SUBJECT: STRATEGY FOR THE PROVISION OF SUPPORT IN SAFE

ACCOMMODATION

DATE: 16 DECEMBER 2021

RECIPIENT: OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

THIS IS NOT A DECISION PAPER

SUMMARY:

The Domestic Abuse Act 2021 ("the Act") places new duties on local authorities to assess the need for accommodation-based support and prepare strategies to provide such support for survivors of domestic abuse and their children. The Council has carried out a local needs assessment to determine the level of need for support in safe accommodation in Southampton. The Strategy for the Provision of Support in Safe Accommodation ("the Strategy") sets out the actions the Council will take (working together with relevant partners) to adequately address the needs identified over the next three years. The Council is required by law to publish the Strategy before 5 January 2022.

A report to approve the Strategy for the Provision of Support in Safe Accommodation will be considered at Cabinet in December 2021. It will be recommended that Cabinet approve the Strategy and approve the delegation of authority to the Director Communities, Culture and Homes, following consultation with the Cabinet Member for Communities, Culture and Heritage, to make minor changes to the Strategy during its period of effect.

BACKGROUND and BRIEFING DETAILS:

- 1. The Council is required by s 57 of the Domestic Abuse Act 2021 to prepare and publish a strategy for the provision of support to victims of domestic abuse, or their children, resulting in them being able to reside in safe accommodation, be it their own or new accommodation.
- 2. The Strategy will facilitate the work of the Council, in partnership with the Southampton Domestic Abuse Strategic Partnership Board ("the Board"), in tackling domestic abuse in Southampton. This will be achieved through the Coordinated Community Response model (adopted by the Strategy), which shifts responsibility for safety away from individual survivors to the community and services existing to support them.
- 3. Section 57(1) of the Act provides that the Council must carry out the following functions:
 - A. assess, or make arrangements for the assessment of, the need for accommodation-based support in its area;
 - B. prepare and publish a strategy for the provision of such support in its area; and,
 - C. monitor and evaluate the effectiveness of the strategy.

- 4. In October 2020, the Council received £50k to help prepare for the duties in the Act, through which it obtained the services of specialist domestic abuse charity Stranding Together to:
 - A. carry out the needs assessment required by s 57(1)(a) of the Act; and,
 - B. prepare a draft of the Strategy.
- 5. The development of the Strategy has been informed by a review of jointly-commissioned Domestic and Sexual Abuse services, carried out by the Integrated Commissioning Unit ("ICU") between October 2020 and June 2021 ("the Domestic Violence and Sexual Abuse (DVSA) service review").
- 6. In August 2021, Cabinet approved the appointment of the Board, the purpose of which is to provide advice to the Council about the exercise of its duties under s 57 of the Act. The first meeting of the Board took place on 5 October 2021, during which:
 - The Director Communities, Culture and Homes was appointed as chairperson of the Board; and,
 - The Council consulted the Board on the draft Strategy in accordance with s 57(4)(a) of the Act.
- 7. Further to the decision to appoint the Board, in August 2021 Cabinet approved relevant delegations of authority to the Director Communities, Culture and Homes, in consultation with the Cabinet Member for Communities, Culture and Heritage. These delegations include the authority to:
 - carry out any functions required to give effect to the Strategy; and,
 - do anything considered necessary to fulfil the Council's legal obligations pursuant to the Act.
- 8. The Domestic Abuse Support (Local Authority Strategies and Annual Reports) Regulations 2021 ("the Strategy Regulations") require the Council to publish a s 57 strategy before 5 January 2022. The Strategy Regulations further require a draft s 57 strategy to be published at least 10 weeks prior to this. The Council met the latter requirement by publishing the Strategy in draft form on its public website on 11 October 2022.
- 9. Safe accommodation for the purposes of s 57 of the Act is defined by the Domestic Abuse Support (Relevant Accommodation and Housing Benefit and Universal Credit Sanctuary Schemes) (Amendment) Regulations 2021 ("the Relevant Accommodation Regulations"). It includes accommodation provided by a local housing authority, a private registered provider of social housing, or a registered charity whose objects include the provision of support to victims of domestic abuse; which is:
 - refuge accommodation;
 - specialist safe accommodation;
 - dispersed accommodation;
 - second stage accommodation;
 - part of a sanctuary scheme; or,
 - other accommodation designated by the local housing authority, private registered provider of social housing or registered charity as domestic abuse emergency accommodation.

Bed and breakfast accommodation (accommodation which is not separate and self-contained premises, and in which any one of a toilet, personal washing facilities or cooking facilities are shared by more than one household) is specifically excluded from the definition of safe accommodation.

- 10. Support within safe accommodation is described by statutory guidance as:
 - the overall management of services within safe accommodation;
 - support with the day-to-day running of the service;
 - advocacy support;
 - domestic abuse prevention advice;
 - specialist support for victims with relevant protected characteristics and with additional and/or complex needs;
 - children's support
 - housing-related support;
 - advice service; and,
 - counselling and therapy.

The list is non-exhaustive and other relevant support services can be put in pace based on victims' needs.

- 11. The Strategy identifies the following seven priorities in addressing the need for support in safe accommodation in Southampton:
 - i. Early identification, intervention and prevention.
 - ii. Survivors have access to a range of appropriate housing options and support services, which increase safety and prevent homelessness/ loss of tenure.
 - iii. The needs of children and young people (CYP) are understood and supported.
 - iv. Domestic abuse responses are survivor-led.
 - v. Effective perpetrator management.
 - vi. Develop and embed Coordinated Community Response to Domestic Abuse.

The Strategy sets out the actions the Council and its partners will take to address each priority. Performance indicators are provided, against which the success of the actions may be measured. The Council is required by s 59 of the Act to provide annual reports to the Government on its performance in giving effect to the Strategy.

- 12. The Council undertook public consultation on the Strategy in draft form between 23 September 2021 and 3 November 2021. The aims of the consultation were to:
 - A. communicate the strategic proposals clearly to residents and stakeholders;
 - B. ensure any resident, business or stakeholder who wished to comment on the proposals had the opportunity to do so, enabling them to raise any impacts the proposals may have; and,
 - C. allow participants to propose alternative suggestions for consideration which they feel could achieve the objective in a different way.
- 13. The consultation used an online questionnaire as the main route for feedback. Responses by letter and email were also accepted. The consultation was actively promoted by the Council through the Board, stakeholder groups and other relevant channels. Overall, there were 26 separate responses to the consultation. A full summary of the methodology and

results of the public consultation, produced by the Council's Data, Intelligence, and Insight Team, is appended to this report.

- 14. The Council has taken the consultation responses into account in the development of the Strategy by:
 - A. reviewing and responding to the comments made by consultees about the priorities and actions in the Strategy.
 - B. making amendments to the Strategy based on the consultation responses, where appropriate.

The Council's actions in response to the consultation have been recorded and appended to this report.

RESOURCE/POLICY/FINANCIAL/LEGAL IMPLICATIONS:

- 15. The Government has allocated £125m of New Burdens funding to local authorities to cover the cost of funding the duties which relate to the provision of support in safe accommodation. The Council's allocation for 2021/22 is £587,012 ("the 2021/22 allocation"). The Council, using delegated powers, approved the following expenditures of the 2021/22 allocation in June 2021:
 - Domestic Abuse Partnership Lead/Coordinator £65,785 (Appointed)
 - Data & Intelligence Analyst £50,122 (Appointed)
 - Lived Experience and Engagement Officer £50,122
 - DAS+ (intensive support for women victims identified with complex needs) extension to March 2022 - £35,000

Plans for spending the remaining 2021/22 allocation (£385,983) in giving effect to the Strategy are under development and will be finalised following Cabinet's consideration of the decision to approve the Strategy. Decisions to approve spending will be taken by the Director Communities, Culture and Homes in consultation with the Cabinet Member for Communities, Culture and Heritage. New Burdens funding for 2022/23 and 2023/24 is yet to be announced by the Government.

16. The Strategy impacts upon the jointly commissioned DVSA service because this service includes the provision of refuge accommodation (a type of safe accommodation within the meaning of the Accommodation Regulations). The current DVSA contracts will end in March 2022. In August 2021, the Leader of the Council, following consultation with the Joint Commissioning Board, decided to support the further procurement of DVSA services for a period of 7 years (5+2) from March 2022. The total value of the services to be procured is up to £3,340,000 ("the service value").

The Council's contribution per annum is £344,000. Because the service value was finalised through the DVSA service review before the safe accommodation needs assessment was carried out, it has been approved that the new DVSA contracts will include the potential to vary the service value by up to 45% of the Council's contribution (£154,800) to ensure needs relating to safe accommodation can be met through the DVSA service, if required. It is anticipated that any increase in the Council's contribution for this purpose would be met through the New Burdens funding.

- 17. The Strategy provides for the following actions with potential property implications:
 - A review of the suitability and capacity of existing refuge provision, with the potential to increase refuge funding by 20%.

- Exploration of the expansion of sanctuary schemes (in registered social housing)
 whereby survivors of domestic abuse are enabled to remain their own home
 through the installation of additional security to the property or its perimeter
 where they reside.
- The exploration/development of safe accommodation pathways for women with complex needs and for children and young people.
- The maintenance by the Council of its Domestic Abuse Housing Alliance accreditation.
- 18. Part 7 of the Act requires the Council to grant a new lifetime tenancy to a tenant or a member of their household when re-housing an existing lifetime social tenant or offering an existing lifetime tenant a new sole tenancy in their home if the Council is satisfied that the tenant or member of their household has been a victim of domestic abuse and the new tenancy is granted in connection with that abuse. The Council's Housing policies and strategies will be reviewed against this new requirement and amended as required.
- 19. The statutory power to undertake the proposals in this report arises from the functions set out in Part 4 of the Domestic Abuse Act 2021.
- 20. Statutory requirements relevant to those functions, include (but are not limited to) those set out in:
 - The Human Rights Act 1998.
 - The Housing Act 1996.
 - The Homelessness Act 2002.
 - The Crime and Disorder Act 1998.
- 21. In exercising its duties, the Council will pay regard to its obligations pursuant to the Equality Act 2010, in particular, the Public Sector Equality Duty set out in s 149 of that Act. A detailed Equality and Safety Impact Assessment has been carried out to support the proposals in the Strategy and appended to this report.

RISK MANAGEMENT IMPLICATIONS:

- 22. Failure to publish the Strategy before 5 January 2021 would contravene regulation 3 of the Strategy Regulations. Pursuant to s 4 of those regulations, the Council must ensure that it reviews the Strategy within the period of three years beginning with the date of its first publication, and within each three-year period thereafter.
- 23. Failure to effectively support survivors of domestic abuse and/or their children by failing to provide access to services within the scope of Part 4 of the Act and as identified in the needs assessment will result in contravention of the Act and associated legislation.

POLICY FRAMEWORK IMPLICATIONS:

24. In implementing the Strategy, the Council will act fully and wholly in accordance with relevant Policy Framework Plans, in particular the Safe City Strategy (Crime and Disorder Reduction Strategy) and the Health and Wellbeing Strategy. In accordance with its Terms of Reference, the Board reports bi-annually to the Safe City

Partnership and provides advice and support to the Health and Wellbeing Board in relation to domestic abuse.

Appendices / Supporting information:

- 1. Annex 1 Strategy for the Provision of Support in Safe Accommodation.
- 2. Annex 2 Public Consultation Summary Report.
- 3. Annex 3 Record of actions taken by the Council in response to the public consultation.
- 4. Annex 4 Equality and safety impact assessment.

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Strategy for the Provision of Support within Safe Accommodation - DRAFT

Southampton City Council

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Introduction

Domestic abuse (DA) is an incident or pattern of incidents of controlling, coercive, threatening, degrading and violent behaviour, including sexual violence. In most cases it is perpetrated by a partner or ex-partner, but the perpetrator may also be a family member or carer. DA is very common. It is frequently experienced by women and perpetrated by men. The Domestic Abuse Act 2021 (the Act) aims to transform the national response to DA by:

- preventing offending, protecting survivors and children, and ensuring they have access to support;
- placing a range of duties on statutory agencies, such as local authorities and criminal justice system agencies; and,
- requiring relevant local authorities including Southampton City Council (SCC) to establish a DA multi-agency partnership board, carry
 out a safe accommodation needs assessment and publish a strategy for the provision of accommodation-based support in their areas
 before 5 January 2022.

These duties under the Act are separate to local authority housing duties under the Housing Act 1996 and the Homelessness Act 2002. The Act does not place a requirement on authorities to provide DA survivors with accommodation.

Safe accommodation for the purposes of s 57 of the Act is defined by the Domestic Abuse Support (Relevant Accommodation and Housing Benefit and Universal Credit Sanctuary Schemes) (Amendment) Regulations 2021. It includes accommodation provided by a local housing authority, a private registered provider of social housing, or a registered charity whose objects include the provision of support to victims of domestic abuse, which is:

- refuge accommodation;
- specialist safe accommodation;
- dispersed accommodation;
- second stage accommodation;
- part of a sanctuary scheme; or,

• other accommodation designated by the local housing authority, private registered provider of social housing or registered charity as domestic abuse emergency accommodation.

Bed and breakfast accommodation (accommodation which is not separate and self-contained premises, and in which any one of a toilet, personal washing facilities or cooking facilities are shared by more than one household) is specifically excluded from the definition of safe accommodation.

SCC has been provided with funding for 2021/22 by the Department for Levelling Up, Housing and Communities (DLUHC) to carry out its duties under the Act by commissioning services to meet the need for support in safe accommodation in its area. Future years' funding has yet to be allocated by Government The recent spending Review made a commitment to 3 years funding, the level of which is still to be confirmed. SCC's executive appointed a Domestic Abuse Strategic Partnership Board (the Board) in August 2021. The Board met for the first time on 5 October 2021. SCC has undertaken a needs assessment to inform both this strategy and a forthcoming 'whole-system' strategy for tackling domestic abuse and violence against women and girls (to be published in 2022). This Strategy for the Provision of Support in Safe Accommodation will form part of the whole-system strategy.

This is SCC's first Strategy for the Provision of Support in Safe Accommodation. The strategy sets out how SCC, in partnership with members of the new Board, will explore ways to improve the offer of support in safe accommodation - to meet identified need - over a three-year period, taking into consideration any available and approved expenditure of New Burdens funding. Actions by SCC and its partners will enhance existing services, pathways and structures and improve the gathering of data and intelligence. There are opportunities to make links between Part 4 of the Act and other areas, especially those that relate to housing. There is also potential for Hampshire-wide approaches to be developed.

The adoption of the Safe Accommodation Strategy is the first stage of a review of Southampton's approach to tackling serious violence, violence against women and girls and sexual violence in all its forms. A new Domestic and Sexual Abuse Strategy, incorporating violence against women and girls will be developed in 2022 for implementation from 2022 to 2027.

Key facts and figures

2.3 million (5.5%) adults in	Women (7.3%) are more	Nationally, DA is most	75% of domestic homicides	Nationally, DA is a leading	Seeking safety harms
England and Wales	likely than men (3.6%) to	prevalent for 16-19 year	take place in the home.	cause of homelessness for	housing prospects. 53% of
experienced DA in 2019-20.	experience DA. Women are	olds (9.5%) and 20-24 year-		women.	women lost a secure
	more likely to be victims of	olds (7.4%).			tenancy after accessing
	homicide, experience high			Approximately 10% of	refuge.
	levels of fear, repeat			presentations to	
	victimisation, sexual violence and serious			Southampton Housing Needs are DA related.	
	physical harm.			Needs are DA related.	
	priysical flam.			A homelessness hostel in	
				Southampton reported that	
				90% of female residents	
				experienced DA.	
There were 3,156 victims of	Hampshire Police data	19% of Southampton's	Nationally and locally,	There is a 30% shortage of	62.5% of women in refuges
domestic flagged crime	shows 70% of DA survivors	population is 15-24,	additional barriers to	refuge spaces nationally.	had children and children
identified in Southampton	are female.	compared 12% nationally.	accessing safety are	64% of refuge referrals are	make up the majority of
in 2020/21. 27.4% of			experienced by some	declined, with lack of space	survivors in refuge.
domestic crime victims	DA services show an even	The specialist young	survivors, such as Black and	being the most common	
experienced more than 1	higher proportion of	people's DA service in	minority ethnic	reason.	Over 50% of women in
crime in the year, with	women accessing services.	Southampton received	communities, LGBT+,		Southampton refuge had
repeat victims accounting for 50.7% of domestic	Most survivors requiring safe accommodation are	1204 referrals 2018-21.	disabled, and survivors who have No Recourse to Public	66% of referrals to refuge in	children. One refuge
crimes.	female.		Funds or Multiple	Southampton are declined, with lack of space being the	supported 115 children
Cillies.	Terriale.		Disadvantage.	most common reason	(2018-21).
			Disadvantage.	(20%).	
				(==,=).	

^{*}local data sources

Successes and Challenges for the City

Successes	Challenges
There are two refuges in Southampton, one commissioned by the Southampton Integrated Commissioning Unit and the other independently funded. Both show examples of good practice, positive outcomes for survivors and risk reduction.	Current refuge provision cannot meet demand, with over 66% of referrals declined. Lack of space was the most common reason (20%). There are gaps in specialist refuge provision for survivors with protected characteristics, but there was a lack data and intelligence to properly define this need. Disabled survivors and those with No Recourse to Public Funds (NRPF) and 'complex needs' face barriers to access services. Women in employment face barriers to accessing refuge support due to high rental rates. Women with teenage sons also face barriers accessing refuges.
Sanctuary schemes provide victims of domestic violence and hate crime with a way to stay safe in their home and stop them from becoming homeless. It does this by providing improved home security. There are two sanctuary schemes in Southampton. Dove is managed by SCC Housing and is for SCC tenants. Blue Lamp Trust covers all tenure types, is Hampshire-wide and independently funded. Evidence shows that these schemes are under-utilised but required.	Survivors who are not SCC tenants may face barriers to accessing Sanctuary Schemes, especially where works are required quickly. Wait times for Blue Lamp Trust and Registered Providers to carry out works are anecdotally high and responses variable. Sanctuary is not currently offered as a homelessness prevention solution to survivors who present to the Housing Needs team and who do not have a council tenancy.
There are a range of community DA services, including: the prevention, intervention and public protection alliance (PIPPA), a dedicated helpline, Independent Domestic Violence Advocacy (IDVA) for high-risk survivors, community based early intervention and prevention support for medium risk victims including some therapeutic support. There is a dedicated 'floating support' service for women who experience multiple disadvantages. Services are overstretched but extremely committed and engaged. Staff show high levels of skill and expertise in responding to DA.	There is evidence that survivors are not being supported early enough. The burden of interventions across the city are at the high-risk / high-harm end, rather than prevention / early intervention. The 'floating support' service (which is a form of Mobile Advocacy) is not available to all survivors. Research showed lower than expected numbers of survivors with protected characteristics are accessing services. There was a lack of evidence around staff expertise and confidence in supporting these groups.

Evidence shows the importance of these services in supporting survivors to access safety.	
There are a range of SCC-managed funds that can provide financial support to survivors and evidence shows these are utilised and required.	A dedicated Flexible Fund for survivors is not available locally and some survivors are excluded from accessing existing funds.
SCC Housing is Domestic Abuse Housing Alliance (DAHA) ₈ accredited and shows examples of good practice and positive partnership working. SCC Housing frequently uses processes such as Management Transfers to increase safety for survivors. Available evidence shows examples of pathways into settled accommodation (e.g. social tenancies) from refuge and survivors retaining secure tenure. Professionals regard SCC Housing positively. There is a range of Registered Providers in Southampton, some of which are also DAHA accredited. There is a range of supported housing options in the city, including extra care, sheltered housing, supported living and hostels.	There are no reciprocal arrangements with other local authorities, meaning survivors are reliant on in-city managed transfers, which may not be safe for some. Engagement with Registered Providers / privately owned housing (POH) / private rented sectors (PRS) could be built upon further but little information about current DA responses in these settings was available. There was limited data available on pathways into settled accommodation, retention of tenure and outcomes for survivors accessing social housing or PRS in response to a homelessness intervention. Hostel settings report that a high proportion of female residents have experienced DA, and that in some cases DA is a contributory factor in them accessing hostel accommodation. There is no dedicated supported housing
	provision for women. Little information about current responses to DA in these settings was available.
There is a specialist community DA service for the Children and Young People's (CYP) service, providing a range of interventions. Both refuges provide dedicated support for CYP. There are several supported accommodation services for CYP in the city.	Little information was available on the DA-related accommodation needs of CYP, how these are currently being met and whether provision is adequate. Limited information was available about DA responses in supported accommodation settings for CYP.
Most services responded positively to data and intelligence requests, with some providing case studies and survivor experiences. Prevalence data is very robust. There are opportunities to develop local data and intelligence	Limitations in data and intelligence impacted on the ability to accurately identify barriers, gaps and provision required in the needs assessment. Some case management systems require development to capture

through new systems, such as Care Director and the appointment of a dedicated DA Data Lead post. Contributing to regional and national data is being explored.

recommended data. The ability to track journeys of survivors through accommodation was limited. There needs to be an embedded approach to survivor engagement / consultation / co-production to ensure the voice of the survivor is heard.

There are established structures in place for responding to DA locally, both strategically and operationally. The Domestic and Sexual Abuse (DSA) Strategic Group was closed down to create the new Domestic Abuse Strategic Partnership Board. A DSA Operational Group will be developed to support the new Board. The appointment of a DA Coordinator has been agreed and will be of significant benefit to the partnership. There are opportunities to develop the approach to DA through the DSA strategy refresh.

The Coordinated Community Response (CCR) 9 is not yet fully embedded locally, which impacts on the ability to respond to DA strategically and operationally and effectively coordinate the implementation of the Act, including Part Four.

Priority One: Early identification, intervention and prevention

Why is this important?

Taking a prevention and early intervention approach reduces risk and harm, preventing homicide in the most serious of cases. Survivors often struggle to access the services and support they need. This is partly due to a lack of awareness of support available. Southampton survivors stated that finding out about services and options earlier would have improved their experiences.

DA is a leading cause of homelessness for women. Abuse is not always disclosed by survivors at the point of access to homeless support. DA can lead to loss of accommodation due to complaints of anti-social behaviour, rent arrears and property damage associated with the abuse. Preventing homelessness and loss of tenure achieves better outcomes for survivors and children and saves public money. Effective intervention at the earliest possible stage reduces the risk of losing accommodation and protects security of tenure.

National data shows that 85% of survivors sought help five times in the year before they got the help they needed. 7 It is vital that local services, especially housing providers, identify DA and intervene at the earliest possible stage. DAHA accreditation provides a framework for DA good practice in housing. Specialist DA services must have the expertise and knowledge to support the diversities and complex realities of survivors.

Domestic Abuse Strategic Partnership Board – 3 year focus	When
Continue to deliver and seek to expand awareness raising campaigns about the signs of DA and where to access support. To address low representation of survivors with protected characteristics in services, targeted awareness raising campaigns will be delivered.	2022-2024
Map registered and supported housing providers' and work with them to develop shared approaches to identifying and responding to DA.	2022/23
Ensure, through contract requirements, staff working in commissioned specialist DA services (including refuge) have access to training on: housing law, Destitution Domestic Violence Concession (DDVC), the domestic violence rule in immigration law, economic abuse and home ownership and providing services to survivors with protected characteristics, such as, Black and minority ethnic communities, LGBT+, and people who are disabled or experience multiple disadvantage.	2022-2024
Work with the Office of the Police and Crime Commissioner (OPCC) and other Local Authorities in Hampshire to explore the potential to develop training that is accessible to staff working in supported housing settings and private rental sector (PRS) landlords.	2022-2024
Work with the OPCC and other local authorities in Hampshire to further explore how to enhance safeguarding conditions and standards within the PRS HMO Licensing Regulatory Schemes to include explicit requirements regarding DA.	ТВС
Explore the with the OPCC, police and other local authorities in Hampshire the potential for engagement opportunities with local Privately Owned Housing (POH) stakeholders.	2022/23
Seek to raise awareness about DA (including referral pathways) with local PRS and POH stakeholders to improve identification / interventions.	2022/23

SCC Housing will maintain DAHA Accreditation and enhance the existing DA Champions initiative via the DAHA Champions training programme. Locally / in partnership with other local authorities in Hampshire, Registered Providers / supported housing providers will be encouraged / required (e.g. in future contracts) to attain or be working towards accreditation.	
Across supported housing provision (prioritising those most likely to be working with survivors), start to map / develop current approaches to supporting DA survivors (e.g. routine enquiry, referral practices and trauma informed approaches).	2022/23

Priority Two: Survivors have access to a range of appropriate housing options and support services, which increase safety and prevent homelessness / loss of tenure

Why is this important?

Survivors should not have to choose between having to sell or move home to achieve safety. Many survivors experience secondary victimisation due to having to move or sell their property (rather than the perpetrator) and / or through losing security of tenure.

A Whole Housing Approach (WHA) provides a framework for DA and housing sectors to work together to address the immediate and longer-term housing needs of survivors. A WHA considers the complex realities and needs of diverse communities of survivors across all housing tenure types (social, private rented, privately owned and supported accommodation) to increase survivor accommodation sustainment and reduce homelessness. A properly coordinated WHA increases housing options and support for survivors. Increased options help remove barriers to safety and reduce inequalities for marginalised survivors.

Refuge is a vital and lifesaving crisis resource, but is not suitable for or accessible to all. Additional security measures (Sanctuary) at home can increase safety for some survivors, but others will be unable to remain in accommodation due to risk. It is crucial that there are other local options to complement these provisions. Many survivors will be in other forms accommodation-based services, such as supported housing, and it is vital these services are DA informed. Settled, secure housing, particularly after survivors have been required to move due to DA, is a critical need.

Community DA services play a vital role in supporting survivors to access housing options, which in Southampton have been historically very strong, and legal advice. Without effective professional pathway navigation, many survivors would be unable to access the support they need. While men and boys do experience DA, national and local data shows most survivors are female. DA responses must be underpinned by a gender-informed approach, with access to women-only services being vital. DA service commissioning should be underpinned by Government requirements. 10

Working together with neighbouring authorities enables pooling of resources and a proportionate approach to meeting needs of diverse survivors. It has the potential to provide funding opportunities for the 'by and for' sector, often at a disadvantage when tendering.

Domestic Abuse Strategic Partnership Board – 3 year focus	When	
 Review the current refuge offer of women-only services with no locality caps or restrictions and explore: the introduction of a requirement for providers to work towards WAFE 11 / Imkaan Quality Standards; 12 reviewing the suitability and capacity of existing refuge properties, within the scope of the provisions of the Act; the opportunities and funding to increase the current offer by a further 20%; and, the potential for inclusion of advocacy, therapeutic and resettlement support. 	2022-24	
New DA Coordinator to scope regional and local approaches to establishing specialist safe accommodation for survivors with protected characteristics (LGBT+, Black and minority ethnic communities etc.) as well as men and boys.	2022-24	
Explore opportunities to expand the offer of Sanctuary as part of homelessness prevention for survivors presenting at Housing Needs (e.g. offer of Sanctuary made with the purpose of enabling a survivor to remain in existing accommodation).	2022-24	
Start to map / develop pathways for additional security measures in Registered Provider stock, including waiting times and other barriers / challenges.	2022-24	

Work with Portsmouth City Council and other Local Authority partners within the region to appraise potential for a managed reciprocal arrangement with neighbouring local authorities and Registered Providers.	2022-24
Using new burdens funding to work with partners to establish a dedicated Flexible Fund, inclusive of dedicated resource pool of safety equipment such as personal safety alarms, door-bell and window alarms.	2021/22
Explore and develop safe accommodation pathways for women with complex needs experiencing DA.	2022/23
Consider extending and expanding the existing mobile advocacy pilot service (Domestic Abuse Plus Service (DAS+)) to ensure there is a sustained long-term local mobile advocacy service. Any expansion to consider the inclusion of survivors who face barriers to accessing or maintaining safe accommodation, such as men, survivors who experience multiple disadvantages or come from minority ethnic communities.	
Explore with Advice, Information and Guidance (AIG) services opportunities for survivors to have access to specialist debt / financial advice to support recovery from economic abuse and impacts on housing.	2022/23

Priority Three: The needs of children and young people (CYP) are understood and supported

Why is this important?

Southampton has a large population of CYP. Young people aged 16-24 are most likely to experience DA. Referrals to the local specialist DA CYP service are high, showing that CYP require community support in the city. Numbers of CYP (especially those 0-5) in local refuge services are high, showing that dedicated support in this setting is much needed. Local data shows that rates of DA are high in CYP known to social care, indicating that enhancing the social care response to CYP affected by DA is a priority. Education in schools on topics such as consent and healthy relationships is a vital component of an effective response to DA and professional views support this. The DA Act means that CYP are now considered to be survivors in their own right. The impact of this is not fully understood. The local DA related needs of CYP, including safe accommodation, must be fully scoped to inform future strategic planning.

Domestic Abuse Strategic Partnership Board – 3 year focus	When
Ensure commissioned refuge services continue to include specialist CYP provision and where possible explore scope to expand the offer.	2021/22
Commission a review of our High-Risk Domestic Abuse Arrangements (within the Children's MASH) and explore potential for a single, shared front door to domestic abuse support and interventions.	2021/22
Work with CAFCAS, Family Court, Children's Services and IDVA's to explore potential to create dedicated Family Court IDVA support.	2021-23
Ensure commissioned Community DA services continue to provide current levels of support for CYP and explore how additional funding can enhance the existing limited offer of specialist CYP service, including advocacy, therapeutic support and education.	2021/22
Utilise learning from internal audits of children's services and IDVA case work to improve practice. Ensure workforce is aware and understands implications of children of families experiencing domestic abuse, being assessed as victims in their own right.	2021/22
Provide perpetrator focused training to develop professional champions within our children's workforce, including health, housing and commissioned services.	2021-2022
Provide training to practitioners working with children and families to understand the high harm pathways of abuse and violence for perpetrators of domestic abuse.	2022-2023
Start to map / develop accommodation-based services and pathways in and out of services for young people, including the domestic abuse support available within services and where relevant, explore funding options to meet identified gaps.	2022/23

Priority Four: DA responses are survivor-led

Why is this important?

This strategy recognises the importance of including the voice of survivors throughout the local response to DA so their lived experience can become a catalyst for change and the voice of the specialist sector. Many practitioners in the specialist sector are survivors themselves and have built expert knowledge over time. There is a commitment to consult with survivors and to co-produce future strategies.

Domestic Abuse Strategic Partnership Board – 3 year focus	
Build on the agreement to resource a local approach to survivor engagement and inclusion, which will amplify survivor facilitate a co-production approach. To include those from minority communities and people who experience multiple disa	-

Priority Five: Effective perpetrator management

Why is this important?

Effective perpetrator management increases safety for survivors and children. It has the potential to shift the burden from survivors for achieving safety, such as leaving their accommodation (and potentially losing security of tenure in the process) to holding perpetrators accountable. Housing providers have a key role to play. They can utilise a range of legal powers and initiatives, such as the relocation of perpetrators. Perpetrator services, such as The Hampton Trust, also play a vital role in the multiagency approach to perpetrator management.

Domestic Abuse Strategic Partnership Board – 3 year focus	
Build on the existing funding committed for a small, commissioned community-based perpetrator services, and SCC internally resourced Male Engagement Worker within IDVA service to ensure there is an effective perpetrator management approach in Southampton.	2022/23

Start to map / develop perpetrator management approaches in all housing settings.	2022/23
Seek to develop / enhance the multiagency approach to perpetrator management, including housing providers, criminal justice system agencies and DA services.	2022/23

Priority Six: Improve data and intelligence

Why is this important?

Data and intelligence are vital to the commissioning cycle, understanding need and developing strategic and operational responses. Because this is the first Strategy for the Provision of Support in Safe Accommodation for Southampton, it was expected there would be data and intelligence gaps as there has been no requirement to record some metrics previously. The ability to track survivors' journeys through accommodation and capture lived experiences is crucial. There is a commitment to improve local data and intelligence for future needs assessments and strategies. There are local, regional and national opportunities to develop and share data to begin to build a comprehensive picture of safe accommodation need. By creating a regional dataset, monitored centrally, tracking survivors' journeys, outcome and unmet need becomes more robust. The power to influence central government increases. By harnessing the power of 'Big Data' on safe accommodation across the country, it will be possible to gain greater insights into patterns, trends, and associations. It will evidence the need for future funding for safe accommodation services.

Domestic Abuse Strategic Partnership Board – 3 year focus	When
Supported by a dedicated DA Data Lead, establish a partnership minimum dataset, including standardised baseline metrics for safe accommodation and Key Performance Indicators. Monitored by the Domestic Abuse Strategic Partnership Board.	2021/22
DA Coordinator and data lead to explore potential for shared case management system for internally and externally provided domestic abuse services to support single point of view, case work flow and data reporting.	2022-24
SCC Housing Management and Needs Case Management System(s) reviewed / developed to ensure relevant data can be provided.	2021/22

	/ork in partnership with other local authorities to agree approaches to regional data, agreeing shared metrics and data that can be nared.	2022-24
Н	onsider how local and regional data can contribute to national datasets. Including how existing national datasets (such as omelessness Case Level Collection 13) can be enhanced and build use of national case management systems that support national ata reporting 14.	2022-24

Priority Seven: Develop and embed Coordinated Community Response to DA

Why is this important?

DA is a complex social problem that impacts people, communities and services across our society. Agencies are often responding to one aspect of the issue and / or the same problem from different angles. The Coordinated Community Response (CCR) 9 brings statutory and voluntary agencies, including housing and homeless services providers, together to work in partnership in an integrated and coordinated manner to address DA, increase survivor safety and hold perpetrators to account. The Act presents Southampton with an opportunity to develop and embed a local CCR to support local Act implementation. The Act has direct implications for statutory agencies, including SCC. Implementation impacts on other agencies, even where specific duties are not imposed by the Act. Systems, pathways, processes and structures will be impacted. Aspects of the Act overlap and intersect with each other and a coordinated approach is required to manage impact. Development of this approach will support partners with individual duty implementation, ensure all partners understand implications of the Act and identify linkages / implications for all partners. Strategic / operational changes can be identified and responded to effectively. Risk is shared and managed and resources across the partnership are maximised. Resourcing decisions are intelligence led. The CCR will achieve wider, long-term benefits for the partnership that extend beyond the implementation of the Act, such as reductions in risk and harm, improved efficiencies and resulting cost savings. Taking a pan-Hampshire approach has the potential to achieve mutual benefit for authorities through prevention of homelessness and loss of secure tenancies. It increases regional housing options for survivors and assists authorities to meet Act duties. Coordination is shared across the region and resources are shared and used proportionately.

Domestic Abuse Strategic Partnership Board – 3 year focus	When

Undertake a refresh of the partnership shared vision and DSA wider strategy to take a gender informed approach underpinned by CCR principles. 9	2021/22
Consider whether SCC's Homelessness Prevention Strategy 15 should include specific reference to DA / the Act.	2023 (date strategy expires)
Utilising the newly appointed DA Coordinator, seek to embed coordination of DA responses across the partnership.	2021-2024
Seek effective implementation and coordination of the Whole Housing Approach (WHA), including coordination of responses to / implementation of Part Four and Seven duties. Develop pan-Hampshire approaches.	2021-2024
Develop the Domestic Abuse Strategic Partnership Board and DSA Operational Group to ensure they provide appropriate strategic / operational leadership for the partnership, including local Act implementation.	2021/22

Potential Indicators of Success		
% increase in survivors nationally, regionally or locally who report they were able to access the right support, at the right time*	% reduction in waiting times for Sanctuary (where not provided by SCC) 6 to 12 months after involvement with the service*	
% increase in survivors with protected characteristics / those underrepresented accessing services*	% increase provision to survivors by up to 20% of Sanctuary support as part of homelessness prevention*	
% decrease in risk for survivors accessing accommodation related support*	% reduction in declined referrals to refuge due to lack of space**	
	% increase in survivors supported via Managed Reciprocal*	
% increase of housing providers who are DAHA accredited % staff report increased confidence in areas of their practice as a	% Accommodation providers prioritise the maintenance of accommodation for survivors*	
result of training, improved communications and increased awareness*	% reduction in multiple moves / waiting times for settled accommodation*	
% increase in identification of DA within housing settings*	% increase in number of survivors who retain security of tenure as a result of seeking safety*	
% increase in referrals to DA services from housing settings*	% increase in the number of perpetrators engaged in services*	
	% increase in survivors successfully maintaining settled accommodation*	
	*baseline data required ** baseline data currently available from Home Group only	

How does this link to our other strategies and structures?	
Homelessness Prevention Strategy	
DSA (VAWG) Strategy	
Drugs, Alcohol and Tobacco strategy	
Youth Justice strategy	
Safe City Strategy	
Joint Health and Wellbeing strategy	
Hampshire Police DSA strategy	
Southampton City Council strategy	
Children and Young People's strategy	



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- Priorities and Action unique points and suggestions







Introduction and Methodology



Introduction



Southampton City Council undertook public consultation on a Draft Strategy for the Provision of Support within Safe Accommodation.

- The consultation took place between 23/09/2021 03/11/2021.
- The aim of this consultation was to:
 - Communicate clearly to residents and stakeholders the proposed Strategy for the Provision of Support within Safe Accommodation.
 - Ensure any resident, business or stakeholder who wished to comment on the proposals had the opportunity to do so, enabling them to raise any impacts the proposals may have.
 - Allow participants to propose alternative suggestions for consideration which they feel could achieve the objective in a different way.
- This report summarises the aims, principles, methodology and results of the public consultation. It provides a summary of the consultation responses both for the consideration of decision makers and any interested individuals and stakeholders.
- It is important to be mindful that a consultation is not a vote, it is an opportunity for stakeholders to express their views, concerns and alternatives to a proposal. This report outlines in detail the representations made during the consultation period so that decision makers can consider what has been said alongside other information.



Consultation principles



Southampton City Council is committed to consultations of the highest standard, which are meaningful and comply with *The Gunning Principles (considered to be the legal* standard for consultations):

- 1. Proposals are still at a formative stage (a final decision has not yet been made)
- 2. There is sufficient information put forward in the proposals to allow 'intelligent consideration'
- 3. There is adequate time for consideration and response
- 4. Conscientious consideration must be given to the consultation responses before a decision is made



New Conversations 2.0 LGA guide to engagement

Rules: The Gunning Principles

They were coined by Stephen Sedley QC in a court case in 1985 relating to a school closure consultation (R v London Borough of Brent ex parte Gunning). Prior to this, very little consideration had been given to the laws of consultation. Sedley defined that a consultation is only legitimate when these four principles are met:

- proposals are still at a formative stage
 A final decision has not yet been made, or predetermined, by the decision makers
- there is sufficient information to give 'intelligent consideration'
 The information provided must relate to the consultation and must be available, accessible, and easily interpretable for consultees to provide an informed response
- 3. there is adequate time for consideration and response There must be sufficient opportunity for consultees to participate in the consultation. There is no set timeframe for consultation,¹ despite the widely accepted twelve-week consultation period, as the length of time given for consultee to respond can vary depending on the subject and extent of impact of the consultation
- 4. 'conscientious consideration' must be given to the consultation responses before a decision is made Decision-makers should be able to provide evidence that they took consultation responses into account

These principles were reinforced in 2001 in the 'Coughlan Case (R v North and East Devon Health Authority ex parte Coughlan²), which involved a health authority closure and confirmed that they applied to all consultations, and then in a Supreme Court case in 2014 (R ex parte Moseley v LB Haringey³), which endorsed the legal standing of the four principles. Since then, the Gunning Principles have formed a strong legal foundation from which the legitimacy of public consultations is assessed, and are frequently referred to as a legal basis for judicial review decisions.⁴

⁴ The information used to produce this document has been taken from the Law of Consultation training course provided by The Consultation Institute





¹ In some local authorities, their local voluntary Compact agreement with the third sector may specify the length of time they are required to consult for. However in many cases, the Compact is either inactive or has been cancelled so the consultation timeframe is open to debate

² BAILII, England and Wales Court of Appeal (Civil Decision) Decisions, Accessed: 13 December 2016.

³ BAILII, United Kingdom Supreme Court, Accessed: 13 December 2016



Methodology and Promotion



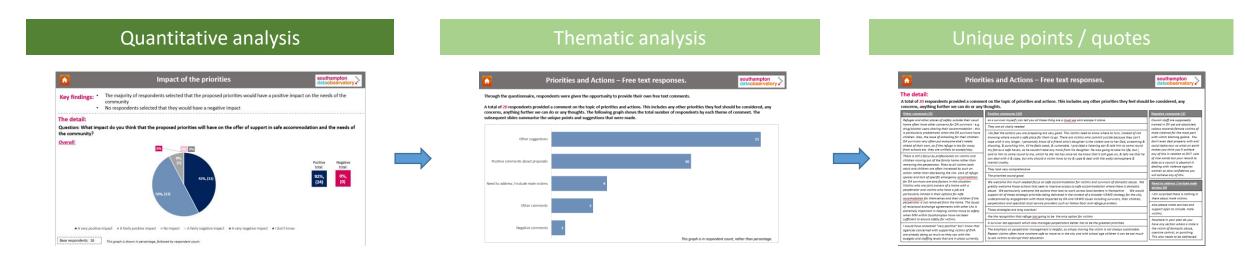
- The agreed approach for this consultation was to use an online questionnaire as the main route for feedback. Questionnaires enable an appropriate amount of explanatory and supporting information to be included in a structured questionnaire, helping to ensure respondents are aware of the background and detail of the proposals.
- Respondents could also write letters or emails to provide feedback on the proposals. Emails or letters from stakeholders that contained consultation feedback were collated and analysed as a part of the overall consultation.
- The consultation was promoted in the following ways by sending emails or letters to:
 - Stakeholder networks
 - Raised at strategic, regional and local update meetings
 - Shared across commissioning leads
 - Southampton People's Panel (a panel of over 3700 residents)
 - Published on our website
 - Available at local libraries
- All questionnaire results have been analysed and presented in graphs within this report. Respondents were given opportunities throughout the questionnaire to provide written feedback on the proposals. In addition anyone could provide feedback in letters and emails. All written responses and questionnaire comments have been read and then assigned to categories based upon similar sentiment or theme. We have also endeavoured to outline all the unique points and suggestions gathered as a part of the consultation and so there are tables of quotes or summaries of these for each theme of comment.



Interpreting this report



- It is not the purpose of this report to make recommendations. It is intended to provide an accurate and objective reflection of the feedback received as part of the consultation, which can be used by decision makers as part of the decision making process.
- For each section and proposal, the following are provided:
 - A summary of the **quantitative results** presented in chart form. This is supplied at both city level (all responses received) and by key demographic group (gender and age) to better understand any variation in opinion / sentiment. The quantitative data is useful for understanding whether there is general agreement or disagreement with a proposal / priority.
 - Qualitative analysis of free text comments. Free text comments provided by respondents have been thematically analysed throughout the questionnaire and grouped by similar sentiment or theme. These themes are presented in chart form with an indication of how frequently it was mentioned by unique individuals. Individuals may have commented on more than one theme, so could be represented more than once in a chart. This qualitative information provides a richer picture of respondent views and may identify specific issues that need to be considered or addressed.
 - A list of **unique points or quotes** within each theme. This is provides an added level of granularity and allows more in depth exploration of important themes. Again, this may identify specific issues that need to be considered or addressed.





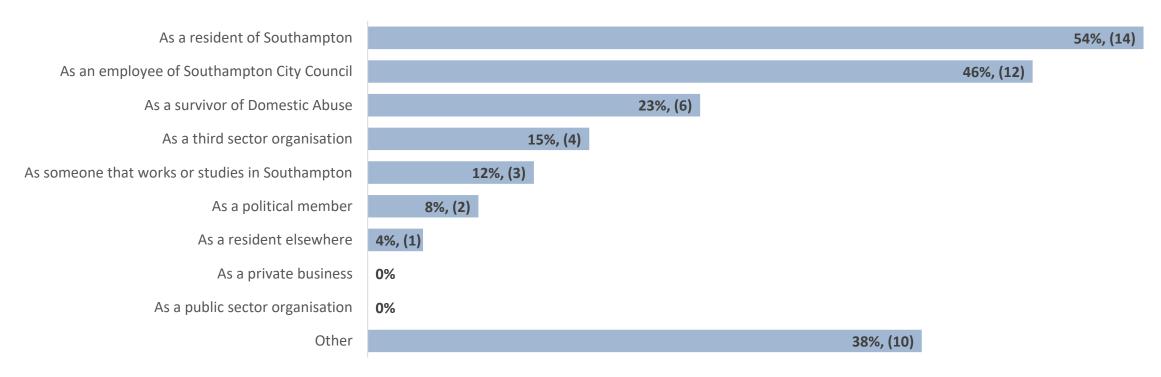
Who are the respondents?



Overall, there were 26 separate responses to the consultation. Responses came through the following routes:

	Total number of responses
Questionnaire	26
Emails / letters	0
Total	26

Respondents from the questionnaire were asked which of the following best described their interest in the consultation:





Priorities outlined as part of the provision of support within Safe Accommodation



The topic covered within the questionnaire was the priorities outlined as part of the provision of support within Safe Accommodation. As part of this, respondents were asked to provide feedback on the points of focus below. The following slides in this section detail the feedback provided.

- 1. <u>Early identification, intervention and prevention</u> (Taking a prevention and early intervention approach reduces risk and harm, preventing homicide in the most serious of cases. Survivors often struggle to access the services and support they need.)
- 2. <u>Survivors have access to a range of appropriate housing options and support services, which increase safety and prevent homelessness / loss of tenure</u> (Survivors should not have to choose between having to sell or move home to achieve safety. Many survivors experience secondary victimisation due to having to move or sell their property and / or through losing security of tenure.)
- 3. <u>The needs of children and young people (CYP) are understood and supported</u> (Southampton has a large population of CYP. Young people aged 16-24 are most likely to experience DA. Referrals to the local specialist DA CYP service are high, showing that CYP require community support in the City.)
- 4. <u>Domestic Abuse responses are survivor-led</u> (This strategy recognises the importance of including the voice of survivors throughout the local response to DA so their lived experience can become a catalyst for change and the voice of the specialist sector.)
- 5. <u>Effective perpetrator management</u> (Effective perpetrator management increases safety for survivors and children. It has the potential to shift the burden from survivors for achieving safety, such as leaving their accommodation, to holding perpetrators accountable.)
- 6. <u>Improve data and intelligence</u> (Data and intelligence are vital to the commissioning cycle, understanding need and developing strategic and operational responses.)
- 7. <u>Develop and embed Coordinated Community Response to Domestic Abuse</u> (Agencies are often responding to one aspect of the issue and / or the same problem from different angles. The Coordinated Community Response (CCR) 9 brings statutory and voluntary agencies, including housing and homeless services providers, together to work in partnership in an integrated and coordinated manner to address DA, increase survivor safety and hold perpetrators to account.)



Impact of the priorities



Negative total:

0%,

(0)

Positive

total:

92%,

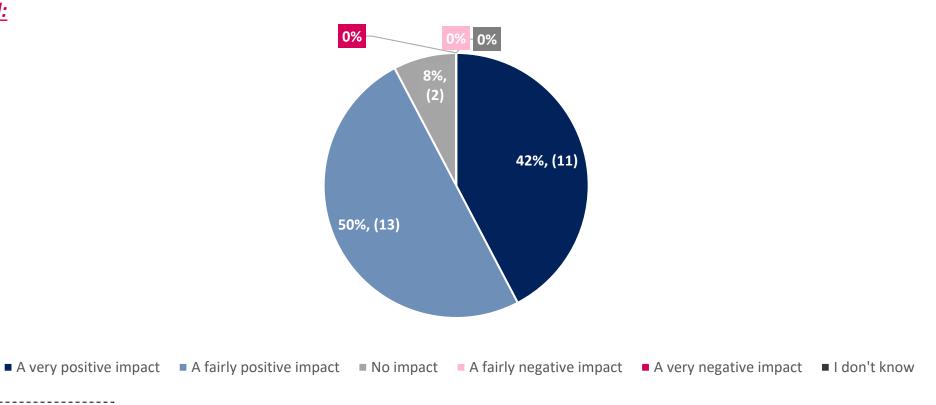
(24)

- **Key findings:**
- The majority of respondents selected that the proposed priorities would have a positive impact on the needs of the community
 - No respondents selected that they would have a negative impact

The detail:

Question: What impact do you think that the proposed priorities will have on the offer of support in safe accommodation and the needs of the community?

Overall:



Base respondents: 26

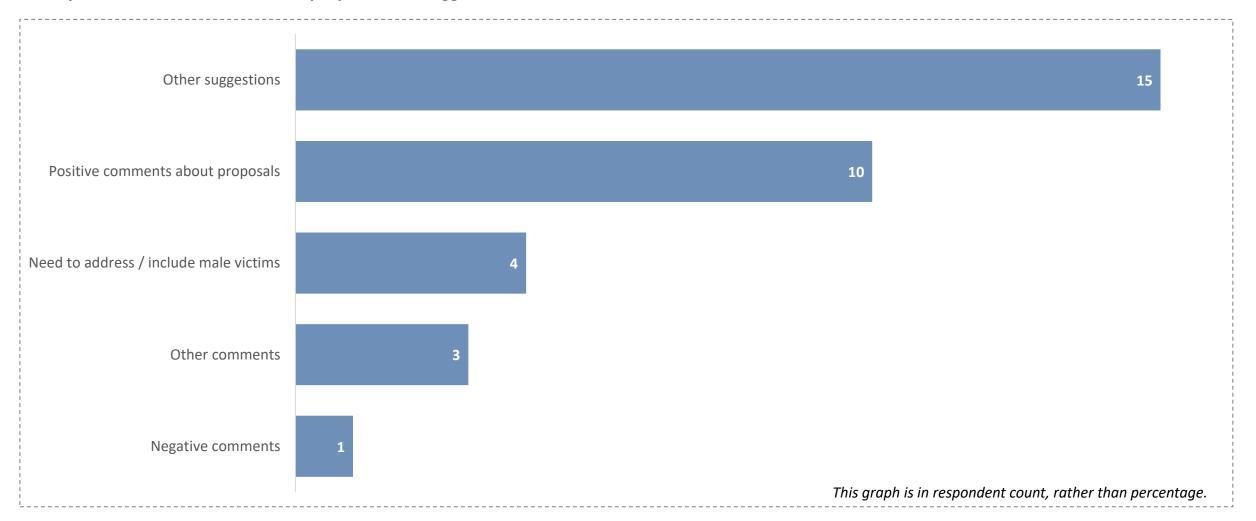


Priorities and Actions – Free text responses.



Through the questionnaire, respondents were given the opportunity to provide their own free text comments.

A total of 20 respondents provided a comment on the topic of priorities and actions. This includes any other priorities they feel should be considered, any concerns, anything further we can do or any thoughts. The following graph shows the total number of respondents by each theme of comment. The subsequent slides summarise the unique points and suggestions that were made.







The detail:

A total of 20 respondents provided a comment on the topic of priorities and actions. This includes any other priorities they feel should be considered, any concerns, anything further we can do or any thoughts.

Other comments (3)

Refuges and other places of safety outside their usual home often have other concerns for DA survivors - e.g. drug/alcohol users sharing their accommodation - this is particularly problematic when the DA survivors have children. Also, the issue of schooling for their children. DA survivors very often put everyone else's needs ahead of their own, so if the refuge is too far away from schools etc. they are unlikely to accept/stay.

There is still a focus by professionals on victims and children moving out of the family home rather than removing the perpetrator. Risks to all victims both adult and children are often increased by such an action rather than decreasing the risk. Lack of refuge spaces and lack of specific emergency accommodation for DA survivors are also factors in this situation. Victims who are joint owners of a home with a perpetrator and victims who have a job are particularly limited in their options for safe accommodation for themselves and their children if the perpetrator is not removed from the home. The issues of reciprocal exchange agreements with other LAs is extremely important in helping victims move to safety when MM within Southampton have not been sufficient to ensure safety for victims.

I would have answered "very positive" but I know that agencies concerned with supporting victims of DVA are already doing as much as they can with the budgets and staffing levels that are in place currently.

Negative comments (1)

Council staff are supposedly trained in DV yet are absolutely callous towards female victims of male violence for the most part with victim blaming galore. You don't even deal properly with anti social behaviour so what on earth makes you think you'll achieve any of this in relation to DV? Lots of nice words but your record to date as a council is abysmal in dealing with violence against women so zero confidence you will achieve any of this.

Need to address / include male victims (4)

I am surprised there is nothing in there about male victims.

also please make services and support open to include male victims.

Nowhere in your plan do you have any section where a male is the victim of domestic abuse, coercive control, or punching. This also needs to be addressed.





The detail:

A total of 20 respondents provided a comment on the topic of priorities and actions. This includes any other priorities they feel should be considered, any concerns, anything further we can do or any thoughts.

Positive comments (10)

as a survivor myself i can tell you all these thing are a must.we cant escape it alone.

They are all vitally needed

I do feel the actions you are proposing are very good. The victims need to know where to turn, instead of not knowing where would a safe place for them to go. There are victims who commit suicide because they can't cope with it any longer. I personally know of a friend who's daughter is the violent one to her Dad, screaming & shouting, & punching him, till he feels weak, & vulnerable. I provided a listening ear & told him to come round my flat as a safe haven, as he couldn't take any more from his daughter. He was going to take his life, but i said to him to come round to me, which he did. He has since let me know that it still goes on, & tells me that he can deal with it & cope, but why should a victim have to try & cope & deal with the awful atmosphere & mental cruelty.

They look very comprehensive

The priorities sound good.

We welcome this much needed focus on safe accommodation for victims and survivors of domestic abuse. We greatly welcome those actions that seek to improve access to safe accommodation where there is domestic abuse. We particularly welcome the actions that look to work across local borders in Hampshire. We would support all of these strategic priorities being delivered in the context of a broader VAWG strategy for the city, underpinned by engagement with those impacted by DA and VAWG issues including survivors, their children, perpetrators and specialist local service providers such as Yellow Door and refuge providers.

These strategies are long overdue!

like the recognition that refuge isnt going to be the only option for victims

A survivor led approach which also manages perpetrators better has to be the greatest priorities.

The emphasis on perpetrator management is helpful, as simply moving the victim is not always sustainable. Repeat victims often have nowhere safe to move to in the city and with school age children it can be too much to ask victims to disrupt their education.





The detail:

A total of 20 respondents provided a comment on the topic of priorities and actions. This includes any other priorities they feel should be considered, any concerns, anything further we can do or any thoughts.

Suggestions (15)

YOUR ACTION - Work with Portsmouth City Council and other partners within the region to appraise potential for a Managed Reciprocal arrangement with neighbouring local authorities and Registered Providers MY QUESTION - why only work with neighbouring authorities. This may not be far enough for some people.

educating survivors AND perpetrators is a key to ending cycles. this needs to be covered somehow.

People are trying to phone the national Domestic Abuse line and getting no answer, could the PIPPA line have extended hours for people to make the initial contact? space is needed for people to bring their pets.

Priority for mental health and revives and therapy should be considered. Dispersed independent accommodation with support would be very useful

The council in isolation can't achieve these goals. You also need funding which you don't have. You should also be including stalking victims as there is a lot of crossover in male behaviour between perpetrators of stalking and DV and 1 in 10 adults will be stalked at some point in their lives so it's just as incidious a crime as DV and stalkers often kill their victims too (see stats). You also need to deal with council employees shit attitudes as a matter of urgency.

There needs to be more about education - and from an early age. So developing self-confidence, understanding what is acceptable behaviour. Trying to break the cycle. Lobbying for improvements/increase in funding to police and legal systems to ensure a faster response and a higher conviction rate (why report it when nothing seems to happen?)

Survivors need ongoing contact and support to make sure they do not go back into the relationship. Can you be more specific about your policies and give examples. The policies seem rather generalised and unclea.

please consider the access to education from the CYP aged 2-18 alongside therapeutic interventions, also please consider how to keep them safe from further harm (e.g. seeing yet more age-inappropriate behaviours from the other adults in their new living arrangements, such as drug use, alcohol, anti-social behaviour etc.)

Funding is key: with the continued reductions imposed by the current government and their clear failure to understand or take responsibility for the deleterious effect of each decision made, a vital component of any strategy must be to ensure the continuing awareness raising and the publicising of statistics to aid this and maintain pressure to maintain funding beyond headline 'handouts',

We feel that this strategy would be richer and further informed if it were co produced with survivors and service users that have experience of DA and have as a result had housing needs. We recognise that this is the intention of future work as stated in Priority 4 however feel this should be an essential and underpinning element of this strategy's development rather than waiting for the future strategy. The majority of the priorities stated within this document are relevant to wider VAWG strategic work rather than solely safe accommodation and DA. This is with the exception of 2, which we suggest is the main focus of this strategy. Beneath this wider strategy we suggest that a number of specific topic strands develop such as Domestic Abuse, Sexual Violence / Abuse, Harmful Cultural Practice etc...





The detail:

A total of 20 respondents provided a comment on the topic of priorities and actions. This includes any other priorities they feel should be considered, any concerns, anything further we can do or any thoughts.

Suggestions (15)

We feel there is a need for a greater focus on actions that ensure people with protected characteristics are enabled to access local specialist services, rather than solely focussing on awareness campaign, for example increased resources in this area. This area could be developed further by engaging with specialist services and survivors with protected characteristics to identify specific needs. Actions within priority 1 should also include investment and commitment to increase prevention work in schools and reach children and young people to prevent abusive relationships, linked to direct access to support - which would link with priority 3.

There is a need to include a focus on prevention in indicators of success such as; asking people / children and young people about their increased understanding of the issues and where to seek help. We suggest that the actions are also aligned with the recently published tender documents for the DASV contract in Southampton. Many actions seem to relate to wider VAWG work rather than purely to resolve safe accommodation issues and we would welcome the development of a wider strategy in this area as stated above.

The responsibility has for far too long been put on the victim and not the perpetrator of Domestic and Sexual Violence. This definitely needs to change, perpetrators should be held to account for their behaviour and made to acknowledge the effect this has on the victim and their children.

Support for victims without recourse to public funds. Specialist training for agencies who work with victims and their children to ensure that they understand the dynamics and risks of domestic abuse to reduce victim blaming, hold perpetrators accountable and support effective safety planning.

As a front line DVA worker I am aware that there could be more and better training in DVA for social workers, I believe that this is being considered currently because unfortunately, sometimes there is still responsibility placed on the victim parent to resolve the abuse from the perpetrator. Also, as social workers are on the front line they could have more impact in relation to pt.1 of the strategy, early intervention and prevention, as could schools, helath visitors, early education settings etc. Re: Improve data and intelligence. This is complicated due to GDPR, data protection etc. These policies MUST be in place but I am aware that some professionals are so worried about information sharing and the consequence of sharing in the wrong scenario that relevant info about families, victims and perpetrators is not being shared, this info can be used to help to identify situations in which early intervention could be really key

Further partnership working with other housing authorities to enable greater housing solutions for victims would be brilliant. My concern is that the actions need to be victim led and as an authority we expect the victim to be rehoused which is in some cases adding to the trauma. Greater onus needs to be on perpetrator management.

As part of ensuring victims have access to appropriate support, it would be worth considering commissioning appropriate services for repeat victims, such as how to spot the signs and patterns of abuse. We see many repeat victims often who have been victims from different perpetrators.

APPENDIX 3 – RECORD OF ACTIONS TAKEN BY SOUTHAMPTON CITY COUNCIL IN RESPONSE TO THE PUBLIC CONSULTATION ON THE STRATEGY FOR THE PROVISION OF SUPPORT IN SAFE ACCOMMODATION.

Contents: Page
- Officer responses to issues raised by respondents to the consultation. 1

Table of amendments to the Strategy for the Provision of Support in Safe
 Accommodation in response to the public consultation.

OFFICER RESPONSES TO ISSUES RAISED BY RESPONDENTS TO THE CONSULTATION

ISSUE RAISED COMMENT

Refuges and other places of safety outside their usual home often have other concerns for DA survivors - e.g. drug/alcohol users sharing their accommodation - this is particularly problematic when the DA survivors have children. Also, the issue of schooling for their children. DA survivors very often put everyone else's needs ahead of their own, so if the refuge is too far away from schools etc. they are unlikely to accept/stay.

We agree – there will be a need to make sure that practitioners take account of these needs, when supporting victims within safe accommodation settings. This includes shared accommodation as well as members of the victim's own household.

Access to school is important and will form part of an assessment of need.

There is still a focus by professionals on victims and children moving out of the family home rather than removing the perpetrator. Risks to all victims both adult and children are often increased by such an action rather than decreasing the risk. Lack of refuge spaces and lack of specific emergency accommodation for DA survivors are also factors in this situation. Victims who are joint owners of a home with a perpetrator and victims who have a job are particularly limited in their options for safe accommodation for themselves and their children if the perpetrator is not removed from the home. The issues of reciprocal exchange agreements with other LAs is extremely important in helping victims move to safety when MM within Southampton have not been sufficient to ensure safety for victims.

We agree – we will be introducing a 'perpetrator' approach and staff will begin to be trained in understanding the 'high harm pathways to violence' for perpetrators of domestic abuse, who must be culpable for their violence.

We agree and an emphasis in the newly commissioned services, funding permitting, will be an increase in the offer of a range of safe accommodation options.

We agree that reciprocal arrangements need to be more regional, however, our starting position is to work with neighbouring LA's who will share the same challenges, including when

	victims are placed here from
	areas outside of the HIOW.
I would have answered "very positive" but I know that agencies concerned with supporting victims of DVA are already doing as much as they can with the budgets and staffing levels that are in place currently.	Noted.
Council staff are supposedly trained in DV yet are absolutely callous towards female victims of male violence for the most part with victim blaming galore. You don't even deal properly with anti social behaviour so what on earth makes you think you'll achieve any of this in relation to DV? Lots of nice words but your record to date as a council is abysmal in dealing with violence against women so zero confidence you will achieve any of this.	We agree that there is more to do to encourage staff to focus on victims needs, accounting for the abuse and harm caused by perpetrators. Not all staff are in fact trained in DV and so a refreshed training programme, focusing on the harm caused by perpetrators will be built into our approach.
I am surprised there is nothing in there about male victims.	Services and support are
also please make services and support open to include male victims.	open to male victims and the Safe Accommodation
Nowhere in your plan do you have any section where a male is the victim of domestic abuse, coercive control, or punching. This also needs to be addressed. as a survivor myself i can tell you all these thing are a must.we cant	Strategy does not exclude them. However, perpetrators of harm are in the vast majority boys and men and this is replicated with sexual assaults. Our aim is to be inclusive of all needs whilst recognising that Domestic Abuse is a gendered crime.
escape it alone.	
[the proposed actions] are all vitally needed They look very comprehensive The priorities sound good. These strategies are long overdue!	Noted.
I do feel the actions you are proposing are very good. The victims need to know where to turn, instead of not knowing where would a safe place for them to go. There are victims who commit suicide because they can't cope with it any longer. I personally know of a friend who's daughter is the violent one to her Dad, screaming & shouting, & punching him, till he feels weak, & vulnerable. I provided a listening ear & told him to come round my flat as a safe haven, as he couldn't take any more from his daughter. He was going to take his life, but i said to him to come round to me, which he did. He has since let me know that it still goes on, & tells me that he can deal with it & cope, but why should a victim have to try & cope & deal with the awful atmosphere & mental cruelty.	Noted – familial abuse and abuse directed at men and boys will be addressed through the strategy.
We welcome this much needed focus on safe accommodation for	Noted.
victims and survivors of domestic abuse. We greatly welcome	

those actions that seek to improve access to safe accommodation where there is domestic abuse. We particularly welcome the actions that look to work across local borders in Hampshire. We would support all of these strategic priorities being delivered in the context of a broader VAWG strategy for the city, underpinned by engagement with those impacted by DA and VAWG issues including survivors, their children, perpetrators and specialist local service providers such as Yellow Door and refuge providers.	
like the recognition that refuge isnt going to be the only option for victims	Noted.
A survivor led approach which also manages perpetrators better has to be the greatest priorities.	Noted.
The emphasis on perpetrator management is helpful, as simply moving the victim is not always sustainable. Repeat victims often have nowhere safe to move to in the city and with school age children it can be too much to ask victims to disrupt their education.	Noted.
YOUR ACTION - Work with Portsmouth City Council and other partners within the region to appraise potential for a Managed Reciprocal arrangement with neighbouring local authorities and Registered Providers MY QUESTION - why only work with neighbouring authorities. This may not be far enough for some people.	We do work with PCC and HCC and will work collaboratively on issues such as training and communications where we can. We agree that reciprocal arrangements need to be more regional, however, our starting position is to work with neighbouring LA's who will share the same challenges, including when victims are placed here from areas outside of the HIOW.
educating survivors AND perpetrators is a key to ending cycles. this needs to be covered somehow.	We agree – we will be introducing a 'perpetrator' approach and staff will begin to be trained in understanding the 'high harm pathways to violence' for perpetrators of domestic abuse, who must be culpable for their violence.
People are trying to phone the national Domestic Abuse line and getting no answer, could the PIPPA line have extended hours for people to make the initial contact? space is needed for people to bring their pets.	Through giving effect to the strategy we are committed to making our domestic abuse services more accessible. Our duties do not extend to pets, but we will of course try to support victims on a case-by casebasis.

Priority for mental health and revives and therapy should be considered. Dispersed independent accommodation with support would be very useful	Noted
The council in isolation can't achieve these goals. You also need funding which you don't have. You should also be including stalking victims as there is a lot of crossover in male behaviour between perpetrators of stalking and DV and 1 in 10 adults will be stalked at some point in their lives so it's just as incidious a crime as DV and stalkers often kill their victims too (see stats). You also need to deal with council employees shit attitudes as a matter of urgency.	Stalking features in our continuum of risk, as well as violence against women and girls more broadly.
There needs to be more about education - and from an early age. So developing self-confidence, understanding what is acceptable behaviour. Trying to break the cycle. Lobbying for improvements/increase in funding to police and legal systems to ensure a faster response and a higher conviction rate (why report it when nothing seems to happen?)	We have secured additional funding to role out training to schools to raise awareness of Violence Against Women and Girls and promote healthy relationships at the earliest age.
Survivors need ongoing contact and support to make sure they do not go back into the relationship. Can you be more specific about your policies and give examples. The policies seem rather generalised and unclea[r].	A range of advocacy services, such as our IDVA's provide this support and is not particular to the Safe Accommodation Strategy.
please consider the access to education from the CYP aged 2-18 alongside therapeutic interventions, also please consider how to keep them safe from further harm (e.g. seeing yet more ageinappropriate behaviours from the other adults in their new living arrangements, such as drug use, alcohol, anti-social behaviour etc.)	We have secured additional funding to roll out training to schools to raise awareness of Violence Against Women and Girls and promote healthy relationships at the earliest age.
Funding is key: with the continued reductions imposed by the current government and their clear failure to understand or take responsibility for the deleterious effect of each decision made, a vital component of any strategy must be to ensure the continuing awareness raising and the publicising of statistics to aid this and maintain pressure to maintain funding beyond headline 'handouts',	Noted – the New Burdens Funding has been confirmed for three years in the Spending Review. It will be used to support the implementation of this strategy Noted and we agree. The
We feel that this strategy would be richer and further informed if it were co produced with survivors and service users that have experience of DA and have as a result had housing needs. We recognise that this is the intention of future work as stated in Priority 4 however feel this should be an essential and underpinning element of this strategy's development rather than waiting for the future strategy. The majority of the priorities stated within this document are relevant to wider VAWG strategic work rather than solely safe accommodation and DA. This is with the exception of 2, which we suggest is the main focus of this strategy. Beneath this wider strategy we suggest that a number of	survivor voice will be reflected at our strategic board and their input to a wider and Domestic and Sexual Abuse Strategy (VAWG) will be key. It is within this strategy that the wider issues of VAWG will also be considered – a draft for consultation will be started in the new year. We

specific topic strands develop such as Domestic Abuse, Sexual Violence / Abuse, Harmful Cultural Practice etc...

are actively seeking ways to increase the survivor voice in the work we do.

We feel there is a need for a greater focus on actions that ensure people with protected characteristics are enabled to access local specialist services, rather than solely focussing on awareness campaign, for example increased resources in this area. This area could be developed further by engaging with specialist services and survivors with protected characteristics to identify specific needs. Actions within priority 1 should also include investment and commitment to increase prevention work in schools and reach children and young people to prevent abusive relationships, linked to direct access to support - which would link with priority 3.

Noted – we have resource dedicated to this issue and a number of providers do deliver services that are targeted at groups with protected characteristics.

There is a need to include a focus on prevention in indicators of success such as; asking people / children and young people about their increased understanding of the issues and where to seek help. We suggest that the actions are also aligned with the recently published tender documents for the DASV contract in Southampton. Many actions seem to relate to wider VAWG work rather than purely to resolve safe accommodation issues and we would welcome the development of a wider strategy in this area as stated above.

We have secured additional funding to roll out training to schools to raise awareness of Violence Against Women and Girls and promote healthy relationships at the earliest age. The tender document aligns to both the Safe Accommodation Strategy and a wider strategy on Domestic and Sexual (VAWG) Abuse, yet to be published

The responsibility has for far too long been put on the victim and not the perpetrator of Domestic and Sexual Violence. This definitely needs to change, perpetrators should be held to account for their behaviour and made to acknowledge the effect this has on the victim and their children.

We agree – we will be introducing a 'perpetrator' approach and SCC staff will begin to be trained in understanding the 'high harm pathways to violence' for perpetrators of domestic abuse, who must be culpable for their violence.

Support for victims without recourse to public funds. Specialist training for agencies who work with victims and their children to ensure that they understand the dynamics and risks of domestic abuse to reduce victim blaming, hold perpetrators accountable and support effective safety planning.

We agree – we will be introducing a 'perpetrator' approach and SCC staff will begin to be trained in understanding the 'high harm pathways to violence' for perpetrators of domestic abuse, who must be culpable for their violence.

Discreet funding is set aside to support victims who have NRPF. Unfortunately, this an area of UK law that at a local level we cannot

	change, but will try to influence.
As a front line DVA worker I am aware that there could be more and better training in DVA for social workers, I believe that this is being considered currently because unfortunately, sometimes there is still responsibility placed on the victim parent to resolve the abuse from the perpetrator. Also, as social workers are on the front line they could have more impact in relation to pt.1 of the strategy, early intervention and prevention, as could schools, helath visitors, early education settings etc. Re: Improve data and intelligence. This is complicated due to GDPR, data protection etc. These policies MUST be in place but I am aware that some professionals are so worried about information sharing and the consequence of sharing in the wrong scenario that relevant info about families, victims and perpetrators is not being shared, this info can be used to help to identify situations in which early intervention could be really key	We agree – we will be introducing a 'perpetrator' approach and SCC staff will begin to be trained in understanding the 'high harm pathways to violence' for perpetrators of domestic abuse, who must be culpable for their violence. We have secured additional funding to roll out training to schools to raise awareness of Violence Against Women and Girls and promote healthy relationships at the earliest age. GDPR is often cited as a barrier, but we also have s.115 of the Crime and Disorder Act 1998 that allows for information to be exchanged to prevent a crime.
Further partnership working with other housing authorities to enable greater housing solutions for victims would be brilliant. My concern is that the actions need to be victim led and as an authority we expect the victim to be rehoused which is in some cases adding to the trauma. Greater onus needs to be on perpetrator management.	Noted
As part of ensuring victims have access to appropriate support, it would be worth considering commissioning appropriate services for repeat victims, such as how to spot the signs and patterns of abuse. We see many repeat victims often who have been victims from different perpetrators.	Noted

Location	Amendment	Reason
Introduction	Added - The recent spending Review made a commitment to 3 years funding, the level of which is still to be confirmed	Update to reflect latest information.
Introduction	Added - The adoption of the Safe Accommodation Strategy is the first stage of a review of Southampton's approach to tackling serious violence, violence against women and girls and sexual violence in all its forms. A new Domestic and Sexual Abuse Strategy, incorporating violence against women and girls will be developed in 2022 for implementation from 2022 to 2027.	To clarify the role of the Strategy in the Council's wider strategic decision-making in tacking domestic and sexual abuse, serious violence and violence against women and girls
Key facts and figures	Deleted - DA accounts for approximately 14% of crime in Southampton. Bargate experiences the highest rates of DA in the city. Added - There were 3,156 victims of domestic flagged crime identified in Southampton in 2020/21. 27.4% of domestic crime victims experienced more than 1 crime in the year, with repeat victims accounting for 50.7% of domestic crimes.	Inclusion of most recent data.
Priority 2	New DA Coordinator to scope regional and local approaches to establishing specialist safe accommodation for survivors with protected characteristics (LGBT+,	To take into account feedback in the consultation that the Strategy should adequately take into account men and boys as survivors/victims of domestic abuse.

	Black and minority ethnic	
	communities etc.) as well	
	as men and boys.	
	Added – as well as men	
	and boys	
Priority 2 table	Work with Portsmouth	Clarification.
	City Council and other	
	Local Authority partners	
	within the region to	
	appraise potential for a	
	managed reciprocal	
	arrangement with	
	neighbouring local	
	authorities and	
	Registered Providers.	
	Added – Local authority	
Priority 3 table	Added - Provide training	Clarification of intended action.
	to practitioners working	
	with children and families	
	to understand the high	
	harm pathways of abuse	
	and violence for	
	perpetrators of domestic	
	abuse.	



Equality and Safety Impact Assessment

The Public Sector Equality Duty (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. The Council's Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the Council to better understand the potential impact of the budget proposals and consider mitigating action.

Name or Brief	
Description of	
Proposal	

Adoption of the Strategy for the Provision of Support in Safe Accommodation.

Brief Service Profile

As a unitary authority, the Council is responsible for commissioning domestic and sexual abuse services within its administrative area. Through its Integrated Commissioning Unit ("ICU") the Council provides 'early prevention and intervention' and refuge services ("the DVSA service"). The DVSA service is currently provided through two contracts with specialist providers. The current annual spend is £524,000, comprising £127,000 on refuge provision and £397,000 on prevention and early intervention. In addition to the Council, funding is provided by Public Health, The Office of the Police and Crime Commissioner and Southampton City Clinical Commissioning Group. In 2020/21, the DVSA service received 1739 referrals for early prevention and intervention and 556 referrals (individuals and families) for refuge. The Council is due to recommission the DVSA service to ensure the Council continues to meet its statutory obligations in relation to domestic abuse, including new duties in relation to the provision of support in safe accommodation in the Domestic Abuse Act 2021 ("the Act"). To inform the recommissioning of the DVSA service, a service review was carried out by the ICU between October 2020 and June 2021 ("the service review"). In addition to the service review, between March 2021 and August 2021 the Council carried out an assessment of the need for the provision of support in safe accommodation in Southampton, pursuant to Part 4 of the Act ("the needs assessment"). Need identified by the needs assessment will be addressed by the DVSA Service and by further actions taken by the Council (and its

partners), set out in the Council's Strategy for the Provision of Support in Safe Accommodation ("the Strategy"). In carrying the Strategy into effect, the Council is advised by the Local Domestic Abuse Strategic Partnership Board, which reports to the Safe City Board. In relation to the duties under Part 4 of the Act, the Council has been provided with New Burdens funding of £587,012 for 2021/22.

Summary of Impact and Issues

By approving and giving effect to the Strategy, the Council is seeking to address the need for the provision of support in safe accommodation in Southampton. There are two refuges in Southampton (one provided through the DVSA service and another independently). This provision does not meet demand, resulting in the decline of over 66% of referrals. The Strategy provides for consideration of whether provision can be expanded through the DVSA service. Two Sanctuary Schemes (which seek to enable survivors of domestic abuse to stay safe in their homes) operate in Southampton. The Strategy seeks to address barriers to accessing these schemes for survivors, in particular, those who are not tenants of the Council. In relation to access to services (eg advocacy and therapeutic support) in the community, the Strategy responds to evidence in the needs assessment that disproportionately low numbers of survivors with protected characteristics have accessed services by committing to improving access to diversity and inclusion training for frontline staff and to delivering targeted awareness raising. The Act provides specifically for children and young people to be supported by the Council in relation to domestic abuse. A specialist community domestic abuse service operates in Southampton for children and young people, and refuge provision includes dedicated support for this group. The Strategy provides for a range of action to improve provision for children and young people, including the commissioning of a review of the Council's High-Risk Domestic Abuse Arrangements for this group. In general, the Strategy responds to the finding of the needs assessment that limitations in the sharing of data and intelligence between the Council and relevant agencies (ie, those responsible for service delivery) is reducing the effectiveness of DVSA service and wider provision of domestic abuse support. To improve inter-agency action, the Strategy commits to the implementation of a 'Coordinated Community Response' model.

Potential Positive Impacts

The Council's actions in giving effect to the Strategy will clearly acknowledge that children of domestic abuse survivors or victims who have seen, heard, or experienced the effect of that abuse are victims in their own right. In carrying out its duties under part 4 of the Act, the Council will ensure that support is provided to any

child staying with a survivor in safe accommodation. The Council will carry out work to make domestic abuse services more accessible to people with protected characteristics and/or complex needs by:

- improving information gathering and analysis of service use;
- developing new pathways into safe accommodation;
- providing support services in safe accommodation specifically designed for survivors with protected characteristics, including but not limited to: faith services, translators and interpreters, immigration advice, interpreters for victims identifying as deaf and / or hard of hearing, and dedicated support for LGBTQ+ victims.
- · improving access to relevant training for staff;
- running targeted awareness raising campaigns;
- improving coordination with relevant regional and national initiatives/approaches;
- including access to services by people with protected characteristics as a key indicator of service performance; and,
- ensuring that survivor/victim representative(s) appointed to the Local
 Domestic Abuse Partnership Board are appropriate in ensuring the voices of
 survivors/victims with a range of protected characteristics and needs are
 heard.

Responsible	Jason Murphy
Service Manager	Stronger Communities Manager
Date	November 2021
Approved by	
Senior Manager	
Date	

Potential Negative Impacts

Impact Assessment	Details of Impact	Possible Solutions
Age	No impact.	
Disability	No impact.	

Gender	No impact.	
Reassignment		
Marriage and	No impact.	
Civil		
Partnership		
Pregnancy	No impact.	
and Maternity		
Race	No impact.	
Religion or	No impact.	
Belief		
Sex	No impact.	
Sexual	No impact.	
Orientation		
Community	No impact.	
Safety		
Poverty	No impact.	
Other	No impact.	
Significant		
Impacts		