

Living Fear Free in Wales

Welsh Women's Aid's Manifesto for Senedd Election 2026





Introduction

In Wales, many violence against women, domestic abuse and sexual violence (VAWDASV) services rely on funding and cooperation from the Welsh Government. We need to see VAWDASV properly prioritised in a way that both tackles the causation of the problem but also appropriately supports survivors.

The UK Government has pledged to halve violence against women and girls. This cannot happen without the partnership of the Welsh Government. **The housing crisis** is still impacting on refuge provision. Survivors that are unable to access move on accommodation are stuck in specialist refuge, despite the Welsh Government acknowledging their need for rapid rehousing[1]. Not only does this impact on a survivor's ability to reach their maximum potential but can also mean that survivors needing emergency refuge accommodation are waiting longer and longer.

Additionally, violence against women and girls has a **health and social care impact** that equally requires the next Welsh Government to address. Without a proper healthcare approach to ending violence against women and girls, survivors will not be supported at their time of need. Healthcare professionals also have the opportunity, with proper training and support, to be able to intervene.

For a fully comprehensive end to violence against women and girls, we need **a framework that supports survivors of sexual violence and exploitation**. Many survivors of sexual violence and exploitation find themselves left out of VAWDASV strategies and policies that are meant to incorporate all forms of violence against women. The nuances around support for survivors of sexual violence can often mean that it is difficult to meet inflexible funding requirements, resulting in provision that is disproportionately underfunded.

Marginalised and diverse communities rely heavily on **the provision of by and for organisations**. These highly specialised organisations provide support in a way that is culturally sensitive, individualised and provides safe spaces for survivors who find themselves marginalised by a system that does not understand the full breadth of lived experiences.

¹ Rapid Rehousing: guidance [HTML] | GOV.WALES

We've been pleased to see more open discussion around VAWDASV. But we need to make sure that **proper and appropriate signposting** is provided when the topic is discussed, whether in factual debates, fictional depictions on the television screen or news outlets reporting on violence against women and girls. Open conversations can help bring awareness to communities, but we need to be aware that there may be survivors who need to know where to turn to as a result. Additionally, depictions of violence against women and girls can be triggering for a number of reasons. Those creating triggering content have a responsibility to ensure that signposting is provided where possible.

The Well-being of Future Generations (Wales) Act 2015 places a legal responsibility on the Welsh Government to ensure that 'current and future generations' are provided with a 'good quality of life'[2]. We cannot ensure that the interests of future generations in Wales are protected and represented without **comprehensive support for children and young people** experiencing VAWDASV.

The phrase '**cost-of-living crisis**' is only too familiar for many. But behind the phrase, are people experiencing the real effects of increasing bills, unmanageable food costs and a benefits system that taxes survivors for their right to be safe. Both survivors and services are experiencing these increases in outgoings and this needs to be addressed through increased funding across the sector.

This report, by its nature, includes an in-depth discussion of violence against women and girls, domestic abuse and sexual violence. If you or anyone you know needs support, help is available to you now. The Live Fear Free Helpline can provide confidential advice or support around domestic abuse, sexual violence or violence against women. It is available 24/7, 7 days a week. Call 0808 80 10 800, text 07860077333 or email info@livefearfreehelpline.wales. You can also access the Live Fear Free Helpline online chat by heading to: https://www.gov.wales/live-fear-free/contact-live-fear-free.

Additionally, this report also briefly handles suicide and self-harm. If you need support, the Samaritan Helpline is there for you. You can call anytime on 116 123, email jo@samaritans.org or write via freepost at 'Samaritans Letters'.

Housing and healthcare crisis

The Senedd research service itself, acknowledges that Wales "is in the midst of a housing crisis"[3]. The Welsh Government have committed to build 20,000 houses for rent between 2021 and 2026. However, Audit Wales advises that this will not be met "without significant additional spending"[4].

The availability of housing has a huge impact on the VAWDASV sector. Survivors are left waiting longer in specialist, temporary, emergency refuge provision because there is nowhere to move them on to. Concerningly, in the financial year of 23-24, 117 survivors in Wales were in refuge for longer than six months, largely due to a lack of move-on accommodation. Not only does this mean that services are prevented from supporting more survivors, but it also leaves survivors in limited circumstances, unable to fully move on from emergency refuge. Survivors who are trying desperately to secure settled and long-term accommodation are prevented from building the life that they want. Service providers believe that this 'bottleneck' is putting new victims at risk from not being able to access refuge.

This has been compounded by the Renting Homes (Wales) Act 2016. The provisions that support renters with more rights after six months, have had a detrimental effect on refuge provision. Whilst emergency refuge accommodation is treated inappropriately as rented homes, service providers are facing additional legal costs and administrative burden when it comes to moving survivors on. This has made it more difficult to manage the safety of survivors within refuge. Whilst Welsh Women's Aid has engaged with the Welsh Government on the possibility of providing an exemption to emergency refuge accommodation, progress is slow.

In our last State of the Sector report[5], we found that 88% of our members who provide emergency accommodation, felt that the housing crisis was impacting on the support available to survivors. This can be for a variety of factors, including increasingly high rental markets, challenges within the local authority and ever-growing waiting lists. Until these systematic barriers can be addressed, emergency refuge providers will continue to be squeezed beyond capacity, survivors will not be able to secure their needs and families across Wales will be failed.

Wales also needs to ensure that it is a place free from sexual exploitation. Homelessness and housing insecurity are factors which are leading to women being exploited by 'sex for rent' arrangements or face life for them and their children on the streets. Research conducted estimated that 200,043 women across the UK and Northern Ireland are victims of 'sex for rent'[6]. The current housing crisis means that women are at increased risk of being exploited. In the financial year 2022/23, at least 53% of survivors who accessed dedicated sexual exploitation services in Wales required additional support associated with housing. For women exchanging sex on the streets, the 'housing' in question can often be simply a sofa or bed to sleep on for the night. Survivors supported by specialist services in

³ Wales's housing crisis: the role of social housing supply

^{4 20,000} social homes target will not be met without significant additional spending | Audit Wales

⁵ State of the Sector 2023-24- ENG

^{6 &}lt;u>Predatory-behaviour-in-the-Private-Rental-Sector-October-2022-1.pdf</u>

Wales have highlighted that exchanging sex for somewhere to sleep was a key factor in their initial exploitation. A lack of appropriate, safe housing for these survivors is keeping women in Wales trapped in cycles of exploitation and abuse.

Survivors of No Recourse to Public Funds face a particular patchwork of provision, with local authorities offering a wide variance of support from no support at all to ensuring safe housing is found. Welsh Women's Aid has raised the right to safe and adequate housing for survivors with No Recourse to Public Funds on a number of occasions and found that a lack of understanding of the Social Services and Wellbeing Act is contributing to Local Authorities failing to meet their duties to many survivors. A safe place to live is a basic human right and for VAWDASV survivors it is a critical foundation for trauma recovery.

To truly end violence against women and girls, we must look at sectors outside of the VAWDASV space. Many organisations are key to preventing VAWDASV in Wales but one key approach we must acknowledge is a healthcare one.

The NHS Wales Women's Health Plan 2025-2035[7] lists violence against women domestic abuse and sexual violence as a key priority. It states, "violence against women and girls poses severe health risks and long-term psychological consequences and relates to themes such as gender-based discrimination, mental health services, and the need for comprehensive support systems and legal protections". Professionals within the healthcare system hold a key role in supporting survivors. Many survivors attend medical appointments that can be opportunities to intervene in problematic and dangerous situations. They can also be a safe space where a survivor may disclose instances of abuse, violence and exploitation.

When medical professionals are trained properly through programmes like Ask and Act and Trusted Professionals[8], they are provided with the tools to give them the best chance in supporting any survivor that seeks support. Ask and Act also recognises that survivors will often not be in a place to be able to be the ones to begin the conversation.

Additionally, violence against women and girls has a healthcare consequence. Shockingly, research from the University of Warwick shows that mortality from all causes increases by 44% for women who have experienced domestic abuse[9]. 94% of rape or sexual assault survivors develop post-traumatic stress disorder and women who have been raped are 13 times more likely to try and take their own life[10]. There are many more healthcare consequences that survivors are left facing.

Looking forward...

We hope that the next Welsh Government continues to reform and increase the housing provision and goes even further to create a trauma informed system that leaves no survivor destitute or forced into staying in dangerous situations due to a lack of safe and stable accommodation.

- 7 <u>The Women's Health Plan for Wales NHS Wales Performance and Improvement</u>
- 8 Training & qualifications : Welsh Women's Aid
- 9 Mortality from all causes over 40% higher in female domestic abuse survivors
- 10 Women's Suicide Prevention Hub Sexual violence Grassroots Suicide Prevention

We are asking for the next Welsh Government to:

- Provide an immediate exemption for Refuge under the Renting Homes (Wales) Act.
- Develop expert led guidance for the Local Authorities to address responsibilities of the safe and adequate housing of survivors with No Recourse to Public Funds.
- Provide everyone in Wales with the right to a safe, suitable, affordable home.
- Continue to prioritise violence against women and girls within healthcare and housing settings.
- Provide Ask and Act training for all patient facing roles to be delivered in partnership with specialist VAWDASV services and monitor yearly.

A framework that supports victims of sexual violence and exploitation

Survivors of sexual violence are far more likely to face longer wait times from charge to completion in court when compared to other crimes. Survivors involved in adult rape cases wait on average 393 days, a 50% increase when compared to all crimes[11]. Whilst the criminal justice system sits within the competency of the UK Government, the Welsh Government has an important role to play. It is vital that survivors are able to access support at every stage, whether they choose to engage with the justice system or not[12].

Those receiving support for sexual violence and exploitation face barriers when it comes to secure funding. We often hear the words 'journey' and 'healing' when it comes to survivors, but quite often, the 'journey' is not as linear as commissioners expect. Outcomes can vary and timelines change. There can be additional delays in accessing support due to misplaced feelings of shame[13] and a system that can treat survivors like they are the ones on trial. Support for survivors of sexual violence needs to be sustainable and person-centred. Specialist support services require flexible funding which allows them to spend time building trusted relationships with survivors and provide ongoing holistic support throughout their journey, in order to foster real long term trauma recovery. The next Welsh Government needs to ensure that the commissioning structure is reshaped in order to develop long-term flexible funding which can be adapted to the needs of individual survivors and their experiences. This will ensure that every survivor across Wales can access high quality, trauma informed support over the current postcode lottery. This will also help to release the pressure on the over-burdened and over-stretched health, social care and policing services who are constantly called to people in crisis who have not received the longevity of support needed to stabilise and recover after their traumatic experiences.

¹¹ https://lordslibrary.parliament.uk/rape-levels-of-prosecutions

¹² Although a choice to engage with the justice system does unfortunately not guarantee justice will be properly accessed. For more about this, Rape Crisis' Breaking Point report talks of the re-traumatisation of rape and sexual abuse survivors in the Crown Courts backlog, https://rcew.fra1.cdn.digitaloceanspaces.com/media/documents/RCEW - Breaking Point report - March 2023 E4ugKBL.pdf

¹³ https://welshwomensaid.org.uk/news/gisele-pelicot-the-displacement-of-shame-in-sexual-violence-cases/

As highlighted in our recent State of the Sector report, sexual violence services were significantly affected by delays in funding announcements. Funding gaps and uncertainty directly impact survivors of sexual violence across Wales. No survivor should be left at risk of their support coming to an end before they are ready. Equally, the onus should not be on specialist services to plug the gap left by short term funding or uncertain funding periods. All commissioning bodies in Wales have a duty to protect and safeguard survivors.

The VAWDASV Strategy for Wales 2022-26[14] explicitly recognised that sexual exploitation is a form of VAWDASV. The strategy commits to ensuring a comprehensive understanding of all types of violence against women. This was a landmark inclusion which was welcomed by Welsh Women's Aid, survivors and specialist services across Wales. The All-Wales Operational Group on Sexually Exploited Women[15] also praised the inclusion. Throughout the life of the current strategy, Welsh Women's Aid and the All-Wales Operational Group on Sexually Exploited Women have been working with Welsh Government to advocate for survivors, and this has resulted in some progress being made. It is crucial for survivors that this progress is not lost.

The next Welsh Government must build on this work to create a framework within Wales where adult sexual exploitation is understood, identified and responded to consistently. In the absence of a statutory definition for Adult Sexual Exploitation, it is crucial that a duty to recognise adult sexual exploitation is created and further guidance is published in order to safeguard all survivors of abuse. Additionally, funding for services that support survivors of child and adult sexual exploitation must be considered part and parcel of core funding for VAWDASV. This will reduce the burden on services who currently solely rely on community and grant funders. Having core funding from sustainable sources like the Welsh Government will enable them to provide the long term, trauma informed support that survivors of sexual exploitation need.

Looking forward...

The next Welsh Government remembers that sexual violence and exploitation continues to form part of all forms of violence against women and girls. Funding must reflect the need of provision across Wales.

We are asking for the next Welsh Government to:

- Improve the sustainability and longevity of funding for survivors of sexual violence and exploitation.
- Ensure that ending sexual violence in all its forms continues to be a key part of the next VAWDASV Strategy.
- Build on the previous VAWDASV Strategy to ensure that adult sexual exploitation is meaningfully included, with appropriate guidance.

The provision of by and for organisations

Survivors from marginalised communities face additional systematic barriers in accessing the support that they need, through no fault of their own. Specialist support services who are run by the communities that they seek to support are the key to ensuring a safe space. However, by and for organisations are less likely to be funded by statutory organisations[16]. These organisations are specially placed to be able to understand survivors' unique lived experiences. It is vital that the survivor is supported in a way that is accessible and all-encompassing. Survivors each have their individual needs that should be an inclusive part of the support received.

Many who experience violence against women and girls are not aware that they are experiencing it. Education around what violence against women and girls can look like or feel like can support survivors in finding the language that enables better conversation. Survivors that face communication barriers like language, can find that it is harder to access the support that they need. A lack of funding available for professional translators can also mean that family members and loved ones are inappropriately tasked with translating confidential conversations. Harmful stereotypes can also lead to an apprehension in accessing support.

Welsh Women's Aid are proud of our D/deaf Inclusion Project which looks to encourage a foundation of support for D/deaf survivors and also works with the community to break down barriers and increase awareness of VAWDASV. Disabled people are three times more likely to experience abuse in their lifetime and 22 D/deaf women are at risk of domestic abuse every day [17]. D/deaf survivors also require refuge facilities to be accessible. This can mean having provisions like visual fire alarms, portable visual doorbells and vibrating pads to alert when doorbells, and alarms are activated. Unfortunately, visual fire alarms can come at a cost of around £120 compared with a purely auditory fire alarm which costs up to £30. Additional costs also come through paying for British Sign Language interpreters and the use of a Video Relay System (VRS) which is used for remotely accessing interpreters. It is vital that provisions like these are available to survivors who need them and that the inflated costs are accounted for within grants or core funding allocations. The simple reality is that true inclusion does cost money and it is vital that services are supported so that they can provide support for every survivor.

Looking forward...

Violence against women and girls cannot be sustainably ended when we do not look to support a survivor's whole journey and lived experience. It is vital that by and for services are supported in providing nuanced and specialist support that provides a safe and inclusive space for survivors.

^{17 &}lt;a href="https://signhealth.org.uk/with-deaf-people/domestic-abuse/">https://signhealth.org.uk/with-deaf-people/domestic-abuse/

We are asking for the next Welsh Government to:

- Provide funded support for by and for organisations to enable fully inclusive support for survivors from marginalised communities.
- Work to break down the systematic barriers that make it more difficult for survivors to access support.
- Address the critical shortage of British Sign Language interpreters in Wales.

Proper and appropriate signposting

An increase in conversations around violence against women and girls can lead to more awareness and an openness to discuss the challenges that many women face across Wales and the rest of the world. However, it is important that these conversations are handled carefully, and that appropriate support is provided – especially when these conversations happen in the public sphere. The Samaritans campaign to provide support details when discussing self-harm and suicide in the media was a successful example of how effective industry leading action can be. Now, after watching or reading sensitive topics that may be triggering, those concerned know exactly where to go for more information.

Welsh Women's Aid and S4C collaborated on ensuring that a storyline in Pobol y Cwm that dealt with VAWDASV was handled sensitively and with expert led engagement. The collaboration also included social media signposting and cross posting to ensure that survivors knew where to go if they felt triggered or upset by what was depicted. Effective cross-working like this can mean that awareness is built around violence against women and girls in a responsible way.

Viewing or reading depictions of violence against women and girls can also trigger a realisation that someone is experiencing it in their own life. A realisation like this can be traumatising in itself, so it is important that support is easily accessible. Signposting after articles and programmes or films can mean that they are able to access that support immediately.

It is also important that those that lead on work on violence against women and girls, engage with survivors in a way that both supports a survivor and enables them to tell their story. We know that all forms of violence against women and girls happen because of a culture of misogyny and sexism, which can often intersect with other forms of discrimination, and it is important that journalists are mindful of this when reporting on VAWDASV in a trauma-informed and survivor-centered way. Welsh Women's Aid has provided resources to help journalists in ensuring that their work is carried out in a responsible way[18].

Looking forward...

Public conversations around violence against women and girls are key to increasing awareness and ensuring that less perpetrators can rely on a lack of awareness for their abuse. However, this cannot be done alone. Proper and appropriate signposting needs to sit alongside an increase in public awareness.

We are asking for the next Welsh Government to:

 Work with journalists and the media to ensure that responsible advocacy and storytelling is carried out with a trauma informed, survivor centred and needs led approach.

Proper and comprehensive support for children and young people

The UK Government quite rightly recognised children and young people as victims of domestic abuse in their own right. However, no funding has come as a result of this acknowledgement. Witnessing and being the victim of domestic abuse, sexual violence and sexual exploitation can be traumatising and have a lasting impact on anyone's life. Yet children and young people are left on longer waiting lists. We are also concerned that funding is only commissioned for specific age groups. Whilst the Welsh Government specify children and young people as those aged 0-25, funding often stops at 18. This means that any young person receiving support is suddenly withdrawn on their 18th birthday. This leaves an 18-year-old facing adult support services which are not set up to be able to appropriately engage with a young person. Both the State of the Sector report and the Domestic Abuse Commissioner's report on children and young people[19] spoke of services having to turn young survivors away because of a lack of capacity or funding. Without children and young people being sustainably funded, other services are also impacted.

Welsh Women's Aid knows that survivors are experts in their own experiences. This should not be forgotten when it comes to children and young people. It is important that their voices are heard.

Relationship and sex education (RSE) needs to continue to be at the forefront of ensuring children and young people understand healthy and consenting relationships. Research in 2022 suggests that there are gaps in children's understanding of healthy and unhealthy relationships. This has resulted in a 'widespread problem' with sexual harassment and abuse

in UK schools[20]. It is important that RSE continues to play a key part in the Welsh curriculum to ensure that children and young people are provided with the correct and appropriate information. It is also important that specialist services are able to input into the development of this education to ensure proper support. The Welsh Government also need to standardise content across schools so that each child is provided with the same information.

We highlighted in our State of the Sector report, that in the last financial year, 349 children were on the waiting list for support. The Welsh Government needs to take urgent action to ensure that children and young people are supported and not left facing abuse, violence and exploitation alone. Like many third sector organisations, those specialising in children and young people also face staff retention challenges. Short term contracts mean that highly trained workers are moving to other sectors in order to seek contract stability and higher pay. These workers are not recognised as having their own unique skillset and therefore feel devalued.

The Welsh Government must ensure that we prioritise the need to prevent abuse, violence and exploitation. We need to ensure that children and young people across Wales are never left to face these harms in isolation. Trauma does not just stop with one generation. It echoes through families, shaping lives in ways both visible and unseen. Without sustained, trauma-informed support, children can inherit not only emotional scars but biological vulnerabilities that affect their ability to thrive. Breaking this cycle demands more than short-term fixes. It requires long-term and community rooted prevention and care. We need a system that is built to protect today's children and disrupt the transmission of harm into tomorrow.

Looking forward...

The UK Government has recognised children and young people as victims of domestic abuse in their own right. The next Welsh Government now needs to ensure that children and young people are supported in facing all forms of domestic abuse, sexual violence and exploitation. We cannot leave them to face it alone.

We are asking for the next Welsh Government to:

- Provide more funding for services supporting children and young people.
- Continue to develop on relationship and sex education in schools in partnership with specialist VAWDASV providers.
- Monitor how schools and universities are tackling sexual harassment.

Cost of living

Both survivors and specialist service providers are suffering from the effects of the cost-of-living crisis. This is a really challenging time which is resulting in countless challenges and barriers when it comes to accessing and providing support. Sector workers are significantly underpaid in comparison to their statutory sector counterparts, which has led to an ongoing recruitment and retention crisis, where experienced workers are leaving their roles for better paid positions that are more secure and less reliant on the annual worry of ongoing funding.

77% of frontline workers said that "the cost-of-living crisis is stopping women from leaving their abusers" [21]. The impact of socio-economic factors such as housing, cost of living already outlined above, have created the perfect storm for sexual exploitation. Specialist services in Wales have already reported that they are seeing an increase in survivors accessing their services, including survivors who have previously stopped selling sex, but have now been left with no choice but to return. These rising costs are also being faced by our sector workers, meaning that pay scales become out of date and not reflective of the vital work being done.

Welsh Women's Aid's previously mentioned State of the Sector report published in December 2024 highlights that 87.5% of Welsh Women's Aid members had experienced an increased demand for services. Alongside a rise in demand, Welsh Women's Aid members also report a significant increase in the complexity of cases referred to support. Since the COVID-19 pandemic, Welsh Women's Aid has directly experienced this rise in complexity via the Live Fear Free Helpline. In practical terms, this means that the time required to support and advocate for individual survivors is longer and more intense and this has a multitude of impacts on aspects of service delivery including waiting lists, an inability to move survivors on, an increased emotional burden on staff (who in many cases are also survivors of VAWDASV), as well as the obvious budget implications.

The VAWDASV sector is highly reliant on a complex network of health, housing, benefits, financial, mental health, criminal justice, substance use and wider diversity supporting services to address the significant and persistent impact of VAWDASV on survivors and their families. The whole system is under pressure, and this leads to repeated referrals and help-seeking which lands on the VAWDASV sector to address. All of which comes with additional costs left by a system that is not fully supporting survivors.

We also highlighted in our recent response to the UK Government Call for Evidence on funding of the violence against women and girls sector, the difficulties surrounding measuring outcomes for survivors of violence against women and girls. Recovery of any kind is not a linear process, periods of regression or an increase in symptoms are a very typical facet of trauma recovery. It is imperative, that both support services and the funding bodies commissioning them are trauma-informed, flexible and person-centred. Whilst numerical data and defined clinical outcomes are undoubtedly useful evaluation tools, a key part of the work of Welsh Women's Aid members is to keep survivor voices at the heart of everything they do. We recognise that survivors are the experts in their lives, and that each survivor has experienced their own unique circumstances and therefore will have different needs, hopes and aspirations.

21 New data from Refuge warns that cost of living crisis is forcing survivors of domestic abuse to stay with abusive partners.

Our National Quality Service Standards are awarded to member services who have been assessed as operating at the highest of standards and in line with the Information and Advice Quality Framework of Wales. Holding this standard shows that the service is truly embracing continuous development, survivor engagement, safety and support planning, monitoring and governance. Currently there are no bursaries available to Welsh Women's Aid to continue to support the sector by providing the assessment framework and associated reassurance to Commissioners that the services they are providing are going to meet the needs of their communities with the quality of service required. We urge Ministers to invest in their specialist services and survivors across Wales by reviewing the funding arrangements for this valuable resource.

Looking forward...

Both survivors and specialist support services need financial support in order to address increasing costs, such as fuel, heating and particularly the increase in national insurance contributions. The next Welsh Government needs to increase the VAWDASV budget to be in line with inflation and address increased costs faced by changes in UK Government policy.

We are asking for the next Welsh Government to:

- Provide funding for the VAWDASV sector which addresses the increase in national insurance contributions to bring the sector in line with other Welsh public services[22].
- Extend the average length of funding from 12 months to a minimum of 3 years to ensure greater stability and sustainability.
- Allow for greater flexibility in reporting outcomes for the purposes of funding requirements.
- Invest in Welsh Women's Aid's National Quality Service Standards to ensure the ongoing accreditation of VAWDASV specialist services in Wales.

Acknowledgements

Welsh Women's Aid would like to acknowledge our fantastic member services and all other services across Wales that provide life-saving support to survivors across Wales. Without services like you, survivors would be left to face the scourge of violence against women and girls alone. Specialist support services are constantly working past burnout and at great financial losses in order be there for every survivor across Wales.

Thank you to our Survivor Network who constantly strive to make Wales a better place and work together to create a space of support and lead positive change.

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