Mapping Study

Understanding LGBT+ Experiences in a Local Context

SafeLives[64] data set finds the national average of LGBT+ cases presented at MARAC is around 1.5% of all cases. The national average is lower than the expected 2.5 - 5.8% (or above) which is partly due to barriers in reporting. There is variation in estimates about the size of LGB populations, and even less data on transgender populations, but Public Health England's current estimate for the national LGB population is between 2.5% and 5.8%. it is noted that in data provided from North Nottinghamshire MARAC, spanning 2021/22 a total of five cases were presented where the victim identified as LGBT+. 495 cases were heard at the North Nottinghamshire MARAC highlighting a total of 1.01% of all referrals identifying as LGBT+ falling below the national population as well as the national average MARAC data. South Nottinghamshire MARAC data for the same period saw a total of twelve cases presented where the victim identified as LGBT+. 645 cases were heard at the South Nottinghamshire MARAC highlighting a total of 1.86% of all referrals identifying as LGBT+. Again, this falls below the national population but is above the national average MARAC data.

Although community based domestic abuse services in Nottinghamshire are accessible to gay, bi and trans survivors, a majority of survivors in 2020-2021 identified as heterosexual with 7.44%% identifying as gay, <1% identifying as Pansexual and <1% identifying as other. 2 trans survivors living in the County were supported by Equation and 1 Non-Binary survivor in the year.

The Districts and Boroughs were asked to provide demographic data in relation to the survivors accessing the Sanctuary Scheme and survivors they had been unable to place in refuge. One District was able to provide LGBT homeless demographic data, this was not specific to domestic abuse survivors.

Understanding Current LGBT+ Provision

Domestic Abuse Provision

Equation provides an LGBT Safe Accommodation Advocate in Nottingham commissioned by Nottingham City Council as part of their response to the Domestic Abuse Act Statutory Duty. Equation also delivers training on same sex abuse and has LGBT Domestic Abuse Information Cards which are available free of charge to organisations throughout the county and city.

Nottinghamshire Women's Aid has a member of staff who is the LGBT+ lead for the organisation. Although an informal role, she attends the LGBT+ Scrutiny Forum (see below) and has led on consultation with The Centre Place LGBT organisation (see below) on the communication needs of LGBT people. She delivers training in her role as Hospital IDVA and routinely includes the LGBT Power and Control Wheel and the additional Stonewall LBGT checklist to be added to the DASH RIC.

LGBT+ Provision

Notts LGBT+ Network provides information & support for lesbians, gay, bisexual and trans people. This includes information on socialising, support groups, legal issues, counselling, HIV/AIDS, coming out and police liaison. They provide training on LGBT awareness, LGBT Hate Crime (with the support of the Police and Crime Commissioner), Same-sex domestic abuse and on LGBT history.

The LGBT+ Service Nottinghamshire was established by The Centre Place in 2016 as an expansion of the LGBT+ support being provided since 2010 through the Workshop Out on Wednesday (W.O.W) young people's LGBT+ Service. The service provides a range of specialist services for children and young people aged 11-25 who identify as LGBT+ (and any other sexual orientation or gender identity), or may be questioning this. The service also provides training and consultancy services for professionals across the private, public and voluntary sector. Nottinghamshire Women's Aid works closely in partnership with The Centre Place which is based in Worksop.

[64] https://safelives.org.uk/sites/default/files/resources/Reviewing%20your%20Marac%20data_Scotland.pdf

The Lesbian, Gay, Bisexual and Transgender Consultative and Scrutiny Forum meets quarterly. This Forum is made up of representatives from the LGBT community and voluntary and community organisations and provides advice and consultancy on Council policies and services. Nottinghamshire Women's Aid is represented on the Forum.

Trans Specific Services
Notts Trans Hub is a hub for community organising and information about trans friendly organisations. It also operates a local campaign for safer spaces for all people under the trans umbrella as well as providing a way to reach the trans community for consultation.

The Nottingham Centre for Transgender Health is an NHS clinic for people who want support with their gender. The service is available for people with a range of issues to do with gender, identity and sexuality. This includes people who identify as trans and non-binary.

Understanding Support Needs of LGBT+ Survivors

LGBT+ survivors want services that can address both their experience of domestic abuse and their needs as an LGBT+ person[65]. To do this, and overcome barriers to help and support, providers must have culturally competent staff, procedures, training and policy in place. Yet, there are only a handful of LGBT+ services currently in operation in England that work with domestic abuse and which are led and delivered by LGBT+ people. Again, it is noted that Equation provides an LGBT Safe Accommodation worker in Nottingham and Nottinghamshire Women's Aid has an LGBT informal lead who attends the Scrutiny Forum (see above).

This reflects a number of issues, including the historically lower awareness of LGBT+ domestic abuse; the complexity in making a business case for investment in specialist LGBT+ services; and a move away from commissioning specialist services towards more mainstream provision. It is of note that commissioners and service providers are aware of these challenges. A quarter of those responding to a recent Ministry of Housing, Communities and Local Government (MHCLG), now the Department of Levelling Up, Housing and Communities (DHLUC), consultation suggested that more needs to be done for isolated and/or marginalised victims, including LGBT+ survivors (as well as such as disabled survivors and those from BAME[66] backgrounds)[67].

When LGBT+ domestic abuse provision is delivered, it is often delivered by a domestic abuse service. This provision can be of a high standard. Indeed, some domestic abuse services have developed or hosted LGBT+ domestic abuse projects, securing funding for dedicated posts or undertaking extensive work to ensure their organisation is inclusive (including staff training, reviewing their policies and procedures and building links with local LGBT+ services and communities). While this is positive, this provision has often been developed by LGBT+ identifying professionals who report feeling quite isolated and/or responsible for delivery and the continuation of the service.

In many areas, LGBT+ survivors only have access to domestic abuse services where little has been done to ensure their needs are being met and where they are virtually 'invisible'. This can reflect a lack of specific provision. It can also reflect the absence of LGBT+ survivors in local strategies and

[65] Field, M., and Rowlands, J. (2021) "Commissioning for Inclusion: delivering services for LGBT+ survivors of domestic abuse"
[66] NB this is the language used in the MHCLG Report
[67] 12 MCHLG. *Domestic Abuse Services – Future Delivery of Support to Victims and their Children in Accommodation- Based Domestic Abuse Services: Consultation Response.* HM Government, London, 2019: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/839171/Domestic_Abuse_Duty_Gov_Response_to_Consultation.pdf *[accessed March 2022]*.

action plans which may not identify (or prioritise) a response to their needs. It is important that local services evidence provision is accessible for LGBT+ communities through it's website, literature and social media.

Finally, while a VAWG approach is important, it can sometimes inadvertently prevent the consideration of LGBT+ provision. For example, a local area may develop proportionate provision for women and men but in doing so effectively create services for heterosexual women and men, respectively, without considering either what those services need to do to be accessible to LGBT+ survivors or whether there is a case for specific LGBT+ provision[68].

There are also structural barriers – within LGBT+ and domestic abuse services, statutory services, wider society and the LGBT+ communities themselves – to the acknowledgement or recognition that LGBT+ people can be affected by domestic abuse in intimate relationships and also from family members. This includes the impact of homo/bi/transphobia on survivors' experiences of domestic abuse and their experiences of accessing services. Taken together, these issues can prevent the identification of signs and indicators of domestic abuse and also the provision of specific and appropriate support. Much of this is explored in the LGBT+ domestic abuse awareness training offered by Equation.

Structural and cultural barriers relate to the way services are designed and delivered, and may include:

- Low visibility and representation of LGBT+ issues within the service, across internal and external publications (e.g. leaflets, booklets, websites, annual reports etc.) or within physical organisational space.
- Lack of established partnerships with specialist LGBT+ domestic abuse services.
- Lack of established partnerships with local LGBT+ organisations.
- Lack of quality referral pathways.
- Poor understanding and awareness of professionals around unique forms of coercive control targeted at sexual orientation or gender identity.
- Professionals assuming that all their clients are heterosexual and cisgender.

It is also important to acknowledge that the needs of survivors will differ as LGBT+ people are not a homogenous group. This means that while there may be some common experiences that all LGBT+ people face, there may also be important differences. The abuse disclosed by lesbians may be different to that of bisexual women. It may also be different to trans women. Equally, gay men's experience of abuse may be different to that of bisexual men, as well as trans men, while those who identify as non-binary may also have unique experiences. It is also important to recognise that even areas which have well established LGBT+ provision may still need to develop their responses to meet the needs of all LGBT+ people. For example, a Domestic Homicide Review (DHR) conducted in the London Borough of Hammersmith & Fulham made a range of recommendations to develop the local picture of need and service responses for trans survivors[69].

Additionally, when considering what appropriate support looks like, it is critical to consider intersections beyond sexual orientation and gender identity. This could include Protected Characteristics under the Equality Act 2010[70], as well as other issues like socioeconomic status or complex and additional needs (e.g. mental health, substance misuse and long-term health issues).

[68] Field, M., and Rowlands, J. (2021) "Commissioning for Inclusion: delivering services for LGBT+ survivors of domestic abuse"

[69] J. Rowlands. *Domestic Homicide Review: Review into the murder of Jimena in March 2015.* Hammersmith & Fulham, London, 2018: www.lbhf.gov.uk/ crime/domestic-violence/fatal- domestic-violence

[70] These are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, or sexual orientation.

Other factors, such as whether someone lives in a rural or urban area can also have an impact (e.g. whether there are local LGBT+ community groups or venues and whether these are accessible). These different aspects of someone's identity or experience can intersect with their experiences of domestic abuse. As a result, LGBT+ survivors often present with a multitude of unique individual circumstances, may face specific barriers, and have different experiences of domestic abuse. An effective intervention will need to be able to address all these issues together.

Meeting the Needs of Trans and Non-Binary Survivors

This report is premised on ensuring that all survivors should be able to access help and support, including trans survivors and non-binary people, and that commissioners have a responsibility to ensure that these needs are met.

In Government guidance it is highlighted that there should be specialist safe accommodation offering single gender or single sex accommodation, alongside dedicated domestic abuse support which is tailored to also support those who share particular protected characteristic(s) and / or who share one or more vulnerabilities requiring additional support.

This includes 'By and For' services where victims are able to see themselves reflected in the staffing, management and governance structures. By and For services are designed and led by those that share the same protected characteristic(s) as the victims they aim to serve.[71]

As of March 2022 Women's Aid England has made its position clear on its work with survivors who identify as Trans or Non-Binary[72], this may impact on service delivery for this client group. It is recommended that services act accordingly with governance as well as legislation in its offer of support.

In meeting the needs of trans and non-binary survivors, commissioners should seek to ensure there is adequate local provision, as well as considering wider operational delivery and strategic responses. Local/regional discussions are needed to ensure that trans and non-binary people are included on all levels of a coordinated community response, in a way that respects and supports the needs of all survivors.

It is best practice to include both LGBT+ (domestic abuse) services and domestic abuse services in these discussions, ensuring there is time and space to develop trust and mutual understanding. This can enable the exploration of existing practice, identification of shared principles and aims, as well as an opportunity to recognise and understand different concerns. Ultimately, commissioners should seek to engage in an ongoing dialogue with LGBT+ services and domestic abuse services to co-produce solutions.

Lack of current provision for LGBT+ people in domestic abuse services and services that are not LGBT+ affirmative means that LGBT+ people are marginalised and are less likely to be engaged with mainstream services. However, anecdotal evidence form Equation highlights the effectiveness of having an LGBT+ Safe Accommodation Advocate in improving engagement and access to support for LGBT+ survivors in Nottingham.

There is an overall need for more inclusive specialist support that is competent to address significant complexities and intersectional oppression (racism, sexism, ableism etc.) experienced by LGBT+

[71] https://www.gov.uk/government/publications/domestic-abuse-support-within-safe-accommodation/delivery-of-support-to-victims-of-domestic-abuse-in-domestic-abuse-safe-accommodation-services#part-b-local-delivery-of-support-within-safe-accommodation

[72] https://www.womensaid.org.uk/womens-aid-single-sex-services-statement/

people. LGBT+ people may experience any range of institutional, structural and interpersonal abuses throughout their lives. These experiences impact on how LGBT+ people understand and respond to domestic abuse.

Anecdotal evidence, provided nationally, suggests many survivors have difficulty finding culturally competent and non-traumatising support due to overall stigma, lack of economic resources, or the absence of available community outreach programs. If service providers do not understand the needs and priorities of LGBT+ survivors and intersecting oppressions that exist, their work may cause more harm than good.

National Research and Best Practice

In 2018 Stonewall Housing published 'Beyond Abuse: LGBT+ accommodation based domestic abuse services.' Brighton & Hove City Council and the London Borough of Hammersmith & Fulham secured funding as part of the Department of Communities and Local Government 2016 /18 'Fund for refuges, specialist accommodation- based support and service reform to help local areas meet the Priorities for Domestic Abuse Services'.

Funded for a year this LGBT+ accommodation- based project was made up of partners in the three cities that are identified as beacon cities for LGBT+ communities to which LGBT+ people may travel, seeking validation. This is reported in Stonewall Housing's 'Finding Safe Spaces' Report[73].

Nationally there are very few services that respond to the specific needs of LGBT+ survivors of domestic abuse. The overarching aim of the project was to increase the provision of services in order to meet the needs of LGBT+ survivors of domestic abuse in Brighton, London and Manchester. This was achieved by increasing the availability of specialist accommodation and intensive outreach support in these areas.

Project organisations engaged with housing partners to provide support to survivors in dispersed accommodation- Manchester having four self- contained units supplied by Great Places and Brighton the same number. A significant finding from this research is that a majority of those accessing the provision identified as male. Two thirds of those accessing the refuge provision were gay or bisexual men. The research suggests that this was due to lack of generic refuge provision available for male victims.

Lancashire LGBT use a successful Quality Mark model. The Lancashire LGBT Quality Mark is a quality assurance programme for service providers. First introduced in 2015, the Quality Mark was developed as an updated version of the former Navajo LGBT Charter Mark. The programme is designed to assist service providers to help measure how well the needs of lesbian, gay, bisexual and trans service users, volunteers and staff are being met[74]. Lancashire's domestic abuse service, SafeNet, have worked with Lancashire LGBT to achieve this and it is recommended that a similar set of standards are created with LGBT networks in Nottinghamshire and DA services are supported to work to these standards.

There is a need for capacity building within the community. There is potential for this to be done by the LGBT+ Safe Accommodation Advocate but also by LBGT leads from Notts Women's Aid and Juno Women's Aid. There are opportunities for leads within the providers to attend LGBT+ Forums and to strengthen pathways between LGBT+ professionals and communities and domestic abuse services.
Professionals working in the sector should be supported to recognise that domestic abuse affects the LGBT+ community and need to access appropriate training on distinct experiences of LGBT+ people with domestic violence and abuse. This training is currently available through Equation. There is an

[73] https://stonewallhousing.org/project/finding-safe-spaces/
[74] https://lancslgbt.org.uk/quality-mark/

overall need for more inclusive specialist support that is competent to address significant complexities and intersectional oppression (racism, sexism, ableism) experienced by LGBT+ people.

Gaps/Needs:

- There is no standard offer of LGBT+ support across the County.
- There is no commissioned 'by and for' service.
- Trans survivors experience a postcode lottery of offer of service.

Recommendation:

- Services delivering specialist support to LGBT+ survivors should be appropriately resourced and supported by long-term, sustainable funding which enables and includes evaluation impact and outcomes and generates enough evidence on good practice that supports bidding for funding with commissioners.
- Establish comprehensive ways to build capacity within the LGBT+ communities.

CONCLUSION

There is strong commitment in Nottinghamshire to providing an effective, whole system response to domestic abuse, including the needs of male victims.

Comprehensive support is offered through Equation. The provision is specialist and is able to offer support around protected characteristics. There is a limited offer of specific provision for minoritised groups with some 'by and for' services provided. However, there are some gaps in the offer. This is particularly seen with the support offered to survivors experiencing multiple disadvantage.

There is a wealth of opportunity for increased multi-agency working, not only between domestic abuse and housing professionals but between domestic abuse providers themselves.

There are areas of improvement for Nottinghamshire to better meet the needs of male survivors in light of the new duties. Areas for development and suggestions have been included where appropriate throughout this report. The overarching areas for learning for Nottinghamshire centre around the offer of safe accommodation provision, ensuring gaps in wider provision are met and referral pathways are clear, and to enhance the multi-agency response to domestic abuse. The specific recommendations relating to the overarching areas are outlined in the next section and should also be read with reference to the relevant sections of this report.

SUMMARY OF RECOMMENDATIONS

Area	Recommendations
Refuge	Any new refuge provision should include some units of dispersed accommodation to accommodate male, Trans* and Non-Binary survivors.
	Location should be considered to ensure access to relevant services and reduce the risk of isolation or further abuse or anti-social behaviour.
	To review how the needs of survivors experiencing multiple disadvantage are met in refuges, particularly those who have mental health needs and substance use.
Social Housing	Consider working towards all social housing providers to achieve DAHA accreditation.
	A range of housing providers and professionals to attend national DAHA workshops.
	Explore what provision could be introduced to manage perpetrators risk and remove onus in bringing change from victim/survivors.
Supported/ Sheltered Housing	When commissioning supported housing services, ensure awareness of domestic abuse is reflected within service design, e.g., make it a contractual requirement that the provider trains all staff on domestic abuse, including training tailored to the specific client groups.
	Work in partnership with domestic abuse, disability, mental health and substance use organisations to share learning with each other and to involve disabled survivors in service development.
Private Rented Sector (PRS)/Privately Owned	Explore how provision can be adapted to better suit the needs of owner/occupiers.
	Additional training should be provided on civil remedies that might increase safety of owner occupiers such a Non-Molestation Orders and Occupation Orders.
	Facilitate further exploration and promotion of rent deposit guarantee schemes.
	Work in partnership with domestic abuse organisations to share learning with each other and to involve survivors in service development.
	Work with Environmental Health and PRS teams in the Coordinated Community Response Model response to domestic abuse, to be the main conduit for landlords and lettings agents-providing awareness raising, training and links to specialist domestic abuse services locally.
	Support private rented sector landlords and letting agents to improve their domestic abuse response and to increase uptake of Sanctuary Scheme in private rental properties. This should include support in accessing training as well as information sharing on the Sanctuary Scheme.
	Survivors in private rented accommodation should be given additional support to remain in the property if it is safe to do so through the use of Transfer of Tenancy Orders, additional safety measures and access to discretionary funds where possible.
Co-located/ Mobile Advocacy	Work in partnership with domestic abuse organisations to share learning with each other and to strengthen survivors voices, including involving and engaging male survivors in service coproduction.
	Ensure training is accessible and relevant for Housing Officers and Managers.

	Establish a referral pathway between the Safe Accommodation Advocates and Equation for male victim/survivors.
Sanctuary Scheme	Sanctuary scheme promoted to encourage self-referrals.
	Sanctuary scheme offered as part of a package of support with access to DA services for safety planning.
	A review to be undertaken into the process, with a focus on roles and responsibilities, length of wait time, referrals into the service, the costs of work undertaken, and the demographic of service users.
	NCC to consider commissioning a dedicated officer to oversee Safer Spaces.
Flexible Funding	To continue to fund a Flexible Funding pot for male victims, ideally dispersed through a specialist domestic abuse service.
Managed Reciprocal	Consider introducing a reciprocal scheme with surrounding LA's and main providers to help survivors maintain social tenancies.
Move-on Accommodation	Consider introducing a move-on accommodation for those leaving refuge.
Perpetrator Management	Consider additional training on engaging with perpetrators of domestic abuse.
	Consider a perpetrator housing provision.
LGBT+ Survivors	Services delivering specialist support to LGBT+ survivors should be appropriately resourced and supported by long-term, sustainable funding which enables and includes evaluation impact and outcomes and generates enough evidence on good practice that supports bidding for funding with commissioners.
	Establish comprehensive ways to build capacity within the LGBT+ communities.