**Family Violence Service System Review Report**

May 2019

If you or someone you know is impacted by family violence,

call the Safe at Home Family Violence Response and Referral Line

on 1800 633 937

or visit [1800respect.org.au](http://www.1800respect.org.au)

In an emergency, always call 000.

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## Overview

In March 2018, the Tasmanian Government committed to undertake a comprehensive, cross agency review of current actions under Safe Homes, Safe Families: Tasmania’s Family Violence Action Plan 2015-2020 (Safe Homes, Safe Families) to ‘see what is working and what needs improving or better targeting and provide a comprehensive way forward for the next family violence action plan’.

This Summary Report provides the key findings of the Review of the Family Violence Service System. When Safe Homes, Safe Families was released, a commitment to ongoing engagement with stakeholders and the community was made. There was, and remains, a recognition of the value of reporting back and sharing learnings to inform a collective approach to ending family violence.

## Background

In August 2015, the Tasmanian Government launched Safe Homes, Safe Families, which committed an additional $26 million to fund new and direct actions to address family violence in Tasmania.

The 23 actions focus on three priority areas:

* changing the attitudes and behaviours that lead to family violence;
* supporting families affected by violence; and
* strengthening legal responses to family violence to hold perpetrators to account for their violent behaviours.

Safe Homes, Safe Families delivered significant new investment and activity into an existing family violence service response, which included Safe at Home, Tasmania’s integrated criminal justice response to family violence, established under the *Family Violence Act 2004* (Tas); and community-based specialist family violence services funded by the Tasmanian Government.

Advice from the Family Violence Consultative Group (Consultative Group) in 2017 recommended that the Government needed to consolidate the work already being undertaken; evaluate implementation and long‑term impacts; and address increased demand on services.

In line with that advice, the 2018-19 State Budget committed $20.2 million to family violence related initiatives, including:

* $18 million over three years (from 2019-20) toward the next stage of Safe Homes, Safe Families to be released by 1 July 2019;
* an additional $1.5 million over two years for Safe at Home services (2018-19 and 2019‑20);
* $450,000 over three years to deliver Project O, a primary prevention project supporting young women in the North West (2018-19 to 2020-21);
* immediate planning for a new additional women’s crisis shelter in the South for women and children affected by family violence;
* introducing a new offence of ‘persistent family violence’; and
* undertaking a comprehensive, cross-agency Family Violence Service System Review.

## Scope of the Review

The Family Violence Service System Review examined all family violence services delivered and/or funded by the Tasmanian Government, including Safe at Home and community-based specialist family violence services.

The Review has included a detailed evaluation of actions under Safe Homes, Safe Families (including quantitative and qualitative data); examination of the interrelationship between new and established service responses; and feedback gathered through consultation with service providers, key stakeholders, those with lived experience of family violence and the broader community. The Review considered previous evaluations where available and examined these services at a more systematic level.

In addition, the latest research and best-practice implementation adopted by other jurisdictions – including recommendations from the Victorian Government Royal Commission into Family Violence – were considered to ensure the Tasmanian Government continues to respond to emerging priorities and incorporates evidence from work being done across Australia to address family violence.

The Review has provided increased awareness and understanding of the functioning, impact and interrelationship of the family violence service system in Tasmania following the introduction of Safe Homes, Safe Families.

Review activity was undertaken through the Family Violence Cross Agency Working Group, coordinated by the Family Violence Secretariat in the Department of Communities Tasmania.

## 

## Consultation

Key consultation activity to inform the Review included:

* service provider and client (eg schools) feedback for selected services through consultation with an independent consultant;
* the Hearing Lived Experience Survey, which received 500 responses from people with lived experience of family violence;
* three regional roundtables held in Burnie, Launceston and Hobart, attended by almost 150 stakeholders;
* co-convened consultation with the Australian Government Department of Social Services to inform the Fourth Action Plan of the *National Plan to Reduce Violence Against Women and their Children 2010-2022* (the National Plan), attended by 64 stakeholders; and
* targeted consultation with key agency and community-based stakeholders.

## Recommendations

Recommendations from the Review are contained to Safe Homes, Safe Families actions requiring continued and/or additional funding; proposed new actions; and activity related to the strategic direction of family violence service delivery.

The Government remains committed to an evidence-based and flexible response to family violence. Implementation of any recommendations will be based on evidence, data and supporting delivery of a best-practice service system. Not all recommendations will translate into action.

Family Violence Cross Agency Working Group members will work with agencies and contracted service providers to implement operational level recommendations identified through individual service evaluations.

In relation to recommendations where further planning is required – for example in relation to governance models or information sharing - a phased approach to implementation will be adopted to ensure that appropriate time is allocated to undertake sufficient planning and consultation to underpin systems changes and better integration of family violence services.

## Next Steps

In recognition that sexual violence often intersects with family violence, in April 2019 the Family Violence Cabinet Committee agreed to combine the next Safe Homes, Safe Families and the new Sexual Violence Action Plan.

This approach supports alignment of the Tasmanian Government’s response to the National Plan, which focuses on the two main types of violent crimes that have a major impact on women in Australia: family violence and sexual assault.

It is acknowledged that sexual violence requires separate and additional responses to family violence. Therefore, actions under the combined plan will recognise that sexual violence is not limited to intimate relationships and that the scope extends beyond family violence.

Actions will be informed by the Review and work undertaken to inform the Sexual Violence Action Plan including:

* comprehensive research including a literature review of the experiences, practices and sexual violence service system responses operating in other jurisdictions;
* a research trip to examine sexual violence service systems operating in Victoria and South Australia;
* examination of Tasmania’s sexual violence service system response, including available data; and
* targeted interviews with government and non-government stakeholders.

The combined plan will be released by 1 July 2019.

## Key findings

### Strong service delivery under Safe Homes, Safe Families

* There is strong support across service providers for the role Safe Choices provides in delivery of practical support and case management for people affected by family violence.
* There is support across service providers for role of the Safe Families Coordination Unit (SFCU), which is viewed as an innovative and much needed function – alongside Safe at Home – to address the ‘siloing’ of government responses.
* Evaluations found all current Safe Homes, Safe Families community sector and government service providers to be meeting service delivery requirements.
* Further consideration needs to be given to how to best support children affected by family violence in non-government schools.
* There is a need to continue building the evidence base for family violence services.
* Developing of family violence data analytics capability in Tasmania will deliver practice evidence to identify outcome measurements and target interventions in our continued response to family violence.
* There is a need to build the evidence base across specialist service providers.

### Safe at Home continues to be a leading model of an integrated criminal justice response to family violence

* Safe at Home continues to deliver a nation leading integrated criminal justice response to family violence, which has been enhanced by investment in schools and community-based specialist family violence services under Safe Homes, Safe Families.
* Following the release of Safe Homes, Safe Families, demand for Safe at Home services has increased significantly:
  + Safe at Home services have seen a significant increase in historical and complex family violence being reported, which require intensive interventions and responses using substantial time and resources.
  + Safe at Home data demonstrates a significant increase in both integrated case coordination (ICC) case discussions, reflecting the increase in reporting as well as an increase in the complexity of matters, and recorded actions allocated for active case management since 2015.
* Safe at Home has an established case-conference protocol which incorporates non-Safe at Home services to address risk and safety concerns of identified high-risk families. There are also some informal arrangements in place between Safe at Home agencies and non-Safe at Home services for information sharing. However, developing a best-practice information sharing framework for government and non-government services in relation to family violence matters would enhance the service system.

### Increase investment in primary prevention

* While our understanding of non-physical forms of family violence has improved, community attitudes to the underlying drivers of violence remain low across Australia and in Tasmania.
* Further investment in primary prevention must be prioritised to effect long term impact on ending violence against women and their children.
* This investment must encompass whole-of-life messaging – where we live, work, study and play – to extend the impact of Respectful Relationships Education outside the school environment.
* There is a need for cohort-focused and community-led primary prevention, that is evaluated and builds the evidence base in Tasmania.
* There is a need to build communities of practice with a shared and consistent understanding of primary prevention through better coordination of primary prevention activity in Tasmania.

### Build upon early intervention responses

* There is a need to invest in medium and long-term strategies to eliminate family violence by building capacity to intervene early to stop the escalation of violent behaviours.
* Better use of existing community infrastructure and services (for example, Child and Family Centres and Community Nurses) to identify and address common co-morbidities – notably mental health and alcohol and other drugs – that reinforce or exacerbate violence.
* There is a need to build on existing perpetrator interventions, particularly in the vital window for intervention in the days following a court or police attendance.

### Support workforce development opportunities for specialist and mainstream services

* Future funding security is integral to addressing recruitment challenges, particularly in regional areas.
* Feedback across agencies, service providers and key stakeholders has consistently highlighted the need for:
  + a central Tasmanian Government family violence website to provide information, links and resources for victim-survivors (including targeted information for children), perpetrators, service providers and the broader public; and
  + freely accessible, foundational family violence training.
* Family violence is everyone’s responsibility, and as such, we need to build capacity of mainstream services, which will in turn enhance our ability to deliver early intervention responses.
* There is a need to train and resource specialist workforces to upskill to mainstream services.
  + Specialist workforces also require ongoing training and support to respond to emerging challenges, such as technology-facilitated abuse.

### Increase support for children impacted by family violence

* There is a need to refine service delivery models across specialist counselling services and consider how group therapy models for parents and children could be established.
* There is a need to continue to build children and young people’s knowledge about family and sexual violence, the underlying drivers and where to seek assistance by:
  + increasing whole-of-life primary prevention;
  + targeted messaging in advertising and primary prevention campaigns; and
  + targeted resources and information on a family violence website.
* Increase integration between family violence and child safety service responses.

### Explore opportunities for information sharing and common risk management

* Centralise coordination and management of family and sexual violence support services within the Department of Communities Tasmania to:
  + build a community of practice and enhance the relationship between government and non‑government (NGO) services;
  + reduce duplication of service;
  + build consistent data collection and reporting; and
  + enhance workforce capacity.
* Examine the introduction of a common risk assessment tool for government and non-government funded family violence services.
* Identify an appropriate information sharing platform which will support integration of responses across Government and non‑government services in the medium to longer term.

### Continue providing dedicated housing support for people affected by family violence

* Focusing housing supports on keeping victim-survivors safe in their own homes.
* There is a need to ensure alignment with the *Affordable Housing Action Plan 2019- 2023* (Action Plan 2) to address continued demand for supported and transitional housing.

### Continue playing a role in the national effort to reduce violence against women and their children

* Ensure continued alignment of Tasmanian responses with national efforts including implementation of the National Plan.
* Explore options, including funding opportunities, to work with the Australian Government to deliver initiatives under the Fourth Action Plan of the National Plan.
* Explore how Tasmania’s current family violence death review mechanisms can enhance national reporting.

## Hearing Lived Experience Survey

As part of the Tasmanian Government’s Review of the family violence service system, an online public survey was developed to hear from people with lived experience of family violence about their recent experience of engaging with family violence or community services in Tasmania.

A working group was established to develop and test the survey. This group comprised of people with lived experience of family violence, key government representatives and family violence support service providers.

The Survey ran from 5 November to 2 December 2018. It was promoted across the three major local newspapers, social media and through networks within Government departments, the Family Violence Consultative Group, family violence support services, community service providers, advisory councils and peak bodies.

The Tasmanian Government acknowledges and recognises

the courage and strength of victim-survivors and sincerely thanks

all survey participants for sharing their stories.

There is great power in the lived experience of victim-survivors.

Based on the advice of the working group, a hard copy version was also made available to women in the Mary Hutchinson Women’s Prison.

A total of 500 respondents accessed and completed the online survey, with 89 per cent of respondents indicating they were currently or had previously experienced family violence. The findings outlined below are based on information provided by those respondents.

#### The experience of violence

* The types of violence experienced by respondents included:
  + emotional / psychological (97 per cent);
  + physical (79 per cent);
  + financial (68 per cent);
  + property damage (61 per cent);
  + stalking (49 per cent); and
  + sexual abuse (46 per cent)
* Women were significantly more likely to have experienced stalking; 52 per cent compared to 13 per cent of males.
* Renters were significantly more likely to have experienced property damage; 71 per cent compared to 48 per cent of home owners.
* More than two thirds (68 per cent) of respondents had felt forced or pressured to have sex with their partner or pressured to do something they didn’t like.
* Almost two thirds (63 per cent) of respondents had experienced technology-facilitated abuse - the use of technology to abuse or control.
* The most common types of technology-facilitated abuse were:
  + sending abusive texts, emails or messages on social media (37 per cent);
  + spying or monitoring movements through GPS tracking on phones (17 per cent); and
  + sharing intimate photos without consent (imaged based abuse) (5 per cent).

#### Disclosure and seeking help

* Most respondents (94 per cent) had told someone about the family violence they had experienced.
* The primary drivers for respondents telling someone were:
  + the behaviour getting worse (29 per cent); and
  + worry and concern for children (29 per cent).
* A family member or friend was the most common person respondents first told that they were experiencing family violence (58 per cent).

“I was very fortunate in that my friend could see that behaviours were escalating and named the behaviours as family violence”

* Of those who first told a family member or friend, only 25 per cent could direct them to a service for support, while 38 per cent didn’t know where they could get help.
* In relation to the workplace, 49 per cent of employed respondents had not told anyone in their workplace that they were experiencing family violence.

“I am viewed as a strong, independent, forthright person and family violence made me feel the total opposite of that”

* Over half (55 per cent) of the respondents had not recently sought support about family violence from a specialist or community service provider in Tasmania.

“Making phone contact just felt too hard”

* The main barrier to accessing family violence services identified by respondents who did seek support was fitting in appointments around work and / or childcare (39 per cent).

“My own personal barriers, (like) if I was worthy of such help”

* Safety concerns for self and children and a lack of options to support themselves independently were the main factors identified by respondents as stopping them from leaving abuse relationships:
  + personal safety (39 per cent);
  + lack of access to money (35 per cent);
  + lack of housing options (35 per cent);
  + children’s safety (33 per cent);
  + not wanting to break up the family (24 per cent);
  + concerns around post-separation parenting (19 per cent); and
  + not wanting to leave partner (13 per cent).

“I didn’t want to leave…. I just wanted the abuse to stop”

## Community roundtable consultations

In February 2019, three regional roundtable consultations were held in Burnie, Launceston and Hobart. Over 150 specialist family and sexual violence service providers and mainstream service providers (government and non-government), attended the three roundtables. Discussions at each roundtable focused on four topics, which were informed by initial findings of the Review and the Hearing Lived Experience Survey results. The themes were consistent with those identified at the national level through consultation to inform development of the Fourth Action Plan of the National Plan.

* Topic 1: Community-led primary prevention
* Topic 2: Early intervention (entry points and responses)
* Topic 3: Workforce development and capacity building
* Topic 4: Service system enhancements

Roundtable participants received a detailed summary of the discussions. Key priorities identified by participants are outlined below.

#### PRIMARY PREVENTION

* Continue to embed respectful relationships education.
* Build workforce primary prevention capacity by working with sectors/industries to implement gender equality programs and policies.
* Build local government capacity to roll out whole-of-community messaging and programs.

#### EARLY INTERVENTION

* More services for children and adolescents who are displaying problem sexualised behaviours (PSB) and/or sexually abusive behaviours (SAB).
* Increase early intervention responses for perpetrators (for example through the Defendant Health Liaison Service and existing behaviour change programs).
* Support early intervention programs for at risk children from birth to five years.
* Centralise information on available services (online or hub).

#### WORKFORCE DEVELOPMENT

* Development of a central website.
* Audit / census of workforce / sector to measure / assess capabilities and competencies.
* Pro-actively promote training opportunities and build in opportunities for it to be undertaken. Drive top-down cultural change.

#### SERVICE SYSTEM ENHANCEMENTS

* Enhanced information sharing between services.
* Promote greater integration and co-location of family and sexual violence services.

## National Plan consultation

National consultations to inform development of the Fourth Action Plan of the National Plan took place during 2018, including a consultation held in Hobart in September 2018.

Emerging themes from national consultations are consistent with findings at the state level and include:

* an expanded focus on primary prevention and early intervention;
* an expanded focus on sexual violence;
* a lack of crisis and appropriate medium to long-term housing options for both victim-survivors and perpetrators;
* the need for community-led services for Aboriginal and Torres Strait Islander women affected by family violence;
* increased focus on children and the intergenerational impacts of violence;
* the unique experience of women with disability and the distinct forms of violence they face in their homes and in institutional settings;
* strong need for workforce development for specialist and non-specialist services in preventing and responding to family violence; and
* legislative and policy reform to adapt to changing nature of technology (both as tool for abuse and to collect evidence).

The Hobart Fourth Action Plan consultation summary can be accessed at the Australian Government [National Plan website](https://plan4womenssafety.dss.gov.au/the-national-plan/the-fourth-action-plan-2019-2022/).

## National Summit on Reducing Violence Against Women and their Children

The second National Summit on Reducing Violence Against Women and their Children (the Summit) was held in Adelaide in October 2018. The Tasmanian delegation included the Hon Jacquie Petrusma MP, Minister for Women, Tasmanian Government senior officials and nominated representatives from non-government organisations.

The Summit focused on three themes:

* prevention;
* response and recovery; and
* how to drive reduction in violence at a national level.

Summit delegates delivered a group statement to the Council of Australian Governments (COAG) on 13 December 2018, calling for specific action across the following areas:

* investment in primary prevention and early intervention;
* making reducing violence against women ‘everyone’s business’ (across industries, sectors, government, business and the private sector);
* policy and services informed by lived experience and respect cultural knowledge (“nothing about us without us”);
* improved response to the unique experiences of Aboriginal and Torres Strait Islander women and children (“nothing about our mob without our mob”);
* improved response to sexual violence, as a form of domestic and family violence, and as a separate crime;
* reduce system complexity and better collaboration between systems such as policing and justice, child protection, family law, health, housing and specialist services;
* change the behaviour of people who use violence;
* respect the needs of children and young people as individuals; and
* increase the evidence base, be flexible and innovative, and tailor our approaches.

COAG agreed for the statement to inform development of the Fourth Action Plan.

The Fourth Action Plan is due for release in mid-2019.

## Key statistics

Since the release of Safe Homes, Safe Families in August 2015, a significant body of research and evidence has increased our understanding of family violence and violence against women.

The key data and statistics outlined below demonstrate the need for ongoing and sustained efforts in to prevent and respond to family violence. In addition, research undertaken by Australia’s National Research Organisation for Women’s Safety (ANROWS) continues to inform best‑practice and evidence-based approaches to service delivery in Tasmania.

### PERSONAL SAFETY SURVEY 2016 [[1]](#footnote-1)

* Three in ten women have experienced physical violence
* One in five have experienced sexual violence.
* One in four women has experienced at least one incident of violence by an intimate partner.
* One in four women has experienced emotional abuse by a partner and 1 in 6 have experienced an episode of stalking.

### NATIONAL COMMUNITY ATTITUDES TO VIOLENCE AGAINST WOMEN SURVEY 2017 [[2]](#footnote-2)

Encouraging results

* Most Australians have accurate knowledge of violence against women and do not endorse this violence.
* Most Australians support gender equality and are more likely to support gender equality in 2017 than they were in 2013 and 2009.
* Australians are more likely to understand that violence against women involves more than just physical violence in 2017 than they were in 2013 and 2009.

Concerning results

* There continues to be a decline in the number of Australians who understand that men are more likely than women to perpetrate domestic violence.
* A concerning proportion of Australians believe gender equality is exaggerated or no longer a problem.
* Among attitudes condoning violence against women, the highest level of agreement was with the idea that women use claims of violence to gain tactical advantage in their relationships with men.
* One in five Australians would not be bothered if a male friend told a sexist joke about women.

Tasmanian data

* Tasmania demonstrated an improvement in the measure of attitudes towards violence against women from 2013, and on the measure of understanding of violence against women from 2009 (though no significant change from 2013).
* There has been no significant change in attitudes towards gender equality since 2009.
* Tasmanians are less likely to agree ‘it is a serious problem when a man tries to control his partner by refusing her access to their money’ (69 per cent compared with 81 per cent in the rest of Australia).
* Tasmanians are less likely to disagree that ‘if a woman is drunk and starts having sex with a man, but then falls asleep, it is understandable if he continues having sex with her anyway’ (74 per cent compared with 82 per cent nationally).

### FAMILY, DOMESTIC AND SEXUAL VIOLENCE IN AUSTRALIA 2018 [[3]](#footnote-3)

* One in six women have experienced physical and/or sexual violence by a co-habiting partner since age 15 (one in 16 for men).
* On average, one woman a week is killed by a current or former partner.
* In 2016–17, approximately 72,000 women, 34,000 children and 9,000 men seeking homelessness services reported that family and domestic violence caused or contributed to their homelessness.
* Intimate partner violence causes more illness, disability and deaths than any other risk factor for women aged 25 – 44 years.
* One in five women have been sexually assaulted and/or threatened since age 15.
* The six groups most at risk of experiencing some form of violence or abuse: Indigenous women, young women, pregnant women, women with disabilities, women experiencing financial hardship, and people who had witnessed abuse as children.
* In 2015–16, the financial cost of violence against women and their children was estimated at $21.7 billion.

## Acknowledgements

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In particular, we acknowledge the contribution of:

* Victim-survivors who took the time to respond to the Hearing Lived Experience Survey.
* Service providers, agency representatives and women with lived experience who participated in a workshop to develop and review the Hearing Lived Experience Survey;
* Tasmanian Government funded family violence specialist and other mainstream services consulted as part of the Review;
* Family Violence Cross Agency Working Group representatives and other departmental staff involved in preparation of reporting material;
* Leadership and Change Consultants;
* Tasmanian Government and non-government service providers who attended the community roundtable consultations; and
* Australian Government and state and territory government officers who facilitated meetings and consultation undertaken to inform the Review.



1. Australian Bureau of Statistics (ABS) 2017. Personal Safety, Australia, 2016, ABS cat. no. 4906.0. Canberra: ABS. [↑](#footnote-ref-1)
2. Webster, K., Diermer, K., Honey, N., Mannix, S., Mickle, J., Morgan, J., Parkes, A., Politoff, V., Powell, A., Stubbs, J., & Ward, A. (2018). *Australians’ attitudes to violence against women and gender equality: Findings from the 2017 National Community Attitudes Survey (NCAS)* (Research report, 03/2018). Sydney, NSW: ANROWS. [↑](#footnote-ref-2)
3. Australian Institute of Health and Welfare (AIHW) 2018. Family, domestic and sexual violence in Australia 2018.

   Cat. no. FDV 2. Canberra: AIHW [↑](#footnote-ref-3)