

A Perfect Storm: The Funding Crisis Pushing the Welsh VAWDASV Sector to the Brink

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Executive Summary

There is unprecedented concern across the violence against women, domestic abuse, and sexual violence (VAWDASV) sector that numerous economic, social, and political factors are intersecting to create a 'perfect storm' which is severely hindering service delivery.

This report will explain how factors such as Covid-19, Brexit, the Cost-of-Living crisis, high service demand, and a lack of sustainable funding are impacting frontline workers and the women and children in need of specialist VAWDASV support in a way that could bring the sector into irreversible decline.

Specialist VAWDASV staff are unwavering in their commitment to support those who have suffered violence and abuse, and it is important to acknowledge the relentless physical, mental, and emotional impact that this work has on individuals in the sector.

Staff supporting adult and child survivors of VAWDASV have ensured that essential, lifesaving and life-supporting services continued during the pandemic. However, the ongoing and increasingly more desperate challenge for the sector is that organisations are hindered by lower wages relative to similar professions, insecure short-term contracts, and jobs that carry high caseloads, including out-of-hours work.

In short, the VAWDASV specialist sector was existing with extremely limited resource and stretched capacity before we take into consideration the biting impact of the sharp rise in the cost of living or the evolving cultural and political contexts of a post-Covid 19 landscape.

At a glance

Frontline services are continuing to see high service demand. Violence against women is endemic in Wales, and demand for specialist services increased during the Covid-19 pandemic. As yet, this shows no sign of falling, despite the fact that specialist funding has ceased, so frontline services are providing more with fewer resources.

Staff in specialist services are paid less for the same work as staff in the statutory sector. Pay disparity across the sector is leading to a recruitment and retention crisis. This is having a particularly profound effect on services for **children and young people.**

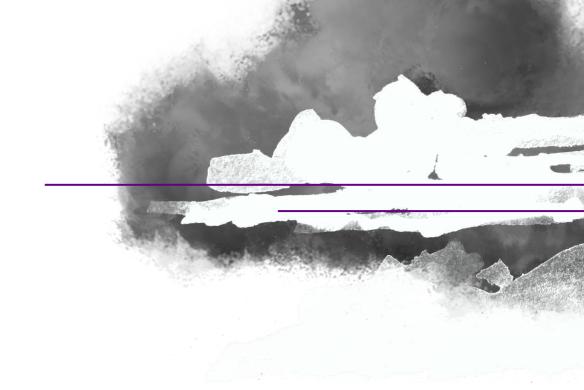
Covid-19 has exacerbated inequalities for women and minority groups. The Covid-19 pandemic had a disproportionate effect on women, and on survivors. Women are more likely to be on insecure contracts, and services are continuing to face challenges.

Women will bear the brunt of the cost-of-living crisis. In a sector that employs predominately women, the ever-increasing cost-of-living crisis will disproportionately affect frontline services and staff. Without salaries that rise with inflation, the sector will continue to haemorrhage highly qualified, specially trained staff.

Volatility in contracts and funding mean **staff turnover is high, extra resources are needed** to train new staff, and **capacity is taken away from core services**.

A combination of these factors is leading to **staff burnout**, **illness**, **and absence**, which has a high financial and emotional cost for service. Delivering a trauma-informed, needs-led service means providing consistency and stability for survivors, particularly children and young people. The expertise of specialist services is at the core of achieving our ultimate goal of ending VAWDASV in Wales. The future success of the sector is completely reliant on a clear and dedicated focus on prevention and sustainable resourcing. However, when the opportunity came to address this issue head-on as part of the recently published Welsh Government Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV) Strategy (2022- 2026), there was a distinct lack of commitment to a sustainable funding model for specialist services.

The Strategy falls short of committing to a sustainable funding model and in doing so, it fails to acknowledge the vital, central role of the specialist sector in supporting survivors and working to prevent and eliminate VAWDASV in Wales, as well as the concerning situation the sector now finds itself in.



Chapters

View from the Frontline: What do Specialist VAWDASV Services Say?	1
The 'State of the Sector'	3
Pay disparity	5
Children and Young People	6
The Impact of Covid-19	7
The Impact of the Cost-of-Living Crisis	8
Brexit Fallout	10
Case Studies	11
Solutions	14

View from the Frontline: What do specialist VAWDASV services say?

As part of our annual membership survey, we asked services to comment on the sustainability of their services under the current funding situation. We found that:

Specialist VAWDASV services and expertise are in danger of being lost, particularly for children and young people, where a continued lack of funding commitment and a postcode lottery has created a dearth of provision.

"If long term funding is not gained, we will lose all our Children's Workers"

The impermanency of funding is making staff recruitment and retention incredibly difficult, this creates a talent-drain from the sector and threatens the support provided to survivors.

"We continue to be on the treadmill of looking for continuation funding for vital projects that between them provide direct support to 100 individuals (women and children) a year"

"Where staff have moved on it has been in favour of permanent roles"

The triggering, often retraumatising nature of the work is having a huge emotional toll on those working in the sector, and trauma-informed supervision to help with this is often viewed as a 'perk' rather than a necessity by funders.

"We have brought in additional clinical supervision for our staff. The clinical supervisor has described the trauma staff experience as equal to Afghanistan war victims. This supervision is provided every 6 weeks and this costs 80 pounds an hour. One woman recently had to provide life-saving first aid. There is constantly high-risk assessments and safeguarding taking place." **Specialist VAWDASV services have implemented wellbeing initiatives** such as wellbeing hours, offering more clinical support, and resources. Even when funding is limited, specialist services have adapted and found innovative ways to keep staff morale high. However, when capacity is limited due to short-term funding alongside the stress of increasing waiting lists, service demand and caseloads, there is an urgent need to balance job satisfaction, capacity, and salary.

"For me, it's not just about wages, it's much more than that, the place, the venue, the culture is massive, how you look after your staff, how you reward them"

While adaptability of services and the implementation of wellbeing initiatives can contribute to the running of a compassionate, feminist environment, the responsibility of addressing fundamental, structural issues that dictate and restrict the parameters within which the specialist sector can function, must be led by both Local Authorities and Welsh Government.

"Over my frontline working life, I feel like I have experienced hundreds of abusers as I worked with women; listening and actively engaging with their experience, their past, present and future fears. It takes its toll, if you have empathy. This sector has bruises that don't show, and better conditions/ being allowed to feel well in your work, are vital, not just a nice extra."

The 'State of the Sector'

Continued high service demand:

Demand for specialist VAWDASV support did not ease up when the threat from the Covid-19 pandemic began to ease. Since the start of the Covid-19 pandemic in April 2020, the Live Fear Free Helpline in Wales has received 65,599 contacts (57,944 calls, 1,092 emails, 5,673 webchats, and 845 texts).

The total number of contacts for the Live Fear Free Helpline in 2021/22 was 35,536, which is an 18% increase since 2020/21, where we saw 30,063 contacts.

This shows the demand for support has been steadily increasing and shows no sign of abating at present. When funding does not match the escalating contacts to the Live Fear Free Helpline, it places additional demands on Helpline staff who are already at maximum capacity.

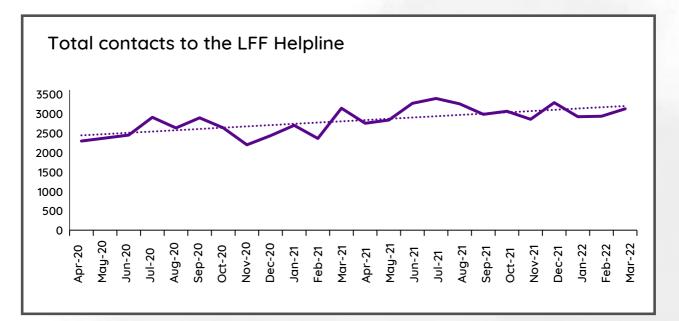


Figure I: Total contacts to the Live Fear Free helpline

Increase in Complexity of Contacts:

Welsh Women's Aid track the total number of referrals to specialist support services each quarter, as well as the total number of survivors supported each quarter.

Community-based services saw a significant increase in referrals during the early stages of the pandemic (Q1 and Q2 of 20/21). Although referral levels dropped from that peak and then levelled out, the average number of survivors being supported each quarter (6,159) is still **17.8% higher than pre-pandemic levels** (5,224) and

showing a slight upward trend. This indicates that since the pandemic, survivors are being supported for longer periods of time.

As shown below, the total number of women and children with additional support needs supported each quarter is on a significant upward trend. Combined with the slight upward trend of numbers of survivors being supported each quarter, this indicates that the survivor needs are generally becoming more complex.

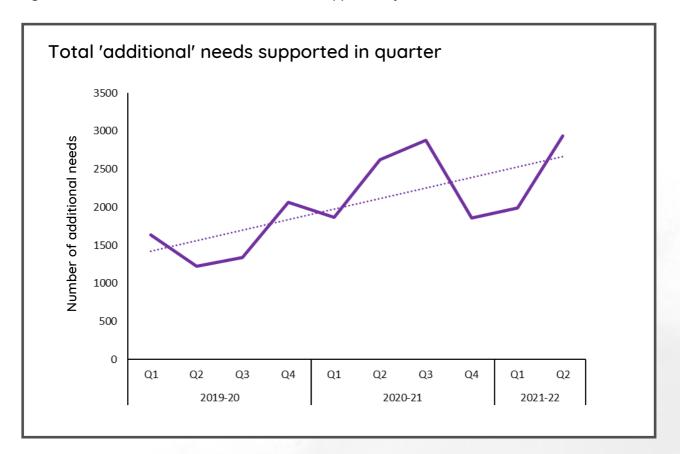


Figure II: Number of survivors' additional needs supported by member services

The increased visibility of gendered violence as a media narrative during the pandemic, coupled with high-profile national and local government campaigns on violence against women and girls led to a surge in demand on services. However, there was no strategy put in place to increase local service funds to meet the demand that these campaigns were creating. Whilst there have been additional funds available via the Home Office and Ministry of Justice, these were not across-the-board uplifts but instead short-term funding for competitively procured initiatives. The effect was that the smallest specialist services, and particularly Welsh specialist services were severely disadvantaged, adding to the postcode lottery for survivors.

Pay disparity

<u>Welsh Women's Aid's State of the Sector 2021</u>¹ report highlighted that staff retention, and an increasing 'talent-drain' is an extremely pertinent issue facing specialist services. One of the reasons for this is pay disparity between statutory and non-statutory services.

As an example, our members are currently able to offer roughly **£20,541** for a support worker role, whilst local housing associations offer between **£24,000**-**£26,000** for similar roles. Even for equivalent roles, specialist services receive significantly lower funding to cover staff wages. For instance, an Independent Sexual Violence Adviser (ISVA) in a rape crisis centre has a wage of around **£27,444** but statutory sector-run Sexual Assault Referral Centres (SARC) can offer wages of **£35,000** within the same locality.

This inequality is particularly stark in specialist children and young people roles, where an average local authority-based role working with children pays **9.1% higher** than those in the VAWDASV sector, which also requires additional specialisms and skills. The specialist sector is working within tight budget constraints and, as such, has less flexibility than other organisations and other sectors to raise wages to attract appropriate staff when necessary.

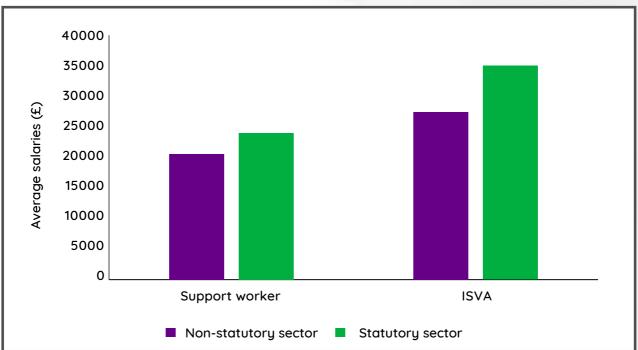


Figure III: Salary discrepancies between staff in statutory vs non-statutory sectors

1 <u>https://pdf.browsealoud.com/PDFViewer/_Desktop/viewer.aspx?file=https://pdf.browsealoud.com/</u> <u>StreamingProxy.ashx?url=https://www.welshwomensaid.org.uk/wp-content/uploads/2021/10/State-of-the-_Sector-2021-ENG-1.pdf&opts=www.welshwomensaid.org.uk#langidsrc=en-gb&locale=en-gb&dom=www.welshwomensaid.org.uk</u>

Children and Young People

There are children in Wales experiencing violence who need consistent access to high quality, needs-led, trauma-informed support.

This year, Welsh Women's Aid was commissioned to produce <u>'A Duty to Report'</u>,² a special study reviewing support for children and young people (CYP) experiencing abuse in Wales. This report found a 'postcode lottery' of access to support services, often combined with precarious year-to-year funding cycles that impact the quality and consistency of support provided. This situation has been further exacerbated by the aforementioned recruitment and retention crisis in the sector.

"Keeping the same staff member is crucial in terms of building relationships with young people and with schools" – Specialist VAWDASV Service

Other findings from the report, include:

Children and young people only make up a small percentage of people supported by VAWDASV services in Wales, despite roughly one in five children being exposed to domestic abuse. This indicates the need for increased, dedicated funding for specialist sector children and young people workers in services.

There are inconsistencies across local authorities around how funding is categorised as spent on children and young people services, suggesting this is not a priority area for many local authorities.

Less than 20% of local authorities have a specific Children and Young People's Scrutiny Committee or can point to the committee responsible for these issues.

Additional findings highlight that provision of services for children and young people in Wales is 'limited, patchy and hugely varied due in large part to unsustainable, inconsistent and in some cases total non-existence of funding towards specialist dedicated services for children and young people'.

2 <u>https://pdf.browsealoud.com/PDFViewer/ Desktop/viewer.aspx?file=https://pdf.browsealoud.com/</u> StreamingProxy.ashx?url=https://www.welshwomensaid.org.uk/wp-content/uploads/2022/06/CYP-FOI-Report-ENG-WWA.pdf&opts=www.welshwomensaid.org.uk#langidsrc=en-gb&locale=engb&dom=www.welshwomensaid.org.uk

The impact of COVID-19

The House of Commons' Women's Equality Committee³ investigation into the gendered impact of the COVID-19 pandemic found that women are more likely than men to work part-time or in voluntary employment, and women make up the majority of those on temporary and zero-hours contracts. Women are also more likely to be working in jobs paying below the National Minimum Wage. Combined, these mean that the temporary contracts necessitated by insecure funding are having a disproportionate impact on women in the sector.

In addition, although lockdown and restrictions may have ended, the impacts of the pandemic are still keenly felt in the sector, and evidence suggests that the aftermath for survivors will continue for a long time to come.

In the first quarter of 2021-22, 56% of members reported funding difficulties due to COVID. More than half (59%) of respondents at this time reported accessing COVID-specific funding. This dropped to 40% in Q2 and then 33% in Q3.

When asked about concerns going forward due to COVID-19, funding was a major theme for concern for members during Q2 and Q3, with services commenting specifically on how they would be impacted when short-term COVID funding ends but demand for services remains high.

"Whilst the funding during COVID-19 has been very much welcomed there are concerns around the sustainability of the services and the funding. We have implemented a number of new projects to address complex needs however, due to the short-term nature of the funding we are now having to source additional longer-term funding to ensure sustainability which we will not get through local government and Welsh Government short term funding."

"As the funding can be for a short period this lends itself to having freelance workers or can only offer very short-term contracts, we always are conscious that staff retention is a worry, where staff may be unsure of their continued job security."

"Whilst this funding is welcomed it does raise challenges/concerns in respect of recruitment to the roles and longer-term sustainability of this additional capacity. What happens post March 2023 especially if demand for service has increased and expectations of level of provision?"

³ https://publications.parliament.uk/pa/cm5801/cmselect/cmwomeq/385/38502.htm

At a time of increased demand on services, the Covid-19 pandemic has also severely impacted staff absence and wellbeing. Wales has the highest rate of sickness in the UK⁴ which has hindered the workforce across the sector and impacted the potential level of recruits. The emotional toil of working on the frontline during a global pandemic must not be underestimated. Losing friends and loved ones and caring for sick family members whilst working in an emotionally devastating and traumainducing environment is unsustainable and continues to be a catalyst for staff opting for careers outside of the sector.

A change in working practices because of the pandemic has also hampered recruitment efforts to plug these gaps. Potential recruits now have far more opportunity to apply for roles where they can work remotely or work from home, which can make frontline service roles seem like a less appealing prospect.

The Impact of the Cost-of-Living Crisis

The cost-of-living crisis remains a universal concern and shows no sign of abating. The Office for National Statistics Consumer Price Index Inflation data (see Figure IV) shows the cost of living is increasing at an alarming rate, and the Women's Budget Group reported that cost-of-living increases will hit the poorest hardest. Women often have lower levels of savings and wealth and are less able than men to increase their hours of paid work. This also disproportionately affects women from minoritised ethnic groups, disabled women, single parents, women with No Recourse to Public Funds (NRPF), and survivors of VAWDASV.

The cost-of-living crisis is already having a significant impact on staff in the sector. Our State of the Sector 2021⁵ report showed that the average support worker salary amongst member organisations was **£20,541**. At the current inflation rate of 8.6%, and with no pay rises as we are seeing across the sector, the current support worker will be **£1,766.53 worse off** across this year than last year. The inflation-adjusted salary would need to be **£22,307.53**.

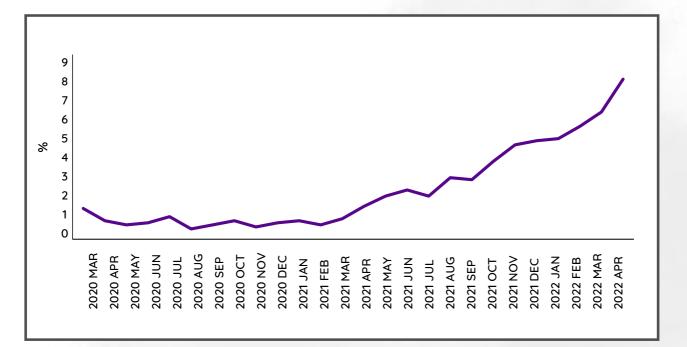
Using an average rape crisis ISVA salary of **£27,444**, at the current inflation rate of 8.6% and with no pay rises as we are seeing across the sector, the current ISVA will be **£2,360.18 worse off** across this year than last year. The inflation-adjusted salary would need to be **£29,804.18**.

4 <u>https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/labourproductivity/articles/</u> sicknessabsenceinthelabourmarket/2021#groups-with-the-highest-sickness-absence-rates – figure 4. 5 <u>https://pdf.browsealoud.com/PDFViewer/ Desktop/viewer.aspx?file=https://pdf.browsealoud.com/</u> StreamingProxy.ashx?url=https://www.welshwomensaid.org.uk/wp-content/uploads/2021/10/Stateof-the-Sector-2021-ENG-1.pdf&opts=www.welshwomensaid.org.uk#langidsrc=en-gb&locale=engb&dom=www.welshwomensaid.org.uk Where organisations run direct services, running costs are also increasing in line with inflation. Many services are funded in yearly cycles, which means current running costs do not reflect current prices of amenities such as water, gas, and electricity. Where there is disparity, services are having to shoulder the financial burden, which is placing them in financial precarity, as exemplified below:

"I don't know how we will make up the short fall. Do we turn the heating off in our refuges and in our offices where survivors come when in crisis?"

As such, there are concerns that both workers in frontline services and the services themselves are feeling the pinch of this crisis in a particularly acute manner, and that if organisations aren't provided with the resources to tackle this, we will see more staff leave the sector, and more services in financial hardship.

Figure IV: Office for National Statistics data on Consumer Price Index (CPI) inflation since the start of the COVID-19 pandemic



Fallout from Brexit

The security of the specialist sector in Wales will be under increased threat now that the UK is no longer part of the EU.

Between 2014-2020, the EU pledged £9.13 billion in Structural Funds to the UK. Wales received approximately £370 million of this Fund annually and this sum has been vital for the maintenance of women's services. However, the Shared Prosperity Fund that will act as its' replacement is £730 million less.

This is not only a serious concern for maintaining specialist VAWDASV services but also for wider community services.⁶ Added to this concern is the fact that there has been very little engagement from Local Authorities with the sector on how specific elements of this fund will be actualised. Specifically, the People and Skills element mentions skills development of women who have experienced trauma, and the Communities and Places element of the fund is likely to cover street harassment and women's safety in public spaces; two key areas that the sector can provide significant expertise on that is not being sought in a meaningful way by Local Authorities at present.

A number of schemes that funded either services or research in the sector have now come to an end and these have not been replaced. For example, 'Horizon 2020', which lasted from 2014-2020, had a budget of 80 billion Euros, 83 million of which funded projects in Wales.⁷

Similarly, the Active Inclusion Fund that was managed by WCVA until this year, but the sector can no longer access this support. We know that some members have previously had funding from this source and will be impacted by its absence this year.

6

https://business.senedd.wales/documents/s104709/EUP04%20Welsh%20Womens%20Aid%20English %20only.pdf

7 https://welshwomensaid.sharepoint.com/sites/WWA/Shared/Forms/AllItems.aspx?

id=%2Fsites%2FWWA%2FShared%2FResearch%20%26%20Resources%20NEW%20FOLDER%202019%2 FBrexit%20%2B%20Women%2F171213%2Dregional%2Dinvestment%2Dafter%2Dbrexit%2Den%2Epdf &parent=%2Fsites%2FWWA %2FShared

Case Studies

We spoke to member services to help us evidence how these issues are directly affecting delivery. Below we have presented redacted quotes which highlight the severity of the situation.

Case Study 1

"COVID-19 brought to light some of the intrinsic problems with the way in which refuges are funded. Empty rooms for extended periods of time during the pandemic [due to Covid-19 infections etc.] meant that we could not claim housing benefit for those rooms - which is normally used to cover the cost of rent, utilities, administration, etc. From refuge voids alone, we incurred a loss of over £40,000 during 2020-2021.

Additional / crisis funding that we received via our local authority during the pandemic has, thankfully, been continued for the year ahead. Our council has really stepped up and provided us with a significant uplift of just over 35% so that we can continue to meet the increased demand on our services.

However, the way in which refuge spaces are funded continues to be an issue for us, as is the short-term nature of much grant funding, and the long wait to hear the outcome of some funding applications. This leaves some projects and their staff in limbo, not knowing whether their project will be able to continue."

Case Study 2

"The pandemic has significantly undermined survivors' safety. Continued home working means survivors are at home with perpetrators constantly. Abuse is more sustained and prolonged, and we can't see this changing. As a service we are facing a huge increase in demand. Overall, we have seen a 40% increase in demand for our services, with a 73% increase in demand specifically for our IDVA service. Our waiting list for children and young people support has 180 children on it currently. Survivors who access our support are managing worsening fuel and food poverty. Equally we are increasingly supporting more survivors affected by a high level of mental illhealth. To ensure our specialist workers are equipped to meet this need we have needed to invest a lot of our COVID emergency funding in specialist

Case Study 2 continued...

training. Elsewhere, recruitment continues to be a real concern and finding suitable candidates able to take-up fixed term contracts is increasingly difficult. COVID funding has enabled us to offer new life-saving initiatives such as practical target hardening to increase the security of survivors homes, but this will end without further funding. The pandemic shone a light on domestic abuse, but we set survivors up to fail when we tell them to come forward, to seek support, but then fail to fund the services they need."

Case study 3

"Cost of living rises, particularly utilities, impacting on refuge delivery and general office costs. Commissioned services (i.e., refuge) not increasing budgets to reflect inflation, or tax/NI changes. Increased cleaning and PPE costs still in place for covid.

Anticipating that increase in utilities will result in more women unable to pay personal charges, resulting in the charity carrying the costs.

Salaries are effectively capped by commissioners with no ability to give pay rises / cost of living rises, resulting in increased staff turnover. Within our sexual violence service, there is no capacity within the funding streams for replacement cover if someone is sick. This has put intense pressure on teams picking up caseloads."

Case study 4

"Having worked in the VAWDSV sector for over 30 years, I have never known such pressure on our services with as little light at the end of the tunnel. It is unrelenting and unacceptable for both the staff team and the families we are supporting who, quite rightly, expect the best possible service. The staff team keep going due to their whole-hearted commitment to the women and children we support which is truly inspirational, but often at the cost of their own wellbeing. How can this be right?"

Case Study 5

"One of the key sources of funding our domestic abuse services across [the member service area] rely on is the Welsh Government Supporting People Grant. For this funding each year, for each of our services – including our floating support project and our refuges - we fill out incredibly detailed forms itemising to the penny and pound what they cost to run, including rent and energy bills. This year we submitted our forms showing rising energy bills and rent across all our sites, however we have been told funding will be based on last years' costs. This year this will mean around a £5000 shortfall for our floating support project and £1500 for each of our refuges. We know costs will continue to soar. I don't know how we will make up the short fall. Do we turn the heating off in our refuges and in our offices where survivors come when in crisis?"

Case Study 6

"[Sexual violence] referrals have been steadily increasing for several years before the pandemic, however the pandemic has significantly accelerated this, as well as clients presenting with more complex needs requiring additional support and resources as well as longer term therapy. Considering this and the cost-of-living crisis, we are already seeing a further increase in referrals and client needs to add to our already strained staff. Elsewhere, Children and Young People referrals have doubled in comparison to the previous year, and referral rates are still growing, as are complexity of cases. We are now regularly involved in supporting multi agency safety plans for CYP's that are considered extremely high risk; displaying violent behaviour where there is a potential threat to life (for themselves and others). This was infrequent pre-Covid but is now a regular occurrence. Safeguarding risks have also significantly increased across our adult services, resulting in more multi agency work, onward referrals and support plans. All of this is having a significant impact on the organisation and most importantly the well-being of our staff."

Solutions

The staff directly affected by this 'perfect storm' are key workers and must be supported and properly paid to ensure they can continue to carry on providing this life-saving work.

However, after years of insufficient funding, lack of prioritisation, lack of resources, and the fact that these services are 'running on empty', means further difficulties in the months to come could decimate delivery entirely.

The asks presented below are direct solutions to the issues raised throughout the report, supported by data and experiences. They require urgent, immediate action to bring the sector back from the brink.

Solution 1. Commitment to three-to-five-year funding cycles

Longer funding cycles allow for strategic planning, innovative practice, help with staff recruitment and retention, and improve outreach and access to support. The new VAWDASV Strategy from Welsh Government alludes to the problems caused by short-term funding but falls short of committing to longer-term, sustainable funding cycles as a solution. We ask that the Welsh Government reviews and rectifies this as a matter of urgency.

Solution 2. Inflation-linked funding

The cost of running a service will increase with inflation. This should be accepted and embedded as a standard part of contracts, to ensure basic amenities can consistently be covered, and not come at the expense of support.

Solution 3. Crisis response funding

Mid-cycle commissioned services who are not currently inflation-linked should be given additional financial support to address the immediate impacts of the increased cost of utilities on their finely balanced budgets. As evidenced during the pandemic, commissioners can and should provide additional funding in response to crises.

Solution 4. Provide funding contracts which enable third sector specialist services to offer parity of contracts with local authorities

Until there is parity of pay and benefits for equivalent roles, regardless of whether they are delivered by third sector services or local authorities, specialist services will continue to have high staff turnover and lose staff. Dedicating time and resource to training a staff member in their speciality only for them to take a higher-wage like-for-like role in local authority further exacerbates the situation. The current situation devalues the sector and is demoralising and reductive to those who work within it, while making attracting new staff extremely difficult.

Solution 5. Provide funding as part of contracts which can be dedicated to staff development and wellbeing

Full coverage of training costs required by national training framework, and access to trauma-informed clinical supervision should be included in the commissioning process as standard.

Solution 6. A commitment to reducing competitive tendering and promoting NQSS: value vs cost

There must be an alignment to statutory guidance where value verses cost is concerned, to prevent the 'race to the bottom' on who can provide a service for the least money. The focus should be on genuine collaboration and quality of delivery as opposed to competition.

Solution 7. Focus on evidence-based core services

Funding should not be allocated solely on how 'innovative' or 'unique' pilots and projects are. Although effective commissioning should encourage innovation through flexibility in resources and guarantee of funding cycles, commissioners should also continue to fund tried and tested, evidencedbased models of support from trusted providers.

Solution 8. Prioritise early intervention

Early intervention is increasingly deprioritised as the cost-of-living bites, even though delaying intervention leads to more complex and costly requirements. As early intervention actions are likely to be quicker and more effective, this model should be prioritised by funders and commissioners. Welsh Women's Aid Pendragon House, Caxton Place, Pentwyn, Cardiff, CF23 8XE

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