

Women's Aid Federation of England
Annual Survey of Domestic Violence Services
2011-12

Abbreviated version

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Chapter 1: Introduction

1.1 About Women's Aid

Women's Aid Federation of England (Women's Aid) is the national domestic violence charity that co-ordinates and supports an England-wide network of around 300 organisations providing more than 400 local specialist domestic and sexual violence services. Women's Aid works to end violence against women and children by campaigning for better legal protection and services, and providing a strategic "expert view" to government on legislation, policy and practice affecting abused women and children. The voices of survivors are at the heart of all our work.

In partnership with our national network, Women's Aid runs public awareness and education campaigns, bringing together national and local action, and developing new training and resources. Women's Aid also provides a package of vital 24-hour lifeline services. These include the Freephone 24 Hour National Domestic Violence Helpline which we run in partnership with Refuge. We also produce *The UK Gold Book*, which is the only public directory of domestic abuse services, and is the result of a partnership between Northern Ireland Women's Aid, Scottish Women's Aid, Women's Aid Federation of England and Welsh Women's Aid, and through which we have developed the UKrefugesonline database, UKROL. The online Women's Aid Domestic Abuse Directory contains contact details for these organisations and services: see

http://www.womensaid.org.uk/azrefuges.asp?section=00010001000800060002®ion_code=0111&x=7&y=4

The Survivors' Forum is also available on our website for women who have been affected by domestic abuse to share their experiences and to offer support to one another. See

<http://www.womensaid.org.uk/page.asp?section=0001000100080021§ionTitle=Survivors+Forum>

Women's Aid also provide a wealth of information on domestic and sexual violence, both as publications for sale – such as our *Expect Respect* Education Toolkit - and on-line. For example, our practical guide for victims of digital stalking is available to download at

<http://www.womensaid.org.uk/page.asp?section=0001000100280003§ionTitle=Digital+stalking>; and - in partnership with Money Advice Plus Services

(MAPS) – we have developed guidance for professionals supporting survivors with financial issues, as part of the Domestic Abuse, Money and Education (DAME) Project. See

<http://www.womensaid.org.uk/page.asp?section=0001000100280004§ionTitle=DAME+Toolkit>

Other on-line publications include *The Survivor's Handbook*, (now translated into 10 languages), and a practical guide to running support groups and self-help groups - *The Power to Change* – which we produced in partnership with other European women's organisations. All these are available at

www.womensaid.org.uk

Women's Aid also provide a website for children and young people, www.thehideout.org.uk. Among other things, the Hideout offers a messageboard for children and young people under 21 to share their views and thoughts about domestic abuse.

1.2 Services provided by local community based organisations

In addition to the work carried out by the Women's Aid national office, our England-wide network of local community-based domestic and sexual violence organisations also offer vital direct services to women and their children¹. These include the following:

- **Refuge-based services**, providing a package of temporary accommodation, support, information and advocacy.
- **Outreach, floating support and other non-refuge based services** providing a wide range of advocacy and support, including:
 - resettlement services - enabling women and their children to make new lives in the community after leaving refuge;
 - drop-in centres and survivors' support groups;
 - telephone help lines;
 - counselling services for those who have experienced domestic and sexual violence;
 - specialist outreach support services for children and young people affected by domestic and sexual violence;
 - specialist court advocacy services;
 - Independent Domestic Violence Advisors (IDVAs) – some of which are based in courts, and some elsewhere;
 - Independent Sexual Violence Advisors (ISVAs);
 - floating support schemes providing advocacy and support to families living in the community.

1.3: Women's Aid's Annual Surveys

Each year, Women's Aid conducts a survey of our national network of domestic and sexual violence organisations in England – both members and non-members - in order to get a fuller picture of the services provided and the users of these services. As in previous years, at the end of May 2012, the Women's Aid Annual Survey for 2011/12 was sent out to all service providers on our database.

This year, the survey was in three parts. Survey 1 focused on the range of services provided, and the numbers of women, children and men using those services over the year April 1st 2011 to March 31st 2012. In view of the continuing concerns about the funding and commissioning of domestic and

¹ A growing number of organisations also provide support to men. See Chapter 4, section 4.6.

sexual violence services, this year's additional questions focused on funding, staff numbers, and any takeovers, mergers or other changes in services provided. We also asked about service providers' involvement in local strategic partnerships, Domestic Homicide Reviews and Multi-Agency Risk Assessment Conferences (MARACs).

Survey 2, the 'Day to Count' snapshot, collected data on the women and children supported in both refuge accommodation and other non-refuge based services during the week 11th to 15th June 2012. Together, these two questionnaires give us up to date information about the specialist domestic and sexual violence services provided by Women's Aid national network, and the numbers of survivors supported by these services, and allow comparisons with previous years.

In Survey 3, the Service Users' Feedback, respondents were asked to select a one in four sample of women currently using their services² (i.e. at the time of the Day to Count), and to provide some additional information about them; for example, their use of police and courts, and any additional support needs they or their children might have. See Chapter 7 and 8 for more information.

As always, we have tried to limit the range and detail of the survey questions in order to make it easier for our national network of services to complete, and to improve the response rate. Most service providers rightly prioritise meeting the demand for services from victims of abuse over filling in questionnaires. Some organisations are sometimes unable to respond at all – a particular problem this year as services have been hard pressed by funding cuts and associated staff shortages. Consequently, the response rate – at 67% for Survey 1, and 62% for Survey 2 - is not as high as in many previous years³.

In order to account for those organisations that do not respond to the questionnaire, we have, for a number of years, calculated an estimated total figure based on the data given by those organisations for which we have full information. This means that in some sections of the report, we are using estimated figures extrapolated from the raw data we have collected, based on the response rates for that section of the survey, or for the survey as a whole. We believe that these estimated figures give a more accurate picture of the total numbers of women and children seeking help via our network's services, and they also enable comparisons from year to year. See Chapter 2 for more information on this.

1.4: Content of the report

This report contains an overview of the findings of this year's surveys, and where relevant compares them with findings from previous years. It is located in the Members' area of the Women's Aid website for the use of members of Women's Aid. An Executive Summary is also available on our website for

² Survey 3A collected information on refuge residents and Survey 3B focused on users of other non-refuge-based services.

³ The response rate for Survey 3 – while lower overall – is of less relevance, as the aim of capturing a wide variety of survivor experiences can be achieved without including all relevant services, provided there is adequate variation in service type and geographic location.

general public use. Additional information on some of the topics is sometimes also available on request.

Chapter 2 provides information on the methodology and response rate. In Chapters 3 and 4, we then provide the findings of Section 1 of our Annual Survey for 2011-12, giving information on the range of services offered and the total numbers of women, children and men using these services. Where relevant, data from previous years' surveys are also given in order to allow comparison across time, making it possible to analyse trends and to consider the wider implications of any changes for Women's Aid network of services and our work within the violence against women sector.

Chapter 5 looks specifically at funding and related issues, such as changing numbers of staff between 2011 and 2012.

In Chapter 6, we then look at the findings from the 'Day to Count' Snapshot (Survey 2), which gives information about the use of services on one particular day (Thursday June 14th 2012); or - in the case of non-refuge services (which may operate on one or two days a week, only) - during the specified week, from Monday 11th to Friday 15th June inclusive.

Chapters 7 and 8 present the findings from our Service Users Surveys (3A and 3B). Chapter 9 provides an overall summary and a brief conclusion.

1.5: Definitions

These terms are used throughout the report:

- **Domestic violence** (sometimes called domestic abuse) is physical, sexual, psychological or financial violence that takes place within an intimate or family-type relationship and that forms a pattern of coercive and controlling behaviour. This can include forced marriage and so-called "honour crimes". Domestic violence may include a range of abusive behaviours, not all of which are in themselves inherently "violent". All services within our network provide support to victims and survivors of domestic violence and abuse. Where we refer in this document to services for victims of domestic violence, this should normally be taken to include victims of sexual abuse, also.
- **Sexual violence and abuse** includes a range of different behaviours of a sexual nature which are unwanted and take place without consent or understanding. Sexual abuse is often a component of domestic violence - for example, partners and former partners may use force, threats or intimidation to engage in sexual activity; they may taunt or use degrading treatment related to sexuality, force their partners to use pornography, or to engage in sexual activities with other people. All services within our network provide support to victims and survivors of sexual violence and abuse when it is a component of domestic violence, and some also provide support to victims of sexual abuse outside a partner or family context.

- **Refuge-based services** are services provided and based in refuge accommodation by domestic and sexual violence organisations, (often alongside the provision of other community-based services.)
- **Outreach or non-refuge based services:** These are services not provided in conjunction with accommodation (although the individual organisation may also provide refuge-based services), but based within, and serving, the wider community.
- **All organisations** means the total number of organisations providing domestic and sexual violence services, both refuge-based and non-refuge-based.
- **No recourse to public funds:** Women who, as a result of their immigration status, have “no recourse to public funds”, are not eligible for welfare benefits (such as housing benefit), and cannot access public services, such as temporary accommodation. (They are, however, eligible for legal aid – in principle; though in practice it may be hard to come by). When women with no recourse to public funds are accepted into refuge accommodation, the immediate costs often have to be covered by the refuge organisation, though – as a result of campaigning - a series of measures have gradually been developed to provide limited funding for some groups of women within this category. During the period covered by the Annual Survey 2011/12, some funding was provided through the Sojourner Project for women who were in the UK on spousal visas.

1.6: Acknowledgements

Women’s Aid would like to thank all those from our national network of domestic and sexual violence organisations who responded to the Annual Survey 2011/12, and thereby enabled us to compile these figures. We are particularly grateful as we have requested information from our network on a number of occasions over the past two years, and we are very aware that, in many cases, their resources are being severely stretched by cuts to their funding, and other issues affecting their service users (such as changes to welfare benefits, and cuts in legal aid) which mean that their support services are needed more than ever.

Chapter 2: Survey design and response rate

2.1: Introduction

The Women's Aid Annual Survey 2011/12 comprises three separate questionnaires:

- Survey 1, which asked for figures of the total numbers of women and children using specialist domestic and sexual violence services during the previous financial year April 1st 2011 to March 31st 2012.
- Survey 2: an annual snapshot of women and children using domestic and sexual violence services during the week June 11th to 15th 2012, and specifically (in the case of refuge accommodation) on June 14th, the "Day to Count".
- Surveys 3A and 3B, the Service Users' Feedback Surveys, which collect more detailed information about a sample of women and children using domestic violence services during the same week, June 11th to 15th 2012.

These surveys apply to all organisations providing any direct services to women and/or children who are or have been experiencing domestic or sexual violence⁴. From our database, we identified all those organisations registered with Women's Aid and currently providing such services within England. Questionnaires were sent out in May 2012 to around 400 separate organisations or sections of organisations, both by surface mail and by email, wherever possible.

The initial closing date was Friday June 29th, but this was subsequently extended (after several reminders) to September, in order to maximise response; and the final responses arrived by the end of October 2012.

2.2: Response

Several organisations sent in composite responses, covering more than one service; others had merged with other organisations, or had ceased to provide relevant services, or had closed completely. These mergers and closures resulted in a final total of **299 relevant organisations**⁵.

Of these organisations, 181 responded to both Survey 1 and Survey 2 (61%) and a further 24⁶ responded to one of the questionnaires, only, giving a response rate of 66% for Survey 1, and 63% for Survey 2⁷. 68% of relevant organisations responded to at least one of the two surveys. In most of the following, an overall response rate of 65% will be used whenever estimated

⁴ Some of these organisations also provide separate services for men – either as survivors of perpetrators of domestic violence – and we have also asked relevant organisations for the numbers of male survivors and perpetrators they have worked with over the past year.

⁵ One organisation which closed in June 2012 did respond to Survey 1, but was not operating by the Day to Count. Hence there were 300 relevant organisations for Survey 1 but only 299 for Survey 2. For most of the following the figure of 299 will be used.

⁶ Eighteen to Survey 1, and six to Survey 2.

⁷ One further organisation, which did not provide any direct services, responded only to those questions in Survey 1 relating to multi-agency participation.

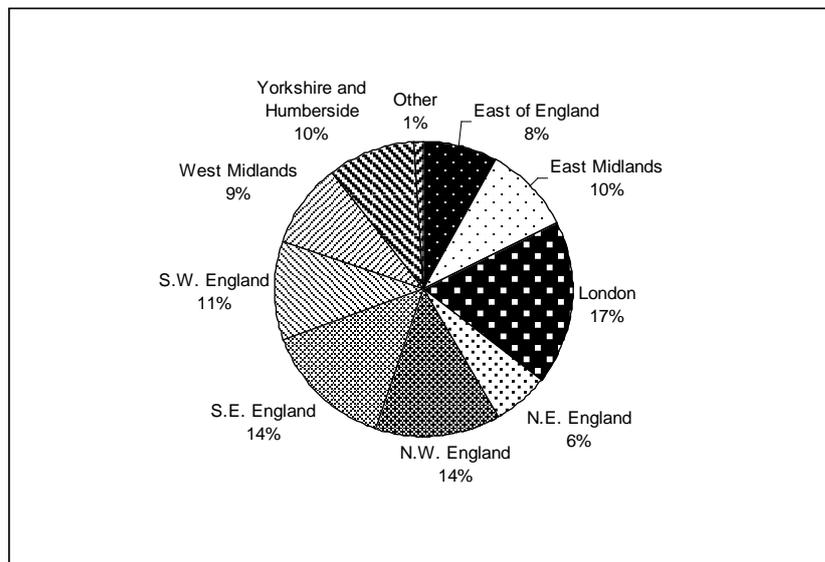
figures are extrapolated from the data provided, except where otherwise stated.

Tables 1 and 2 give a regional breakdown of the responses.

Table 1: Response to Survey 1 by region

	Responding organisations ⁸	Non-responding ⁹	Total organisations	Response rate for Survey 1
East Midlands	19	10	29	66%
East of England	16	12	28	57%
London	36	15	51	71%
North East England	12	7	19	67%
North West England	27	19	46	59%
South East England	28	10	38	74%
South West England	22	8	30	73%
West Midlands	18	8	26	69%
Yorkshire and Humberside	19	9	28	68%
Other	2	3	5	40%
Totals	199	101	300¹⁰	67%

Table 2: Regional breakdown of responding organisations



⁸ Figures are for those responding to Survey 1, i.e. a total of 199 organisations, of which 181 responded to both Surveys 1 and 2. Services whose response was included within that of another larger organisation have not been included here as separate organisations.

⁹ i.e. those organisations not responding to Survey 1. The 6 which responded to Survey 2 (Day to Count) but not to Survey 1 have also been included within those not responding.

¹⁰ See footnote 5 above.

2.3: Types of service provided

Based on responses received, the following services were provided during 2011-12:

- 158 (79%) of responding organisations¹¹ provide refuge accommodation;
- 93 (47%) run a helpline;
- 169 (85%) provide non-refuge based services;
- 78 (39%) of responding organisations provide all three types of service.

The following chapters give a summary of the information we received on the use of those services during 2011/12.

¹¹ i.e. the 199 organisations which responded to Survey 1, where these questions are asked.

Chapter 3: Annual Survey 2011-12: Findings from Survey 1 Refuge accommodation

3.1. Provision of refuge accommodation:

We estimate that there are currently just over **1,000 separate refuge houses** in England, providing at least **4,200** separate family spaces in total. Table 3 shows the change in provision over the past six years.

Table 3: Refuge accommodation and total family units from 2006/7 to 2011/2: Estimated figures

	2006/7	2007/8	2008/9	2009/10	2010 - 11	2011/12
Number of separate refuge houses (estimated)	680	800	900	690	913	1,000
Total number of family units (estimated)	3, 655	6, 000	4, 000	3,890	4,080	4,200

3.2: Women and children accommodated 2011/12

We estimate that around **19,510 women** and **19,440 children** stayed in refuge accommodation during the year 2011/2012. See Tables 4 and 5. The numbers of women and children using refuge accommodation annually has tended to fluctuate each year, and no clear trend is evident.

Table 4: Women and children in refuge accommodation 2011/2012

	Responding organisations providing refuge accommodation	All organisations providing refuge accommodation (estimated on basis of 65% response)
Total women using refuge accommodation 2011-2012	12, 683	19,510
Total children using refuge accommodation 2011-2012	12, 634	19,440
Total number of organisations to which these figures relate	158	Approximately 240

Table 5: Estimated numbers of women and children using refuge accommodation annually (2002/3 – 2011/12)

Survey Period	Women	Children
2002/03	17,094	21,465
2003/04	18,569	23,084
2004/05	19,836	24,347
2005/06	16, 815	19, 450
2006/7	17, 545	25, 451
2007/8	17, 670	19, 390
2008/9	16,750	19,005
2009/10	17,615	17,785
2010/11	18,170	19,100
2011/12	19,510	19,440

3.3: Women with no recourse to public funds

Responding organisations accommodated 481 women (and their 530 children) with no recourse to public funds due to their immigration status, nearly 4% of all women accommodated during the year. This equates to an estimated total of **740 women** with no recourse staying in refuge accommodation in England during 2011/12.

Table 6: Funding for women with no recourse to public funds: Responding organisations only

Source of funding	Number of women ¹²	% of women with no recourse ¹³
Sojourner project	262	54%
Children Act	114	24%
National Assistance Act	6	1%
Community Care Act	11	2%
Other source of funding	15 ¹⁴	3%
Not funded	8	1%
No information	65	14%
Total	481	100%

70% of these women entered the UK on a spousal or partner visa and were therefore eligible to apply for Indefinite Leave to Remain (ILR) under the Domestic Violence Rule. This meant that they were also eligible for funding under the Sojourner Project. In future, under the new regulations in force from April 2012, women whose immigration status allows them to apply for ILR would be able to claim emergency support through the UK Border Agency. However, one-quarter of women with no recourse (144 women and their children) are not on spousal visas, and hence would not be eligible for this funding. If no other funding were available, they would be reliant on the refuge organisation for basic necessities and free temporary accommodation.

3.4. Length of stay

The average length of time women and children stay in refuge accommodation varies enormously, depending on such factors as the availability of alternative (permanent or move-on) accommodation in the area, and the policies and practices of each refuge service provider. We asked about average length of stay, and also whether the length of stay has changed recently. Nearly half the responding organisations said women stayed longer than they used to – perhaps because there are fewer housing options for women to move on to. See Table 7.

¹² Actual numbers, from responding organisations.

¹³ Based on total of 481 women: responding organisations only.

¹⁴ Sources of such funding included donations, the organisation's own reserves, or unspecified local authority payments.

Table 7: Changes in length of stay in refuge accommodation: responding organisations only

Has the length of time women stay in refuge changed recently?	Number of organisations	% of responding organisations
Yes, women stay longer than they used to	75	48%
Yes, women stay for a shorter time than they used to	11	7%
No change	56	36%
Don't know/no response	16	10%
Total	158	100%

3.5. Women who could not be accommodated 2011/12

Responding organisations had turned away a total of 18,135 women and their children during the year. Taking into account non-response, this means that an estimated **27,900** women were - at least initially - unable to find refuge space. This figure does have to be treated with caution, however, as there will be some double-counting if women approached more than one agency before they were able to access accommodation. It is important to note that, while many might not have been able to use the services of their preferred refuge organisation, the majority were almost certainly found space elsewhere, whether in a refuge or in other temporary accommodation (e.g. provided under the homelessness legislation.)

The reasons for women being turned away, and the responses they received, are shown in the following tables, 8 and 9.

Table 8: Why women were turned away: Responding organisations only

Reasons for turning women away	Numbers of women	% of women ¹⁵
No space	10,981	61%
Needed a different service	1,170	6%
Unable to meet high support needs	1,937	11%
Woman has no recourse to public funds	481	3%
Other	2,967	16%
No information given	599	3%
Totals	18,135	100%

From Table 9, it seems clear that the majority of women who could not be accommodated were referred on to another organisation, which would either support her directly, or find her somewhere else to go. See also data from the Day to Count, Chapter 6.

¹⁵ Based on total from responding organisations – i.e. 18,135.

**Table 9: Response to women who could not be accommodated:
responding organisations only**

Responses to women turned away	Numbers of women	% of women¹⁶
Referred to another refuge	5,141	28%
Referred to a specialist DV or SV service ¹⁷	1,318	7%
Referred to a specialist non-DV service ¹⁸	1,234	7%
Referred to generic service ¹⁹	1,759	10%
Referred to National Domestic Violence Helpline	2,499	14%
Other response ²⁰	1,624	9%
No information	4,560	25%
Totals	18,135	100%

3.6. Conclusion

The numbers of women and children using refuge accommodation continues to remain high, and there is some indication that demand for these services is increasing. The number of women who were, of necessity, turned away from at least one refuge organisation during the year – most of them because there was no space - was significantly greater than the numbers who were accommodated. Certainly a high proportion of these are likely to have found space elsewhere – if not in another refuge, in a hostel or other temporary accommodation. Nevertheless, the stress and uncertainty should not be under-estimated, and any fall in refuge numbers and spaces will inevitably exacerbate this process.

¹⁶ As above, based on total from responding organisations – i.e. 18,135.

¹⁷ For example, one with capacity to support particular needs.

¹⁸ For example, drug or alcohol support service, mental health specialist service.

¹⁹ For example, housing/homeless persons' department or social services.

²⁰ This could include a combination of the above responses; e.g. "we refer to CAB, housing or another refuge". Others refer back to the organisation who made the initial referral.

Chapter 4: Annual Survey 2011-12: Findings from Survey 1 Outreach, floating support and other non-refuge services

4.1. Women and children using non-refuge services

We estimate that around **139,100 women** and **19,145 children and young people** were directly supported by outreach and other non-refuge services provided by domestic violence organisations during the year 2011/12, and a further **107,700 children** received indirect support by virtue of the support given to their mothers²¹; but this could be an underestimate, particularly in relation to children given indirect support, as some responding organisations were only able to guess at these figures.

Table 10 (overleaf) shows the estimated numbers of women and children using all services over a ten year period from 2002/3.

4.2. Women who could not be supported in non-refuge services

Responding organisations which recorded these figures told us they had been unable, at the time of the enquiry, to support 4,605 women wanting to use their non-refuge services during the year 2011/12. This would equate to an estimated total of around **7,085 women** throughout England. Seventy-seven organisations said they had been able to give support to all women requesting help from one of their non-refuge services.

The reasons for not being able to support women immediately, and the responses, are shown in Tables 11 and 12. Generally, if organisations could not immediately provide services, anyone who was not in need of emergency support was put on to a waiting list.

Table 10. Reasons organisations could not immediately support women in their non-refuge services. Responding organisations only

Reason for being unable to support	Number of women	% of those unable to be supported
No capacity at present	1,748	38%
Needed different service	593	13%
Unable to meet particular support needs	261	6%
Other reason ²²	1,787	38%
Reason not given	216	5%
Total	4,605	100%

²¹ Based on figures from responding organisations of 83,447 women and 11,487 children and young people supported directly, and 64,619 children indirectly supported.

²² This included women who changed their mind about wanting this support service, and those who were out of the catchment area.

Table 11: Estimated numbers of women and children supported in all services from 2002/3 – 2011/12

Year	Use of refuge accommodation		Use of outreach and other non-refuge-based services		Totals using all services	
	Women	Children	Women	Children/YP	Women	Children/YP
2002/03	17,094	21,465	105,476	66,331	122, 570	87, 796
2003/04	18,569	23,084	123,957	83,034	142, 526	106, 118
2004/05	19,836	24,347	176,369	104,846 ²³	196, 205	129, 193
2005/06	16, 815	19, 450	114, 430	7,660	131, 245	27,110
2006/7	17, 545	25, 451	96, 500	23, 200	114, 045	48, 651
2007/8	17, 670	19, 390	109,375	42,180	127, 045	61, 540
2008/9	16,750	19,005	91, 940	20,125	108,690	39,130
2009/10	17,615	17,785	107, 280	36, 585	124, 895	54, 370
2010/11	18,170	19,100	118,990	24,180	137,160	43,280
2011/12	19,510	19,440	139,100	19,145	158,610	38,585

²³ Up to 2004/5, figures for children and young people supported within outreach services included those supported indirectly by virtue of their mothers receiving direct support. From 2005/6 onwards, this figure only includes children and young people directly supported within specialist children and young people's outreach services.

Table 12: Organisations’ responses to women who could not be supported (immediately) in non-refuge services. Responding organisations only

Response²⁴	Number of women	Number of organisations
Added to waiting list	1,240	32 organisations
Referred to another specialist DV/SV service	634	33 organisations
Referred to specialist non-DV/SV service	387	19 organisations
Referred to generic service	202	17 organisations
Other response	761	17 organisations
No information	1,620	6 organisations

4.3. Helplines

Ninety-three responding organisations (47%) run a helpline or information line – defined as a telephone line which is publicly advertised as such, with specified times when someone is available to answer calls.

During the year 2011/12, responding organisations received at least 330,544 calls on these regional and local helplines. Eleven responding organisations running helplines were unable to give figures for the numbers of calls. Taking this into account, we have used the response rate of 60% on this question, also, and therefore estimate that **550,905 calls to local helplines** were received during the year. During the same period, an additional **166,154 calls** were received by the National Domestic Violence Helpline (run in partnership between Women’s Aid and Refuge).

4.4. Education and awareness-raising work in schools

85 responding organisations (43%) did some education and awareness-raising work with children and young people in schools during 2011/12, undertaking a total of 2,638 sessions during 2011/12, attended by at least **41,980 children and young people**. Some said that their capacity to do such work had reduced greatly in the past couple of years, due to lack of funding.

4.5. Additional support needs

One reason that women cannot always be accepted into a domestic violence service is that they have additional or complex needs, such as severe mental health issues or problematic use of alcohol or other drugs, and they do not always have the capacity to offer the greater level of support required.

Nearly half of all services are finding that most women referred to them have complex needs, and nearly 60% say that these numbers have been increasing. See Table 13.

²⁴ Women sometimes gave more than one response, so the total is greater than the 4,605 women who could not be supported immediately.

**Table 13: Proportion of women with complex needs using services²⁵:
Responding organisations only**

Proportion of women with complex needs	Number of organisations	Change in the past year	Number of organisations
Most	93	More women with complex needs	68
		The same number with complex needs	24
		DK/no answer	1
Some	95	More women with complex needs	46
		Fewer women with complex needs	5
		Stayed the same	43
		DK/no answer	1
None	7	Fewer women with complex needs	1
		Stayed the same	6
DK/no answer	4	DK/no answer	4
Total	199		199

In some cases, service providers were able to support women with complex needs when they obtained additional support from outside agencies; for example, from drug and alcohol support services, mental health professionals, or social workers. However, due to cuts in service provision generally, such support might be harder to come by than in the past.

We therefore asked whether respondents had experienced any increased difficulties in the past year in referring clients to other agencies for additional specialist help and support. The responses - shown in Table 14, overleaf – suggest that it has become harder to refer to statutory sector services than to those in the voluntary sector, and not always because of lack of capacity. However, almost half the respondents have not (or not as yet) experienced increased difficulties in making referrals.

4.6. Services for men

74 responding organisations (37%) provided some services for male victims. Sometimes this was simply a helpline service; others provided an Independent Domestic Violence Advocate (IDVA) who worked with both male and female victims; and a very few provided a more wide-ranging service. In almost all cases, however, the number of male victims approaching the organisation for support was very small. Seven organisations providing such services had so far not received any requests from men needing support; and a further 22 organisations had been contacted by 5 or fewer male victims. Around 1,830 male victims were supported by responding organisations (800

²⁵ We asked: “What proportion of the women you support have additional or complex needs (e.g. mental health issues, substance misuse)?” and gave the option of Most, Some or None. We also asked whether there had been any change over the past year.

of these – 44% - by telephone, only). Extrapolating from this to the total number of organisations²⁶, we estimate that **3,050 male victims** approached specialist domestic violence service providers for support; i.e. less than 2% of the total number of female victims and survivors using specialist domestic violence support services.

Table 14: Difficulties in referring women on to other agencies: Responding organisations only

Nature of difficulty	Number of organisations	% of all responding organisations
Increased difficulty referring to agencies in the statutory sector	54	27%
Increased difficulty referring on to agencies in voluntary sector	7	4%
Increased difficulty referring on to agencies of all kinds	43	22%
No difficulties reported	95	48%
Total responding	199	100%

Nine responding organisations (5%) provide perpetrator programmes, 4 of which ran from separate premises. These programmes had worked with 492 male perpetrators in all²⁷.

4.7. Conclusion

The number of women using non-refuge-based services continues to grow, and there is less of a need to turn away women requesting such services, as they are not intended for emergency response; hence having a waiting list is more feasible than for refuge provision. Also, in some cases, capacity might be more flexible.

The numbers of children and young people directly using outreach services is much smaller, probably due to an absence of such provision in many areas.

While an increasing numbers of organisations now offer some non-refuge support to male victims of domestic abuse, a significant proportion of these services have been used minimally, if at all: 39% of organisations offering provision for male victims have had contact with five or fewer men requesting support, indicating that there is very little need for services of this kind.

²⁶ Again using response rate of 60%, as some organisations which did provide services for men could not give a figure for those supported.

²⁷ There are, of course, also a number of organisations delivering perpetrator programmes which are not in the Women's Aid network, many of which are members of Respect.

Chapter 5: Funding of service provision

5.1. Funding from local authorities

Over 90% of respondents (184 organisations) said they had received some funding from one or more local authorities during the year 2011/12. In many cases, local authority funding was through the Supporting People programme. About 80% of those organisations receiving funding from their local authority during 2011/12 said they would also receive some funding in 2012/13.

Table 15: Organisations receiving funding from local authorities 2011/12: Responding organisations only

Funding from local authorities 2011/12	Number of organisations		Number with l.a. funding	% of those with l.a. funding	% responding organisations
Yes	184	Via competitive tendering	51	[28%]	92%
		Not via competitive tendering/not known	133	[72%]	
No or no response	15		8%		
Total	199		100%		

5.2. Changes in service provision: Contracts, commissioning and tenders

Twenty-one of the organisations responding to this section of the survey said that at least some of the services they provided during 2011/12 had been transferred to another provider through competitive tendering or procurement. Thirteen organisations (including three of the above) said that in the past twelve months they had won contracts for services previously provided by another organisation. Thirty-eight organisations had tendered for services, of which twenty-two had been successful in gaining at least one of the relevant contracts. Forty-three organisations had made joint or partnership bids for services in the last twelve months, of which (so far) twenty-seven had been successful. Fourteen services had been decommissioned completely. Six organisations had merged with others during the past year and one had taken over another organisation. See Table 16 overleaf.

Funding cuts had led to changes in levels of services provided; for example, some organisations said it was no longer possible to offer safety planning, advice, emotional support, and other services to all those victims who contacted them. The comments overleaf were typical of many: uncertainty, cost-cutting, and failure to recognise the expertise of those working in the domestic violence sector were recurrent themes. There was also a concern that cutting funding to specialist services was short-sighted and would ultimately cost more (e.g. in spending on police, courts, and health services)²⁸.

²⁸ See Walby, S. (2009) *The cost of domestic violence*

Table 16: Funding from local authorities: change between 2011/12 and 2012/13: Responding organisations only

Funding from local authority in 2012/13	Number of organisations		Funding change between 2011/12 and 2012/13	Number of organisations
YES – will get l.a.funding 2012/13	148	74%	More funding (£) 2012/13	19 [13%]
			Less funding (£) 2012/13	49 [33%]
			About the same amount	64 [43%]
			Don't know	16 [11%]
NO l.a.funding 2012/13	9	4%	Has never had l.a. funding	6
			Had l.a. funding 2011/12	3
DK whether any l.a. funding 2012/13	42	21%	Had l.a. funding 2011/12	34
			Did not get funding 2011/12	8
Totals	199			199

We, like everyone else, find funding difficult and more restrictive. ... There seems to be very little understanding of how the voluntary sector - particularly community led organisations like ours - can actually save money and other resources if we are funded and referred to appropriately. Cuts in funding to DV services are likely to cost the country more in the long-term. It is difficult for organisations like ours to become self-sustainable so we are competing for a dwindling pool of funding where however hard we try funders do not understand where we fit into the mix of necessary services for DV. ... [4537]

Very concerned about the future. Have just been told of 25% cut in local authority funding for this year. We are constantly being asked to fill in monitoring forms and value for money exercises, and have no idea how [these] cuts will impact our clients. [721]

If [we] do not source outside funding [we are] likely to face closure within 6 months. [We] are very concerned that tenders are being awarded to non-specialist domestic abuse services. We are also concerned that the county service will be vastly diluted and people outside the city are not getting the same level of support. [68]

[We are] currently working with other small independent providers to form an 'alliance' with possible merger. We are unable to compete effectively for most contracts as we do not have the turnover ... Big non-specialist providers are starting to deliver domestic violence services ready for contracts and the local authority is taking some provision 'in house' to secure social worker posts. ... [3889]

However - somewhat surprisingly - staff levels seem to have remained fairly steady. It is possible that some cuts in funding have not yet had an impact, as contracts sometimes extend for several years.

5.3. Conclusion

There is some uncertainty in some areas as to whether local authorities will provide as much – or any – funding as they have in the past, and some smaller organisations have already had to close. The full impact of the funding cuts has yet to be experienced, and could lead to reduced provision and staff cuts in future.

Chapter 6: The 'Day to Count' snapshot survey

6.1: Day to count: Introduction

The Women's Aid 'Day to Count' (Survey 2) is a snapshot survey asking for the numbers of women and children supported by each responding organisation on one specific day (June 14th 2012) in refuge accommodation, and during the week 11th -15th June²⁹ in other non-refuge based services.

6.2. Residents of refuge accommodation

150 organisations providing refuge accommodation responded to Survey 2, giving snapshot information relating to the 'Day to Count' 2012. **2,329 women** and their **2,432 children** were resident on that day in refuge accommodation provided by these responding organisations³⁰. More than half the children (52%) were aged under 5 years. See Table 17.

Table 17: Women residents on June 14th 2012: Ages (responding organisations only)

Age groups	Number of women	% of total residents
16 and 17yrs	13	0.5%
18 -20 yrs	157	7%
21-25 years	528	23%
26-30 years	547	23%
31-35 years	428	18%
36-40 years	269	12%
41-45 years	185	8%
46-50 years	84	4%
51-55 years	56	2%
56-60 years	16	0.6%
61-65 years	10	0.4%
66 years and over	4	0.2%
Age not given	32	2%
Totals	2,329	100%

The following tables give further information about these women residents, and their children. Table 19 suggests that women and children from minority ethnic origins are over-represented among refuge residents, compared to the population of England as a whole.

²⁹ We asked for data from the whole week for non-refuge services as many services of this kind operate on only one or two days a week, so this provides a more accurate record.

³⁰ Extrapolating from the information given, on the basis of a 63% response rate, we estimate that around **3,700 women** and their **3,860 children** were resident in refuge accommodation on that date.

Table 18: Children resident in refuge accommodation June 14th 2012
(Responding organisations only)

Resident children 14/6/2012	Number in each age group	% of total	
Under 1 year	267	11%	Under 5yrs 52%
1 - 4 years inclusive	1, 005	41%	
5 – 10 years inclusive	771	32%	
11 up to 16 years	266	11%	
16 and 17 years	38	2%	
Age not given	85	3%	
Totals	2, 432	100%	

Table 19: Women residents on June 14th 2012: Ethnic origins (responding organisations only)

Ethnic group	Number of women	% of total residents	% of population of England³¹
White - English/Welsh/Scottish/Northern Irish/British	1,072	46%	79.8%
White – Irish	18	1%	1%
Gypsy or Irish Traveller	16	1%	0.1%
Other White background	129	6%	4.6%
White and Black Caribbean	46	2%	0.8%
White and Black African	22	1%	0.3%
White and Asian	19	1%	0.6%
Any other mixed or multiple ethnic background	36	2%	0.5%
Indian	93	4%	2.6%
Pakistani	248	11%	2.1%
Bangladeshi	79	3%	0.8%
Chinese	37	0.3%	0.7%
Any other Asian background	75	2%	1.5%
Black Caribbean	79	3%	1.8%
Black African	155	7%	1.1%
Any other Black background	35	2%	0.5%
Arab	55	2%	0.4%
Any other ethnic group	85	4%	0.6%
Unknown	30	1%	n/a
Total	2,329	100%	100%

³¹ From Census 2011, total population of England.

Table 20: Sexual orientation Responding organisations only

Sexual orientation	Number of women	% women residents
Lesbian	21	1%
Bisexual	21	1%
Heterosexual	1,747	75%
Not asked/Unknown	540	23%
Totals	2, 329	100%

6.3. Refuge residents with additional support needs

We also asked about some additional support needs which residents might have – some of which overlap those identified within the government “Troubled Families” initiative³². (See Table 21.)

Table 21: Refuge residents with additional support needs

Support needs	No. of women	% women residents³³
Affected by mental health issues?	827	36%
Affected by misuse of drugs?	166	7%
Affected by alcohol misuse?	198	9%
Have children who have been excluded from school	17	1%
Have children who have been truanting	19	1%
Have children about whom there are, child protection concerns	503	22%
Have children who are, or have been, on a Child Protection Plan	338	15%
Have or had a family member subject to an anti-social behaviour order	52	2%
Have had a criminal conviction and/or a history of offending	157	7%

It is apparent that a particularly high proportion of refuge residents have mental health issues, in many cases probably stemming directly from their experiences of abuse³⁴. Child protection concerns are also likely to have

³² See Adfam/DrugScope (April 2012) *The troubled families agenda: What does it all mean?* (London: Adfam/Drugscope).

³³ That is, based on total number of women residents in responding refuge organisations on June 14th 2012 – i.e. 2,329 women.

³⁴ There is a clear link between domestic violence and mental ill health; and abuse - both in childhood or adult life - is often a precursor of and a causal factor in the development of mental health issues, including depression, post-traumatic stress disorder and self-harming behaviour. See, for example, Skinner, T., and Kara, D. (2001) *Domestic Violence and Mental Health: Consolidating existing research* (Leicester: Scarman Centre Gender Violence and Research Unit, University of Leicester). Campbell, J. C. (2002) "Health consequences of intimate partner violence" in *The Lancet*, Vol.359, April 13th 2002. Hegarty, Karen et al. (2012) "Effect of type and severity of intimate partner violence on women's health and service

been raised as a direct result of the domestic abuse: following the implementation of s.120 of the Adoption and Children Act 2002, the definition of “harm” was amended to include impairment to the health or development of a child as a result of witnessing the ill-treatment of another person (as in domestic violence.)

6.4. Women seeking refuge who were turned away

On the ‘Day to Count’, a total of **180 women** who were seeking refuge at one of the responding organisations could not be accommodated within that service – usually because there was no space. Of these, 135 women (75%) could not be accommodated because the service was full; 19 had support needs which could not be met by the organisation concerned (or not at that time); 11 women needed a different service; 4 were turned away because they had no recourse to public funds; and 11 women were turned away for some other reason, or no information was given.

Assuming non-responding refuge organisations were also having to turn away women in similar numbers, this means that on one single day, we estimate that **280 women and their children** could not be accommodated in at least one of the refuges they approached for support.

The responses by the organisations that could not accommodate women are shown below, Table 22. From these, it is evident that at least half the women were referred to another refuge service³⁵, and a further 20% were given the National Domestic Violence Helpline number, and therefore almost certainly would have found safe accommodation eventually. Most of the remainder were referred to other services which were judged to be appropriate for their needs.

**Table 22: Responses to women turned away on June 14th 2012:
Responding organisations only**

Response	Number of women	% of those turned away
Referred to another refuge	94	52%
Referred to another specialist (DV) service	12	7%
Referred to a specialist (non DV) service – e.g. drug or alcohol service, mental health service	4	2%
Referred to generic service ; e.g. housing department, social services, community organisation	19	11%
Referred to National Domestic Violence Helpline	37	21%
Other / No information given	14	7%
Total	180	100%

use: Findings from a primary care trial of women afraid of their partners” *Journal of Interpersonal violence* 27/8/12 published online at

<http://jiv.sagepub.com/content/early/2012/08/21/0886260512454722.full.pdf+html>

³⁵ This is almost twice the proportion of that given in the annual figures – see Chapter 3, p. – but note that for the annual figures, a high proportion of responses were “don’t know”, so it could in part be a reflection of having more information available for one day’s figures.

6.5. Women and children using non-refuge services

Outreach and other non-refuge-based services³⁶ often do not operate every day; therefore our snapshot survey of women and children supported in these services covered the whole week from June 11th to June 15th 2012. 153 organisations providing such services responded to Survey 2.

During that week, we estimate that **11,380 women** and **2,170 children and young people** were directly supported in non-refuge services. (The estimated total of 13,150 children and young people indirectly supported is almost certainly an underestimate, as not all services keep these figures.) The following tables give further information relating to these women.

Table 23: Some characteristics of women using non-refuge services during week 11th – 15th June 2012. (Responding organisations only)

	Number of women	% of total respts
Total women using non-refuge services	7,398	100%
<i>of these -</i>		
- women in employment	1,316	18%
- women with children	4,535	61%
- women who are pregnant	326	4%
- women with NRPF	137	2%
[- how many on spousal visas?]	89	[64% ³⁷]
- disabled women	1,236	17%
- have a health problem or impairment due to abuse	1,105	15%

Table 24: Women using non-refuge-based service during week 11th – 15th June 2012: Ages (responding organisations only)

Age groups	Number of women	% of total respondents
16 and 17 yrs	94	1%
18-20 years	410	6%
21-25 years	1,048	14%
26-30 years	1,277	17%
31-35 years	1,124	15%
36-40 years	1,007	14%
41-45 years	735	10%
46-50 years	465	6%
51-55 years	265	4%
56-60 years	157	2%
61-65 years	79	1%
66 years and over	69	1%
Age unknown	668	9%
Totals	7,398	100%

³⁶ This includes floating support, resettlement, drop-in services, IDVAs – but not local helplines.

³⁷ Percentage here is based on the number of women with no recourse – i.e.137.

Table 25: Ethnic origins of women using non-refuge-based service during weeks 11th – 15th June 2012 and 13th – 17th June 2011: (Responding organisations only)

Ethnic group	June 11th – 15th 2012		June 13th – 17th 2011		% difference 2012
White – including English/Welsh/Scottish/Northern Irish/British	4,942	67%	6,413	74%	- 7%
White – Irish	52	0.7%	47	0.5%	+ 0.2%
Gypsy or Irish Traveller	22	0.3%	14	0.2%	+ 0.1%
Other White background	270	4%	208	2%	+ 2%
White and Black Caribbean	74	1%	82	1%	0%
White and Black African	39	0.5%	45	0.5%	0%
White and Asian	41	0.5%	57	0.6%	- 0.1%
Any other multiple ethnic background	48	0.6%	72	0.8%	- 0.2%
Indian	192	3%	245	3%	0%
Pakistani	403	5%	474	5%	0%
Bangladeshi	131	2%	81	0.9%	+ 1.1%
Chinese	34	0.4%	29	0.3%	+ 0.1%
Any other Asian background	77	1%	116	1%	0%
Black Caribbean	110	1%	142	2%	- 1%
Black African	126	2%	146	2%	0%
Any other Black background	52	0.7%	42	0.4%	+ 0.3%
Arab	31	0.4%	39	0.4%	0%
Any other ethnic group	128	2%	130	1%	+ 1%
Unknown	626	8%	319	4%	+ 4%
Total	7,398	100%	8,701	100%	-

Table 26: Women using non-refuge-based service during week 11th – 15th June 2012: Ethnic origins (responding organisations only)

Ethnic group	Number of women	% of total service users	% of population of England ³⁸
White - English/Welsh/Scottish/Northern Irish/British	4,942	67%	79.8%
White – Irish	52	0.7%	1%
Gypsy or Irish Traveller	22	0.3%	0.1%
Other White background	270	4%	4.6%
White and Black Caribbean	74	1%	0.8%
White and Black African	39	0.5%	0.3%
White and Asian	41	0.5%	0.6%
Any other mixed or multiple ethnic background	48	0.6%	0.5%
Indian	192	3%	2.6%
Pakistani	403	5%	2.1%
Bangladeshi	131	2%	0.8%
Chinese	34	0.4%	0.7%
Any other Asian background	77	1%	1.5%
Black Caribbean	110	1%	1.8%
Black African	126	2%	1.1%
Any other Black background	52	0.7%	0.5%
Arab	31	0.4%	0.4%
Any other ethnic group	128	2%	0.6%
Unknown	626	8%	n/a
Total	7,398	100%	100%

Table 27: Women using non-refuge-based service during week 11th – 15th June 2012: Sexual orientation (Responding organisations only)

Sexual orientation	Number of women	% women respondents
Lesbian	52	0.7%
Bisexual	36	0.4%
Heterosexual	5,316	72%
Not asked/Unknown	1,994	16%
Totals	7,398	100%

Two service users identified as transgender.

6.6. Service users with additional support needs

As with refuge services, we also asked about some additional support needs which users of non-refuge services might have. The proportions of those with particular support needs are very similar to those using refuge services. See Table 28, and compare with Table 21.

³⁸ From Census 2011, total population of England.

Table 28: Users of non-refuge services with additional support needs: Responding organisations only³⁹

Additional support needs	Number of women	% women service users⁴⁰
Affected by mental health issues ?	2,545	34%
Affected by misuse of drugs ?	521	7%
Affected by alcohol misuse ?	758	10%
Have children who have been excluded from school ?	88	1%
Have children who have been truanting from school?	78	1%
Have children about whom there are, or have been, child protection concerns ?	1,584	21%
Have children who are, or have been, on a Child Protection Plan ?	1,267	17%
Have or had a family member subject to an anti-social behaviour order ?	152	2%
Have had a criminal conviction and/or a history of offending ?	263	4%

6.7. Women who could not be supported in non-refuge-based services

A small majority of responding organisations offering non-refuge services said that they were able to support all the women who approached them for support during that week (89 out of 153: 58%). 57 organisations were not able to do so during the week in question⁴¹, meaning that at least 524 women who needed outreach support could not be given it immediately.

In most such cases, these women would have been offered a place on a waiting list, and given support in future when capacity became available. Some might have been referred to alternative service provision. See Tables 29 and 30, overleaf.

6.8. Helplines and other telephone calls

We also asked all organisations – whether or not they operate a specific “helpline” - about telephone calls they received on the Day to Count⁴². Responding organisations told us they received at least 1,361 calls⁴³ asking

³⁹ Fifteen organisations were unable to provide any information on these issues in respect of their users of non-refuge services, so the information comes from 131 organisations, only.

⁴⁰ That is, based on total number of women using non-refuge-based services run by responding organisations during the week June 11th – 15th 2012 – i.e. 7,398 women.

⁴¹ Seven organisations were unable to provide any information on this question.

⁴² “Please give the number of telephone calls from women (or others calling on their behalf) seeking information/support for domestic or sexual violence on Thursday June 14th 2012.”

⁴³ Some organisations did not keep a record of how many calls they received: 40 responding organisations either received no calls or did not know how many they had received.

for support and/or information. This equates to an estimate of at least **2,095 calls** if non-responding organisations are taken into account.

Table 29: Women who could not be supported in non-refuge services

Reason women could not be given support	Number of women	% of all women who could not currently be supported
No capacity at present	409	78%
Needed a different service	30	6%
Unable to meet her particular support needs	14	3%
Other reason	71	13%
Total	524	100%

Table 30: How organisations responded to women to whom they could not immediately offer a support service: Responding organisations only

Response to women who could not be supported immediately	Number of women	% of all women who could not currently be supported
Put on waiting list	336	64%
Referred to another DV/SV specialist	15	3%
Referred to a non-DV specialist	25	5%
Referred to a generic service	21	4%
Referred to National Domestic Violence Helpline	8	2%
Other response	99	13%
No information given	20	4%
Total	524	100%

6.9. Conclusion

Information from the ‘Day to Count’ is more detailed and likely to be more reliable than that for the whole year, as it is collected on or very soon after the date in question. From the information we collected, around **3,600 women and their children are resident in refuge accommodation on any one day**, and a further **11,380 or more are using other specialist domestic violence services**. On any typical day, therefore, services would be full almost to capacity; hence the numbers who are necessarily turned away, and referred elsewhere, each day. Considerably larger numbers are able to be supported in non-refuge-based services, but even so, many have to go onto waiting lists until provision is available for them.

We now move on to look in more detail at the experiences of some of those using specialist domestic and sexual violence services.

Chapter 7: Residents' Survey 3A

7.1. Introduction

In our two Service Users' Feedback questionnaires (Surveys 3A and 3B), responding organisations were asked to select a one in four sample of women currently using these services (i.e. at the time of the 'Day to Count'), and to provide some additional information about them; for example, their use of police and courts, and any additional support needs they or their children might have.

We received 538 responses⁴⁴ to Survey 3A (relating to those using refuge accommodation) from 152 separate organisations. All tables and other information in this chapter relate to those 538 service users.

7.2. Demographic characteristics of respondents

The spread of ethnic origins of those responding to the Residents' survey is very similar to that in the Day to Count.

Table 31: Ethnic origins of residents in refuge accommodation

Ethnicity	Number of respondents	% of all respondents
White – English / Welsh /Scottish/Northern Irish/British	254	47%
White – Irish	5	1%
Gypsy or Irish Traveller	7	1%
Other White background	37	7%
White and Black Caribbean	17	3%
White and Black African	4	0.7%
White and Asian	2	0.3%
Any other mixed or multiple ethnic background	5	1%
Indian	15	3%
Pakistani	64	12%
Bangladeshi	20	4%
Chinese	5	1%
Any other Asian background	17	3%
Black Caribbean	19	4%
Black African	40	7%
Any other Black background	3	0.5%
Arab	6	1%
Any other ethnic group	17	3%
Unknown	1	0.1%
Total	538	100%

Respondents were, on the whole, fairly young: almost half were aged under 30 years, and only 5% were aged over 50 years.

⁴⁴ All but one of these were female.

Table 32: Age groups of residents in refuge accommodation completing service users' survey 3A

Age	Number of respondents	% of respondents
18 – 20 yrs	22	4%
21 – 25 yrs	105	20%
26 – 30 yrs	131	24%
31 – 35 yrs	109	20%
36 – 40 yrs	68	13%
41 – 45 yrs	44	8%
46 – 50 yrs	25	5%
51 – 55 yrs	21	4%
56 – 60 yrs	4	0.7%
61 – 65 yrs	3	0.5%
66 + yrs	1	0.2%
No information given	5	1%
Totals	538	100%

Table 33: Sexual orientation of residents in refuge accommodation completing service users' survey 3A

Sexual orientation	Number of respondents	% of respondents
Lesbian	9	2%
Bisexual	4	0.7%
Heterosexual	478	89%
Not Asked/Don't know	47	9%
Total	538	100%

Three-quarters of refuge respondents had children of 16 years and under, 89% of whom had at least one child with them in the refuge. (See Table 34) Eighteen respondents had children aged 17 or 18 years. Twenty-three women were currently pregnant, 16 of whom already had one or more children.

Tables 34: Numbers of children 16 yrs and under: Refuge residents

Table 34: Refuge residents: numbers of children 16 years and under		
Number of children	Number of service users	% of respondents
1 child	164	30%
2 children	137	25%
3 children	69	13%
4 children	19	4%
5 children	11	2%
6 or more children	3	0.5%
No children of this age	135 ⁴⁵	25%
Total respondents	538	100%

⁴⁵ Five of these women had children aged 17 or 18 years, 2 of whom were also in the refuge.

7.3. Additional support needs of residents: Impairments and health problems

The proportion of residents stating that they had one or more impairments was more than twice that recorded as “disabled” in the Day to Count. This apparent discrepancy could reflect the relative “invisibility” of some impairments, when looking at the overall picture rather than focussing on an individual, and/or the different terminology used.

Table 35: Residents in refuge accommodation who are disabled/have impairments, and completed service users’ survey 3A

	Number of respondents	Total with impairments	% of respondents
Physical impairment	54	163 (30%)	10%
Sensory impairment	7		0.2%
Mental health impairment	125 ⁴⁶		23%
Learning impairment	18		3%
Of these -			
More than one impairment	34		6%
No impairments	375		70%
Total respondents		538	100%

Health problems or impairments were said to be the result of abuse in the case of 85 respondents (16%). The proportions of those residents having additional support needs were very similar in both the ‘Day to Count’ and Survey 3A. (See Table 36 overleaf.)

7.4. Experience of abuse

While the vast majority of women had experienced abuse from a partner or former partner, a significant minority had also experienced other forms of abuse. Just under half had lived with their abusers for less than five years. Half of all respondents had left their abusers at least once previously. (See Tables 37, 38 and 39 on the following pages).

⁴⁶ This figure does not include all those who are said to have “mental health issues” in Table 43, but only those whose mental ill-health was judged sufficient to create an “impairment”.

Table 36: Residents in refuge accommodation who have additional needs, completing service users' survey 3A

	Number of respondents	% respondents	Total with additional support needs
Affected by mental health issues	189	35%	285 (53%)
Affected by misuse of drugs	30	6%	
Affected by alcohol misuse	49	9%	
One or more children have been excluded from school	7	1%	
One or more children have been truanting from school	12	2%	
There are child protection concerns	124	23%	
Child Protection Plan in place	87	16%	
Family member ⁴⁷ is subject to an anti-social behaviour order	22	4%	
Respondent has a criminal conviction or history of offending	37	7%	
Of these – - more than one additional support need		138 (26%)	
No additional needs/issues reported	253	47%	47%
Total respondents	538		100%

⁴⁷ Or former family member: this could include the perpetrator.

Table 37: Type/s of abuse experienced by refuge residents

Type of abuse	Number of women ⁴⁸	% of all respondents ⁴⁹
Heterosexual partner abuse – physical, sexual, financial or emotional	482	90%
Same-sex partner abuse	7	1%
Abuse from other family/household members	96	18%
Forced marriage	24	4%
Honour-based violence	23	4%
Abuse by a carer/personal assistant	3	0.5%
Rape or sexual assault	21	4%
Female genital mutilation	1	0.2%
Trafficking or sexual exploitation	5	1%
Other form of abuse	16	3%
No information	5	1%

Table 38: Length of time in abusive relationship: refuge residents

Length of abusive relationship	Number of women	% respondents	
Less than 6 months	16	3%	48%
6 months to 1 year	40	7%	
1 yr – 2 yrs	61	11%	
2 – 5 years	142	26%	
5-10 years	110	20%	37%
More than 10 years	87	16%	
Don't know how long/no information	64	12%	
Never in relationship with abuser	18	3%	15%
Total	538	100%	

Table 39: Refuge residents: Leaving the abuser previously

Has she left abuser before?	Number of respondents	%	
Yes - left ONCE before	120	263	22%
Yes - left TWICE before	55		10%
Yes - left MORE THAN twice before	48		9%
Yes - but DON'T KNOW how many times	40		7%
No - NEVER left before	224	42%	
Don't know if left before	33	6%	
Does not apply - never in relationship with abuser	18	3%	
Total	538	100%	

⁴⁸ Please note that respondents could list all the kinds of abuse to which they were subjected; hence numbers are greater than 538.

⁴⁹ % are based on the total number of respondents, i.e. 538, but because some respondents listed more than one kind of abuse, % adds up to more than 100%.

7.5. Use of other support services

We asked which agency (if any) had referred the woman to the refuge on that occasion (Table 40); and also which other agencies had been used, either in the past or currently (Table 41).

Table 40: Referral agencies used by refuge residents

Who referred her to the refuge?	Number of women	% respondents
Another service within your organisation	44	8%
National Domestic Violence Helpline	37	7%
(Other) Women's Aid local service	68	13%
IDVA from another organisation	20	4%
ISVA from another organisation	5	1%
Other specialist DV/SV service	60	11%
Police	36	7%
NHS primary care health professional	9	2%
Hospital	1	0.1%
Housing/homeless persons' dept	42	8%
Other housing provider	7	1%
Social services	58	11%
Victim Support	3	0.5%
Other voluntary sector organisation	29	5%
Self referral	88	16%
via a MARAC	3	0.5%
Other	18	3%
Don't know/no information given	10	2%
Totals	538	100%

The **police** were the agency from which the largest number of women had sought help – but it is notable that in only 29% of these cases had the police directly referred the victim to the refuge. See section 7.6, below, for further information about actions the police had taken, in the past or currently.

Healthcare professionals working in hospitals or primary care also tended not to refer victims direct to refuge organisations to the extent one would expect, given the number of victims who had used their services. Social services were also in contact with a relatively large number of women – perhaps most often because of issues with child protection; and they had referred rather more than half of these to refuge organisations.

Only 15 women were reported as using on-line support from forums or websites. In a large number of cases (28%) there was either no answer given or the respondent (or person responding on her behalf) did not know whether support of this kind had been used.

Table 41: Support agencies contacted or used by refuge residents

Other agency used – NOT referring	Number of women	TOTAL respondents ⁵⁰ using this agency
Another service within your organisation	8	52
National Domestic Violence Helpline	19	56
(Other) Women’s Aid local service	13	81
IDVA from another organisation	11	31
ISVA from another organisation	0	5
Other specialist DV/SV service	9	69
Police	89	125
NHS primary care health professional	34	43
Hospital	12	13
Housing/homeless persons’ dept	37	79
Other housing provider	10	17
Social services	43	101
Victim Support	5	8
Other voluntary sector organisation	17	46
Other	25	43
Not known/no information given	37	-
No other agency contacted	282 (52%)	-

7.6. Police action and criminal proceedings

Respondents were asked about any reports they, or others on their behalf, might have made to the police in relation to domestic or sexual violence; and - if the abuse had ever been reported - what, if any, action did the police and other criminal justice agencies take as a result⁵¹.

372 respondents – 69% - said that the abuse had at some point been reported to the police. The length of time the victim had been experiencing abuse before it was reported is shown in Table 42. Approximately one-third of victims had reported the abuse within the first 2 years; 13% waited more than 5 years before reporting it – and nearly one in three cases had never been reported, (or the respondent didn’t remember). Nearly a quarter of the women had called out the police on more than three occasions to incidents of domestic or sexual abuse committed by the same perpetrator; and this constituted one-third of those who had ever reported the abuse to the police. (See Table 43).

⁵⁰ i.e. the total of those who were a) referred to the refuge by this agency (see Table 40) and b) those who also contacted this agency but were **not** directly referred to the refuge (first column, Table 41).

⁵¹ Note that the initial question here – “Has the domestic or sexual violence **ever** been reported to the police (either by the woman herself or someone else)” – is wider than the previous questions about referral agencies and support, and would be expected to result in a greater number of positive responses.

Table 42: How long had the victim been experiencing abuse before the police were called? Residents' Survey respondents

Length of time	Number of respondents	% of respondents
Less than 6 months	57	11%
Between 6 months - 1 year	54	10%
1 year - 2 years	67	12%
2 - 5 years	90	17%
5 - 10 years	50	9%
More than 10 years	24	4%
Don't know how long before reported	30	6%
N/a - never reported to police	150	28%
Don't know whether reported to police or not	16	3%
Total	538	100%

Table 43: How many times have police been called out? Residents' Survey respondents

How many times has abuse been reported to police?	Number of respondents	% respondents
Police called once only	129	24%
Police called twice	65	12%
Called between 3 - 5 times	79	15%
Called between 6 - 10 times	22	4%
Called more than 10 times	18	3%
Cannot remember how many times police called	59	11%
N/a - never reported to police	150	28%
Don't know whether police ever called or not	16	3%
Total	538	100%

In relation to 60% of respondents (222 women), the police took some action on at least one of the occasions they were called out. Actions varied – but often fell short of charging the perpetrator. In only one in five cases in which the police were called did they charge the perpetrator. See below, Table 44.

Table 44: Police action following call-out: Residents' Survey respondents

What was done	Number of respondents	% respondents
Caution	27	5%
Arrested but not charged	81	15%
Taken to CPS and charged	79	15%
Domestic violence prevention order	12	2%
Other action	12	2%
More than one action	2	0.3%
Some action taken but don't know what	9	2%
Don't know whether any action taken	67	12%
No further action taken	99	18%
N/a - never reported to police	150	28%
Totals	538	100%

Other actions might include: detaining the offender under the Mental Health Act, referring the victim to a voluntary sector organisation, or to a MARAC. In one case, the police issued an Osman warning⁵², as they believed there was an immediate and serious threat to the victim's life, and at the same time, they referred her to the refuge. Some cases were still ongoing. The police seem more likely to take no further action, to caution the offender, only, or to arrest without charge, on the first few occasions they are called; and they are most likely to proceed with charges after they have been called out between three and five times. However, it seems that, if they are called out on more than five occasions, they appear to lose interest and take little or no subsequent action. (See Table 45.)

Table 45: Police actions related to the number of times domestic or sexual abuse is reported to them: Residents' Survey respondents

How many times reported to police	Actions taken by police							Totals
	Caution	Arrested but not charged	Taken to CPS and charged	DVPO ⁵³	Other action/more than one	DK/No information	No further action	
Once	11	30	16	4	3	22	43	129 (24%)
Twice	3	18	14	1	4	6	19	65 (12%)
Between 3 - 5 times	9	21	27	3	4	5	10	79 (15%)
Between 6 - 10 times	1	6	8	0	0	2	5	22 (4%)
More than 10 times	-	4	6	2	1	1	4	18 (3%)
Don't know how many times	3	2	8	2	2	40	18	75 (14%)
N/a: never reported to police	n/a	n/a	n/a	n/a	n/a	n/a	n/a	150 (28%)
Totals	27 (5%)	81 (15%)	79 (15%)	12 (2%)	14 (3%)	76 (14%)	99 (18%)	538

Fifty-one of the respondents' perpetrators were currently going through prosecution proceedings, seventeen of whom had also been prosecuted previously for domestic/sexual violence against the same victim. An additional sixty-one (i.e. seventy-eight in total) had gone through a previous prosecution. Fifty perpetrators in total had (so far) been convicted of a domestic or sexual violence offence.

⁵² Osman warnings are issued by British police or legal authorities when there has been a death threat or is perceived to be a high risk of murder, but not currently enough evidence to justify an arrest.

⁵³ Domestic Violence Protection Orders. These allow the police and magistrates courts to protect a victim in the immediate aftermath of abuse, by preventing the perpetrator from contacting the victim or returning to their home for up to 28 days. At the time of the survey, DVPOs were being piloted in several areas of the country, and are continuing in three areas while the original initiative is being evaluated.

7.7. Other legal proceedings: Injunctions and other protection orders

128 survivors (24%) had applied or were applying for an injunction under the Family Law Act 1996 and 65 (12%) said their abusers were or had been subject to restraining orders under the Protection from Harassment Act 1997. Most of the latter – 51 women, 78% - had also applied for non-molestation injunctions and/or occupation orders, making a total of 142 women who had, or were in the process of applying for, one or more forms of court protection. (In some cases, restraining orders might have been imposed by the court following prosecution proceedings – whether or not the alleged perpetrator was found guilty of abuse⁵⁴ – rather than the victim herself applying for one.)

In cases where orders were in place, less than half of these were known to have been breached⁵⁵; though quite often respondents (who might be service providers answering on behalf of the survivors) were unsure whether the order/s had been breached or not. See Table 46.

Table 46: Court orders and breaches: Residents' Survey respondents

Court order made/applied for	Court order breached	Number of women	% of respondents	% of those applying for orders
142 survivors (26%) Court order made or applied for.	Breach of NON-MOLESTATION order	31	6%	39% of all orders breached
	Breach of OCCUPATION order	4	0.7%	
	Breach of RESTRAINING order	16	3%	
	Order/s breached but don't know what kind	4	0.7%	
	More than one order breached	1	0.2%	
	Order not yet made	14	3%	61% of orders <i>not</i> breached
	None has been breached	54	10%	
	DK whether breached or not	18	3%	
395 survivors (74%) No relevant order.	No order made: Does not apply	340	63% respondents	
	DK whether order or not	56	11% respondents	
Total		538	100%	

⁵⁴ Section 12 of the DVCVA 2004 introduced section 5A into the PHA 1997, allowing the court to make a restraining order after acquitting a defendant of any offence if the court considers it necessary to do so to protect a person from harassment.

⁵⁵ The proportion breached seems to be slightly higher than in 2010, when one-third of orders made in respect of respondents to the Residents' Survey 2010 were known to have been breached.

Chapter 8: Users of non-refuge services

8.1. Introduction

As with Survey 3A (relating to residents in refuge accommodation), responding organisations were asked to select a one in four sample of women currently using non-refuge services, and to provide some additional information about them. We received 726 responses to this survey from 125 separate organisations⁵⁶.

8.2. Demographic characteristics of those using non-refuge services

The spread of ethnic origins of those responding to Survey 3B is very similar to that of users of non-refuge services on the Day to Count, suggesting that the sample selected was representative of all women using non-refuge-based service provision during that week.

Table 47: Ethnic origins of users of non-refuge services

Ethnicity	Number of women	% of respondents
White - English/Scottish/Welsh/N.Irish/British	442	61%
White - Irish	10	1%
Gypsy or Irish Traveller	5	0.6%
Other White background	26	4%
White and Black Caribbean	11	2%
White and Black African	3	0.4%
White and Asian	3	0.4%
Any other mixed or multiple ethnic background	8	1%
Indian	28	4%
Pakistani	60	8%
Bangladeshi	22	3%
Chinese	4	0.5%
Any other Asian background	6	0.8%
Black Caribbean	19	3%
Black African	24	3%
Any other Black background	6	0.8%
Arab	6	0.8%
Any other ethnic group	33	5%
Unknown	10	1%
Total	726	100%

The average age of those making use of non-refuge services tends to be slightly higher than those women accessing refuge accommodation. There could be a number of reasons for this difference. It may be that older women have more invested in staying in their own homes; they might have more resources – and hence more options for alternative accommodation; they might have more and/or older children and could be reluctant to disrupt their

⁵⁶ Some of these organisations run a number of different non-refuge services, and samples from larger organisations were often spread across several of these.

social lives and schooling; or they may be seeking support to move on in their lives some years after separating from their abusers.

544 respondents (75%) have children aged 16 years or under and a further fifteen have children between the ages of 17 and 18. (Forty-three have children in both age groups). Forty-three of the respondents do not have any of their children (aged 16 or under) living with them, and a further twenty-six have only some of their children with them and others living elsewhere. Twelve women were pregnant, seven of whom also had children aged 16 years or under. See Table 49. The sexual orientations of women using non-refuge services are shown in Table 50. Three users of non-refuge services identified as transgender⁵⁷.

Table 48: Ages of users of non-refuge services

Age group	Number of service users	% of respondents
16 and 17 years	5	0.6%
18 - 20 years	29	4%
21 - 25 years	111	15%
26 - 30 years	160	22%
31 - 35 years	122	17%
36 - 40 years	120	16%
41 - 45 years	74	10%
46 - 50 years	48	7%
51 - 55 years	29	4%
56 - 60 years	8	1%
61 - 65 years	7	1%
66 years and over	6	1%
Don't know/ no information	7	1%
Total	726	100%

Table 49: Numbers of children per service user: Non-refuge services

Number of children	Number of respondents	% respondents
1 child	220	30%
2 children	171	23%
3 children	91	13%
4 children	46	6%
5 children	5	0.6%
6 children or more	8	1%
Has children but don't know how many	23	3%
No children of this age	162	23%
Totals	726	100%

⁵⁷ This is one more than those women identified as transgender in the Day to Count – suggesting either that there was a greater readiness to self-identify in the individual questionnaire; or that there was a recording error.

Table 50: Sexual orientations of users of non-refuge services

Sexual orientation	Number of women	% respondents
Lesbian	4	0.5%
Bisexual	7	1%
Heterosexual	652	90%
Not Asked/Don't know	63	7%
Total	726	100%

8.3. Additional support needs of service users: Disabled women, impairments and health problems

As in Survey 3A, we asked respondents about any impairments they might have, and the proportions are very similar, with the exception of a higher proportion of women with mental health impairments – a figure which does not include all who have less severe mental health issues. Health problems or impairments were said to be the result of abuse in the case of 120 respondents (17%).

We also asked about the same range of additional support needs that were included within Survey 3A and in the ‘Day to Count’: see Table 52 overleaf.

Table 51: Users of non-refuge service provision who are disabled/have impairments, and completed survey 3B

	Number of respondents	Total with impairments	% of respondents
Physical impairment	59	249 (34%)	8%
Sensory impairment	9		1%
Mental health impairment	200 ⁵⁸		28%
Learning impairment	27		4%
Of these -			
More than one impairment	46		6%
No impairments	477	477	66%
Total respondents	-	726	100%

8.4. Experiences of abuse

As with refuge residents, users of non-refuge-based services were asked about the kinds of abuse they had experienced, and their relationship (if any) with the abuser, and how long they had been in the abusive relationship. We also asked whether they were still in a relationship with the abuser – a question which would not have been applicable to refuge residents. 94% of respondents were or had been in an intimate partner relationship with their abusers. Compared to women in refuge accommodation, there is a slightly higher proportion of service users who have been with their abusers for more than 10 years⁵⁹. See Tables 53, 54, 55 and 56, on the following pages.

⁵⁸ This figure does not include all those who are said to have “mental health issues” in a later question, but only those whose mental ill-health was judged sufficient to create an “impairment”.

⁵⁹ When the response is “don’t know”, this is likely to be due to the data having been entered by a staff member without consulting the service user; and it might be that those working in

Table 52: Service users of non-refuge provision completing service users' survey 3B and who have additional needs.

	Number of respondents	Total with additional support needs	% respondents
Affected by mental health issues	280	428 59%	39%
Affected by misuse of drugs	36		5%
Affected by alcohol misuse	60		8%
One or more children have been excluded from school	17		2%
One or more children have been truanting from school	26		4%
There are child protection concerns	208		29%
Child Protection Plan in place	127		17%
Family member ⁶⁰ is subject to an anti-social behaviour order	33		5%
Respondent has a criminal conviction or history of offending	45		6%
Of these – - more than one additional support need			214
No additional needs/issues reported	298	41%	41%
Total respondents	726	100%	100%

Table 53: Length of time in abusive relationship: users of non-refuge services

Length of time in relationship	Number of women	% respondents
Less than 6 months	14	2%
6 months up to 1 year	47	6%
1 year to 2 years	79	11%
2 years to 5 years	167	23%
5 – 10 years	134	18%
More than 10 years	140	19%
Don't know how long/no information	126	17%
Never in an intimate relationship with abuser	19	3%
Total	726	100%

non-refuge services are less likely to be aware of details of the abuse than are those working with women in a refuge.

⁶⁰ or former family member: this could include the perpetrator.

Table 54: Is she still in a relationship with her abuser? Users of non-refuge services

Relationship with abuser?	Number of respondents	% respondents
YES - lives with him/her	78	11%
YES - but does not live with him/her	39	5%
NO	563	78%
Don't know/ no information given	27	4%
Does not apply - NEVER in relationship with abuser	19	3%
Total	726	100%

See also Table 55, overleaf, which combines both sets of information.

Table 56: Types of abuse experienced: Non-refuge service users

	Number of women ⁶¹	% respondents
Heterosexual partner abuse	685	94%
Same-sex partner abuse	8	1%
Abuse from other family/household members	115	16%
Forced marriage	15	2%
Honour-based violence	24	3%
Abuse by a carer/personal assistant	1	0.1%
Rape or sexual assault (not by partner)	30	4%
Female genital mutilation	1	0.1%
Trafficking or sexual exploitation	3	0.4%
Other form of abuse	2	0.2%

The vast majority of women using non-refuge services had experienced heterosexual partner abuse, and compared with women using refuge services, there is a slightly smaller proportion experiencing other forms of abuse. The total in Table 56 is more than 726 as some women had experienced more than one type of abuse.

8.5: Use of support services

Table 57 shows how long women had been using one or more of the non-refuge services provided by the responding organisation. 168 women – nearly one-quarter of the sample - had at some time previously stayed in a refuge, the majority being provided by the same service provider – see Table 58.

8.6. Police action and criminal proceedings

As with those using refuge accommodation, respondents were asked about any reports they, or others on their behalf, might have made to the police in relation to domestic or sexual violence; and - if the abuse had ever been reported - what action, if any, did the police and other criminal justice agencies take as a result.

⁶¹ Some women experienced more than one kind of abuse, hence numbers add up to more than 726.

In the majority of cases – 507 (70%) – the abuse had at some time been reported to the police, in most cases after the abuse had been going on for between 6 months and 5 years. (See Table 59)

Table 57: How long using that service: Respondents to Survey 3B

Length of time	Number of women	% of respondents
1-4 weeks	151	21%
5-8 weeks	102	14%
9-12 weeks	99	14%
13-16 weeks	62	9%
17-20 weeks	40	6%
21-24 weeks	36	5%
25-28 weeks	36	5%
29-32 weeks	29	4%
33-36 weeks	12	2%
37-40 weeks	19	3%
41-44 weeks	14	2%
45-48 weeks	11	2%
49-52 weeks	26	4%
1 – up to 2 years	36	5%
2 years or more	14 ⁶²	2%
Don't know how long	39	5%
Total	726	100%

Table 58: Women who had used refuge services: Respondents to Survey 3B

Has she ever stayed in a refuge?	Number of women	% respondents
Yes - stayed in refuge managed by same organisation	119	16%
Yes – used refuge managed by another organisation	48	7%
Yes – stayed in refuges both managed by this organisation and another agency	1	0.1%
No - NEVER stayed in a refuge	494	68%
Don't know/ no information	64	9%
Total	726	100%

⁶² Two of these have been using services for 7 years.

Table 55: Length of time in relationship and whether still with abuser: users of non-refuge services

Length of time in relationship with abuser	Is she still in a relationship with abuser?	Number	%⁶³	Number of women
Less than 6 months	YES – lives with him/her	1	7%	14
	YES – but does not live with him/her	1	7%	
	No	12	86%	
6 months up to 1 year	YES – lives with him/her	5	11%	47
	YES – but does not live with him/her	2	4%	
	No	39	83%	
	No information	1	2%	
1 year to 2 years	YES – lives with him/her	5	6%	79
	YES – but does not live with him/her	6	8%	
	No	66	84%	
	No information	2	3%	
2 years to 5 years	YES – lives with him/her	18	11%	167
	YES – but does not live with him/her	10	6%	
	No	137	82%	
	No information	2	1%	
5 – 10 years	YES – lives with him/her	18	13%	134
	YES – but does not live with him/her	7	5%	
	No	101	75%	
	No information	8	6%	
More than 10 years	YES – lives with him/her	20	14%	140
	YES – but does not live with him/her	5	4%	
	No	107	76%	
	No information	8	6%	
Don't know how long	YES – lives with him/her	10	8%	126
	YES – but does not live with him/her	8	6%	
	No	101	80%	
	No information	7	6%	
Never in an intimate relationship with abuser	n/a	19	-	19
Total		726	100%	726

⁶³ That is, the % of those within each length of time category.

Table 59: Length of time before violence reported to police: users of non-refuge services

Length of time	Number of women	% respondents
Less than 6 months	61	8%
Between 6 months and 1 year	100	14%
1 year up to 2 years	106	15%
2 - 5 years	109	15%
5 - 10 years	53	7%
More than 10 years	59	8%
n/a: not reported to police	162	22%
Don't know/not given	76	10%
Total	726	100%

**Table 60: How many times was domestic violence reported to police?
Users of non-refuge services**

Number of times reported	Number of women	% respondents
Once only	138	19%
Twice	84	12%
Between 3 and 5 times	116	16%
Between 6 and 10 times	41	6%
More than 10 times	40	6%
n/a: never reported to police	162	22%
Don't know/no information given	145	20%
Total	726	100%

While a large number had reported the abuse only once, there were also many who had reported it repeatedly, without any apparent end to the violence⁶⁴. And although the police took some sort of action in response to being called out in 71% of cases, this action often fell short of charging the perpetrator with an offence: see Table 61 overleaf. In one third of all cases where the police had been called (34%), the perpetrator was charged. In 28% of cases, the abuser was cautioned, or arrested but then not charged. In 21% of cases, the police took no action after being called out.

The proportions of perpetrators being charged are of course even smaller when taking into account the cases where the violence has never been reported to the police, and reinforces the fact that the criminal justice system – while one important element in addressing domestic violence and abuse – can never take the place of sufficient securely funded support services, plus free access to the protective measures and other provision offered by the civil and family courts.

⁶⁴ Reports to police which are *not* followed by charge have been shown to be ineffective in preventing further violence. See CAADA (2012) *IDVA Insights into domestic violence prosecutions* (Bristol: CAADA).

The abusers of 105 women (14%) were currently going through a prosecution process⁶⁵, and a slightly higher number – 128 (18%) – said the perpetrators had been prosecuted in the past (forty of whom were also going through current criminal court proceedings.). Of those 193 abusers, 108 (56%) had been convicted of one or more offences and in thirty-nine cases, the prosecution was still ongoing, so the result was not yet known. In forty-six cases, there had been at least one attempt at prosecuting the offender, but the respondent was not aware of any convictions.

Table 61: Further action by police: Users of non-refuge services

Did police take further action	How many women	What action?	Number and % of all respondents	
Yes, further action taken	362 (71% of those where police had been called out at least once)	Caution	54	7%
		Arrested but not charged	88	12%
		Taken to CPS and charged	174	24%
		Domestic Violence Prevention order	17	2%
		Other action	20	3%
		More than one of above	2	0.2%
		Yes, but don't know what they did	7	1%
No further action	107	No action taken	107	15%
No information ⁶⁶	95	No information	95	13%
Not applicable	162	n/a - police never called	162	22%
Total	726		726	100%

8.7. Civil and family court proceedings

As with Survey 3A, the refuge residents' survey, we asked about services users' use of various provisions within family and civil law. 216 women (30%) were known to have applied for an injunction under the Family Law Act 1996, and in 112 cases (15%), the abuser was or had been subject to a restraining order. In eighty of these cases, both kinds of orders apply.

⁶⁵ Some respondents had apparently interpreted "currently" as meaning very recently and/or since the time they had contacted this support service – as in a small number of these cases, conviction had already been confirmed.

⁶⁶ This includes 57 cases where there was no information on whether or not the police had been called; and 38 cases where it is known they had been called, but not know what action, if any, they took.

Orders were known to have been breached in 115 cases – i.e. in at least 42% of the 275 cases where one or more kinds of protection orders are known to have been made or applied for. Almost certainly there were more breaches than this, as a high number of respondents were unable to provide this information, or left the answer blank. See Table 62.

8.8. Conclusion

Taken together, Surveys 3A and 3B give a valuable snapshot of users of refuge and non-refuge services at one typical time in June 2012. This information complements that given by the annual statistics and those from the Day to Count, by focusing on survivors' experiences and their use of statutory and other services.

Table 62: Breaches of protection orders: Users of non-refuge services

Court order made/applied for	Court order breached	Number of women	% respondents	Number and % of orders breached
275 survivors are known to have applied for or already have civil protection orders. (38%)	Breach of NON-MOLESTATION order	60	8%	115 orders breached 42% of all orders made
	Breach of OCCUPATION order	2	0.2%	
	Breach of RESTRAINING order	36	5%	
	Order/s breached but don't know what kind	14	2%	
	More than one order breached	3	0.4%	160 orders not breached 58% of all orders made
	Order not yet made	29	4%	
	None has been breached	67	9%	
	DK whether breached or not	64	9%	
451 survivors have no relevant order (or not known) (62%)	No order made or applied for: Does not apply	376	52%	Not applicable
	DK whether any order has been made or applied for	75	10%	
Total		726	100%	

Chapter 9: Summary and conclusion

Women's Aid's 2011/12 Annual Survey was based on responses from voluntary sector organisations providing specialist support services to women and children experiencing domestic and sexual violence. 205 out of 299 eligible organisations responded to at least one section of the survey – a response rate of 68% overall; and 181 responded to both surveys (61%).

The results of this survey indicate that the domestic and sexual violence sector in England continues to provide a wide range of both refuge and non-refuge based services, giving help and support to large numbers of women and children annually. During 2011/12, an estimated **158,610 women** and **38,585 children and young people** were provided with one or more forms of direct support following domestic and/or sexual violence. **19,510 women** and **19,440 children** were provided with refuge accommodation, and the remainder with other forms of outreach, advocacy, counselling and support. A further **107,700 children** were supported indirectly as a result of their mothers using outreach and other non-refuge services.

The numbers of women and children using refuge accommodation annually has tended to fluctuate each year. The figures indicate a slight increase this year in the number of women supported in both refuge accommodation⁶⁷ and by non-refuge-based services⁶⁸. While the number of children has declined since the peak in 2006/7, it now appears to be on the rise again. However, there has been a slight drop in the numbers of children and young people directly supported in specialist outreach services, accompanied by a corresponding rise in the numbers of children and young people supported indirectly – which suggests a fall in the provision of specialist outreach services for children and young people, rather than any lack of demand, and is likely to relate to cuts in funding.

The numbers of women and children resident in refuge accommodation on the Day to Count - **3,700 women** and **3,860 children** - show a slight rise over the numbers resident on typical days in 2010 and in 2009, and represent an occupancy rate of more than 90% overall. On the same day, an estimated 280 women and their children seeking accommodation in a refuge were turned away from at least one organisation they approached – in the majority of cases because that refuge was full. This indicates that in many areas there was little or no available capacity for other women and children needing safe emergency accommodation, until some of the existing residents moved on. When women could not be immediately supported within the service they approached, they were usually referred to another relevant service, or – when they did not have an immediate need for emergency refuge – put on a waiting list for that service.

⁶⁷ 7% increase over 2010/11.

⁶⁸ 17% increase over 2010/11.

Overall, the total number of refuge spaces across England constitutes around 60% of the number of places needed, based on the estimate of one family place per 7,500 population, as recommended by the Council of Europe⁶⁹.

Continued funding for services was a continuing concern for many respondents. Many services are also finding that women referred to them often have complex additional needs, and that these numbers are increasing. At the same time, statutory services are less likely than in the past to be able to give additional support.

Taken as a whole, the evidence provided from these surveys reinforces the importance of these specialist services, and the need for continuing and sustainable funding across the Women's Aid network of local voluntary sector organisations.

⁶⁹ Council of Europe (June 2006) *Task Force to Combat Violence against Women, including domestic violence (EG-TFV)* available at:
<https://wcd.coe.int/ViewDoc.jsp?id=1002255&Site=COE>