North Yorkshire and City Of York

Safe Accommodation Needs Assessment

March 2023

About SafeLives

We are SafeLives, the UK-wide charity dedicated to ending domestic abuse, for everyone and for good.

We work with organisations across the UK to transform the response to domestic abuse. We want what you would want for your best friend. We listen to survivors, putting their voices at the heart of our thinking. We look at the whole picture for each individual and family to get the right help at the right time to make families everywhere safe and well. And we challenge perpetrators to change, asking 'why doesn't he stop?' rather than 'why doesn't she leave?' This applies whatever the gender of the victim or perpetrator and whatever the nature of their relationship.

Last year alone, nearly 11,000 professionals working on the frontline received our training. Over 65,000 adults at risk of serious harm or murder and more than 85,000 children received support through dedicated multi-agency support designed by us and delivered with partners. In the last three years, over 1,000 perpetrators have been challenged and supported to change by interventions we created with partners, and that's just the start. Together we can end domestic abuse. Forever. For everyone.

Glossary

DA – Domestic Abuse
Dash – Domestic Abuse, Stalking and Honour-Based Violence
DHR – Domestic Homicide Review
HBV – Honour Based Violence
Idva- Independent Domestic Violence Advisor
IPV – Intimate Partner Violence
LA – Local Authorities
LPB – Local Partnership Board
Marac – Multi-Agency Risk Assessment Conference
MSF – Most Similar Force (Police)
NRPF – No Recourse to Public Funds
VAWG – Violence Against Women and Girls

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About this project

Context

SafeLives have been commissioned to provide support and coordination to North Yorkshire County Council and City of York Council in carrying out the Safe Accommodation needs assessment in line with their statutory duty under Part 4 of the Domestic Abuse Act 2021

This report outlines our findings, following review and analysis of data provided by agencies and organisations across North Yorkshire and the City of York, and from hearing the voice and experiences of victims and survivors.

We are very grateful to everyone who participated in this needs assessment. Their willingness to share information and expertise helped us immensely in drawing together the detail in this report.

Project aims and objectives

The project aims were to support North Yorkshire County Council and City of York Council in gaining an understanding of the current landscape for safe accommodation to enable effective planning and commissioning.

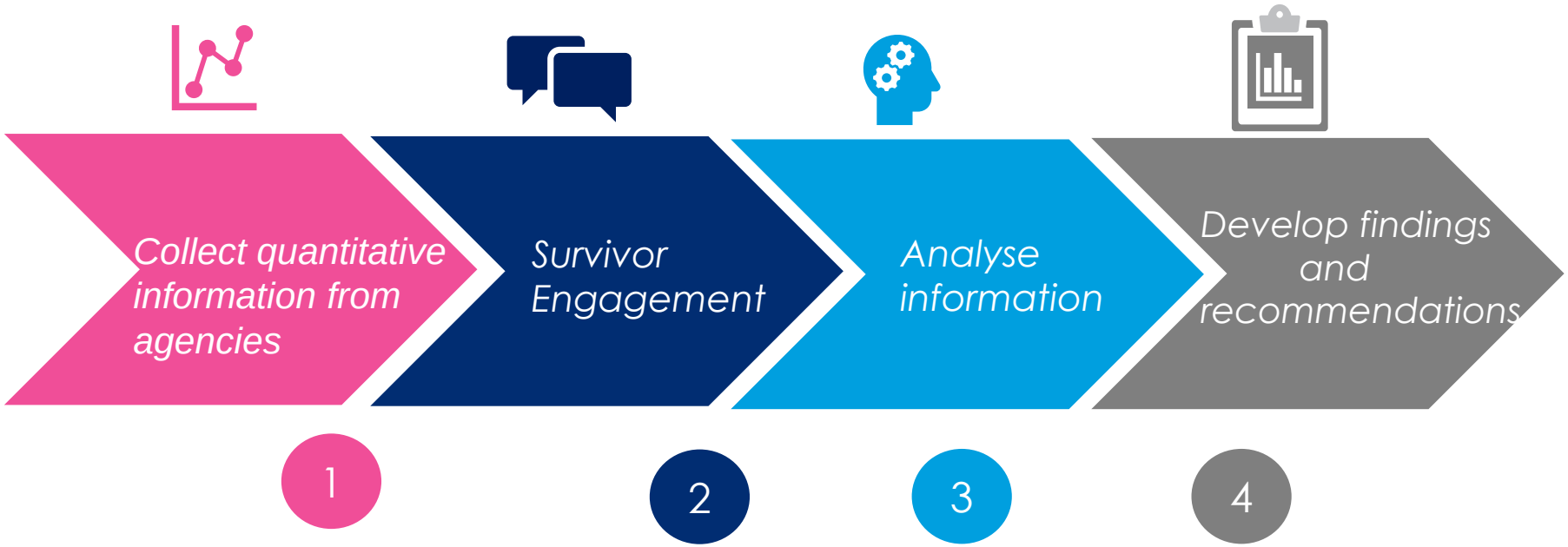
Key objectives were:

- Carry out a needs assessment of safe accommodation across North Yorkshire and City of York
- Identify a baseline of safe accommodation provision
- Identify gaps and needs in safe accommodation provision

Data was collated using the MHCLG needs assessment tool, comparative data from SafeLives national data sets was used and analysed using a number of SafeLives tools including the prevalence tool.

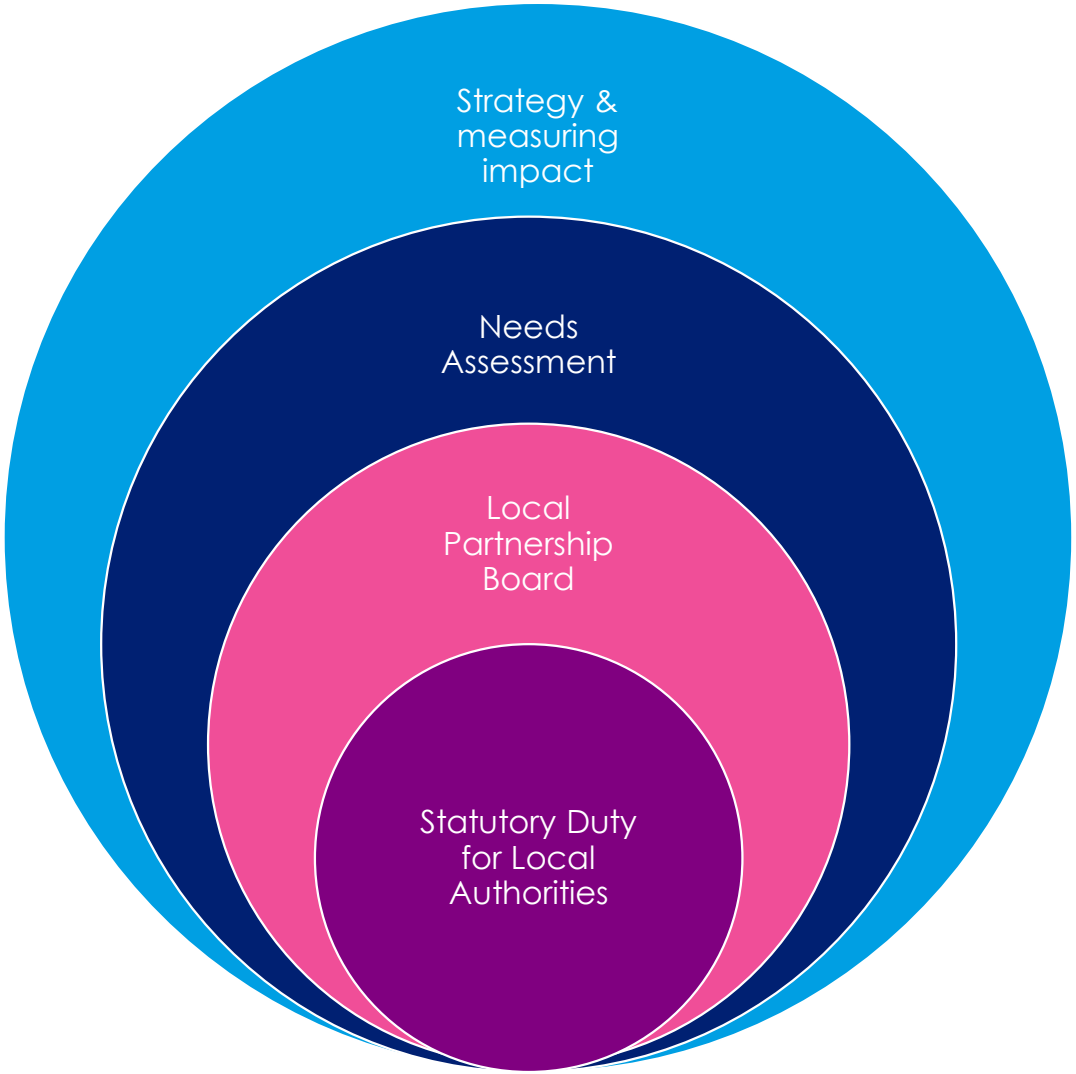
This work will enable North Yorkshire County Council and City of York Council to gain a clearer understanding of local need in relation to safe accommodation and will help to inform their domestic abuse strategy and any subsequent commissioning.

Our Approach



A full list of agencies providing data is in Appendix A

The Domestic Abuse Act 2021 Statutory Duty



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The Domestic Abuse Act 2021 Statutory Duty

Statutory Duty for Local Authorities

Statutory duty on Tier One local authorities to provide support to victims of domestic abuse and their children within refuges and other safe accommodation.

A four-part statutory framework for the delivery of support to victims of domestic abuse and their children in safe accommodation and provides clarity over governance and accountability.

Local Authorities will be required to appoint a multi-agency Domestic Abuse Local Partnership Board which will carry out a governance and consultative role as it performs certain specified function.

Provide advice to North Yorkshire and City of York about its functions under Section 55 of the DA Act

Core membership as set out in the DA Act and statutory guidance with Authentic Voice for both adult and child victims essential.

Responsibilities are

- Assess the need for accommodation-based domestic abuse support for all victims in their area, including those who require cross-border support
- Develop and publish a strategy for the provision of such support to cover their locality, having regard to the needs assessment
- Give effect to the strategy (through commissioning / de-commissioning decisions)
- Monitor and evaluate the effectiveness of the strategy

Assess the need for accommodation-based domestic abuse support for all victims in North Yorkshire and City of York, including those who require cross-border support

When - every three years

How - Using the template provided gather data from local sources

Who - Tier 1 LA to carry out through DA Local Partnership Boards, others who must co-operate are Tier 2 LA, DA services, refuge services.

What - Mapping current provision for safe accommodation and support

- Mapping current need, who and how much need for safe accommodation and support

Develop and publish: a strategy for provision of support, using the needs assessment

Develop a domestic abuse strategy encompassing the provision of support, informed by the needs assessment

- Implement the strategy through commissioning
- Tier 1 LAs in England must send an annual report to the Secretary of State on how it is realising the strategy
- Monitor and evaluate the effectiveness of the strategy.

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Local Partnership Board

Domestic Abuse Partnership Board Membership

This table details the core membership of the Domestic Abuse Partnership board as set out in the Domestic Abuse Act 2021.

Having reviewed membership of the boards, there are opportunities to strengthen. It is noted that work to include the Survivor Advisory Board within the Partnership Boards is ongoing.

We recommended involving your commissioned child advocacy service in this process to provide a representative

We recommend that there is a representative from a by and for victims service such as LGBTQ+, Black, Asian and Racially minoritised groups where possible

Membership	
Chair	Representative of the Tier One authority
Representative of Tier Two authorities within the Tier One authority area	Representative of the interests of adult victims of domestic abuse
Representative of the interests of child victims of domestic abuse	Representative of the interests of charities and other voluntary organisations that work with victims of domestic abuse in its area
Representative of the interests of charities and other voluntary organisations that work with victims of domestic abuse in its area (by & for Services)	Representative of the interests of persons who provide, or have functions relating to, health care services in its area
Representative of the interests of persons with functions relating to policing or criminal justice in its area	Representative for Housing Services

We recommend involving your survivor network in this process to provide a representative

New roles have been created in local communities through the NHS 10 year plan – social prescribers, Health Coaches, PCN Care Co-ordinators, all have great insight and can also support survivor voice

Safe Accommodation Needs Assessment

Safe Accommodation Needs Assessment

The Safe Accommodation Needs assessment is a comprehensive tool that enables you to capture data covering a range of themes relating to safe accommodation.

This needs assessment will inform your strategy, not only for safe accommodation but for the domestic abuse system as a whole. It is important to view this in the context of a whole picture approach, not only doing what is necessary but thinking of the art of the possible.

Survivor voice is an essential component of this needs assessment and throughout the requirements of the Statutory Duty. By listening to the authentic, unmediated voice of victims and survivors, we truly understand the barriers, challenges and good practice they experience.

What can we learn, what are our gaps and how can we build on our success.

Safe Accommodation Needs Assessment

Within this section we present the assessment for all victims accessing services. This is not inclusive of those accessing safe accommodation as this will be address further in the document.

Alongside the Tier 1 data provided by North Yorkshire County Council and City of York Council the assessment utilises data submitted from Harrogate, Craven, Selby, Scarborough, Ryedale, Hambleton and Richmondshire.

City of York Children's Services provided data regarding the number of assessments completed where domestic abuse was a factor, not the number of children. North Yorkshire Children's Services have provided data regarding referrals to Social Care. This data does not include referrals to the Front Door or Early Help. Neither City of York or North Yorkshire Children's services were able to provide data regarding the adults in these families.

North Yorkshire Police have provided victim demographic data for incidents of Domestic Abuse that have been crimed. It must be noted that there may be multiple crimes recorded for one incident, or there may be incidents reported/attended by officers that don't result in a crime being recorded. Although crime count is a good indication of, it is not the same as incidents reported or incidents attended by police.

It is likely that there are further victims about whom we have not been provided with information, and it is important to note that the figures included here only reflect those victim included in the data provided and the ones we are aware of. The data may also include duplicate counting as victims may have approached or been in contact with multiple services/agencies.

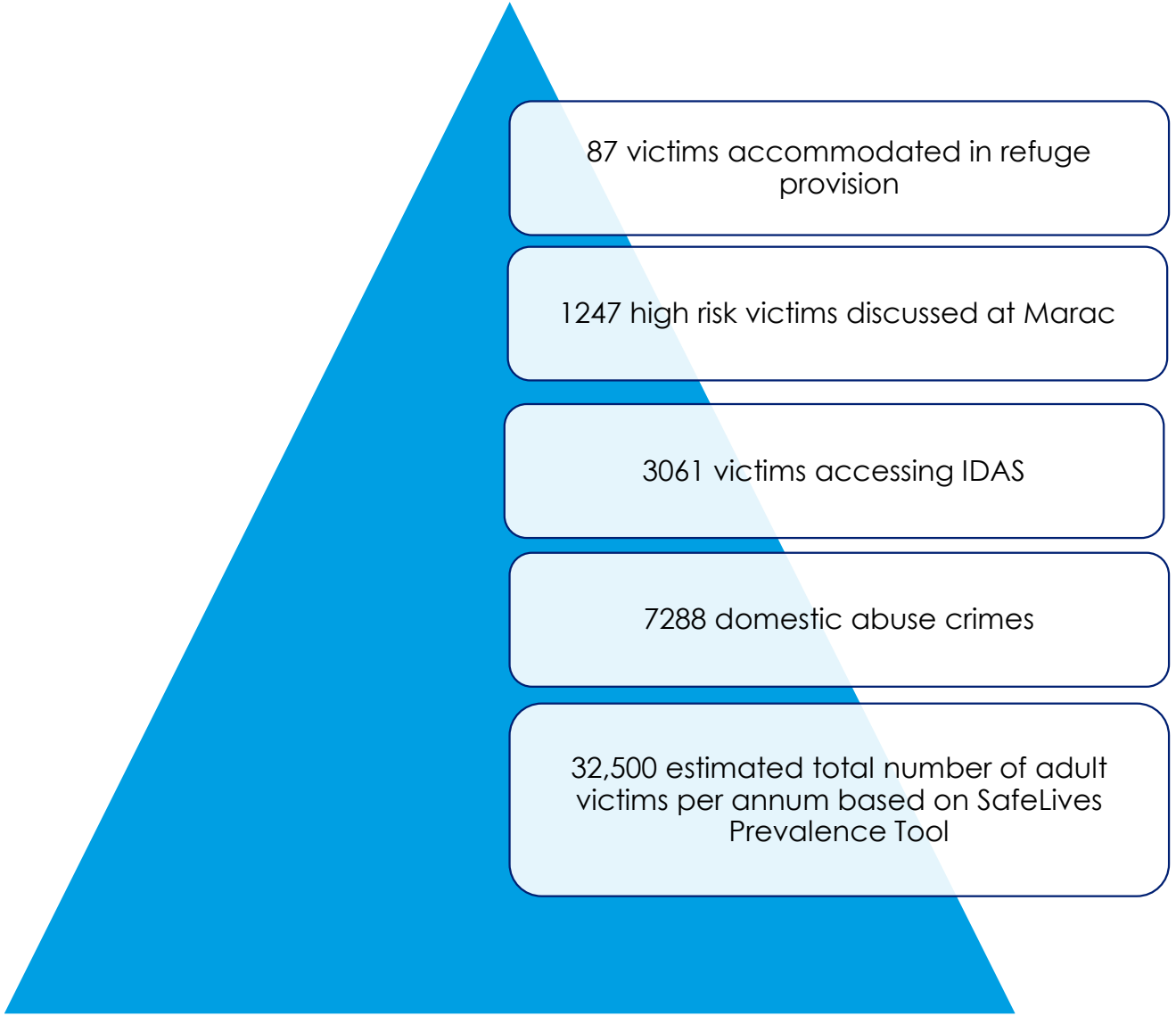
A full list of agencies who supplied data can be found in **Appendix A**

Throughout this work we have used our Prevalence Tool. This is for both North Yorkshire and City of York separately and combined. These figures are estimates calculated with the site's prevalence data and so have been rounded down to reflect that they are approximations. The joint prevalence figures for North Yorkshire and City of York were calculated using combined data from two areas. There may be small differences between the joint prevalence figures and the combined totals of prevalence areas from the two areas due to the rounding process.

Further information regarding the Prevalence Tool can be found in **Appendix B**

Overview of Data

2019 – 2020 at a glance



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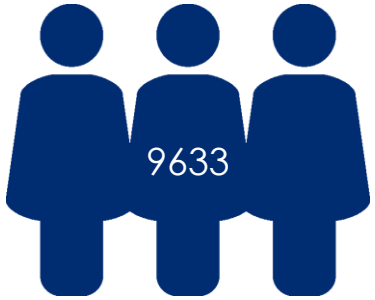
Overview 2019 – 2020



Total number of adult & child victims

Of these 11,711 records



Age 18 - 64



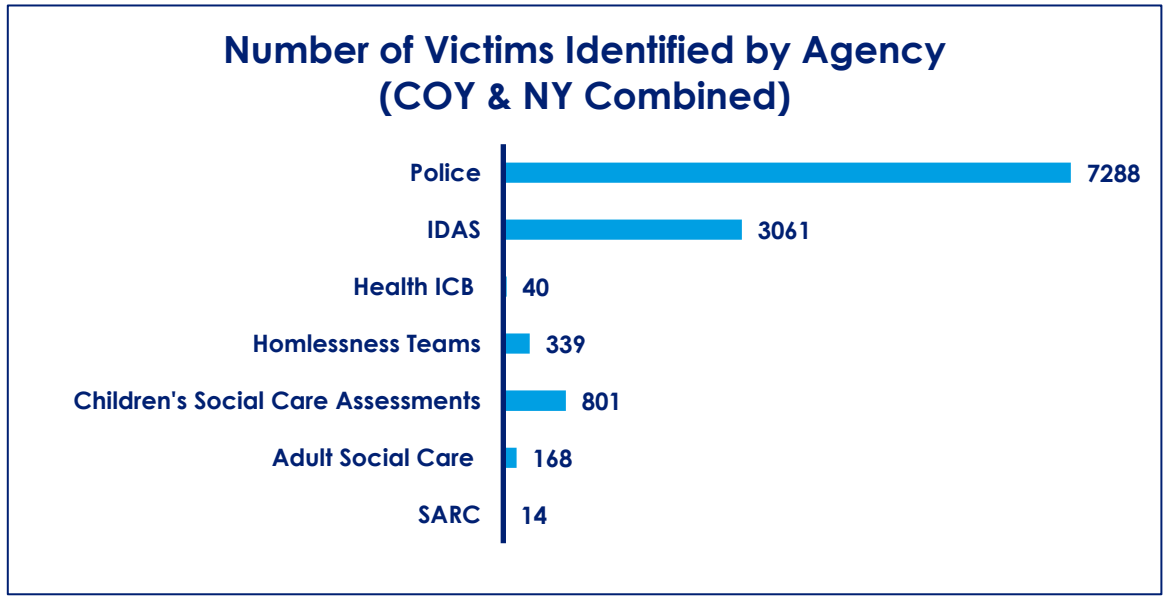
Under 18



Over 65

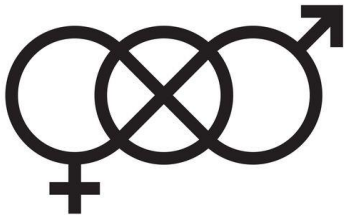


Unknown



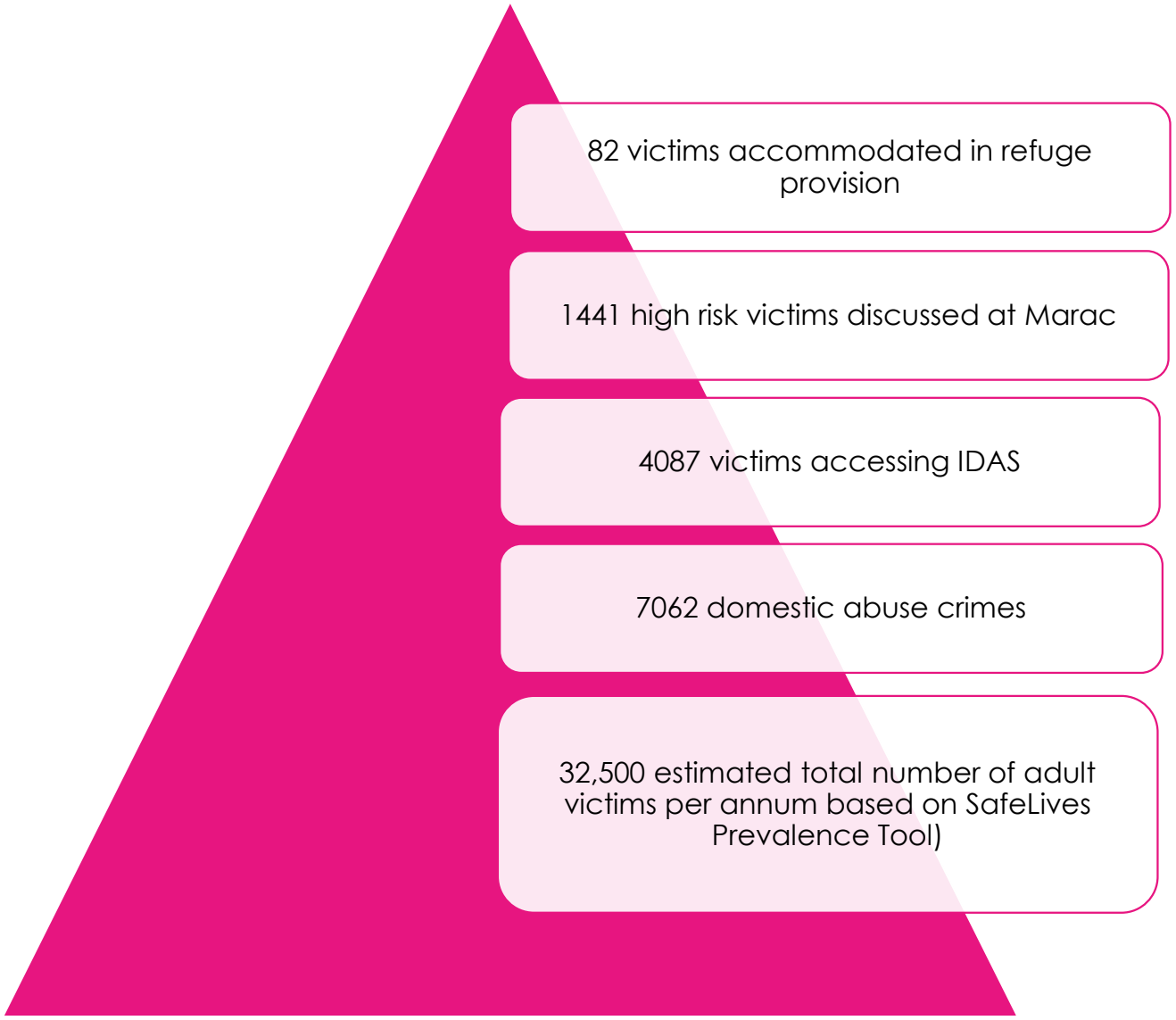
Male	20.6%
Female	76.8%
Non Binary	0.02%
Transgender	0.29%
Unknown	2.%

Note - adult victims only



*Those age 16/17 may be child victims whose parent/s are in DA Relationships and/or victims of IPV.

2020 – 2021 at a glance



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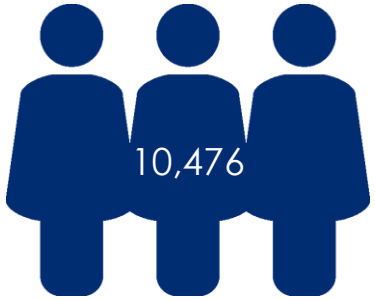
Overview 2020 – 2021



Total number of adult & child victims

Of these 12,698 records



Age 18 - 64



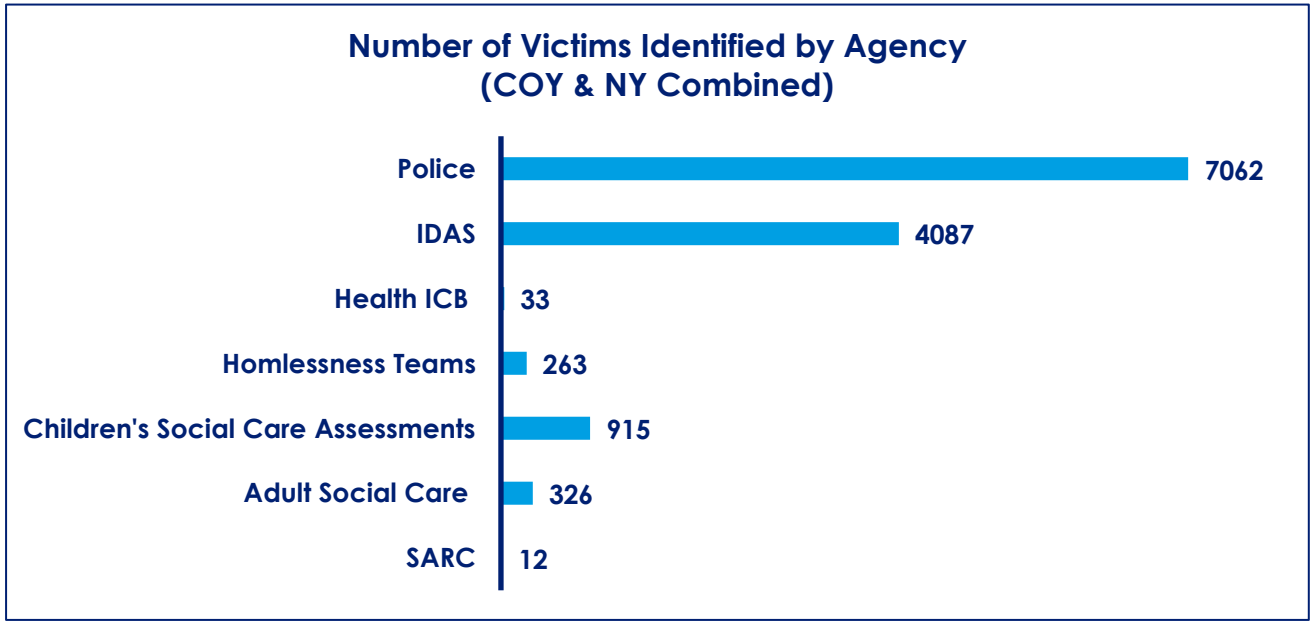
Under 18



Over 65

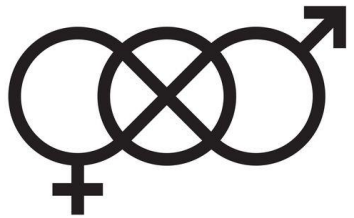


Unknown



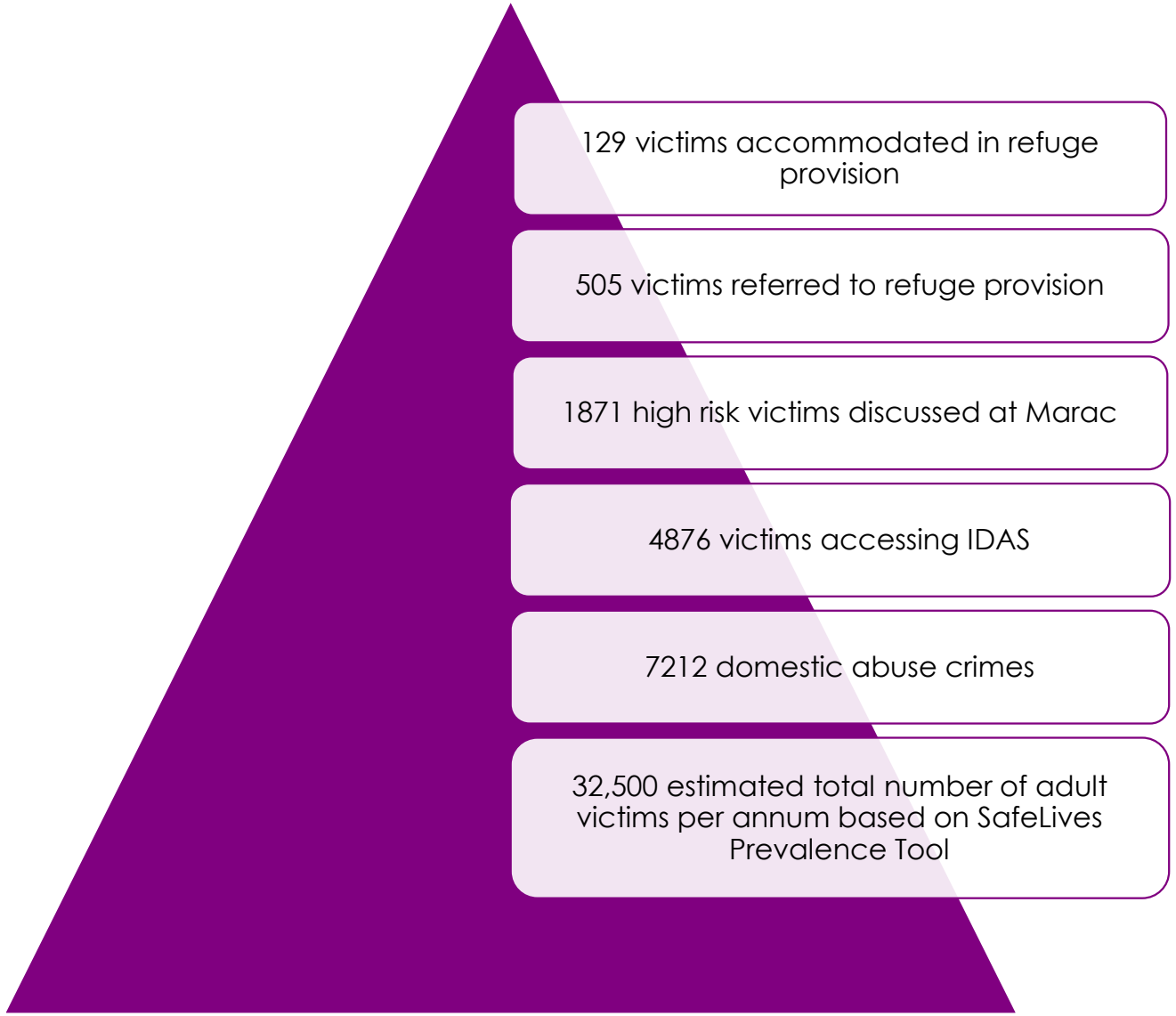
Male	21.2%
Female	75.2%
Non Binary	0.02%
Transgender	0.40%
Unknown	3.0%

Note adult victims only



*Those age 16/17 may be child victims whose parent/s are in DA Relationships and/or victims of IPV.

2021 – 2022 At a glance



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Overview 2021 – 2022

13,989

Total number of adult & child victims

Of these 13,989 records

11,462

Age 18 - 64



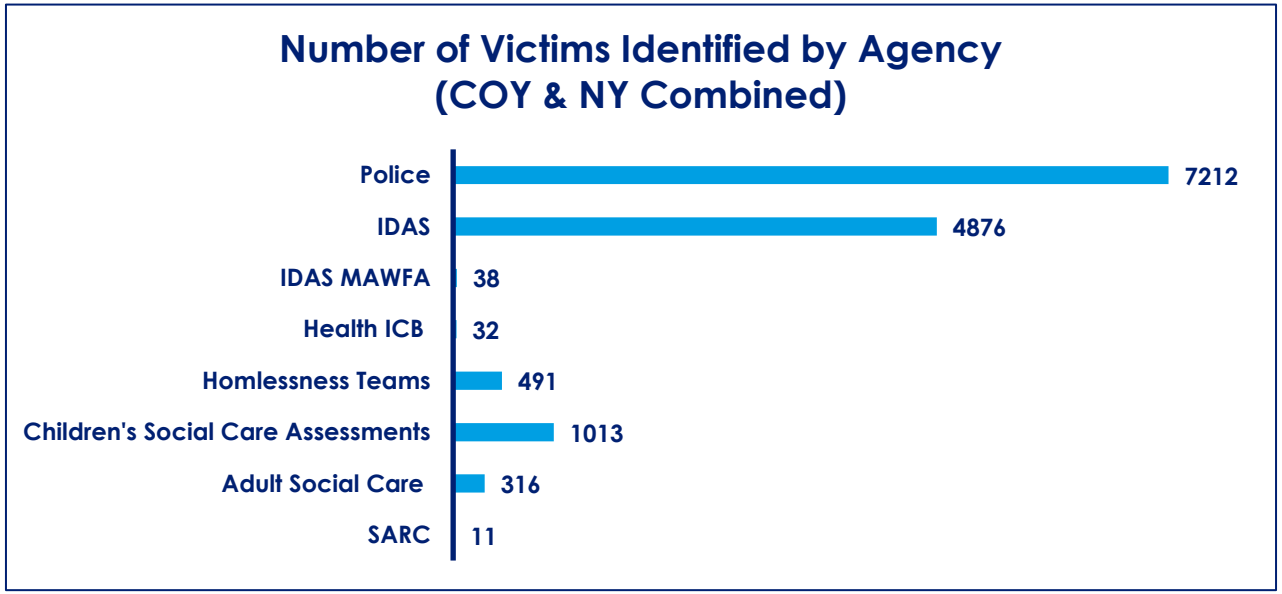
Under 18

618

Over 65

397

Unknown



Male	20.1%
Female	76.5%
Non Binary	0.05%
Transgender	0.5%
Unknown	2.6%

Note adult victims only

*Those age 16/17 may be child victims whose parent/s are in DA Relationships and/or victims of IPV.

Number of Victims

The SafeLives Prevalence Tool, developed in line with our research, estimates that **118,000 adults** in North Yorkshire and City of York have experienced Domestic Abuse at some point in their lives since the age of 16, with around **15%** experiencing both partner and family abuse. Of these **118,000 adults, 92,500** live in North Yorkshire and **25,500** in the City of York.

It also suggests that **32,500 adult victims** have experienced Domestic Abuse in the last year, with around 8% experiencing both partner and family abuse and **18,000 children** living in a household with partner abuse in the last year. Of these victims, **25,500 adult victims** and **14,000 children** live in North Yorkshire and **7000 adult victims** and **3500 children** live in the City of York.*

The total number of adult and child victims identified in the data sets provided by services/agencies in the local area in each of the 3 years the needs assessment covers are:

2019/20	2020/21	2021/22
		
11,711	12,698	13,989

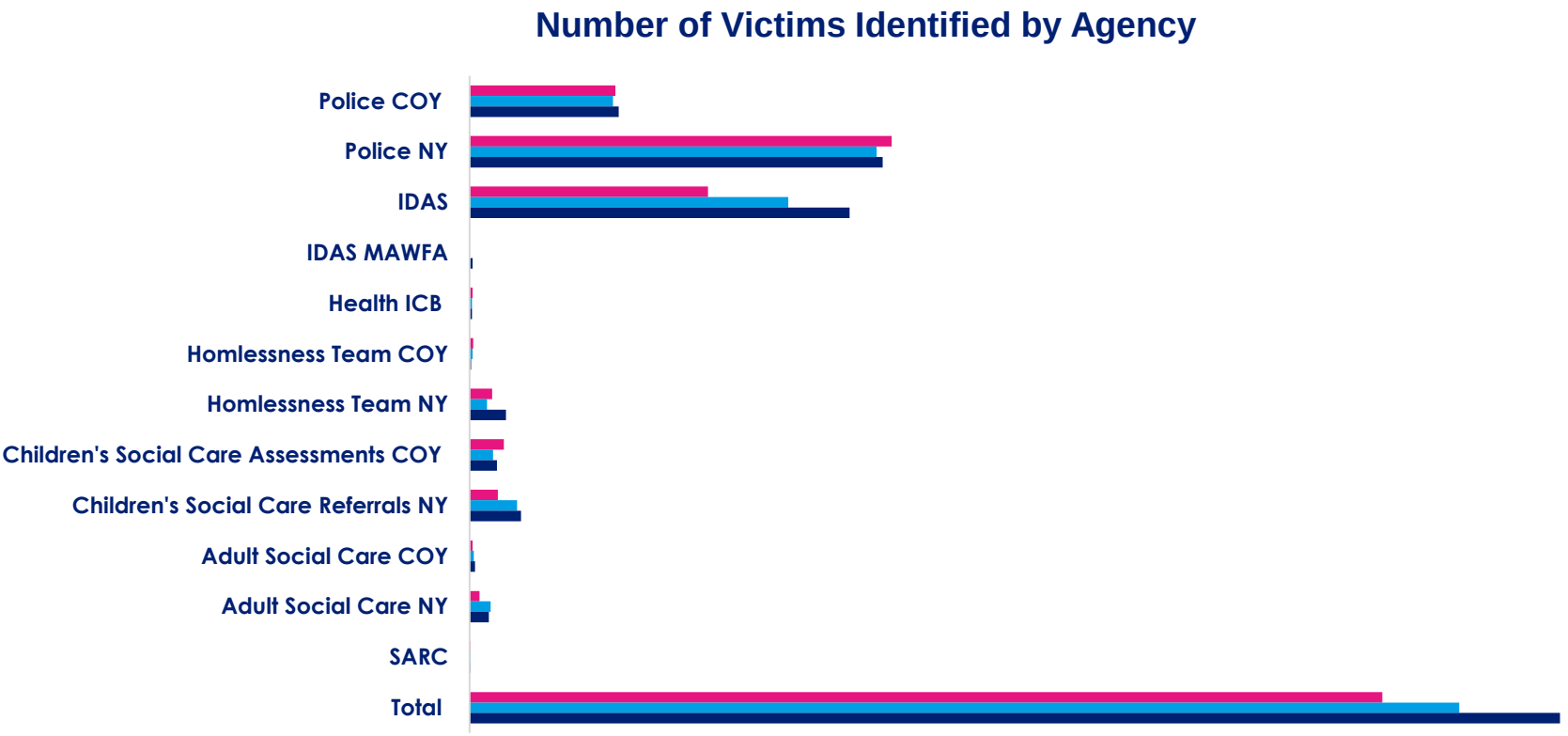
The overall number of victims has increased year on year, with a **8.4%** increase in **2020 – 21** and **10.1%** increase in **2021 – 22** on the previous year.

The number of adult victims age 16 – 64 has increased by **8.7%** in **2020 – 21** and **9.7%** increase in **2021 – 22** on the previous year, while the number of older adults aged over 65 increased by **7.15%** in **2020 – 21** and a **14.65%** in **2021 – 22.** For child victims there was a slight decrease on **2020 – 21** prior to an increase of **19.1%** in **2021 – 22.**

*These figures are estimates calculated with the site's prevalence data and so have been rounded down to reflect that they are approximations. The joint prevalence figures for North Yorkshire and City of York were calculated using combined data from two areas. There may be small differences between the joint prevalence figures and the combined totals of prevalence areas from the two areas due to the rounding process.

Data Trends

Identification by Agency



	Total	SARC	Adult Social Care NY	Adult Social Care COY	Children's Social Care Referrals NY	Children's Social Care Assessments COY	Homlessness Team NY	Homlessness Team COY	Health ICB	IDAS MAWFA	IDAS	Police NY	Police COY
2019 - 20	11711	14	128	40	362	439	292	47	40	0	3061	5415	1873
2020 - 21	12698	12	270	56	612	303	225	38	33	0	4087	5223	1839
2021 - 22	13989	11	247	69	660	353	469	22	32	38	4876	5300	1912

2019 - 20 2020 - 21 2021 - 22

This table details the number of victims identified broken down by agency and areas.

North Yorkshire Police and IDAS have the highest levels of identification of victims across all 3 years

It is important to note the impact of Covid-19 may have had on the identification of victims during the time period of the needs assessment and how victims can continue to be identified and supported in the context of a shifting environment.

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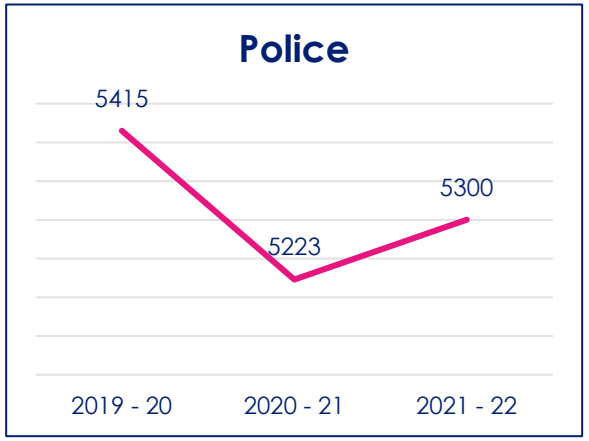
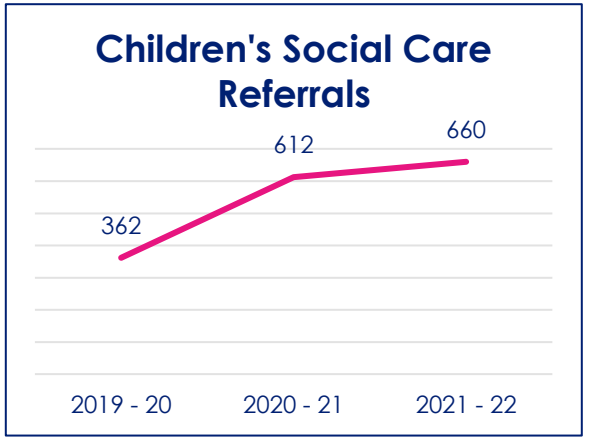
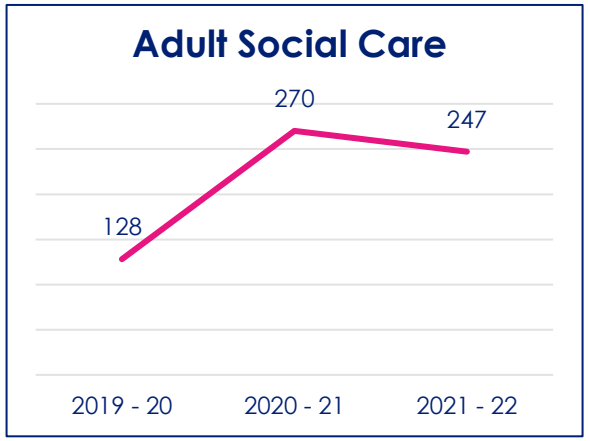
Trends

North Yorkshire









Police incidents which have been crimed decreased by **3.5%** from 2019-20 to 2020 – 21 before increasing by **1.5%** in 2021 – 22 however this does not reach the level previously see in 2019 – 20.

Children's Social Care saw a **69.1%** increase in referrals in 2020 – 21 from the previous year with a further **7.8%** increase in 2021 – 22.

Adult Social Care also saw a significant increase of **110.9%** of victims identified in 2020 – 21 before decreasing by **8.5%** in 2021 – 22. However Adult Social Care data for 2019-20 only covers October to March due to a change in systems use which may account for some of the increase.

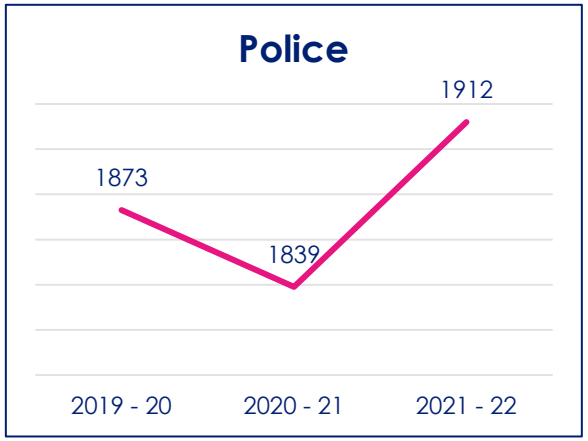
In regards to the Homelessness Teams, there was a decrease of **22.9%** of victims identifed in 2020 – 21 before an increase of **108.4%** in 2021 – 22. It is noted that Harrogate Council homelessness data was available for 2021-22 (**242 victims identifed**) which contributes to the significant increase. For comparison, if we remove Harrogate's data, the increase is **0.9%.**

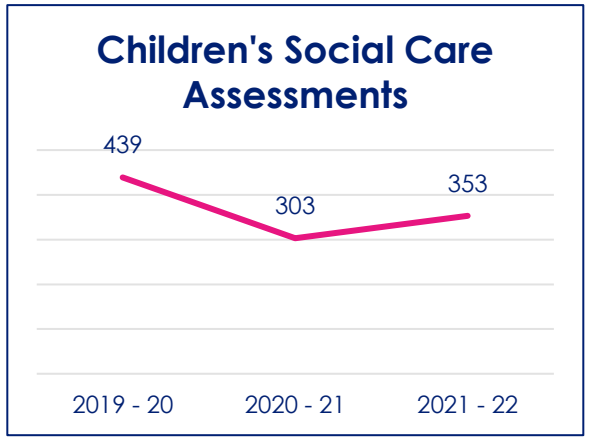
Scarborough District had the highest number of victims identified in 2019 – 20 (**n.109 adults**) and 2020 – 21 (**n. 90 adults**) with Harrogate having the highest in 2020 – 22 (**n. 242 adults and children**). Ryedale has the lowest number of victims identifed in 2019 – 20 (**n. 13 adults**) with Craven seeing the lowest in 2020 – 21 (**n. 7 adults and children**) and 2021 – 22 (**n. 15 adults and children**).

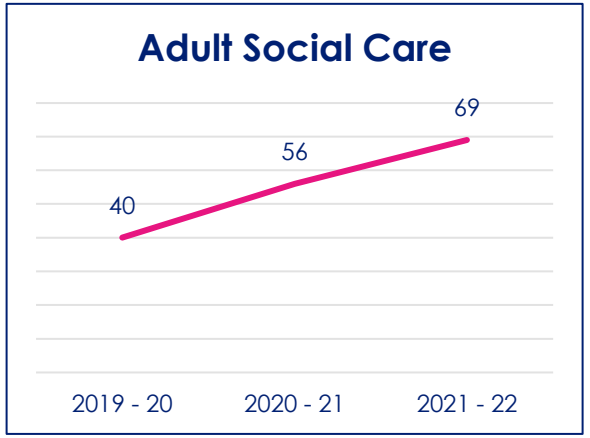
North Yorkshire agencies overall have seen an increase of **2.1%** in the number of victims identified from 2019 – 20 to 2020 – 21 and a further **5.4%** in 2021 – 22. If we exclude the data from Harrogate Council from the overall figure due to it only being available for 2021 – 22, the increase for that year is reduced to **0.7%.**

Trends

City of York









Police incidents which have been crimed decreased by **1.81%** from 2019-20 to 2020 – 21 before increasing by **4%** in 2021 – 22 which is **2.1%** higher than the level in 2019 – 20.

Children's Social Care saw a **31%** decrease in assessments in 2020 – 21 from the previous year before increasing by **16.5%** in 2021 – 22 however this does not reach the level previously seen in 2019 – 20.

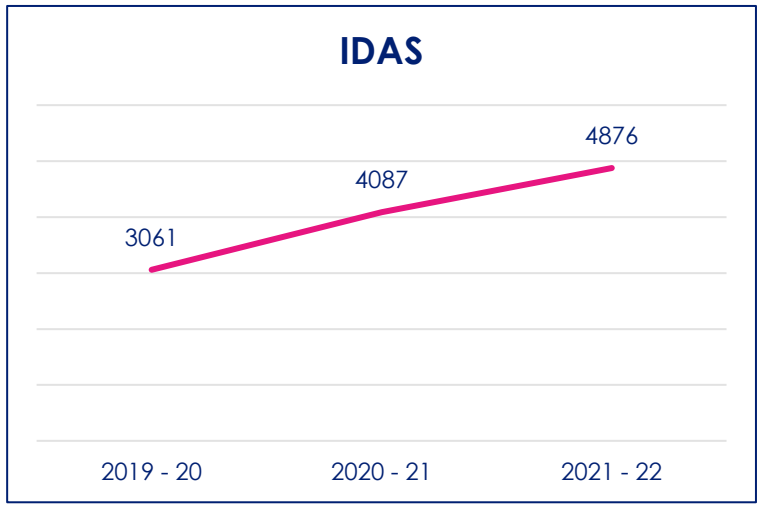
Adult Social Care also saw an increase of **40%** of victims identified in 2020 – 21 with a further increase of **23.2%** in 2021 – 22.

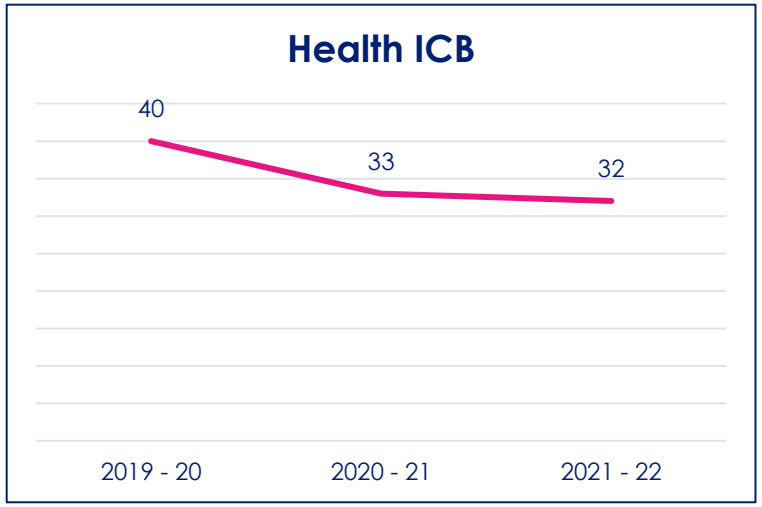
In regards to the Homelessness Team, there was a decrease of **19.1%** in the number of victims identified in 2020 – 21 with a further decrease of **42.1%** in 2021 – 22.

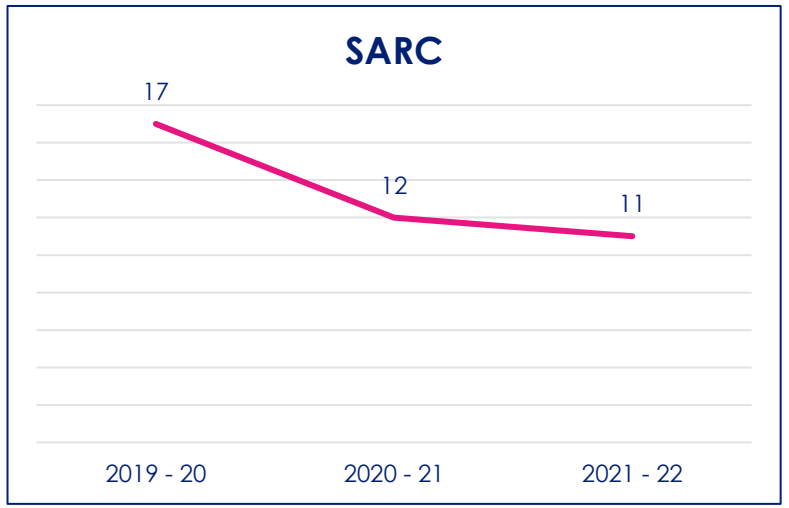
City of York agencies over all have seen a decrease of **6.3%** from 2019 – 20 to 2020 – 21 in the number of victims identified before increasing by **4.8%** in 2021 – 22 however this does not reach the level previously seen in 2019 – 20

Trends

Combined Areas







IDAS has seen an increase in the number of victims acessing services over the 3 year period of the needs assessment. There was an increase of **33.5%** from 2019 – 20 to 2020 – 21 and a further increase of **19.3%** in 2021 – 20.

Health Integrated Care Board saw a **17.5%** decrease of victims identified in 2020 – 21 with a further decease of **3.5%** in 2021 – 22.

The SARC service saw a decrease of **29.4%** in the number of victims accessing services from 2020 – 21 and a further decrease **of 8.3%** in 2021 – 22.

Trends

From the data provided we can see that Police incidents which were crimed decreased for both North Yorkshire and the City of York in 2020 – 21 before increasing again the following year. Whilst the number of incidents crimed increased above 2019 – 20 levels in the City of York this was not the case in North Yorkshire where figures remained **2.1%** below those levels.

Regarding Children's Services City of York and North Yorkshire differ with the City of York seeing an over all decrease of **19.6%** and North Yorkshire an overall increase of **82.3%.** It should be noted that data was provided differently by the areas with City of York providing information about the number of assessments completed and North Yorkshire on the number of referrals to Social Care only.

Adults Social Care saw an overall increase in both areas with **a 94.5%** increase for North Yorkshire, noting that there is a decrease in identification from 2020 – 21 to 2021 – 22, and a **72.5%** increase in the City of York.

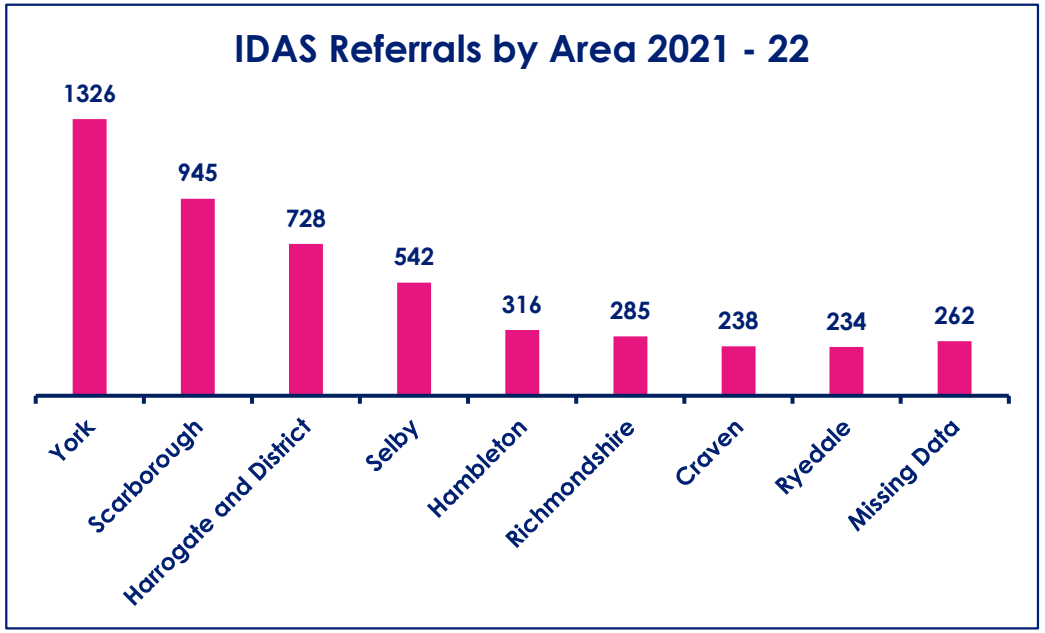
For Homelessness Teams identification, due to the addition of Harrogate Council's data there is a significant increase in North Yorkshire. However, for comparison purposes, if we disregard that data (n. 242), there is an overall decrease of **22.3%.** For the City of York there is an overall decrease of **53.2%**.

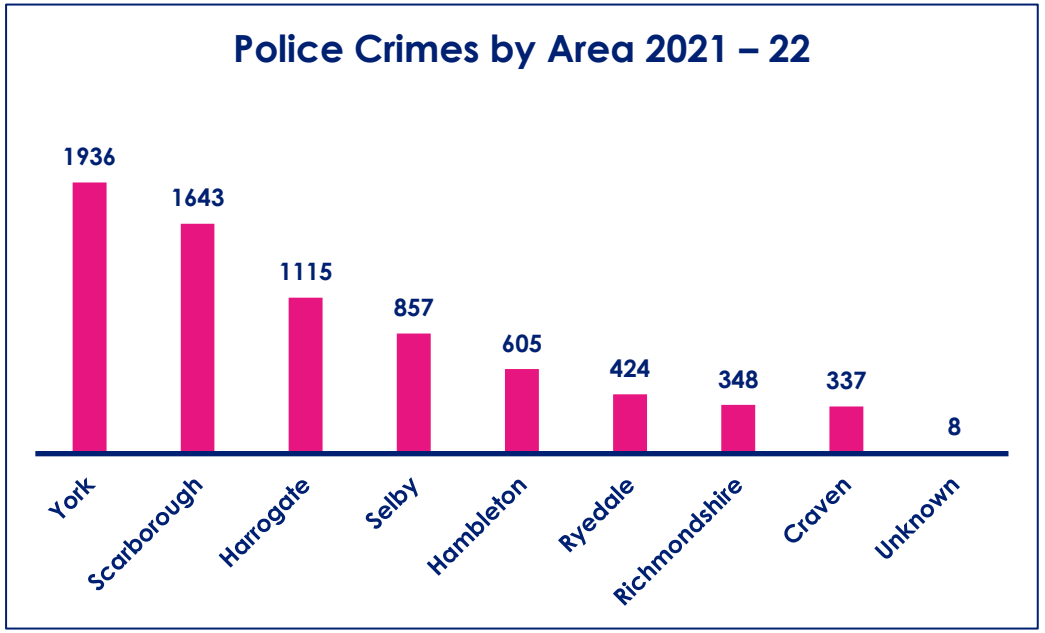
IDAS have seen an increase year on year with an overall increase of **59.3%** while both the SARC and Health ICB have seen an overall decrease of **35.3%** and **20%** respectfully.

Area – 2021/2022

In regards to area, City of York has the highest prevalence of domestic abuse crimes and referrals to IDAS for 2021 – 22, followed by Scarborough and Harrogate.

This is mirrored in the Police Crime data, however, there are differences at the lower end. Ryedale had the lowest IDAS referrals and the 3rd lowest Police Crimes. Craven has the lowest Police crimes and the 2nd lowest IDAS referrals.





Consideration should be given to the rurality of many of these areas and the impact this has on Police incidents and referrals to services. This will be discussed more widely in our Public Health Approach work.

Marac & Police Data

Marac

At Marac, the most high risk cases are discussed. SafeLives will look at the Marac process in more depth as part of the Public Health Approach, and will be able to offer further guidance as part of that process.

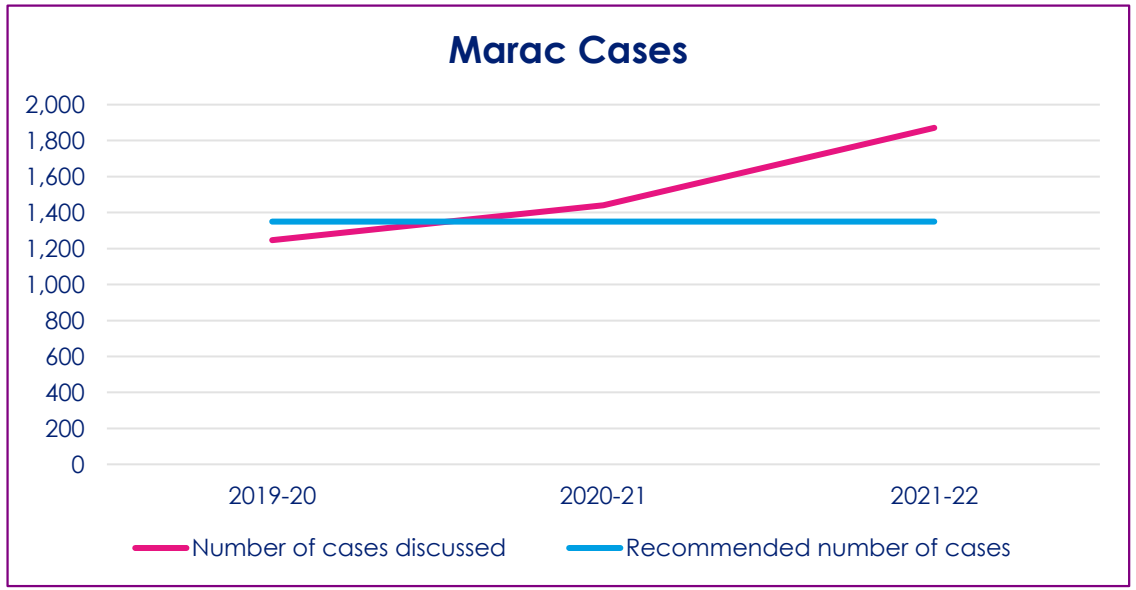
Within North Yorkshire Police, there are 5 Maracs – Hambleton & Richmondshire, Harrogate and Craven, Scarborough and Ryedale, Selby, and City of York.

The recommended number of cases for North Yorkshire Police is **1350** per year, based on the SafeLives recommendation of **40** cases per 10,000 adult female population. The table below shows the number of cases heard, inclusive of repeat cases, per year and the number of children within those households.

It should be noted that the number of children identified at Marac is higher than the number identified within the submitted needs assessment data across all three years. In 2021/22, the number of children identified at Marac is more than double the number identified in the needs assessment.

The number of cases discussed within North Yorkshire Police has increased **15.6%** from 2019/20 to 2020/21 and **28.8%** from 2020/21 – 2021/22.

Year	Number of Cases	Number of Children
2019/20	1247	1,906
2020/21	1441	2177
2021/22	1871	3077



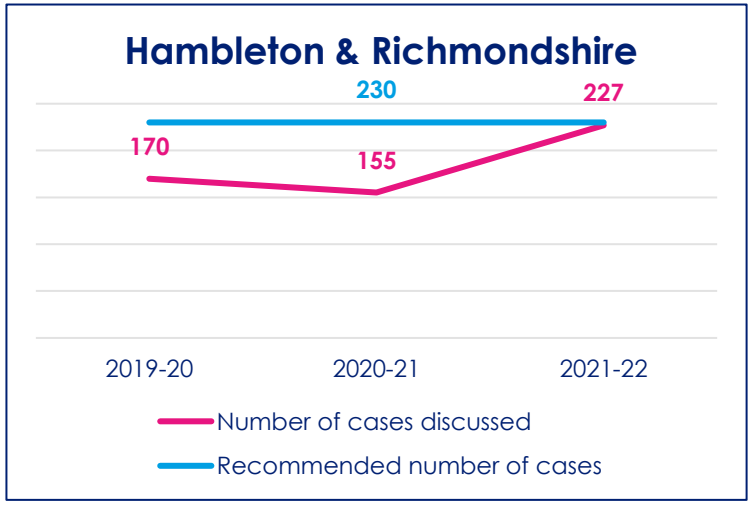
Marac

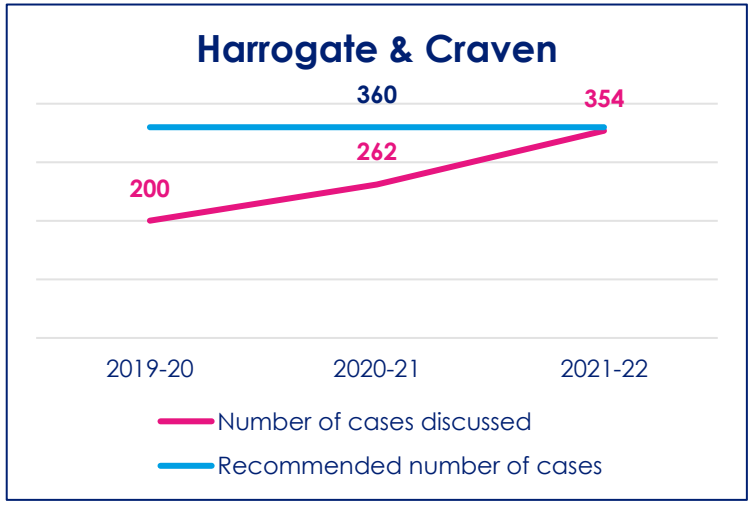
Marac Cases by area

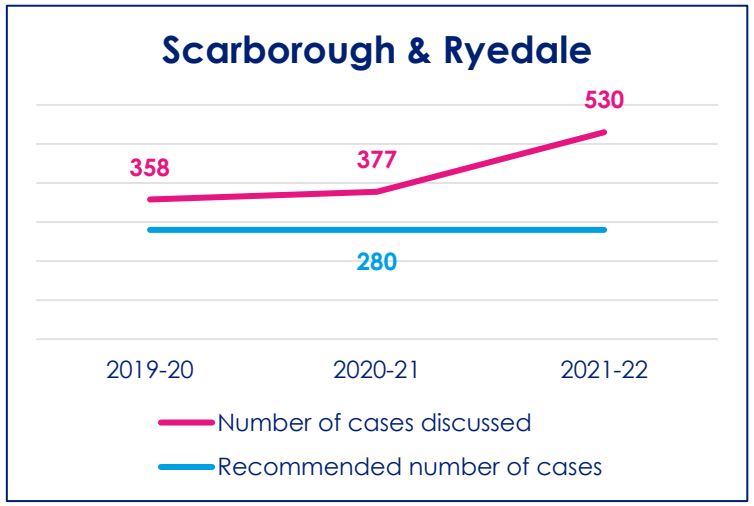
When looking at individual Maracs, we can see that all five have increased cases over the three year period.

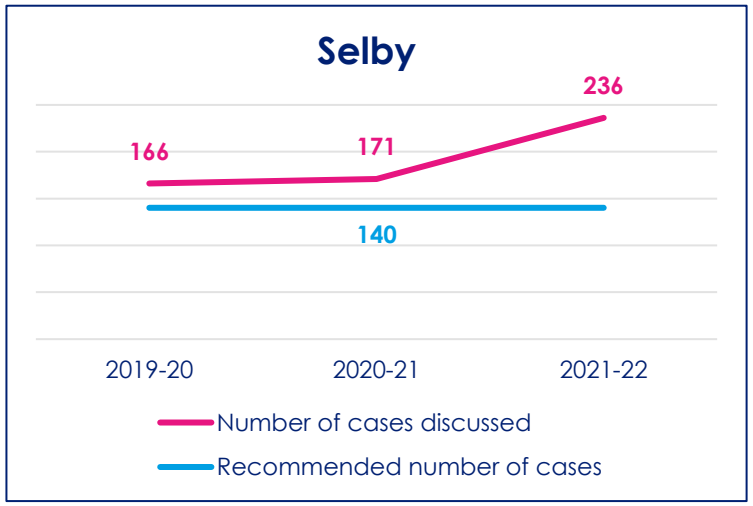
Harrogate & Craven saw the biggest increase of cases at 77% across the three years.

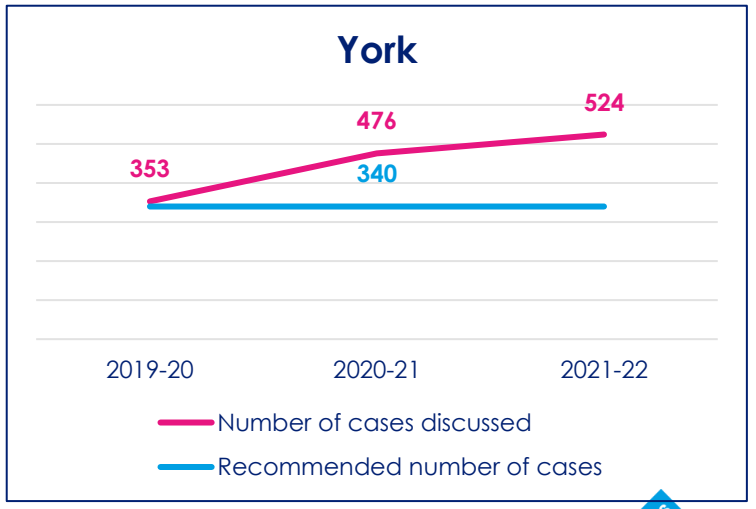
Hambleton & Richmondshire and Harrogate & Craven are now within the recommended number range of cases. The other three Maracs are hearing over the recommended figures based on **40** cases per 10,000 adult female population.











Marac 2021 - 2022

	National	MSF Group	Yorkshire & Humber	SafeLives Recommends	North Yorkshire	Hambleton & Richmondshire	Harrogate & Craven	Scarborough & Ryedale	Selby	York
Cases per 10,000 adult female population	47	35	64	40	55	39	39	76	67	61
Year on Year change in number of cases	5.9%	7.4%	-2.7%		28.8%	46%	35%	36%	38%	10%
Repeat rate	33%	34%	38%	20-40%	42%	34%	42%	43%	44%	44%
Police referrals	67%	73%	79%	60-75%	76%	78%	73%	78%	77%	73%
Non police referrals	33%	27%	21%	25-40%	24%	22%	27%	22%	23%	27%

The table above shows how the Maracs across North Yorkshire and City of York performs in comparison to regional and national counterparts.

Overall North Yorkshire Police are hearing above the recommended number of cases based on the size of population. Whilst it is over the national average, it is lower than the average across Yorkshire and Humber.

As seen on the previous slide, all five Maracs have seen a significant increase in cases. The repeat range is higher than the national average and above the SafeLives recommended rate of 20-40%.

In regard to referrals, the North Yorkshire Police referral rate is higher than the national average and slightly above the SafeLives recommended rate of 60-75%. For non police referrals, Idva referrals account for **14.2%** with the remaining **10.2%** spread across all other agencies.

*Further information on Safelives recommendations and guidance are available here - Reviewing your Marac data | Safelives

Marac 2021 – 2022 cont'd

	National	MSF Group	Yorkshire & Humber	SafeLives Recommends	North Yorkshire	Hambleton & Richmondshire	Harrogate & Craven	Scarborough & Ryedale	Selby	York
Black, Asian and racially minoritised population	17.9%	6.7%	13.1%		6.6%	4.8%	7.4%	4.4%	4.5%	9.8%
Black, Asian and racially minoritised cases	15.3%	6.4%	13.1%		9.9%	11.0%	9.9%	8.1%	6.4%	12.8%
LGBT+ Cases	1.4%	0.9%	1.2%	2.5% - 5.8%+	1.1%	0.4%	0.3%	1.3%	1.3%	1.7%
Disabled Victim Cases	8.5%	4.1%	10.5%	19%+	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Male Victims	6.1%	5.3%	7.9%	5% - 10%	7.0%	5.3%	5.9%	8.7%	6.4%	7.1%

The table above shows how the Maracs across North Yorkshire and City of York perform in relation to marginialised groups.

We would expect referrals to Marac to be representative of the local Black, Asian and racially minoritised population. Our research shows this to be **6.6%** for North Yorkshire Police. For 2021 – 2022 **9.9%** were from a Black, Asian and racially minoritised community. This has increased from **8%** in 2019/20.

The SafeLives recommendation is that **2.5% - 5.8%** of cases heard at Marac are LGBT+ victims. The highest percentage was **1.6%** in the 2020 – 2021, less than half the lowest end of the recommended levels. This was an increase from **0.6%** in 2019 – 2020,

The recommended level of Marac cases where the victim has a disability is **19%.** There are **0** cases referred to Marac in 2020/21 and 2021/22 where the victim has been identified as having a disability and in 2019/20 where **0.8%** of cases were identified where the victim had a disability. SafeLives has published guidance regarding disability at Marac.[1]

For Male victims, the highest number of cases was in 2020 – 2021 with **8.1%,** which is an increase from **5.9%** in 2019 – 2020.

1. disability guidance.pdf (safelives.org.uk)

Police Data

2019/20

	North Yorkshire Police	Yorkshire and the Humber	MSF1	MSF2	England and Wales
DA Crimes & Incidents	11,942	144,186	32,546	17,835	1,288,018
Crimes & Incidents Per 1000 population	14	26	25	20	23
DA Crimes	7,977	98,756	17,069	11,498	758,941
Crimes per 1000	10	18	13	13	13
% of all crimes recorded	17%	17%	20%	17%	15%

2020/21

DA Crimes & Incidents	12,061	152,897	32,310	22,072	1,459,663
Crimes & Incidents Per 1000 population	15	28	25	24	24
DA Crimes	7,825	99,526	16,880	13,658	845,736
Crimes per 1000	9	18	13	15	14
% of all crimes recorded	20%	20%	23%	22%	18%

Domestic abuse in England and Wales - Data Tool - Office for National Statistics (ons.gov.uk)

Police Data

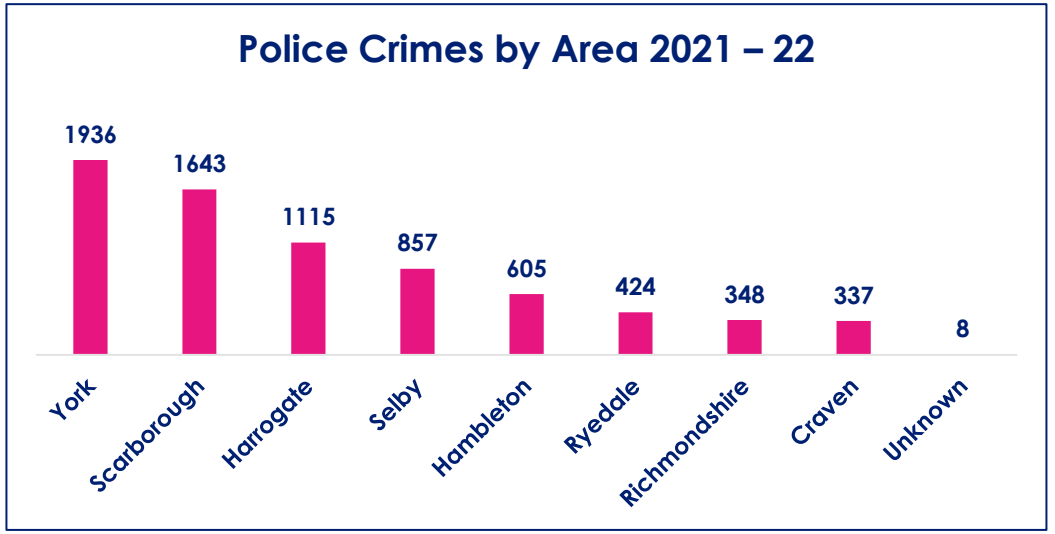
The tables above show a comparison of the number of incidents and crimes reported across North Yorkshire Police force wide, the two Most Similar Forces and across England and Wales.

The comparison data is not currently available for the 2021 – 22 period, however we know that across North Yorkshire Police there were 7212 domestic abuse incidents which were crimed during that time. Please note that there may be multiple crimes recorded for one incident, or there may be incidents reported/attended by officers which do not result in a crime being recorded. It should also be noted that the data figures provided for the needs assessment, differ to the ONS data used.

North Yorkshire Police domestic abuse crimes and incidents is **14** per 1000 population in 2019 – 20 and **15** per 1000 population in 2020 – 21. This is lower than the Yorkshire and Humber region which is **26 and 28** respectively. It is also lower than the two MSF areas (2019 – 20, **25 and 20**, 2020 – 21 **28 and 25**), and the national rate of domestic abuse crimes and incidences at **23** per 1000 population in 2019 – 20, rising to **24** per 1000 population in 2020 – 21.

Whilst there has been a increase of **1%** in the number of domestic abuse related incidents and crimes recorded by North Yorkshire Police from 2019 – 20 to 2020 – 21, the number of domestic abuse crimes has fallen by **1.9%.**

In regard to area, as previously mentioned, City of York has the highest prevalence of domestic abuse crimes for 2021 – 22, followed by Scarborough and Harrogate.



Domestic Homicides:

19/20
- Richmondshire

20/21
- Selby

21/22
- Harrogate
- Craven – there were two victims within this homicide

In the three-year period that the needs assessment covers there were five domestic homicides in North Yorkshire and none in the City of York.

Whilst there are two domestic homicides reported in 2021/22, these will not be subject to the DHR process in North Yorkshire for the following reasons –

- Harrogate – the victim and perpetrator were not residents of North Yorkshire and were in holiday accommodation when the homicide took place. Therefore, this will be managed by the locality they lived in
- Craven – this case will be subject to a Mental Health Review due to the nature of the case

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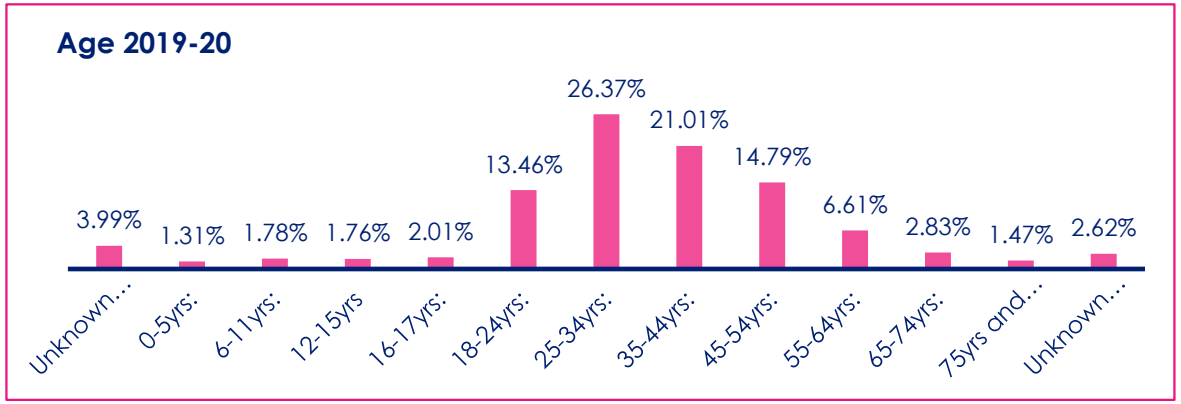
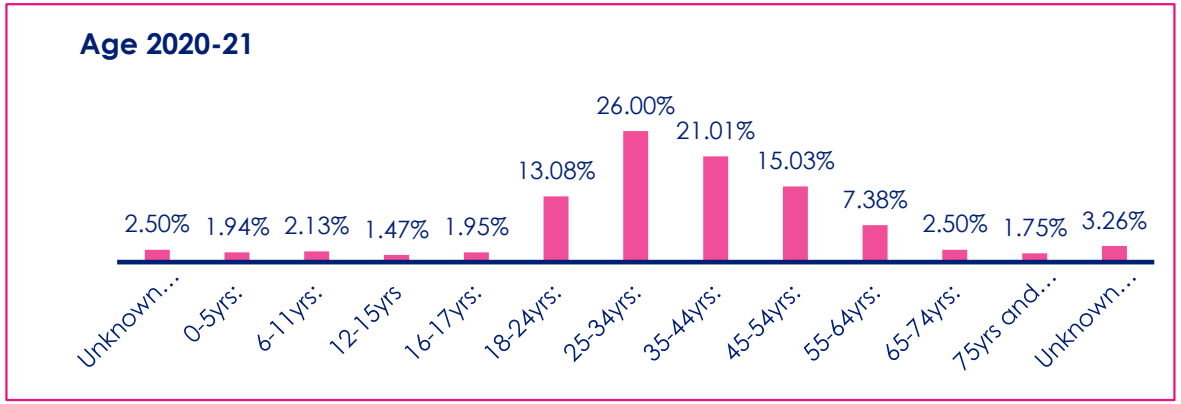
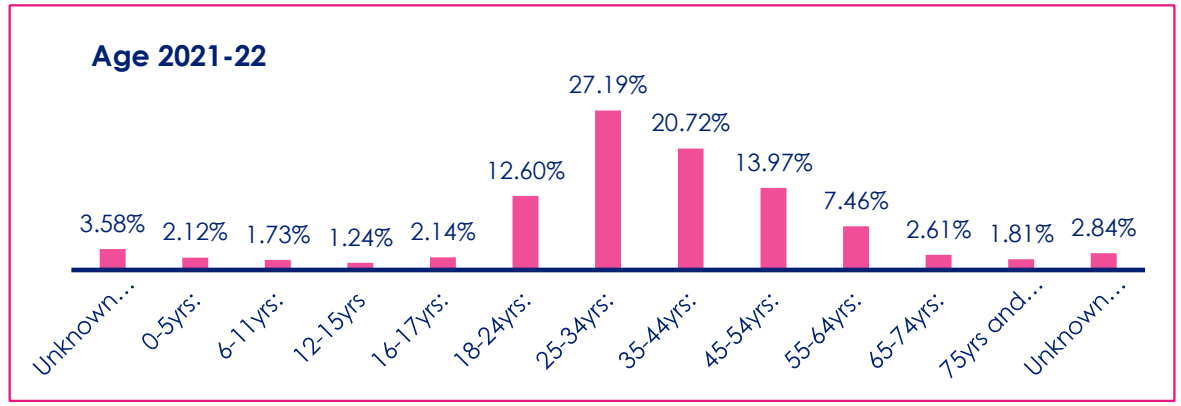
Demographic Data

Age







The age profile of identified victims in North Yorkshire and the City of York remained broadly consistent between 2019 and 2022, with **over a quarter** of identified victims falling within the 25–34-year-old age bracket. At either end of the age spectrum, relatively few 0–17-year-olds, or over 65-year-old victims were identified.

Based on North Yorkshire and the City of York , SafeLives' Prevalence Tool estimates that there **are 6,500** victims aged over 65 who will have experienced domestic abuse in the last year, **5000** in North Yorkshire and**1000** in the City of York.

The 2021 census shows that there has been a significant increase in the older population in North Yorkshire and the City of York with the smallest local authority being the City of York with a **15.8%** increase and Selby having the greatest increase at **34.9%**[1]

Our Spotlight on Older People and Domestic abuse shows that those over 60 experience domestic abuse for much longer, on average **12.9 years** compared to the national average of **4.5 years**, with **25%** experiencing abuse for between **20 and 50 years**.[2]

Using the same tool, it is estimated that **6500** young victims aged 16 - 24 will have experienced domestic abuse in the last year within their own intimate partner relationships, **5000** in North Yorkshire and **1500** in the City of York. This includes **1800** victims aged 16/17 across both areas. At Marac, **26** cases were heard where the victim was 16/17 in 2021/22 across North Yorkshire Police.

These figures are not reflected in the data provided for this needs assessment, which suggests an under-identification of both younger (**1928** average recorded victims age 16 - 24) and older (**553** average recorded victims) victims.

It should be noted that the data provided for the needs assessment for those age 16/17 may be child victims whose parent/s are in DA Relationships and/or victims of IPV in their own relationships.

1. York population change, Census 2021 – ONS
2. Spotlight #1: Older people and domestic abuse | Safelives

Age – Children and Young People

In regard to children and young people, we have identified some discrepancies within the data sets which are of concern.

The table below details the number of children identified through the data sets. There is a significant difference in the number of children identified within the needs assessment and those identified at Marac.

In 2021/22 more than double the number of children identified within the need assessment were identified at Marac. In addition, the combined number of assessments/referrals to Children's Social Care is only **32.9%** of the children identified at Marac. This does not mean that those assessments or referrals are a third of children heard at Marac, as the children identified within the needs assessment may be victims of domestic abuse across all risk levels, not simply high risk. Therefore, the discrepancies between children identified at Marac and those referred to or assessed by Children's Social Care could be significantly greater.

Additionally only **38** children were referred to the Whole Family Service provided by IDAS in the same time period.

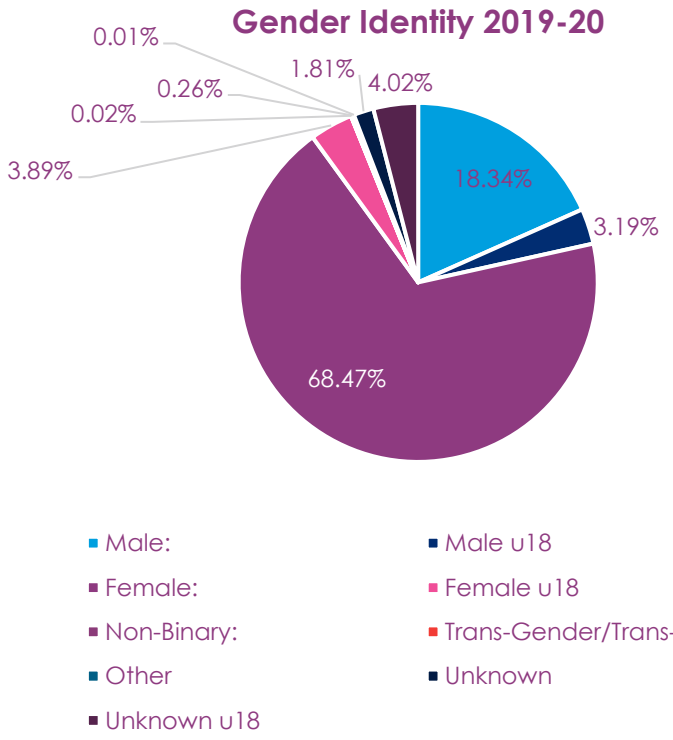
There are a significant number of children who are experiencing domestic abuse within a high risk environment that are not being fully seen and supported by agencies. We would expect that any child identified at Marac, be referred to Children's Social Care as an action, if a referral has not already been completed by the agency referring to Marac.

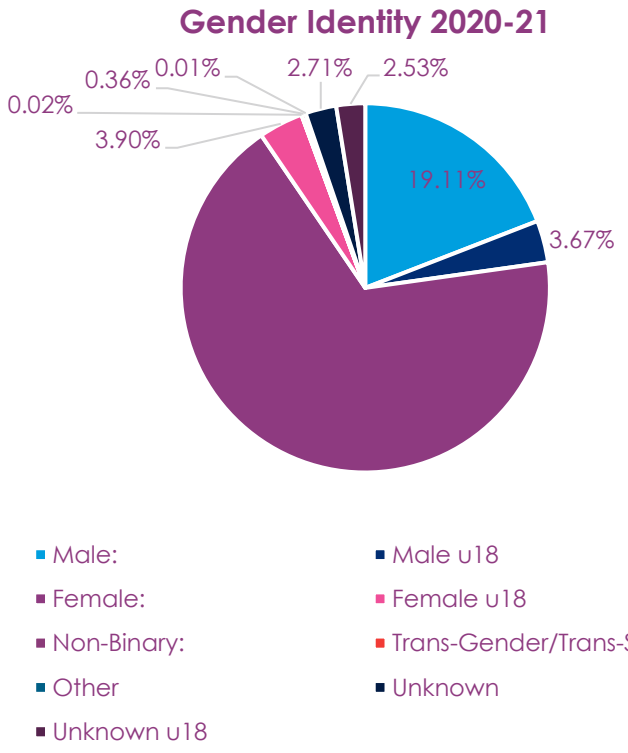
Year	Number of Children identified within Needs Assessment	Number of Children identified at Marac	Number of Children's Social Care Assessments COY	Number of Children's Social Care Referrals NY
2019/20	1271	1,906	439	362
2020/21	1269	2177	303	612
2021/22	1512	3077	353	660

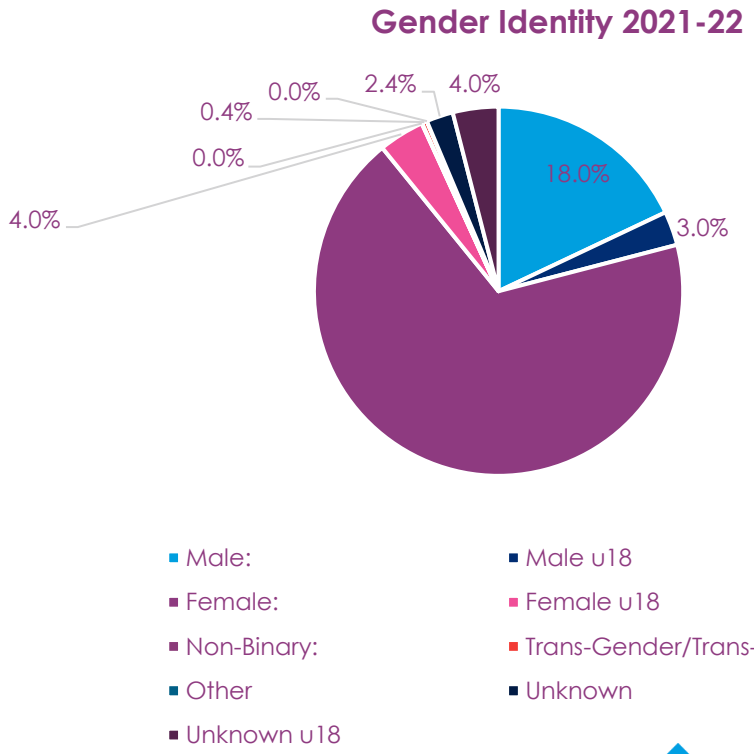
Gender Identity

The gender of victims in North Yorkshire and in the City of York also remained fairly consistent across the three years 2019-20 to 2021-22, with between **67%** and **68%** of identified victims recorded as being female, and between **18%** and **19%** recorded as male. Across all three years, **5-6%** of victims were recorded as unknown, and fewer than 1% of victims were recorded as identifying as non-binary, transgender or other, combined across all three years.

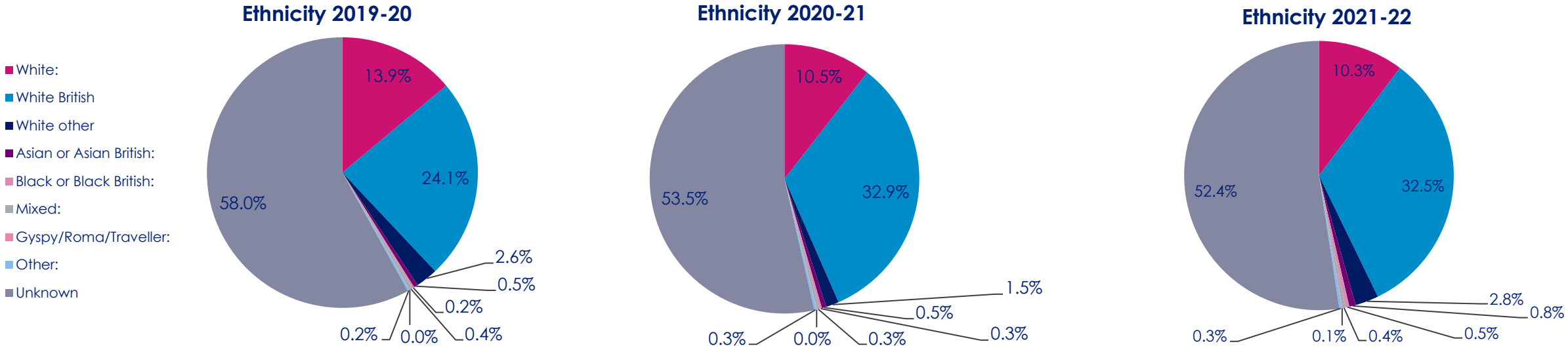
Marac data shows that **5.9%** of all victims discussed in City of York and North Yorkshire were male in 2019/20, increasing to **8.1%** in 2020/21 before decreasing to **7%** in 2021/22. All falling within the SafeLives recommended 5-10% range.







Ethnicity



Across the three years, over half of all identified victims were of unknown ethnicity, and over **40%** identified as White or White British. It should be noted that North Yorkshire Police and some of the Districts captured a person ethnicity as White but were unable to separate into White British or White other.

ONS data suggests that **2.8%** of individuals in North Yorkshire and **7.4%** of individuals in City of York are Black, Asian or racially minoritised, compared to around **3.9%** average identified in the data provided for the three years.

In 2019/20, **5.7%** of Marac cases across North Yorkshire Police service were identified as relating to those who were Black, Asian or racially minoritised.

In the North Yorkshire districts, this ranged from **4%** in Scarborough and Ryedale, to **8%** in Hambleton and Richmondshire, and **6%** of Marac cases in City of York compared to **4.4%, 4.8% and 7.4%** of the general population, respectively.* In 2020 - 21, these case figures were **9%** for North Yorkshire Police, **5.6%** for Scarborough and Ryedale ranging to **11.1%** in Harrogate and Craven (compared to **7.4%**) and **10.7%** for City of York. In 2021 - 22 the figures were **9.9%** for North Yorkshire Police, **6.4%** for Selby (compared to **4.5%**) ranging to **11%** in Hambleton and Richmondshire and **12.8%** for the City of York. This suggests that Black, Asian and racially minoritised individuals were overrepresented at Marac, despite being under-represented in general figures.

*Based on the Marac population data for the combined areas.

Ethnicity

Our research shows that for Intimate Partner Violence only, we would estimate a total of **1200 Black, Asian and Racially Minoritised** adult victims per year with **600** in North Yorkshire and **500** in City of York. This does not include domestic abuse victims who experience abuse from non-intimate partners such as parents, siblings, HBV etc.

In the 2020 - 21 year the data submitted recorded **668 Black, Asian and Racially Minoritised** adult and child victims accessed services which is significantly lower than estimated figures.

The HALT (Homicide Abuse Learning Together) group carried out research into Domestic Homicide Reviews and Black and Minoritised Victims and Perpetrators.[1]

One of the key themes of this research is the Invisibility of Race and Culture. It showed that many agencies did not collect data regarding a person's ethnicity, highlighting that poor data collection has wider impact regarding accessibility of services to Black, Asian and Racially Minoritised victims.

One DHR included in the research noted -

"*several agencies had no details of ethnicity, nationality or religion as these were not recorded at the point of referral. It is a core principle of good practice to ensure agencies know the background of those using their services; otherwise they have no information to consider in what they might need to adapt to improve access*"

Where ethnicity is recorded, it is not always fully understood and acknowledge or recognised as a significant factor of Domestic Abuse.

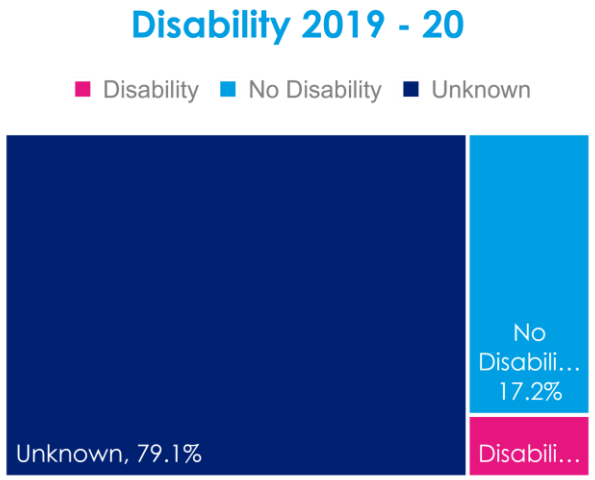
Other themes includes

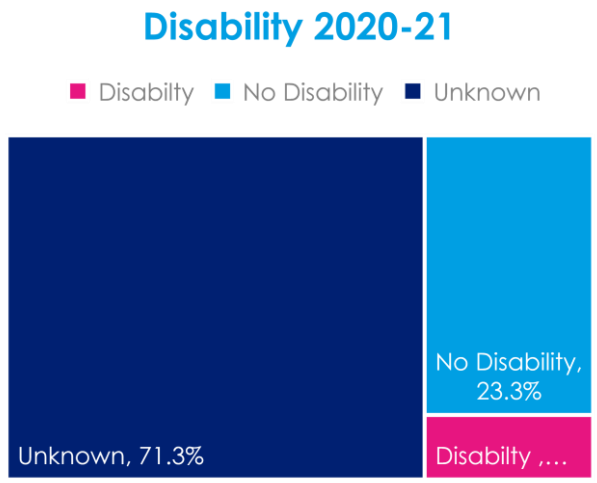
- Perception of Services with the DHRs reporting that victims had received negative experiences of seeking help and that there was a lack of awareness of UK laws, culture, available support and misleading information by perpetrators influencing a victim's perception of services.
- Stereotypes and culturlisation of Domestic Abuse including the uncritical acceptance and normalisation and culturalisation of Domestic Abuse in minoritised communities.
- Interpreters and communication, with friends, children and even the perpetrator being used as an interpreter for the victim, and professional interpreters being inconsistently used meaning the victims voice and views were not heard. There is also an example of a victim having to provide an account of a serious sexual assault to a male GP, male Police Officer and male medical examiner with no interpreter support.
- DHR recommendations with around half of the DHRs including recommendations regarding ethnicity/culture such as – enhanced risk assessment predominantly focusing on HBV/Forced Marriage, raising awareness of domestic abuse, staff training and using independent interpreters

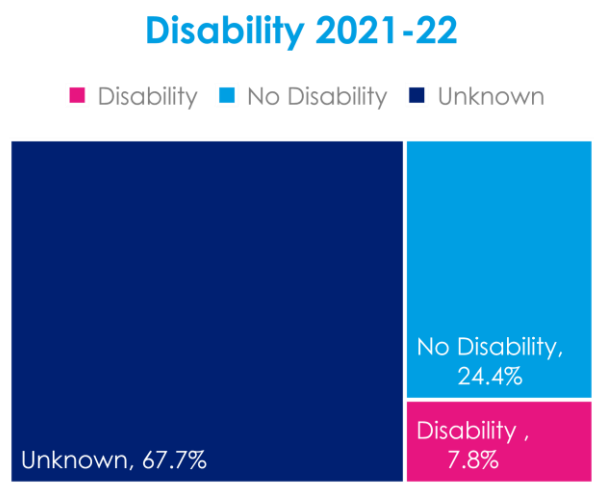
This research shows that it is imperative that a person's ethnicity and identity is fully captured, acknowledged and understood.

1. An analysis of minoritisation in domestic homicide reviews in England and Wales - Khatidja Chantler, Kelly Bracewell, Victoria Baker, Kim Heyes, Peter Traynor, Megan Ward, 2022 (sagepub.com)

Disability





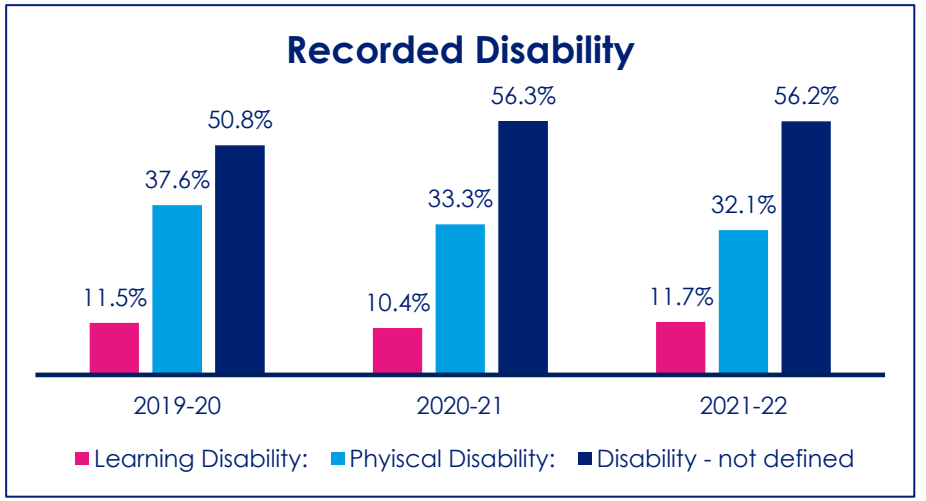


Most victims identified did not have their disability information captured. This information may not be reportable due to systems, or the question may not have been asked or recorded.

In 2019-20 **443** victims were recorded as having a disability with **684** in 2020 – 21 and **1098** in 2021 – 22. Adult Social Care City of York were unable to provide data regarding disability in 2019 -20 but were able to for subsequent years. Whilst there has been an increase in the number of victims identified who have a disability, over 82% of those recorded as having a disability were done so by IDAS. Therefore, the decrease in unknown may be linked to the increase in referrals to IDAS rather than more agencies collecting data.

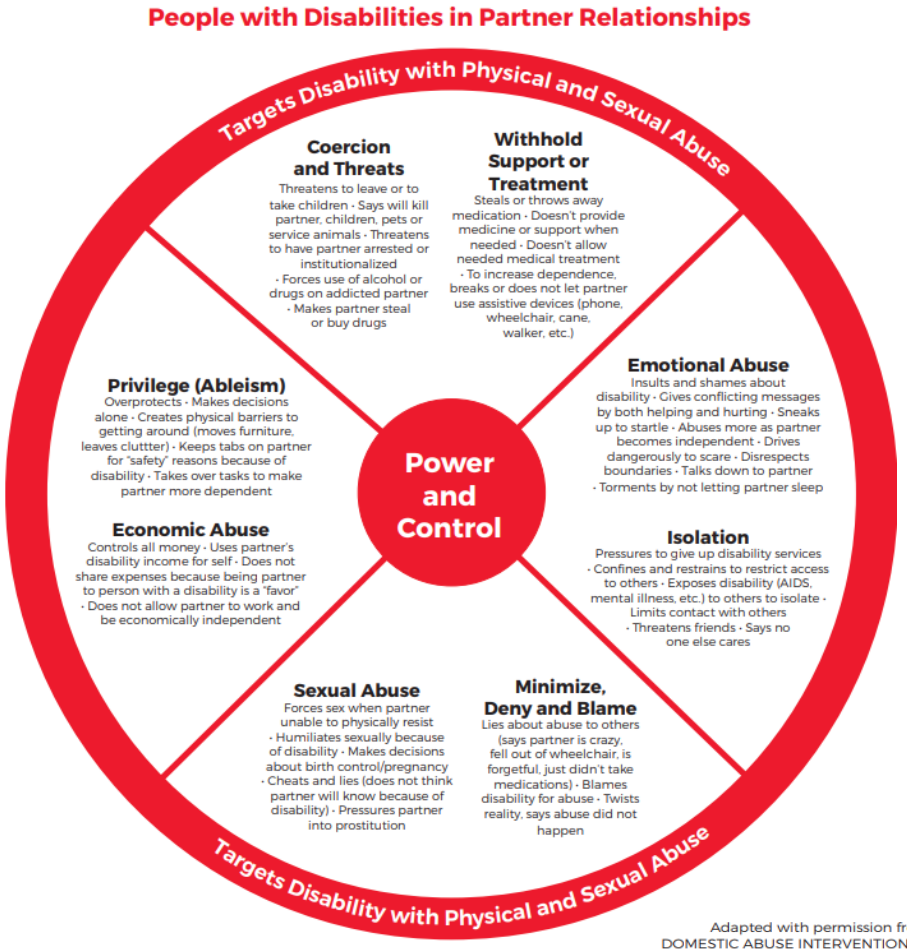
Where disability has been recorded there are still many unknown details, however, we can see that approximately a third of those recorded as having a disability identified as having a physical disability and an average of **11%** identified as having a learning disability. Adult Social care City of York recorded Mental Health under Disability not defined, accounting for **2.6%** of victims recorded under that category in 2020 – 21 and **3.6%** in 2021 – 22

Using the SafeLives prevalence tool, we estimate that there were **17,500 Disabled victims** of domestic abuse in the past year, with **13,500** in North Yorkshire and **3500** in City of York. The numbers identified are significantly below this.



Disability

An area of concern is regarding Marac cases. There have been no cases heard at Marac in 2020 – 21 or 2021 – 22 and only 0.8% of cases in 2019 – 20. This may be linked to the high number of 'disability unknown' recorded. This is compared to the National figure at 8.5%, MSF group 4.1% and Yorkshire and Humber 10.5% The SafeLives recommended figure is 19%. If a victims disability is not recorded and acknowledged, not all risks can be identified and therefore subsequent action plans and support cannot be specific to that persons needs and family circumstances.



SAFE have created a power and control wheel for those with disabilities in partner relationship which highlights the addition barriers and challenges a disabled person may face.[1]

SafeLives Spotlight on Disabled People and Domestic Abuse[2] has found that disabled victims of domestic abuse also suffer more severe and frequent abuse over longer periods of time than non-disabled victims. SafeLives' data reveals that disabled victims typically endure abuse for an average of 3.3 years before accessing support, compared to 2.3 years for non-disabled victims. Even after receiving support, disabled victims were 8% more likely than non-disabled victims to continue to experience abuse. For one in five (20%) this ongoing abuse was physical and for 7% it was sexual.

This is in line with Public Health England's (2015)[3] report that **disabled people**:

- experience disproportionately higher rates of domestic abuse.
- experience domestic abuse for longer periods of time, and more severe and frequent abuse than non-disabled people.
- encounter differing dynamics of domestic abuse, which may include more severe coercion, control or abuse from carers.

We also know that women with learning disabilities and/or autism are three times more likely to experience domestic abuse than their non-disabled peers.[4]

SafeLives have also undertaken research, in partnership with the Vision Foundation regarding the impact of domestic abuse on those who are visually impaired. One in 12 visually impaired people in the UK is believed to be a victim or survivor of domestic abuse, meaning that **188,000** of the 2.19 million blind and partially sighted people living in this country have experience of domestic abuse. The report highlighted the additional barriers and abuse faced by those who are visually impaired[5]

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DOMESTIC ABUSE INTERVENTION PROJECT
202 East Superior Street, Duluth, MN 55802
218.722.2781 | theduluthmodel.org

Created by SAFE with in-depth input from people with disabilities.
disabilityservices@safeaustin.org

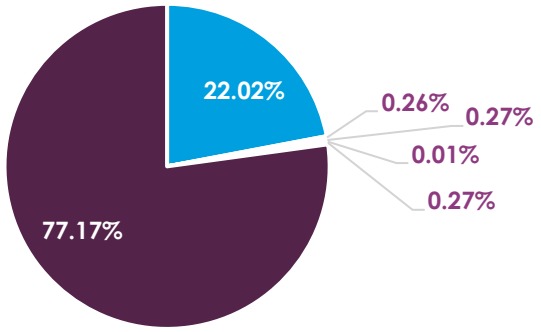
1. Power and Control Wheel - Full Text - The SAFE Alliance (safeaustin.org)
2. Spotlight #2: Disabled people and domestic abuse | Safelives
3. Outcomes for disabled people in the UK - Office for National Statistics (ons.gov.uk)
4. Disability & Domestic Abuse https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/480942/Disability_and_domestic_abuse_to_overview_FINAL.pdf
5. The Unseen: Blind and partially sighted people's experiences of domestic abuse | Safelives

SAFE | stop abuse for everyone
A merger of Austin Children's Shelter and SafePlace

SafeLives Ending domestic abuse

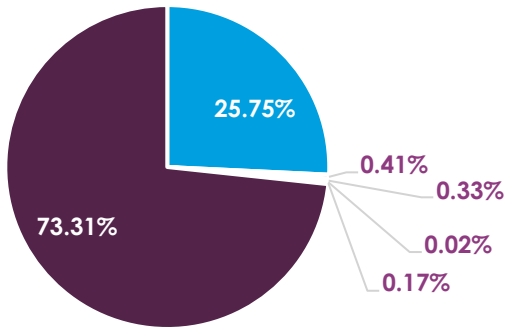
Sexual Identity

Sexual Identity 2019/20



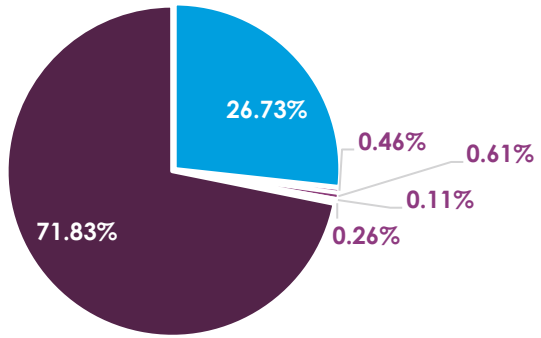
- Heterosexual/Straight:
- Gay/Lesbian:
- Bisexual:
- Other
- Prefer not to say:
- Unknown:

Sexual Identity 2020/21



- Heterosexual/Straight:
- Gay/Lesbian:
- Bisexual:
- Other
- Prefer not to say:
- Unknown:

Sexual Identity 2021/22



- Heterosexual/Straight:
- Gay/Lesbian:
- Bisexual:
- Other
- Prefer not to say:
- Unknown:

Across the three years of data the majority of victims' sexual identity is recorded as 'Unknown', which suggests that data collection in this area is limited, and that professionals are either not requesting the information or are not recording what is provided. The second largest category recorded is 'Heterosexual', with all remaining sexual identities making up between **0.81%** and **1.54%,** far lower than expected.

National data suggests that LGBTQ+ victims of abuse are more likely than heterosexual individuals to experience abuse from multiple partners, are almost twice as likely to have attempted suicide, are more than twice as likely to have self-harmed and are more than twice as likely to have experienced historic abuse from a family member[1]. Therefore it is vital that the sexual identity of domestic abuse victims are recorded and understood.

1. Spotlight #6: LGBT+ people and domestic abuse | Safelives

Sexual Identity of Victims Year on Year comparison:

The data regarding sexual identity is limited with a minimum **of 71.3%** victims' sexual identity unknown. According to research more than **one in four** gay men and lesbian women and more than **one in three** bisexual people report at least one form of domestic abuse since the age of 16[1]

The way in which the data is captured, groups Lesbian Women and Gay Men together, with the figures showing in:

2019 - 20 **30** Lesbian / Gay, **32** Bisexual and **1** Other Sexual Identity victims recorded;
2020 - 21 **52** Lesbian / Gay, **42** Bisexual and **3** Other Sexual Identity victims recorded;
2021 - 22 **64** Lesbian / Gay, **86** Bisexual and **16** Other Sexual Identity victims recorded.



2019 - 2020



2020 - 2021



2021 - 2022

Our research shows that for Intimate Partner Violence only, we would estimate a total of **4000** adult victims per year with **3000** in North Yorkshire and **800** in City of York, significantly higher than the recorded numbers.

At Marac in 2019/20, **0.6%** of cases related to an individual who identified as LGBTQ+ across North Yorkshire Police. The districts, Hambleton and Richmondshire did not identify any cases with the others identifying between **0.3%** in Scarborough and Ryedale and **0.6%** in Selby. For the City of York, **1.4%** of cases were identified.
In 2020 - 21 the figures were **1.6%** overall, **0.4%** in Harrogate and Craven ranging to **2.1%** in Scarborough and Ryedale and **2.1%** in City of York. In 2021 - 22 the figures were **1.1%** overall, **0.3%** in Harrogate and Craven ranging to **1.3%** in Scarborough and Ryedale and Selby and **1.7%** in City of York.

All of these figures fall below the recommended SafeLives recommended figures of between **2.5% and 5.8%**.

1. Recognise and Respond: Strengthening advocacy for LGBT+ survivors of domestic abuse

Socio-economic Characteristics

Data regarding socio-economic characteristics is limited, other than employment status and household structure, which are recorded by some agencies.

Although limited data is currently captured by local agencies about socio economic characteristics, these can have a significant impact on victims' ability to access appropriate services when they need them, for example:



Marital status: divorce and matrimonial rights to a home



Family make up: needs of a single person and those with children



Income: a persons income and expenditure can impact their eligibility for social housing



Benefits: a victim seeking safe accommodation may experience delays in claiming benefit, resulting in arrears. In addition, the impact due to the change of circumstance affecting benefits

All these characteristics represent the whole person and a whole family, it is, therefore, important to capture this information to ensure victims get the right support at the right time.

Socio-economic Characteristics

"The charity has just given me something so I can manage with, and Universal Credit I've tried several times, they just say no. Any time they try to get me a lawyer, no lawyer is willing to speak to me because consultation fees have got to be paid, I can't go legal aid, nothing. So, it's been hard, I can't process my divorce, I can't do anything right now".

- Survivor

"…going shopping and things, because the stores near here, like Sainsburys and Tesco, the kinds here are really expensive for, you know, most of us here. The ones that are cheaper are far away, so like with me I… is the charity that sponsor… give me financial support weekly, which is so small, and if I agree to manage and I go shopping, I have to take out money for taxi because I have to go out, you know, far away to do the shopping…"

- Survivor

"…I have to pay so much a month, which is forty pounds per month, to the landlord over thirteen weeks, so I've got to do thirteen weeks and I can't miss a payment basically before they even consider me eligible to accept me for any property…"

- Survivor

"So, I rang them and I explained that I wanted to apply but my partner wasn't allowing me to do a joint application because he was like I don't want to be on the dole, but my situation, obviously I was, I had, I'd just had a baby, had a toddler and my work had drastically reduced because of Covid anyway so I, I needed the support in that situation, and he refused for me to apply for it because it's a joint application and obviously if you're living together, you have to give a joint application, so I rang them up in tears and explained and they were like, okay, this sounds like a domestic violence situation and they assigned me a special case worker and then they let me do a single application, even though we were living together"

- Survivor

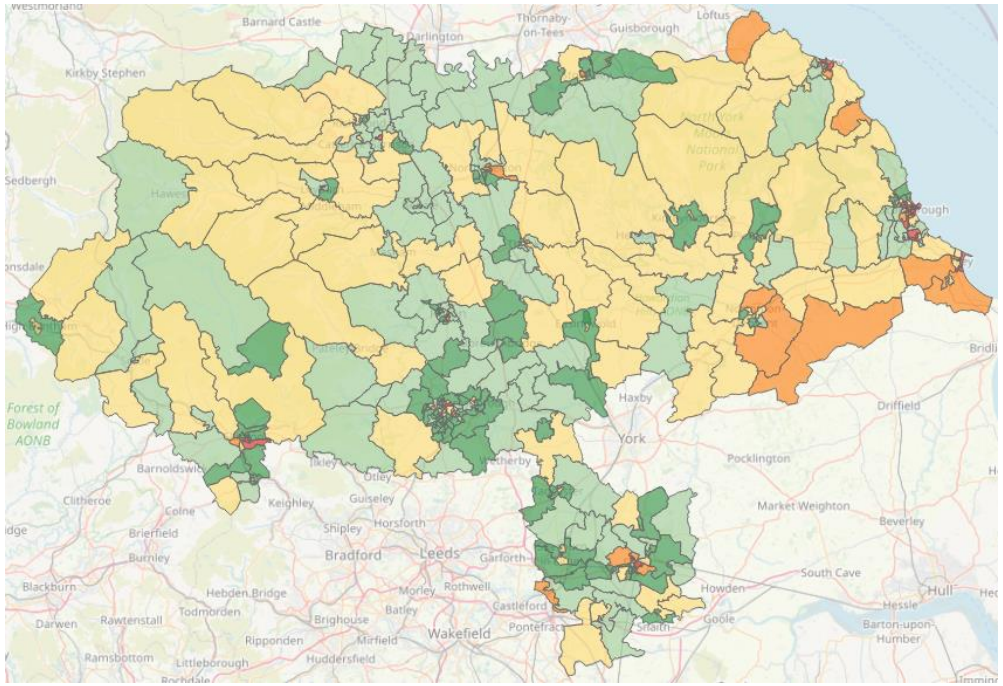
Consideration of the relationship between DA and Poverty

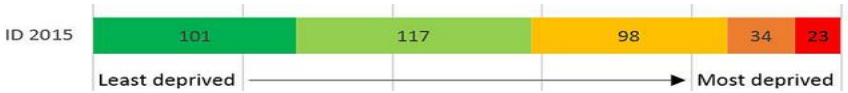
Research in the UK has consistently found vulnerability to DA to be associated with low income, economic strain, and benefit receipt. It is, therefore, useful to consider information available that provides insights in this area. Research pieces such as *Evidence and policy review: Domestic violence and poverty* undertaken by Bristol University will provide North Yorkshire and the City of York Council with further useful insights.*

North Yorkshire, a local authority area, is among the least deprived in England. It is ranked 125th least deprived out of 152 upper tier local authorities for the Index of Multiple Deprivation (IMD) in 2015. Scarborough is the most deprived district and there are pockets of high deprivation across the county with 23 of the Lower Layer Super Output Areas (LSOAs) being in the 20% most deprived in England.

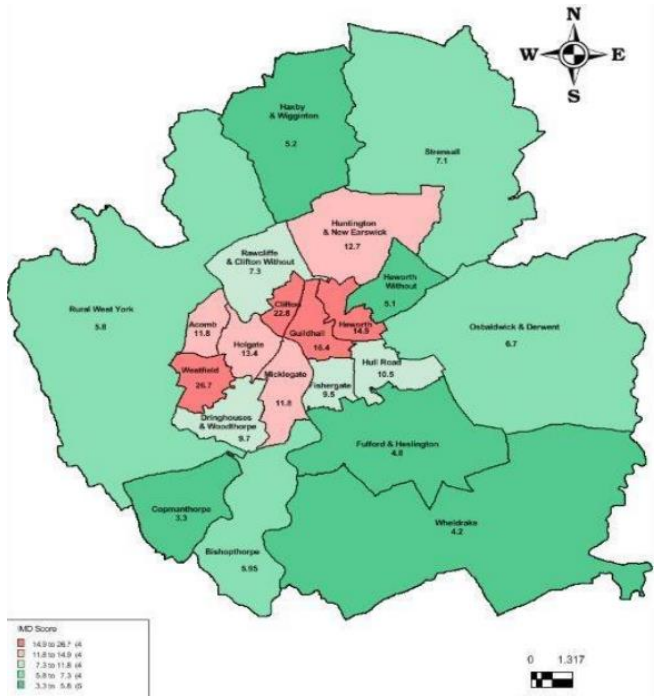
York is ranked 140th out of 151 upper tier local authorities in 2019 having risen 5 places since 2015. of the 120 LSOAs in York, 6 LSOAs are within the 20% most deprived and 62 LSOAs within least deprived quintile.

North Yorkshire - Index of Multiple Deprivation 2015



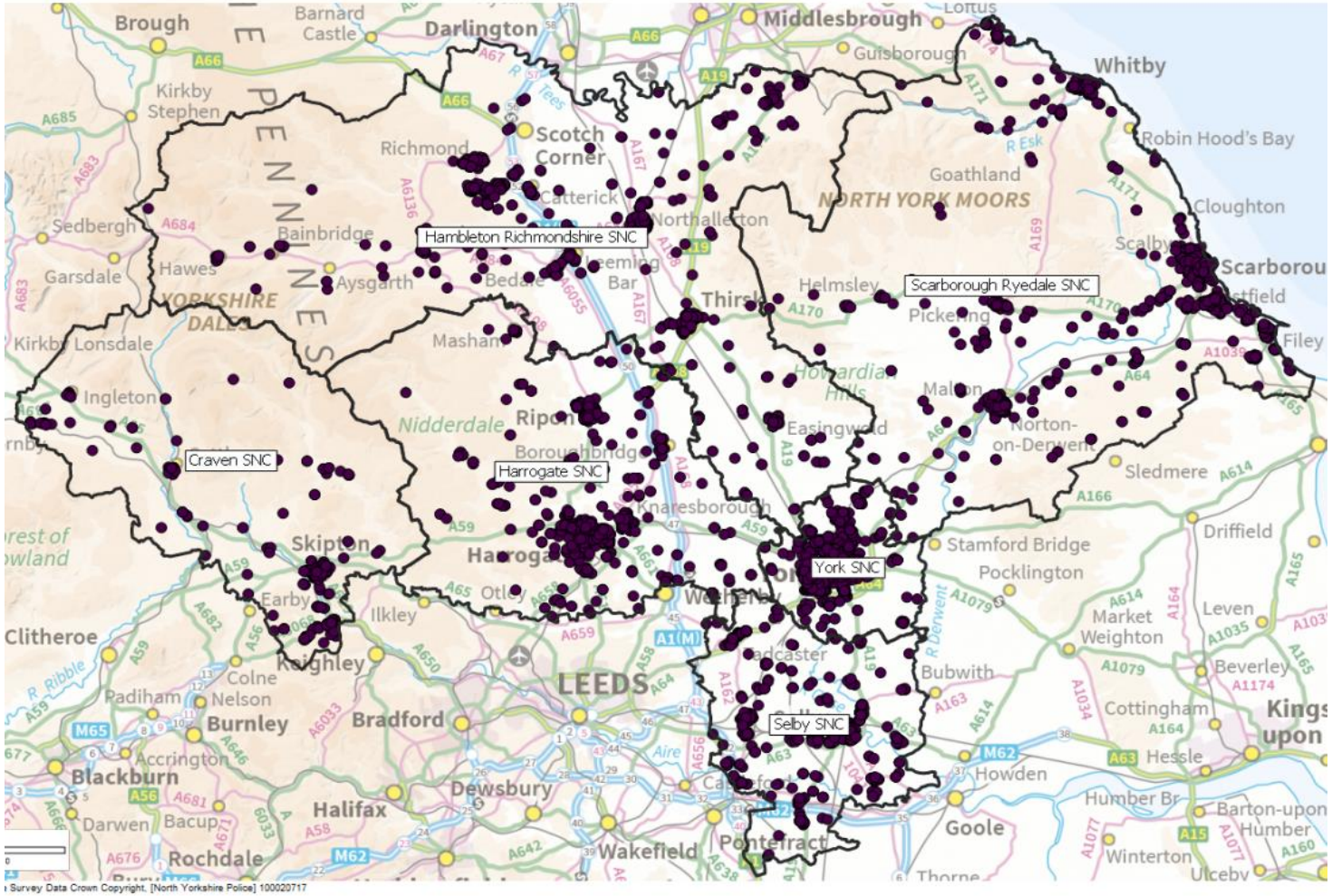


City of York - Index of Multiple Deprivation 2019



1.Indices of Deprivation Summary (northyorks.gov.uk)
2.deprivation-in-york-2019.pptx (live.com)
3. York profile

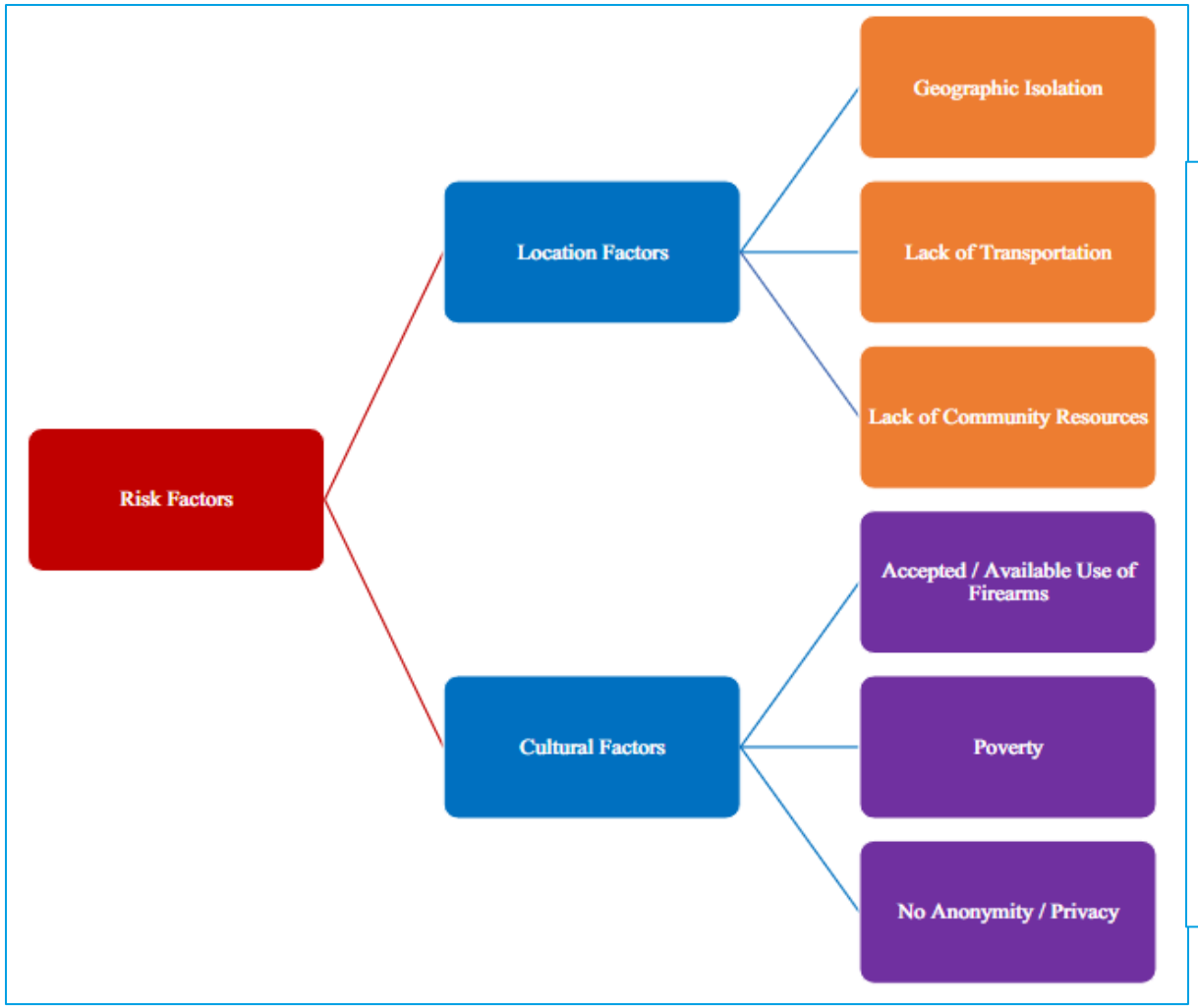
Consideration of the relationship between DA and Poverty

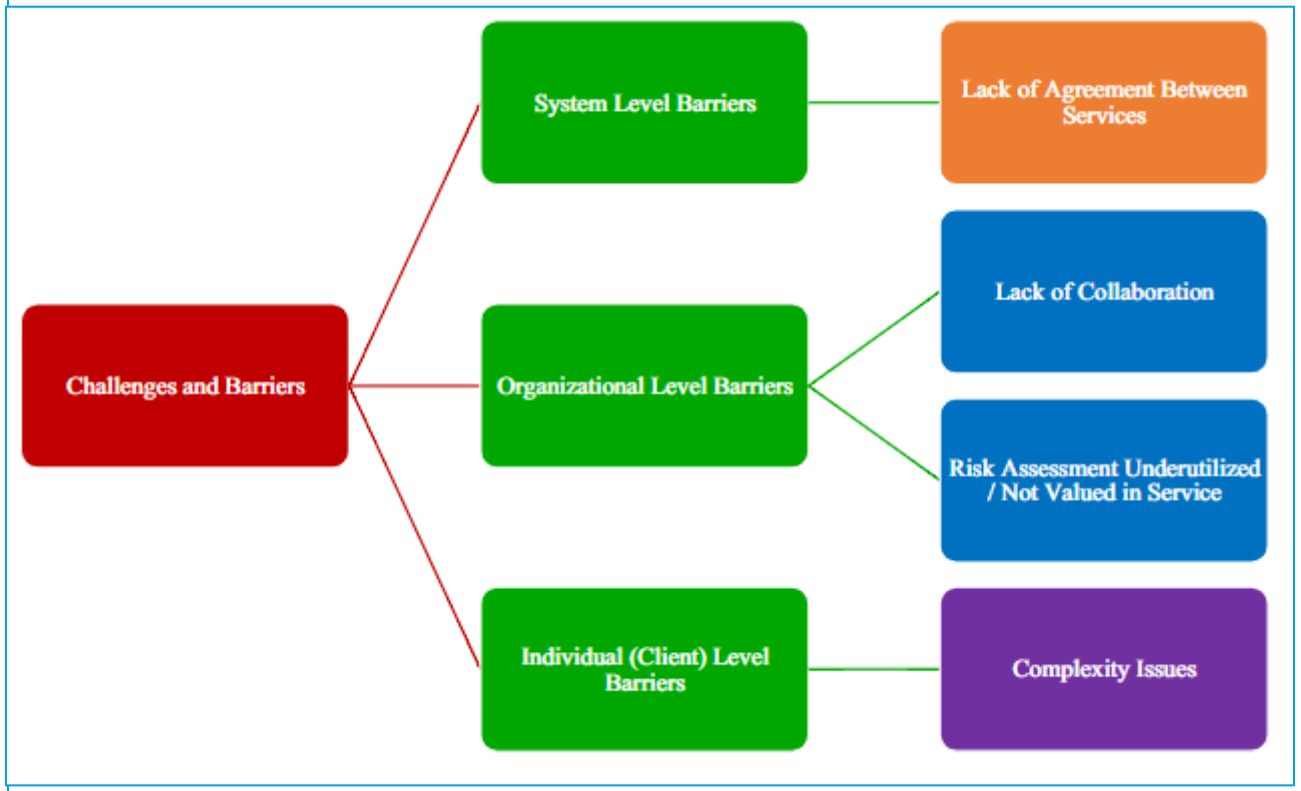

Hambleton Richmondshire SNC
Scarborough Ryedale SNC
Craven SNC
Harrogate SNC
York SNC
Selby SNC
LEEDS
Middlesbrough
Darlington
Whitby
Scarborough
Skipton
Ripon
Harrogate
Bradford
Halifax
Dewsbury
Wakefield
Pontefract
Goole
Howden
Driffield
Pocklington
Stamford Bridge
Sledmere
Malton
Helmsley
Thirsk
Northallerton
Richmond
Scotch Corner
Catterick
Bainbridge
Hawes
Aysgarth
Garsdale
Sedbergh
Kirkby Stephen
Brough
Barnard Castle
Ingleton
Clitheroe
Burnley
Blackburn
Rochdale
Keighley
Ilkley
Otley
Skipton
Selby
Beverley
Leven
Hessle
Barton-upon Humber
Winterton
Robin Hood's Bay
Goathland
Cloughton
Scalby
Filey
Pickering
Easingwold
Sherburn
Market Weighton
Cottingham
Bubwith
Norton-on-Derwent
NORTH YORK MOORS
YORKSHIRE DALES
Nidderdale
Howardian Hills
Humber Br
A1(M)
M62
M65
A1079
A64
A19
A66
A59
A65
A168
A171
A170
A169
A167
A1034
A1035
A1174
A614
A166
A164
A63
A15
A1077
A160
A1036
A6136
A6055
A6033
A685
A683
A684
A682
A681
A676
A672
A671
A650
A646
A642
A638
A656
A162
A163
A58
A56
A61
A1079
A165
A1039
A1033
A1079
A1174
A614

Rural Areas

North Yorkshire is England's largest county with 85% of the area classed as very rural. It is important to recognise the differing needs between those in rural and urban locations.

In Challenges in Risk Assessment with Rural Domestic Violence Victims: Implications for Practice, shared in the Journal for Family Violence, Youngson et al highlights the unique risk factors and barriers of victims experiencing DA in rural locations. This will be addressed further within our Public Health Approach





2021 Challenges in Risk Assessment with Rural DV Victims, implications for practice - Youngson.pdf

Safe Accommodation Provision

What is Safe Accommodation?

Refuge Accommodation - A refuge offers single gender or single sex accommodation and domestic abuse support which is tied to that accommodation. The address will not be publicly available. Victims, including their children, will have access to a planned programme of therapeutic and practical support from staff. Accommodation may be in shared or self-contained housing, but in both cases the service will enable peer support from other refuge residents.

Specialist safe accommodation - dedicated specialist support to victims with relevant protected characteristics and/or complex needs such as specialist refuges for Black, Asian and racially minoritised, LGBT+, and disabled victims and their children

Dispersed accommodation – Safe self-contained accommodation with the same level of specialist domestic abuse support as provided within a refuge but which may be more suitable for victims who are unable to stay in a refuge.

Sanctuary Schemes – may also be called Target Hardening scheme. A survivor centred initiative which aims to enable a victim to remain in their own home by installing additional security to the property and perimeter

Move on and/or second stage accommodation – Accommodation temporarily housing victims, who no longer require the intensive support provided in a refuge, but still require a lower level of domestic abuse specific support before they move to fully independent and permanent accommodation. May include support accommodation schemes

Other forms of domestic abuse emergency accommodation – A safe place with support given victims an opportunity to spend a temporary period of time to consider and make decisions in an environment which is self-contained and safe



Safe accommodation is not generic temporary accommodation which is not solely dedicated to providing a safe place to stay for victims of domestic abuse. It is important to note that those experiencing Domestic Abuse may well be in standard temporary accommodation but may not have been identified as such or may have been placed in this accommodation due to Homelessness Duty.

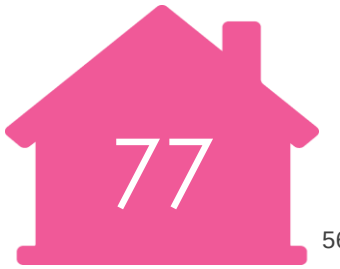
Safe Accommodation Provision

Service	Provider	Commissioner	Description
Harrogate Refuge	IDAS	Domestic Abuse Joint Commissioning Group	8 bed communal unit with two individual flats and the maximum of a 2 year stay
Northallerton Refuge	IDAS – subcontracted to Broadacres Housing	Domestic Abuse Joint Commissioning Group	14 bed unit with individual flats and the maximum of a 12 months stay
York Refuge	IDAS	Domestic Abuse Joint Commissioning Group	10 bed communal unit with the maximum of a 2 year stay
Dispersed accommodation	IDAS	Domestic Abuse Joint Commissioning Group	15 Dispersed properties across the North Yorkshire District – Scarborough – 9 Ripon – 4 Northallerton – 1 Tadcaster – 1
Sanctuary Scheme	IDAS	Domestic Abuse Joint Commissioning Group	Installation of security equipment/target hardening in a victims home alongside specialist domestic abuse support

There are currently **37** safe accommodation spaces in North Yorkshire and **10** in the City of York. The minimum number of safe accommodation spaces according to the service specification is **42** however, as of June 2022 there are currently **47** spaces available.

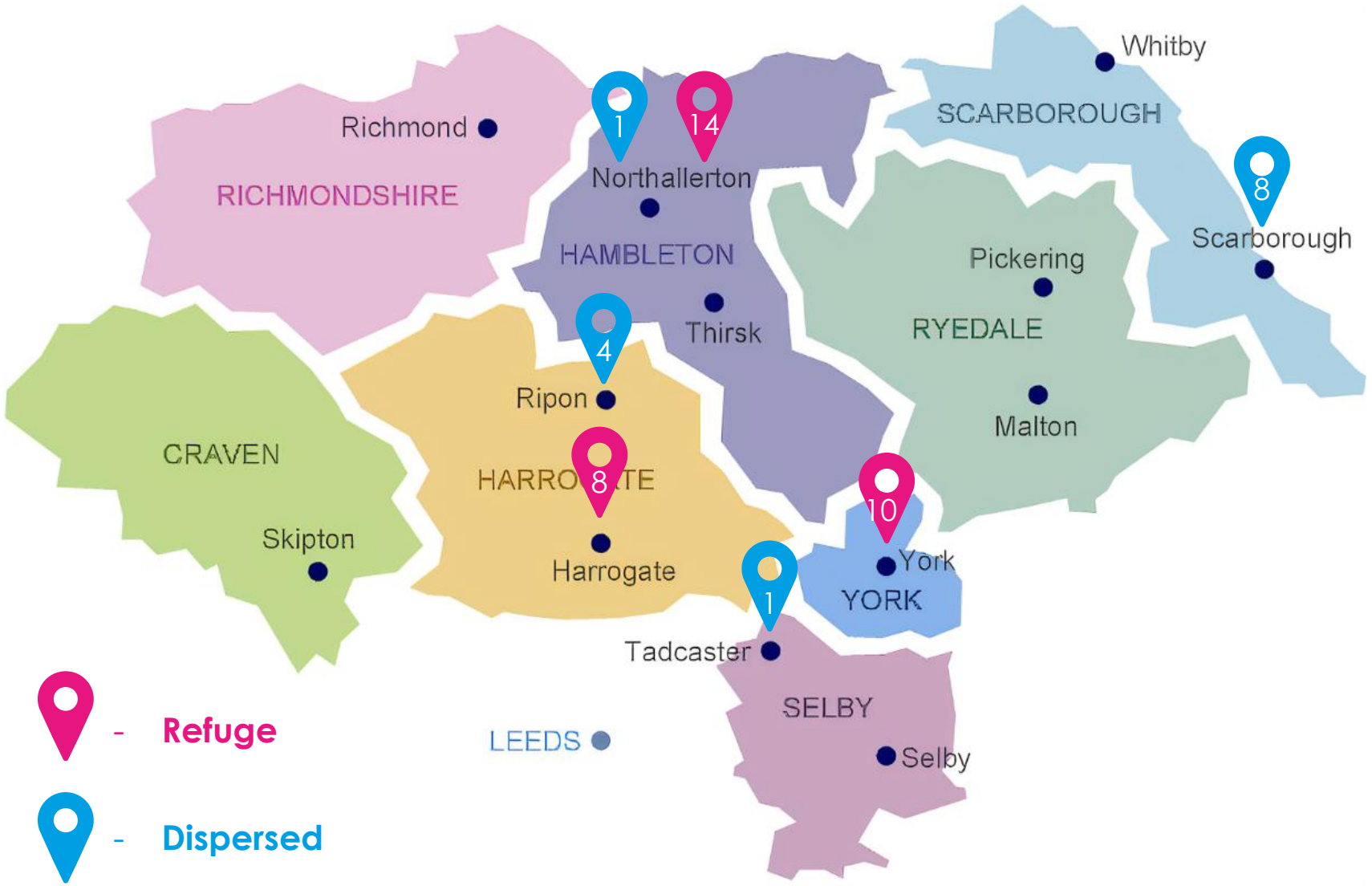
It is noted that not all districts have safe accommodation however victims can access these services regardless of their location.

The Council of Europe* recommendation is 1 family place per 10,000 population. The population of North Yorkshire according to the 2011 census is 598,376 therefore the recommended number is **60** spaces. The population of the City of York according to the 2011 census is 166,641 therefore the recommended number is **17** spaces. This is a total of **77** spaces across both areas, indicating a current shortfall of **20** spaces.



*Final Activity Report (coe.int)

Safe Accommodation Provision - Map



This map illustrates where the current safe accommodation provision is located across North Yorkshire and the City of York.

As mentioned on the previous slide, safe accommodation is not available in all districts. Many would have to travel a minimum of 30 minutes by car to access safe accommodation, with some provisions being between 1 – 2 hours away by car.

Consideration should be given to the location of safe accommodation, how appropriate this might be for victims, thinking about their support network, culture, employment and children's school.

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Safe Accommodation Referrals

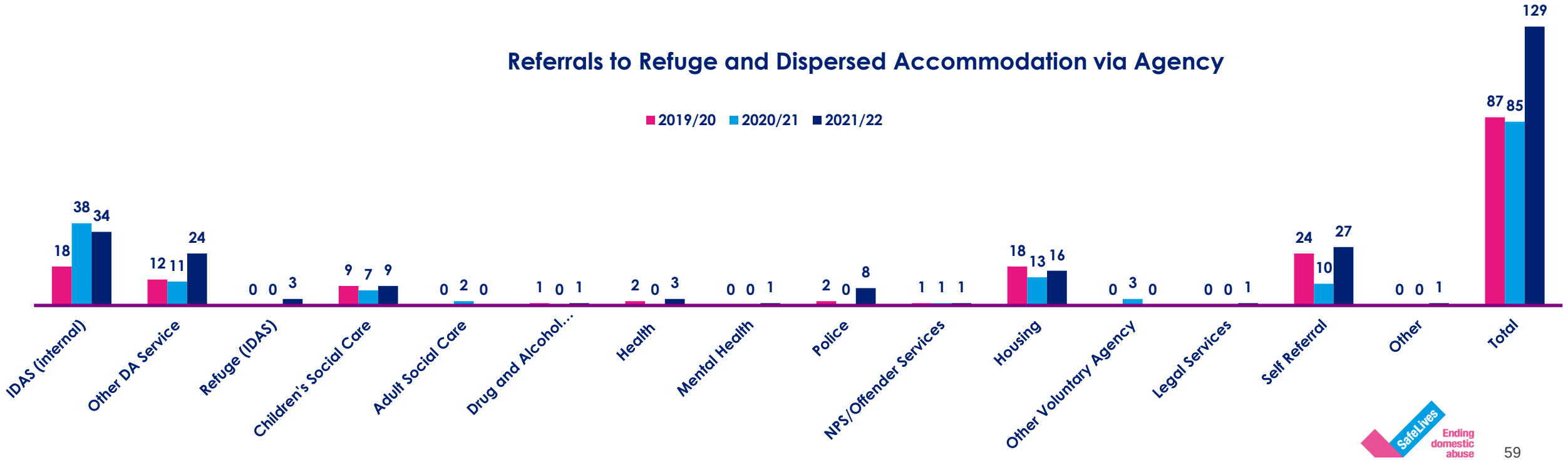
Referrals to Safe Accommodation – Refuge & Dispersed Accommodation

IDAS manages the refuge and dispersed accommodation service across North Yorkshire and the City of York. In Northallerton, this services is sub contracted and manged by Broadacres Housing.

Referrals to the service can be made by professionals and self referrals via the helpline, website and by contacting the team directly. An assessment will then be completed by a member of the North Yorkshire Hub or refuge team.

This table shows the referral source for those who have been accepted into refuge or dispersed accommodation. We do not have the referral source data for all referrals, however, IDAS have advised that as of August 2022 this data has been captured.

IDAS accounts for **20.7%** of referrals in 2019 - 20, **44.71%** in 2020 - 21 and **26.36%** in 2021 - 22. In the same time period, other domestic abuse services account for **13.8%, 12.9%** and **18.6%** respectfully. The other top three referrers are self referrals **(27.6%, 11.8% & 20.9%)**, Housing (**20.7%, 15.3% & 12.4%)** and Children's Social Care **(10.4%, 8.2% and 7%).**



Referrals to Safe Accommodation – Refuge & Dispersed Accommodation

There were **87 accepted referrals** to refuge and dispersed accommodation services in 2019/20, decreasing to **85 accepted referrals** in 2020/21. this increased by **51%** to **129 accepted referrals** in 2021/22 which is a significant increase in demand.

We do not have data regarding the number of all referrals including those refused for 2019 - 20 and 2020 – 21, however, we do have this data for 2021/22

In 2021/22 there were:

505 referrals

397 from COY & NY



180 from out of area

129 successful referrals

376 unsuccessful referrals

Of those **129** successful referrals,**101** accessed refuge accommodation with the average length of stay being **128** days. The remaining **28** accessing dispersed accommodation.

We know that many victims will have to move out of area to a new local authority to access safe accommodation. IDAS accepted a number of referrals over the period of this needs assessments from victims out of area.

The top areas are detailed in the table below.

2019/20	**Leeds – 9**	**Bradford – 6**	**Barnsley - 4**	**Doncaster - 3**		
2020/21	**Leeds – 9**	**Barnsley - 4**	**East Riding of Yorkshire - 4**	**Bradford - 3**	**Calderdale – 3**	**Doncaster - 3**
2021/22	**Lincolnshire - 8**	**City of London - 7**	**Doncaster - 6**	**Leeds - 6**	**Newcastle - 5**	

It is also noted that in 2021 - 22 there were **27** referrals with an area noted as EU and **18** noted as outside EU.

Denied Access to Service

Not all victims who are referred to Safe Accommodation services will be able to access them for a number of reasons

While we do not have all referral data for previous years, in 2021 - 22, **74.5%** of victims referred for refuge or dispersed were denied access to the service.

IDAS have provided details of the reasons for being denied access to service from July to December 2022 –

No space / Capacity to support	**31%**
Client/Survivor does not want support	**23%**
Other	**17%**
Needs better met elsewhere - already supported by DV agency	**14%**
Needs better met elsewhere - referred to a partner agency	**6%**
Unable to meet support needs around drugs and/or alcohol	**5%**
Unable to contact	**2%**
Unable to meet support needs around Mental Health	**1%**

We can see that 'no space/capacity to support' accounts for almost a third of victims denied access, with 'Client/survivor does not want support' being the second most common reason. For 'other' this includes inappropriate referral, lack of separate kitchen space and unsuitable as the perpetrator/'s family live in the area.

Regarding the 'client not wanting support' and 'needs better served elsewhere', there may be some relevance in the location of safe accommodation as discussed earlier in this report.

Consideration should be given to alternative forms of safe accommodation which may be more suited to those who cannot access a refuge, such as a Housing First scheme, where wraparound support for complex and additional needs can be provided or properties with adaptations for those who have a disability or care and support needs include children.

Consideration should also be given to perpetrator management as set out in the Domestic Abuse Draft Statutory Guidance Framework, which could enable victims and children to remain in their homes and communities, reducing disruption and trauma already experienced

Denied Access to Service

In addition to the previous slide, there are many other barriers to accessing safe accommodation including socio economic factors.

Where a victim needs to access safe accommodation and they are claiming Universal Credit, they are able to make a claim for Housing Benefit to cover the cost of safe accommodation.

However, if their income is over a certain amount, they would not be eligible for Housing Benefit and therefore would have to cover the cost of provision themselves.

For those on certain benefits, assistance can be sought to cover the cost of both safe accommodation and their main home. Again, if your income is over a certain amount you would not be eligible for this and would have to cover the cost of both.

As a result, many cannot afford safe accommodation costs and either remain in their home or seek alternatives such as staying with family. Sadly, this is a national issue and not specific to North Yorkshire and the City of York.

There are additional challenges for those with NRPF or insecure immigration status. We saw an example of how the staff in the York refuge have supported a victim with insecure status to receive funding from a national charity to fund the refuge space.

Referrals to Safe Accommodation – Sanctuary Schemes

Sanctuary Schemes which may also be called Target Hardening schemes are a survivor centred initiative which aims to enable a victim to remain in their own home by installing additional security to the property and perimeter. Sanctuary schemes can only be classed as safe accommodation if specialist domestic abuse support is provided along side it.

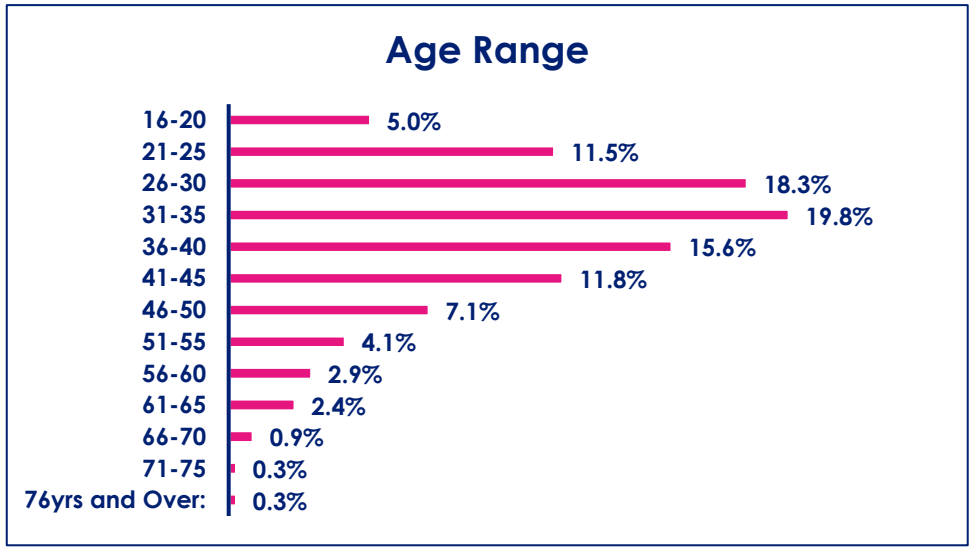
IDAS manage this contract and have services available under this. There is the sanctuary scheme as detailed above where the victim receives ongoing specialist support, and a target hardening service where the victim receives the additional security only.

The data regarding these services is available for 2021 - 22 only.

339 victims accessed Sanctuary Schemes

459 victims accessed Target Hardening

Of those that accessed the Sanctuary Scheme, **330** victims were female and **9** victims were male.



In regards to age, the highest identified age category is 31-35 year olds, closely followed by 26-30 year olds. This is in line with the overall total number of victims where the highest age range is 25-34 year olds.

Temporary Accommodation

In addition to safe accommodation, there are other forms of accommodation available including Safe Haven hosted accommodation and temporary accommodation provided by the local authorities.

Safe Havens is a hosted accommodation scheme managed by IDAS which provides short-term respite care for victims and survivors and their children. Safe Havens provides accommodation with a host family for up to 2 months. Victims will be matched with a host family and supported by a specialist domestic abuse practitioner during their stay

The seven districts have provided information regarding victims who have been placed in temporary accommodation. This may include hostels, B&Bs and hotels. City of York Housing were unable to provide this information.

In 2019 - 20 **46** victims were placed in temporary accommodation, increasing by **36.9%** to **63** in 202 - 21 and by **11.1%** to 70 in 2021 - 22. This, alongside the number of referrals to safe accommodation shows an increase in those requiring accommodation due to fleeing domestic abuse. It should be noted that Hambleton district were unable to provide this data and Harrogate district were only able to provide information for 2021 - 22.

Scarborough had the highest number of referrals to temporary accommodation consistently each year accounting for **56.5%** of victims in temporary accommodation in 2019 - 20, **84.1%** in 2020 - 21 and **78.5%** in 2021 - 22.

This is in contrast to the data in the previous Part 4 Needs Assessment completed by North Yorkshire and City of York which states that only **1%** of referrals accepted by IDAS into safe accommodation in 2020 - 21 were from the Scarborough district.

Only one district was able to provide demographic data regarding those accessing temporary accommodation.

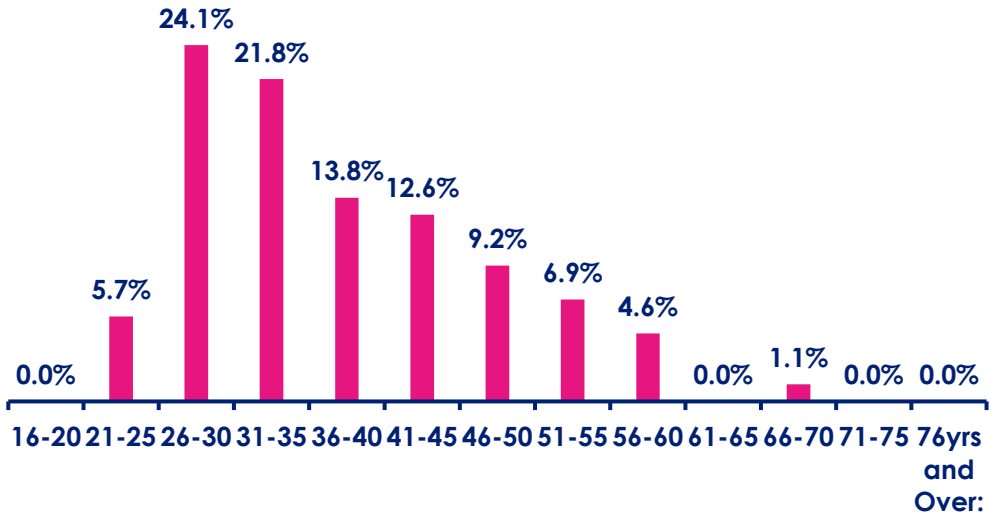
Safe Accommodation Data

Refuge Accommodation 2019 - 20

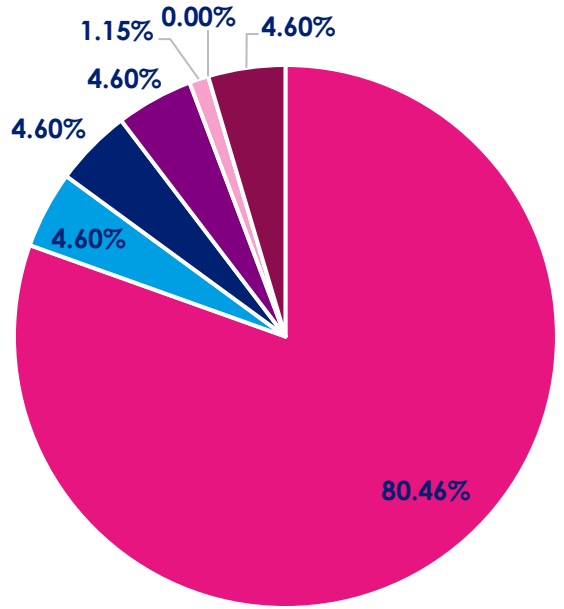
The diagrams below illustrates the demographic data provided for victims who have accessed refuge & dispersed provision in 2019 - 20

87 Victims Supported
86 Female Victims
1 Male Victim

Age



Ethnicity



- White British:
- White Other
- Asian or Asian British:
- Black or Black British:
- Mixed:
- Gyspy/Roma/Traveller:
- Other Isolated/Marginalised community/Prefer Not to Say:

Refuge Accommodation 2019 - 20

Below is the demographic data provided for victims who have accessed refuge & dispersed provision in 2019 - 20

Sexual Identity

81 – Heterosexual
2 – Bisexual
5 – prefer not to say

Disability

5 – Physical disability
1 – Learning disability
1 – visual impairment
15 – Mental Health issue
2 – other long term health conditions

Additional Needs

6 – Alcohol misuse
6 – Drug misuse
2 – offending history

Family Composition

2 women were pregnant

Honor Based Violence

2 – experienced HBV
2 – experienced FGM

Refuge Accommodation 2020 21

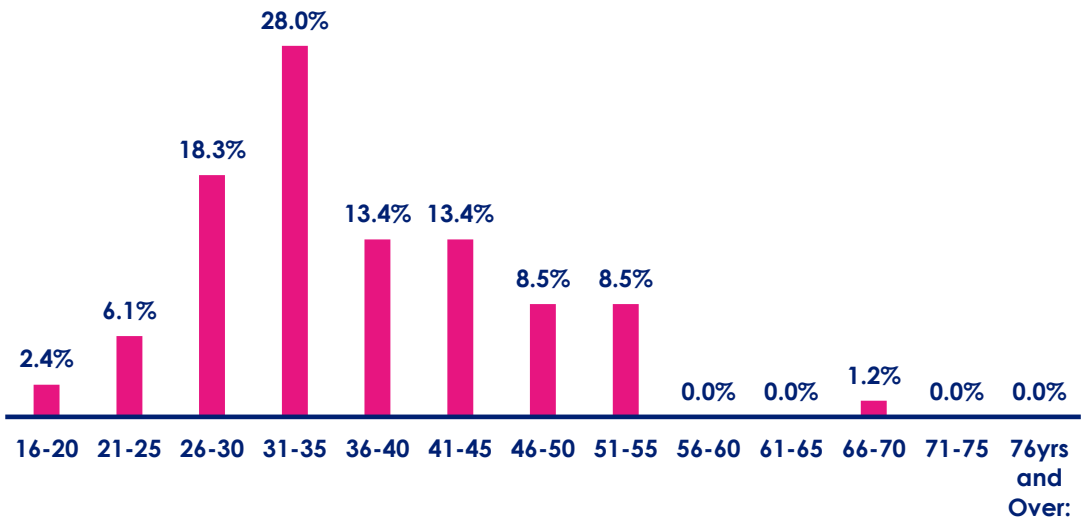
Below is the demographic data provided for victims who have accessed refuge & dispersed provision in 2019 - 20

82 Victims Supported

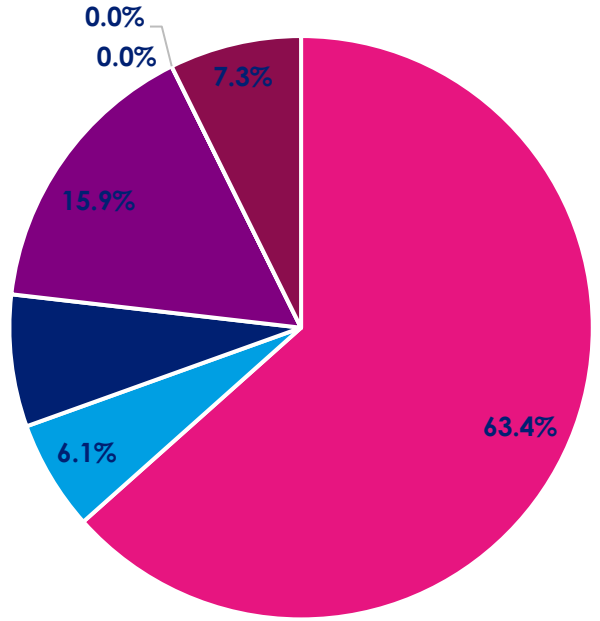
81 Female Victims

1 Male Victim

Age



Ethnicity



Refuge Accommodation 2020 - 21

Below is the demographic data provided for victims who have accessed refuge & dispersed provision in 2019 - 20



Sexual Identity

79 – Heterosexual
1 – Bisexual
2 – prefer not to say



Additional Needs

5 – Alcohol misuse
5 – Drug misuse
1 – Offending history
9 – Translator/interpreter needed



Income

57 – Receiving benefits
4 – Not receiving benefits
21 - unknown



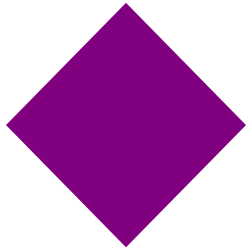
Family Composition

4 women were pregnant



Disability

7 – Physical disability
4 – Learning disability
1 – Deaf/hearing impairment
15 – Mental Health issue
6 – other long term health conditions



Immigration Status

2 – Family Visa
2 – Refugee (Public Funds available
8 – indefinite leave to reman
4 – Limited leave to remain
1 – No immigration leave or expired leave

Refuge Accommodation 2021 - 22

Below is the demographic data provided for victims who have accessed refuge & dispersed provision in 2019 - 20

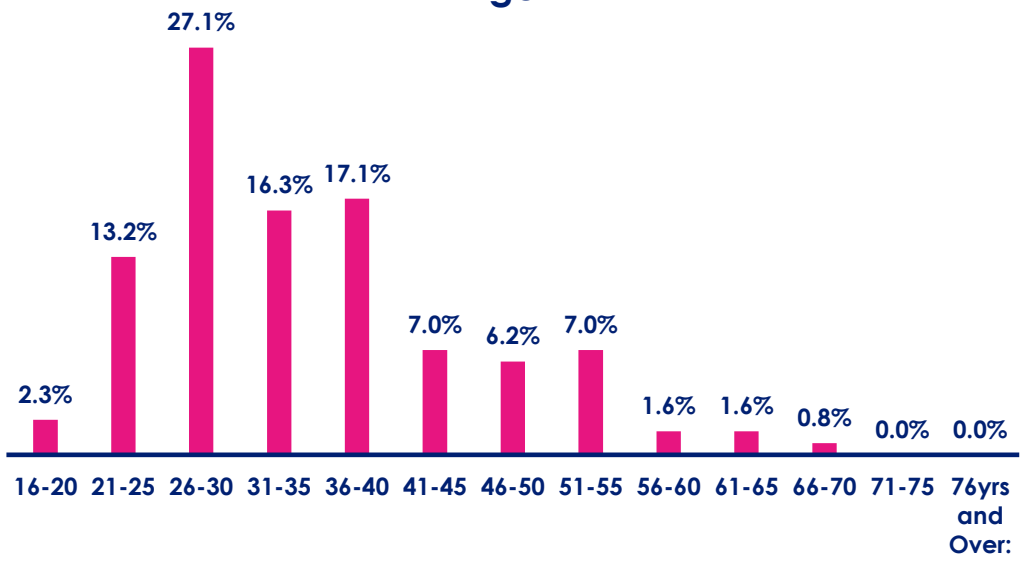
129 Victims Supported

126 Female Victims
1 Male Victim
1 Transgender Victim
1 victim did not disclose

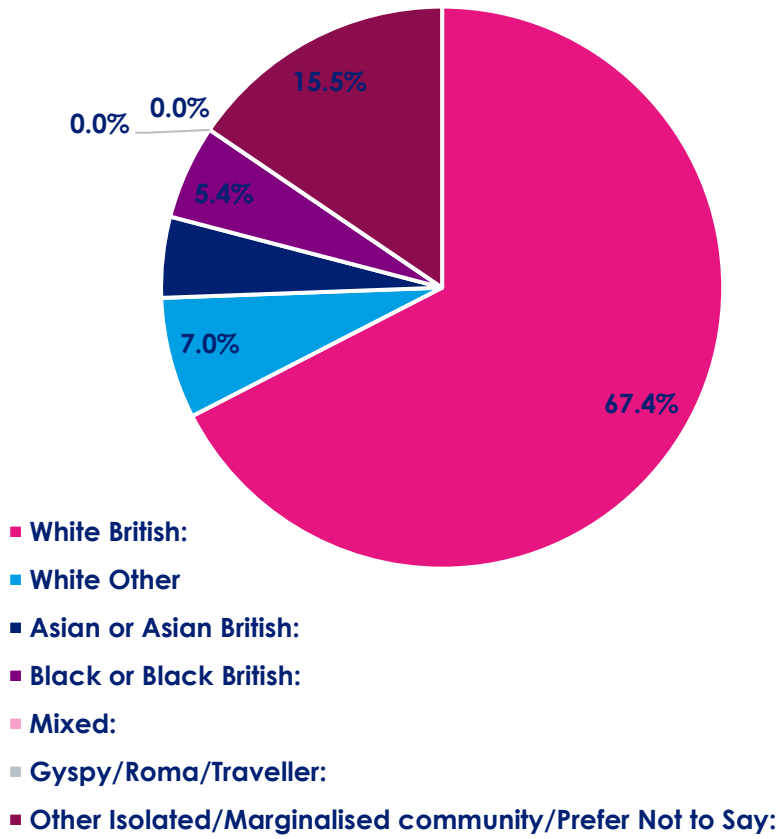
110 Children within Refuge

0-5 yrs– 55
6-11 yrs – 38
12 – 15 yrs – 10
15 – 18 yrs - 7

Age



Ethnicity



Refuge Accommodation 2021- 22

Below is the demographic data provided for victims who have accessed refuge & dispersed provision in 2019 - 20

Sexual Identity

110 – Heterosexual
2 – Bisexual
2 – Gay/Lesbian
15 – prefer not to say

Additional Needs

7 – Alcohol misuse
13 – Drug misuse
2 – Offending history
91 – Legal Support
99 – Financial Support
10 – Translator/interpreter needed

Disability

47 – Physical disability
4 – Learning disability
3 – Deaf/hearing impairment
1 – Visual impairment
56 – Mental Health issue

Family Composition

67 single women
11 pregnant were pregnant
62 women had in the refuge had a child/ren

- 1 child family – 28
- 2 children family – 14
- 3 children + - 20

Immigration Status

2 – Family Visa
2 – Refuge (Public Funds available
8 – indefinite leave to reman
4 – Limited leave to remain
1 – No immigration leave or expired leave

Refuge Accommodation

The data provided shows that the most prevalent age range varies from year to year. In 2019 - 20 it was 26-30, in 2020 - 21 it was 31-35 and in 2021 - 22 it was 26-30. The reason for this shift is unclear, however, in 2021 - 22 the overall number of victims supported increased, possibly accounting for the increased spread of ages. This, however, is in line with the overall total number of victims where the highest age range is 25-34 year olds.

We do not have any data regarding the ages of children across all three years, however, we can see that between 2019 - 20 and 2020 - 21, six pregnant women accessed refuge accommodation. In 2021 - 22 this increased to 11 pregnant women, with 62 women identified as having children while living in the refuge. Of those 62 women, 20 women had three or more children. A total number of 110 children accessed refuge accommodation in 2021 - 22 with 50% age 0-5 years old, and 35% age 6-11.

With regard to ethnicity, in 2019 – 20, 80.46% of victims identified as White British. In 2020 - 21 this decreased to 63.4%, and the percentage of individuals identifying as Black or Black British increased from 4.6% to 15.9%. In 2021 - 22, 67.4% of victims identified as White British, those identifying as Black British reduced to 5.4%. In the same timeframe, the category of "Other or Prefer Not to Say" was introduced, which accounted for 15.5% of victims in that year.

There are a number of victims who accessed refuge accommodation who had a disability or additional needs with mental health needs being the most common. However, in 2021 - 22, there was a significant increase in victims with physical disabilities, from an average of 5-7 in previous years to 47.

Some of the collected data shows unusual trends or shifts in demographics. This may be due to reporting and recording processes rather than actual variations in those accessing services.

Supported Housing: National Statement of Expectations

The National Statement of Expectations (NSE) was developed in collaboration between the Ministry of Housing, Communities and Local Government (MHCLG) and the Department for Work and Pensions (DWP) with input from local councils and the supported housing sector. Together, they are committed to seeing delivery of good quality supported housing which meets residents' needs and represents good value for money.

The NSE provides a mechanism for establishing the vision for accommodation standards, quality, and value for money. The NSE is not a statutory requirement, and to date there has been no definitive set of guidelines on what should reasonably be expected from the accommodation element of supported housing. However, it is hoped that organisations involved in the provision of supported housing will use, adopt, and find the principles and examples of best practice helpful.

In supported housing, accommodation is provided alongside support, supervision, or care to help people live as independently as possible in the community, including for people fleeing domestic abuse with their children.

In order to deliver the ambitions of the NSE local authorities should work alongside providers and local delivery partners to:

- Assess local demand and plan effectively
- Ensure safe and good quality supported housing
- Ensure supported housing provides good value for money

Women's Aid Annual Audit 2021

The annual audit presents information on the provision and usage of domestic abuse services (both accommodation and community support services) in England, mainly focusing on the financial year 2019/20. This year the report also includes a section on the impact of the Covid-19 pandemic. Key findings from the audit included:

- It is estimated (based on the On Track data collection) that 10,592 women and 12,710 children were supported by a refuge in 2019 - 20.
- 3,935 refuge spaces in England, falling short of the number of spaces recommended by the Council of Europe by 1,694, which represents a 30% shortfall[1].
- It is estimated that a total of 24,748 referrals were received by refuges. This means that 57% of all referrals received for refuge were rejected. The main reason for rejection was a lack of space or capacity with 18% of all referrals received rejected for this reason, this also equates to 32% of all rejected referrals being rejected due to lack of space or capacity.
- Only 26% of refuges commissioned by local authorities indicated that the funding covered all aspects of the support staff costs.
- 63% of women in refuge services had children and 6% were pregnant
- 88% of service users had experienced emotional abuse, 67% had experienced jealous or controlling behaviour.
- 49% of service users in a refuge had support needs around mental health
- 48% of service users in a refuge reported feeling depressed or having suicidal thoughts because of the abuse.
- 26% of women at refuge services have a disability; most common were mental health disabilities, 7% had a physical disability.
- Of service users who were not British nationals, just over half (54.5%) were able to access public funds.
- Only 4% of vacancies posted on Routes to Support[2] could consider women who had no recourse to public funds.
- Under half of refuge vacancies can accommodate a woman with two children and less than one in five for a woman with three children.

These statistics highlight that nationally there are barriers for some women to enter refuge.

This includes women who are NRPF and who are a parent and who are likely to have mental health needs requiring sufficient therapeutic support. We also know that people with a disability are more likely to experience domestic abuse. The small percentage of women in refuge with a physical disability, is likely not reflective of demand from this group and impacted by the availability of accessible accommodation.

Whole Housing Approach

SafeLives supports the DAHA (Domestic Abuse Housing Alliance) Whole Housing Approach which aims to improve the housing options and outcomes for all experiencing domestic abuse. It suggests a range of housing options and specialist initiatives to give victims and survivors the choice to relocate or remain in their existing property and for agencies to work together collaboratively.

This diagram shows the model and it's 12 parts. The lighter circles represent the temporary accommodation settings and tenure types with the darker circles representing the housing options and specialist initiatives to support victims to either relocate or remain in their home.

Further information available here
https://www.dahalliance.org.uk/what-we-do/whole-housing-approach-housing-toolkit/



Survivor Voice

Survivor Voice

"We've walked through fire to get our voices back; we're not going to give them up now." *Ursula, Pioneer*

SafeLives are committed to placing people with lived experience at the heart of all we do, valuing internal and external survivors' experience as an asset.

Working together, we can aggregate and amplify survivors' voices and interweave authenticity and independence throughout all our work. By listening and responding to views that are different to our own, professionals and survivors can critically assess and address challenges together. To do this authentically we support survivors to tell their truth and speak with an unmediated voice.

Case Studies

The needs assessment also requires a review of case studies to understand a victim's journey, support required, received and the outcome.

13 case studies have been provided and analysis of these is below:



4 cases were OOA referrals



1 victim was pregnant

10 victims had children

6 victims had their children living with them at the time of referral

3 victims were unable to access refuge accommodation due to their circumstances

2 victims were asked to leave refuge accommodation

Of the case studies received, the women were referred via a number of routes – self referral, housing options, police, specialist DA services, social services and mental health services.

In terms of support needs, just over 50% of cases required mental health support or had a mental health diagnosis. Around 30% required assistance with Children's Social Care or custody arrangements. One victim was offered assistance with securing school placements for her children.

All who were accepted into refuge received support regarding accessing GPs, emotional support, practical support such as clothing, food, accessing banks, budgeting etc. In terms of housing support, around 70% were offered support and guidance regarding rehousing and accessing housing options.

Of the 13 cases, five had multiple, complex needs. Four cases involved challenges related to immigration or asylum status, primarily due to gaps in funding and difficulties accessing services as a result. In four cases victims were unable to access refuge accommodation in the area due to their personal circumstances, including one victim with a child protection order, one who had four children including a 14 year old son, and one victim who was in employment.

Case Studies

The outcomes for those who access refuge vary. Five victims were supported to access alternative accommodation, either temporary, long term or more specialist, in a planned manner. Two victims were asked to leave due to incidents at the refuge and were rehoused in alternative accommodation. One victim was rehoused following a disclosure of the refuge address by another tenant. One victim was moved into accommodation provided by the Home Office while her asylum case was processed. One victim remains in the refuge, One continues to live in her own home, and One moved out of area to an alternative refuge. One victim could not secure safe accommodation at all due to the number of children in the household.

Limited information is provided about outcomes for the children; however, we can see that in one case staff assisted a victim to secure a Supervision Order.

These cases demonstrate the varying needs of victims seeking safe accommodation, and that no single model of accommodation-based support will be able to meet these needs. City of York and North Yorkshire should review their options for safe accommodation and seek to design an offer that can cater for the complexity and variety of needs victims of domestic abuse present with. SafeLives will be conducting a more in-depth audit of cases through the Public Health Approach, which will provide more detailed analysis of the needs of victims in the region.

Survivor Focus Groups

SafeLives spoke to 10 survivors of domestic abuse to understand their experience of Safe Accommodation.

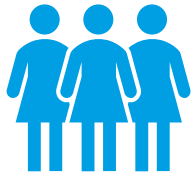
We also spoke to four children, however, we have only been able to use one of these conversations.



1 focus group with 5 women



4 interviews with 4 women



1 focus group with 2 women



1 interview with a young person

All survivors were residing in North Yorkshire or City of York at the time of the interview, although some had moved from out of area, fleeing domestic abuse.

There were a number of key themes which emerged from our discussions –

- **Support within the refuge**
- **Health and Mental Health**
- **Support for Parents and Children**
- **Housing**

Support within Refuge

I wasn't happy, so when I moved here, it was a lot better than [place]. And much more support […] and sort of advocating for me and campaigning for me, so that was positive.

I do feel safe here, and that's something that I do have to thank them for

we're meant to have weekly sessions with our support worker and I've been here three months and I've had two

I do think the staff have done a lot and they've been really helpful, really caring and empathetic. I feel sorry for them, for how much they have to do, and I'm always mindful of that. I try not to pester them

So, I arrived here on a Friday and [name] the manager helped me get in and then she like showed me round everything and then I was here at the weekend, but obviously it's empty at the weekend so, and then it was Tuesday when my case worker arrived…. I was just sort of like left here fending for myself a little bit the first weekend. The, the staff did call me and check in on me which was really nice and appreciated, but, yes, it was Tuesday when I first actually got to speak to somebody

Overall, survivors reported feeling very safe and were positive about the staff members they worked with and the refuge provided the essential services they needed.

Lack of staffing was highlighted with survivors saying that even one more staff member would make a difference.

Whilst survivors felt safe in the refuges, they felt there was a lack of structure, which was in part linked to staffing. Survivors discussed not knowing 'what's coming next' and felt information was shared indirectly such as using a notice board but this was not effective and did not guarantee that people saw it or could read it.

Survivors spoke about a lack of support at the weekend with one sharing their experience of coming to refuge on a Friday and not seeing a case worker until the Tuesday.

This was also highlighted in relation to children with access to certain areas such as the play area limited as they could only be used when staff were present.

Additionally many survivors did not have regular 1:1 support sessions with their worker as intended. One survivor referred to an emergency incident across the day which meant that their session had to be cancelled. Whilst they fully appreciated the reasons why, it still had an impact on them.

Support within Refuge

it's just really difficult doing it all on your own and you're not just on your own, you're totally… you're very much on your own, you're totally isolated, cos you're not allowed people to come... just ten minutes, just to hold the baby while you cook…

Maybe just support to see my family a bit more

Some of us have families in… they can't come down. So I feel like we should be able to go to see our families whenever. Because sometimes like I, I just want to see my family.

the stores near here, like Sainsburys and Tesco, the kinds here are really expensive for, you know, most of us here. The ones that are cheaper are far away

I thought there might be legal advice, and nobody would give me any legal advice because they're not qualified to, so I was just left on my own to seek legal advice and I didn't really know what I was doing. It was really scary and stressful, so yes, the legal side of things has been an absolute nightmare. It's probably been one of the worst experiences of my life, navigating the legal things …

Survivors felt that it would be of benefit to have a greater awareness of community classes and support e.g. foodbank, local groups, agencies and classes.

A number of survivors spoke about feeling isolated, lonely and missing family. Support to see their family would be welcomed as there are many barriers around this.

Survivors also spoke about practical challenges such as food shopping. In York, the larger supermarkets are a bus or taxi journey away, which is difficult and costly for victims to access, particularly those with children. Therefore they have to visit the smaller, more expensive local shops. Survivors suggested that a mini bus which could take them all once a week would be of huge benefit to them.

Support around legal advice would also have been of benefit.

We spoke to survivors who experienced multiple disadvantage due to their disability and immigration status who felt well supported within refuge and staff advocated on their behalf.

Health and Mental Health

I think the refuge here … I need more […] I think in terms of helping with general health, you know, like an exercise. You know, I feel kind of vulnerable, trying to encourage you. Yeah, just be sort of more active and have more plans

Just provide therapy I think, because at the end of the day even if you have come in here without a mental health problem, diagnosed or anything like that, we've all come here with mental health problems, because of the situation we've come from…

And I was like 'but I'm with IDAS; that's who referred me to you', and I got bounced back to IDAS. They said 'well, you should be supported by the staff in the refuge

they dealt with kind of my mental health quite well […] I've seen a massive improvement. I've got a psychiatrist.

Survivors spoke positively about the speed at which support was offered in refuge accommodation when mental health was identified as a support need. However, their experience of receiving support from mental health services specifically was mixed.

One survivor reported that professional mental health support was available quickly and that this had a significant and positive impact. However, another reported that support had not been so forthcoming, and that she had been advised to return to IDAS for mental health support.

In general, survivors felt that small group sessions or one-to-one counselling would be of most benefit, but also highlighted the wider determinants of mental health decline including a lack of physical exercise, and how this was difficult to address with childcare commitments and financial barriers.

One survivor reported ongoing struggles caused by a physical injury requiring surgery, but the regular movement between regions had meant that she felt that she was 'starting again' in every location, and was not making progress through waiting lists.

Support for Parents and Children

so you're thinking oh my god, why have I done this to my kids. Even the kids are a bit like mummy, can we go home, and I say no, sorry, we're staying here now. Because it's different because you just have this room, you know what I mean, and the kids are like oh we don't have our own rooms anymore mummy, we don't have our stuff. It's like yeah, it's fine, you'll be fine. But you kind of sit there and you're just like, you sit in this room and it's like oh, yeah, this is kind of weird.

Everything is mainly aimed for us […] the kids probably could… they've been affected as well, there isn't much in place for them at all.

they did my paperwork and everything and took the kids upstairs and they had toys and stuff like new toys in there, and bunk beds and they made them feel really comfortable

I don't think there's enough for people that have new-born babies or young babies under one, under two; infants, basically. She's just doing everything by herself, cos we can't have visitors come and help us

Survivors had mixed feelings regarding the support available if they had children. Some commented that refuge accommodation was welcoming, and that efforts were made to make children and parents feel safe and comfortable. However, other survivors felt that rules regarding visitors and the limited supervision available for children from staff meant that they were unable to access services, or have a break from parenting.

Survivors reported that refuge rules stated that they were not permitted to leave their children with other women accessing the refuge, which further limited their ability to carry out tasks and access services.

One survivor reported that this could be a reason why women may return to their perpetrator, as they are unable to care for their children alone in the refuge.

Survivors reported feeling anxiety about accessing mainstream children's groups in the community, and that staff from the refuge were unable to attend with them.

The play room is only open when a staff member is available, which means that survivors and children cannot access these spaces in the evenings and at the weekend. This requires survivors to try and access activities in the community, which can be challenging due to finances.

Survivors reported that there is a lack of support for children regarding mental health, managing additional needs, managing emotions and the child's understanding of abuse. This was reflected by one child living in the refuge, who reported that she did not know what to expect from the refuge space

Parents reported that children would benefit from independent support and space and time for more planned activities.

Housing

then I was in the street, and then I called housing and they, and the suicide, because I was about to [inaudible 18:43] suicide, and they were looking for refuge but I stay like one week and a half in hotels…Changing like every two days the hotel, yeah. In that point, I left my job because was like half an hour one hour kids' school, and it was, it was terrible.

You get what you're offered, and if you reject it, you don't get another chance at a home round here, so, it's about a six month wait, and then you just get what you're offered, and it could be any of the surrounding towns,…. So, that's quite scary, like, not knowing where we're going to end up or whether I'll even want to accept that house and, you know, will, will that six-month wait have just been a waste of time. So, I'm finding it, yeah… the unknown is very stressful.

my social worker moved me into B and B's and kept me to different ones, and it was too stressful for the kids so we moved to my mums, which weren't much better so, she tried to get me to come to refuge as soon as it all happened but I just, I didn't like the thought of it

No we can't bid at all because they have to provide us with like domestic violence kind of like sessions, beforehand, it's like an idas kind of I don't know policy or something a regulation, where they have to have us for three months so that they've got time to work us through like awareness of domestic violence and abuse… then once... well twelve weeks. Once you've been here for three months then they will pronounce you homeless, and that's when you can start bidding.

Survivors discussed their housing experiences and how they accessed safe accommodation. It should be noted that many of those accessing safe accommodation were from out of area.

Some survivors had experienced stays in multiple B&Bs and hotels, changing every few days and the stresses and impact of this on them and their children.

We know from the data that a number of victims are accessing temporary accommodation. It is important to highlight this and the importance of specialist women and family accommodation.

Survivors also spoke about their experiences of applying for permanent housing via the social housing route. What is noted here is the different processes and policies between the areas and districts.

A survivor spoke about needing to have been in the refuge for three months before being able to bid on properties. Another spoke about the long wait to be rehoused but also the fact that it is a waiting list so you are offered a home rather than bidding. This causes a lot of uncertainty which the survivor described as scary and stressful.

Housing

Spotlight on Economic Abuse

This survivor spoke about their experience of housing and how being a victim of economic abuse has affected her ability to access the housing system –

> my **other half wasn't paying the rent**, so we've got **quite a bit of rent arrears** on our property, which has obviously been pre, re-possessed, so obviously he's not in that house now, and I can't go back to that house. Yeah, private landlord so, obviously, for me to go onto the, the council housing, obviously there's that **I have to pay so much a month**, which is forty pounds per month, to the landlord over thirteen weeks, **so I've got to do thirteen weeks and I can't miss a payment basically before they even consider me eligible to accept me for any property**. So, **I can bid**, I can still bid, **but they'd skip me because I haven't done that thirteen weeks yet**. So, how it works is obviously eventually I'll be able to bid and they say like all those on priority, so, I'm quite high band for property-wise, so I'm gold …. And, you know, for me it's more annoying for me because **I know I'm paying it but I also know he's not**. I found out not long since from my landlord, I was like is he actually paying towards it and apparently, he's not and that, that really annoyed me because it's just like why, why am I paying it, and he's not paying anything?
> it's a lot for me to, **I can't do it all on my own**, because I see it as I've got three kids to bring up as well, you know, which is like food, clothes, anything the kids need and I'm yet still paying for all his— [Other respondent: "…"] His debt that he's got us into.

The impact of economic abuse means that this survivor is prevented from fully accessing the social housing register until she has completed a 13 week payment plan. We know that 95% of domestic abuse cases involve economic abuse.[1] This victim is penalised for being a victim of domestic abuse. This results in the survivor and her family remaining in refuge accommodation for an extended period of time which may be more costly than the amount of the rent arrears.

Flexible funding or the homeless prevention fund could have been used to support this survivor to access permanent accommodation sooner and in a more victim focused way.

1. Source: SafeLives 2022 Idva Insights data; Annual statutory homelessness statistics for 2021-22; SafeLives Insights Dataset outreach 2020-21

Conclusions and Recommendations

Conclusion and Recommendations

We have, throughout this report, using Safelives recognised best practice guidelines, in conjunction with tools such as our prevalence tool, made recommendations regarding the expected levels of services reach and provision. We recommend that these are considered as part of North Yorkshire and City of York's Council's Domestic Abuse commissioning strategy.

Local Partnership Boards

Having reviewed membership of the boards, there are opportunities to strengthen. Both North Yorkshire and the City of York should review the membership of the Local Partnership Boards to ensure members are of an appropriate strategic level.

It is noted that there is a Survivor Advisory Board within IDAS and work in ongoing to include them within the Local Partnership Boards. This work should continue to ensure Authentic Survivor Voice is included within the boards. This will be discussed further within our Public Health Approach work.

- Inclusion of your commissioned Child Advocacy service to provide a representative of the interests of child victims of domestic abuse
- Inclusion of specialist by and for victims' services to provide a representative of the interests of charities and other voluntary organisations that work with victims of domestic abuse in its area (by & for Services)

Conclusion and Recommendations

Provision of Support and capacity of commissioned services

Within North Yorkshire and the City of York there is a range of safe accommodation provision which addresses need across a range of risk levels. Refuge and dispersed can accommodate a range of needs and provide support in the short term with sanctuary schemes being offered to those who want to remain in their own home.

The number of safe accommodation units is below the recommended figure with a shortfall of 20 spaces across all areas. Safe accommodation is not available in all areas of North Yorkshire and City of York meaning that some victims may have to travel in excess of an hour by car to access.

Data shows that almost a third were unable to access safe accommodation due to lack of space/capacity to support and almost a quarter did not want support.

Staffing levels were identified as a barrier to effective support by a number of survivors, who stated that the quality of the support was good, but that the frequency was not always reliable, and that on occasion staff levels on site were limited, meaning that it was difficult to access the help required

Examples of best practice supporting those with hearing disabilities and immigration challenges was observed during this work.

- Increase the number of units to the recommended figure of 77 across North Yorkshire and the City of York as recommended by the Commission for Europe of 1 space per 10,000 population
- Consideration should be given to the location of safe accommodation and the range of safe accommodation commissioned to ensure accessibility to all victims. This may include adapted properties, provision for older people in line with the aging population in North Yorkshire and City of York, larger properties and Housing First Schemes with wrap around support for complex and additional needs
- Further exploration to understand the reasons for refusals and the barriers for victims as this may include location, lack of private facilities, disability needs for the victim and/or their children
- Consideration should be given to ways in which staffing levels at refuge accommodation could be increased to build resilience in the workforce and ensure all victims have access to support when required
- Ensure agencies are aware of safe accommodation options available to victims including sanctuary scheme

Conclusion and Recommendations

Children

The number of children identified increased over the period of the needs assessment. However, the number of children identified and the number referred to or assessed by Children's social care is much lower than those identified at Marac suggesting there are children in high risk situations who are currently not accessing any appropriate agencies despite being discussed at Marac. Whilst the IDAS Whole Family Children's service is in place, the numbers referred are very low with only 38 referred in 2021-22. It should also be noted that this is predominantly for children aged 10 plus. This will be discussed further within our Public Health Approach work.

The Domestic Abuse Act 2021 recognises that children in abusive households are victims. It is therefore imperative that all data around children is captured. This is to ensure that the needs of the child are assessed, understood and met by providing appropriate support and services for the whole family and linked in with other relevant strategies.

It is noted from the refuge demographic data that there are a significant number of children within the service but limited information regarding their needs and outcomes. Additionally, survivors we spoke to told us that there was a lack of support for children regarding mental health, managing additional needs, managing emotions and the child's understanding of abuse which was also reflected by a young person. Issues around childcare, access to the play rooms and groups in the community were also raised with limited capacity and time for staff within refuges to provide support with this. Whilst there is a Children's Worker in both refuges, more structure and independent support and space for the children, tailored to their age would be beneficial.

- Consideration to enhancing the current offer within refuge provision to provide further support for children regarding the impact of domestic abuse tailored to their age and needs
- Consideration regarding supporting parents to access activities in the wider community
- Exploration and discussion regarding access to facilities within the refuge itself for children and young people

Conclusion and Recommendations

Housing and Homelessness

We can see from the data provided that many victims are accessing alternative temporary accommodation rather than safe accommodation. Many of the survivors we spoke to also stated that they access temporary accommodation before moving into refuge, including those with children.

We must consider those who are street homeless and hidden homeless. We know from our **SafeLives Safe at Home report** that domestic abuse, even when present, is not always the cause of homelessness; it is often experienced alongside other forms of disadvantage that may contribute to homelessness. Domestic abuse can also be experienced by those who are already homeless.

Survivors we spoke to have highlighted the differences in housing procedures when accessing social housing provision and the challenges they face because of this. These inconsistencies may be addressed once the housing departments align under the new unitary council. Some would be placed on waiting list and offered the next available property, some could not apply for houisng until they had been in refuge for three months and one was prevented from being offered a property due to a payment plan relating to rent arrears needed to be in place for 13 weeks. These arrears were due to economic abuse. We know that 95% of domestic abuse cases involve economic abuse. This policy means that survivors potentially remaining in refuge accommodation for longer than is required, which both creates additional capacity difficulties but also undoubtedly costs more than the total arrears.

- Consideration should be given to providing a co-located advocacy service to support housing and homelessness services as set out in the Whole Housing Approach, to offer both domestic abuse and housing advice and support to victims and colleagues
- Consideration to be given to creating a flexible funding option to assist victims with accessing safe and secure housing options
- Review of housing and allocations policies to ensure consistency across areas
- Training to be provided regarding the impact of economic abuse and supporting victims in a housing context
- Consideration must be given to the importance of specialist women's provision, not only for Safe Accommodation but for all forms of temporary accommodation. Mixed sex provision for those experiencing DA and VAWG can lead to victims feeling unsafe and have a negative impact on recovery
- Further monitoring and exploration should take place regarding those who are being housed in temporary accommodation as opposed to safe accommodation and those unable to access safe accommodation to further to understand the reasons for refusals and the barriers for victims
- Ensure Homelessness and Housing Options teams are fully aware of the Safe Accommodation and support options for victims

Conclusion and Recommendations

Data Collection

North Yorkshire and the City of York recognised that submission of relevant data was critical for the completion of a comprehensive needs assessment and have been supportive throughout this process. However, there have been areas where data capture is lacking. Data varied by agency, with some agencies able to provide comprehensive information for the full time period, others providing only basic data or data for less than the full three years, and a small number of agencies providing very limited data, or no data at all.

During the analysis of the data provided it became evident that there were gaps in the recording and monitoring of personal characteristics. We observed under-representation of Black, Asian and Racially Minoritised victims, those with disabilities, LGBT+ individuals and older and younger adults in the data, partly due to a high prevalence of the 'Unknown' category. Given the unique challenges faced by these demographic groups it is vital that information is collected effectively to allow for strategic and operational planning and allocation of resources to ensure that their needs are met.

The City of York and North Yorkshire councils and Local Partnership Boards need to ensure that an appropriate and consistent approach to collecting data is adopted across all partner agencies to confirm that all demographics are captured, and individuals are represented in statistics. This will provide a clear understanding of victim's characteristics, areas of multiple disadvantage and complex needs, which will in turn, inform a comprehensive strategy for domestic abuse and ensure that services delivered can meet identified needs.

Areas of key identification are –

- **Ethnicity** - Different ethnic groups have different experiences of services and experience different barriers. It is important to ensure that ethnicity is captured appropriately in order to fully understand the demographic and needs of your area
- **Sexual Identity -** Those in LGBT+ relationships face additional barriers to reporting and accessing services. It is important to ensure that this information is asked and captured in order to fully understand the demographic and needs of your area
- **Disability -** Data is inconsistently captured regarding disability. In order to fully support victims and survivors we must ask and record this information in a format that is easily accessible to professionals to ensure victims and survivors are able to access and receive appropriate support
- **Those who are harmed and those who harm -** To ensure that those who are harmed and those who harm are captured appropriately to ensure the correct support is provided
- **Socio Economic status -** Due to a lack of consistent data, it was not possible to provide any insights regarding socio-economic status. City of York and North Yorkshire must ensure that this data is captured so that appropriate services can be developed.

Conclusion and Recommendations

Performance Monitoring

- Local Partnership Boards to continue to complete dip sampling and case audits on those accessing safe accommodation on a quarterly basis

No Recourse to Public Funds

Evidence of good practice has been observed when supporting victims who have no recourse to public funds and/or immigration barriers. This was a challenging and intense situation.

- Ensure staff are trained regarding victims with no recourse to public funds, migrant women and the Destitution Domestic Violence (DDV) Concession scheme for those who have been granted leave to enter as a spouse or partner of a British person.
- Ensure relevant support and guidance is available to staff
- **Understanding the Needs of Those from Minoritised communities:**

The statutory guidance accompanying the DA Act 21 states that Local Areas should

"have embedded, or have readily available, input from specialist agencies and 'by-and-for' services that have a proven track record of supporting victims of domestic abuse and who are aware and experienced in working with male and female victims with protected characteristics, including being from an ethnic minority, being disabled, LGBTQ+ or from a particular religion or faith.

In addition to the Halo Project and Horton Housing, North Yorkshire and the City of York Councils and LPB could consult with specialist by and for services agencies. Agencies include -

- IMKAAN
- Southall Black Sisters
- The Angelou Centre
- Galop
- The Refugee Council
- Stay Safe East
- Rights of Women



Appendix A

Data Submissions

Data was supplied by the following agencies -

Bradford and Craven Health and Care Partnership

City of York Adult Safeguarding

City of York Children's Social Care

City of York Housing Team

Craven District Housing Team

IDAS

Harrogate District Housing Team

Hambleton District Housing Team

NHS Humber and North Yorkshire Integrated Care Board

North Yorkshire Police

North Yorkshire Adult Safeguarding Children's Social Care

North Yorkshire Children's Social Care

North Yorkshire SARC

Richmondshire District Housing Team

Ryedale District Housing Team

Scarborough District Housing Team

Selby District Housing Team

Yorkshire Housing

SafeLives
Ending domestic abuse

Appendix B

The Prevalence Tool

What is the prevalence tool?

The SafeLives prevalence tool estimates the prevalence of domestic abuse within local areas. This includes an estimation for the number of victims, those who harm, and children in households with partner abuse. It also breaks down the victim estimations into visible victims only, Adult Intimate Partner Violence (IPV) victims only, and marginalised groups of people such as racially minoritised people, LGBT+ people, and disabled people.

How does it work?

The tool calculates the figures by using several external and internal data sources for estimations of domestic abuse amongst different groups of people. This includes both 'set figures' which are consistent across all local areas, as well as 'local specific data'. The 'set figures' include data from the ONS (Office for National Statistics) including the 'Crime Survey for England and Wales' and the 'Family Resources Survey', Stonewall data, and SafeLives estimations such as the number of children experiencing abuse in their household. 'Local specific data' includes population data for each area on gender, age and ethnicity taken from the latest Census (2011) survey, as well as data on those at the highest risk of serious harm or homicide taken from the latest Marac dataset.

Caveat:

Please note that one major caveat for all of the data is that they are based on population data from the 2011 Census which is 10 years old. The latest 2021 Census data will be released in 2022 and the tool will be updated to reflect that once released.

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