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Subject: Domestic Abuse Act 2021

Report to: ELT

11 May 2022

Housing and Neighbourhoods Committee

19 May 2022

Report by: Nicola Turner, Housing Director

SUBJECT MATTER/RECOMMENDATIONS

This report provides information on the Domestic Abuse Act 2021, the Council and Norfolk wide response to the act and the funding provided to the Council to support its response to the act.

Recommendations:

That Housing and Neighbourhoods Committee:

- 1. Adopt the Norfolk Domestic Abuse Housing Protocol 2022-25.**
- 2. Note:**
 - I. the prior signing of Memorandum of Understandings in relation to the receipt of £32,365 New Burdens Funding in 2021/1 and 2022/3 for the additional responsibilities on the Council as a result of the Domestic Abuse Act 2021**
 - II. the funding from Norfolk County Council to meet the costs of achieving DAHA accreditation**
 - III. the development of the Support in Safe Accommodation Strategy for Norfolk 2021-24 and the actions identified in the strategy to support victims of domestic abuse.**

1. Introduction

- 1.1 Domestic Abuse encompasses a range of behaviours which have an adverse impact upon the victim and where applicable their children. This report provides information on the Domestic Abuse Act 2021 which strengthens the protections and support available to victims of domestic abuse and the response by the Council to the act. It sets out the funding provided to**

the Council to support its response and how it will upskill housing staff to be able to identify as early as possible the signs of domestic abuse to ensure victims can be supported. The report also details how the Council is part of Norfolk wide partnership work to protect and support victims.

2. Domestic Abuse Act 2021

- 2.1 The Domestic Abuse Act 2021 is an important piece of legislation which provides a statutory definition of domestic abuse and introduces a number of measures and new statutory duties and requirements which will protect and support the victims of domestic abuse. Paragraph 6.1 below provides more information on the act and the changes it has/will deliver.
- 2.3 Domestic abuse of males is often not recognised and it must be noted that domestic abuse can be perpetrated by men or women. The act is also significant in that it recognises the impact of domestic abuse on children who witness abuse carried out in their home and the need for them to be supported. This trauma can otherwise impact on schooling, wellbeing and life chances of children.
- 2.4 Norfolk County Council as the tier one authority have, in accordance with Part 4 of the act, carried out a needs assessment to quantify the extent of domestic abuse across Norfolk and the services available to support victims and established a Domestic Abuse Local Partnership Board. The role of the board is to support and advise the county council in the discharge of their responsibilities under the act although it is not a decision-making body. The Housing Director is the Council's representative on the board. The board sits within the Norfolk County Community Safety Partnership and reports directly to the Domestic Abuse and Sexual Violence Group which ensures that there are strong links and effective coordination of service to both domestic abuse victims and perpetrators reflecting the different responsibilities for provision of services.
- 2.5 Norfolk County Council have produced, consulted on and adopted a Support in Safe Accommodation Strategy for Norfolk 2021-24. This Strategy, attached at Appendix 1 identifies five key areas to address the gaps in service provision identified through the needs assessment.
- Increase the amount and flexibility of safe accommodation¹
 - Improve engagement with victim-survivors of Domestic Abuse
 - Improve the quality of support and safe accommodation
 - Support children in safe accommodation
 - Improved intelligence (including the need to improve data quality and availability to enhance understanding of prevalence of domestic abuse – especially in those groups least likely to report abuse).

An action plan identifies a number of actions to deliver against each of the above five key areas. The county council is required to monitor and evaluate the effectiveness of the strategy as well as reporting annually to government in relation to the duties upon them. To support the implementation of the Domestic Abuse Act 2021, in 2021/22, Norfolk Council

¹ Safe accommodation includes a range of accommodation such as specialist refuges, move on supported accommodation, supported accommodation as well as "sanctuary" properties (an individual's home which the Council has enhanced security measures and where the perpetrator is not resident)

were awarded £1.8m of New Burdens funding which is supporting the delivery of additional support services to victims (including children) of domestic abuse.

3 Implications for the Council

- 3.1 Data on domestic abuse shows that the highest levels of domestic abuse crimes per 1,000 population are found in Great Yarmouth and Norwich. The Council's homelessness data shows 12% of homeless applicants lost their last settled accommodation as a result of domestic abuse.
- 3.2 The needs analysis completed by Norfolk County Council showed a shortage of 38 bedspaces of safe accommodation across Norfolk. Whilst there is a refuge in the borough, it is recognised that the Council does not have safe accommodation as part of its temporary accommodation portfolio for victims who approach directly for assistance as they are homeless as a result of domestic abuse. The Council will be working with Norfolk County Council to identify ways to address the shortage of safe accommodation in the borough and to ensure that appropriate support is provided as part of the provision of safe accommodation.
- 3.3 As a tier two authority, the act requires that the Council to cooperate with the County Council in relation to the duties upon it as far as reasonably practical and the Department of Levelling Up, Housing and Communities (DLUHC) have provided funding of £35k in 2021/22 and 2022/23 to do so. The Council has used this funding to appoint a dedicated Domestic Abuse Advisor who sits within the Housing Options team. This post is responsible for undertaking effective monitoring and reporting to Norfolk County Council on the number of homeless or housing applicants who are victims of domestic abuse. The post acts as a specialist Domestic Abuse Advisor to the Housing Options Team and Community Hub as well as supporting victims of Domestic Abuse approaching Housing Options or where they are identified via the Communities Hub as requiring support – ensuring they are also signposted to appropriate support services.
- 3.4 The draft statutory guidance on the Domestic Abuse Act 2021 recognises the role of housing (alongside other professional services from statutory services) in ensuring that domestic abuse victims are able to be supported appropriately. It comments on the role of the Domestic Abuse Housing Alliance (DAHA) who have established an accreditation scheme specifically for housing providers with the purpose of improving the housing sector's response to domestic abuse using a set of established standards.

The Support in Safe Accommodation Strategy recognises the value of DAHA accreditation and Norfolk County Council have set aside funding to meet the costs of Norfolk Council Homelessness Services and Registered Providers achieving DAHA accreditation including the cost of annual membership fees. This funding is subject to the signing of a Funding Agreement between the Council and Norfolk County Council. This funding is welcomed and will allow the Council to achieve accreditation by 30 March 2024. As part of achieving accreditation, the Council will train staff across the Housing Service so they are more aware of domestic abuse, can identify victims at an early stage and ensure they are supported to access services and advice. This supports the wider early help and preventative agenda and will – as far as possible – provide earlier intervention for victims to prevent escalation of abuse.

- 3.5 Across Norfolk, a new Norfolk wide Domestic Abuse Protocol has been developed to enhance Councils, housing providers and domestic abuse service providers response to domestic abuse

when victims are accessing housing services. The protocol recognises that victims may approach services more than once and may still be experiencing domestic abuse when they are accessing services. It sets clear commitments which the Council (and all signatories of the protocol) agree to meet in the delivery of services to victims reflecting four objectives for services:

- Be person centred and survivor focused
- Ensure consistency in approach by services and providers
- Provide flexible safe accommodation which is efficiently used
- Work in partnership to tackle domestic abuse.

The protocol reflects the work which will be undertaken through the achievement of DAHA accreditation by the Council.

Whilst the protocol predominately relates to the Council's delivery of services to victims in relation to homelessness and as a landlord, it also makes it clear that the staff within any organisation can be victims or perpetrators of domestic abuse and the measures which organisations should undertake to respond to this.

This report recommends that Housing and Neighbourhood Committee endorse the Council's participation in the Norfolk Domestic Abuse Housing Protocol and adopt the protocol. The protocol is attached at Appendix 2. The effectiveness of the protocol will be subject to ongoing monitoring and the Council will provide data on domestic abuse to support this monitoring.

- 3.6 In July 2021, Housing and Neighbourhoods Committee adopted a new Tenancy Policy which sets out the Council's approach to the provision of tenancies and mutual exchange. The new Tenancy Policy was updated to include the changes introduced by the Domestic Abuse Act 2021 which requires that Fixed Term tenancies are not granted where a new tenancy is issued to a victim of domestic abuse where the person is or was a victim of domestic abuse and the new tenancy is granted in relation to that abuse and has or had a secure tenancy.
- 3.7 Government is currently consulting on proposals to make regulations to ensure that domestic abuse victims who need to move to another area qualify for an allocation of social housing in the absence of any other local connection as defined by that area's Housing Allocations Scheme. Following the outcome of the consultation, the Council may be required to make changes to its Housing Allocation Scheme.

4. Financial Implications

- 4.1 The Council has been awarded new burdens money of £32,365 in each of the 2021/22 and 2022/3 financial years to support its response to the new responsibilities under Part 4 of the act. In addition, in 2022/23, £12,746 of funding has been provided as domestic abuse new burdens money as part of the Homelessness Prevention Grant award. This funding has/will be used to meet the costs of the Domestic Abuse Advisor and to support the Council's response to domestic abuse including the return of data to Norfolk County Council in relation to the Domestic Abuse Act 2021 and the Norfolk Domestic Abuse Protocol. The Domestic Abuser Advisor will also support the achievement of DAHA accreditation.

4.2 As stated above, Norfolk County Council have provided £12,300 funding to meet the costs of achieving DAHA accreditation by 31 March 2024, the full funding will be paid this year. This excludes staff time to review processes and procedures and for the accreditation workshop sessions. There will be ongoing costs to the Council to maintain membership and to renew accreditation to be met from existing revenue budgets.

4.3 There are no financial costs directly associated with endorsing the Norfolk Domestic Abuse Protocol.

5. Risk Implications

5.1 The Memorandum of Understanding through which DLUHC have provided the New Burdens money (£32,365 in 2021/22 and 2022/3) states that the funding is provided on the understanding that the Council will co-operate with Tier 1 local authorities (in the discharge of their duties) as far as reasonably practical. The funding is being used for this purpose and there is no requirement to repay unspent monies.

5.2 The funding agreement to secure the Norfolk County Council monies for DAHA accreditation is explicit that the monies must only be used for this purpose. The agreement allows for Norfolk County Council to reclaim some/all monies if accreditation is not achieved by 30 March 2024 or soon as possible afterwards, unless Norfolk County Council agrees otherwise. The Council will need to provide Norfolk County Council updates on its progress on completing the accreditation process.

6. Legal Implications

6.1 The Domestic Abuse Act 2021:

- Provides a statutory definition of domestic abuse
- Recognises that children of victims of domestic abuse who have seen, heard or experienced the effects of domestic abuse are victims in their own right.
- Establishes in law the Office of Domestic Abuse Commissioner and their functions and powers
- Places a duty on local authorities (Tier One) to provide accommodation-based support for victims of domestic abuse and their children in refugees and other safe accommodation
- Provides the framework for Domestic Abuse Protection Notice and Domestic Abuse Protection Orders
- Introduces a number of new areas of criminal offence associated with domestic abuse and clarification re consent.
- Confirms all victims of domestic abuse automatically have a priority need for assistance as set out in homelessness legislation.
- Ensures that where a local authority grants a new secure tenancy to a social tenant for reasons connected with domestic abuse who had or has a secure lifetime or assured tenancy, the new tenancy must be a secure lifetime tenancy.

Whilst not all provisions are enacted, this report provides information on the main implications for the Council of the act.

6.2 Domestic Abuse is defined through the act as:

Abusive behaviour between two parties who are aged 16 or over and are personally connected. Abusive behaviour is:

- Physical or sexual abuse
- Controlling or coercive behaviour (note this can include monetary/financial control)
- Violent or threatening behaviour
- Emotional, psychological or other abuse

Two people are personally connected if they are:

- Married /civil partners of each other
- Have agreed to marry or enter into a civil partnership (irrespective of whether the agreement has been terminated)
- Have or have had an intimate relationship with each other
- Have, or have had parental responsibility of the same child
- Relatives of each other.

6.3 There are no legal implications associated with this report other than those set out at 3.6 and 3.7 above.

7. Background Papers

Norfolk County Council: Support in Safe Accommodation Strategy for Norfolk 2021-24

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Via ELT
Section 151 Officer Consultation:	Via ELT
Existing Council Policies:	<ul style="list-style-type: none"> • Preventing Homelessness and Rough Sleeping Strategy 2018-2023 • Rough Sleeping Strategy and Action Plan 2020 • Safeguarding Policy • Housing Allocations Scheme • Tenancy Policy
Financial Implications (including VAT and tax):	Discussed in report
Legal Implications (including human rights):	Discussed in report
Risk Implications:	Discussed in report
Equality Issues/EQIA assessment:	Victims of Domestic Abuse often have a protected characteristic and through the Domestic Abuse Act 2021 and the Council's response to the legislation and the

	new powers will ensure the protected characteristics of victims are taken into account.
Crime & Disorder:	Achieving DAHA accreditation will support the Council to enhance its response to victims of domestic abuse.
Every Child Matters:	Not applicable

NORFOLK DOMESTIC ABUSE HOUSING PROTOCOL 2022-2025

1. Introduction and Context

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Appendices

Part One: Informing the protocol

Appendix A: The definition of domestic abuse

Appendix B: Strategy and guidance documents

Part Two: Housing information

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Appendix D: Summary of housing/accommodation options

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Appendix F: Useful contacts

Appendix G: List of acronyms

1. Introduction and Context

1.1 Introduction

- 1.1.1 Domestic abuse does not discriminate and can affect anyone regardless of their gender, ethnicity, religion, class, age, sexuality, disability or lifestyle. However it should be noted that the vast majority of the survivors of domestic abuse are women and children, and women are also considerably more likely to experience repeated and severe forms of violence and sexual abuse.
- 1.1.2 Many victims of abuse will not approach agencies for months or even years. It is vital, in order to foster a relationship of trust that when help is sought the victim is believed and help provided is sympathetic, appropriate and consistent. We accept that, for many survivors, it can take repeated incidents before they seek support. However, we believe that each incident of domestic abuse, including the first, is a serious offence. We will work with people who are experiencing domestic abuse for the first time through to those who have suffered repeatedly.
- 1.1.3 Survivors will often need to approach a number of different agencies in order to resolve the situation and ensure that their needs and the needs of their children, where relevant, are met. As protocol signatories we acknowledge the expertise of a wide range of agencies and seek to work in partnership and use their knowledge and range of measures for support and protection when working with survivors of domestic abuse.
- 1.1.4 The Domestic Abuse Act 2021 brought in a range of measures to ensure that victims, including children, have access to the right support. This includes a duty for Tier 1 authorities – i.e. Norfolk County Council to create a domestic abuse partnership board, undertake a domestic abuse needs assessments, based on the needs assessment develop a support in safe accommodation strategy and implement the strategy resulting in commissioning of new services or de-commissioning of services.
- 1.1.5 The Act also gives duties to Tier 2 authorities, i.e. all seven city, district and borough Councils in Norfolk to co-operate with the County Council. It also provides that all eligible homeless victims of domestic abuse automatically have 'priority need' for homelessness assistance

1.2 Note on language

- 1.2.1 Throughout this document we may use language to refer to people seeking domestic abuse support, such as; victims, survivors, those experiencing/have experienced domestic abuse and victim-survivors. This is to recognise that people may be at different stages of their journey e.g. leaving and moving on from a perpetrator of domestic abuse. Crucially, it also reflects how people may want to identify themselves by.

1.3 Statement on choice

- 1.3.1 Ending the relationship where you are experiencing domestic abuse can be extremely difficult for the victim, and either the reality or the prospect of what their situation can deter a person from leaving a perpetrator. Ending an abusive relationship is often a process rather than a single event and therefore survivors may

present to services for advice/support/housing on more than one occasion. It should also be noted that the point of leaving the perpetrator is almost always the period of most risk for the victim.

- 1.3.2 It is vital that those experiencing domestic abuse are able to make informed choices on how, when, and what services they access. It is the role of the service provider to respect those choices, to act in a non-judgemental manner and to provide support that minimises risk, and considers where there are safeguarding requirements.

1.4 Objectives of the protocol

- 1.4.1 The objectives of this protocol are to prevent domestic abuse wherever possible, and to support and protect those individuals affected by domestic abuse. The specific aims of the protocol are to:

Person Centred Survivor focussed

- a) Ensure that services in Norfolk for those experiencing domestic abuse are accessible, supportive, effective, and person centred customer-focussed, providing a range of options to support victims to make an informed choice about the kind of advice that suits them, and a range of, support and housing they may wish to access.
- b) Holding the person central to the process and keeping open communication between agencies.

Consistency from providers/services

- a) Provide surety and consistency on approach for those experiencing domestic abuse and providers of domestic abuse services, including local housing authorities and registered providers.
- b) Ensure that all staff are clear and confident about Norfolk's approach to domestic abuse, and receive the necessary training and support to deliver consistent, sensitive and confidential services.
- c) Promote awareness amongst other agencies of the role that local authority housing departments can play in raising awareness of domestic abuse and assisting individuals experiencing abuse
- d) Ensuring that risk assessments are timely, up to date and sharing is enabled between organisations.

Safe Flexible Accommodation that is efficiently used

- a) Outline different housing options to ensure appropriate accommodation is available, can be accessed swiftly and is safe for the level of risk.
- b) Where relevant, move-on from safe accommodation to permanent homes is well-planned effectively and considers the safety of the victim-survivors, cohesive and timely.
- c) Ensure that a range of housing options are available to reflect individual needs and, as above, to take into account choice of the victim.
- d) Ensures there is join up of support services where needed in the community.

Work in partnership to tackle Domestic Abuse

- a) Work towards the prevention of domestic abuse in the medium to long-term; early intervention in terms of signposting
- b) Send a clear message to perpetrators that Norfolk condemns any form of domestic abuse and where possible and appropriate, will take action against perpetrators of domestic abuse. This is in addition to providing information/signposting/referring to services which can support on changing their behaviour
- c) Ensure that commitments and actions under this protocol are robustly monitored in order to identify and facilitate opportunities for improvement.
- d) That those who have received funding to become Domestic Abuse Housing Alliance accredited share their learning.

1.5 Equality and diversity**1.5.1** Anyone can experience domestic abuse irrespective of:

- Sex
- Sexual orientation
- Age
- Gender and gender reassignment
- Race or Ethnicity
- Disability
- Relationship Status
- Religion or Belief
- Socio-economic background
- Household demographic, for example, having/not having children.

1.5.2 Participating providers will not tolerate discrimination from those accessing services, staff members or members of partner organisations. They also commit to ensuring that all those experiencing domestic abuse will not experience discrimination and will be able to access services fairly and equitably. This can include specifically designed services to ensure that victim-survivors are aware of and feel comfortable accessing them.**1.6 Domestic abuse and children****1.6.1** Under the Domestic Abuse Act 2021, where children of the household have seen, witnessed or experienced the effects of domestic abuse, they will also be considered as victims of domestic abuse. This recognises the long-lasting impacts of domestic abuse and takes steps to ensure that specific children and young people support provision is made available.**1.6.2** Furthermore, as noted above, consideration for children such as access to schools and removing them from support networks with families and friends can be barriers for victims to leave abusive relationships or reluctance to move from an area. In this respect, participating organisations will:

- Treat children and young people of the family as victims of domestic abuse in their own right.
- Seek to refer into appropriate support
- Balance considerations for children and young people when assessing housing, support and housing options.

1.7 Support for those with No Recourse to Public Funds (NRPF)

- 1.7.1 Those with no recourse to public funds are those who, due to their immigration status, are allowed entry to the UK but are not eligible for many of the public funds that other UK residents can claim, such as benefits and council housing. Upon entry to the UK as a partner or a spouse of a British national, for example, there is often a condition attached to entry prohibiting recourse to public funds.
- 1.7.2 Participating organisations understand that this creates a difficult situation for victims and survivors of domestic abuse who have no recourse to public funds and may have the undesired effect of trapping them with an abusive or dangerous partner. Although local housing authorities cannot provide accommodation for those who have NRPF, except in specific cases as described below, it will work with each survivor and other partners on a case by case basis to provide appropriate support and advice where needed.
- 1.7.3 Where people are deemed to have NRPF under the Immigration and Asylum Act 1999 (IAA) and find themselves to be destitute, then they may turn to the local authority under the following Acts:
- a) Care Act 2014 duty of local authorities to assess needs for eligibility for care and support and if eligible to meet those needs.
 - b) Section 17 Children Act 1989 – requires local authorities to identify and meet the needs of children in need in their local area. A destitute child will be in need and the local authority can be required to provide accommodation and subsistence to the child and their parents under this section.
 - c) Under the leaving care provisions of the Children Act 1989
- 1.7.4 Participating organisations assisting victims and survivors with NRPF should make a referral to the People from Abroad Team. They can establish whether victims and survivors are eligible under the Destitution Domestic Violence Concession, as described below. If they do not qualify, staff should gather appropriate information about the survivor and the abuse to establish what other support may be appropriate.
- 1.7.5 Immigration rules in the UK allow for some survivors on spousal or partner visas to apply for indefinite leave to remain if they meet specific conditions. This is called the Destitution Domestic Violence (DDV) concession.
- 1.7.6 Survivors should always be signposted to a support agency or should take legal advice before attempting to claim this concession, as a successful application for the DDV concession would change the survivor's immigration status.
- 1.7.7 Applications for the DDV concession can be made directly to the UK Border Agency. To be eligible for the DDV concession, the survivor must:
- a) Have entered the UK or have been given leave to remain in the UK as a spouse, civil partner, unmarried or same sex partner of a British Citizen or someone who is present and settled in the UK
 - b) Have had the relationship break down because of domestic abuse
 - c) Have no means of financial support and be facing destitution.
- 1.7.8 The survivor will need to provide evidence that the Home Office considers to be sufficient to prove domestic abuse, such as police and medical reports.

- 1.7.9 If a survivor meets all three criteria for the DDV concession, they will be sent a notification letter, granting them 'leave outside the rules (DDV)', where they will have limited leave to remain in the UK for 3 months. This means they will no longer be on a spousal visa. It will take up to five working days for the notification letter from UKBA to be received. Once the notification of access to public funds letter is received, survivors can go to their local Job Centre to claim benefits. The benefits that survivors under the DDV Concession may be eligible to claim include (but are not limited to): Universal Credit, Housing Benefit, Council Tax Benefit.
- 1.7.10 During the 3 month's limited leave to remain period, the claimant must complete and apply for Indefinite Leave to Remain (ILR). Once submitted, the claimant's application will follow the normal ILR (DV Rule) procedure. If an application is not submitted after 3 months, the claimant will be classed as an over-stayer and will no longer have access to benefits, and may be subject to removal proceedings.
- 1.7.11 Recourse to public funds is a complex and dynamic area of law, and officers should seek legal advice on a case-by-case basis as necessary.

2. Participant Commitments

2.1 The partner commitments

- 2.1.1 This section outlines the commitments protocol signatories will take to assist those experiencing domestic abuse.

2.2 All participating organisations will at all times:

- Treat all incidents of domestic abuse seriously and will provide a supportive and enabling environment to encourage people to report domestic abuse and make informed choices about their next steps.
- Follow the cross-government definition of domestic abuse set out in the Domestic Abuse Act 2021 when designing and delivering services.
- Respond professionally and sympathetically to reports of domestic abuse. They will work co-operatively to enable people experiencing domestic abuse to access a range of housing and support options.
- Be sensitive to the diverse needs of survivors and their children, considering their age, disability, gender, race or ethnicity, religion or belief, sexual orientation, transgender status and socio-economic situation.
- Take into account the Domestic Abuse Statutory Guidance Framework, the Homelessness Code of Guidance and other published best practice guidance when dealing with domestic abuse.
- Aim to ensure that staff are trained, particularly when assessing risk, and supported appropriately and adhere to procedures when working with those experiencing or affected by domestic abuse
- Respect confidentiality. Participating organisations will refer to appropriate agencies with the agreement of the survivor unless not to do so would create a risk of harm.
- Share relevant information on customers experiencing domestic abuse where it is appropriate and lawful to do so. See section 5.
- Ensure that staff are aware of the referral pathways for those affected by domestic abuse. They will also ensure that, where there are child protection concerns or where the individual meets the definition of an adult at risk, referrals

are made to the relevant Children's Advice and Duty Service (CADS) or Multi-Agency Safeguarding Hub (MASH).

- Refer any identified person who is considered at high-risk to the Multi Agency Risk Assessment Conference (MARAC) for safety planning.
- Where appropriate, organisations will take a multi-agency approach in holding perpetrators accountable for their actions to ensure that the full range of civil and criminal remedies can be explored including; Domestic Abuse Protection Notices (DAPN); Domestic Abuse Protection Orders (DAPO); Injunctions and Non-molestation orders. In addition to providing referrals to perpetrator programmes.
- Provide support and information in the workplace for employees experiencing or affected by domestic abuse.
- Collect specific data on domestic abuse and will periodically review (on the date of first publishing?) the data and this protocol to identify improvements and to ensure that commissioned services are appropriate.
- Work in partnership to meet the aims and objectives set out in this document in addition to the local and national strategies and statutory frameworks.

Households at risk of domestic abuse often have to leave their homes and the area where they have lived. There is a clear need for victims of abuse and their children to be able to travel to different areas in order for them to be safe from the perpetrator, and housing authorities should extend the same level of support to those from other areas as they do to their own residents.

Homelessness Code of Guidance

2.3 Local housing authorities will:

- Assess as homeless or threatened with homelessness under the Homelessness Reduction Act 2017
- Local housing authorities will open a homeless application where a victim/survivor is assessed as homeless or threatened with homelessness irrespective of local connection
- If a local connection – respect the wishes of the victim to remain in the area, where it is assessed as safe to do so.
- If it is not – consider proximity of other districts when making a referral
- Explore the potential for moving the perpetrator.
- Assess as having a 'priority need' for those homeless or threatened with homelessness as a result of domestic abuse
- Provide suitable accommodation where the Council accepts that it is unreasonable for survivors to return to their homes or it is unreasonable for them to continue to occupy their home where they have not left and it has a duty to rehouse in line with the requirements of the Housing Act 1996 (as amended by the Homelessness Act 2002). Each case will be assessed on its own merits and will be viewed against statutory legislation.
- Consider all housing options with the applicant
- Applicants moving on from safe accommodation will be treated as homeless or threatened with homelessness and given reasonable preference as per each local authority's allocations scheme/policy.

2.4 Stock holding authorities and registered providers will:

- Empower survivors by making available to all residents' clear information on its approach to dealing with domestic abuse, relationship breakdown and joint tenancies.

- Offer tenants advice and guidance on rent arrears, rechargeable repairs, letting issues and tenancy issues in a domestic abuse or relationship breakdown.
- Take into consideration former rent arrears and tenancy issues where domestic abuse has been a contributory factor when assessing new tenants.
- Consider direct let arrangements, where appropriate and agreed with the local authority to expedite a safe move for a victim-survivor
- Consider measures, where they are appropriate to enable the victim-survivor to remain in the home such as:
 - use of Ground 14a, schedule 2 of the 1988 Housing Act to remove perpetrator tenants
 - Utilising a McGrady notice
- Support the installation of target hardening measures to ensure victim-survivors can remain in their home.
 - When re-housing an existing lifetime social tenant, or offering them a new sole tenancy in their own home, to grant a new lifetime tenancy if the local authority or registered provider is satisfied that the tenant or a member of their household has been a victim of domestic abuse and the new tenancy is granted in connection with that abuse as per the Domestic Abuse Act 2021

2.5 Domestic abuse service providers will:

- Give timely access to appropriate support for victims and survivors in both safe accommodation and outreach provision as per relevant service contracts.
- To support needs of victims and survivors seeking safe accommodation.
- Notify local housing authorities as soon as practicable when victims and survivors are approaching readiness to move-on from safe accommodation
- Work in partnership with local housing authorities to support victims in making informed and realistic choices about future housing options.

2.6 Commissioners of domestic abuse services will:

- Ensure that the overall domestic abuse service offer in Norfolk is consistent and reflects a holistic pathway from initial contact to sustainment of permanent housing, including move-on support and breaking the cycle of abuse.
- Be responsive to the needs of victims and survivors of domestic abuse when reviewing and re-commissioning services. This includes, but not limited to, people seen as having protected characteristics under the Equality Act 2010 such as; children and young people, males and people who identify as transgender, people with a minority ethnic background and people with disabilities. It also includes people with multiple and complex needs, such as mental health and substance misuse.
- Ensure that commissioning cycle is complete by undertaking regular reviews that consider both qualitative and quantitative data to ensure services are regularly reviewed and audited.

3. Safeguarding and risk

3.1 Risk assessments

- 3.1.1 In order to facilitate informed choice and to source appropriate services and housing, a range of risk assessments are in use:
- Domestic Abuse, Stalking, Harassment and Honour Based Abuse assessment tool (DASH)

- Any standardised tool to assess risk
- Local housing authority assessment
- Refuge provider assessment
- Domestic abuse service provider assessments

- 3.1.2 In addition, Norfolk County Council to audit safe accommodation and provide a quality assessment framework for this to be undertaken.
- 3.1.3 These assessments provide a snap shot of risk at any one time and in those particular circumstances and the content of the documents themselves may vary slightly in relation to the specific service offer.
- 3.1.4 A risk assessment is not a reason to prevent access to services or specific housing and accommodation. It needs to be considered with mitigating factors and safety planning measures. Furthermore, as good practice, completion of risk assessments should take a multi-agency approach with safety planning paramount.

3.2 Multi-agency Risk Assessment Conference (MARAC)

- 3.2.1 High risk cases may be referred to the MARAC. This is a regular risk management meeting where professionals share information on high risk cases of domestic violence and abuse. The main aim of the MARAC is to reduce the risk of serious harm or homicide for a victim and to increase safety, health and wellbeing of victims, both adults and any children.
- 3.2.2 In a MARAC local agencies will meet to discuss the highest risk victims of domestic abuse in their area. Information about the risks faced by those victims, the actions needed to maximise safety, and the resources available locally are shared and used to create a risk management plan involving all agencies.
- 3.2.3 Agencies attending include police, probation, health agencies, housing services, child and adults social care, education providers, specialist services – such as sexual support centres, refuges, substance misuse services, any other organisation working with the family and the organisation making the referral. This gives other agencies the opportunity to ask questions directly and to make very useful contacts with other professionals who may be able to help manage the risk issues.
- 3.2.4 An Independent Domestic Violence Advisor (IDVA) will also be present to put forward the views of the victim. Victims and perpetrators do not attend. In Norfolk, chairing of the MARAC varies but is coordinated by Norfolk Constabulary.

3.3 Balancing choice and risk

- 3.3.1 Balancing choice and wishes of the victim with risk can be difficult particularly when the choice of the victim-survivor is at variance to the perceived risk by organisations and the outcomes of any risk assessments, for example where the victim has fled the home but wishes to remain in the local area.
- 3.3.2 Participating organisations will work together to advise the victim so that choices are made on a fully informed basis. Where the choice is against advice, organisations will continue to support the victim in safety planning, in addition to meeting their

safeguarding responsibilities as per 3.4 below. Organisations understand that the wishes of the victim may change over time and will be responsive to meet that need.

3.4 Safeguarding principles

- 3.4.1 If, as a result of a risk assessment or other contact with a person experiencing domestic abuse there are concerns about their safety, or the safety of a person in their household, consent can be sought to make a referral to Children's Services or Adult Social Care.
- 3.4.2 Actions taken to assist those experiencing domestic abuse will be led by the victim and they may refuse consent for support and referrals to other agencies, including Social Services departments.
- 3.4.3 Staff should aim to respect those wishes, however the member of staff has a responsibility to report and act upon all cases of abuse, regardless of the victim-survivor's wishes, where:
 - a) There are concerns for the safety of a child. For professionals, contact should be made to the Norfolk County Council Children's Advice and Duty Service (CADS) on 0344 800 8021 or, for members of the public to the Multi-Agency Safeguarding Hub ON 0344 800 8020.
 - b) There are concerns for the safety of an adult. Referrals can be made to the Multi-Agency Safeguarding Hub on 0344 800 8020,
 - c) Referrals can also be made online [Report a concern - Safeguarding - Norfolk County Council](#)
 - d) There are immediate safety concerns. The police should be contacted on 999.
 - e) An assessment indicates a high risk of harm, a referral to MARAC can be made.
- 3.4.4 Any potential referrals should be discussed with the participating organisations safeguarding lead/designated safeguarding officer and be in accordance with that organisation's safeguarding policy.

If there are immediate concerns for the safety of an individual or family, call 999 for an emergency response.

3.5 Professional boundaries.

- 3.5.1 When working with victims and survivors of domestic abuse, staff from Participating partners must not divulge any inappropriate information about themselves or other staff members to any service user or ex-service users.
- 3.5.2 Additionally, staff from Participating partners should recognise and understand they are in a position of power, and it is their responsibility to ensure that appropriate boundaries are made.

3.6 Staff as victims and survivors of domestic abuse

- 3.6.1 Participating Organisations recognise that staff members and any volunteers linked to the organisation delivering services may themselves be current victims or survivors of domestic abuse. This may have an influence on their work and wellbeing, particularly where the officer is dealing directly with cases of domestic abuse.

- 3.6.2 Parties should have Domestic Abuse policies for staff which set out the organisation's approach and responsibilities to staff in relation to domestic abuse, both victim-survivors and perpetrators (see 3.7). The policy should outline advice and support available to employees. This can include access to specific support and counselling services sourced by the organisation, training of Domestic Abuse Champions, adjustments to work, safety planning and actions to be taken if both victim or survivor and perpetrator work for the same organisation or in the same service area.

3.7 Staff as perpetrators of domestic abuse

- 3.7.1 Employees who are perpetrators of domestic abuse cannot be condoned under any circumstances nor will it be treated as a purely private matter. Participating organisations recognise that they have a role in:
- Encouraging and supporting employees to seek support to address violent and abusive behaviour of all kinds.
 - Offering to refer into domestic abuse services for victims and survivors with their consent.
 - Assessing if further safeguarding action needs to be undertaken.
 - Assessing if a breach of organisational Code of Conduct has occurred and taking disciplinary action.
 - Creating a culture that does not tolerate or condone practices that could facilitate perpetrator behaviours.
 - Encouraging employees to report if they suspect a colleague is a perpetrator of domestic abuse

4. Perpetrators of domestic abuse

4.1 Approach to perpetrators

- 4.1.1 Participating providers do not condone under any measures the perpetration of domestic abuse. They will support victim-survivors to pursue criminal remedies or civil action with the appropriate agencies and as appropriate to the victim. These can include but not limited to; Domestic Abuse Protection Notices (DAPN); Domestic Abuse Protection Orders (DAPO); Injunctions; Non-molestation orders.
- 4.1.2 In addition, where perpetrators have expressed an aim to change their behaviours, Participating providers will make referrals into appropriate services and support access to these services.

4.2 Housing perpetrators

- 4.2.1 Perpetrators of domestic abuse will not be prevented from accessing local authority services and support including housing options. However, in general perpetrators may not qualify for the housing register due to their behaviour or they may be subject to reduced banding/preference. This is dependent on individual local authorities housing allocations schemes.

- 4.2.2 However, consideration will be given on a case by case basis and will include assessment of:
- Whether rehousing a perpetrator will allow a victim-survivor (and household) to remain in the current home and what measures would need to be in place to facilitate and ensure safety, for example Sanctuary Schemes.
 - Steps the perpetrator is taking to address their behaviour
 - Whether their behaviour or other actions has led to them being considered intentionally homeless.
 - Whether an existing social tenant and the housing provider has exercised ground 14a, schedule 2 of the 1988 Housing Act to recover possession.

4.3 Domestic Abuse Perpetrator Partnerships Arrangements (DAPPA)

- 4.3.1 DAPPA is a police-led pilot approach designed to identify and manage the highest risk domestic perpetrators in Norfolk. Cases are identified via the DAPPA analyst for discussion at monthly partnership meetings for ongoing management using a Recency, Gravity and Frequency (RGF) matrix. DAPPA will also consider appropriate referrals from police and partner agencies for perpetrators not risk assessed through this process but who present risk that would benefit from the active involvement of several agencies.
- 4.3.2 DAPPA brings together police and key partners to work effectively to manage perpetrators of domestic abuse and thereby protect the most vulnerable victims. It seeks to develop robust multi-agency risk management plans around perpetrators using a problem-solving approach with a full menu of tactical options. The team will also provide a focussed pathway to intensive targeted support where appropriate.
- 4.3.3 Monthly multi agency meetings discuss DA perpetrators and a risk management plan will be created. Perpetrators will be directed to either a disruption route or a diversion pathway. If a perpetrator on the diversion pathway, they will offered behaviour change programme, delivered by The Change Programme and funded by OPCCN, see 4.6. The programme is offered to all genders, 1:1 and various risk levels. Support for the victim is offered in parallel whilst the perpetrator is in service.

4.4 Multi-agency Public Protection Arrangements (MAPPA)

- 4.4.1 MAPPA was introduced in 2001 as the statutory arrangements for managing sexual and violent offenders. It is a process through which the Police, Probation and Prison Services work together with other agencies to help reduce the re-offending behaviour of violent and sexual offenders living in the community in order to protect the public.
- 4.4.2 The purpose of MAPPA is to ensure that comprehensive risk assessments are undertaken and robust risk management plans put in place. MAPPA takes advantage of co-ordinated information sharing across the agencies on each MAPPA offender and ensures that appropriate resources are directed in a way that enhances public protection.
- 4.4.3 The Police, Probation and Prison Services working together are the Responsible Authority (RA). Together they have a duty and responsibility for ensuring that MAPPA operates in Norfolk. Other agencies have a duty to co-operate with the MAPPA (DTC):
- Children's Social Care
 - Adult's Social Care

- Youth Offending Teams
- Health Service Providers
- Local Housing Authorities
- Registered social landlords who accommodate MAPPA offenders
- Jobcentre Plus
- Electronic Monitoring Providers
- UK Border Agencies

4.5 Project CARA (Cautions and Relationship Abuse)

- 4.5.1 Project CARA (Cautions and Relationship Abuse) is funded by the Office of the Police and Crime Commissioner for Norfolk for first time male perpetrators at standard/medium risk.
- 4.5.2 Offenders will be given a conditional caution instead of being prosecuted and as part of that caution perpetrators must complete two workshops run by The Hampton Trust. The workshops combine motivational interviewing techniques and discussion group work where the men are encouraged to reflect on their offence. Failure to attend both workshops will result in the offender breaching their conditional caution and the case will be considered for referral to the CPS for prosecution for the original offence.

4.6 The Change Project

- 4.6.1 A behaviour change project for all genders and 1:1 for females and men if English is not their first language. The service accepts both professional and self-referrals with self-referrals welcomed at least 6 months after being closed to other services.
- 4.6.2 The service is not free of charge however costs can be means tested for self-referrals. Every referral will have an initial assessment to ensure a level of motivation to change. In addition, victim support is offered whilst the perpetrator is in service. Domestic Violence Perpetrator Programmes Since 2006 (thechange-project.org)

4.7 National Probation Service:

- 4.7.1 There are various programmes offered to all levels of risks. However, they are only offered through the courts and to heterosexual males. Programmes include:
- Building Better Relationships – A 30 week group programme
 - Positive Pathways Plus – 9 sessions delivered on a one to one basis
 - Better me, better us – A 14 week programme delivered on a one to one basis

5. Information sharing

- 5.1 It is the responsibility of each participating organisation to ensure that any processing of personal information owned by that party is carried out in accordance with the

requirements and principles of relevant legislation, including the General Data Protection Regulation (GDPR), Data Protection Act 2018 (DPA 18) and the Human Rights Act 1998.

- 5.2 Personal data shall be processed fairly and lawfully, in a transparent manner, and in particular, shall not be processed unless at least one of the lawful bases for processing exists under Article 6 of the GDPR.
- 5.3 Participating organisations should consider whether it is appropriate to share information regarding safeguarding concerns, including, but not limited to concerns about domestic violence and abuse, with other agencies (such as housing associations, local authorities and GP surgeries). It is the responsibility of participating organisations to determine whether data sharing is lawful under UK data protection law. Whether data sharing is lawful must be determined on a case-by-case basis. If organisations are unclear about their obligations and responsibilities under UK data protection law they should seek advice from their data protection teams or contact the Information Commissioner.
- 5.4 Due to the variety of; organisations linked, either directly or indirectly, to the provision of domestic abuse services; types of contact with victims and survivors of domestic abuse; and variety of information to be shared to deliver those services, separate data sharing agreements or data protection impact assessments (DPIA) exist. These consist of:
- District Councils and Registered Providers, for the purposes of allocating social housing.
 - Domestic Abuse Information Sharing Agreement
 - Norfolk Constabulary and various agencies for the purposes of Multi-agency Risk Assessment Conferences (MARAC)
 - Norfolk Constabulary and various agencies for the purposes of the Domestic Abuse Perpetrator Partnership Approach (DAPPA)
 - Norfolk County Council and various agencies for the purposes of compiling a needs assessment of commissioning safe accommodation and support in safe accommodation.
 - Norfolk Constabulary and various agencies for the provision of the Norfolk Integrated Domestic Abuse Service (NIDAS)
 - Help Hub data sharing agreements between parties
- 5.5 In addition, all participating organisations will have their own corporate data protection policies and service specific privacy notices to be shared with service users.

6. Training

- 6.1 Cases involving domestic abuse require a complex set of skills for a member of staff to identify and effectively deal with a victim or survivor of domestic abuse. All Participating organisation staff should receive basic training as part of safeguarding programs to increase the likelihood of them identifying domestic abuse and to assist them with responding to this.
- 6.2 For domestic abuse specific services, training should also cover:

- a) Customer care and interviewing skills such motivational interviewing and trauma informed environments.
 - b) Relevant legislation, including the duty to rehouse survivors
 - c) Organisational policy/procedure including safeguarding, health and safety at work, lone-working.
 - d) Completion of risk assessments: Internal/DASH
 - e) Creating and maintaining professional boundaries
 - f) Preventative measures and early intervention methods
 - g) Referral routes to other agencies, including NIDAS, MARAC, DAPPA, CADS and the MASH and signposting to support and advice provided by other partners.
- 6.3 New members of staff should receive training as soon as is practicable, and within 2 months of their appointment. They should be closely supervised by their line manager until they have completed this training. Refresher training should be arranged for all staff periodically, and this should take place at least every 2 years.
- 6.4 Participating organisations recognise that their own staff will require support, advice and guidance in order to deal with cases of domestic abuse. All staff will be supported by their managers to deliver the aims and objectives of this policy and procedure, and senior officers should work to improve the skills of staff to deal with domestic abuse more effectively. Staff should be directed to support and counselling services as appropriate, as detailed in the organisations staff wellbeing policies.
- 6.5 Organisations will have designated safeguarding leads who will have received additional training to:
- Provide immediate response to person raising a concern
 - Clarify/assist completion of reporting forms and referrals
 - Escalate referrals as appropriate
- 6.6 Additionally, organisations may also have a number of Domestic Abuse Change Champions, who are trained to develop knowledge on asking, responding, and supporting people affected by domestic abuse, and to use their knowledge to help their colleagues to respond effectively and appropriately. They will do this by:
- Recognising the signs and symptoms of abuse
 - Realising the impact it has on the individual, family and wider society
 - Reacting by taking action to reduce harm, increase safety and listen to the voice of the victim

7. Monitoring and review

- 7.1 The strategic oversight of this protocol will be provided by the Housing Advice and Allocations Lead Officer (HAALO) group in collaboration with the Norfolk Domestic Abuse Partnership Board (NDAPB)
- 7.2 A number of performance indicators will be collated by the Participating partners in alignment with reviews of the NDAPB needs assessment. This is due annually in September.
- 7.3 The agreed performance indicators are, where possible:
- 1. Number of housing/homelessness applications received by local authority
 - a) At point of LA accepting homeless duty as a result of domestic abuse

- b) At point of move-on from safe accommodation
- 2. Number assessed as not homeless.
Dip sample of cases to judge reasons. 10 cases each authority.
- 3. Number of households referred to other local authority
 - a) Other Norfolk local authority
 - b) Other local authority outside of Norfolk
 What were the reasons for referral? Dip sample of 10 cases for each local authority.
- 4. Number of referrals accepted
- 5. Number of housing/homeless applications received from other local authority area as a result of domestic abuse
 - a) Other Norfolk local authority
 - b) Other local authority outside of Norfolk
 What were the reasons for referral? Dip sample of 10 cases for each local authority.
- 6. Number or referrals accepted
- 7. Length of time from case opening to either
 - a) Date of accessing safe accommodation
 - b) Date of moving into housing where local authority can discharge any housing/homelessness duties
- 8. Number of DA cases by each band. – snap shot on a particular day.
- 9. Number of perpetrators moved as a result of LA intervention

- 7.4 Representatives from the participating organisations will meet at least six-monthly (with other partners as appropriate) to monitor the protocol's performance and implement amendments or improvements to this policy as appropriate.
- 7.5 During these meetings, available performance information outlined above will be considered alongside any comments, compliments or complaints received about the domestic abuse services, lessons learnt reports or any other relevant performance data.
- 7.6 The Service will routinely consider other methods for appraisal of the domestic abuse policy and procedure, such as mystery shopping exercises, as well as recommendations arising from best practice.
- 7.7 To ensure that the documents are robust and comply with legislation and best practice this protocol will be reviewed annually in line with the needs assessment review.

8. Dispute resolution

- 9.1 All participating organisations and their staff should use their best endeavours to agree on the most appropriate course of action to meet a victim or survivor of domestic abuse's needs through joint working with the individual, and their household where appropriate, and with the members of staff involved.
- 8.2 However, if a solution cannot be agreed and a partner believes that another partner is failing to follow the underlying principles of the protocol, the matter can be reviewed by each disputing organisation through an escalating process to determine a solution.

- a) Team Leader/Senior Officer
- b) Senior Manager
- c) Head of Service/Assistant Director
- d) Independent Intermediary, for example, NDAPB or Shelter

9. List of participant organisations

9.1 Local authorities and other statutory organisations

- Breckland District Council
- Broadland District Council
- Great Yarmouth Borough Council
- Borough Council of Kings Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Office of the Police and Crime Commissioner Norfolk

9.2 Registered Providers

- Saffron Housing
- Cotman Housing
- Freebridge Community Housing
- Orwell Housing Association

9.3 Domestic Abuse Service Providers

- Daisy Project
- Leeway
- Orwell Refuge Provision
- Pandora

Appendices

Part One: Informing the Protocol

Appendix A: The definition of domestic abuse

In accordance with the DA Act 2021¹, Domestic Abuse is defined as behaviour of a person towards another person that consists of:

- Physical or sexual abuse;
- Violent or threatening behaviour;
- Controlling or coercive behaviour;
- Economic abuse (see below);
- Psychological, emotional, or other abuse

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

¹ [Domestic Abuse Act 2021](#)

Economic abuse means any behaviour that has a substantial adverse effect on a person's ability to:

- Acquire, use, or maintain money or other property, or
- Obtain goods or services

People involved in DA defined by the DA act must be 16 years or older and be personally connected. Personally connected is defined in the act as being if any of the following applies to the people:

- They are, or have been, married to each other.
- They are, or have been, civil partners of each other.
- They have agreed to marry one another (whether or not the agreement has been terminated);
- They have entered into a civil partnership agreement (whether or not the agreement has been terminated);
- They are, or have been, in an intimate relationship with each other.
- They each have, or there has been a time when they each have had, a parental relationship in relation to the same child;
- They are relatives

According to the act, children (defined as a person under 18 years of age) can be victims of DA if they see or hear, or experience the effects of the abuse, and are related to a person involved in the incident

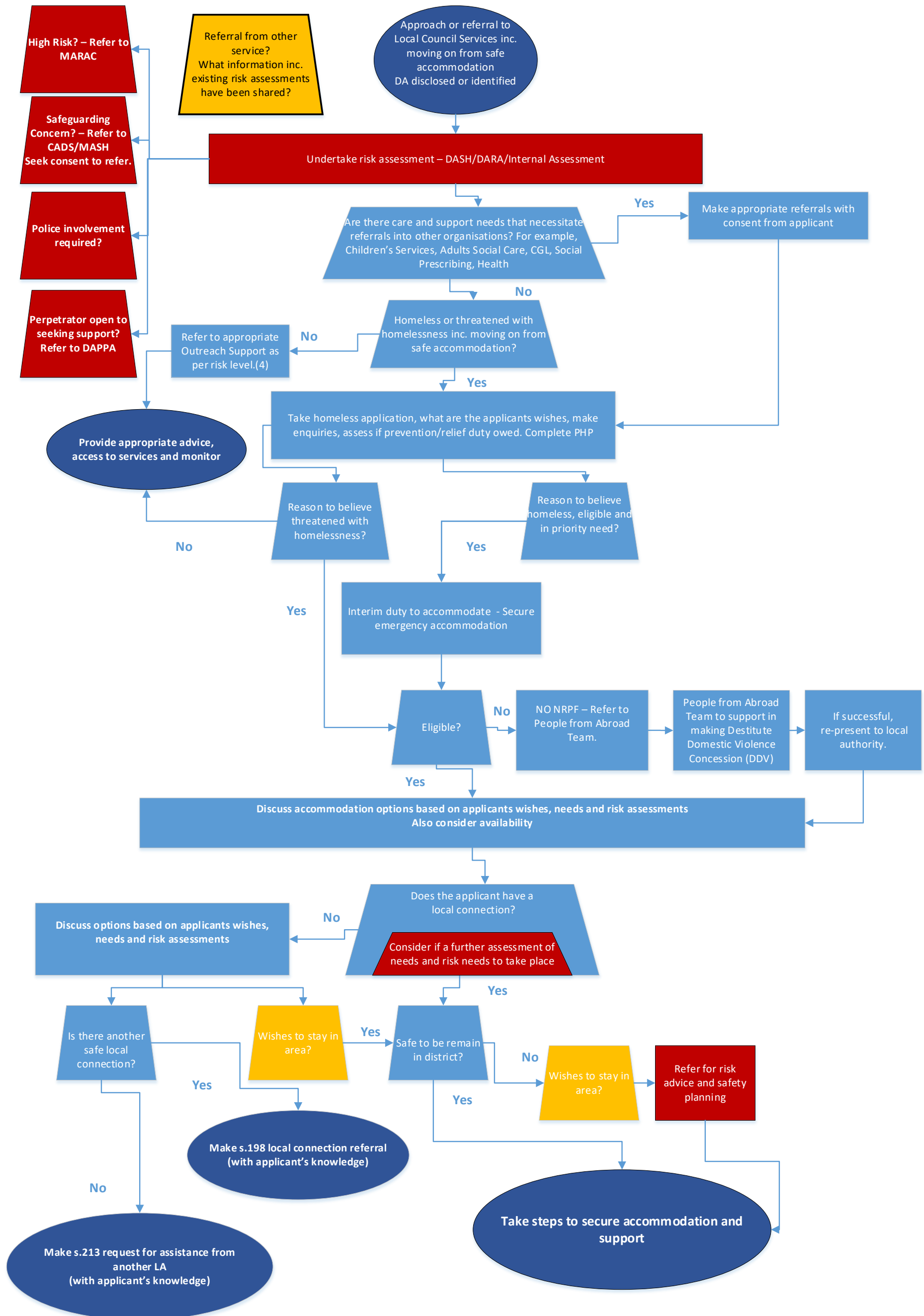
Appendix B: Strategy and guidance documents

- Norfolk Domestic Abuse Strategy 2022-2025 (link to be added)
- Norfolk Support in Safe Accommodation Strategy for Norfolk 2021-2024 (link to be added)
- Norfolk Sexual Violence Strategy (link to be added)
- [Allocation of accommodation: guidance for local authorities](#)
- [Care Act 2014: Care and Support Statutory Guidance](#)
- [Delivery of support to victims of domestic abuse in domestic abuse safe accommodation services](#)
- [Domestic Abuse Draft Statutory Guidance Framework](#)
- [Homelessness Code of Guidance](#)
- [Improving access to social housing for victims of domestic abuse](#)
- [Information Commissioners Office – advice for organisations](#) (data protection and information sharing)
- [Public Sector Equality Duty Guidance](#)

- [Violence Against Women and Girls National Statement of Expectations](#)
- [Working Together to Safeguard Children](#)

Part Two: Housing information

Appendix C: Approach to local council for support/housing flow chart



Notes and Clarifications

Assumptions made in this diagram:

1. Councils are assessing applicants as homeless/threatened with homelessness under the HRA 2017.
2. Eligible applicants homeless/threatened with homelessness as a result of DA will be assessed as being priority need
3. Applicants moving on from safe accommodation will be treated as homeless or threatened with homelessness and given reasonable preference as per each local authority's allocations scheme/policy.
4. Support provided is multi-agency although some assumptions have been made where:
 - DA specialist support is provided by County commissioned services in safe accommodation (as defined by the regulations).
 - NIDAS can provide outreach support where applicant is in other accommodation in medium to high risk cases (for example, DASH score 10 or higher).
 - Norfolk and Suffolk Victim Care can provide support for standard risk cases (for example, DASH score 9 or lower)

This DOES NOT negate other services responsibilities to the applicant.
5. Wishes and circumstances of the victim-survivor may change and housing and support needs to be flexible where possible to meet those changes.
6. Local authority takes responsibility for initial application and assessment.

What further support could be needed?

- Financial/welfare advice
 - Accessing belongings from former/current home
 - Maintaining existing home while in safe accommodation
 - Support to facilitate travel out of area
 - Purchasing of necessities – suitcases, clothing, and toiletries.
 - Accessing schools/childcare
 - Accessing health services including mental health services
 - Accommodating pets
 - Legal advice
 - Meeting care and support needs
 - Accessing drug/alcohol support
 - Resettlement support
- (Not an exhaustive list)

Appendix D: Summary of housing/accommodation options.

Note: this is not an exhaustive list.

Type of housing/accommodation	Likely support provider	How local authorities can help
Remaining in own home	<ul style="list-style-type: none"> • Standard risk – Norfolk and Suffolk Victim Care • Medium to High Risk – NIDAS • County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> • Internal DA Specialist • Referral into services for support and safety planning • Referral for Sanctuary scheme measures (where appropriate) • Potential to offer housing options to perpetrator • Links into Help Hub services
Remaining in own home with perpetrator	<ul style="list-style-type: none"> • Standard risk – Norfolk and Suffolk Victim Care • Medium to High Risk - NIDAS 	<ul style="list-style-type: none"> • Internal DA Specialist • Referral into services for support and safety planning • Links into Help Hub services
Refuge accommodation	<ul style="list-style-type: none"> • County commissioned support in safe accommodation 	<ul style="list-style-type: none"> • Referring into refuge • Enabling transport to refuge • Working with RP to either maintain existing home or allow Safe Surrender, where applicable) • Housing Benefit and Council Tax claims, where applicable • Housing options when ready to move-on • Links into Help Hub services
Other safe accommodation such as respite or for men, people who	<ul style="list-style-type: none"> • County commissioned support in safe accommodation 	<ul style="list-style-type: none"> • Referring into safe accommodation • Enabling transport to refuge • Working with RP to either maintain existing home or allow Safe Surrender, where applicable) • Housing options when ready to move-on

Type of housing/ accommodation	Likely support provider	How local authorities can help
identify as LGBTQ+		<ul style="list-style-type: none"> •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Safe accommodation commissioned by district council	<ul style="list-style-type: none"> •County commissioned support in safe accommodation 	<ul style="list-style-type: none"> •Accessing safe accommodation and settling in •Referring into support services •Enabling transport to accommodation •Working with RP to either maintain existing home or allow Safe Surrender, where applicable) •Housing options when ready to move-on •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Temporary Accommodation	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •Internal Support Officers 	<ul style="list-style-type: none"> •Sourcing accommodation and settling in. •Referring into support services •Enabling transport to accommodation •Working with RP to either maintain existing home or allow Safe Surrender, where applicable) •Housing options •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Other supported accommodation	<ul style="list-style-type: none"> •Internal Support workers •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS 	<ul style="list-style-type: none"> •Referring into supported accommodation •Referring into support services •Enabling transport to accommodation •Working with RP to allow Safe Surrender of existing property, where applicable) •Housing options when ready to move-on •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Social Housing	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) •Internal Support Officers 	<ul style="list-style-type: none"> •Housing Register •Support with bidding/nominations/choosing areas •Working with RP to allow Safe Surrender of existing property, where applicable) •Referrals to support services, such as Norfolk Assistance Scheme. •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Managed move from existing social rented property	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Advocating to registered provider •Support with choosing areas •Referring into support services •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Reciprocal move or application	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Support with identifying area •Referring into and liaising with other district •Advocating to registered provider where applicable •Working with RP to allow Safe Surrender of existing property, where applicable) •Referrals to support services
Private Rent Home	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Support with rent and deposit loan scheme, where eligible •Referring into support services •Housing Benefit and Council Tax claims, where applicable •Links into Help Hub services
Affordable Home Ownership	<ul style="list-style-type: none"> •Standard risk – Norfolk and Suffolk Victim Care •Medium to High Risk – NIDAS •County commissioned support in safe accommodation (if Sanctuary measures in place) 	<ul style="list-style-type: none"> •Advice, guidance and signposting to Help to Buy •In some instances, approve applications (subject to individual council procedure). •Referring into support services •Links into Help Hub services

Appendix E: Links to allocations schemes

- [Breckland District Council](#)

- [Broadland District Council](#)
- [Great Yarmouth Borough Council](#)
- [Borough Council of Kings Lynn and West Norfolk](#)
- [North Norfolk District Council](#)
- [Norwich City Council](#)
- [South Norfolk Council](#)

Appendix F: Useful contacts

Service	Contact number	Email	Webpage
Housing Options			
Breckland	01362 656 870	housing.advice@breckland.gov.uk	Breckland Housing
Broadland and South Norfolk	0808 168 2222	housing.advice@southnorfolkandbroadland.gov.uk	Housing – Broadland and South Norfolk (southnorfolkandbroadland.gov.uk)
Great Yarmouth	01493 846140	Housingoptions@great-yarmouth.gov.uk	Housing – Great Yarmouth Borough Council
Kings Lynn and West Norfolk	01553 616200	housingoptions@west-norfolk.gov.uk	Housing – Borough Council of Kings Lynn and West Norfolk
North Norfolk	01263 516375	Housing@north-norfolk.gov.uk	Housing – North Norfolk District Council
Norwich	0344 980 3333	housingoptions@norwich.gov.uk	Housing – Norwich City Council
Help Hub			
Breckland	0344 800 8020		Support Hub – Breckland District Council
Broadland and South Norfolk	01603 430431 01508 533933	helphub@southnorfolkandbroadland.gov.uk	Help Hub – Broadland and South Norfolk Councils
Great Yarmouth	0808 196 2238	earlyhelphub@great-yarmouth.gov.uk	
Kings Lynn and West Norfolk			Help Hub – Borough Council of Kings Lynn and West Norfolk
North Norfolk	01263 516353	social.prescribing@north-norfolk.gov.uk	Help Hub – North Norfolk District Council
Norwich			
Domestic Abuse Services			
NIDAS	Call: 0300 561 0555 Text: 07860 063 464	referrals@nidasnorfolk.co.uk	www.nidasnorfolk.co.uk .
Leeway Refuge provision	0300 561 0077		Leeway Domestic Abuse Services
Orwell Refuge provision	08454 674876	info@orwell-housing.co.uk	www.orwell-housing.co.uk
The Daisy Programme	01953 880903	help@daisyprogramme.org.uk	www.daisyprogramme.org.uk
Pandora			
Safeguarding			
CADS (partner organisation referrals only)	0344 800 8021		
MASH	0344 800 8021	Report a concern	Protect someone from harm
MARAC		marac@norfolk.police.uk	Norfolk County Council MARAC
DAPPA		MASHDAPPA@norfolk.police.uk	
Registered Providers			

Service	Contact number	Email	Webpage
Saffron Housing			
Cotman Housing			
Freebridge Community Housing			
Orwell Housing	0345 60 100 30	info@orwell-housing.co.uk	www.orwell-housing.co.uk

Appendix G: List of acronyms

Acronym	Full name
CADS	Children's Advice and Duty Service
DA	Domestic Abuse
DAPPA	Domestic Abuse Perpetrator Partnership Approach
DARA	Domestic Abuse Risk Assessment
DASH	Domestic Abuse, Stalking, Harassment and Honour Based Abuse Assessment
DDV	Destitute Domestic Violence Concession
DPA 2018	Data Protection Act 2018
GDPR	General Data Protection Regulation
HAALO	Housing Advice and Allocations Lead Officer Group
HRA 2017	Homelessness Reduction Act
MAPPA	Multi-agency Public Protection Arrangements
MARAC	Multi-agency Risk Assessment Conference
MASH	Multi-agency Safeguarding Hub
NDAPB	Norfolk Domestic Abuse Partnership Board
NIDAS	Norfolk Integrated Domestic Abuse Service
NRPF	No Recourse to Public Funds
PHP	Personalised Housing Plan
PRS	Private Rented Sector
RP	Registered Provider
TA	Temporary Accommodation

Support in Safe Accommodation Strategy for Norfolk 2021-2024

In accordance with Part 4 of the Domestic
Abuse Act, 2021

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Foreword

No one should feel unsafe in their own home, yet the police recorded 844,955 cases of Domestic Abuse across the country in the year ending March 2021. All forms of Domestic Abuse are unacceptable in any situation, and the effects of it can be devastating for victim-survivors and their children.

Domestic Abuse is a leading cause of homelessness for adult and child victim-survivors. Norfolk has both a moral and statutory duty to help victim-survivors and this strategy sets out how we will do that.

We have recently undertaken a needs assessment in relation to the prevalence of Domestic Abuse in Norfolk and what services there are to support victim-survivors across Norfolk.

From this data analysis and working with both Domestic Abuse service providers and victim-survivors, we can present the Support in Safe Accommodation Strategy for Norfolk.

This strategy outlines how Norfolk County Council, as a Tier 1 authority, will work with Tier 2 authorities, and key stakeholders (including victim-survivors) to meet the new duties to provide support in safe accommodation for both adults and children in Norfolk. We will work to ensure that victim-survivors living in Norfolk are supported to remain safe in their own home if they wish, or access alternative safe accommodation and support.

Although Domestic Abuse is a gendered issue, mainly experienced by women, we recognise in Norfolk that men do experience it too, as the Needs Assessment has highlighted that 28% of all referrals to Domestic Abuse services are male. This figure is higher in national crime statistics, suggesting there is more work to be done to help men access the right support.



Cllr Bill Borrett, Cabinet Member for Adult Social Care

We know that in Norfolk, over the pandemic period in particular, the prevalence of Domestic Abuse has increased, and we need to better understand whether this is because victim-survivors are better able to report, feel safer to report, or indeed there is a substantive 19% increase in Domestic Abuse in 2020 compared to 2019.

From the survey we undertook with Victim-survivors who have experience of receiving support in safe accommodation they stated they felt they were listened to and most had a positive experience. One victim-survivor said, “It helped me realise (sadly) that I wasn’t alone, and it gave me that wider support network I needed”.

In Norfolk, we do not believe that homelessness, inappropriate and/or unsafe accommodation, or having to remain in a home where a person is experiencing Domestic Abuse is a choice, that any victim-survivor should be faced with. The Support in Safe Accommodation Strategy for Norfolk outlines how all agencies will work collaboratively to provide victim-survivors with a range of flexible options, that enable them to remain safe at home or access suitable alternative safe accommodation and support if that is what is needed and wanted.

This strategy will be vital in ensuring there is cross departmental and sector working about support in safe accommodation. This strategy will be part of a wider Domestic Abuse strategy framework that will work together to ensure there is preventative Domestic Abuse support measures that provide intervention within the community and that we listen and act to the voices and experiences of victim-survivors.

By doing this together, we will be able to improve our overall service offer and improve outcomes for victim-survivors including children, with the aim of breaking the cycle of Domestic Abuse.



Giles Orpen-Smellie – Police and Crime Commissioner for Norfolk

Executive Summary

The Support in Safe Accommodation Strategy for Norfolk 2021–2024 outlines how Norfolk County Council will implement the statutory duties associated with the provision of safe accommodation, as required by the Domestic Abuse Act 2021 (“the Act”). The purpose of the Act is:

- To protect and support victim-survivors’ and their families; transform the justice process to prioritise victim-survivors’ safety and provide an effective response to perpetrators; and to drive consistency and better performance in the response to Domestic Abuse (DA) across all local areas, agencies, and sectors
- Recognising the devastating impact on victim-survivors of all genders, and children of DA - and introduces a statutory duty on Tier 1 authorities to assess and meet support needs in safe accommodation

We welcome the Act for its explicit recognition that the children of victim-survivors are also victim-survivors of DA. That is why Adults and Children’s Services in Norfolk are working jointly to provide a seamless response to victim-survivors.

This strategy demonstrates how support in safe accommodation for DA victim-survivors will be provided over the next three years and outlines five objectives identified because of the DA Accommodation Needs Assessment (“the Needs Assessment”). This will initially be the focus of delivery. These include:

1. Increase the amount and flexibility of safe accommodation: As identified by the Needs Assessment there is an unmet need for safe accommodation of 38 bedspaces in Norfolk. Flexible accommodation options with support that can meet the differing needs of male victim-survivors, children (including older male children) and those with protected characteristics and what are considered more complex needs are required.

2. Improve engagement with victim-survivors of DA: The Needs Assessment has identified a gap in relation to how Norfolk works to improve their DA services. It is vital that we hear an authentic voice from all members of our different communities who are victim-survivors of DA.

3. Improve the quality of support and safe accommodation: Ensure that DA safe accommodation and support is of the same quality and standard across Norfolk and what services there are, is driven by monitoring, review, and improvement.

4. Support children in safe accommodation: The Needs Assessment shows that therapeutic support etc., is not available in all safe accommodation and this needs to be levelled up across Norfolk.

5. Improved intelligence: The Needs Assessment identifies the data used is often aggregated and there is risk of duplication. Data needs to improve to better understand the level of prevalence and demand especially in relation to male victim-survivors, children, those who are 75+ and those with protected characteristics. There is also the need to better understand the demand from victim-survivors having their needs met outside of Norfolk, and who may wish to return, and those seeking refuge from outside of the County.

The Needs Assessment undertaken by the Norfolk Office of Data and Analytics (NODA) highlighted a 19% increase in Norfolk during 2020 of crimes relating to DA compared to those recorded in 2019. Although it is not entirely clear whether this is because data recording has improved, victim-survivors are more confident to report abuse or indeed there has been an overall increase, it is still an alarming statistic and behind these numbers are people who have suffered or maybe still suffering from DA.

This strategy looks to ensure we improve what we are doing and will complement existing work that is taking place across the County to address the health and wellbeing, community safety and housing needs of those who experience DA in Norfolk. It is part of a wider framework of strategy documents which include:

- Norfolk County Community Safety Plan
- Better Together, for Norfolk 2021-2025
- Greater Norwich Homelessness Strategy 2020-2025 (Broadland District Council, Norwich City Council & South Norfolk District Council).
- South Norfolk and Broadland Rough Sleeper Statement 2020-2022
- North Norfolk Homelessness & Rough Sleeping Strategy 2019-2024
- Great Yarmouth Homelessness Strategy
- The Borough Council of King's Lynn & West Norfolk Homelessness Strategy 2015-19.
- Breckland Homelessness and Rough Sleeping Strategy 2020-2025
- North Norfolk District Council Housing Strategy 2021-2025
- Joint Health and Wellbeing Strategy 2018-2022.

This strategy in addition to the strategies listed above, will underpin future strategies such as:

- Domestic Abuse and Sexual Violence Group (DASVG) - Domestic Abuse Strategy 2021-2024 (including delivery plan)
- Domestic Abuse Communications Strategy
- Norfolk Domestic Abuse Perpetrator Prevention Strategy
- No Homelessness in Norfolk Strategy.

The aim of this Support in Safe Accommodation Strategy is to support the lives of victim-survivors and their children by ensuring there are safe accommodation options and appropriate support when needed. Having the right kind of accommodation and support will provide opportunities for people and their children to start living their own, safe independent lives now and importantly for children, in the future.

This strategy has been produced by Norfolk County Council through the Norfolk Domestic Abuse Partnership Board (NDAPB) with oversight of its Council Members as well as the DASVG. The strategy has also received support from the Norfolk Community Safety Partnership Board whose remit is to create safer communities through the reduction of crime and the promotion of safety. The Terms of Reference in relation of NDAPB is included in Appendix 1 and membership of the Norfolk Community Safety Partnership Board is included in Appendix 2.

A structure of the framework in Norfolk that demonstrates how the different boards and groups relate and support each other is included in Appendix 3.

A delivery plan that includes budget commitments is part of the strategy and this will be monitored on a quarterly basis and monitored by NDAPB. Each year the strategy will be reviewed within the context of a refreshed Needs Assessment, and the delivery plan reflecting any changes will be provided to the Department of Levelling Up, Housing and Communities (DLUHC). Both the Needs Assessment and the Strategy will be fully reviewed and may be altered or replaced every three years.

Why is a Support in Safe Accommodation strategy required?

1



1. Context – Purpose of this Strategy

1.1 The Scope of the Domestic Abuse Support in Safe Accommodation Strategy for Norfolk

The Support in Safe Accommodation Strategy for Norfolk 2021–2024 outlines how we will implement our statutory duties as outlined in the Domestic Abuse Act 2021 (Part 4: Safe Accommodation and Support).

The Act seeks to:

Raise the awareness and understanding of the devastating impact of domestic abuse on victims and their families.

Further improve the effectiveness of the justice system in providing protection for victims of domestic abuse and bringing perpetrators to justice.

Strengthen the support available to victims of abuse by statutory agencies.

The overarching aim across Norfolk in relation to DA will be:

- Early intervention and prevention
- Accessible services
- Appropriate safe accommodation
- A Multi-agency approach
- Support to safely return home or move on to alternative permanent accommodation.

In our aim to achieve these overarching objectives, the purpose of this Strategy will, as evidenced by the Needs Assessment, demonstrate how we will look to provide support in safe accommodation over the next three years.

Norfolk's DA and Sexual Violence Group (DASVG) will be developing a document over Autumn 2021 which will outline the holistic approach that all key agencies will be taking to improve our joint approach and support to those who are victim-survivors of DA and this Support in Safe Accommodation Strategy for Norfolk will help underpin that document. The DASVG strategy will articulate the broader partnership responses to DA support for victim-survivors (including carers) as well as accommodation support in the form of refuge supply and demand and flexible use of safe accommodation including sanctuary and target hardening measures in accommodation. In addition to this, the DASVG Strategy will include our collective response in relation to prevention and how we will end the cycle of DA in all its forms, including the rehabilitation and education of perpetrators of DA.

Whilst this Support in Safe Accommodation Strategy for Norfolk covers a three-year period, the Needs Assessment will be refreshed on an annual basis and the strategy will reflect any new demands or pressures being identified at that time and which Norfolk needs to respond in relation to the commissioning of new or improvement of services. Any identified changes in demand or trends that emerge on an annual basis will be reflected in the delivery plan. In addition to this the communications will be updated alongside the delivery plan over the three-year period.

The delivery plan is included in this strategy to demonstrate how solutions to the gaps in service delivery can be met and how our response looks to provide a seamless DA service

offer across the different sectors and organisations operating across the County.

1.2 The Domestic Abuse Act 2021 (“the Act”)

The Domestic Abuse Bill was passed and became an Act in law on 29th April 2021. Additional information in relation to the Act can be found here: [Domestic Abuse Act 2021: Overarching factsheet](#).

The Act will help transform the response to DA, helping to prevent offending, protect victim-survivors and ensure they and their children have safe accommodation and support when they need it.

One of the key measures introduced by the Act is the new duties on Tier 1 and Tier 2 authorities in England found in Part 4. These authorities now must provide support to victim-survivors of DA and their children in safe accommodation.

This strategy is in response to this new duty on us as a Tier 1 authority and is in conjunction with other existing statutory requirements including (but not limited to) those set out below:

- [Equality Act 2010](#)
- [Human Rights Act 1998](#)
- [Housing Act 1996](#)
- [Homelessness Act 2002](#)
- [Crime and Disorder Act 1998](#).

The new duties on Tier 1 and Tier 2 authorities sit alongside the following existing list of guidance:

- [Improving access to social housing for victim-survivors of DA](#) in refuges or other types of temporary accommodations: statutory guidance on social housing allocations for local authorities in England
- [Homelessness Code of Guidance](#)
- [Keeping children safe in education 2021](#): Statutory guidance for schools and colleges
- [Working together to safeguard children](#): A guide to inter-agency working to safeguard and promote the welfare of children
- [Violence against women and girls](#) (including men and boys): national statement of expectations

Definition of Domestic Abuse

The Act has a cross-government definition of DA and is in two parts. Having a precise definition means we all understand what is meant and what is considered unacceptable in relation to DA. This means we can all actively challenge collectively, our behaviour and attitudes in relation to DA. The definition of DA can be found in Section 1 of the Act statutory guidance: [Section 1 of the Domestic Abuse Act 2021 \(legislation.gov.uk\)](#).

The definition DA is:

- “(2) Behaviour of a person (“A”) towards another person (“B”) is “domestic abuse” if—
- (a) A and B are each aged 16 or over and are personally connected to each other, and
 - (b) the behaviour is abusive.
- (3) Behaviour is “abusive” if it consists of any of the following—
- (a) physical or sexual abuse
 - (b) violent or threatening behaviour
 - (c) controlling or coercive behaviour
 - (d) economic abuse...
 - (e) psychological, emotional, or other abuse

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

The definition also encompasses what is called ‘Honour’-Based Abuse (“HBA”), Female Genital Mutilation (“FGM”) and Forced Marriage and is clear that victims are not confined to one gender, ethnic group, or socio-economic group.

While the definition above applies to those aged 16 or above, ‘Adolescent to parent violence and abuse’ (“APVA”) can equally involve children under 16 as well as over 16.

There is currently no legal definition of adolescent to parent violence and abuse, however, it is recognised as a form of DA.

Further information on the new statutory definition of DA can be found in the Statutory Guidance - [Delivery of support to victims of domestic abuse in domestic abuse safe accommodation services - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/612211/DASG.pdf).

Definition of Safe Accommodation

Under Part 4, Tier 1 authorities must assess, or decide for the assessment of, the need for accommodation-based support in their area, prepare and publish a strategy for the provision of support in its area, and monitor and evaluate the strategy.

The duty requires that support is provided to victim-survivors who reside in “relevant accommodation”. The [Domestic Abuse Support \(Relevant Accommodation and Housing Benefit and Universal Credit Sanctuary Schemes\) \(Amendment\) Regulations 2021 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2021/125/contents/making) sets out the definition of relevant accommodation.

“Relevant accommodation” is referred to as “safe accommodation throughout the statutory guidance and this is adopted in the Support in Safe Accommodation Strategy for Norfolk.

Accommodation which is considered safe accommodation is:

Refuge accommodation – a refuge offers accommodation and intensive support which is tied to that accommodation. Victims, including their children, must be refuge residents to access expert emotional and practical support.

Specialist safe accommodation – specialist refuges for ethnically diverse communities, Lesbian, Gay, Bisexual, Transgender Questioning and other (“LGBTQ+”) communities, and disabled victims and their children. These may provide single sex or gender accommodation with dedicated specialist support to victims who share a protected characteristic(s). This includes services that are led by those that also share the protected characteristics and/or have complex needs.

Sanctuary Schemes – properties with local authority installed Sanctuary Schemes or other similar schemes, which provide enhanced physical security measures within a home. A Sanctuary Scheme is a survivor centred initiative which aims to make it possible for victim-survivors of DA to remain in their own homes, where it is safe for them to do so, where it is their choice, and where the perpetrator does not live in the accommodation.

Move-on and / or second stage accommodation – these are interchangeable terms for projects temporarily accommodating victim-survivors, including families who no longer need the intensive level of support provided in a refuge, but would still benefit from a lower level of DA specific support for a period before they move to fully independent and permanent accommodation. There is no expectation that every victim-survivor will require this. Many victim-survivors are ready to move straight to a permanent new home from refuge. However, move-on and/or second stage accommodation may be helpful in some cases. At the present time there are no reciprocal arrangements between districts across the county at the current time.

Dispersed accommodation:

- i. Safe (secure and dedicated to supporting victims of DA), self-contained accommodation with the same level of specialist DA support as provided within a refuge but which may be more suitable for victim-survivors who are unable to stay in a refuge with communal spaces due to complex support needs or for families with teenage sons for example.
- ii. Safe (secure and dedicated to supporting victim-survivors of DA), self-contained 'semi-independent' accommodation which is not within a refuge but with support for victim-survivors who may not require the intensive support offered through refuge and are still at risk of DA from their perpetrator(s).

Other accommodation (other housing authority, registered charity etc.) – i.e., a safe place with support. To give victim-survivors an opportunity to spend a temporary period to make decisions in an environment that is self-contained and safe. This would include access to wrap around support and specialist support for victims with complex needs (including mental health needs and substance misuse).

Definition of types of support in safe accommodation

The statutory guidance (which can be found here: [Delivery of support in safe accommodation statutory guidance](#)) describes DA Support within Safe/relevant accommodation:

- Overall management of services within relevant safe accommodation – including capacity building, support and supervision of staff, payroll, financial and day-to-day management of services and maintaining relationships with the local authority (such functions will often be undertaken by a service manager).
- Support with the day-to-day running of the service – for example scheduling times for counselling sessions, group activities (such functions may often be undertaken by administrative or office staff).
- Advocacy support – development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers).
- DA prevention advice – support to assist victim-survivors to recognise the signs of controlling and coercive behaviour for example and to help them remain safe (including online), and to prevent re-victimisation.
- Specialist support for victim-survivors designed specifically for victim-survivors with relevant protected characteristics (including 'by and for'), such as faith services, translators and interpreters, immigration advice, interpreters for victim-survivors

identifying as deaf and/or hard of hearing, and dedicated support for LGBTQ+ victim-survivors [not limited to].

- Services designed specifically for victim-survivors with additional and/or complex needs such as, mental health advice and support, drug and alcohol advice and support [not limited to], including sign posting accordingly.
- Children's support – including play therapy, child advocacy or a specialist children worker (for example, a young people's violence advisor, Independent Domestic Violence Advisor ("IDVA") or outreach worker specialised in working with children).
- Housing-related support – providing housing-related advice and support, for example, securing a permanent home, rights to existing accommodation and advice on how to live safely and independently.
- Advice service – including financial and legal support, including accessing benefits, support into work and establishing independent financial arrangements.
- Counselling and therapy – (including group support) for both adults and children, including emotional support.

1.3 New Burdens Funding

The Ministry of Housing, Communities and Local Government (MHCLG) – now the Department of Levelling Up, Housing and Communities (DLUHC), committed a three-year settlement for the delivery of the Part 4 duty for both Tier 1 and Tier 2 authorities. Norfolk County Council and the district and borough councils across Norfolk each received additional funding and there may be the potential for this to be pooled in the future. For 2021/22 the amount is outlined in Table 1, along with details of how much each district and borough council has been allocated:

Table 1: MHCLG funding allocation to Local Authorities in Norfolk

LOCAL AUTHORITY	FUNDING ALLOCATION
Norfolk County Council	£1,806,177
Borough Council of King's Lynn and West Norfolk	£32,863
Broadland District Council	£33,077
Breckland District Council	£31,450
Great Yarmouth Borough Council	£32,365
North Norfolk District Council	£32,138
Norwich City Council	£32,679
South Norfolk District Council	£33,335
TOTAL	£2,034,084

It is not clear whether the financial allocation awarded in 2021/22 will be the same each year and/or whether there is the opportunity for funding to be rolled over from one year to the next. However, both years 2 and 3 are tied to a Central Government spending review. As such these points will be considered when looking at financial planning.

1.4 Needs Assessment

DLUHC published clear guidance on the scope of the Needs Assessment – it is comprehensive including:

- Local population make up, including DA prevalence
- Safe accommodation mapping

- Identification of victim-survivors and referrals, including understanding their journeys into safe accommodation.
- Demand for, and barriers in accessing support within DA safe accommodation
- Housing options
- Victim-survivor experiences.

NODA were commissioned by Norfolk County Council to undertake the needs assessment. They gathered data at a national and local level including:

- Crime Survey data
- Multi-Agency Risk Assessment Conference (“MARAC”) data
- National police DA incident and crime data
- Local police crime data
- Housing/Homelessness Case Level Collection (“H-CLIC”) data
- Accommodation and support data
- Published research.

NODA identified the only data available is aggregated and recorded in isolation. Each piece of data can only be looked at independently of a service or organisation and there is a risk of duplication. **For data provided and analysed within the last three years, it is likely that Covid-19 has had an impact on services and service users.**

The DA Needs Assessment key findings:

- In the year ending March 2020 there were 11,498 recorded DA crimes in Norfolk (a 19% increase on the previous year). Male survivors make up approximately a quarter of recorded DA crimes across all Norfolk districts
- Not all support providers record Gender of victim-survivors. Where a gender breakdown is available (6 services), most referrals are for females with an average of 122 per week, but there is an average of 34 referrals per week for males. Males make up 28% of all referrals to DA services that data is available for
- Great Yarmouth and Norwich had a higher rate of DA crimes per 1000 population compared to the other five local authority areas
- Local Police data (where age is recorded), identified age groups 25-34 followed by 19-24 are the highest across Norfolk
- Referrals for all forms of accommodation-based services for year ending March 2021 averaged 92 referrals per month
- There is an average of 26 referrals to refuge each week (Female only) but on average there are only 13 spaces available; demand therefore outstrips supply by 50%
- Children in refuges are younger (a sample showed the majority are under five), however support providers reported that children are older
- The data shows that on average the stay in a refuge is approximately 5 months, but support providers have told us it is approximately one year
- From a sample of 134 victim-survivors entering refuge, 72% achieved independent living on leaving the accommodation
- From a sample of those entering refuge, 47% had self-reported mental health issues
- Of the survivors leaving refuge in Norfolk during the 2020/2021 financial year:
 - 20% took up Registered Social Landlord tenancy
 - 19% moved to another refuge
 - 19% returned to their previous home. It is unknown if this is the same location as the perpetrator
- Reason for declined referrals are often recorded as 'Other' (68%) indicating potential improvements could be made in data recording; 'No available room' was the second most common reason for declined referrals (15%)
- The outcomes of declined referrals are mostly unknown (52%)
- 28% of all referrals are out of County (but this was skewed due to the restrictions relating to COVID-19)

The Needs Assessment also identified the following in relation to the number of victim-survivors who presented themselves as homeless.

Table 2: Number of households owed a homelessness relief duty due to DA

District	2018/19			2019/2020			2020/2021		
	Prevention	Relief	Total	Prevention	Relief	Total	Prevention	Relief	Total
Breckland	17	25	42	23	43	66	18	83	101
Broadland	7	18	25	14	20	34	1	7	8
Great Yarmouth	10	20	30	12	19	31	5	29	34
KL & and W.Nfk	2	32	34	-	-	-	8	29	37
North Norfolk	4	29	33	1	31	32	3	27	30
Norwich	100	60	160	64	61	125	25	47	72
South Norfolk	11	22	33	5	29	34	2	22	24
Norfolk	151	206	357	119*	203*	322*	62	244	306

Source: H-CLIC homelessness statistics – most recent years are officially recorded

*Norfolk total excluded data from King's Lynn and West Norfolk

The DA Accommodation Needs Assessment estimates that the current shortfall in bedspaces is 38.

There is known to be a cost nationally in relation to DA and this can be categorised into three areas:

- 1) Anticipation (expenditure on protective and preventative measures)
- 2) Consequence (property damage, physical and emotional harms, lost output, health, and victim-survivor services)
- 3) Response (police and criminal justice system)

Table 3: Total costs of DA in England and Wales for 2016/17 (£ millions)

Costs in Anticipation	Costs as a consequence				Costs in response				Total
	Physical and emotional harm	Lost output	Health services	Victim services	Police costs	Criminal legal	Civil legal	Other	
£6m	£47,287m	£14,098m	£2,333m	£724m	£1,257m	£336m	£140m	£11m	£66,192m

Table 4: Unit costs of domestic abuse in England and Wales for 2016/17¹

Costs in Anticipation	Costs as a consequence				Costs in response				Total
	Physical and emotional harm	Lost output	Health services	Victim services	Police costs	Criminal legal	Civil legal	Other	
£5	£24,300	£7,245	£1,200	£370	£645	£170	£70	£5	£34,015

However, at the present time it is not possible to give the same level of detail at a local level.

Gaps identified by the Needs Assessment

NODA have identified the following gaps in intelligence and/or provision in relation to DA and our ability to determine the types of services that may be needed:

- There is no specific safe accommodation provision for male survivors but as there is an under-recording of demand, either in terms of support or use of safe accommodation, we are unable to determine the amount of safe accommodation that may be required for male victim-survivors.
- LGBTQ+ groups are poorly represented in the data and it is recognised that many providers did not routinely collect the data. However, data provided by one refuge provider reports that 94% of survivors self-identify as heterosexual or straight.
- Complex needs including mental health and/or drug and alcohol dependency are recognised as being an issue in DA survivors and refuge service providers do not routinely collect this data. It is acknowledged that not all support providers of refuge accommodation are able to support those with high and complex needs and such referrals are declined on this basis. There is no data available to be able to say where these survivors are then supported.
- There is little information available for child and adult victim-survivors of DA in relation to physical or mental health and learning disabilities both from local police data and

¹ Rounded to the nearest £5. The total figure may not sum because of this rounding.

accommodation service data. It is recognised that data is not routinely collected by service providers.

- Norfolk has an older population compared to England. National data from the crime survey only samples individuals up to the age of 75 so there is a potential that older age groups are under-reported in both local and national estimates.
- There is a lack of data and/or regular recording of the types and amount of support children receive because of DA, whether living in the community or within safe accommodation as often different services and/or providers can be involved. Data that is available is from ad hoc audits.
- There is a lack of data on support services offered to children that have had to enter refuge accommodation. Qualitatively, one provider reports the support needs of children can be varied and support provided can be limited and depends on the type of accommodation and its location.
- There is some understanding around the reason for repeat referrals to MARACs in Norfolk, but further research is required.
- Norfolk is a largely rural county. Current data is aggregated and varies in robustness; this being the case, it is not possible to determine if there is a high level of unmet need in terms of accommodation and support in rural areas compared to urban areas for example.
- It is recognised that many of the providers do not routinely collect some of the data that was requested as part of the Needs Assessment.
- Because data in relation to DA is not detailed enough, it is not possible to make any meaningful conclusions in relation to cost and evaluation either to the public purse and/or social return on investment.

It is also acknowledged in the Needs Assessment that the refuges are unlikely to meet the needs of all that may require safe accommodation including:

- Larger Families
- Males
- Families with several children (both male and female victim-survivors) including those with older male children
- Victim-survivors with specialist characteristics
- Victim-survivors with high complex needs e.g. mental health, drug and/or alcohol misuse
- Victim-survivors in recovery from addiction
- Not all the refuges can provide therapy or other forms of support for children (postcode lottery)
- Not all the refuges have self-contained units (some have shared facilities including bathrooms and kitchens for example).
- The cost of safe accommodation to a victim-survivor and whether this is a barrier in terms of accessibility.

Table 4: Key gaps in intelligence which will be improved in future:

Topic	Gap
Area	Parish/ward information is not available – if available it may show those where there is a prevalence and resources could be targeted. Such information would also provide urban/rural comparison Not enough is known about survivors seeking out of county refuge
Survivor info.	Improved data recording of LGBTQ+ as numbers are likely to be underrepresented Improved data recording of ethnically diverse communities as numbers are likely to be underrepresented Improved data recording of male victim-survivors Improved data recording of children as victim-survivors of DA Lack of data in relation to older people (75+) Lack of data in relation to MH/LD/PD (both adults and children) Lack of data in relation to outcomes for those unable to access a refuge place Lack of data in relation to those that have no recourse to public funds Consistent feedback on services from victim-survivors
Service Provision	Little is known about whether refuges are they fit for purpose (e.g. accessibility) Provision of services for older male children and children more generally Service provision is not just about those at high risk, we need to better understand how lower risk survivors are provided for (some people decide to stay with the perpetrator) Provision of support in refuge e.g., counselling, substance management support Provision of services for male victims – no specific refuges

In Summary:

- **Data around DA is limited and therefore the prevalence may be higher than that recorded.**
- **Because data is limited, we currently have little knowledge about:**
 - **Rural/urban divide or whether there is a postcode lottery where little support may be available**
 - **How accessible our support and accommodation are, including financial, those with protected characteristics, male victim-survivors and victim-survivors 75+**
 - **The pathway into support and/or safe accommodation including risk of homelessness and move-on accommodation**
 - **Perpetrator engagement and consideration of perpetrator housing options**
 - **The needs of children.**

The Needs Assessment highlighted several services available in Norfolk and Nationally that provide support in the community. However, data is not routinely collected or reported for all services to inform as to the quality of the services or how impactful. Support provided within safe accommodation is anecdotally well received by those that use it, but refuges are not audited and the level of data that is recorded is not in the detail that is sufficient to inform potential service improvements at the present time. The Needs Assessment has revealed what collectively we must do to improve the offer for victim-survivors and their families. It has also highlighted some inconsistencies in the way agencies collect and record demand for services and safe accommodation.

Voices of victim-survivors

As identified in the Needs Assessment, there is a gap in relation to hearing about what victim-survivors say about support in safe accommodation in Norfolk.

Although it is outlined in our delivery plan that we will be working on designing a future framework to improve our engagement with victim-survivors, we have undertaken a small survey to ensure that some voices are heard within this strategy.

A smart survey of 11 questions was made available on-line for a period of 3 weeks. 22 survey responses were received.

The survey questions and responses are included in Appendix 4.

Some victim-survivors said the following about their experiences:

“It helped me realise (sadly) that I wasn’t alone and gave me that wider support network”

“I’d be lost without the help I’ve finally received. It’s helped me manage life and realise that things are not my fault.”

“just because the abuse wasn’t physical it was still terrifying”

“You don’t know who to trust, and sadly, you don’t know if you will be believed due to the perpetrators gaslighting and abuse over the years. You’re made to feel as if you are crazy and can’t look after your children. I find lack of knowledge and education around domestic abuse from other professionals is a huge barrier in getting the support you need”.

In relation to services in Norfolk some of the comments received highlight:

“I found it hard getting help because my life was in Norfolk and I didn’t want to move to another area so stayed with my sister in Suffolk which then made it hard to get help and support. I also found it hard to get the help and support for my children, as when we did move back to Norfolk, we lived the wrong side to get them the help they needed.”

“It would [have] been helpful for me to be accommodated in a local refuge rather than being advised this wasn’t possible for safety reasons and that I needed to go out of county which I couldn’t do because of the children’s school.”

This mirrors some of the findings in the Needs Assessment which shows there is an inconsistency in the services that are provided across Norfolk.

What will this Support in Safe Accommodation strategy achieve?

2



2.1 What services are there in Norfolk (including those from out of the County) for victim-survivors of DA?

22% of all crime reported to Norfolk Constabulary is DA related and reports have been increasing annually, including through the pandemic. During the pandemic DA support services experienced an increase in demand during the lockdown and that victim-survivors faced difficulties in safely seeking support under these conditions. A significant amount of DA remains unreported, with estimates suggesting 5.5% of adults in England and Wales aged 16 to 74 years experienced DA in the last year².

Norfolk has 7 refuges, one in each district. These refuges combined have 54 bed spaces but can only accommodate female victim-survivors. The accommodation is a mix of self-contained and communal accommodation and is available to all residents within Norfolk and out of the county. The refuges are owned by 4 housing associations/Registered Providers (RPs).

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Norfolk County Council has funded support in the refuges for many years and these are commissioned with 2 providers, Leeway and Orwell. These contracts are in the process of being extended until March 2023 (and as part of the ongoing improvement plan outlined in this strategy, any renewal will be based on our Needs Assessment at that time). Support can include:

- DA Advocacy
- Practical and emotional advice and support
- Housing options advice, re-settlement support including advice on how to live safely and independently (move-on)
- Counselling and therapy for adult and child victim-survivors (in some refuges)
- Dedicated specialist support for children (in some refuges).

Further details of the refuges including wheelchair accessibility is included in Appendix 5.

In addition to the seven refuges there are two safe houses (Norwich and North Norfolk) and one safe house due to be leased shortly in King's Lynn. These safe houses are leased by Leeway and rely on rental income, sometimes provided through the benefit system. The King's Lynn safe house has also received some funding for an additional support worker. Further information in relation to the safe houses can be found in Appendix 6.

Covid funding provided temporary spot accommodation provided by Leeway, but this funding ended in November 2021. The funding enabled 49 victim-survivors (including 1 male victim-survivor) and 54 children to be accommodated (July 2020 - August 2021). The type of accommodation being provided through this route are hotels, bed and breakfast accommodation, or self-contained or shared houses acquired by Leeway. Leeway can also provide short term emergency accommodation for victim-survivors with no recourse to public funds but the funding of this ends in February 2022.

DA support in the community is available to those not living in DA accommodation and can be accessed through several organisations across Norfolk. These are:

- **Leeway DA & Violence Service** – For women and children. Support includes refuges, community services, outreach services, power to change programmes, IDVAs.
- **The Pandora Project** – a women's centre (King's Lynn), children's services, group programmes, LGBTQ support.
- **South Norfolk Early Help/Orwell** – includes housing support, debt advice, mental health and support plans.

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

- **Daisy Programme** – support men and women in the Breckland area with courses and counselling.
- **One Voice Traveller** – support Gypsy Traveller and Roma Communities across East Anglia.
- **Restitute** – specialist support service for those who care for survivors of sexual or violent crime.
- **Sue Lambert Trust** – support for victim-survivors of sexual and/or DA
- **Norfolk Community Law Services** – legal advice for victim-survivors.

The organisations listed above provide different services but can include:

- Support for females only, female, and male and some 3rd party (e.g., parents, grandparents) and child on parent violent programmes.
- Advice lines (some 24-hr support) and some are for Male advice lines staffed by specialist male workers.
- Women's outreach service
- Face to face support and counselling
- Residential services including emergency accommodation for females only, short term emergency accommodation for people with no recourse to public funds.
- Therapeutic support, peer mentoring, recovery groups and courses such as the Freedom Programme and My Confidence.

The DA Act classifies any child who “sees or hears, or experiences the effects of the abuse” as a victim of DA. Although specific support for children is not available in all safe accommodation currently, support can be sought for any child or young person in Norfolk through a dedicated emotional health pathway where they can receive low-level emotional health need support of around 6-8 sessions of resilience- based work; if needed the Team are able to refer on to more appropriate onward support. All referrals to the Emotional Health Pathway are made through [Just One Norfolk](#). There is also a plan to develop a one-single referral route for children and young people with mental health needs, but this is unlikely to begin until Autumn 2022.

Norfolk County Council also provides the Community, Information and Learning Service which offers the following within local communities:

- Help for both short- and long-term help in relation to financial support, rent support and referral to wider support services. The digital inclusion offer specifically references those fleeing DA to ensure victim-survivors are digitally included.
- The Digital Team in Customer Services provide web offer comprising information, advice and signposting online for those affected by or wanting to know more about DA.
- All staff in library settings are trained in safeguarding and part of the Early Help Hubs offer is to local refuges to promote family activities and ensure digital inclusion. Staff can identify need through open conversations and can refer to the Norfolk Community Advice Network (NCAN).

In addition to this there are national DA support services such as Mankind, GALOP, Age UK and many more.

If you need help in relation to DA please refer to Appendix 7.

In terms of DA training in Norfolk there is the DA Change Champions training (“The Champion Training”) that is currently administered by Norfolk County Council. The Champion Training is available to any organisation that wants to improve their response to DA, this course is in line with level 3 the Social Care learning pathway. There is also the opportunity to top this up with additional training such as DA, Stalking and Harassment (“DASH”) Refresher’ and a new course ‘Understanding the Domestic Abuse Act 2021’.

The Champion network aims to enhance knowledge in frontline organisation, therefore reducing risk of serious harm in the belief that such training will decrease the human and organisational cost

if risk is identified and managed early. Champions are supported by DA change coordinators who provide opportunities for Champions to network, increase good practice knowledge, be kept up to date with information to take back to their organisations and provide specialist advice to Champions. The Champion Training Network will shortly transfer to the new Norfolk Integrated Domestic Abuse Service (NIDAS).

Social workers have a critical role to play in not only identifying signs of DA but being confident in their response to it. Within Norfolk County Council practitioners have access to various training opportunities such as DASH Risk Assessment training, Safeguarding Courses and Safeguarding Development Sessions such as 'Domestic Abuse and Older People'.

There is also a shorter 'Understanding DA' course for organisations (including for internal staff), this is level 2 on the pathway. In development for all County Council staff is a level 1 course that will be available online.

Some DA support providers such as Leeway do offer training for a fee. Currently there are no districts or housing providers with DA Housing Alliance's accreditation (DAHA).

Since August 2021 two provider events have been held and another will be held in February 2022. These events highlight the work being undertaken to ensure providers of DA accommodation and support could assist in the shaping and onward delivery of this strategy as well as helping us to continue to engage with victim-survivors to help shape this strategy. An overview of the findings of the engagement is included in Appendix 8. But the following key points were made:

- A priority for providers was an increase in flexible accommodation
- It was generally agreed that the Needs Assessment was a good start, but there were significant gaps in relation to those with protected characteristics. It was noted there appeared to be a lack of emotional/psychological understanding and represented factual (quantitative) data – it was missing the voice of the victim-survivor.
- Most providers wished for further events to be held (perhaps quarterly)
- Greater consideration of victim-survivors with more complex needs and those that wished to remain at home close to support networks.
- More needed to be considered in relation to those who do not progress beyond a referral.
- The Needs Assessment does not capture what longer term support is required (outreach).
- Solutions to some points included:
 - A Norfolk wide pledge in relation to DA
 - Robust staff training
 - Raising awareness of DA in the community
 - DAHA accreditation
 - Satellite accommodation service
 - Mentor programme
 - Additional services for children in terms of specific therapeutic support
 - More bespoke services for victim-survivors with complex mental health needs.
 - Transitional support when moving on from safe accommodation
 - Different methods for victim-survivors to participate in engagement.

In terms of what can be accessed and used by residents of Norfolk in neighbouring authorities such as Cambridgeshire, Suffolk and Lincolnshire these are as follows:

- Cambridge (with Peterborough) has 4 refuges all of which are for women and children
- Suffolk commission 3 separate refuge accommodation providers offering communal living in locations across the county (31 spaces in total). Suffolk also commissions several satellite units which provides flexible accommodation for victim-survivors who are male and/or those with mental health and/or substance dependency needs – where communal refuge is not always suitable.

- Lincolnshire – At this time it has not been possible to establish the level of safe accommodation provision in the Lincoln County Council’s area.

2.2 Service achievements in Norfolk

Norfolk now has a Single Point of Contact – NIDAS, so that those who need to can be offered advice and guidance in relation to their options – **Any victim-survivor or professional can call NIDAS to seek advice and support in Norfolk.**

The new service is commissioned by the Office of the Police and Crime Commissioner Norfolk (“OPCCN”) and is partly funded by Norfolk County Council (Adults and Children’s Services), Norwich City Council, Broadland District Council and South Norfolk District Council. means the following assistance is provided:

A range of support to all victim-survivors over the age of 16, at all levels of risk. NIDAS can support people living within their own home through:

- A helpline / single point of contact for anyone requiring advice and support
- Multi-agency partnership working
- Digital support
- Signposting to other community support networks
- Contact with trauma informed person centered, trained and skilled staff
- Specialist support around stalking
- Sanctuary support for high-risk victims
- Support to access safe accommodation including refuge and satellite accommodation
- Improved community response through dedicated coordinator.

NIDAS ensures that the referral pathway for victim-survivors of DA is improved as previously there have been many different routes to seek advice; Norfolk will now have a single point of access for all needs. NIDAS will also be able to provide a Norfolk-wide service for medium and high-risk victims, direct support for children (parent supported by IDVA), a dedicated IDVA resource in help hubs for districts who are funding partners, management and development of the Norfolk DA Champion network and enable direct access to recovery Adolescent to Parent Violence and Abuse (“APVA”) programme for funding partner districts only. NIDAS will also need to engage with Mental Health Social work and other Adult Social Service teams. NIDAS will ensure an improved service to male victim-survivors and those with protected characteristics. Through a single referral pathway, it will provide help and support that is more widely accessible across Norfolk ending the postcode lottery.

97% of Norfolk schools and colleges are currently signed up to the Operation Encompass scheme. Norwich has the highest proportion of notifications across the county. To find out more about Operation Encompass please click on this link: [Operation Encompass](#)

To ensure victim-survivors can move on from safe accommodation and have their housing needs highlighted as a priority, the districts have been drafting an Accommodation Protocol which will mean that all councils will be able to offer victim-survivors a homeless priority that is consistent across Norfolk and providing the ability for people to move-on from safe accommodation into permanent homes.

Multi Agency Delivery and Partnership Approach

Norfolk has strong partnership arrangements in place to share information and develop joint plans – For example the MARAC is an integral part of the Coordinated Community Response model to DA in Norfolk. It is linked to the Independent Domestic Violence Advocacy (IDVA) service and the Specialist Domestic Violence Court (SDVC).

The main aim of the MARAC is to reduce the risk of serious harm or homicide for a victim and their families and to increase the safety, health, and wellbeing of victims. In a MARAC local agency will discuss the highest risk victims of DA in their area. Information about the risks faced by those victims and the actions needed to ensure safety. The resources available locally are shared and used to create a risk management plan involving all agencies.

Norfolk County Councils' Children's Services provide a range of support to families to recognise and respond to the early signs of DA and provide support to families in need. This includes support by the Early Help team to facilitate and respond to disclosures of DA. There is also the expansion of the DA Team in Children's Services and the development of multi-disciplinary teams (DA Social Workers, Mental Health and Drug and Alcohol services) to better support families where DA is occurring. These teams will need to draw on/in with Adult Mental Health Social work and other Adult services.

Norfolk County Council Adult Social Services – As part of the Homelessness and Capital Housing Team, the Service has a commitment to ensuring that alongside Children's Services there is a commitment to ensuring that victim-survivors of DA have the right accommodation and level of support that is needed. The Team has commissioned the Needs Assessment and recently appointed a DA Commissioning Manager to oversee the implementation of the Support in Safe Accommodation Strategy for Norfolk and the Tier 1 duties under the Act. The Team works closely with all partners of the DASVG and leads on the NDAPB.

Domestic Abuse Perpetrator Partnership Approach ("DAPPA") - is a new approach in Norfolk, led by Norfolk Constabulary and supported by OPCCN. DAPPA is a multi-agency approach to addressing DA within Norfolk, managing perpetrators of DA and thereby protecting the most vulnerable victims. DAPPA will identify perpetrators who present the most serious or repeated risk of harm and these cases are discussed at monthly partnership meetings for ongoing management. DAPPA will seek to develop robust multi-agency risk management plans around perpetrators using a problem-solving approach with a full menu of tactical options. It will feature two pathways – those that are adopted onto the diversion pathway, including intensive targeted support, and those that are adopted onto the pursue pathway.

Key agencies in Norfolk use existing duties and powers to hold perpetrators to account - Norfolk Police and other criminal justice agencies deploy a range of tools and powers, which includes but is not limited to DA Protection Orders and Notices, Non-Molestation Orders, Integrated Offender Management, and promotion of Clare's Law (DA Disclosure Scheme). By deploying these duties, victim- survivors can be supported to remain in their own homes.

Norfolk Safeguarding Adult Board and Norfolk Safeguarding Children Partnership are the formal arrangements which bring together statutory agencies such as Norfolk County Council, Police and Health and non-statutory organisations to actively promote effective working relationships between different organisations and professional groups to address the issues of abuse and harm.

Norfolk has strong partnership arrangements in place to share information and develop joint plans to protect victim-survivors and to manage and monitor perpetrators – MARACs are held regularly in Norfolk, to reduce the risk of serious harm or homicide for a victim and to increase safety, health and wellbeing of victims, both adults and children. In MARAC local agencies will meet to discuss the highest risk victims of DA in their area. Information about the risks faced by those victims, the actions needed to maximise safety, and the resources available locally are shared and used to create a risk management plan involving all agencies. Agreed actions can include a range of measures such as police surveillance, alarms/CCTV being fitted, Clare's Law disclosure, Children's services referral, child contact/care plans provision, management of perpetrator and joint visits to engage with victim. Agencies will report to the MARAC Co-ordinator when these are completed.

Department of Work and Pensions (DWP) - The DWP continues to work with local partnerships (such as NDAPB) and organisations across Norfolk to ensure vulnerable people are supported. The DWP can help victim-survivors of DA by providing safe spaces in Jobcentres, signpost to local experts and support networks. DWP can suspend any work-related requirements for 13 weeks and can extend this period if required. DWP can also support victim-survivors by helping them to open a new Universal Credit claim and provide guidance on eligibility for a DWP Universal Credit Advance for a new claim, benefit transfer or a change of circumstance.

2.3 What commissioning intentions will Norfolk make to meet the gaps identified and improve DA services?

Reflecting the outcome of the Needs Assessment the following key areas will address the gaps identified:

- 1. Increase the amount and flexibility of safe accommodation:** As identified by the Needs Assessment there is an unmet need for safe accommodation of 38 bedspaces in Norfolk. Flexible accommodation options with support that can meet the differing needs of all victim-survivors, those with children (including older male children) and those with protected characteristics and victim-survivors with more complex needs.
- 2. Improve engagement with victim-survivors of DA:** The Needs Assessment has identified a gap in relation to how Norfolk works to improve their DA services. It is vital that we hear an authentic voice from all members of our different communities who are victim-survivors of DA.

3. **Improve the quality of support and safe accommodation:** Ensure that accommodation and support in safe accommodation is of the same quality and standard across Norfolk and the monitoring and engagement with victim-survivors encourages quality improvement.

4. **Support children in safe accommodation:** The Needs Assessment shows that therapeutic support etc., is not available in all safe accommodation currently, and this needs to be levelled up across Norfolk. Any new safe accommodation will provide such support to children in the future.

5. **Improved intelligence:** The Needs Assessment identifies that the data used is often aggregated and there is risk of duplication. Data needs to be improved to better understand the level of prevalence and demand especially in relation to male victim-survivors, children, those who are 75+ and those with protected characteristics. There is also the need to better understand the demand from victim-survivors having their demands met outside of the County, and who may wish to return to Norfolk, and those seeking refuge from outside of the County. Other gaps include our understanding of affordability and whether this is a barrier to safe accommodation.

Our commissioning intentions to implement the above improvements are considered in the delivery plan on page 28.

The Needs Assessment identified and made recommendations that are not covered within this Support in Safe Accommodation Strategy for Norfolk as this is a specific response to Part 4 of the Act. It is the intention of Norfolk County Council to ensure that the DASVG Strategy encompasses the approach to:

- Prevention and Reduction of DA
- Responding to perpetrators
- Sanctuary accommodation
- Homelessness in relation to DA
- Use of temporary accommodation
- Move-on accommodation (permanent as a priority and step-down temporary accommodation if that is the best option for the victim-survivor).
- Increase referral rates from partner organisations to MARAC.

2.4 Delivery Plan – We Will

Action No.	What we will do	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?	
Increase the amount of safe flexible accommodation with appropriate support						
1	Continue to support the provision of support in refuge accommodation and safe accommodation in Norfolk.	Extend existing contracts to align with priorities identified in this strategy.	Existing and improved KPIs.	£590,000	ongoing	
2	Work with RPs, Districts and Homes England to investigate opportunities to deliver more (flexible) accommodation and involving support providers. This could be through re-purposing of existing buildings, leases for spot-purchase or new-build refuges.	Work with partners to set up a strategic housing partnership group to consider DA accommodation and establish how that will be delivered.	38 ³ additional bedspaces required - ideas that result in more flexible approaches to DA accommodation to meet data demand led intelligence.	New Burden's funding cannot be used for capital. Work with RPs and Homes England and work with NCC. Estimate Support per unit c. £11k p.a. – this will increase as needs of young people and children are considered. Total approximately £418,000 (once 38 units + increase once inflation is known).	Year 1	Instigate Development group
					Year 2	16+ additional bedspaces
					Year 3	22+ additional bedspaces
3	Pilot a satellite accommodation offer.	Explore safe satellite accommodation in areas of demand and limited supply.	Flexible accommodation to meet all needs especially those of males and those with protected characteristics including older people	Leases to be paid by rental income –support through New Burdens funding, Considered £110,000 p.a.(once an additional 10 units achieved (+ this may increase once inflation is known)	Year 1	4 units
					Year 2	3
					Year 3	3
4	Approach the 4 RPs who own existing refuge a/c to look at whether modifications can be made to increase PD accessibility.	Support and champion the need for accessible accommodation.	Additional units accessible to those with a physical disability – meetings to be held quarterly with RPS	Work with districts and RPs in terms of a joint approach to funding adaptations that cannot be funded as DFGs.	It is envisaged 1-2 units of existing accommodation could be adapted to meet wheelchair compliance.	

³ Please note that in the draft copy of this strategy it cited 26-36 bedspaces, but the Needs Assessment was updated to reflect new data which identified a more accurate and slightly higher number – 38 bedspaces.

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?	
5	Accommodation and support for those who have no recourse to public fund.	Continue to work with Norfolk's People from Abroad Team, Childrens Services and Central Government to ensure that victims of DA can access and receive advice and support.	Implement monitoring of numbers approaching existing services including the People from Abroad Team.	N/A	Year 3 – Ambition To identify adequate funding for refuge/specialist accommodation provision to enable people with no recourse to public funds who are fleeing DA can access a place of safety where they can be supported to access legal advice and establish a sustainable outcome to their situation of destitution.	
6	Ensure that accommodation can meet needs that may arise from out of County.	Improve our engagement with bordering Tier 1 authorities through existing regional networks.	Out of county recording will be improved so that any requirement is demand driven.	Administrative in terms of engagement. Any additional capacity needing to be funded will be sought as part of a forward strategy or refresh of delivery plan.	Year 1	Networking/engage
					Year 2	Improved data
					Year 3	Strategic direction on need/response included in future strategy.
7	Employment of additional support workers to assist in linking move-on from refuge or other temporary accommodation with target hardening measures installed (Sanctuary schemes).	Fund specific posts across existing safe accommodation network to link with NIDAS service – through LHAs or DA providers.	Increase in throughput of victims in safe accommodation moving to secure, permanent accommodation.	£100,000	Year 2	
8	Where new provision is about to be provided enable the necessary support to be provided (e.g. new safe accommodation in King's Lynn).	Work with providers that are involved at a local level providing level of funding required is within procurement guidelines.	We will set-up as part of the contractual requirements and with input from NODA a data intelligence gathering framework with KPIs that clearly identify the impact of any pilot for example.	Planned £50,000 (Year 1 and 2) and further £25,000 for Year 3) currently for King's Lynn and West Norfolk if agreed.	Asap	Year 1

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?	
9	Increase in refuge capacity by improving access to permanent accommodation.	Accommodation protocol that prioritises the need for move-on accommodation for victim-survivors of DA.	Endorsement by all districts and housing providers..	Resource intensive but unlikely to impact on funding as such.	Year 1	Draft protocol
					Year 2	Endorsement and implementation
					Year 3	Monitoring: <ul style="list-style-type: none">• decrease in length of stay• increase move-on specifically to social housing.
Improve engagement with victim-survivors of DA						
10	Raise awareness of DA across the county through sustained and consistent DA messaging.	Develop a comprehensive, targeted, rolling communications and marketing plan as part of the DASVG strategy.	Our community is aware of DA, its impact and where to seek help and rejects social acceptance of DA.	Zero cost – linkage and join up with OPCC, LHAs, Community providers and NCC.	Years 1-3.	
11	Better understand people's experience (inc. those with protected characteristics, NRPF, male & children as victim-survivors) of accessing/using DA support services & safe accommodation in Norfolk.	Develop a victim-survivor engagement framework that can help shape and co-produce new services, improve existing services and such engagement is sustained.	Commission an investigative piece of work that focused on hearing the voices of victim-survivors (Experts by Experience Group).	£30,000 New Burden's Funding.	Initial scoping exercise by 5.1.22 and Year 1. Framework designed and co-produced Year 2.	
Improve the quality of support and safe accommodation						
12	Housing providers and district housing teams to gain DAHA accreditation status.	Positive engagement and commitment to a grant agreement that supports partners to achieve affiliation/accreditation.	The Domestic Abuse Housing Alliance who undertakes the process monitoring improvements made.	New Burden's Funding approximately £91,000 to fund up to March 2024.	We are already working with Standing Together and ensuring that partners have the staff resourcing to commit to the process of working towards affiliation/accreditation.	

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?
13	Work with NCC Integrated Quality Service to develop a QA framework for Safe Accommodation.	NCC Integrated Quality lead developing QA Programme for Safe accommodation.	Quality indicators collated and reported to NDAPB – areas of concern acted upon (including any reference to children Action 17).	£43,800 (Year 1 – 2) approximation only and may be required for Year 3.	Year 1 design Year 2 – 3 – projection for a p/t post required.
14	Develop a set of measures that will be able to monitor the impact of this and the DASVG strategy.	Victim voice membership on the NDAPB – development of a countywide approach to victim-survivor feedback.	Annual survey and victim/survivor feedback – annual conference.	Existing staff resource.	Year 1 – on going.
15	There is a question as to whether refuge staff also require therapeutic support services.	Reinforce existing support measures in place in employment contracts.	Feedback from safe accommodation staff through QAF process.	Potential to include survey of providers to seek evidence of whether sufficient support to staff is currently being met. If not this may increase current funding of commissioned services within safe accommodation in the future.	Year 1 ongoing.
Improve support for children in safe accommodation					
16	Provide therapeutic play support in all refuges and the ability to access such support from other forms of safe accommodation. What may be needed is psychological trained mental health practitioners.	Build on support available to children and young people in existing, safe accommodation Develop specification with providers and victim/survivors and implement in all new safe accommodation.	Standard KPIs and QAF.	Number of young people/children in safe accommodation varies so commissioning model will need to be flexible – current estimates £130,000 p.a. (based on £5,000). Year 1 (January-March) = £34,000.	Year 1 ongoing – please note that the amount is for existing accommodation, however we are looking to increase our safe accommodation by 38 units and the number of children may vary of children than the current average may need be supported = a maximum of £95,000 pa additional to £130,000 pa = £225,000 approximation.
17	Improved understanding of those with children that have no recourse to public funds.	As part of the overarching work on NRPF (Action 5 above).	Refer to Action 5.	Refer to Action 5.	Refer to Action 5.

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?
18	Ensure that as part of the involvement of NCC Integrated Quality Service auditing that children as part of safeguarding are included within the PAMMs approach or any other method used.	As part of the overarching piece on quality assurance in safe accommodation (refer to Action 13).	Refer to Action 13..	Refer to Action 13	Refer to Action 13.
19	Bespoke support for young people aged 16+ fleeing DA in their own right.	Ensure safe accommodation specification encompasses those who are 16+.	Increase in intelligence as part of the ongoing requirement for NODA to refresh Needs Assessment.	Part of existing specification no additional cost.	Y1 – Y2 refresh
20	Legal assistance for those going through the court process.	Future ambition that may be identified as a requirement following engagement with victim-survivors.	To be evidenced.	Not known currently.	Not known currently.
Improved intelligence					
21	NODA to implement improvements to data capture and recording of the Accommodation Needs Assessment	Commission NODA to accomplish.	Evidence available	£4,000 p.a.	Y2 – Y3 (refresh and renewal of Needs Assessment)
22	NODA to work with Healthwatch to improve access to health data.	Commission NODA to accomplish.	Evidence available.	As above.	Y2 – Y3 (refresh and renewal of Needs Assessment).
Health					
23	Support the development of a contemporary dual diagnosis strategy.	Ensure involvement of Domestic Abuse Commissioning Manager	Overview only	Part of work under separate directorate	Planned but no fixed timescale as far as is currently known.
24	Links to homelessness.	Norfolk Strategic Housing Partnership is already established. LHAs are part of the NDAPB.	Ensure DA is included as part of Homelessness Action Planning.	Currently no implications, but Action Plan work may identify need for a gap to be met in this area.	May result in future priority.

Action no.	What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (New Burdens funding or otherwise)?	When are we planning to do it?
25	Drugs and Alcohol	Work with Public Health to ensure that service commissioning factors in the additional vulnerability and risk that accompanies DA	This will be part of the NODA refresh of Needs Analysis	Included in Action 20	Included in Action 20
26	Therapeutic support for those with MH illness (more bespoke service) for Adults (children included in Action 16)	Continued work with CCG and health colleagues to ensure synergy and join up with health provided services	Included in Action 16	Included in Action 16	Included in Action 16
27	Improved understanding of those with protected characteristics (e.g. Learning Difficulties, MH) and also older people	Improved intelligence of work being undertaken by NODA and engagement work being undertaken by NESTA	This will be part of the NODA refresh of Needs Analysis and improved engagement through framework design and co-production by NESTA.	Included in Action 11 and 20	Included in Action 11 and Action 20

2.5 Our ambition

Our future ambition will be determined by engagement with DA support and accommodation providers as well as engagement under our emerging framework with victim-survivors.

Norfolk develops a model of satellite refuge / safe accommodation across Norfolk to address current gaps which can be sustained and increased if needed over time. The accommodation will be:

- **Open to male and female, LGBTQ+ victim-survivors over the age of 16 and their children. Ensure accessibility to ethnically diverse communities.**
- **Open to Norfolk and non-Norfolk residents as per requirements of the Act**
- **Self-contained**
- **Single gender accommodation**
- **Of varying sizes to accommodate families with multiple children**
- **Accessible for individuals with a disability and/or for older victim-survivors**
- **Include pet friendly accommodation (a proportion of units will welcome pets)**
- **Compliant with minimum standards (include white goods, curtains, beds etc.)**
- **Accessible to amenities and public transport**
- **Accessible due to affordability**

Sanctuary Scheme provision is widened and victim-survivors where they wish can remain safely in their own home. At present we understand that adaptations are usually carried out by workmen and we would like to find a way to train victim-survivors of DA to become handy people that can assist in the Sanctuary Scheme but also provide paid help as handy person service in the future.

Victim-survivors of DA routinely present as homeless to district and borough housing teams and are housed in temporary accommodation. Victim-survivors of DA are considered a priority for accommodation and their need for temporary and / or permanent accommodation. The temporary accommodation provided would not meet the Act's definition of "Safe Accommodation". It is not dedicated to DA victim-survivors however, victim-survivors would be able to access DA support from NIDAS.

Norfolk residents can access refuge provision including out of county preferably via a single point of access. By doing so there is the ability to record data which is currently missing from our Assessment.

Norfolk will look to enhance the DA support available to victim-survivors with complex needs including high dependency on alcohol/substance misuse and those with complex mental health needs (both adult and children).

Norfolk will ensure that responsive and effective DA Support is delivered alongside safe accommodation, which will include:

Provision of specialist support to address specific needs, this includes but is not limited to:

- Male victim-survivors
- Female Genital Mutilation and/or modern-day slavery
- Victim-survivors who have No Recourse to Public Funds
- Victim-survivors who are older (over the age of 65)
- Victim-survivors with a disability
- Victim-survivors from the Gypsy and Traveller communities
- Victim-survivors who identify themselves as LGBTQ+
- Victim-survivors with LD (including children)
- Victim-survivors who are younger (16-21)
- Victim-survivors who have experienced honour-based violence, faith-based abuse, modern day slavery and exploitation, Forced Marriage and / or harmful practices.
- Victim-survivors who have drug and / or alcohol dependencies
- Victim-survivors with Mental Health needs
- Victim-survivors with experience of homelessness and rough sleeping
- Victim-survivors who are carers or the cared for
- Victim-survivors of child to parent DA.

Norfolk will ensure that all victim-survivors of DA in social housing - are provided with a secure lifetime tenancy as required under the Act (where tenancy has been granted). We will work close with RPs and Tier 2 authorities through the progression of the Accommodation Protocol.

Update/reinstate the Dual Diagnosis policy and strategy – Support the development of a Dual Diagnosis strategy and of more accessible Dual Diagnosis services. The lack of a contemporary strategy and services to support people who have serious mental health acuity and who may also be struggling with alcohol / substance dependency, is reported as a gap by several providers for people experiencing or perpetrating DA, plus wider needs cohorts including rough sleepers.

Specialist advice is gained to support victim-survivors in relation to No Recourse to Public Funds (NRFP), honour-based violence, FGM, modern slavery, forced marriage and faith- based abuse.

Norfolk will work with neighbouring local authorities to consider options to jointly commission safe accommodation and support Services where appropriate.

How will the Support in Safe Accommodation strategy be delivered?

3



3.1 Successful delivery of the Support in Safe Accommodation Strategy for Norfolk

The NDAPB will develop further a set of measures that will be able to monitor the impact of the strategy, and this is included as an action in the delivery plan. The Needs Assessment is refreshed annually, and any changes will be reflected in the strategy which will be reviewed quarterly by the Norfolk DASVG Board as the overseer of progress. By doing this Norfolk will be able to make changes based on the needs that have been identified and from the involvement and coproduction of victim-survivors of DA under the new engagement framework. This will ensure that our short-term and longer-term goals are reviewed and where still applicable, implemented.

A joint financial plan will be developed and agreed via the DASVG Board in relation to the New Burdens Funding across the County. This will be spent on “safe accommodation” and accompanying DA support. This will be annually refreshed and may include options to pool resources.

Norfolk will continue to raise awareness of DA and communicate the safe accommodation and the broader DA offer to residents of Norfolk. This will be published as part of the new communications plan that is included in the delivery plan objectives.

Norfolk will monitor progress of the delivery plan so that the strategy intentions can be report to DASVG on a quarterly basis and a more formalised set of measures will be agreed by the Board to measure the impact of the strategy.

3.2 Norfolk will know the strategy has made an impact when:

The following points would indicate that the commissioning intentions are achieving their objectives:

- Additional bedspaces are available, and capacity has increased
- Fewer victim-survivors are refused refuge
- There is more diversity and flexibility in the type of safe accommodation
- The safe accommodation is provided in areas of greatest need
- The length of stay in a refuge has decreased because there is greater access to social housing
- The ‘revolving door’ of DA reduces because the support provided to adults ensures victim-survivors recover and can live independently
- There is the right support available to children, so they are not exposed to witnessing violence which can impact their development and understanding of healthy relationships into adulthood⁴.
- The voices of victim-survivors are heard, and they know what they say will help improve DA services through actions
- Those that wish to stay in their own home are safe to do so

We do however acknowledge that along the way there could be barriers to our success such as:

- Lack of funding where Providers & victim-survivors believe priority should be made
- COVID-19 impacts
- Lack of support staff
- There are barriers to implementing the type of system changes required in relation to Data collation – perhaps because of GDPR for example.
- Government Policy changes.

⁴ Domestic violence and abuse – the impact on children and adolescents: Royal College of Psychiatrists [link to article](#)

ACKNOWLEDGEMENTS

4



Acknowledgements

We would like to thank our partners, specifically the OPCCN, and our Tier 2 authorities: Breckland District Council; Broadland District Council; Great Yarmouth Borough Council; the Borough Council of King's Lynn and West Norfolk; North Norfolk District Council; Norwich City Council and South Norfolk District Council. We are also most grateful for the advice and involvement of DA accommodation and support providers alongside the victim-survivors of DA across Norfolk who gave their time to add their voice to help shape the direction and content of this strategy. We also acknowledge the helpful advice from other Tier 1 authorities and also the Local Government Association.

We know Norfolk has more to do in hearing the voices of victim-survivors and their families – it is not just about them telling us their story, we must also act to improve their lives. We want to involve those who have lived experience of DA so that if there are areas of service delivery that fell short, we can start making those improvements.

We know that through improving our services, we can ensure that all sectors of our communities are reassured of the support available and where needed, there is accommodation that is safe and able to meet their needs.

We would like to thank members of the NDAPB and DASVG for their commitment and work to assist in the development of this strategy and to wider stakeholders within our Community Safety Partnership who provided their knowledge and expertise to help inform its objectives.

We would also like to thank both local and national advocate for victim-survivors of DA who took part in the Provider Engagement event and who will continue to be involved in the further implementation of this strategy.

List of acronyms

CYP	Children and Young People
DA	Domestic Abuse
DAHA	Domestic Abuse Housing Alliance (and Accreditation)
DAPPA	Domestic Abuse Perpetrator Partnership Approach
DASH	Domestic Abuse Stalking and Harassment
DASVG	Domestic Abuse and Sexual Violence Group
DLUHC	Department of Levelling Up Housing and Communities
FGM	Female Genital Mutilation
FM	Forced Marriage
H-CLIC	Homelessness Case Level Collection
IDVA	Independent Domestic Violence Advisor
LGBTQT+	Lesbian, Gay, Bi-Sexual, Transgender, Questioning and any other sexuality
MARAC	Multi-agency Risk Assessment Conferences
MASH	Multi-Agency safeguarding hubs
MCHLG	ministry of Housing, Communities and Local Government
NCAN	Norfolk Community Advice Network
NDAPB	Norfolk Domestic Abuse Partnership Board
NIDAS	Norfolk Integrated Domestic Abuse Service
NODA	Norfolk Office of Data and Analytics
NRPF	No Recourse to Public Funds
ONS	Office of National Statistics
OPCCN	The Office of the Police & Crime Commissioner for Norfolk
SV	Sexual Violence
VAWG	Violence against women and girls

Appendix 1 – NDAPB Terms of Reference



NDAPB TOR revised
October 2021.docx

Appendix 2 – Community Safety Partnership membership

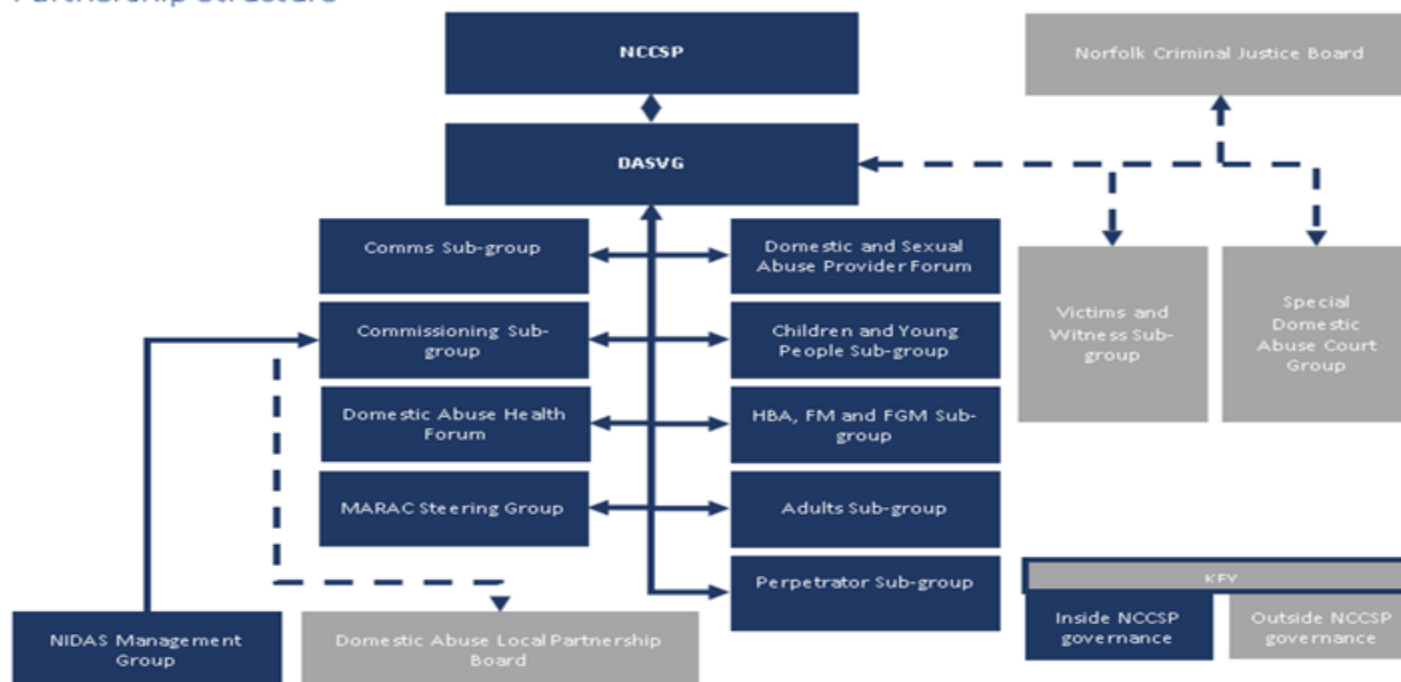
- ☐ Norfolk County Council
- ☐ Norfolk Fire and Rescue Service
- ☐ Norfolk Police
- ☐ The Office of the Police & Crime Commissioner
- ☐ Breckland District Council
- ☐ Broadland District Council
- ☐ Great Yarmouth Borough Council
- ☐ King's Lynn and West Norfolk Borough Council
- ☐ North Norfolk District Council
- ☐ Norwich City Council
- ☐ South Norfolk Council
- ☐ NHS Norfolk and Waveney Clinical Commissioning Group
- ☐ Norfolk Probation Service
- ☐ Norfolk Youth Offending Team
- ☐ Victim Support
- ☐ Norfolk Safeguarding Adults Board
- ☐ Norfolk Children Safeguarding Board
- ☐ Registered Housing providers.

Appendix 3 – Norfolk DASVG Partnership Structure

Norfolk Domestic Abuse and Sexual Violence Group (DASVG) Partnership Structure



Partnership Structure



Appendix 4 – Victim-survivor survey

Appendix 5 - Refuge information

Unit details	Target Groups	Disability Access?	Child facilities?	Child support offered
5 rooms in a shared house	Women and Children	-	Spaces for up to 4 children	-
5 self-contained flats	Women and Children	1 X unit has an adapted wet room but would not support a wheelchair	Spaces for up to 8 children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
6 rooms in a shared house	Women and Children	-	Spaces for up to 8 children	-
12 self-contained flats	Women and Children	1 X fully adapted unit	1 X unit (can take up to 6 children) Space up to 26 Children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
8 self-contained flats	Women and Children	1 X unit has an adapted wet room but would not support a wheelchair	Spaces for up to 14 children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
12 self-contained flats	Women and Children	1 X fully adapted unit	1 X unit (can take up to 6 children) Space up to 26 Children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
6 units	Women and Children	Would not be able to support a wheelchair	Space for up to 8 children	

Appendix 6 – Safehouse information

Target Groups	Disability Access?	Max Capacity	Lease details	Other notes	Numbers supported (March 2020-Sept 2021)
Current provision					
Women and children	No wheelchair access	4 women 3 children	6 year lease	Would consider complex needs. Support is offered on a floating support model; no staff are based at the safehouse	15 women 7 children
Women and children	No wheelchair access	3 women 2 children	3 year lease from Victory Housing Association	Would consider complex needs. Support is offered on a floating support model; no staff are based at the safehouse	20 women 12 children
Provision being commissioned					
Women & children	Disabled access	5 women 3 children	5 year lease from Freebridge	1 staff member funded for one year to support complex needs	N/A

Get help now

If you, or anyone else, is at immediate risk of harm, phone the police on 999.

The silent solution: If you can't speak or make a sound when calling 999, listen to the operator's questions, then tap the handset. If prompted, press 55. Your call will be transferred to police who will know it's an emergency.

There is support available to help you whether you are currently experiencing domestic abuse or have recently left an abusive relationship. (See also the section [Help to move on](#) for help with the longer term impact)

Local organisations

Norfolk Integrated Domestic Abuse Service (NIDAS)

Contract awarded – further details to follow in relation to contact information.

Leeway Domestic Abuse and Violence Services

Website: www.leewayssupport.org

Email: referrals@leewaynwa.org.uk

Telephone: 0300 561 0077

web chat service – Monday 10:00 – 12:00, Tuesday 14:00 – 16:00, Wednesday 10:00 – 12:00, Thursday 14:00 – 16:00, Friday 10:00 – 12:00

- Refuge and safe house accommodation
- 24 hour telephone support
- Residential services including short term emergency accommodation for people with no recourse to public funds (this funding ends 28th February 2022)
- Specialist DA Support Worker for vulnerable adults
- Male advice line staffed by specialist male workers 10am-12pm every Wednesday
- One-to-one support and group work for children and young people
- Volunteer and training services.
- Multi-lingual support across Norfolk and free immigration advice

Orwell Housing Association Ltd

Telephone: 0845 467 4876

Email: havenproject@orwell-housing.co.uk

Area covered: South Norfolk

- Refuge accommodation in South Norfolk
- Telephone support line 10am-4pm Monday-Friday
- Emergency accommodation for females only
- Community support for men and women
- Orwell has a specialist domestic abuse worker in the South Norfolk Early Help Hub. Requests for support into this service can be made on 01508 533933 or via the [South Norfolk Help Hub](#) website

Norfolk & Suffolk Victim Care Service (facilitated by Victim Support)

Local Number: 0300 303 3706 (8am-5pm Monday-Friday)

Local Email: nsvictimcare@victimsupport.org.uk.

Live Chat at any time 24/7: [Live chat | Victim Support](#) www.nsvictimcare.org/referral

Outside office hours 24/7 Support line: [0808 1689111](tel:08081689111)

Telephone and face to face support for male and female victims.

Pandora Project

Website: www.pandoraproject.org.uk

Email: referrals@pandoraproject.org.uk

Area covered: King's Lynn and West Norfolk

- Advice Line: 07526 257857 (10am-3pm Friday only)
- Telephone and face to face support
- Drop-in sessions
- Support for female victims and survivors and child on parent violent programmes.

Daisy Programme

Facebook site: daisyprogramme.org.uk

Email: help@daisyprogramme.org.uk

Support for male and female victims

- Face to face support and counselling
- Survivor courses such as the Freedom Programme and My Confidence
- Drop-in support groups and choir
- Children and Young Peoples Domestic Abuse Worker (Breckland Only)
- Vulnerable Adults Domestic Abuse Worker.

Dawns New Horizon

Website: [Dawn's New Horizon | Domestic Violence Support Group \(dawnsnewhorizon.org.uk\)](http://Dawn's%20New%20Horizon%20-%20Domestic%20Violence%20Support%20Group%20(dawnsnewhorizon.org.uk))

Shop Phone: 01603 927717 (Opening hours only)

Mobile: 07854 044680 (9am-5pm 7 days a week)

Email: dawnsnewhorizon@yahoo.com

Social Media: [Twitter](#) / [Facebook](#)

Dawn's New Horizon supports male and female victims of Domestic Violence, providing a 'one stop shop' information and support service over the phone, online and face to face. We service the Broadland district of Norwich and there is always someone available to talk to in the shop. The support we offer enables, among other things, people to take back control of their lives.

Restitute

Restitute

www.restitute.org

support@restitute.org

<https://twitter.com/RestituteUK>

<https://www.facebook.com/RestituteUK>

<https://www.instagram.com/restituteuk/>

Area covered: all of Norfolk and Suffolk

- providing support for people who care for survivors of sexual or violent crime (including domestic abuse)
- 1 to 1 support worker, practical support, therapeutic support
- Support men, women, and children.

Sue Lambert Trust

Website: [Sue Lambert Trust – Support for survivors of sexual abuse](https://www.suelamberttrust.org)

Phone: 01603 622406

Email: info@suelamberttrust.org

The Sue Lambert Trust offer a range of services including one to one counselling, support, and group work. These services are available to anybody aged 11+, in most cases for up to 12 months.

National organisations:

National Domestic Abuse Helpline

[Freephone National Domestic Abuse Helpline - 0808 2000 247 \(refuge.org.uk\)](https://www.refuge.org.uk)

Provide Live Chat as well Mon-Fri 3pm-10pm

Website [Refuge Against Domestic Violence - Help for women & children.](https://www.refuge.org.uk)

- 24 hour domestic violence helpline (chat, web form, telephone)
- Protection from all types of abuse including tech abuse
- Referral to emergency safe accommodation and information about refuges
- Information about legal rights, housing and welfare rights and protection of children. Referral to the relevant services
- Advice and information for victims, professionals, friends or family

Galop

Website: www.galop.org.uk

Telephone: 0800 999 5428

Email: info@galop.org.uk

- Support with lesbian, gay, bisexual and transgender domestic abuse
- Telephone support line open 10am-5pm Monday, Tuesday and Friday, 10am-8pm Wednesday and Thursday
- Transgender specific support line 1pm-5pm Tuesday
- Online chat support available 5pm-8pm Wednesday and Thursday

Women's Aid

Email: helpline@womensaid.org.uk

Live Chat – Instant Messaging Service

Forum (women 18+)

Respect Men's Advice Line

Website: www.mensadviceline.org.uk

Telephone: 0808 801 0327

Email: info@mensadviceline.org.uk

- Advice and support for men experiencing domestic violence and abuse
- Telephone support line 9am-8pm Monday and Wednesday, 9am-5pm Tuesday, Thursday and Friday.
- If you are unable to call you can also receive support from the Helpline Advisors by emailing info@mensadviceline.org.uk and they will aim to reply within two working days
- Online chat support available 10am-4pm Tuesday and Wednesday.

Rights of Women

Rights of Women aims to increase women's understanding of their legal rights and improve their access to justice enabling them to live free from violence and make informed, safe, choices about their own and their families' lives by offering a range of services including specialist telephone legal advice lines, legal information and training for professionals.

T: **020 7251 6577** (family law helpline – other numbers are available on the website)

W: <https://rightsofwomen.org.uk>.

ManKind Initiative

Website: www.mankind.org.uk

Telephone: 01823 334244

- Telephone support line for male victims of domestic abuse 10am-4pm Monday-Friday
- Information about reporting incidents, planning an escape and police procedures
- Signposting to support for emergency housing and specialist legal help

National Stalking Helpline (delivered by Suzy Lamplugh Trust)

Website: www.suzylamplugh.org/refer-someone-to-us

Telephone: 0808 802 0300

- Telephone support line available 9.30am-4pm Monday, Tuesday, Thursday, Friday and 1pm-4pm Wednesday
- Advisors can provide information about the law in relation to stalking and harassment in the UK, reporting stalking or harassment, effective gathering of evidence, ensuring your personal safety and that of your friends and family, and practical steps to reduce the risk

Paladin: National Stalking Advocacy Service

Website: www.paladinservice.co.uk

Telephone: 020 3866 4107

Email: info@paladinservice.co.uk

- Provide trauma informed support, advice and advocacy to high risk victims
- Raise awareness of dangers and risks of stalking
- Provide university accredited ISAC training and CPD accredited training to professionals
- Analyse the application of the stalking law
- Campaign on behalf of victims of stalking
- Develop a "Knowledge Hub"— a single port of call for any victim seeking the best support and safety advice, for a professional seeking information about how to respond to stalking and principles of an effective advocacy service

Appendix 8 - Provider Event feedback



Domestic Abuse
Provider Event 30.9.2

Provider event feedback:

List of Organisations represented:

Norfolk County Council (Adult and Children's Services) & NODA
District Councils
OPCCN
Norfolk Constabulary
Daisy Programme
Leeway Domestic Abuse and Violence Services
Action for Children
Orwell Housing
Saffron Housing Trust
Places for People
Spurgeons Children's Charity
MAP Young People
Ormiston Families
Flagship Group
ManKind initiative
Clarion Housing Group
Broadland Housing Group
Birmingham City Council
Sue Lambert Trust
Places for People
Magdalene Group
Restitute
Saffron Housing

Surveys currently being undertaken with victim-survivors and further engagement planned.