

# SHELTERS HOUSING WOMEN WHO HAVE EXPERIENCED ABUSE:

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Policy, funding and practice

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This publication is the first of a series of shadow reports for the “Enhancing States Response to Gender Based Violence” project which is being implemented in partnership with the Heinrich Böll Foundation and the Tshwaranang Legal Advocacy Centre.



This report was made possible with the assistance from the European Union. The contents of this publication are the sole responsibility of the Tshwaranang Legal Advocacy Centre and the Heinrich Böll Stiftung and can in no way be taken to reflect the views of the European Union.

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To be cited as: Bhana, K, Vetten, L, Makhunga, L, and Massawe, D (2012).  
Shelters housing women who have experienced abused: policy, funding and practice. Johannesburg: Tshwaranang Legal Advocacy Centre

Publication designed by Make Content: [www.make-content.com](http://www.make-content.com)  
Photography by Lisa Skinner

Produced in 2012



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# 01

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## EXECUTIVE SUMMARY

South Africa's Domestic Violence Act (DVA) (116 of 1998) places an obligation on members of the South African Police Service (SAPS) to provide specified services to victims of domestic violence. These services include referring and transferring women to shelters. The Act is however, silent on whose statutory duty it is to provide and fund those shelters.

This report sets out existing policy and practice in relation to provision and funding of shelter services and also profiles five shelters in Gauteng province. The purpose of the five case studies was two-fold. Firstly, the case studies aimed to describe the women seeking assistance from shelters and the services they required. Secondly, they serve to contrast the needs of the women with the services that shelters are able to offer, as well as the resources available to them in providing their services.

Shelter services fall under the broader ambit of the national government's Victim Empowerment Programme (VEP), a key component of South Africa's crime prevention strategy. The Department of Social Development (DSD) is the lead department in the VEP and is responsible,

among others, for co-ordination of the services. However, the Department has publicly acknowledged some of the constraints hindering effective implementation of the VEP, especially in respect of shelter provision. Limiting factors include an insufficient budget to implement all the components of the VEP.

Yet, according to the *Minimum Standards on Shelters for Abused Women*, national DSD is required to "facilitate and fast track the provision of shelters for abused women, as well as ensuring the availability and accessibility of counselling services to women and children". The *Minimum Standards* note further that "shelters represent an absolutely critical point of crisis intervention." DSD's responsibilities in respect of shelters include ensuring that the shelter interventions meet basic needs as well as provide support, counselling and skills development.

National DSD is primarily responsible for policy making, coordination and monitoring, while provincial departments are responsible for implementation. Implementation is achieved either by the department providing services itself, or by ensuring that others provide the necessary services.

Ensuring that others provide includes ensuring that the services provided reach all who need them and are of adequate quality. This, in turn, would mean that the service providers must have adequate resources to deliver quality services.

An estimated 60% of social welfare services for women and children are currently being provided by non-governmental organisations. Some, but not all, of the civil society organisations that provide services receive funding from government to do so. Where funding is provided, it covers only part of the cost.

In 2011 national DSD released a new ***Policy on financial awards to service providers***. The policy is based on the assumption that the Department will not be the sole funder of social welfare services. Instead, non-profit civil society organisations that deliver services are expected to meet the shortfall between the costs of delivery and what DSD provides through securing funds from donor organisations, corporate social responsibility programmes and sources such as the National Lottery Distribution Trust Fund (NLDTF).

During the 2009 public hearings on the Domestic Violence Act civil society organisations called for a review of the DSD's policy and, in particular, the funding criteria. The organisations noted that the revision should be effected in consultation with non-governmental organisations and other service providers who provided shelter services or programmes.

In response to the recommendations made by Tshwaranang Legal Advocacy (TLAC) and the Advice Desk, DSD stated that it already had plans to establish more shelters for abused women. The Department committed to the establishment and improvement of two shelters annually, per province, over a period of five years. However,

it said that it could do this only if funding was available. As at the time of writing this report, no new shelters have been established.

For the 2011/12 financial year, the Gauteng Department of Social Development and Health allocated R36 444 697 for Victim Empowerment Programmes. This money was intended to fund three aspects, namely Skills and Work, Victim Empowerment, and Shelters for Women. At the time the research was done, the provincial DSD was funding 21 women's shelters at a total cost of R8 653 815. This amounts to just under a quarter of the VEP allocation, and an average of approximately R412 000 per shelter.

The 2012/13 budget books report that an additional R77 million will be added to the equitable share that National Treasury provides to provinces in 2013/14 and 2014/15 and that the intention is that provinces use this money for VEP services. However, it is not clear whether any of these funds will be used for shelters.

In mid-2010, a group of three non-profit organisations took the national DSD and its Free State provincial counterpart to court. The court application challenged the irregular disbursement of funding to NPOs; lack of information about the timing and amount of subsidies allocated; and the insufficiency of funding received. The Free State High Court found in favour of the NPOs. It instructed Free State DSD to pay immediately all outstanding amounts to NPOs. It further instructed the Free State Government to revise its policy in respect of funding to NPOs. At the time of writing this report, the court case continues, because the court rejected the Free State government's first attempt at a revised policy.

The full report contains detail about each of the five shelters studied. The following points

summarise the common findings across the five:

- 01** Gauteng DSD's funding of shelters is inadequate.
- 02** Provision of shelter services to women is preventive.
- 03** Funding constraints limit the ability of shelters to provide comprehensive services to women.
- 04** Children accompanying women to shelters are not receiving adequate services.
- 05** The majority of women utilising the shelters had only acquired a high school education, were unemployed and had no source of income.
- 06** Women in the shelters had serious health needs.
- 07** Women's legal needs extend beyond acquiring a protection order, maintenance, divorce and custody.
- 08** Shelter skills development programmes are not very effective in assisting women in securing employment.
- 09** Police and civil society organisations are the major source of referral of women to shelters.

Overall, the research revealed that all shelters are seriously underfunded, and that – in particular – DSD funding is seriously inadequate given that legislation requires that police be able to refer abused women to shelters. The research revealed further that the funding constraints severely

limit the services that shelters are able to offer to women and their children. The shelters persevere and do their best in these difficult circumstances, but their best does not meet all the legitimate needs of the women and children in their care.



**“CASE STUDIES PROVIDED A PICTURE OF THE WOMEN WHO ACCESSED SHELTER SERVICES, THE NEEDS OF THESE WOMEN AND THE EXTENT TO WHICH THE SHELTERS WERE ABLE TO MEET THESE NEEDS WITH AVAILABLE FUNDING.”**



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# 02

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## INTRODUCTION

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### 2.1 Background

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South Africa's Domestic Violence Act (DVA) (116 of 1998) places an obligation on members of the South African Police Service (SAPS) to provide specified services to victims of domestic violence. These services include referring and transferring women to shelters. The Act is however, silent on whose statutory duty it is to provide and fund those shelters. The result is inadequate provision of shelter services. This, in turn, means that the police often cannot assist women in this respect.

This report sets out existing policy and practice in relation to provision and funding of shelter services. It then provides a profile of five shelters in Gauteng province. These case studies give a picture of the women who currently access these services, the needs of these women, and the extent to which the shelters are able to meet these needs with currently available funding. The report concludes with a summary of the findings from the case studies.

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### 2.2 Methodology

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The general description of policy and practice provided in the next section of this report is based primarily on documentary research. Documents used for the analysis include legislation, policies and related documents of government as well as summaries of proceedings of parliamentary committees produced by the Parliamentary Monitoring Group (PMG).

The purpose of the case studies was two-fold. Firstly, the case studies aimed to describe the women seeking assistance from shelters and

the services they required. Secondly, they serve to contrast the needs of the women with the services that shelters are able to offer, as well as the resources available to these institutions to provide these services.

The Tshwaranang Legal Advocacy Centre to End Violence Against Women (TLAC) issued an invitation to all known shelters in Gauteng province to participate in the study. Interested organisations then attended an initial briefing on the research and subsequently decided

whether or not they wished to participate. Participation was thus on a voluntary and self-selected basis, with five shelters agreeing to participate. Criteria for inclusion were that the shelter assisted women experiencing intimate partner violence and that they received some funding from the provincial Department of Social Development (DSD).

Fieldworkers interviewed the centre manager or another senior staff person at each shelter using an interview schedule that enquired about funding, expenditure, staffing, services and other issues relating to the shelter's operation.

Fieldworkers undertook a retrospective census of client records held by each of the participating shelters for the 12-month period 1 October 2010 to 31 September 2011. Prior to reviewing case files, field workers went through the shelter's register to establish the number of women admitted during this period and to exclude those cases where women were admitted for difficulties other than intimate partner violence (such as homelessness as a result of destitution). Once the relevant cases had been identified, shelter workers provided the files to field workers. This process revealed that some client files were missing and these women were therefore excluded. A further number of files were excluded when, on reading their contents, it became apparent that they did not involve intimate partner violence.

### **2.3 Structure of the report**

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The next section of the report describes the policy framework for provision and funding of shelter services. It includes discussion of what legislation and policy states should happen as well as what happens in practice.

The section that follows contains the case studies of the five participating shelters. The

Field workers read through all the documentation contained in the file and extracted data according to a pre-coded data schedule. Information on the schedules was post-coded and captured before being analysed and written up. A preliminary analysis of the data was also presented to shelters for discussion and commentary.

Client records are confidential. TLAC therefore initially proposed that the shelter worker read through the file and then respond orally to the questions in the data schedule. However, with the exception of one shelter, shelter workers were willing to provide TLAC with direct access to the files once an undertaking to maintain confidentiality had been given. However, shelters asked that they not be identified. Accordingly, they are not named in this report.

As with all studies, there were several limitations in the methodology. Firstly, not all shelters in the province were covered. Secondly, as noted, some shelters had mislaid client files, thus reducing the number of records available for scrutiny for participating shelters. In addition, staff turnover at shelters meant that there was often not a consistent standard or style of record-keeping. In particular, files contained almost no notes regarding the counselling of clients or their psycho-social needs. Finally, some shelters were hesitant about giving detailed information on their funding as they feared this might jeopardise future funding from DSD.

descriptions in this section focus on aspects relating most directly to the needs of the women and the ability of the shelter to satisfy these needs.

The final section summarises findings across the five case studies and offers related recommendations.

# 03

## POLICY FRAMEWORK FOR PROVISION AND FUNDING OF SHELTER SERVICES

### 3.1 The Victim Empowerment Programme

Shelter services fall under the broader ambit of the national government's Victim Empowerment Programme (VEP), a key component of South Africa's crime prevention strategy. DSD is the lead department in the VEP and is responsible, among others, for co-ordination of the services. However, the Department has publicly acknowledged some of the constraints hindering effective implementation of the VEP, especially in respect of shelter provision (PMG, 30 August 2011). Limiting factors include an insufficient budget to implement all the components of the VEP which, in addition to victims of domestic violence, also encompasses sexual assault, human trafficking, crimes against children, abuse of the elderly and crimes against people with disabilities. In 2009, the VEP was reported to be funded primarily by an 18 million Euro grant received from the European Union (PMG, 28 October 2009; 30 August 2009).

According to the *Minimum Standards on Shelters for Abused Women*, national DSD is required to "facilitate and fast track the provision of shelters for abused women, as well as ensuring the availability and accessibility of counselling services to women

and children" (DSD, 2001: 1). The *Minimum Standards* note further that "shelters represent an absolutely critical point of crisis intervention... [and] are therefore a crucial base of information on the extent to which the legal system is effective in protecting the enormous amount of women seeking such protection" (DSD, 2001: 1).

The DSD's responsibilities in respect of shelters include the following:

- Through shelters, to provide a short-term intervention for women and children in crises (DSD, 2001: 5);
- To ensure that the interventions meet basic needs as well as provide support, counselling and skills development;
- To ensure that shelters are linked to accredited organisations and registered with DSD;
- To ensure that shelters maintain an effective level of safety and security for staff and residents;
- To ensure that shelters have responsible managers who are involved with the daily running of the shelter;



POWER OF  
PRAYER

- To ensure that all persons involved in providing sheltering attend training which meet minimum standards in service delivery;
- To implement developmental quality assurance (for monitoring and evaluation purposes) in an effort to ensure service delivery and the transformation of welfare services;
- To ensure adequate screening assessment of clients as soon as they arrive for admission;
- To ensure that an effective process of referral is in place as well as a procedure manual that specifies how to deal with domestic violence cases.

National DSD is primarily responsible for policy making, coordination and monitoring, while provincial departments are responsible for implementation. This division of labour applies in respect of virtually all welfare services, including provision of shelters for survivors of domestic violence. Implementation is achieved either by the department providing services itself, or by ensuring that others provide the necessary services. Ensuring that others provide includes ensuring that the services provided reach all who need them and are of adequate quality. This, in turn, would mean that the service providers must have adequate resources to deliver quality services.

## 3.2 The role of civil society organisations

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Historically, civil society organisations (CSOs) have provided the majority of welfare services in South Africa. More specifically, an estimated 60% of social welfare services for women and children are currently being provided by non-governmental organisations (NGOs) (PMG, 16 August 2012). Some, but not all, of the civil society organisations that provide services receive funding from government to do so. Where funding is provided, it covers only part of the cost. This is different from instances, such as construction of roads or provision of other services, where government pays service providers the full cost plus profit. The office within the Gauteng DSD and Health responsible for disbursing funds to non-profit civil society organisations (NPOs) is called “Partnerships and Financing”.

In 2011 national DSD released a new ***Policy on financial awards to service providers***. The policy is based on the assumption that the Department will not be the sole funder of social welfare services. Instead, NPOs that deliver services are expected to meet the shortfall between the costs of delivery and what DSD provides through securing funds from donor organisations, corporate social responsibility programmes and sources such as the National Lottery Distribution Trust Fund (NLDTF).

One result of the current DSD approach to funding of NPOs is that government social workers receive salaries that are far higher than NPO-employed social workers because the subsidies provided to NPOs do not cover the full salary. This presents a problem for NPOs in that social workers are then “poached” by government. Government acknowledged this problem in 2011, but has not taken any steps to address it (PMG, 22 August 2011).

During the 2009 public hearings on the Domestic Violence Act, CSOs called for a review of the DSD’s 1995 ***Policy on financial awards to service providers***, including reassessment of funding criteria. The organisations noted that the revision should be effected in consultation with non-governmental organisations and other service providers who provided shelter services or programmes (PMG, 28 October 2009).

The hearings also heard about other aspects of the VEP and, in particular, its failure to address the needs of survivors of domestic violence. A submission by MOSAIC highlighted the absence of a framework that directly linked the VEP with the Domestic Violence Act. The Gender Advocacy Programme highlighted the lack of monitoring and evaluation of the VEP, and questioned its ability

to respond to victims of domestic violence. The Thoyandou Victim Empowerment Programme noted its concern with DSD's implementation of the VEP, stating that the DSD "was not the correct Department to be held responsible for the VEP and that the mandate of the VEP should be reviewed" (PMG, 28 October 2009).

In response to the recommendations made by TLAC and the Advice Desk, DSD stated that it already had plans to establish more shelters for abused women (PMG, 3 November 2009). The Department committed to the establishment and improvement of two shelters annually per province over a period of five years. However, it said that it

could only do this if funding was available. At the time of writing this report, no new shelters have been established.

In its August 2011 briefing to the Select Committee on Women, Children and Persons with Disabilities, national DSD indicated that it had applied to the National Treasury regarding additional funding for the VEP (PMG, 30 August 2011). The 2012/13 budget books report that an additional R77 million will be added to the equitable share that National Treasury provides to provinces in 2013/14 and 2014/15 and that the intention is that provinces use this money for VEP services.

### **3.3 Gauteng budget allocations**

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For the 2011/12 financial year, the Gauteng DSD and Health allocated R36 444 697 of its budget vote for Victim Empowerment Programmes. This amounted to 2% of the department's budget for 2011/12. This money was intended to fund three aspects, namely Skills and Work, Victim Empowerment, and Shelters for Women.

At the time the research was done, the provincial DSD was funding 21 women's shelters at a total cost of R8 653 815. This amounts to just under a quarter of the VEP allocation, and an average of approximately R412 000 per shelter. In comparison, the 2011/12 budget allocation to the

Crime Prevention and Support Programme was 5% of the Department's vote and R41 763 360 was assigned for secure care facilities for children in trouble with the law.

According to the Provincial DSD plan the provincial DSD planned to reach 58 280 (3%) of the population of women aged 18-59 with services during 2011/12. These services would include community-based services, skills training, job creation, combating the effects of violence, provision of developmental programmes, and provision of shelters.

### **3.4 Legal challenge to government's approach to funding of non-profit organisations**

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In mid-2010, a group of three NPOs – the National Association of Welfare Organisations and Non-Governmental Organisations (NAWONGO), NG Social Services Free State and Free State Care in Action – took the national DSD and its Free State provincial counterpart to court concerning irregularities in the implementation of the provincial DSD's funding policy to NPOs. The court application challenged the following aspects of the funding policy and its implementation:

1. Irregular disbursement of funding to NPOs;
2. Lack of information and correspondence with organisations about the timing and amount of subsidies allocated;
3. The fact that the amount of funding received was not sufficient to provide the quality of services that was expected by government and beneficiaries.

For the 2011/12 financial year, the Gauteng DSD and Health allocated

**R36 444 697**

for Victim Empowerment  
Programmes with money  
intended for:

Skills & work

Victim Empowerment

Shelter for women

**BUT ONLY**

**$\frac{1}{3}$**

of the VEP allocation had been  
spent on shelters for women



This court application, according to the complainants in the case, was the culmination of collective frustration that had been caused by several years of having to deal with inefficiency and erratic subsidisation of the non-profit sector in the province and the resulting compromising of the quality of service delivery that NPOs could offer vulnerable persons.

The Free State High Court found in favour of the NPOs. The judgement noted that the prevailing situation violated laws such as the Children's Act, the Older Person's Act and the Domestic Violence Act. It instructed Free State DSD to pay immediately all outstanding amounts to NPOs. It further instructed the Free State Government to revise its policy in respect of funding to

NPOs. In conclusion the judge decided that a structural interdict needed to be imposed. Such an interdict provides for the court to supervise implementation of the court order.

At the time of writing this report, the court case continues, because the court rejected the Free State government's first attempt at a revised policy.

The Free State case is important as it will affect funding of NPOs in all provinces. Firstly, all provinces currently have very similar approaches to funding of NPOs. Secondly, the new ***Policy on financial awards to service providers*** states that all provinces will in future follow the same national policy in respect of funding of NPOs. This national policy will need to be in line with the requirements of the Free State judgement.

### 3.5 Unfulfilled undertakings

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Currently, there is no legislative provision for regulation of South Africa's shelters for victims of domestic violence and the services that they provide. In 2009, DSD stated that it had commissioned a feasibility study in order to facilitate the development of a comprehensive legislative framework to address the regulation of shelters, their accreditation and the registration of service providers within the sector (PMG, 3 November 2009). It said that norms and standards would be drafted by the end of the 2009/10 financial year to guide the operation of NGOs. This has not yet happened.

Most women who access shelters are in need of health, psycho-social services, and legal services. The Domestic Violence Act (DVA) does not impose an obligation on government to fund access to health and social services in shelters (Parliament of South Africa, 25 October 2010).

In 2010, the parliamentary Portfolio Committee on Women, Children and People with Disabilities proposed a legislative amendment to the DVA so as to provide for inclusion of specific obligations in the regulations.

In the 2009 public hearings on the DVA, DSD also stated that it would guarantee that the services provided for in the VEP would be made available to disabled victims (PMG, 3 November 2009). This would be done, among other means, through an audit of facilities and their programmes (PMG, 3 November 2009). This, too, has not yet happened.

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# 04

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## CASE STUDIES OF FIVE GAUTENG SHELTERS

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### 4.1 Shelter 1

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|                                     |   |
|-------------------------------------|---|
| <b>NGO/Government</b>               | Non-governmental, faith-based shelter affiliated to a non-denominational church   |
| <b>Established</b>                  | 2006  |
| <b>Location</b>                     | Urban residential area outside greater Johannesburg, previously designated as a township for Indians  |
| <b>Shelter capacity</b>             | Maximum capacity of 20 persons (women and their children)   |
| <b>Admission criteria</b>           | Female survivors of domestic violence and their children. The shelter admits women who have substance abuse problems and women who are depressed or suicidal provided that they are willing to be hospitalised or receive treatment |
| <b>Exclusions</b>                   | Homeless or destitute women, non-South African women without immigration papers, mentally ill women, teenage boys and families with older boys  |
| <b>Duration of stay</b>             | 6-12 months   |
| <b>Service charges</b>              | Free of charge for unemployed women and 5% of salary for women in formal employment   |
| <b>Funding</b>                      | Donations, church funding, private companies and Gauteng DSD  |
| <b>Clients Oct 2010 – Sept 2011</b> | 23 women (including all women, not only those admitted due to intimate partner violence)  |
| <b>Clients in sample</b>            | 12 women, with an average length of stay of five months   |

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## Funding

The shelter has multiple sources of funding, with the main sources being the church, donations from the community, private companies, Gauteng DSD and income-generating projects run at the shelter.

The shelter began receiving funding from the Gauteng Provincial DSD in October 2010 when the Department began to concentrate funding on faith-based organisations (FBOs), citing the fact that these organisations were already established and would therefore make good use of resources.

As seen in the table below, Shelter 1 received a total of R377 909 from DSD for the 2010/11 budget year while operating expenses for the shelter were approximately R476 848. DSD funding thus amounted to 79% of the operating expenses. As in other shelters, each woman at the shelter received R30 per day from the DSD. This amount is expected to cover the woman's costs as well as those of her children, regardless of how many children the women has. The shelter therefore relied on donations to provide women and their children with clothing, linen and other items such as disposable diapers, baby formula, and medical care.

**TABLE 1: INCOME AND EXPENDITURE OF SHELTER 1, 2010/11**

|  |                  |
|--|------------------|
| Grant income from DSD                    | <b>R 377 909</b> |
| Operating expenditure including salaries | <b>R 476 848</b> |
| Food                                     | <b>R 54 000</b>  |
| Administration and office running costs  | <b>R 27 600</b>  |
| Shelter maintenance                      | <b>R 4 014</b>   |
| Security                                 | <b>R 3 736</b>   |
| Staff salaries                           | <b>R 309 498</b> |
| Rent                                     | <b>R 78 000</b>  |
| Transport                                | <b>R 48 000</b>  |
| Programme costs                          | <b>Donations</b> |
| Once-off furniture from DSD              | <b>R 20 000</b>  |

Because of limited funds, all expenses at the shelter are currently limited to what is urgently required for the basic day-to-day running of the shelter. Costs have been cut repeatedly as a result of the worsening funding environment. The need to keep costs low means doing without necessary items for arts and crafts, group sessions, etc.

The funding from DSD does not cover the costs of rent, amenities, utilities or transport costs, the medical expenses of clients, stationery or furniture, other than once-off funding from DSD for furniture and stationery. The church covers all these

### **Staffing**

Shelter 1 had six staff members at the time of the research: two housemothers, a shelter manager

### **Services**

The shelter provides a range of services including individual and group counselling for adult women, counselling for children (who are referred to a psychologist for play therapy), parenting skills (referred to psychologist) crèche services through the church, career and employment assistance, skills training, referral for substance abuse rehabilitation, and bible study. In addition the shelter also provides legal assistance to obtain a protection order. The shelter assists with baby care. It assists with women's health needs when enough money is secured through fundraising or donations.

Upon admission to the shelter, an individual development plan and care plan are developed for each woman incorporating her short- and long-term goals.

The shelter manager is also the social worker and is responsible for conducting all the psycho-social counselling interventions required by the women and children. This includes individual and group counselling for women as well as counselling for children. Counselling is mandatory for all women at the shelter. This represents a significant case load for a single counsellor and it is likely that

expenses. There are glaring funding shortfalls for salaries which create difficulties in respect of staff retention. This is particularly the case in respect of skilled staff such as social workers. At the time of the research the shelter was approaching local companies for sponsorships and donations, but noted that companies did not want to cover core costs such as salaries. The shelter also had plans to apply for funding from the NLDTE. If successful, it planned to purchase a vehicle with the NLDTE funds as the shelter manager was using her own vehicle for shelter-related activities.

who was also the social worker, two security guards and one cook.

the availability and quality of the service offered is compromised as a result.

Of the 12 women in the sample, nine had children. Four of these women had all their children with them at the shelter. Children who witness or experience domestic violence often have behavioural problems. However, only one of the children was recorded as receiving therapy or counselling. More generally children were assisted by the housemother and the shelter provided assistance with changing schools, baby care and crèche placements.

All the women were unemployed while at the shelter and three had no source of income. Despite the funding constraints experienced by the shelter, in two instances the shelter assisted with the costs of school fees, school uniforms, school books and transport. Only one of the women in the sample was able to pay for her children's schooling costs.

As noted above, women at this shelter have access to career and employment assistance, skills training and income generation projects. The skills training provided includes catering, beading, agricultural and gardening skills. The training is provided by a volunteer qualified and experienced

**“DUE TO LIMITED FUNDS ALL EXPENSES AT THE SHELTER ARE CURRENTLY LIMITED TO WHAT IS URGENTLY REQUIRED FOR THE BASIC DAY-TO-DAY RUNNING OF THE SHELTER. THE NEED TO KEEP COSTS LOW MEANS DOING WITHOUT OTHER NECESSARY ITEMS.”**



in the particular skills set. According to the shelter manager there is reluctance to become overly dependent on volunteers who may leave and thereby interrupt services and destabilise shelter programmes.

Besides the standard skills training offered, the shelter arranges for bespoke training requested by women who believed it would improve their ability to find employment. Four women in the sample requested specific skills training and the shelter arranged training for three of these women. One of the women who received this training secured part-time employment as a result.

Seven of the 12 women arrived at the shelter without a protection order. Only two women requested assistance with obtaining one, and in these instances the shelter manager or the woman's family provided the required assistance with the process. Four women in the sample required legal assistance other than applying for a protection order. The needs ranged from applying for an identity document to custody and immigration assistance. In one case the client was referred to

the church for assistance with custody. In the three remaining cases, the shelter could not assist and the women had to manage on their own.

The shelter monitors the health of women with chronic health and psychiatric conditions and provides practical assistance to manage these. Ten of the 12 women in the sample had medical conditions that required ongoing treatment. The shelter did not have a vehicle and the shelter manager therefore used her personal vehicle for purposes such as transporting women to and from hospital. One woman requested assistance in acquiring a new wheelchair. Through networking with the local clinic, the occupational therapist facilitated access to a new wheelchair.

In two instances women made requests that the shelter could not grant. In the first case the woman requested staff to accompany her to collect her belongings. In the second case, the client requested financial assistance.

The shelter had contact with only two of the 12 women after they had left.

## User profile

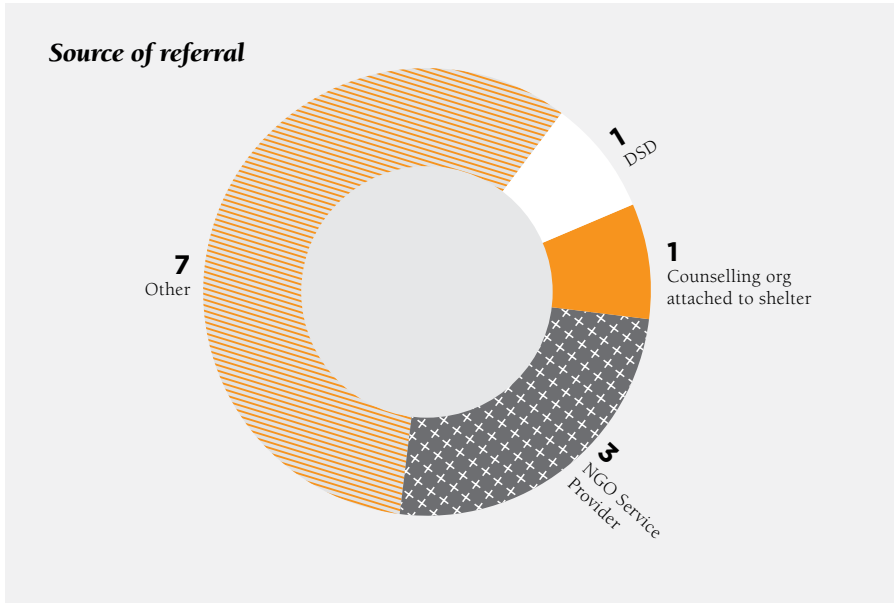
| AGE (YEARS) |           |
|-------------|-----------|
| 21-25       | 1         |
| 26-30       | 5         |
| 31- 35      | 1         |
| 36-40       | 1         |
| 41-45       | 1         |
| 46-50       | 1         |
| 51-55       | 1         |
| 56-60       | 1         |
| <b>N</b>    | <b>12</b> |

| MARITAL STATUS  |           |
|-----------------|-----------|
| Customary/civil | 3         |
| Single          | 1         |
| Divorced        | 2         |
| Co-habiting     | 6         |
| <b>N</b>        | <b>12</b> |

The average age of the 12 women was 36 years, with a range of 21-59 years. All the women were South African, six were white and four were African (in South African “race” rather than geographical terms). Half of the women were in cohabiting

relationships, three were married, two divorced and one was single.

For all 12 women this was the first time that they had accessed the shelter. Eleven of the 12 were referred by CSOs, including four who were referred by another shelter.



Research (Jewkes et al, 2010 & WH, 2004) suggests that women who experience intimate partner violence are more likely to be HIV-positive and have substance abuse problems. Four of the 12 women were HIV-positive and one was reported as having a substance abuse problem. Five women were reported to have other serious psychiatric and physical health problems such as bipolar disorder, kidney failure, multiple sclerosis, epilepsy and reproductive health problems.

The highest level of education attained was a diploma (2 women) followed by matric (4 women). All of the women were unemployed during their shelter stay.

Three women received a state grant, while three relied on maintenance or an allowance from their partner, two on income from an income-generating project and one on support from her family.

Nine women had 18 children between them, with 15 of these children aged 20 years or younger. Of the five women whose children were not at the shelter, two had had their children removed from their care because of negligent parenting, and two had adult children living independently. In only one case children had been placed with the father.

Four of the nine children who accompanied their mothers to the shelter had to change schools. In three of the cases the shelter assisted the women with the arrangements.

**“FOR ALL 12 WOMEN THIS WAS THE FIRST TIME THAT THEY HAD ACCESSED THE SHELTER. ELEVEN OF THE 12 WERE REFERRED BY CSOS, INCLUDING FOUR WHO WERE REFERRED BY ANOTHER SHELTER.”**

| <b>CHILD'S AGE (YEARS)</b> | <b>CHILD'S GENDER</b> | <b>ABODE OF CHILDREN NOT AT SHELTER</b> |
|----------------------------|-----------------------|---|
| 1-5                        | 4 Female              |   |
| 6-10                       | 4 Male                | With father 1                           |
| 11- 15                     | <b>N</b> 18           | In a place of safety 2                  |
| 16-20                      | 3                     | Adult living independently 2            |
| 21-25                      | 3                     | <b>N (women)</b> 5                      |
| 26-30                      | 2                     |   |
| <b>N</b>                   | <b>18</b>             |   |

Seven of the 12 women did not return to their partners subsequent to their stay at the shelter. Two found their own accommodation, one went to live with a family member, one went to another shelter, one to a psychiatric facility and one moved in with a new partner.

Only one of the 12 women requested an extension to stay at the shelter. She did this because she had not found alternate accommodation. An extension of a week was granted. The average length of stay was five months, although some clients stayed at the shelter for up to a year.



# SUMMARY OF SHELTER 1

## MARITAL STATUS:



Customary/civil



Single



Divorced



Co-habiting

## HIV POSITIVE & SUBSTANCE ABUSE:



4 out of 12 women were HIV-positive



1 woman was reported as having a substance abuse problem



5 women were reported to have other serious psychiatric and physical health problems such as bipolar disorder, kidney failure, multiple sclerosis, epilepsy and reproductive health problems.

## EDUCATION:



The highest level of education attained was a

---

**DIPLOMA** (2 women)

---

**MATRIC** (4 women)

---

**CHILDREN:**



4 out of the 9 children who accompanied their mothers to the shelter had to change schools

**ACCOMODATION:**



7 of the 12 women did not return to their partners subsequent to their stay at the shelter.

**INCOME:**



3 women received a state grant.



3 women relied on maintenance or an allowance from their partner.



2 women relied on income from an income-generating project.



1 women relied on support from her family.



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## 4.2 Shelter 2

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|                                     |   |
|-------------------------------------|---|
| <b>NGO/Government</b>               | Non-governmental, community-based shelter   |
| <b>Established</b>                  | 2000  |
| <b>Location</b>                     | Urban residential area outside greater Johannesburg, previously designated as a coloured township   |
| <b>Capacity</b>                     | Maximum capacity of 17 women and their children. On average a woman comes with 2–3 children. The shelter is only funded for 12 beneficiaries. |
| <b>Admission criteria</b>           | Female survivors of domestic violence and their children. Self-referrals are permitted.   |
| <b>Exclusions</b>                   | Boys over 12 and women suffering from mental illness.   |
| <b>Duration of stay</b>             | 3 months  |
| <b>Service charges</b>              | Free, but some women who are working prefer to buy their own toiletries and nappies for children.   |
| <b>Funding</b>                      | Gauteng Department of Social Development, donations from community and corporates   |
| <b>Clients Oct 2010 – Sept 2011</b> | 45 women  |
| <b>Clients in sample</b>            | 22 women, with an average length of stay of 2 months  |

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### **Funding**

The shelter previously had multiple sources of funding including Gauteng DSD, Department of Agriculture, NLDTF, Charity Mile Fundraisers, ABSA bank, the Industrial Development Corporation, the International Organisation for Migration, in-kind donations from the community and a local food bank which donated food twice a year.

The NLDTF had funded the shelter since 2002, but their funding stopped in 2009/10. Although the shelter has appealed the decision, and the Gauteng DSD office that assesses organisations

has recommended that the shelter be funded, a response had still not been received from the Lottery at the time of this study.

The following table shows grant income in 2010/11 of R761 668 as against operating expenditure of close on R800 000. The largest expenditure lines are staff costs, followed by food, running costs and transport. The transport cost is substantial, at 60% of the cost of food. Staff report that when the shelter does not have money for transport, money intended for groceries is used to subsidise transport costs.

**TABLE 2: INCOME AND EXPENDITURE OF SHELTER 2, 2010/11**

|   |                |
|---|----------------|
| Grant income from DSD                         | <b>761 688</b> |
| Operating expenditure (approximate)           | <b>794 507</b> |
| Staff salaries                                | <b>401 207</b> |
| Food  | <b>132 000</b> |
| Running costs (electricity, water, telephone) | <b>95 659</b>  |
| Transport                                     | <b>80 000</b>  |
| Shelter maintenance                           | <b>30 500</b>  |
| Rental  | <b>29 300</b>  |
| Programme costs (stationery)                  | <b>15 609</b>  |
| Security                                      | <b>10 178</b>  |

The Gauteng DSD currently partially funds eight full-time positions, including one chief social worker, two social workers, two social auxiliary workers, two housemothers and one counsellor. The chief social worker post is vacant as the shelter has not been able to hire someone due to the low salary package. DSD contributes 75% of the salary and the shelter has been unable to source the remaining 25%. Other necessary posts such as a shelter manager, financial administrator, receptionist, and intake officer are not funded by DSD and these staff members therefore work on a volunteer part-time basis or with minimal compensation. At one point the shelter used funding for the unfilled posts to cross-subsidise the administrative posts but it was told to discontinue this practice. The risk

### **Staffing**

Shelter 2 has 13 staff members: 10 full-time staff members and three interns undergoing supervised practical training. The positions comprise three administrators, two social workers, two social

of using money for vacant posts to compensate for administrative costs is that the Department deducts the funds for these posts from future quarterly allocations if the posts are not filled within six months.

Each woman at the shelter receives R35 per day from DSD. The children that come with the women are not funded and the shelter therefore carries this cost.

Lack of funding has forced the shelter to discontinue some programmes, such as the after-school youth programme, so as to focus the limited funding on the core service of providing shelter and the Victim Empowerment Programme.

auxiliary workers, one registered counsellor and two housemothers.

The withdrawal of NDLTF funding in 2009/10 forced the shelter to reduce staff costs and the

skills trainer, peer educator and additional counsellors were retrenched. This, in turn, led to some programmes being cut. Funding constraints

### **Shelter services**

The shelter provides individual counselling, career and employment assistance, social awareness and outreach programmes that include HIV and AIDs and a drug awareness programmes and a child care programme that includes an after-school service.

The shelter has an orientation programme for new clients which encompasses an introduction to shelter personnel, allocating a case manager and a counsellor, information regarding expectations from clients and the shelter's responsibilities and victim's rights. The individual files are reviewed weekly and updated monthly. A tailored care plan is developed for each woman. The plan takes into consideration the woman's medical history, education and family background.

All 22 women in the sample received individual counselling, two received parenting skills and one woman received assistance with anger management. Most women received assistance from the social auxiliary worker (21 women), social worker (18) or housemother (21). The latter assisted after hours and weekends when social workers were not available. The assistance did not, however, include any social work interventions. Only three women were assisted by a doctor and one by a psychology intern.

The shelter endeavours to support clients in searching for and securing employment by providing internet services and transport. This helps explain the substantial expenditure on transport. Five women in the sample requested assistance with specific skills training. Four of these requests related to computer skills. In all these cases the shelter was able to provide the skills training through the services of a paid and qualified person.

The shelter works with a local primary school where they are able to place children at any time of the year. They struggle to place children in high schools

mean that the shelter is unable to guarantee its employees long-term employment.

in the area. When a woman enters the shelter with children, the shelter arranges her children to be placed in these schools. The shelter has a crèche project that caters for the children for women at the shelter. However the crèche only accommodates children who are toilet trained.

The shelter provides for schooling costs and practical necessities such as disposable nappies, baby toiletries and food for children where women do not have a child support grant or other income. This causes unhappiness among those who have other income and do not receive this support from the shelter.

Children of the sampled women received services from a range of professionals including social workers (6), social auxiliary workers (13), after-school care teacher (10), a psychologist (1), a psychology intern (1), and a doctor (1). However, none of the children received therapy or counselling. Children also participated in play therapy supervised by the interns, and benefited from the after-school service.

Legal needs of the women included application for protection orders, maintenance, instituting divorce proceedings and custody. In all cases the shelter staff was able to help or refer women. Where women had the resources, they were advised to employ a private attorney.

In three instances women made requests that the shelter could not meet in respect of state housing or financial assistance. In the case of the request for assistance with an application for housing the shelter was unable to help because the woman did not have the necessary documents.

The shelter had contact with only six women after they had left. In five cases the shelter contacted the woman to check on her progress and in one case to follow up on a criminal case.

## User profile

### AGE (YEARS)

|          |           |
|----------|-----------|
| 15-20    | 2         |
| 21-25    | 0         |
| 26-30    | 4         |
| 31- 35   | 4         |
| 36-40    | 7         |
| 41-45    | 2         |
| 46-50    | 1         |
| 51-55    | 0         |
| 56-60    | 1         |
| <b>N</b> | <b>22</b> |

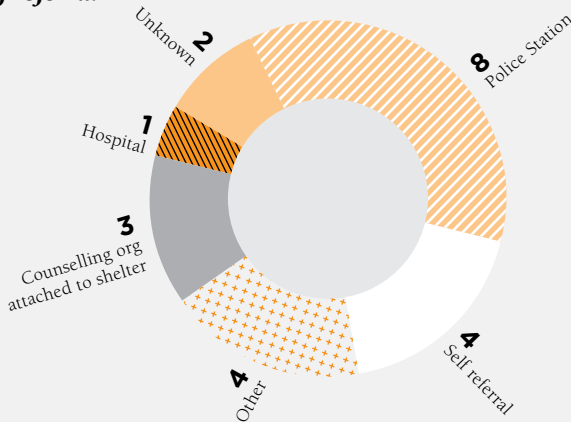
### MARITAL STATUS

|                              |           |
|------------------------------|-----------|
| Customary/civil              | 9         |
| Currently dating             | 5         |
| Separated/ previously dating | 5         |
| Divorced                     | 1         |
| Co-habiting                  | 1         |
| Other                        | 1         |
| <b>N</b>                     | <b>22</b> |

The average age of women in the sample was 34 years, with the youngest 18 years old and the oldest 57 years old. All the women were South African, 50% were coloured and 50% African. Nine of the women were married and five in dating relationships. Five of the women were separated from the abusive partner.

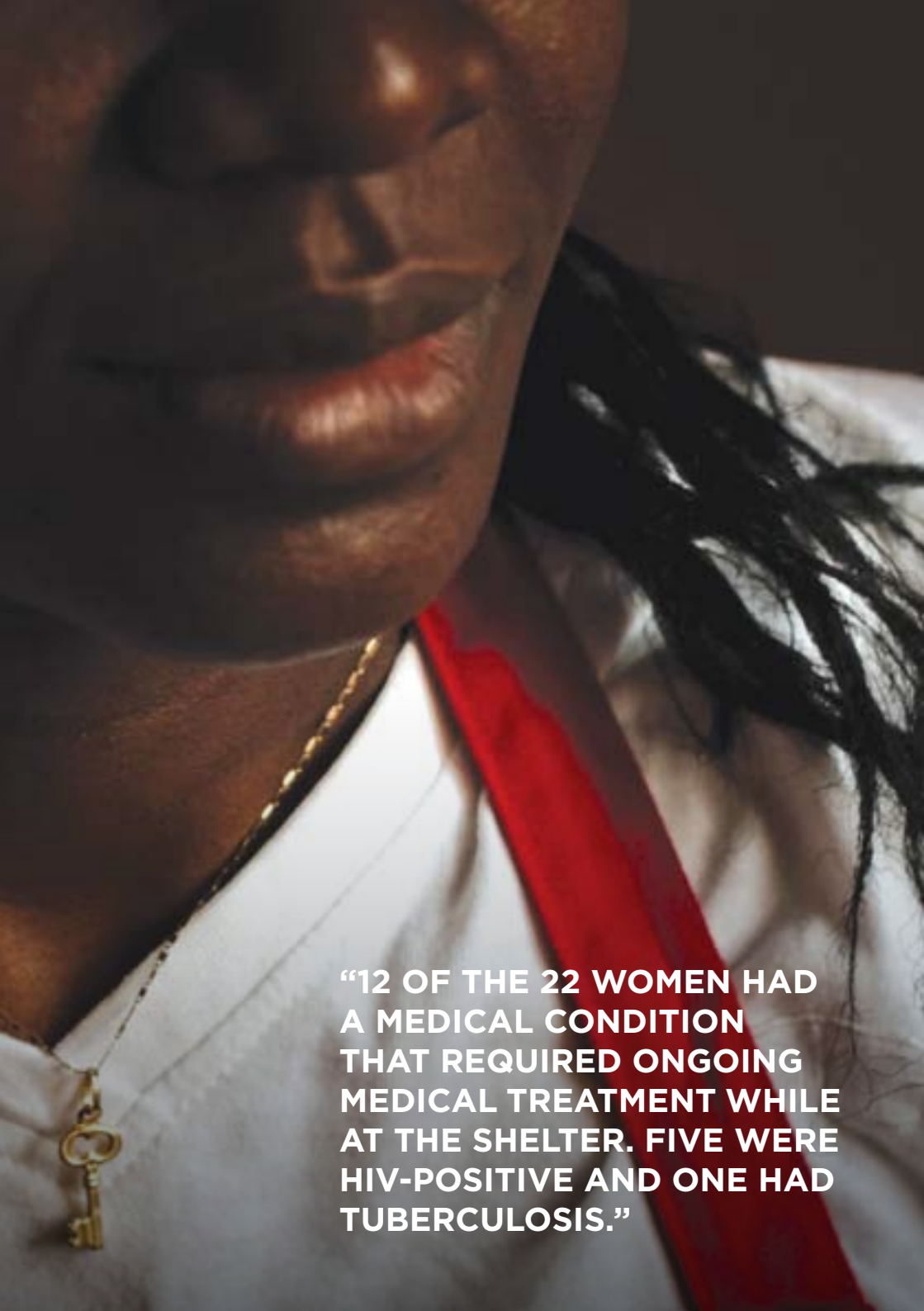
For all but one woman it was their first time in the shelter. Eight of the women were referred by the police, four women came to the shelter on their own, and a further four were referred. Of the latter, two were referred by another shelter, one by her workplace, and one was a repeat admission.

### Source of referral



Twelve of the 22 women had a medical condition that required ongoing medical treatment while at the shelter. Five were HIV-positive and one had tuberculosis (TB). Managing clients with

communicable diseases like TB presents challenges for shelters where women and children live in close proximity to each other.

A close-up, low-angle portrait of a woman with dark skin and long, dark hair. She is wearing a white collared shirt and a bright red sash. A gold chain necklace with a key pendant is visible around her neck. The lighting is dramatic, highlighting her facial features and the texture of her hair.

**“12 OF THE 22 WOMEN HAD  
A MEDICAL CONDITION  
THAT REQUIRED ONGOING  
MEDICAL TREATMENT WHILE  
AT THE SHELTER. FIVE WERE  
HIV-POSITIVE AND ONE HAD  
TUBERCULOSIS.”**



Two women required treatment for physical injuries sustained from abuse prior to coming to the shelter. One woman had bipolar disorder and one had epilepsy while another had spondylitis of the spine.

Information on the educational status of the women was unavailable for more than half the women. In terms of employment, twelve of the women were unemployed while eight were in full-time employment. Most of the latter were employed in informal jobs, for example as caregivers, domestic workers and in the beauty or food industry. Two women had formal sector employment.

Six of the women had no income and therefore relied on the shelter for all their basic needs. Eight women were employed. Thirteen women received a state grant, most often a child support

grant. None of the women received maintenance or support from her partner, even though a third of the men had income from some form of employment.

Eleven of the women incurred costs for which they had no money while at the shelter. The most common costs incurred were for childcare (7) and transport (4). In most cases the shelter covered these costs, while in one case a family member assisted. In two cases the shelter staff assisted the women to apply for government grants.

All the women in the sample had children. In total the 22 women had 63 children between them. Information on ages of the children was incomplete, but at least 22 of the 63 were under the age of six years. Eleven women had brought all their children with them to the shelter.

| CHILD'S AGE (YEARS) | CHILD'S GENDER | RESIDENCE OF CHILDREN NOT AT SHELTER |
|---------------------|----------------|--------------------------------------|
| 1-5                 | Female         | With father                          |
| 6-10                | Male           | In a place of safety                 |
| 11- 15              | Unknown        | Adult living independently           |
| 16-20               | <b>N</b>       | <b>N (women)</b>                     |
| 21-25               |                |                                      |
| Unknown             |                |                                      |
| <b>N</b>            | <b>63</b>      | <b>11</b>                            |

Three of the women had children who had a mental or physical ailment. Two women had children with Down's syndrome and a third woman's child had speech and hearing problems.

Of the 11 women whose children were not at the shelter, three women's children were with her family, seven women's children were with the father, and the whereabouts of one child was not recorded. In one case the woman's partner refused her access to the child, in another the woman was forced to leave her children when fleeing the abuse and a third had to leave her children for financial reasons.

Eleven of the children who accompanied their mothers to the shelter remained at their previous schools. In five of the cases the shelter assisted

the women with school arrangements. Where women could not afford the schooling costs, the shelter assisted in seven cases, family assisted in two cases, and the woman's husband or child's father in three cases.

Twenty of the 22 women arrived at the shelter without a protection order. Of these, only four requested assistance to obtain one and in three of these cases the social auxiliary worker assisted the women with the application.

Five women required assistance with instituting divorce proceedings. In these cases the women were assisted by the Legal Aid Board, a private attorney or the Family Advocate, referred to the VEP or assisted by another shelter.

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## “THREE OF THE WOMEN HAD CHILDREN WHO HAD A MENTAL OR PHYSICAL AILMENT. TWO WOMEN HAD CHILDREN WITH DOWN’S SYNDROME AND A THIRD WOMAN’S CHILD HAD SPEECH AND HEARING PROBLEMS.”

Two women required assistance with applying for maintenance. Shelter staff or the Family Advocate assisted these women. Four women required assistance with applying for custody or retaining the custody of their children. In these cases the women were assisted by shelter staff, the Legal Aid Board or the Family Advocate.

The shelter was not able to provide assistance to women in respect of applications for an identity document or immigration.

Three women required other forms of legal support including court preparation or follow up on a case of domestic violence. This was provided by the shelter staff.

At least nine of the 22 women did not return to their partners subsequent to their stay at the

shelter. Six found their own accommodation and three went to live with a family member. In two cases women required assistance with finding alternative accommodation and the shelter assisted by providing a letter or making internet services available.

Six women requested an extension to their stay at the shelter. This was usually because the woman was unemployed or had not found other accommodation. In most cases an extension of a month to five weeks was granted but in two cases longer extensions were granted – in one case an extra nine months.

# SUMMARY OF SHELTER 2

## MEDICAL CONDITION:



12  
—  
22

women had a medical condition that required ongoing medical treatment while at the shelter.

## INCOME:

6

women had no income and therefore relied on the shelter for all their basic needs.

8

women were employed

13

women received a state grant, most often a child support grant

0

women received maintenance or support from her partner, even though a third of the men had income from some form of employment.

## SCHOOLS:



Eleven of the children who accompanied their mothers to the shelter remained at their previous schools. In five of the cases the shelter assisted the women with school arrangements. Where women could not afford the schooling costs, the shelter assisted in seven cases.

**CHILDREN:**

of the women whose children were not at the shelter:

3

were with her family

7

were with their father

1

woman was refused access to her child

1

woman was forced to leave her children when fleeing the abuse

1

woman left her children due to financial reasons

**REFERRED:**



For all but one woman it was their first time in the shelter.



Eight of the women were referred by the police.

**LEGAL NEEDS:**

**20** out of 22 women did not have a protection order

**4** women needed assistance with protection orders

**5** women required assistance with divorce proceedings

**2** women needed assistance with maintenance applications

**4** women needed assistance with custody issues

**3** required court preparation or follow up on cases

# STRUCTURE

- Screening for
- Social work programs
- Therapeutic programs
- Transport
- Use mothers
- Placement →

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## 4.3 Shelter 3

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|                                     |   |
|-------------------------------------|---|
| <b>NGO/Government</b>               | Government shelter in a Victim Empowerment Centre   |
| <b>Established</b>                  | 2004  |
| <b>Location</b>                     | Urban centre within greater Johannesburg  |
| <b>Capacity</b>                     | Maximum capacity of 150 women plus their children   |
| <b>Admission criteria</b>           | Victims of crime and survivors of domestic and sexual violence  |
| <b>Exclusions</b>                   | Homeless or destitute women, non-South African women without immigration papers, mentally ill women and those with severe physical disabilities |
| <b>Duration of stay</b>             | 6 months, with the possibility of 3 months extension  |
| <b>Service charges</b>              | Free of charge  |
| <b>Funding</b>                      | Gauteng Department of Community Safety, and Gauteng Department of Social Development  |
| <b>Clients Oct 2010 – Sept 2011</b> | 89 women  |
| <b>Clients in sample</b>            | 57 women, with an average length of stay of 4 months  |

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### **Funding**

The financials for this shelter and the counselling organisation at the shelter could not be verified at the time this report went to print. The information collected, with respect to the financials pertaining to this shelter and referred to in this report, were obtained from the former Shelters Director and the counselling organisations Manager and both of these personnel have since left their place of work. Although attempts were made, no clarity and confirmation about the financial information initially obtained in the study could be verified at the time of this report going to print.

This shelter is located in a government-run one-stop Victim Empowerment Centre that has various programmes designed to address

the needs of victims of crime. One of the programmes is a shelter for survivors of sexual and domestic violence. A non-governmental organisation runs the shelter and receives partial funding from Gauteng DSD. The DSD funding accounts for less than 25% (or less than R5 million) of the centre's operating budget. DSD partially funds five social worker posts and also funds volunteer stipends for the shelter. The Department of Community Safety augments this funding and also funds core running costs.

As seen in the next table, the shelter had a budget of over R20 million for the 2011/12 year. Unlike the financials of the 4 other shelters comprising the study, which were based on the 2010/2011 budget this particular shelter focussed on the

financial year 2011/2012. The funding structure for the shelter is complicated by the fact that it is one of several services available at the Victim Empowerment Centre. Other services include

counselling, a Teddy Bear Clinic and a crèche. Some of the costs are shared across the services. The table below includes only those costs funded by the Gauteng Department of Community Safety.

**TABLE 3: INCOME AND EXPENDITURE OF SHELTER 3, 2011/12**

|                       |                   |
|-----------------------|-------------------|
| Operating expenditure | <b>20 003 800</b> |
| Salaries              | <b>11 000 000</b> |
| Skills development    | <b>200 000</b>    |
| Filing                | <b>19 800</b>     |
| Fax and copy          | <b>208 000</b>    |
| Telephone             | <b>480 000</b>    |
| Water and electricity | <b>264 000</b>    |
| Cleaning detergents   | <b>300 000</b>    |
| Laundry               | <b>120 000</b>    |
| Transport             | <b>792 000</b>    |
| Toiletries            | <b>120 000</b>    |
| Security              | <b>1 152 000</b>  |
| Building maintenance  | <b>500 000</b>    |
| Cleaning (staff)      | <b>1 056 000</b>  |

The fact that the shelter is located on government premises and many of the operating expenses are subsidised by government departments other than DSD alleviates some of the challenges facing other shelters. The shelter also does not have to pay for the school fees of children who accompany their mothers to the shelter as these costs are borne

by the Gauteng Department of Education if the children attend a school close to the shelter. If the children do not change schools the Department does not assist with the fees.

The shelter's largest expense was for staff salaries. Given the shelter's size, these were significant.

### **Staffing**

The shelter has 37 staff members, 17 of who are in full-time paid employment, five who are interns undergoing supervised practical training and fifteen who are volunteers. The shelter employs 12 social workers, 10 housemothers, two housemother supervisors and one childcare

worker for the crèche. Four members of staff are responsible for conducting skills training and one functions as an administrator for the shelter. Eight staff are medical personnel – seven nurses and one doctor.

# “THE FACT THAT THE SHELTER IS LOCATED ON GOVERNMENT PREMISES AND MANY OF THE OPERATING EXPENSES ARE SUBSIDISED BY GOVERNMENT DEPARTMENTS OTHER THAN DSD ALLEVIATES SOME OF THE CHALLENGES FACING OTHER SHELTERS”

## *Services*

The shelter provides a range of services including psycho-social intervention for women and their children, legal assistance to obtain a protection order and skills training to enhance women's capacity to secure an income.

All the sampled women received counselling. In a few cases women received assistance with parenting skills, anger management and referrals for rehabilitation with respect to substance abuse. The services were provided mainly by social workers (57 women), auxiliary social workers (48), volunteers (39), and a housemother (30). Only one woman was assisted by a medical doctor. In five cases the National Prosecuting Authority (NPA) provided assistance.

The skills training within the shelter was provided by Ikhaya lethu, an organisation qualified in the field of beauty therapy, which is seen as a marketable skill. Women are provided with starter kits to begin their own business. The shelter also offers training on beading. Only three of the 57 women utilised the skills training – two in beauty therapy and one learnt English. A social worker reported that the shelter was undertaking research to establish the skills training requirements of residents as it acknowledged that the skills training that was being offered was limited.

Only one child was recorded as receiving therapy, in the form of play therapy, during their shelter stay.

Sixteen women required legal assistance beyond applying for a protection order, maintenance or custody. Assistance required included applying for an identity document, follow up of a domestic violence case, court preparation, immigration assistance, RDP (Reconstruction and Development Programme) housing, starting a small business and renewal of a refugee permit. The shelter provided assistance in eight cases, the NPA in two cases, and Lawyers for Human Rights in one case. In three cases no assistance was given to the women.

The majority (46) of the women arrived at the shelter without a protection order. Only 13 requested assistance with obtaining an order, and in these instances assistance was provided by the shelter staff (7), the NPA (4) or an external referral (6).

In seven instances women made requests that the shelter could not grant. In three cases the women requested assistance in obtaining an RDP house, with the remaining requests relating to financial assistance, finding employment, marital counselling and parking for the woman's car.

The shelter had made contact with 27 – close on half – of the 57 women after they had left. In 17 cases this was done to check on the woman's progress while in ten cases it was done to ascertain their whereabouts.



## User profile

### AGE (YEARS)

|          |           |
|----------|-----------|
| 18-20    | 1         |
| 21-25    | 19        |
| 26-30    | 15        |
| 31- 35   | 13        |
| 36-40    | 5         |
| 41-45    | 1         |
| 46-50    | 1         |
| 51-55    | 1         |
| 56-60    | 1         |
| <b>N</b> | <b>57</b> |

### MARITAL STATUS

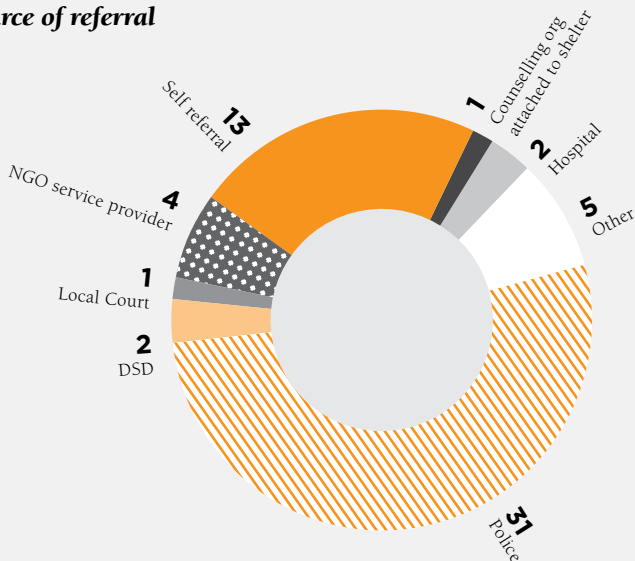
|                     |           |
|---------------------|-----------|
| Customary/civil     | 21        |
| Dating              | 5         |
| Separated           | 3         |
| Girlfriend/mistress | 1         |
| Co-habiting         | 27        |
| <b>N</b>            | <b>57</b> |

The average age of the women in the sample was 27 years old. The majority – 34 – of the women in the sample were in the age cohort 21-30 years. Close on half (27) of the women were in co-habiting relationships, while 21 were married through civil or customary rites. The majority (47)

of the women were African, two were refugees and three were documented migrants.

For 54 of the 57 women it was their first time in the shelter. Thirty-one were referred by the police and 13 were self-referred.

### Source of referral



Twenty-four women had documented health needs while at the shelter, of whom at least 13 had medical conditions requiring ongoing medical care.

Six women in the sample were HIV-positive and one had a substance abuse problem. Six women had depression or another psychological problem. Six women in the sample were pregnant. In the category “Other” one woman had physical injuries from abuse and another was suffering from trauma. Despite these health needs, only one woman was attended to by a medical doctor.

Four of the women had a diploma and four had a university qualification, while 16 had not obtained matric. More than half (31) of the women were unemployed at the time they entered the shelter. In ten cases women who had not had an income when they arrived at the shelter had found employment by the time they left the shelter.

The majority – 35 – of the women had no source of income while at the shelter. The 21 who were employed received income from their jobs. Three received child support grants, three received money from family, and one received money from her partner.

One woman was assisted with her application for a child support grant while at the shelter. In two

cases the shelter was unable to assist women with the application for a government grant. In one case the woman had no identity document and in the other case the woman refused to apply for the grant because it was too meagre.

Fourteen women incurred costs that they were not able to afford while at the shelter. These costs included transport (2), childcare (2), medical care (1) English lessons (1) and religious observances (1). In most cases these costs were covered by the shelter, but in one case each of the costs were covered by a religious organisation, the woman’s family and the South African Broadcasting Corporation.

Forty-nine of the 57 women had children, with a total of 89 children between them. Close on half (43) of the children were under six years of age, with a further 15 aged 6-10 years. This is consistent with the age profile of the women at the shelter. Only 24 women had brought all their children to the shelter with them, giving a total of 38 children. Of the 23 women whose children were not at the shelter, two women’s children had been removed from their care to a place of safety, five were with the father, 11 with the mother’s family, one in a psychiatric institution, one in a children’s home and one was an adult living independently. Two women had left their children while fleeing abuse.

| CHILD’S AGE (YEARS) |           | CHILD’S GENDER |           | ADOBE OF CHILDREN NOT AT SHELTER |           |
|---------------------|-----------|----------------|-----------|----------------------------------|-----------|
| 1-5                 | 43        | Female         | 23        | With father                      | 5         |
| 6-10                | 15        | Male           | 31        | In a place of safety             | 2         |
| 11- 15              | 2         | Unknown        | 35        | Adult living independently       | 1         |
| 16-20               | 4         | N              | <b>89</b> | Mother’s family                  | 11        |
| 21-25               | 1         |                |           | Father’s family                  | 2         |
| 26-30               | 1         |                |           | Other                            | 3         |
| Unknown             | 23        |                |           | <b>N (women)</b>                 | <b>23</b> |
| N                   | <b>89</b> |                |           |                                  |           |



## “SEVEN CHILDREN HAD HEALTH NEEDS WHILE AT THE SHELTER. THREE HAD LEARNING DIFFICULTIES, SPEECH AND HEARING DIFFICULTIES OR BEHAVIOURAL PROBLEMS...”

Seven children had health needs while at the shelter. Three had learning difficulties, speech and hearing difficulties or behavioural problems, one was affected by HIV and AIDS; 1 child suffered from schizophrenia; 1 child had kidney failure and another child had a nappy rash.

Children at this shelter received help from programmes within the shelter as well as specialised care for those who need it from a children's organisation. Eight children were referred to the children's organisation. In terms of the shelter's own programmes, 22 children were involved in the crèche programme, 18 made use of the baby care programme (accessing nappies), nine participated in the after-school programme and seven participated in the dance programme.

The majority of the women arrived at the shelter without a protection order. Only 13 women requested assistance with obtaining an order. In seven cases shelter staff assisted, in four cases the NPA, and in one case the woman was referred elsewhere.

Five women required assistance with divorce matters, of whom four were assisted by the NPA and one by a free legal service. Seven women required assistance with maintenance matters and were assisted by the shelter staff or the NPA. Three women required assistance with custody. Assistance was provided to these women by

multiple service providers including shelter staff, a free legal service, Johannesburg Child Welfare, the NPA and the police.

Sixteen women required legal assistance beyond applying for a protection order, maintenance or custody. Their requests included applying for an identity document, assistance with the follow up of domestic violence case, court preparation, immigration assistance, RDP housing, opening a small business, and renewal of a refugee permit. The shelter assisted eight women, while the NPA assisted two and Lawyers for Human Rights one. In three cases no assistance was provided to the women.

Of the 57 women, 32 did not return to their partners after their stay at the shelter. Eighteen moved in with family and eight found their own accommodation. Three women were referred to another shelter, one went to a refugee aid organisation, another to a new employer and the last moved in with a friend.

Only seven women requested an extension to their stay at the shelter. In five cases extensions of between four and 19 weeks were granted for the following reasons: the women had not yet found accommodation, had already been admitted to the shelter previously, had just given birth, had recently found a job and not saved sufficient money to move out, and had her refugee status pending.

# SUMMARY OF SHELTER 3

## NATIONALITY:



47

African women



2

Refugees



3

Documented migrants



5

Other



## PROTECTION ORDERS:



The majority of the women arrived at the shelter without a protection order. 13 women requested assistance with obtaining an order while in the shelter.

## EDUCATION:



8 had tertiary education



16 had not obtained matric

## INCOME:



The majority – 35 – of the women had no source of income while at the shelter. The 21 who were employed received income from their jobs. Three received child support grants, three received money from family, and one received money from her partner. 14 women incurred costs that they were not able to afford while at the shelter.

### CHILDREN'S HEALTH:



3 children had health needs while at the shelter.



3 had learning difficulties, speech and hearing difficulties or behavioural problems.



1 was HIV+, 1 was schizophrenic and 1 suffered from kidney failure.

### MARITAL STATUS:

21

Customary/civil

5

Dating

3

Separated

1

Girlfriend/mistress

27

Co-habiting

### MEDICAL CONDITIONS:

6

women were HIV-positive

1

had a substance abuse problem

6

had depression or another psychological problem

6

were pregnant

1

had physical injuries from abuse

1

was suffering trauma

## BUT ONLY

1

women was attended to by a medical doctor.

---

## 4.4 Shelter 4

---

|                                     |  |
|-------------------------------------|--|
| <b>NGO/Government</b>               | Non-governmental, community-based shelter  |
| <b>Established</b>                  | 1994   |
| <b>Location</b>                     | Urban residential area in greater Johannesburg, previously designated as a township for Indians  |
| <b>Capacity</b>                     | Maximum capacity of 22 women and their children. Five bedrooms with bunks.   |
| <b>Admission criteria</b>           | Female survivors of domestic violence and their children, primarily through referral and an interview  |
| <b>Exclusions</b>                   | Boys over the age of 12, women with mental illness that is not controlled by medication, women with substance abuse problems, women under the age of 21  |
| <b>Duration of stay</b>             | 1-3 months, with possibility of extension up to 6 months   |
| <b>Service charges</b>              | Free. If working, the woman may be asked to contribute towards her toiletries but this is dependent on her income and her plan after leaving the shelter |
| <b>Funding</b>                      | During this financial year only DSD funded the shelter   |
| <b>Clients Oct 2010 – Sept 2011</b> | 80   |
| <b>Clients in sample</b>            | 23 women, with an average length of stay of one month  |

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### **Funding**

The shelter receives less than R1 million a year in total from various sources including Gauteng DSD. The latter covers less than 25% of the shelter's annual operating budget, but has funded the shelter for more than eight years.

The following table reveals that staff costs account for more than 50% of the expenditure.

**TABLE 4: DSD INCOME AND RELATED EXPENDITURE OF SHELTER 4, 2010/2011**

|   |                |
|---|----------------|
| Grant income from DSD                       | <b>404 617</b> |
| Staff salaries                              | <b>212 070</b> |
| Running costs (food, linen, etc)            | <b>127 049</b> |
| Shelter maintenance                         | <b>30 000</b>  |
| Staff training                              | <b>10 000</b>  |
| Security                                    | <b>5 000</b>   |
| Recreational activities for shelter clients | <b>2 000</b>   |

### **Staffing**

The shelter staff consists of a shelter co-ordinator, three counsellors who are social auxiliary workers,

a full-time housemother and two part-time/relief housemothers and two youth workers.

### **Services**

The quality of record-keeping at this shelter was poor, with client files in some instances having little or no demographic information about the women. Some files had only the initial intake form and no information was recorded in respect of subsequent interventions or the date of the women's exit. Possible explanations for poor record-keeping include the dual role played by the principal social worker during the sample period, during which time no housemother was employed. A full-time housemother was appointed in February 2012 as well as two relief housemothers.

Skills training for the women is provided by the shelter coordinator and the organisation's director under the broader ambit of an economic empowerment programme called Basadi Pele which is also an income-generating project. The project seeks to empower women through training in bead work that also generates individual income for the women. Skills training is conducted four times a week.

All the women in the sample received individual counselling and six received support in parenting skills. Women were assisted by the

social auxiliary workers (21), social worker (21) or shelter manager (14). Only one woman was assisted by a doctor even though six women needed health care.

Beyond assistance with protection orders, maintenance and custody, some women in this shelter required support to access state housing, immigration assistance and follow-up with domestic violence cases. Women have access to a pro bono attorney who comes to the offices once a month and gives free legal advice to clients.

In two cases clients made additional requests, one of which was couples counselling. This woman was referred to the Family and Marriage Association of South Africa. The nature of the other request was not recorded.

The shelter takes the women and their children on educational outings every quarter. Children who require specialist services such as play therapy are referred to specialist child organisations. Children engage in indoor and outdoor activities such as face painting, colouring in and puzzles, and are engaged in discussions on good and bad touching, abuse,



and problem solving skills. Although the shelter provides school placements for the children, it does not have the funds to provide transport for the school children.

Women's children received services including individual counselling (6), speech therapy (1) and baby care (1). These services were rendered by a social worker (10), social auxiliary workers (14) and a psychologist (1).

**User profile**

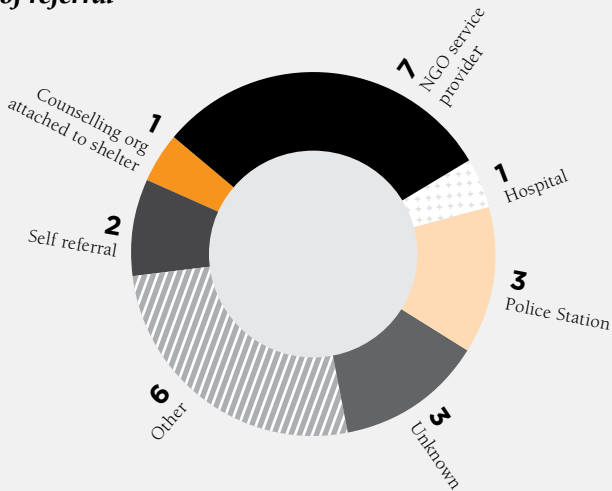
| AGE (YEARS) |           | MARITAL STATUS              |           | RACE          |           |
|-------------|-----------|-----------------------------|-----------|---------------|-----------|
| 21-25       | 3         | Customary/civil             | 15        | Black African | 16        |
| 26-30       | 5         | Single                      | 4         | Indian        | 3         |
| 31-35       | 10        | Currently dating            | 0         | Coloured      | 3         |
| 36-40       | 3         | Separated/previously dating | 0         | Other         | 1         |
| 41-45       | 0         | Divorced                    | 0         | N             | <b>23</b> |
| 51-55       | 1         | Co-habiting                 | 4         |               |           |
| N           | <b>23</b> | N                           | <b>23</b> |               |           |

The average age of clients in the sample was 33 years, with the youngest 21 years old and the oldest 51 years old. Thirteen of the 23 were aged 31-40 years. Sixteen of the women were African, with three Indian and three coloured. In four cases clients were documented migrants, while the

nationality of three was unknown. Fifteen of the 23 were married, four single and four co-habiting.

At least seven women were referred by an NGO service provider. Two of the women had previously stayed at the shelter.

**Source of referral**





**“WOMEN’S CHILDREN  
RECEIVED SERVICES  
INCLUDING INDIVIDUAL  
COUNSELLING, SPEECH  
THERAPY AND BABY CARE.”**

---

**“THE SHELTER RECEIVES LESS THAN R1 MILLION A YEAR IN TOTAL FROM VARIOUS SOURCES INCLUDING GAUTENG DSD. THE LATTER COVERS LESS THAN 25% OF THE SHELTER’S ANNUAL OPERATING BUDGET, BUT HAS FUNDED THE SHELTER FOR MORE THAN EIGHT YEARS. DURING THIS FINANCIAL YEAR ONLY DSD HAS FUNDED THE SHELTER.”**

Six women required medical care while at the shelter, and half of these women were HIV-positive. The shelter also had to manage the health of a client with leukemia. Only one woman was recorded as having received medical attention. Given the poor record keeping, it is likely that more women may have had health needs and may also have received treatment.

Four women had post-matric qualifications – three had attained a diploma and one a university qualification. Five women were in formal employment and one was self-employed leaving 15 unemployed. One woman who was unemployed when entering the shelter had found employment by the time she left.

Six women in this sample had income from a job. None were recorded as receiving maintenance or

other support from their partners. Four received child support grants.

Four women incurred costs which they could not afford while at the shelter – two related to transport, and two related to children. In three cases the shelter assisted the women to pay for these costs. In two cases the women’s husbands and in another the woman’s family assisted with costs associated with schooling or crèche.

All of the women in the sample had children, giving a total of 58 children. However, only 13 of the 23 women had all their children with them at the shelter. About half (26) of the 58 children were aged 1-5 years, and a further 14 were under eleven years of age.

| CHILD'S AGE (YEARS) | CHILD'S GENDER | RESIDENCE OF CHILDREN NOT AS SHELTER |
|---------------------|----------------|--------------------------------------|
| 1-5                 | Female         | With father                          |
| 6-10                | Male           | With mothers family                  |
| 11-15               | Unknown        | Unknown                              |
| 16-20               | N              | N (women)                            |
| Unknown             |                |                                      |
| <b>N</b>            | <b>58</b>      | <b>9</b>                             |

One child had a speech and hearing defect and received therapy for this while at the shelter.

Seven children remained at their previous school when women entered the shelter. This is expected as the average length of stay was only a month.

Thirteen of the 23 women arrived at the shelter without a protection order but only three asked for assistance with applying for an order. Two of the women were assisted by the social worker.

Four women required assistance with instituting divorce proceedings. One of these women was assisted by the Legal Aid Board, and another by her family. Information was not available on what happened with the other two women. Three women required assistance with applying for maintenance. In one case the shelter staff assisted and in the remaining two the Legal Aid Board or other free legal assistance was obtained.

Three women required other forms of legal support including following up on a domestic violence case, assistance with immigration, and assistance with an application for state-assisted housing. In these cases the shelter staff or Children's Court assisted.

The shelter has a follow-up programme whereby women are contacted once a month for three months after exiting the shelter to assess how they are managing. Information on what happened after their stay was available for only half the 23 women. Nine women did not return to their partners. Of these, four found their own accommodation, two went to live with a family member and four returned to share the marital home. In two cases women required assistance with finding alternative accommodation and in one case the shelter provided a letter to assist with this.

# SUMMARY OF SHELTER 4

## CHILDREN:



13

Women arrived at the shelter with all their children



7

Children remained at their previous schools. Although the shelter provides school placements for children, it does not have the funds to provide transport for the children.



3

Cases the shelter assisted the women to pay for these costs

## QUALIFICATIONS & INCOME:

4

women had tertiary education

6

women had access to an income

15

women were unemployed

4

received child support grants

0

were recorded as receiving maintenance or other support from partners

## LEGAL SUPPORT:



3 women sought protection orders. 4 women needed help with divorce proceedings. 3 women sought help with maintenance applications. 3 women sought other forms of legal support.

**REFERRED BY:**



At least 7 women were referred by an NGO service provider



2 of the women had previously stayed at the shelter.

**MARITAL STATUS:**



Married



Divorced



Co-habiting

**MEDICAL :**



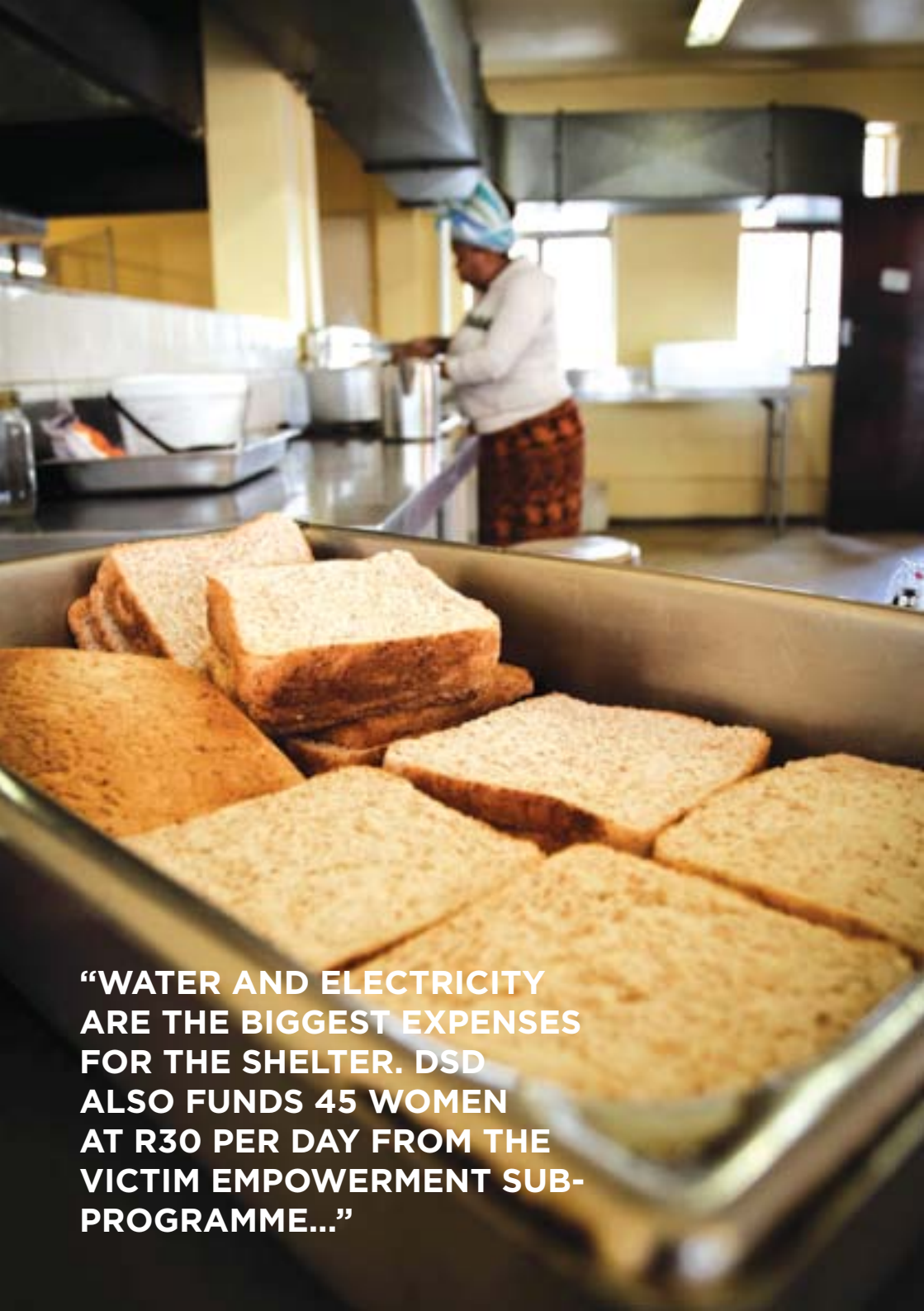
6 WOMEN REQUIRED MEDICAL CARE WHILE AT THE SHELTER

3 of these women were HIV positive

The shelter also had to manage the health of a client with leukemia.

**BUT**

Only ONE woman was recorded as having received medical attention.



**“WATER AND ELECTRICITY  
ARE THE BIGGEST EXPENSES  
FOR THE SHELTER. DSD  
ALSO FUNDS 45 WOMEN  
AT R30 PER DAY FROM THE  
VICTIM EMPOWERMENT SUB-  
PROGRAMME...”**

---

## 4.5 Shelter 5

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|                                     |   |
|-------------------------------------|---|
| <b>NGO/Government</b>               | Non-governmental, faith-based shelter   |
| <b>Established</b>                  | 2003  |
| <b>Location</b>                     | Urban area within the greater Johannesburg area   |
| <b>Capacity</b>                     | Maximum capacity of 120 women and their children  |
| <b>Admission criteria</b>           | The shelter admits destitute and homeless people and female survivors of domestic violence and their children.  |
| <b>Exclusions</b>                   | People with severe physical disabilities, those who are severely depressed or suicidal, pensioners, teenage boys and the terminally ill. Repeat admissions are not allowed. |
| <b>Duration of stay</b>             | Usually 3-6 months but some women stay for up to a year.  |
| <b>Service charges</b>              | Free shelter and food. There is a fee of between R40 per month for use of the crèche for those who are employed or who receive a grant.                                     |
| <b>Funding</b>                      | Multiple sources of funding including the Gauteng DSD, NLDTF, and donations from organisations and the community  |
| <b>Clients Oct 2010 – Sept 2011</b> | 66  |
| <b>Clients in sample</b>            | 33 women, with an average length of stay of 3 months  |

### **Funding**

The shelter receives just under R3 million a year in total from various sources including donations from organisations and individuals, faith-based organisations, the NLDTF and Gauteng DSD. The latter covers approximately 30% of the shelter's annual operating budget, amounting to approximately R1 million in 2011.

DSD's Victim Empowerment sub-programme has been funding this shelter since 2003. The

shelter uses this money for running costs and programmes. Water and electricity are the biggest expenses for the shelter. DSD also funds 45 women at R30 per day from the Victim Empowerment sub-programme, and subsidises three posts in respect of 75% of the salary. These posts are for a social worker, a social auxiliary worker and a housemother.



**TABLE 5: INCOME AND EXPENDITURE OF SHELTER 5, 2010/11**

|   |                  |
|---|------------------|
| NLDTF   | <b>1 226 800</b> |
| Subsidies DSD   | <b>1 088 384</b> |
| Donations   | <b>154 802</b>   |
| School fees (the shelter runs a crèche that community members pay for as it is a place that cares for and looks after their children there) | <b>51 570</b>    |
| Operating expenditure   | <b>2 825 158</b> |
| Salaries  | <b>1 326 789</b> |
| Utilities   | <b>472 948</b>   |
| Training  | <b>108 918</b>   |
| Food and entertainment  | <b>123 314</b>   |
| Admin and office running costs  | <b>138 144</b>   |
| Printing and stationery   | <b>42 109</b>    |
| Telephone and fax   | <b>50 204</b>    |
| Computer expenses   | <b>22 158</b>    |
| Cleaning detergents   | <b>22 896</b>    |
| Depreciation, amortisation and impairment   | <b>64 870</b>    |
| Transport   | <b>59 220</b>    |
| General expenses  | <b>84 827</b>    |
| Security  | <b>133 263</b>   |
| Repairs and maintenance   | <b>167 207</b>   |
| Staff welfare   | <b>8 291</b>     |

### **Staffing**

There are 30 staff members: 19 full-time staff members, five interns and six volunteers. The full-time positions are one social worker, two social auxiliary workers, four childcare workers, three

staff for skills training, and one housemother. In addition a security company donates the services of three security officers (two women and one man) to the shelter.

### **Services**

The shelter provides individual and group counselling, career, assistance with ID and social

grant applicants, skills development, life skills which include parenting skills, art therapy for

women and children, employment assistance, social awareness and outreach programmes. The latter include HIV and AIDs and drug awareness programmes, and a childcare programme that includes an after-school programme.

Once a client leaves the shelter, there is no follow-up as the shelter does not have the resources to do this.

All the women received individual counselling and one received support in parenting skills. Most women were assisted by the housemother (28), social worker (24) or social auxiliary workers (20). A few women were assisted by social work students (6), a doctor (3) or a psychology intern.

In ten cases women requested skills training. Three of these women requested training in parenting skills, one in computer skills, one in upholstery, and one woman wanted to go back to school. In six of the ten cases, the shelter was able to provide the skills training requested. It was also able to refer three clients for skills training that the shelter did not offer. The shelter endeavours to support the women in searching for and securing employment through availing internet services and transport.

Although children received services from a range of

professionals, only one child received professional counselling, while the other services for children were mainly baby care and crèche facilities. The women's children were attended to by a social worker (4), social auxiliary worker (5), volunteer counsellor (1), and the housemother (15). In a few cases a medical doctor, a fellow shelter resident or a baby project teacher assisted the children.

The crèche and baby day care project have trained and qualified personnel. In addition, residents from the shelter work as volunteers in both projects.

Many of the women required assistance with legal needs that the shelter could not provide. This applied, in particular, to foreign nationals who did not have identity documents or who were undocumented migrants requiring assistance with immigration and asylum seeking.

In three cases women made requests for financial assistance which the client shelter was unable to meet due to financial constraints at that time. The shelter does provide women with financial assistance not only to return home but for other reasons when finances are available and the request regarded as reasonable.

## User profile

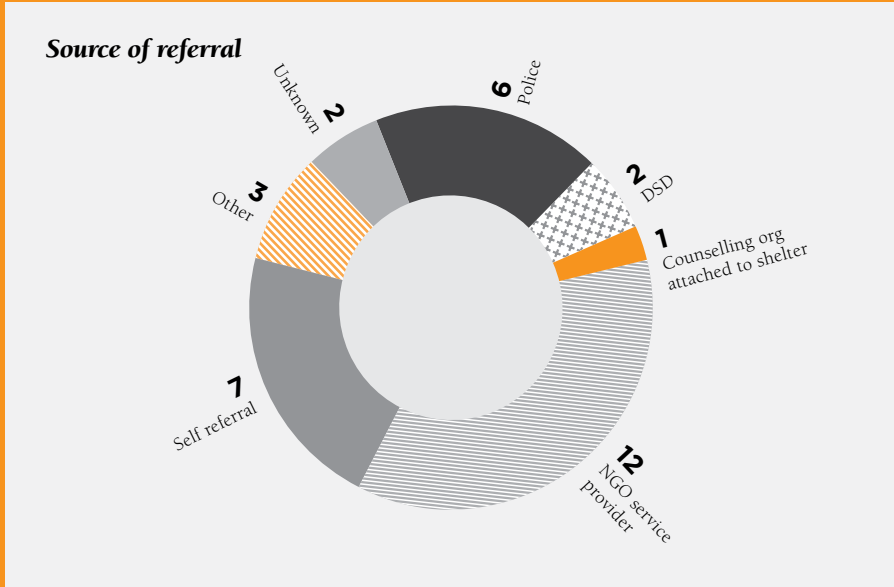
| AGE (YEARS) |    | MARITAL STATUS              |    | RACE          |    |
|-------------|----|-----------------------------|----|---------------|----|
| 15-20       | 5  | Customary/civil             | 8  | Black African | 30 |
| 21-25       | 5  | Single                      | 0  | Indian        | 1  |
| 26-30       | 12 | Currently dating            | 3  | Coloured      | 2  |
| 31-35       | 7  | Separated/previously dating | 0  | N             | 33 |
| 36-40       | 2  | Divorced                    | 0  |               |    |
| 41-45       | 1  | Co-habiting                 | 22 |               |    |
| 46-50       | 1  | Other                       | 0  |               |    |
| N           | 33 | N                           | 33 |               |    |

The average age of the 33 women in the sample was 28 years old, with the youngest 18 years old and the oldest 47. Over half (17) of the women were between 21 and 30 years of age. The majority (30) of the women were African, with two

coloured women and one Indian. 24 of the women were South African nationals and nine of the women were foreign nationals some of whom were undocumented. Two-thirds (22) of the women were co-habiting.

The centre does not re-admit women, and all the women in the sample were therefore at the shelter for the first time. However, despite this policy, in exceptional circumstances the shelter will re-admit

women. Twelve of the women in the sample were referred by NGO service providers and six by the police.



Nine women required medical attention while at the shelter. Five of the women were pregnant, with one of these women also suffering from emotional stress. The shelter has a local government clinic on the premises that all women attend. Those who need specialist treatment are referred to appropriate services. Women make use of the clinic in their own time and do not necessarily tell the social workers when they make use of the service. As a result, the files do not contain a full record.

Only four women had post-matric qualifications – two had a diploma, one a university qualification and one a national certificate. Twelve had less than matric. Only one woman was in formal employment and another was self-employed. This left 31 unemployed. Five women had secured employment by the time they had left the shelter.

Sixteen of the women had no income while at the shelter. One of these women stole the clothes of another resident while at the shelter. Thirteen of the women received child support grants. None of the women received maintenance or support from her partner, even though a third of the men had an income from some form of employment.

Twelve women incurred costs which they could not afford while at the shelter. These costs related to transport (8), applying for a grant or protection order (3), medical costs (2) and costs associated with an outing (2). In nine cases the shelter covered these costs as the women had no source of income. In one case a family member assisted a woman, while in the remaining case the costs incurred by the woman had not been settled at the time of the study.

In three cases the shelter staff assisted the woman to apply for a child support grant which the woman subsequently received. The shelter was unable to assist two women in applying for grants as one did not have an identity document and the other woman had to apply in another province.

Twenty-nine of the 33 women in the sample had children, with a total of 57 children. Thirty-three of the children were under six years of age, and a further 10 aged 6-10 years. Only 11 women had brought all their children with them to the shelter. For the remaining 18, 12 women had children

staying with their mother's family. In one case a teenage boy was at a boy's shelter. In another case a child had been kidnapped by the father. Three women said that their children were not with them because they were not able to provide for the children financially. None of the women received maintenance from the fathers in respect of any of the children.

Two of the women had children with mental or physical ailments. One child had a kidney problem and the other experienced trauma as a result of the abuse in the home.

| CHILD'S AGE (YEARS) | CHILD'S GENDER | RESIDENCE OF CHILDREN NOT AT SHELTER |
|---------------------|----------------|--------------------------------------|
| 1-5                 | Female         | With father                          |
| 6-10                | Male           | Mother's family                      |
| 11- 15              | Unknown        | On his/her own                       |
| 16-20               | N              | Other                                |
| 21-25               |                | N (women)                            |
| Unknown             |                |                                      |
| N                   |                |                                      |

Only one child changed schools when the mother entered the shelter, and the shelter assisted by providing crèche facilities. In two cases the women's family paid for the costs of school uniforms and in one case the child's school assisted with these costs.

**Legal assistance**

All but two of the women arrived at the shelter without a protection order. None was recorded as asking for assistance in obtaining an order.

Two women required assistance with instituting divorce proceedings, one of whom was assisted by a private attorney. Ten women required assistance with applying for maintenance and in five cases the shelter staff assisted or free legal aid was obtained. In the remaining five cases the women managed by themselves.

In two cases the women's family covered the cost of school books and transport to school, while the shelter, the school and a bursary covered the costs in three other cases.

One woman required assistance with custody but there was no information as to whether assistance was provided.

Twelve women at this shelter required other forms of legal assistance that the shelter was generally not able to provide. This assistance ranged from applying for an identity document (5), assistance with a domestic violence case (2), immigration assistance (2) and assistance with an asylum application (1). Shelter staff was able to assist in only three of the cases.



---

**NINE WOMEN REQUIRED MEDICAL ATTENTION WHILE AT THE SHELTER. FIVE OF THE WOMEN WERE PREGNANT, WITH ONE OF THESE WOMEN ALSO SUFFERING FROM EMOTIONAL STRESS. THE SHELTER HAS A LOCAL GOVERNMENT CLINIC ON THE PREMISES THAT ALL WOMEN ATTEND. THOSE WHO NEED SPECIALIST TREATMENT ARE REFERRED TO APPROPRIATE SERVICES.”**

***Living arrangements subsequent to shelter stay***

Eleven women who were part of the sample were still resident at the shelter at the time the fieldwork for this study was done, and there was no information for one woman. Of the 21 women who had left the shelter, ten did not return to their partners. Four women found their own accommodation, four went to live with a family member and two returned to their marital home. In three cases women requested assistance with

finding alternate accommodation but it is unclear what type of assistance the shelter provided.

Two women requested an extension to their stay at the shelter. Extensions of one week and two months respectively were granted by the shelter.

The shelter made contact with women who had left to find out about their progress in only three cases.

# SUMMARY OF SHELTER 5

## MARITAL STATUS:



Customary/civil



Currently dating



Divorced



Co-habiting

## LEGAL ASSISTANCE:



2

women required assistance with instituting divorce proceedings

10

women required assistance with applying for maintenance and in five cases the shelter staff assisted or free legal aid was obtained

5

5 cases the woman managed by themselves

## ACCOMODATION:



Of the 21 women who had left the shelter, 10 did not return to their partners. 4 women found their own accommodation, and 4 went to live with a family member. 2 returned to their marital home.

## QUALIFICATIONS & EMPLOYMENT



**4**  
HAD POST-  
MATIC  
QUALIFICATION



**12**  
HAD LESS  
THAN A  
MATIC



**2**  
WERE EMPLOYED/  
SELF-EMPLOYED



**31**  
WERE  
UNEMPLOYED

## CHILDREN:

**11 WOMEN**

arrived at the shelter with all their children

**18 WOMEN**

did **not** arrive with all their children

Of these:

12 children stayed with family

1 child was at a boy's shelter

1 child had been kidnapped by the father

3 women could not afford child care

## INCOME:



Sixteen of the women had no income while at the shelter. One of these women stole the clothes of another resident while at the shelter. Thirteen of the women received child support grants. None of the women received maintenance or support from her partner, even though a third of the men had an income from some form of employment.



**“MOST OF THE FUNDING PROVIDED BY GAUTENG DSD WAS FOR SOCIAL WORK POSTS PLUS AN AMOUNT OF R30 PER WOMAN PER DAY (CHILDREN RESIDING IN SHELTERS WITH THEIR MOTHERS ARE NOT FUNDED). THE FULL COST OF OPERATING THE SHELTER SERVICE FAR EXCEEDS THIS CONTRIBUTION LEAVING THE BURDEN ON NGOS FOR RAISING THE SHORTFALL. THIS HAS RESULTED IN SHELTERS CUTTING BACK ON PROGRAMMES, STAFF AND SERVICES OVER TIME.”**



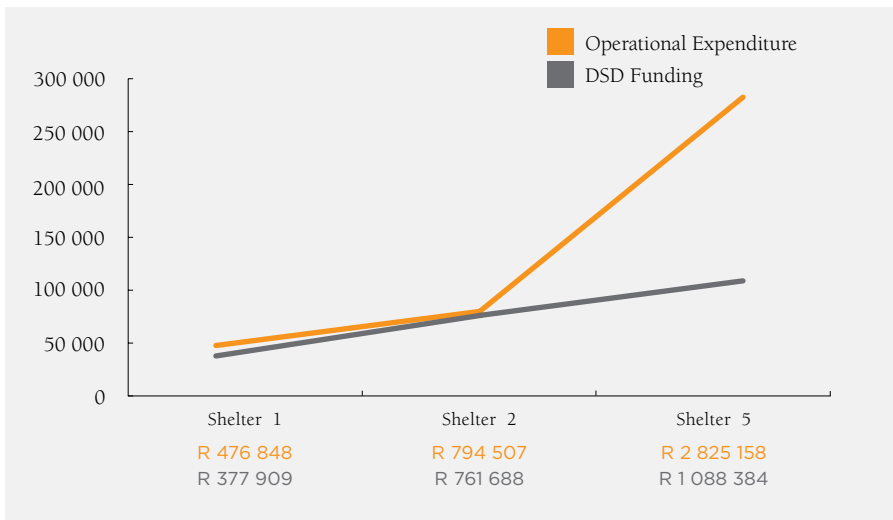
# 05

## SUMMARY OF FINDINGS FROM CASE STUDIES

### 5.1 Gauteng DSD's funding of shelters is inadequate

The largest contribution (in terms of funding amount) made by Gauteng DSD was for an NGO-run shelter (shelter 3) within a government service. The remainder of the shelters received between R370 000 (shelter 1) and R1000 000 (shelter 5). Most often the funding provided was for social work posts plus an amount of R30 per woman per day. The full cost of operating the shelter service far

exceeded the contribution of Gauteng DSD leaving the burden on NGOs for raising the shortfall through fundraising in what is arguably the most difficult economic period in South Africa. This has resulted in shelters cutting back on programmes, staff and services over time. Staff salaries were the largest single cost item across all shelters.



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## 5.2 Provision of shelter services to women is preventive

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The majority of women (96%) covered in the study accessed the shelter services for the first time. Of this number, 53% did not return to their abusive partners after leaving the shelter. Despite some limitations in the services offered, the shelters thus provided the women with the opportunity

to receive support and implement positive and potentially life-changing decisions. Given that the children of many women accompanied them to the shelters and that women remain the primary caregivers in most cases, there were also positive impact for children exposed to abuse in the home.

## 5.3 Funding constraints limit the ability of shelters to provide comprehensive services to women

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Women arrive at the shelter with a range of serious health concerns. Shelters currently cannot meet all these needs. The costs include transporting women to health services.

Providing services to children of women living at the shelter is a major challenge for shelters given the funding constraints. The constraints can result in only core services being maintained and children's services may not be seen as core.

Most women at the shelter had no income while staying at the shelter and many brought very young children with them. Despite the imitations in funding, shelters need to cater for the practical needs of women and their children. This includes food, school-related costs, transport, healthcare and toiletries. DSD's grant

funding does not cover these costs.

Most shelters had very minimal follow-up of women once they left the shelter. Shelters followed up on only 26% of the women in the sample to check on their progress.

Most shelters described staff retention as problematic because they were unable to pay market-related salaries. In addition, government remuneration for social workers is much higher than what NGOs can afford, causing difficulties in retaining experienced staff. Shelters can also not afford the number and variety of staff required to provide comprehensive services. Shelter's funding constraints can mean that important administrative functions and posts suffer.

## 5.4 Children accompanying women to shelters are not receiving adequate services

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Children whose mothers experience intimate partner abuse often witness violence in the home and may have a range of psychological and behavioural difficulties that require a range of professional interventions (Groves et al, 2004). Most shelters did not provide psycho-social services such as play therapy and counselling to

children. Fourteen children in the sample had health care needs, but fewer than four were seen by a medical doctor or a psychologist.

Over 90% of the children were not financially supported by their fathers while at the shelter. Less than a quarter (22%) of the women arrived at the shelter with an existing child support grant.

## 5.5 The majority of women had only high school education, were unemployed and had no source of income

More than half (52%) of the women had only obtained a high school education. Two thirds (67%) were unemployed during their shelter stay. Sixty-three women did not have any source of

income while at the shelter. Inevitably the costs of providing basic necessities like toiletries, food, transport, and school fees for women and their children were passed on to shelters.

**90%**

of children were not financially supported by their fathers

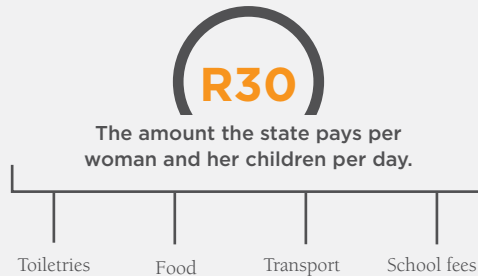
**67%**

of women were unemployed during their shelter stay

**22%**

of women had access to a child support grant when arriving at the shelter

Shelters therefore carry the greatest financial burden of providing basic necessities but are under funded:



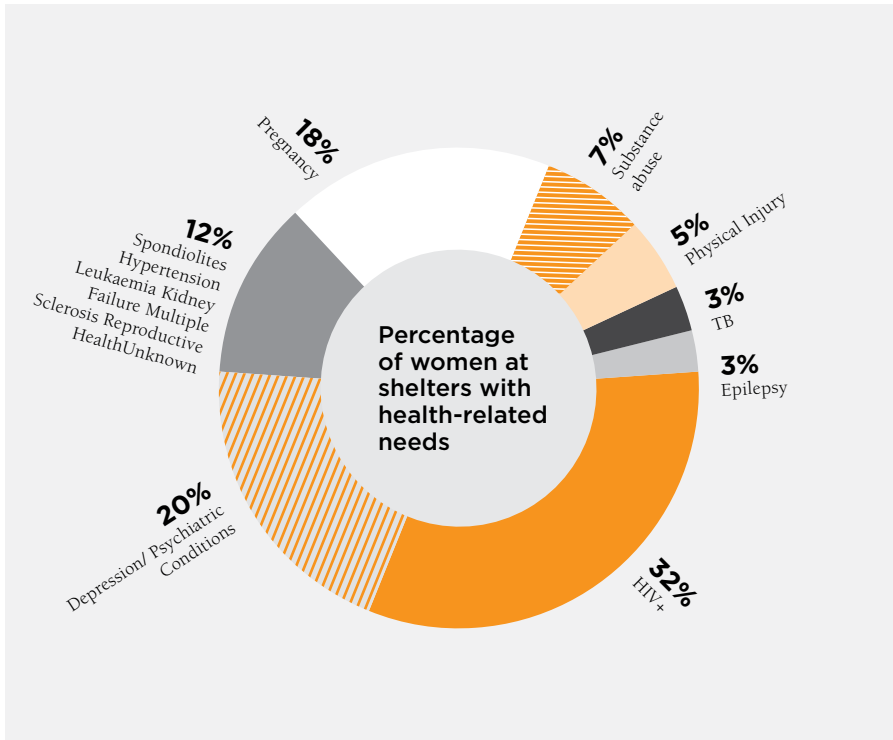
Compare this to funding that the state provides to children's homes and prisons:



## 5.6 Women in the shelters had serious health needs

The women's most frequent health concerns were HIV (19), depression or other psychiatric conditions (12) and pregnancy (11). Most of the

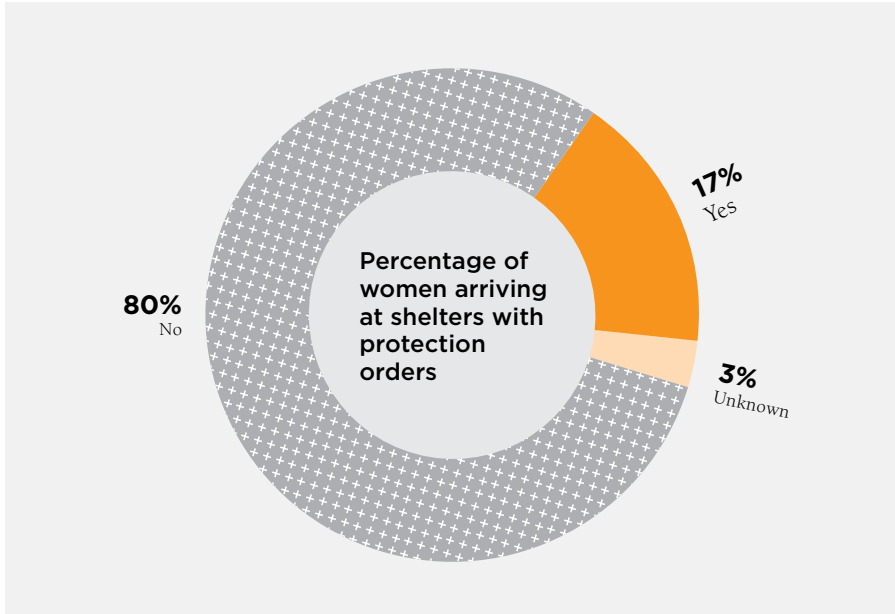
health concerns were of a serious nature requiring on-going health care. Yet only eight women received interventions from a doctor or (intern) psychologist.



## 5.7 Women's legal needs extend beyond acquiring a protection order, maintenance, divorce and custody

Only 25 women arrived at the shelter with a protection order and only 46 requested support to obtain an order. Women's legal needs included applying for identity documents, applications for asylum, follow up on domestic violence cases,

court preparation and applications for state-assisted housing. In most cases the shelters were unable to help beyond providing information as the staff capacity and programmes did not allow for this.



### 5.8 Shelter skills development programmes are not very effective in assisting women in securing employment

The shelters offered a range of skills development programmes ranging from beading and jewellery making, to gardening and beauty therapy. In a few cases shelters provided bespoke training or referred women for specific requested training. Overall only 18 women had secured employment by the time they had left the shelter. It may be

that the skills offered are not competitive on the open market, and so women have limited success in finding work. Additionally, women's poor education status, and the high level of unemployment in South Africa make it more difficult for them to find work.

### 5.9 Police and civil society organisations are the major source of referral of women to shelters

Police accounted for 34% (48) referrals to shelters while civil society organisations, including other shelters, counselling organisations, and churches, accounted for 31% (44) of the referrals.

In order to establish whether the police stations in the Gauteng Province had a referral system to a shelter or whether they knew of shelters to which they could refer or transport women, a researcher

cold-called police stations pretending to be a survivor of intimate partner violence who needed assistance in finding a place of safety/shelter. Information was requested regarding the names of shelters where the police station referred victims of domestic violence and their children. Initially the researcher asked to speak to an individual on the police staff who dealt with domestic violence. If there was no one specifically designated to address

domestic violence, information was requested from the person who answered the phone. Of the 134 police stations that were contacted in Gauteng, 61% (82 stations) were able to refer the cold-caller to a shelter and 14% (19 stations) indicated that they did not know where to refer victims of domestic violence. Twelve police stations (9%) refused to refer the caller to a shelter service with

one police officer indicating that the victim would have to present herself at the station if she needed assistance. The DVA does not require a woman to present herself in person to be assisted with the contact details of a shelter. In seven police stations, telephones were not answered and a further seven police stations had telephone numbers that were not in service.

## **5.10 Shelters struggle to assist women in finding post-shelter accommodation**

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Although four women requested assistance with accessing state-subsidised housing, none of the shelters was able to assist with this.

Overall, the research revealed that all shelters are seriously underfunded, and that – in particular – DSD funding is seriously inadequate given that legislation requires that police be able to refer abused women to shelters. The research revealed

further that the funding constraints severely limit the services that shelters are able to offer to women and their children. The shelters persevere and do their best in these difficult circumstances, but their best does not meet all the legitimate needs of the women and their children.

# 06

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# SHELTERS HOUSING WOMEN WHO HAVE EXPERIENCED ABUSE

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## Policy, funding and practice

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Violence against women is a significant societal problem but despite its pervasiveness in South Africa and its recognised status as a severe form of discrimination, it does not appear to feature significantly on the political agenda.


In their ‘Enhancing State Response to Gender Based Violence’ project, the Heinrich Böll Foundation and the Tshwaranang Legal Advocacy Centre, seek to promote more just outcomes for survivors of rape and domestic violence through enhancing the capacity of civil society to hold the state accountable for delivering services to women at the forefront of rights abuses.

“Shelters housing women who have experienced abuse” is the first of a series of shadow reports that this project undertakes.

The Minimum Standards on Shelters for Abused Women recognizes that “shelters represent an absolutely critical point of crisis intervention” and places a duty on the Department of Social Development to ensure that shelter interventions are able to meet basic needs and provide support, counselling and skills development to women. In order to deliver quality services however, shelters must have adequate resources.

This publication assesses the provision and funding of shelters by the state while considering whether shelters have sufficient resources to meet the legitimate needs of women and children seeking refuge from domestic violence in the home.



 HEINRICH BÖLL STIFTUNG