



## Domestic Abuse Accommodation Needs Assessment – refresh Year 1

The last Domestic Abuse Needs Assessment was published in September 2021. This Needs Assessment refresh is based on data from 1 April 2022 to 31 March 2023, where possible. Some national datasets for this period are currently unavailable, but we have looked to use the most recent ones that have been published.

### Key findings

- There were 13,764 recorded Domestic Abuse (DA) crimes in Norfolk in the past year. This is a 20% increase on 2019/20, and a 9% decrease on the previous year.
- King's Lynn, Norwich, and Great Yarmouth are hotspots for DA crimes and incidents in Norfolk, with Norwich and Great Yarmouth districts recording crime rates of 24.8 and 23.2 respectively per 1000 population.
- Male victim-survivors make up approximately a quarter of recorded DA crimes and incidents across all Norfolk districts, with Great Yarmouth reporting the highest (28.6%).
- District housing data suggests that between 8.57% and 16.25% of referrals are male, although these victim-survivors may be seeking advice in relation to domestic abuse, rather than safe accommodation.
- There were 189 safe accommodation referrals, 21% of which had used a refuge or safe accommodation service before.
- 36.9% of all safe accommodation referrals came from out of the county. This is an increase of 9.1% compared to the previous Needs Assessment.
- Each council area has one refuge (7 in total, representing 54 bedspaces) which accommodate women and children. Over the period support in an additional 30 bedspaces, 19 of which can be used by any adult and their children, has been commissioned.
- Following the Council of Europe's recommendation of 1 bedspace per 100,000 of the population, based on the previous Needs Assessment, and considering the new provision, Norfolk would have a shortfall of 8 bedspaces.
- This refreshed Needs Assessment presents a new estimation of need based on the use of temporary accommodation in Norfolk. Therefore, it is now estimated that 74 bedspaces are required. However, there are several caveats that need to be considered within this new estimation of need.



## Recommendations

- The Needs Assessment refresh, as in the original Assessment, has highlighted that much of the data is not robust and there is a risk of duplication. So, although a figure of 74 bedspaces is stated, there are these caveats to be considered by the Council in taking a cautious approach over the coming year in bringing forward this level of bedspaces in relation to safe accommodation.
- With regards to the above information NODA is aware the Council has, in planning, 11 bedspaces which they need to consider when deciding on the number of bedspaces to decide as a target for 2023/24.
- In addition, the Council may like to consider where the highest prevalence of DA crimes is recorded eg Norwich, Great Yarmouth and King’s Lynn areas when considering additional safe accommodation.
- Finally, there is a significant lack of victim-survivor demographic data, meaning that male and LGBTQ+ victim-survivors, as well as those facing multiple disadvantages, are potentially going under-reported. This data collection must be improved to allow for informed decision making when it comes to providing suitable safe accommodation.

## Crime and incident data

### Context

The following crime and incident data has been provided at a record level by Norfolk Constabulary, with all Domestic Abuse (DA) related crimes and incidents. The periods outlined are based on financial year the financial year 2022/2023 (1 April 2022 to 31 March 2023).

Further information on how DA crimes and incidents are recorded can be found on the [Office for National Statistics website](#).

Note that since this dataset is record-level it may not be directly comparable to figures published in the last Needs Assessment due to differing methodologies.

### Analysis: Crime and Incident Norfolk Overview

21,516 DA related crimes and incidents in Norfolk were recorded. This is a decrease of 1,785 on the previous financial year but an increase of 3,681 on the 2019/2020, as shown in table 1 below.

**Table 1: DA related crimes and incidents by financial year**

Category	2019/2020	2021/2022	2022/2023
Crimes and Incidents	17,835	23,302	21,516
Crimes	11,498	15,104	13,764



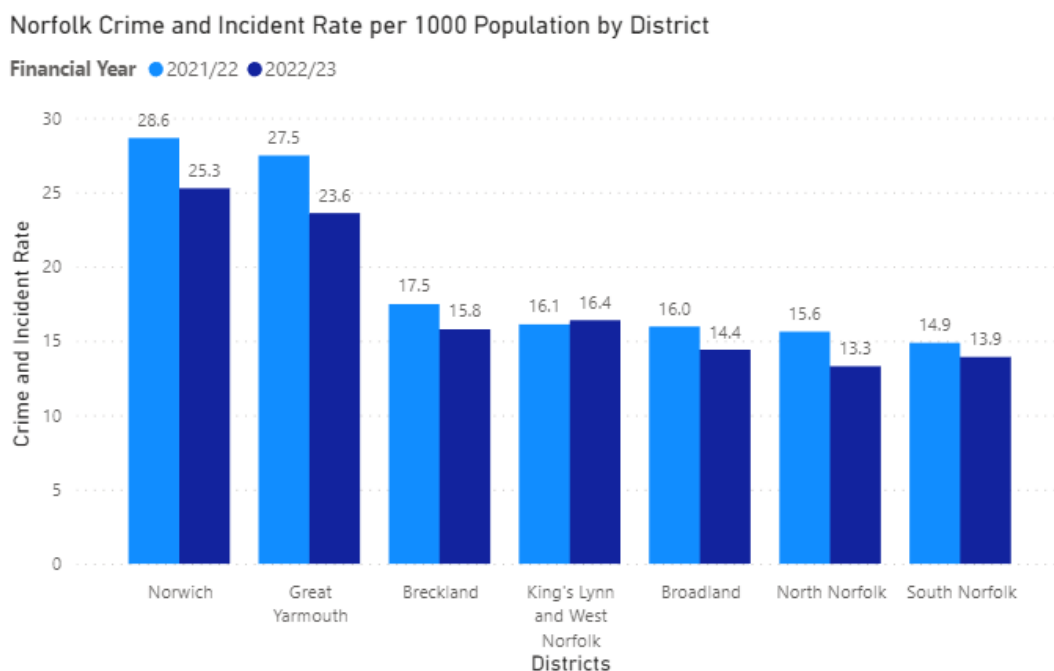
DA related crimes have followed the general trend of crimes and incidents as when compared to 2019/2020 there was an increase, but there was a decrease when compared to 2021/2022. The increase in crimes and incidents relating to DA could be because of the Covid-19 pandemic lockdown and then of measures being lifted; however, this is a possible interpretation rather than being concrete evidence. It should also be noted that improvements in police recording practices in recent years have contributed to increases in DA related crime and incident rates nationally.<sup>1</sup>

Figure 1 shows the DA crime and incident rate, per 1000 of the population in Norfolk, broken down by district; relevant data from the chart has been selected in the following paragraphs.

The rate for Norfolk, for 2022/2023, is 23.54 per 1000, down from 25.49 per 1000 on the previous year. For the year ending March 2020, records highlight that crime and incident rates of 20 per 1000. This shows that in recent years Norfolk has seen an increase of 20% in crime and incident rates over the 3-year period.

The prevalence of crime rates is higher in Norwich and Great Yarmouth council areas, with DA related crime and incident rates (2022/2023) of 25.3 and 23.6, respectively; Great Yarmouth Borough Council area saw a 3.9% increase compared to the previous year, whilst although Norwich had a higher incident rate, the increase was less acute being 3.3% on the previous year. The remaining districts have recorded crime and incident rates that are lower than the overall rate for Norfolk. This trend has been consistent for the past two years.

**Figure 1: DA crime and incident rates, per 1000 population, by district**



<sup>1</sup> [Crime in England and Wales - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)



If incidents are removed from the 2022/2023 dataset, then it is found that there were 13,764 DA related crimes in Norfolk. This is an increase of 2,266 (19.7%) crimes when compared to 2019/2020, but a decrease of 1,340 (8.9%) on 2021/2022.

Figure 2 illustrates the crime rate, per 1000 of the population in Norfolk, broken down by district. Relevant data from the chart is detailed in the following paragraphs.

The crime rate for Norfolk, for 2022/2023 is 15.6 per 1000 (1.56%), an increase of 2.6 (0.26%) per 1000 since 2019/2020, but when compared to 2021/2022 a decrease of 0.9 (0.09%) per 1000.

This rate, again, is dominated by Norwich and Great Yarmouth council areas, with crime rates of 24.8 and 23.2, respectively. Aside from the Borough Council of King’s Lynn & West Norfolk, the remaining districts all record crime rates below the overall Norfolk value.

**Figure 2: DA crime rates, per 1000 population, by district**

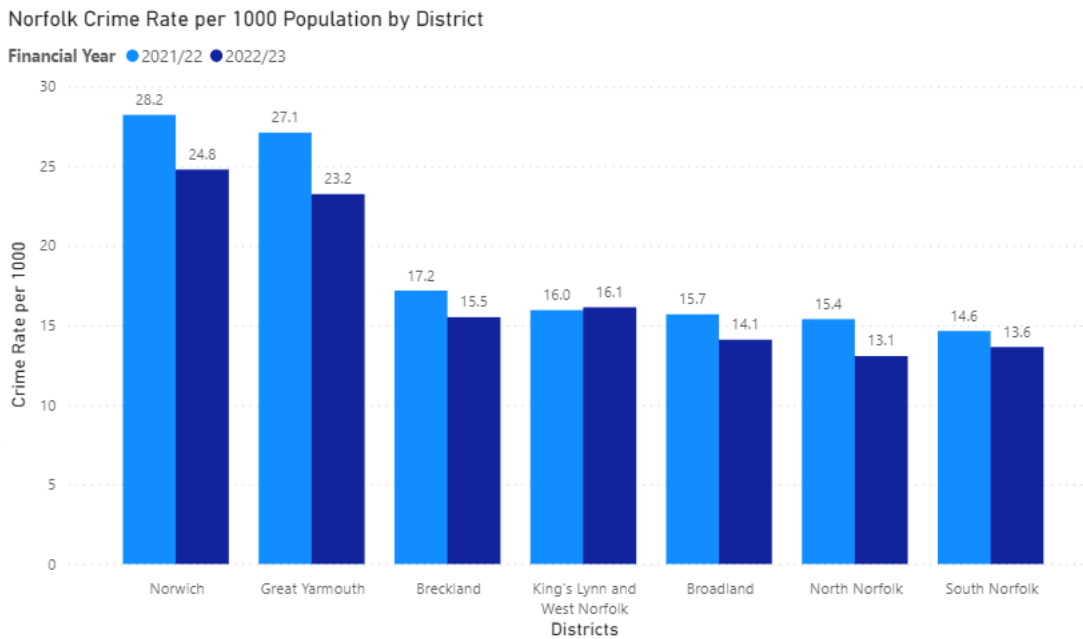
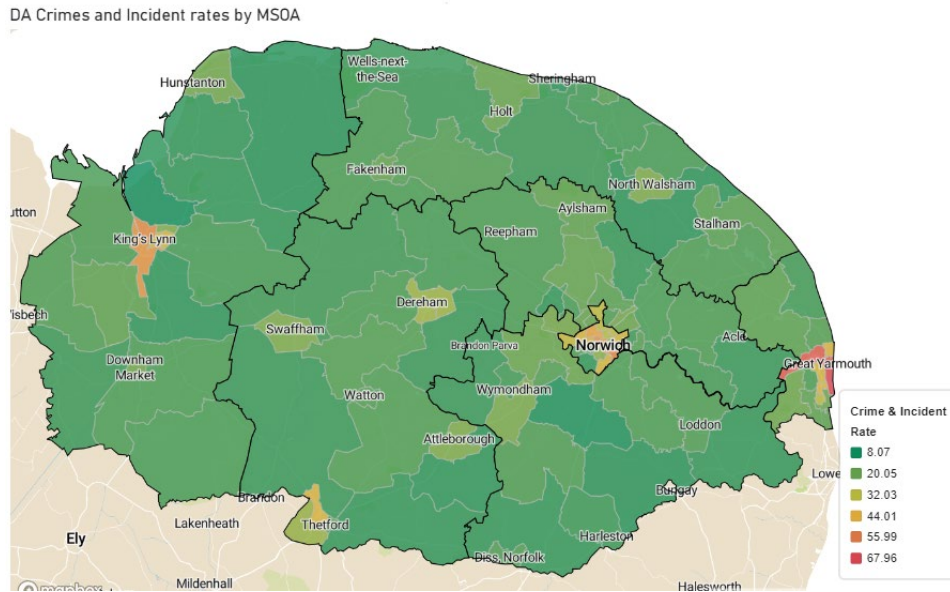


Figure 3 provides a heatmap of DA related crime and incidents reported across Norfolk, by Middle Layer Super Output Area (MSOA). The areas highlighted in green illustrate lower crime and incident reported areas whilst those with the highest crime and incident rates are shown in red. Norwich city, Great Yarmouth and King’s Lynn towns are shown as having the highest prevalence in Norfolk for 2022/2023. The map also illustrates that market towns such as North Walsham in North Norfolk District Council, Wymondham in South Norfolk District Council, and Dereham, Attleborough and Thetford in Breckland District Council record higher rates than more rural areas of Norfolk.



**Figure 3: A heatmap of DA crimes and incident rates by MSOA, 2022-23**



## DA crime types

There were 218 distinct crime types recorded for DA related crimes and incidents in Norfolk, in the year 2022/2023. The most common of these are shown in table 2.

**Table 2: Most common crime types for DA related crimes and incidents recorded in Norfolk, 2022-23**

Crime type	Count	Percentage
Domestic Abuse Investigation	6510	30.26%
Assault without Injury – Common assault and battery	3797	17.65%
Assault occasioning actual bodily harm	2083	9.68%
Stalking	1292	6.00%
Engage in controlling/coercive behaviour in an intimate/family relationship	778	3.62%
Sending letters, etc, with intent to cause distress or anxiety	751	3.49%
Rape of a female (16 or over)	473	2.20%
Harassment – without violence	422	1.96%
Non-fatal strangulation and suffocation	413	1.92%
Minor wound without intent	387	1.80%

The remaining crime types are in lower numbers, proportionally, but there is much more variation. This is partly due to the broad definition of DA that is considered by the



constabulary. The constabulary class domestic crimes and incidents as any crime or incident where the victim-perpetrator relationship is one of a familial or intimate relationship. Hence the numbers of DA related crimes and incidents are likely to be an over-estimate of the true number of cases in Norfolk.

## Repeated suspects and victims of DA crimes and incidents

Within the record-level constabulary data, suspects and victims have been marked as being repeat suspects or victims of DA related crimes and/or incidents. There were 8,541 suspects of DA related crimes and incidents during the reporting period and of these, 2,698 (31.6%) were the suspect in at least one other DA related crime or incident, this is a decrease of one percentage point on 2021/2022.

Similarly, there were 8,801 victim-survivors and of these 2,589 (29.4%) were identified as having been repeat victims of DA related crimes and incidents a decrease of 0.3 percentage points on 2021/2022. In conclusion the decreases in repeated suspects and victims of DA related crimes and incidents within Norfolk over the past 2 financial years has been marginal.

## Demographic information on victim-survivors

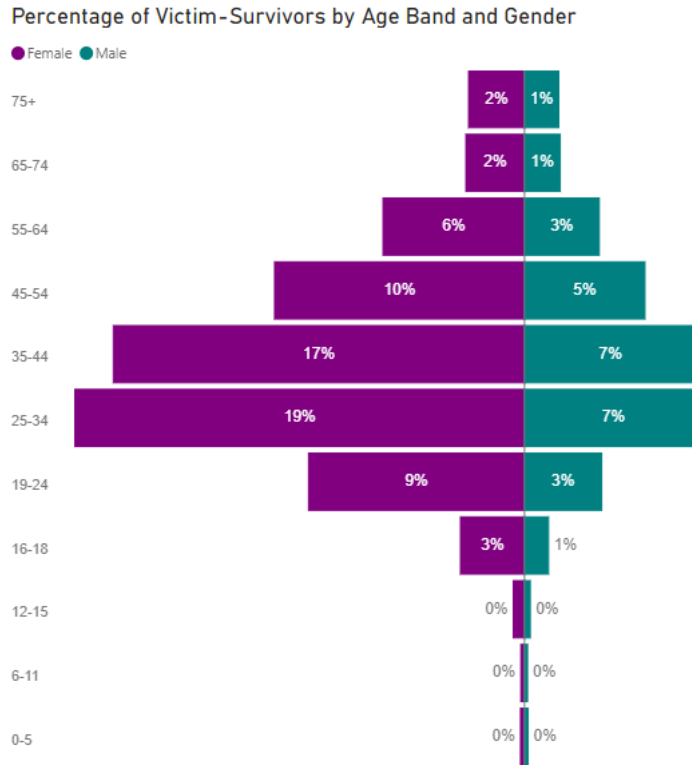
The record-level constabulary data also contains some demographic information on victim-survivors. While limited, this information can at least provide some insight into the age, gender, and ethnicity of victim-survivors in Norfolk. Unfortunately, no information which can identify victim-survivors as LGBTQ+, or facing multiple disadvantages, is held on these constabulary records. Therefore, it is not possible to determine the representation of victim-survivors from these groups within the crime data.

Figure 4 illustrates that of the DA crime and incident rates recorded in 2022/2023 most victim-survivors of DA are female, aged between 25 and 34 and overall females between the ages of 25 and 44 account for almost 40% of all (recorded DA crime and incidents) in the County. However, it should be noted that male victim-survivors account for 27% of those recorded (.4% unknown). This is a very similar picture to the previous year, where 73.4% of reported DA related crimes in Norfolk involved females and 26.6% related to males. This rate of roughly a quarter has remained static since 2018/2019.





Figure 4: Breakdown of victim-survivors, and associated victim-survivors, by gender and age band, financial year 2022-23

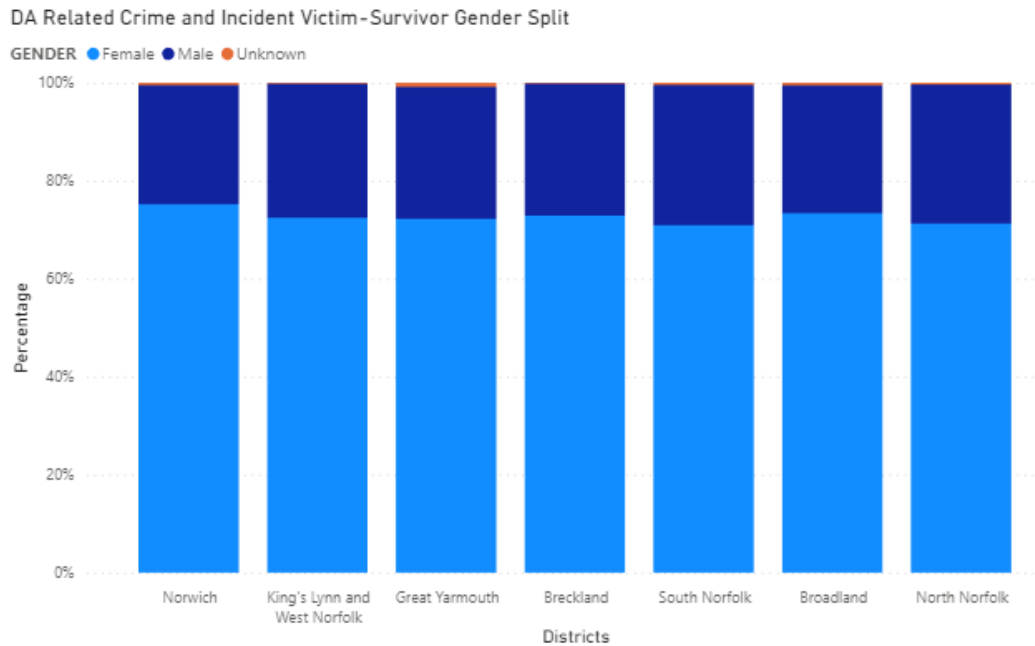


However, despite the male proportion in the constabulary data, monitoring by districts and Norfolk County Council in relation to the use of commissioned support in safe accommodation, does not evidence that male victim-survivors are looking to access accommodation. However, this could be because districts and DA providers are not recording this accurately, male victim-survivors do not know how to access these services or that current DA platforms in Norfolk do not highlight to male victim-survivors that there is support in safe accommodation available to men.

Figure 5 shows the gender of victim-survivors broken down by district. In all districts within Norfolk over 70% of victim-survivors are reported to be female. The highest proportion of male victim-survivors is recorded in South Norfolk, with 28.6% (408) of recorded DA related crimes and incidents involving male victim-survivors. When compared to the previous two years, the rate has remained relatively unchanged, except for the location with the highest prevalence of male victim-survivors – which has shifted from North Norfolk to Great Yarmouth to South Norfolk.



**Figure 5: DA victim-survivor gender split, by district, financial year 2022-23**



Lastly, the remaining demographic insight that can be derived from the constabulary data is that of ethnicity. Constabulary records contain both ethnicity and ethnic appearance for everyone, where the former is self-defined ethnicity, and the latter is the visual assessment of the officer. For the purposes of this report the self-defined ethnicity is the only information that will be considered for any demographic analysis of constabulary data.

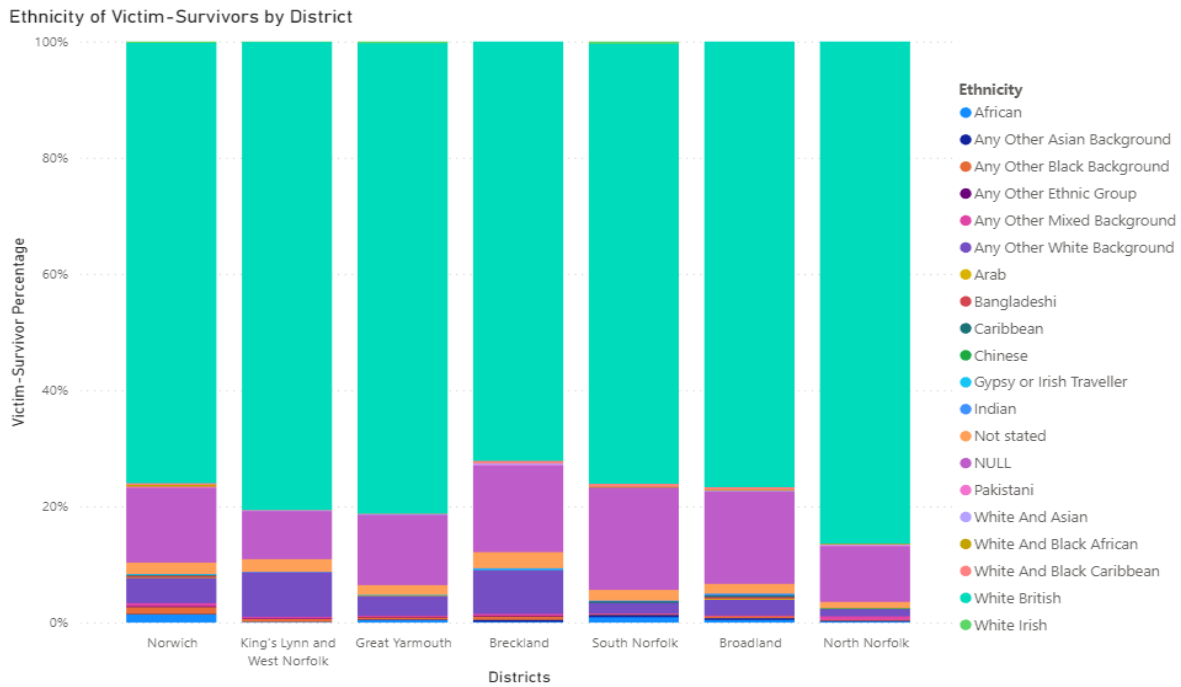
Figure 6 shows the ethnicity of victim-survivors by Norfolk district for the 2022/2023 financial year. Most victim-survivors, within all districts of Norfolk, self-identify as white British, with the second largest proportion recorded as 'any other white background'. This is not surprising given that 94.7% of the Norfolk population are white, according to 2021 census results.<sup>2</sup>

<sup>2</sup> [Population - UTLA | Norfolk | Report Builder for ArcGIS \(norfolkinsight.org.uk\)](https://norfolkinsight.org.uk/reports/population-utla-norfolk-report-builder-for-arcgis)





Figure 6: Ethnicity of victim-survivors by district, financial year 2022-23



### Domestic Homicide Reviews (DHR)

In June 2022 the Home Office published a ‘Quantitative Analysis of Domestic Homicide Reviews’<sup>3</sup>. This report analysed 108 DHRs submitted to the Home Office (October 2020-September 2021).

Of the 108 reviews there were 113 victims, of which 15 could have died because of suicide. The average age of the victim, across these reviews, was 43, while perpetrators were of an average age of 39. Most of the victims were female (77%) whilst 23% were male. Whereas perpetrators were largely male (89%); 10% of all perpetrators were female. Analysis of the relationships between victims and perpetrators revealed that the perpetrator was the partner, or ex-partner, of the victim in 68% of the cases, consequently, 32% of victims had a familial relationship with the victim.

Of the victims of the DHRs analysed, 58% had vulnerabilities with mental ill-health accounting for one third of all cases analysed. Mental ill-health was also the most common vulnerability among perpetrators (35%). In the previous Needs Assessment, it was reported that dementia was a common mental health issue for many of the perpetrators over 75 however, this Needs Assessment refresh has no further information to make a change to the original findings.

Of the DHR victims considered within the report, it is estimated that 36% of them had previously been the target of DA and approximately 55% of the perpetrators were already known to relevant agencies. The most informed agencies were the Police (44%) and

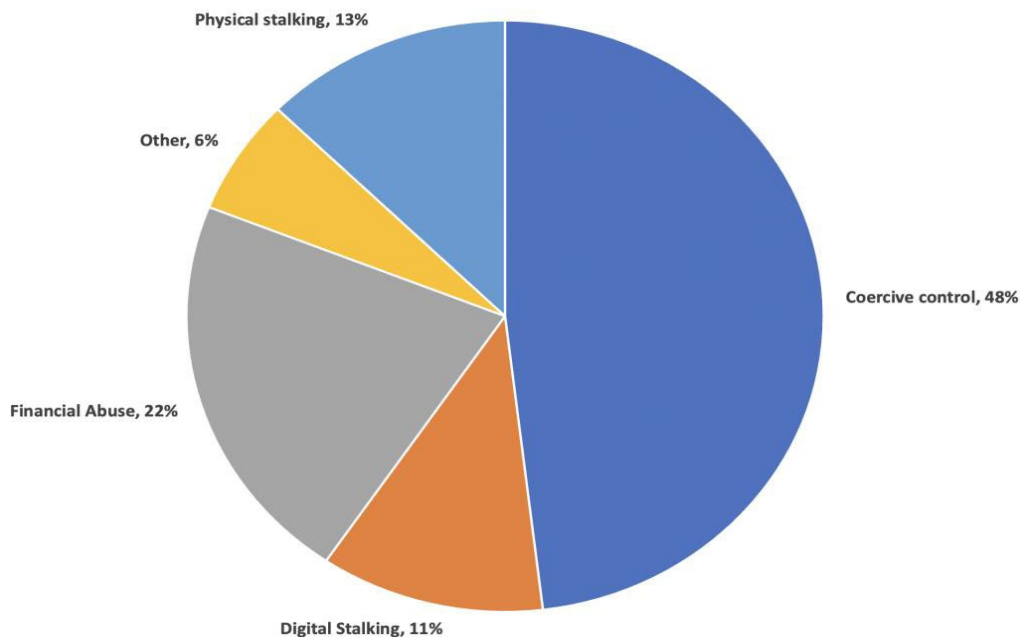
<sup>3</sup>[Analysis of domestic homicide reviews - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/107211/analysis-of-domestic-homicide-reviews.pdf)



Probation Services (18%). The proportion of perpetrators known to the Probation Service has increase since 2019-2020 by 11%. However, the proportion of perpetrators that were being managed, or supervised, by any agency had increased from 15% in 2019-2020 to 40% in 2020-2021. This, again, highlights the importance of training for agencies, and the public, to increase awareness of DA more generally, as suggested in the original Needs Assessment.

The aggravating factors experienced by victims were noted in 61% of the DHRs considered for this analysis. Figure 7 shows that almost half (48%) of all aggravating factors recorded were coercive control, with stalking (both physical and digital) accounting for almost a quarter (24%) of all recorded aggravating factors.

**Figure 7: Occurrence of aggravating factors in 108 DHRs considered nationally as part of 2020-21 analysis by the Home Office**



- Coercive control – 48%
- Digital stalking – 11%
- Physical stalking – 13%
- Physical abuse – 22%
- Other – 6%

## Multi-Agency Risk Assessment Conferences (MARAC)

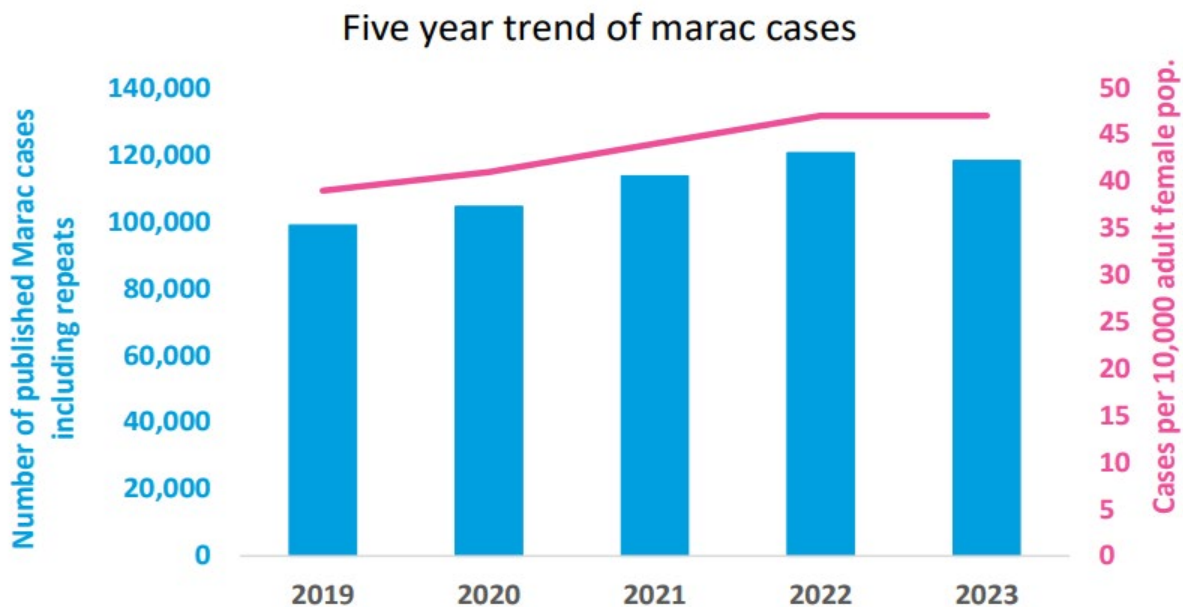
Figure 8 shows the national MARAC cases, and case rate per 10,000 adult female population, each year from 2019 to 2023. Both the number of cases, and the case rate, have continued to rise from 2019 to 2022, but cases have decreased slightly in this past year. This is summarised in the Key Findings publication<sup>4</sup>:

<sup>4</sup> April 2022 to March 2023: Key Findings, [Latest Marac National Dataset | Safelives](#).



“In the 12 months to March 2023, 286 Maracs discussed 118,140 cases (includes repeats), which is a 2% decrease from the same time period the previous year and a 27% increase compared to the same time period five years ago (2018). The total number of cases discussed per 10,000 adult women is 47, which is the same as a year ago and up from 37 five years ago (27% increase). This is above the rate of cases SafeLives expect to see (40 cases per 10,000) based on our estimate of the prevalence of high-risk domestic abuse. However, this figure is an average, with some Maracs seeing much lower and some much higher rates.”

**Figure 8: Five-year trend of MARAC cases, including repeats. Source: Latest Marac National Dataset | Safelives**



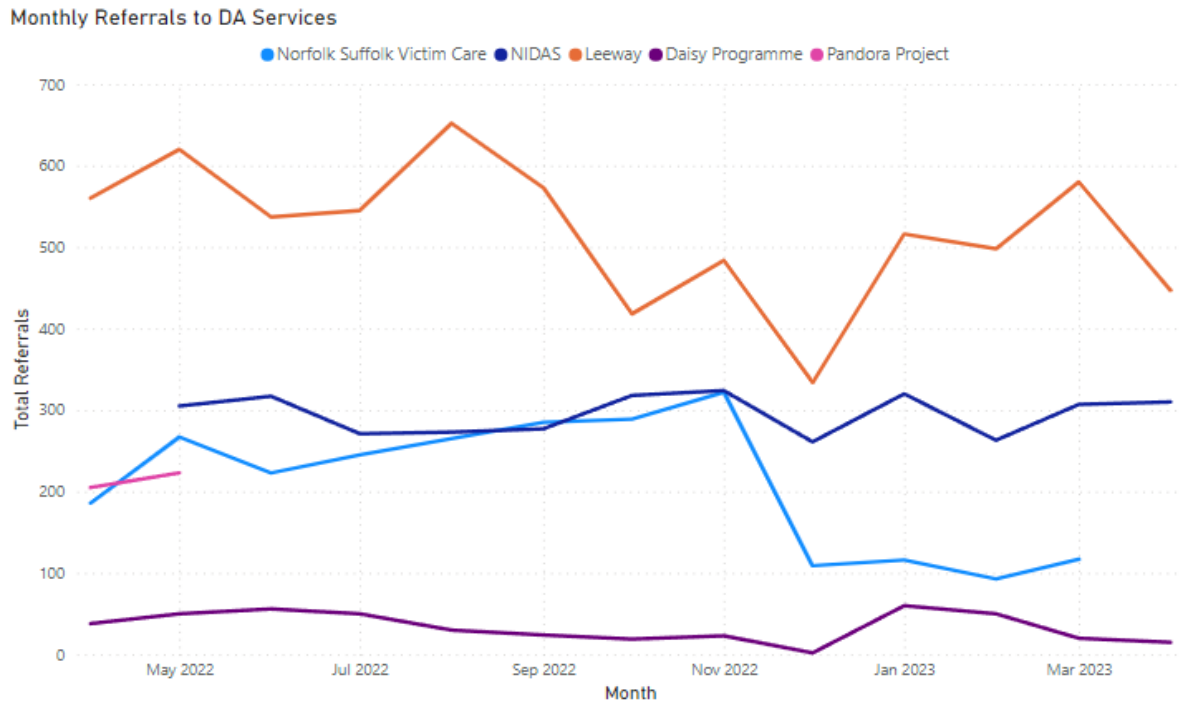
### Domestic abuse support in community and safe accommodation settings

The Office of the Police and Crime Commissioner for Norfolk (OPCCN) collect data from organisations which have services in the community. While this data is not able to explicitly inform the number of DA victim-survivors that are seeking safe accommodation, it can provide broader context by giving an indication of the numbers seeking support.

Unfortunately, the structure of the data collected by organisations providing support in the community has changed considerably since the last Needs Assessment, meaning that the referrals recorded are not directly comparable. Nevertheless, the data still gives a sense of the total number of referrals to DA services in Norfolk, as demonstrated in figure 9. While the number of monthly referrals to local DA services such as Leeway appear to be quite high, we have no more information around these referrals, and we don't have any historic data to provide any further context. Therefore, it is not possible to draw many conclusions from this data at this stage, but it does give a benchmark to work from.



**Figure 9: Total number of DA referrals to service providers in Norfolk. OPCCN, 2022-23**



Referrals to DA services as of March 2023:

- Leeway – 580
- NIDAS – 300
- Norfolk Suffolk Victim Care – 120
- Daisy Programme – 20

## Operation Encompass

Operation Encompass<sup>5</sup> is a multi-agency operation between Norfolk Children’s Services, Norfolk Constabulary and schools and colleges in the county. Police share details of all domestic incidents involving a child with members of the Children Service’s team. This information will then be shared with nominated Key Adults from the school or college who have signed up to Operation Encompass. The school or college will then decide on the most appropriate support to provide for that child<sup>6</sup>.

Operation Encompass includes all children of statutory school age, Reception to Year 13 on roll of a Norfolk school or college signed up to the scheme. Figure 10 presents the percentage of Operation Encompass notifications per district, from April 2021 to March 2023. While there has been variation in the percentage of notifications for each district, the averages show that Norwich has had the highest average percentage of notifications with 19.31% over this two-year period. North Norfolk has recorded the lowest average

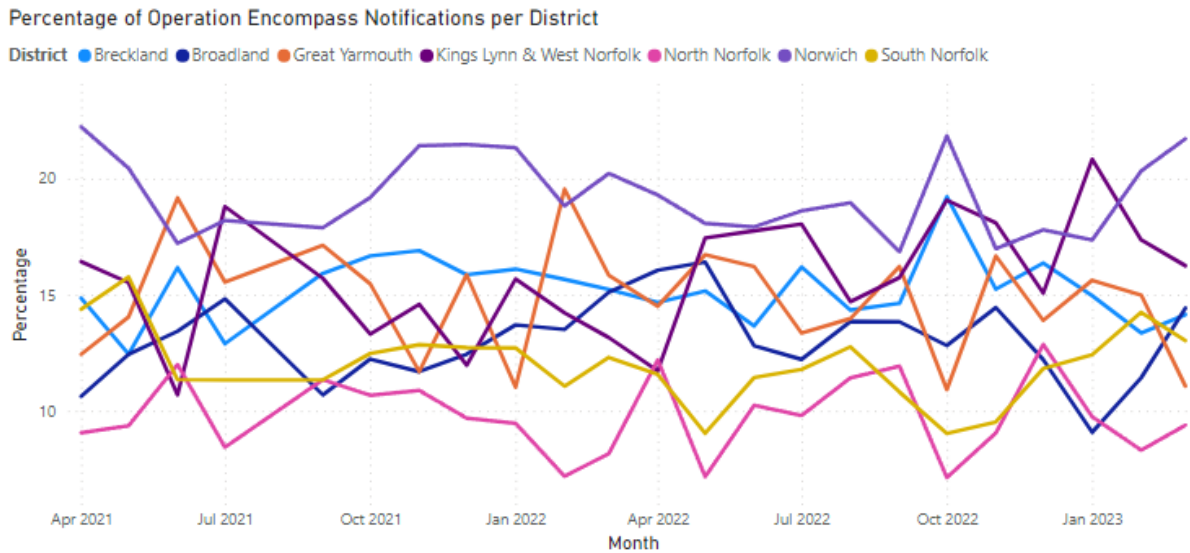
<sup>5</sup> [Norfolk Operation Encompass webpage.](#)

<sup>6</sup> [Norfolk Operation Encompass Protocol](#)



percentage with 9.80% - around 10 percentage points fewer than Norwich over the same period.

**Figure 10: Operation Encompass notifications by district**



## Housing and homelessness

Norfolk County Council commissions support for those experiencing homelessness across Norfolk in 565 bedspaces (please note there is other accommodation that is used for temporary use). Each district submits intelligence about homelessness online to the Government and this is called H-Clic. Annual H-Clic numbers are not yet published for 2022/2023, but districts are required to submit their homelessness figures quarterly to DHLUC which are published tentatively. From these numbers for 2022/2023, the total number of households owed a prevention, or relief, duty in Norfolk because of DA was 565. A breakdown of this number, by district, can be seen in Table 3.

**Table 3: Tentative H-Clic homelessness statistics for 2022-23**

District	Number of households
Breckland	176
Broadland	83
Great Yarmouth	57
King’s Lynn and West Norfolk	47
North Norfolk	45
Norwich	88
South Norfolk	69

In theory, these numbers should reflect the number of households that have been supported in temporary accommodation in the year 2022/2023 in Norfolk. However, it is important to note that the H-Clic data is de-duplicated by Case ID and not individual households. Therefore, it is expected that the numbers reported here are an overestimate



of the actual number of households supported through temporary accommodation, as a single household could have more than one Case ID.

## Safe accommodation

### National context

There has been no change in the national context since the last needs assessment, but the key findings were:

- The 2008 Council of Europe report ‘Combating violence against women: minimum standards for support services’ states that research had shown there was a need for ‘one place or family place per 7,500 of the population to 10,000 of the population’.
- Office of National Statistics (ONS) data shows that the shortfall of DA bedspaces has generally decreased for England since 2015 whilst the East of England has seen a general increase; with latest data showing 30.2% and 39.4% shortfall of refuge spaces for England and the East of England respectively.
- A report by Women’s Aid highlights that 31.8% of referrals in refuge services in 2019/20 were declined due to a lack of space or capacity to support<sup>7</sup>.
- The Domestic Abuse Housing Alliance (DAHA) highlight that “available social housing, unaffordable other forms of housing and the impact of welfare benefit changes” have disrupted the pathway from refuge into affordable housing<sup>8</sup>.
- The Women’s Aid Survivor Voice survey 2019 showed for 68% of women (38 out of 136), housing was barrier in leaving a perpetrator and cited lack of access to money to pay rent and deposits, fear of homelessness/unsafe property, landlords not accepting rent from state benefits and lack of support for local authority teams<sup>9</sup> as key reasons.

Recent findings from the Nowhere to Turn project 2021 identified the most common challenges for women seeking a refuge space included lack of support because the refuge could not accommodate those who had:

- mental health needs
- disabilities (mental and physical)
- no recourse to public funds
- ties to their local area
- and for women from ethnic minorities.

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<sup>7</sup> [The Domestic Abuse Report 2021 \(womensaid.org.uk\)](https://www.womensaid.org.uk)

<sup>8</sup> [DAH Alliance - Improving the move on pathway for survivors in refuge services](#)

<sup>9</sup> [The Domestic Abuse Report 2020: The Hidden Housing Crisis \(womensaid.org.uk\)](https://www.womensaid.org.uk)





The charity ‘ManKind initiative’ highlights that in the United Kingdom (UK), 37 organisations provide refuge/safe house accommodation with 204 bed spaces, however, only 40 are dedicated for men<sup>10</sup>.

### Refuge accommodation

Since the last needs assessment there has been little change in refuge accommodation in Norfolk, with Table 4 below showing a breakdown of the 7 refuges. These refuges provide 54 commissioned bedspaces from two providers: Orwell and Leeway. All accommodation has a high level of support for children, following a pilot of support in 6 of the units, and all are contracted until March 2026.

**Table 4: Breakdown of refuge accommodation in Norfolk, 2023**

District	Unit details	Target groups	Disability access
Breckland District Council	5 rooms in a shared house	Women and children	None
Broadland District Council	5 self-contained flats	Women and children	1 x unit has an adapted wet room but would not support a wheelchair
Borough Council of King’s Lynn and West Norfolk	6 rooms in a shared house	Women and children	None
Great Yarmouth Borough Council	12 self-contained flats	Women and children	1 x fully adapted unit
North Norfolk District Council	8 self-contained flats	Women and children	1 x unit has an adapted wet room but would not support a wheelchair
Norwich City Council	12 self-contained flats	Women and children	1 x fully adapted unit
South Norfolk District Council	6 rooms in a shared house	Women and children	Would not be able to support a wheelchair

### Dispersed accommodation

Despite there being little change in refuge accommodation in Norfolk, dispersed accommodation has increased by 30 bedspaces in the past year. This has resulted from 10 new properties in Norfolk, a breakdown of which can be seen in Table 5.

**Table 5: Breakdown of dispersed accommodation in Norfolk, 2023**

District	Unit details	Target groups	Disability access?
Norwich City Council	8 rooms in 2 x shared houses	Women and children	No wheelchair access

<sup>10</sup> [Written evidence submitted by the ManKind Initiative](#)





District	Unit details	Target groups	Disability access?
North Norfolk District Council	3 rooms in a shared house	Women and children	No wheelchair access
Borough Council of King's Lynn and West Norfolk	3 rooms in a shared house	All adults & children	Disabled access
Borough Council of King's Lynn and West Norfolk	2-bedroom bungalow	All adults and children	Ground floor access
South Norfolk District Council	2-bedroom house	All adults and children	Suited to clients with limited mobility.
South Norfolk District Council	3-bedroom house	All adults and children	No
South Norfolk District Council	3-bedroom house	All adults and children	No
South Norfolk District Council	3-bedroom house	All adults and children	No
South Norfolk District Council	3-bedroom house	All adults and children	No

As can be seen from Table 5, 11 of these bedspaces have been exclusively allocated to women, but the remaining 19 can be used by any adult and accompanying children. This creates greater flexibility and helps to address some of the concerns highlighted in the Strategy including:

- No male refuge accommodation
- Limited provision for families
- Limited provision for families with older male children
- No accommodation for high support needs eg substance misuse and/or MH, LD & PD
- No accommodation for LGBTQ+
- No accommodation and little data known in relation to the accommodation for ethnic minority groups.

While some of the units listed are contracted to March 2024, there is a view to extending these contracts to 31 March 2025 in line with the current New Burdens Funding allocation.

### **Demand for local accommodation**

Since the last Needs Assessment improvements have been made in the recording and collection of data for commissioned services. Analysis of the data shows a total of 225 victim-survivors accessed safe accommodation services with 189 new referrals being made in 2022/23. 20.6% of these new referrals came from victim-survivors that were known to have used a refuge, or safe accommodation, service previously. Table 6 is taken from the commissioning workbooks, and shows the quarterly, and total, service utilisation by refuge for 2022/23.



Table 6 shows that Norfolk refuges have seldom been at full capacity in 2022/23, with a total capacity of 94.74%. This is a decrease of 1.26 percentage points when compared to 2021/22, and below the target capacity of 95%.

**Table 6: Commissioned service utilisation by Refuge, 2022-23**

Refuge	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Year
Breckland Refuge	97.4%	95.0%	96.5%	98.7%	<b>96.9%</b>
Broadland Refuge	100.0%	97.2%	99.6%	99.1%	<b>99.0%</b>
Gt. Yarmouth Refuge	100.0%	97.5%	98.6%	95.9%	<b>98.0%</b>
KLWN (Coastal) Refuge	83.5%	94.2%	92.4%	92.0%	<b>90.5%</b>
North Norfolk Refuge	98.4%	99.9%	95.8%	98.9%	<b>98.2%</b>
Norwich Refuge	98.6%	98.5%	97.5%	100.0%	<b>98.6%</b>
South (Haven) Refuge	70.0%	66.1%	80.1%	82.8%	<b>74.7%</b>
<b>Overall quarterly total</b>	<b>94.04%</b>	<b>93.94%</b>	<b>95.07%</b>	<b>95.93%</b>	<b>94.74%</b>

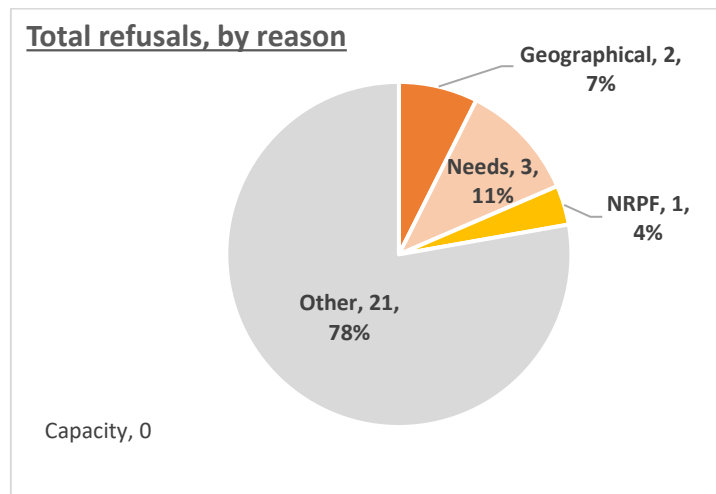
Over the same period there have been 27 declined or refused referrals. However, the majority (78%) have been classified with a reason of 'other' as shown in Figure 11; this needs further exploration with providers to find out why. Otherwise, 11% of refusals were due to unsuitable accommodation, ie the victim-survivors' needs could not be met with the accommodation offered, while 7% were refused for geographical reasons, such as "too far from support networks".

Most noticeably, there have been no referral refusals on the grounds of capacity. This is an important consideration given the rates of prevalence in Norfolk, and the fact that – despite having increased bedspaces by 30 - Norfolk still has an estimated shortfall of 8 bedspaces, according to the Council of Europe's recommendations.

Although, the lack of refusals on the grounds of capacity could be a consequence of the advertising system for safe accommodation. As it stands safe accommodation is not advertised if there is no capacity available. Therefore, the value of zero refusals on the grounds of capacity constraints is not a true reflection of the situation. This is one area of data collection that would need to be improved for a better understanding of the safe accommodation need in Norfolk to be evaluated.



**Figure 11: Total referral refusals by reason, 2022-23**



- Geographical – 2, or 7%
- Needs – 3, or 11%
- NRPF – 1, or 4%
- Other – 21, or 78%

## Local service user characteristics

Of the 225 victim-survivors that have accessed the safe accommodation services in 2022/23, including existing referrals, the vast majority of these were female, 224, with the sex of the remaining victim-survivor left unrecorded. While there is male provision available within the dispersed accommodation, the lack of male applicants is notable given the prevalence of male victim-survivors across Norfolk. In fact, it is known from district housing data that between 8.57% and 16.25% of referrals were male<sup>11</sup>. Therefore, the lack of male victim-survivors accessing safe accommodation raises questions around the advertising of safe accommodation: Are safe accommodation services being clearly advertised and recommended to male victim-survivors?

Aside from sex, the commissioning workbooks data reports that:

- 75.1% are aged between 26 and 64,
- 76.4% have no recorded disability,
- 77.3% are White British,
- 14.2% are in employment with 71.6% in receipt of universal credit,
- 6.2% are homeless.

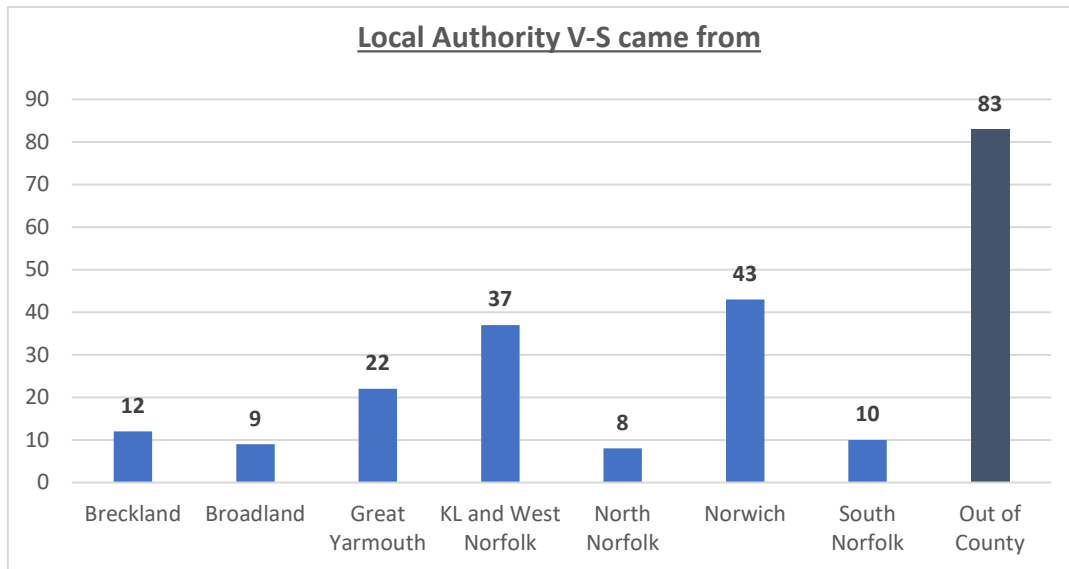
In addition to this it is recorded that 36.9% of safe accommodation referrals came from out of county, with most of those referrals coming from Suffolk, this is an increase of 9.1 percentage points on the previous year. Although, the previous year's figures could have been impacted by COVID-19 restrictions. Figure 12 shows the numbers of safe

<sup>11</sup> It is not known, however, whether these victim-survivors were seeking advice or safe accommodation.



accommodation referrals by the victim-survivors location, with the majority of in County referrals coming from Norwich.

**Figure 12: Safe accommodation referrals by victim-survivor location**



- Breckland – 12
- Broadland – 9
- Great Yarmouth – 22
- King’s Lynn and West Norfolk – 37
- North Norfolk – 8
- Norwich – 43
- South Norfolk – 10
- Out of county – 83

Moreover, figure 12 demonstrates that – aside from the out of County referrals - the areas of highest prevalence of DA related crimes and incidents produce the highest numbers of safe accommodation referrals.

Unfortunately, much like the constabulary data, there is no information collected on the sexual orientation of victim-survivors entering safe accommodation. Therefore, it is difficult to determine the number of bedspaces that may, or may not, be suitable for LGBTQ+ victim-survivors. However, 2021 census data suggests that 2.66% (24,337) of Norfolk’s population identify as LGBTQ+<sup>12</sup>; Norwich has the highest proportion in Norfolk, with 6.14% (8,845) identifying as LGBTQ+. This suggests that more versatility in safe accommodation may be required in Norwich, though further evidence is required to support this.

<sup>12</sup> [Sexual orientation \(detailed\) - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/peoplepopulationandcommunity/sexualorientationandgenderidentity)



## Temporary safe accommodation

Since the last Needs Assessment was published, commissioned support in safe accommodation is now more carefully monitored to ensure that the data required for the Delta return is correct.

In addition to this, we are now aware that the 7 districts frequently use temporary accommodation, and the following information is highlighted:

- South Norfolk and Broadland, over April 2023, had 10 females in temporary accommodation "...because dispersed accommodation was full". These victim-survivors had 9 children between them.
- King's Lynn and West Norfolk recorded 37 victim-survivors in temporary accommodation over 2022/2023. 14 of these victim-survivors had children, and 5 of the 37 were male – with no reported trans or non-binary victim-survivors.
- North Norfolk reported 25 victim-survivors in temporary accommodation from January 2023 to July 2023; 23 of these were female, 13 with children, while 2 were male.
- Breckland reported 16 victim-survivors in temporary accommodation for Q4, January to March, of 2023.

The data received from districts is at odds with the data reported within H-Clic records for the same period, which suggests there is an element of duplication. Therefore, it is regarded that the H-Clic data is the most reliable and consistent information available. For that reason, the H-Clic data has been used to estimate the need for any additional safe accommodation bedspaces across Norfolk.

One district provided us with enough information to suggest that the average length of stay for a household in temporary accommodation is 48 days. This information together with the H-Clic data suggests that 565 households were supported in temporary accommodation across Norfolk (2022/2023) which would be approximately 74 households residing in temporary accommodation at any one time in Norfolk. Given that one household is, at least, one victim-survivor, then **Norfolk would need an additional 74 bedspaces, as a minimum.**

Please note the following caveats to the above estimation of need:

- There is a risk of duplication.
- The average length of stay is only based on one of Norfolk's districts.
- The H-Clic numbers are tentative and are set to be revised in the autumn.
- H-Clic reports unique Case IDs, **not** unique households.
- There is often more than one victim-survivor in any one household.

Despite the caveats above, based on our current understanding we believe this to be our best estimate of the need for additional support in safe accommodation in Norfolk.



**Norfolk** County Council



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**Date of report: 25 October 2023**