



Domestic and Family Violence Perpetrator Strategy Consultation

September 2023



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Our Commitment to Inclusion

The Salvation Army Australia acknowledges the Traditional Owners of the land on which we meet and work and pay our respect to Elders, past, present and future.

We value and include people of all cultures, languages, abilities, sexual orientations, gender identities, gender expressions and intersex status. We are committed to providing programs that are fully inclusive. We are committed to the safety and wellbeing of people of all ages, particularly children.

Our values are:

- Integrity
- Compassion
- Respect
- Diversity
- Collaboration

Learn more about our commitment to inclusion: <salvationarmy.org.au/about-us>

The Salvation Army is an international movement and our mission is to preach the gospel of Jesus Christ and to meet human needs in his name without discrimination.

More information about The Salvation Army is at **Appendix A**.





Executive Summary

The Salvation Army welcomes the opportunity to provide this submission to the Queensland Government's Department of Justice and Attorney-General in relation to the development of a Queensland domestic and family violence perpetrator strategy (the Strategy).

The Salvation Army operates family violence services in almost all states and territories across Australia. It is from the experiences of our clients, as well as those of our frontline staff, that we have approached this submission.

This submission responds and has been structured according to the chapters and questions within the Strategy's consultation paper. This submission covers:

- **Terminology and Issues for Consideration.** We urge the need to consider the experiences of diverse communities across all focus areas of the Strategy.
- **Primary Prevention.** We emphasise the importance of community education alongside increasing the capacity of frontline services to address the drivers of family violence.
- **Early Intervention.** We discuss the need to work alongside those from diverse communities in developing early intervention strategies for persons using violence. We advocate for early intervention efforts on adolescent violence in the home, and we draw attention to the need for accessible therapeutic supports for young people to overcome the long-term impacts of family and domestic violence.
- **Response.** We highlight the importance of strengthened service responses through assessment frameworks and information sharing processes. We discuss the need to build an alliance between frontline services and the family violence sector in responding to intersecting needs of persons using violence, and for increased investment in trauma-informed practice education. We recommend increased investment in the family violence sector to ensure high-quality and consistent responses to persons using violence. We emphasise the importance of the Strategy focussing on risks related to misidentifying victim-survivors as perpetrators, and supporting those at risk of reoffending through a suite of supports and programs. We also recommend minimum qualifications and accentuating whole-of-sector responsibility in responding to persons using violence to work towards the development of a specialised workforce.
- **Systemic Reform.** We respond to the consultation paper regarding defining perpetrator accountability and outlining touchpoints of accountability, and suggest the development of a centralised referral system to support these.
- **Improvements to Data Collection, Monitoring and Evaluation.** We highlight the importance of local data collection and evaluation related to persons using violence, and the need to amplify the voices of those with a lived experience of domestic and family violence.

The Salvation Army has made **18** recommendations for the Department of Justice and Attorney-General to consider. A summary of these recommendations follows on the next page.

Summary of Recommendations

Recommendation 1

1.6 The Salvation Army recommends that the Queensland Government consults with Aboriginal and Torres Strait Islander and culturally and linguistically diverse communities and considers and articulates their differing needs and experiences across all focus areas of the Strategy.

Recommendation 2

2.9 The Salvation Army recommends that the Queensland Government invests in primary prevention through community education including:

- *Education around financial literacy and financial abuse to empower victims, particularly those within vulnerable cohorts to seek help.*
- *Developing a comprehensive education and awareness campaign to ensure first responders, and the community more broadly, obtain an understanding of family and domestic violence and its impacts on women.*
- *Developing education campaigns in relation to active bystander interventions as a community preventative measure.*

Recommendation 3

2.10 The Salvation Army recommends that the Queensland Government supports primary prevention by increasing funding to frontline social services - including justice, health care, housing, education, financial and child protection sectors - to ensure they have the capacity and knowledge to educate and respond early to those at risk of experiencing family and domestic violence.

Recommendation 4

3.8 The Salvation Army recommends that the Queensland Government consider the differing needs and experiences of persons using violence from diverse communities and work alongside local communities to develop early intervention strategies that meet to the needs of these cohorts.

Recommendation 5

3.16 The Salvation Army recommends that the Queensland Government focuses early intervention efforts on supporting young people using, or at risk of using, violence in the home. This focus should be accompanied by increased funding for adolescent family violence services and family violence funding agreements to support young people exposed to or who have used violence. These services should also be culturally appropriate.

Recommendation 6

3.17 The Salvation Army recommends that the Queensland Government ensure that funding for family violence service provision always includes a component for direct service provision and therapeutic support for children. This includes culturally appropriate family and domestic violence services for children.

Recommendation 7





4.9 The Salvation Army recommends that the Queensland Government invest in the family and domestic violence and men's services sector to ensure services are equipped to respond to persons using violence in a timely manner.

Recommendation 8

4.10 The Salvation Army recommends that the Queensland Government considers adopting a Family Violence Multi-Agency Risk Assessment and Management Framework, alongside a Family Violence Information Sharing Scheme, to ensure services are effectively identifying, assessing, and managing family violence risk.

Recommendation 9

4.18 The Salvation Army recommends that the Queensland Government invest in specialist family and domestic violence and trauma-informed practice training for workers in the community services sector, including health care, housing, education, finance, and child protection sectors. This training should be repeated regularly.

Recommendation 10

4.23 The Salvation Army recommends that the Queensland Government increase funding to frontline family and domestic violence services.

Recommendation 11

4.27 The Salvation Army recommends that the Queensland Government deliver increased education and training across all justice, community and service sectors on family violence as a pattern of behaviour, and the misidentification of parties.

Recommendation 12

4.34 The Salvation Army recommends that the Queensland Government invest in the development of a broad range of programs to enhance engagement and support to those at risk of reoffending, or in custody for family and domestic violence offences.

Recommendation 13

4.42 The Salvation Army recommends that the Queensland Government introduce minimum qualification and experience requirements for the specialist family and domestic violence sector.

Recommendation 14

4.43 The Salvation Army recommends that the Queensland Government implement frameworks to ensure all community and social services understand their role and responsibilities in responding to persons using violence. This should be accompanied by investment in training and education to ensure appropriate responses.

Recommendation 15

5.3 The Salvation Army recommends that the Queensland Government develop a definition for perpetrator accountability which aligns with the findings of the Victorian Royal Commission into Family Violence.

Recommendation 16





5.9 The Salvation Army recommends that the Queensland Government review the implementation of a centralised system of referral and case allocation into services for both persons using violence, and victim-survivors.

Recommendation 17

6.3 The Salvation Army recommends that the Queensland Government invest in independent evaluations by family and domestic violence industry leaders to contribute both to local data and to the building of an evidence base around persons using violence.

Recommendation 18

6.5 The Salvation Army recommends that the Queensland Government proactively seek the views of those with a lived experience of family and domestic violence to inform the Strategy.





1 Terminology & Issues for Consideration

Use of the Term 'Persons Using Violence'

- 1.1 The Salvation Army supports the use of the term 'persons using violence' when referring to individual people, recognising the ability to undergo personal development and be accountable.¹ In addition, we believe the term to be inclusive, capturing the notion that anyone could choose to use violence, and avoiding singularity such as with the term 'perpetrator.'

Considering the Needs of Diverse Communities

- 1.2 The Salvation Army welcomes the focus areas, as well as the vision, purpose and guiding principles outlined in the Strategy consultation paper.² We believe that these elements lay a good foundation for the Strategy under the premise that consideration is given to the needs of victim-survivors and persons using violence from diverse communities who are at greater risk of experiencing family and domestic violence due to social barriers and intersecting forms of oppression, discrimination and marginalisation.
- 1.3 We draw attention to the experience of family and domestic violence within Aboriginal and Torres Strait Islander communities. It is well documented in Australia that Aboriginal and Torres Strait Islander women are the group most at-risk of experiencing family and domestic violence, and that the prevalence and severity of this violence increases with remoteness.³
- 1.4 CALD communities are additionally at increased risk of experiencing family and domestic violence within Australia. People from CALD communities or refugee backgrounds face additional barriers that require consideration for engagement including language barriers, a history of trauma, competing settlement challenges and differing family structures.⁴
- 1.5 The Strategy must articulate that engaging persons using violence from diverse communities requires tailored responses. Consultation with Aboriginal and Torres Strait Islander and CALD victim-survivors, as well as Aboriginal and Torres Strait Islander led organisations is critical to ensuring that the Strategy recognises the cultural and geographical needs, and the differing nature and prevalence of violence in these communities across all focus areas.

¹ Queensland Government. (2023). *Consultation Paper: Development of a Queensland domestic and family violence perpetrator strategy*. <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/e4e4bd4d-eacc-4212-a1e8-656b7eb0af47/dfv-perpetrator-strategy-consultation-paper.pdf?ETag=634abad1459d481afe0444b40884064b>.

² Ibid.

³ Productivity Commission, *Overcoming Indigenous Disadvantage Key Indicators 2014 Report*, Australian Government, 2014 <https://www.pc.gov.au/research/ongoing/overcoming-indigenous-disadvantage/2014/key-indicators-2014-report.pdf>.

⁴ Australia's National Research Organisation for Women's Safety. (2020). *Best practice principles for interventions with domestic and family violence perpetrators from refugee backgrounds* (Research to policy and practice, 09/2020). Sydney: ANROWS.



Recommendation 1

- 1.6 The Salvation Army recommends that the Queensland Government consults with Aboriginal and Torres Strait Islander and culturally and linguistically diverse communities and considers and articulates their differing needs and experiences across all focus areas of the Strategy.**

2 Primary Prevention

Educating the Community


- 2.1 Educating the community is inherent to ensure all people are aware of and understand their roles and responsibilities in addressing the drivers of family and domestic violence. As a community, we need to continue to empower all victim-survivors to identify all forms of abuse and to address discrimination, disadvantage, and entrenched gender bias and exploitation in the home, in relationships and in the workplace.
- 2.2 We wholeheartedly support the Our Watch 'Change the Story' policy approach to prevention and education.⁵ We also advocate greater support for community-based violence prevention and better awareness raising to ensure that every individual in Australia considers themselves active bystanders.
- 2.3 We must continue to educate the community to recognise and call out disrespectful, coercive and controlling behaviours as unacceptable. Importantly, the National Community Attitudes towards Violence against Women Survey (NCAS) highlights that 'violence-supportive attitudes can influence social norms and expectations.' This includes excusing persons using violence, minimising violence against women and mistrusting women's reports of violence.⁶
- 2.4 Education on healthy relationships, particularly in relation to respectful relationships within primary schools and healthy peer-to-peer and early intimate relationships in high schools is critical. We call on the Queensland Government to educate children and youth on the dangers and use of technology-facilitated abuse. This education must take care to demonstrate how the use of social media can 'blur' young people's ability to navigate online peer relationships and the appropriate use of technology. This is particularly important considering the exponential use of intimate photo and video sharing and GPS monitoring of women and children since 2015.⁷
- 2.5 The Queensland Government can further make a huge difference by addressing the need for improved education around financial literacy and financial abuse. Data collected by the Household, Income and Labour Dynamics Australia (**HILDA**) survey suggests that around 45 per cent of Australians cannot demonstrate basic financial literacy.⁸ The Salvation Army's Moneycare program provides free access to qualified financial counsellors who can help with crisis intervention and financial resilience services. In many cases, victim-survivors are running households with minimal funds as perpetrators direct all income for personal use, attach all bills, purchases and rental contracts to the victim-survivor's name and acquire significant debt, making it more difficult for the victim-survivor to escape violence. We have also assisted clients who have incurred government debt through incorrect reporting of

⁵ Our Watch. (2015). *Change the Story*. <https://www.ourwatch.org.au/change-the-story/>.

⁶ Australia's National Research Organisation for Women's Safety. (2018). *Are We There Yet? Australians' attitudes towards violence against women & gender equity* (Summary findings from the 2017 National Community Attitudes towards Violence against Women Survey). https://20ian81kynqg38bl3l3eh8bf-wpengine.netdna-ssl.com/wp-content/uploads/2019/12/300419_NCAS_Summary_Report.pdf.

⁷ Woodlock, D., Bentley, K., Schulze, D., Mahoney, N., Chung, D., and Pracilio, A. (2020). *Second National Survey of Technology Abuse and Domestic Violence in Australia*. WESNET. <https://wesnet.org.au/wp-content/uploads/sites/3/2020/11/Wesnet-2020-2nd-NationalSurvey-Report-72pp-A4-FINAL.pdf>.

⁸ Preston, A. (2020, March). *Financial Literacy in Australia: Insights from HILDA data*. University of Western Australia Business School.



income or coercive action by a perpetrator. In most cases, use of technology-facilitated abuse is also present with other forms of financial and economic abuse. As ‘first responders’ to victim-survivors experiencing financial abuse we continue to advocate for financial counsellors and the broader financial sector to be included in coordinated family violence responses. Our experience delivering financial counselling, as well as family violence support, is that banks do not always have sufficient protections in place to safeguard against financial abuse.

- 2.6 The Salvation Army suggest targeting education and primary interventions towards areas that have high levels of engagement with men and boys. For example, The Salvation Army have been successful in a tender, and are driving primary prevention support and intervention within the mining industry in Western Australia. This came about following findings that rates of persons using violence within the mining industry were significantly high. The pilot program titled ‘Manifest Respect’ is proposed to partner with organisations to deliver workplace education and intervention programs that address gender-based violence and challenge problematic attitudes, beliefs, and behaviours that normalise violence against women. The pilot hopes to increase awareness of the drivers of violence against women, shift attitudes that perpetuate violence, and promote a safer workplace and community culture.

Increasing the Capacity of the Social Services Workforce

- 2.7 In our experience the primary prevention sphere is an effective space to engage people using violence, particularly those who may be unaware that their behaviours are considered family and domestic violence. For example, an individual may learn they are a person using violence whilst attending a workplace presentation on family and domestic violence.
- 2.8 In the primary prevention space, family and domestic violence services and men’s services are not always the first points of contact for persons using violence or victim-survivors. We urge the need to increase the capacity and capability of the social services sector more broadly, alongside the family violence sector. Doing so can ensure that the social services workforce has the capacity to pivot resources, service interventions and knowledge to a secondary or tertiary intervention as required.

Recommendation 2

2.9 The Salvation Army recommends that the Queensland Government invests in primary prevention through community education including:

- **Education around financial literacy and financial abuse to empower victims, particularly those within vulnerable cohorts to seek help.**
- **Developing a comprehensive education and awareness campaign to ensure first responders, and the community more broadly, obtain an understanding of family and domestic violence and its impacts on women.**
- **Developing education campaigns in relation to active bystander interventions as a community preventative measure.**



Recommendation 3

2.10 The Salvation Army recommends that the Queensland Government supports primary prevention by increasing funding to frontline social services - including justice, health care, housing, education, financial and child protection sectors - to ensure they have the capacity and knowledge to educate and respond early to those at risk of experiencing family and domestic violence.

3 Early Intervention

Supporting Early Intervention for Diverse Communities

- 3.1 The needs of persons using violence are not homogenous. As such, no one engagement strategy will support early intervention with people using violence and reduce harm caused by family and domestic violence.
- 3.2 Early intervention strategies must recognise the differing needs and experiences of those from diverse cultures and local communities,⁹ in order to be effective. We draw attention to the following.

People Living in Rural and Regional Communities

- 3.3 The Salvation Army operates services in metropolitan, regional, and rural areas across Australia. This has allowed us to witness the disparity in services available in these areas. It is our experience that there are currently few family and domestic violence services available in rural and regional areas. Coupled with the tight-knit nature of smaller towns, this lack of support elevates risk for victim-survivors.
- 3.4 Responses in rural and remote communities must be different to those rolled out in urban communities. The Salvation Army believe that the most effective way to provide early intervention to persons using violence in rural areas is to allow grassroots organisations to lead the response in a manner tailored to their community. Implementing a place-based approach is critical, as different communities will have different strategies, they believe are effective in responding to persons using violence.

People from CALD and Refugee Backgrounds

- 3.5 Research has shown that interventions for men from refugee backgrounds using violence require an understanding of violence in the context of trauma, settlement challenges, and family and community structures.¹⁰ In providing early intervention to people from CALD and refugee backgrounds, community-based approaches are critical, alongside building connections between refugee services and the broader domestic and family violence service system.¹¹

Aboriginal and Torres Strait Islander Communities


- 3.6 For Aboriginal and Torres Strait Islander people, early intervention strategies need to acknowledge the link between violence and issues that have stemmed from colonisation and intergenerational trauma.¹² Our staff report that different tactics of abuse are utilised by

⁹ National Research Organisation for Women's Safety. (2021). Interventions for perpetrators of domestic, family and sexual violence in Australia (ANROWS Insights, 02/2021). ANROWS.

¹⁰ Australia's National Research Organisation for Women's Safety. (2020). *Best practice principles for interventions with domestic and family violence perpetrators from refugee backgrounds* (Research to policy and practice, 09/2020). Sydney: ANROWS.

¹¹ Ibid.

¹² Australia's National Research Organisation for Women's Safety. (2020). *Understanding the role of Law and Culture in Aboriginal and Torres Strait Islander communities in responding to and preventing family violence: Key findings and future directions* (Research to policy and practice, 19/2020). Sydney: ANROWS.



Aboriginal and Torres Strait Islander persons using violence. We see women isolated from their community, land and extended family.

- 3.7 The Salvation Army reiterates the importance of consulting with Aboriginal and Torres Strait Islander-led organisations to ensure that early intervention strategies for persons using violence recognise their cultural and geographical needs, and the differing nature and prevalence of violence in those communities. It is essential that grassroots Aboriginal and Torres Strait Islander communities are given the opportunity to lead and develop projects. Projects led by non-Aboriginal and Torres Strait Islander organisations in Aboriginal and Torres Strait Islander communities should only be supported when they demonstrate deep consultation and co-design processes that do not further marginalise or ‘other’ these voices. Queensland has the nation’s second largest Aboriginal and Torres Strait Islander population,¹³

Recommendation 4

- 3.8 The Salvation Army recommends that the Queensland Government consider the differing needs and experiences of persons using violence from diverse communities and work alongside local communities to develop early intervention strategies that meet to the needs of these cohorts.**

Focussing on Adolescent Violence in the Home and Responses for Young People

Adolescent Violence in the Home

- 3.9 The Salvation Army believe it is critical that the Queensland Government focus attention on adolescent violence in the home (AVITH) to best support people using or at risk of using violence to get help early.
- 3.10 AVITH is a term which describes a pattern of violent behaviour used by a young person within their family, and may include property damage, financial, psychological, physical, and sexual forms of violence.¹⁴ In Victoria data has shown that 80 per cent of young people with initial police interventions for AVITH go on to have future contact with justice systems.¹⁵ Over half of these young people have future contact with the justice system as a victim of crime, a victim-survivor of family violence, or as a complainant on a family violence intervention order.¹⁶
- 3.11 It is crucial to recognise the long-term impacts of family and domestic violence on young people.¹⁷ AVITH research has pointed to an acute need for increased early intervention for families and young people, particularly following an experience of adult perpetrated family and domestic violence.¹⁸ Therapeutic programs that support children and young people to

¹³ Australian Bureau of Statistics. (2022). *Australia: Aboriginal and Torres Strait Islander Population Summary*. <https://www.abs.gov.au/articles/australia-aboriginal-and-torres-strait-islander-population-summary>.

¹⁴ Campbell, E., Richter, J., Howard, J., & Cockburn, H. (2020). *The PIPA project: Positive interventions for perpetrators of adolescent violence in the home (AVITH)* (Research report, 04/2020). Sydney, NSW: ANROWS.

¹⁵ Crime Statistics Agency. (2022). *Adolescent family violence in Victoria*. <https://www.crimestatistics.vic.gov.au/research-and-evaluation/publications/adolescent-family-violence-in-victoria>.

¹⁶ Ibid.

¹⁷ Campbell, E., Ellard, R., Hew, E., Simpson, S., McCann, B. & Meyer, S. (2023). *WRAP around families experiencing AVITH: Towards a collaborative service response* (Research report, 04/2023). ANROWS.

¹⁸ Ibid.



overcome the immediate and long-term psychological, emotional, and physical impact of family violence and other associated issues are shown to reduce the risk of intergenerational transfer of abusive behaviours and violence supporting attitudes.¹⁹

- 3.12 Current access to case management for children and adolescents who are victims of family and domestic violence, or who choose to use violence is limited. Children and young people need to be recognised as victim-survivors in their own right, and be able to access timely case management and responses that address age-informed attitudes toward gender and violence. AVITH needs to be met with holistic and trauma-informed responses that are not reactive,²⁰ which we believe need to be completely external and prior to involvement of other intervention systems such as youth justice, or child protection services.

Early and Effective Responses for Young People

- 3.13 As outlined in the consultation paper, experiencing family and domestic violence has been linked to lifelong harms for children and those around them, including psychological and behavioural impacts, health and socioeconomic impacts, and to intergenerational violence and re-victimisation.²¹
- 3.14 For Aboriginal and Torres Strait Islander children there is a double conundrum. Firstly, the family and domestic violence sector is not equipped to respond to the needs of children as victim-survivors in their own right. When there are child specific resources, they are often not culturally appropriate for Aboriginal and Torres Strait Islander children. Secondly, there are few culturally appropriate family and domestic violence services available to Aboriginal and Torres Strait Islander people, and those that do exist focus on adults and not on the specific needs of children.²² The Salvation Army acknowledges the importance of listening to the voices of Aboriginal and Torres Strait Islander children. This must be supported with an increase in funding to services for children.
- 3.15 As outlined in the consultation paper,²³ we urge the need to utilise cultural strengths when engaging with young people at risk of using violence who are from Aboriginal and Torres Strait Islander or CALD communities. Emphasis should be placed and investment focussed on programs and initiatives developed and facilitated by these communities, for their communities. We reiterate the importance of consulting with Aboriginal and Torres Strait Islander victim-survivors and community-led organisations, and ensuring these organisations have the ability to lead responses within their communities.

¹⁹ Cameron, P. (2016). *Expanding early interventions in family violence in Victoria*. Melbourne, Vic: Domestic Violence Victoria.

²⁰ Meyer, S., & Fitz-Gibbon, K. (March 22, 2021). *Addressing adolescent violence in the home from the child's perspective*. <https://lens.monash.edu/@politics-society/2021/03/22/1382953/addressing-adolescent-violence-in-the-home-from-the-childs-perspective>.

²¹ Richards, K. (2011). Children's exposure to domestic violence in Australia. *Trends & issues in crime and criminal justice*. No. 419. Canberra: Australian Institute of Criminology. <https://www.aic.gov.au/publications/tandi/tandi419>.

²² Australian National Research Organisation for Women's Safety. (2022). *New Ways for our Families: Designing an Aboriginal and Torres Strait Islander cultural practice framework and system responses to address the impacts of domestic and family violence on children and young people*. <https://anrowsdev.wpenginepowered.com/wp-content/uploads/2022/04/Morgan-et-al-RR1-NewWaysOurFamilies.pdf>.

²³ Queensland Government. (2023). *Consultation Paper: Development of a Queensland Domestic and Family Violence Perpetrator Strategy*. <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/e4e4bd4d-eacc-4212-a1e8-656b7eb0af47/dfv-perpetrator-strategy-consultation-paper.pdf?ETag=634abad1459d481afe0444b40884064b>.





Recommendation 5

3.16 The Salvation Army recommends that the Queensland Government focuses early intervention efforts on supporting young people using, or at risk of using, violence in the home. This focus should be accompanied by increased funding for adolescent family violence services and family violence funding agreements to support young people exposed to or who have used violence. These services should also be culturally appropriate.

Recommendation 6

3.17 The Salvation Army recommends that the Queensland Government ensure that funding for family violence service provision always includes a component for direct service provision and therapeutic support for children. This includes culturally appropriate family and domestic violence services for children.

4 Response

Strengthening Service Responses

- 4.1 The Salvation Army highlight the importance of the following measures when responding to persons using violence.

Timely Service Responses

- 4.2 The Queensland Government must invest into both the family and domestic violence and men's service sector to ensure they are equipped to respond to referrals for persons using violence in a timely manner. In our experience, timely responses from support services are critical when engaging persons using violence. When responses are delayed following a family violence incident, we have seen persons using violence less likely to engage in these supports, particularly when other needs such as justice or housing supports arise.
- 4.3 We draw attention to the Orange Door model in Victoria as an example of a model which promotes timely service responses. The Orange Door acts as a central triage point which prioritises and matches services to the needs of those experiencing family and domestic violence.²⁴ Following a crisis response to a family violence incident, the Orange Door seeks to follow up with families - including persons using violence - within 24 hours or when the situation is considered stable.²⁵ Once stable, the Orange Door assists to link family members with targeted interventions and services according to their needs, including the persons using violence²⁶


A Risk Assessment Framework

- 4.4 The Salvation Army believes that the implementation of a risk assessment framework could improve sector responses to persons using violence. We draw attention to the development of the Family Violence Multi-Agency Risk Assessment and Management Framework (MARAM) in Victoria, which importantly is supported by a suite of policies, practice tools, training, legislation, and formal reviews. The MARAM aims to change both the practice and culture around how professionals and organisations respond to family and domestic violence. The MARAM makes certain that all services that engage with victim-survivors and persons using violence are using consistent risk assessment and management tools. Importantly, the MARAM accounts for services where family violence is not their core business, such as schools or health care settings, and provides them with tools and training to identify, assess, and refer incidents of family and domestic violence.
- 4.5 If implemented in the Queensland, a similar framework could better support early identification and intervention of cases of family and domestic violence. An important feature of MARAM is that it applies an intersectional lens to support diversity and inclusion in family violence

²⁴ Victorian Government. (2020). *Connecting people to the right services*. <https://www.vic.gov.au/orange-door-service-model/connecting-people-right-services>.

²⁵ Ibid.

²⁶ Victorian Government. (2020). *Targeted Interventions*. <https://www.vic.gov.au/orange-door-service-model/targeted-interventions>.



practice. We draw this example to the Government's attention as an example of current best practice. We believe that consideration should also be given to adopting a nationally consistent risk assessment framework. This would promote consistency and continuity of effective service provision to persons using violence across the nation.

Information Sharing

- 4.6 The Salvation Army believes that information about people using violence should be accessible and shared between appropriate services easily to reduce risk to victim-survivors. Information sharing between services and agencies is of utmost importance when responding to family and domestic violence. Information sharing regarding persons using violence is paramount, particularly given that many have a long history of offending, and it is crucial that there is ongoing tracking between services of this history.
- 4.7 The Victorian Royal Commission into Family Violence (RCFV) in 2016 found that despite information sharing about risk being integral to keeping victim-survivors safe and keeping persons using violence accountable, family violence agencies were not sharing information.²⁷ Some of the reasons for this included privacy and information sharing legislation which was complex and often difficult to understand and the nature of information-sharing practices at the time.²⁸ On the basis of this finding, Victoria introduced the Family Violence Information Sharing Scheme (FVISS).²⁹ The FVISS allows key organisations and services known as Information Sharing Entities to share information regarding family violence risk between each other, including when there is no request for information.³⁰ It also allows for the sharing of information about alleged persons using violence without consent as long as it is relevant to risk and safety.³¹
- 4.8 The Salvation Army's men's behaviour change program (MBCP) has found the FVISS incredibly valuable. The MBCP was previously more reliant on the perspective of the persons using violence and often received a one-sided version of events. Since the commencement of information sharing, the MBCP is now able to receive information from the Victorian Police and Corrections, the Orange Door and other risk or information sharing entities. This has assisted greatly when managing and informing the risk of perpetrators as our case managers are seeing the full-scale of events.

²⁷ State of Victoria, Royal Commission into Family Violence: Summary and recommendations, Parl Paper No 132 (2014–16). <https://www.rcfv.com.au/MediaLibraries/RCFamilyViolence/Reports/Final/RCFV-Summary.pdf>.

²⁸ Ibid.

²⁹ Victorian Government. (2022). *Family Violence Information Sharing Scheme*. <https://www.vic.gov.au/family-violence-information-sharing-scheme>.

³⁰ Victorian Government. (2021). *Family Violence Information Sharing Guidelines: Guidance for Information Sharing Entities*. <https://www.vic.gov.au/family-violence-information-sharing-scheme>.

³¹ Ibid.





Recommendation 7

4.9 The Salvation Army recommends that the Queensland Government invest in the family and domestic violence and men's services sector to ensure services are equipped to respond to persons using violence in a timely manner.

Recommendation 8

4.10 The Salvation Army recommends that the Queensland Government considers adopting a Family Violence Multi-Agency Risk Assessment and Management Framework, alongside a Family Violence Information Sharing Scheme, to ensure services are effectively identifying, assessing, and managing family violence risk.

Responding to Intersecting Needs and Trauma-Informed Approaches

4.11 The Salvation Army welcomes the Strategy's acknowledgement of the need for trauma-informed supports which are also responsive to the varying needs of persons using violence.³² To effectively support interventions that respond to intersecting needs, and adopt a trauma-informed approach, The Salvation Army suggests the following.

Building an Alliance Between Services

- 4.12 In our experience, persons using violence do not often want to engage with addressing their use of violence but will proactively seek support regarding other intersecting needs. This could include but is not limited to mental health support, alcohol and other drug (AOD) services, or housing and homelessness services. We believe it is critical to build a strong alliance between these services and the family and domestic violence sector to ensure the intersecting needs of persons using violence are effectively managed and addressed.
- 4.13 Implementing a risk assessment framework and information sharing scheme as previously mentioned, could assist in holding these services to account, and support the building of cross-sector collaboration and communication when it comes to persons using violence.
- 4.14 In our experience, we have also observed that frontline staff interacting with people experiencing family violence do not always have sufficient training, education, and awareness to respond appropriately. We believe it critical to ensure that all mainstream services and supports are educated and trained in how to respond to family and domestic violence should it arise in their practice.

³² Queensland Government. (2023). *Consultation Paper: Development of a Queensland Domestic and Family Violence Perpetrator Strategy*. <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/e4e4bd4d-eacc-4212-a1e8-656b7eb0af47/dfv-perpetrator-strategy-consultation-paper.pdf?ETag=634abad1459d481afe0444b40884064b>.



Developing Trauma-Informed Services

- 4.15 The Salvation Army believe that all community services and staff need to understand trauma-informed practice, and have basic psychosocial education. We urge the need for greater education and training in the delivery of trauma-informed practice, and investment in collaborating with experts in the field of trauma-informed care.
- 4.16 Trauma-informed approaches are valuable models when working with persons using violence and can lead to better engagement.³³ In our experience, persons using violence can feel a sense of shame and therefore resistance when accessing family and domestic violence services. It should be noted that focussing on histories of trauma in persons using violence can risk minimising violent behaviours, and that service providers need to remember that persons using violence remain accountable and responsible for doing so.³⁴
- 4.17 We believe that all spaces created for interventions, both in the family violence and social services sectors, should adopt a trauma-informed approach to service delivery. It is our hope that consistently safe and trauma-informed service settings could create a conduit between accessing mainstream services and engaging with family violence interventions for persons using violence.

Recommendation 9

4.18 The Salvation Army recommends that the Queensland Government invest in specialist family and domestic violence and trauma-informed practice training for workers in the community services sector, including health care, housing, education, finance, and child protection sectors. This training should be repeated regularly.

Improving the Capacity of the Family Violence Sector

- 4.19 To improve access to services that can respond to the complex needs of persons using violence, there needs to be a significant increase in the capacity and capability of the family and domestic violence service sector.
- 4.20 Increased consideration and awareness of persons using violence and appropriate interventions will only increase demand and need for infrastructure to support both persons using violence, and victim-survivors. This must therefore be accompanied by sufficient funding and resources for specialist family and domestic violence services and victim support services to ensure persons using violence and victim-survivors can access the supports they require.
- 4.21 In our experience, Queensland does not currently have the systems in place to manage an increase in those experiencing or using violence seeking assistance. Substantial infrastructure

³³ Victorian Government. (2022). *Framework for Trauma-Informed Practice: Supporting Children, Young People, and their Families*. <https://www.dffh.vic.gov.au/sites/default/files/documents/202302/Framework-for-trauma-informed-practice.pdf>.

³⁴ Ibid.



and supports are required in the form of casework and ongoing outreach to best support persons using violence, alongside ensuring victim-survivors safety remains paramount.

- 4.22 Increased investment in family and domestic violence sector needs to be further complimented by a broadened understanding of family violence across the mainstream service sector, as previously discussed.

Recommendation 10

4.23 The Salvation Army recommends that the Queensland Government increase funding to frontline family and domestic violence services.

Approach to Women Using Violence - Misidentification of Victim-Survivors

- 4.24 The Salvation Army urges the need for increased focus on the misidentification of victim-survivors of family and domestic violence within the Strategy. The misidentification of victim-survivors as perpetrators of family and domestic violence occurs in a range of contexts across the service sector, but it primarily occurs where victim-survivors are misidentified on a domestic violence order or when facing criminal charges. Many of our clients report that the misidentification impacts their trust in the police and often makes them reluctant to report further instances of violence.
- 4.25 Treating victim-survivors of violence as perpetrators not only undermines confidence in the legal system and justice response, but it also denies victim-survivors appropriate support.³⁵ It is important that the Strategy reflects the understanding that family and domestic violence is a pattern of behaviours as opposed to a one-off instance of violence, and that this understanding is enhanced across justice, social service and community service sectors. This could be achieved through specialist training to reduce the misidentification of victim-survivors, particularly people with Aboriginal and Torres Strait Islander backgrounds. This training needs to include the neo-colonial context of violence and how this can lead to violent resistance and reluctance to cooperate with police during investigations.
- 4.26 We highlight Victoria's MARAM framework which provides information and tools for all services that may encounter those experiencing family and domestic violence, to assess predominate aggressor or perpetrator.³⁶

³⁵ Nancarrow, H, Thomas, K, Ringland, V & Tanya, M. (2020). *Accurately identifying the 'person most in need of protection' in domestic and family violence law*. Australia's National Research Organisation for Women's Safety. <https://20ian81kynqg38b3l3eh8bfwpenge.netdna-ssl.com/wp-content/uploads/2019/10/Nancarrow-PMINOP-RR.3.pdf>.

³⁶ Victorian Government. (Undated). *Family Violence Multi-Agency Risk Assessment and Management Framework*. <https://www.vic.gov.au/family-violence-multi-agency-risk-assessment-and-management>.



Recommendation 11

4.27 The Salvation Army recommends that the Queensland Government deliver increased education and training across all justice, community and service sectors on family violence as a pattern of behaviour, and the misidentification of parties.

Supporting Engagement with Persons at Risk of Reoffending

- 4.28 The Salvation Army believe that the development of a broad range of serious risk programs and service options is key to engaging persons at high risk of reoffending or who are in custody for family and domestic violence offences. No single program will meet the needs of all persons using violence. There must be a range of programs and responses, whether they be residential treatment, one-on-one case management, or group work.
- 4.29 There are limited intervention options for persons using violence currently in Queensland. We strongly advocate for the need for increased government investment in new programs and trials to develop effective prevention, early intervention, and post-violence interventions. A continuum of intervention options must also include outreach programs, including support and case management, and therapeutic counselling whilst in and when exiting prison.

Integrated Family Violence Services

- 4.30 The Salvation Army support the use of co-responder, integrated family violence services when responding to persons using violence. The Salvation Army does not currently operate any intervention programs for persons using violence in Queensland, though we have seen great benefit from participating in co-responder models in other jurisdictions.
- 4.31 We draw attention to our Alexis Program in Victoria, and acknowledge a similar model piloted by the Queensland Government in Toowoomba.³⁷ We recommend that the Queensland Government considers making resources available to roll out similar programs across the state. The Alexis Program is a family violence response model that embeds family violence specialists within the police force and has been shown to reduce recidivism by up to 85 per cent.³⁸ It should be noted that whilst the Alexis Program is achieving good outcomes, the program would further benefit from additional investment in case management for the persons using violence as well as the victim-survivor and their children.
- 4.32 The Salvation Army's Alexis program in Victoria also acts as an example of embedding support for victim-survivors in the justice system. Our services continue to see victim-survivors that do not feel safe reporting to police. Embedding family violence specialists within police units, who could empower, advocate for, and refer victim-survivors to services, would assist with recognition of gender-driven family and domestic violence. There is also potential to

³⁷ Rodgers, J., Carrington, K., Ryan, V., & Carr, R. (2022). Evaluation of an embedded specialist domestic violence worker: a partnership between Queensland Police Service and Domestic Violence Action Centre. *Queensland University of Technology Centre for Justice Research Report Series* (April). Brisbane, Queensland.

³⁸ Harris, L., Powell, A. & Hamilton, G. (2017, August). Alexis – Family Violence Response Model. School of Global, Urban and Social Studies RMIT University. https://www.sarmy.org.au/Global/SArmy/Social/vsppu/Resources/SALV0006_Alexis%20Report_Online.pdf.



improve engagement with Aboriginal and Torres Strait Islander victim-survivors if Aboriginal Liaison Offices also had dedicated family violence leads within their services.

Alexis Program – A Family Violence Response Model

The Alexis family violence response model is a targeted approach to violence in 'recidivist households,' that is, families that have had three or more police attendances for family violence in the preceding 12 months or where police assessed a likelihood of further violence. It seeks to create a multi-disciplinary integrated response team by embedding a specialist key worker with family violence expert knowledge within a targeted police family violence unit.

Through the Alexis Program, the specialist key worker aims to:


- Strengthen integration between police and services,
- Reduce the incidences of police attendance where there is a history of recidivism,
- Prevent escalation of risk to women and children by intervening early,
- Promote successful and ongoing engagement in mainstream services.

An evaluation of the Alexis model by RMIT University in 2017 found that it resulted in an 85 per cent reduction in police callouts in the 12 months following exit from the program. The success of the Alexis Program can be attributed in part to the program's role in providing case coordination support and service integration for families.

Additional Considerations for Support and Interventions

4.33 In our experience, the following reforms should also be considered when developing supports and interventions for persons using violence.

- **Adequate funding of case management and resources.** Intervention programs that include case management can work to reduce recidivism of persons using violence. Programs and interventions should also offer access to emergency accommodation, allowing victim-survivors the option of safely remaining in the home. Specialist resources are also needed to facilitate group theory and practice sessions with persons using violence. These acknowledge and cater to men's differing behavioural needs, including through preventative and post-violence programs, particularly learned behaviours in cases where perpetrators have been child victims of family violence.
- **Safety contact workers.** It is crucial that safety contact workers are available for all women who have a partner engaging in supports. The role of a safety contact worker is to liaise with and support the families of persons using violence participating in the program. In our experience, the early stages of the therapeutic recovery process often challenge experiences and can trigger traumas for the person using violence. This can lead to a period of increased anger and frustration, and therefore risk. Working with victim-survivors is integral in ensuring the safety of both themselves and their children. Support for victim-survivors is also an important means for women to receive accurate information about the person using violence and their participation in interventions. This prevents victim-survivors relying solely on information provided by the person using violence.

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- **Parenting programs.** Consideration should also be given to the funding of parenting programs for persons using violence. These programs should focus on, and use the dialogue of, children rather than the adult within family violence, and highlight the long-term impact of violence on a child. The Salvation Army's Men as Fathers Program in Victoria acts as a powerful way to engage and change the behaviours of persons using violence, alongside developing skills as fathers. In the program a parenting program practitioner establishes a range of strategic partnerships within and across participating communities. Fathers have participated in dads' playgroups, an online father support network, evidence-based parenting education sessions aimed at fathers, school holiday programs, and activities that connect them and their children to their community.
 - **Funding evaluation of interventions.** There is limited research into interventions for persons using violence in Australia. If the Queensland Government increases funding of interventions and programs for persons using violence, it is also important to fund their evaluation. Studies require large populations and program comparisons over time to better understand how best to develop sound intervention programs. These evaluations need to not only assess whether the desired outcomes were achieved, but also which components of the program assisted in achieving those outcomes.

Recommendation 12

4.34 The Salvation Army recommends that the Queensland Government invest in the development of a broad range of programs to enhance engagement and support to those at risk of reoffending, or in custody for family and domestic violence offences.

Building a Specialist Workforce

4.35 The Salvation Army propose the following reforms in developing a specialised family and domestic violence workforce.

Minimum Qualifications

- 4.36 Implementing minimum qualifications and experience requirements is critical to ensuring employees in frontline specialist family and domestic violence roles have the capability to effectively respond to persons using violence. By implementing these requirements, we believe that family and domestic violence specialists can have the knowledge and resources to provide high-quality and consistent services to persons using violence.
- 4.37 We draw attention to recommendation 209 from the Victorian RCFV. Recommendation 209 stipulates that over a five year transition period, any new specialist family violence practitioners employed in a Victorian Government funded organisation must either hold a Bachelor of Social Work or equivalent qualification.³⁹ Alternatively, they can be working towards meeting mandatory minimum qualification policy requirements through an available

³⁹ Victorian Government. (2021). *Mandatory Minimum Qualifications for Family Violence Practitioners*. <https://www.vic.gov.au/sites/default/files/2021-05/Mandatory%20Minimum%20Qualifications%20Recommendation%20209%20v1.1.pdf>.

employment pathway.⁴⁰ The implementation of this recommendation in Victoria hopes to see consistently high quality and culturally appropriate supports being delivered to all people experiencing family violence.⁴¹

Emphasising Whole-of-Sector Responsibility.

4.38 The Salvation Army highlight the need for a holistic approach to family and domestic violence which emphasises that the responsibility to respond does not solely rest with the specialist family and domestic violence workforce. All practitioners across the service sector should have a clear understanding of their role in identifying and managing risk related to family and domestic violence, and the tools to respond appropriately.

4.39 We draw the Queensland Government's attention to the Victorian MARAM framework, which has established clear responsibilities for the identification and management of risk related to family and domestic violence.⁴² The framework establishes three levels of responsibility as follows:

- Screening and identification – referring to practitioners who may come into contact with a victim-survivor whilst delivering services considered universal.
- Brief and intermediate – referring to practitioners who may encounter victim-survivors or persons using violence, but responding to family and domestic violence is not their core business.
- Comprehensive - referring to specialist family and domestic violence practitioners who have regular contact with people experiencing family and domestic violence.⁴³

4.40 We believe that by adopting a similar approach in Queensland, it can be ensured that engaging with and responding to persons using violence becomes a whole-of-sector responsibility, and that all practitioners have the capability, capacity, and knowledge to do so.

4.41 The Salvation Army also emphasises the importance of the social services sector working together to build knowledge and capacity in responding to persons using violence. For example, our specialist practitioners have delivered education pieces on family and domestic violence and collusion to both justice and social services across Victoria to assist in building knowledge and understanding of family and domestic violence.

Recommendation 13

4.42 The Salvation Army recommends that the Queensland Government introduce minimum qualification and experience requirements for the specialist family and domestic violence sector.

⁴⁰ Ibid.

⁴¹ Ibid.

⁴² Victorian Government. *MARAM Practice Responsibilities for Professionals*. <https://www.vic.gov.au/maram-practice-guides-foundation-knowledge-guide/maram-practice-responsibilities-professionals>.

⁴³ Ibid.





Recommendation 14

4.43 The Salvation Army recommends that the Queensland Government implement frameworks to ensure all community and social services understand their role and responsibilities in responding to persons using violence. This should be accompanied by investment in training and education to ensure appropriate responses.

5 Systemic Reform

Defining Perpetrator Accountability

- 5.1 The Salvation Army believes that ‘perpetrator accountability’ should be defined as “keeping a perpetrator in view and responding appropriately and consistently to their violent behaviour in a way that addresses and prevent various forms of abuse towards women and children.”
- 5.2 This definition is in line with the findings of the Victorian RCFV and the MARAM objectives related to perpetrator accountability.⁴⁴ This definition was developed following the finding that perpetrator interventions were fragmented and episodic, requiring quality improvement, enhanced monitoring, and integrated responses.⁴⁵ The RCFV findings emphasise that perpetrator accountability is a basic function of family violence and justice systems.⁴⁶

Recommendation 15

- 5.3 **The Salvation Army recommends that the Queensland Government develop a definition for perpetrator accountability which aligns with the findings of the Victorian Royal Commission into Family Violence.**

Levels of Accountability for Persons Using Violence

- 5.4 The Salvation Army welcomes the consultation papers acknowledgement for a system of accountability which prioritises the safety of victim-survivors and does not negate the need for individual responsibility.⁴⁷ In reviewing the consultation paper,⁴⁸ we suggest accountability should appear as follows across the proposed levels:
 - **Systemic and Institutional.** In our view, institutional responses, such as those by justice and police services, should be responsible solely for the accountability of persons using violence, through court and legal systems. Systemic responses, including family violence services and men’s services, should focus on supporting those using violence and supporting accountability through the services they provide. Systemic and institutional responses need to work together, and alongside the broader community, to hold persons using violence to account by ensuring there is an opportunity for behaviour change whenever a person using violence interacts with the service system.⁴⁹
 - **Community.** We believe that the community and those surrounding a person using violence should be primarily in the role of help and support, though in some instances may

⁴⁴ Victorian Government. (2021). *Perpetrator Accountability*. <https://www.fvrim.vic.gov.au/report-family-violence-reform-implementation-monitor-1-november-2020/perpetrator-accountability>.

⁴⁵ Ibid.

⁴⁶ Ibid.

⁴⁷ Queensland Government. (2023). *Consultation Paper: Development of a Queensland Domestic and Family Violence Perpetrator Strategy*. <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/e4e4bd4d-eacc-4212-a1e8-656b7eb0af47/dfv-perpetrator-strategy-consultation-paper.pdf?ETag=634abad1459d481afe0444b40884064b>.

⁴⁸ Ibid.

⁴⁹ Victorian Government. (2023). *Holding People who use Violence to Account*. <https://www.fvrim.vic.gov.au/monitoring-victorias-family-violence-reforms-service-response-perpetrators-and-people-using-3>.



partake in accountability. For example, a close friend may also be a good peer who calls out behaviours or attitudes constituting violence.

- **Individual.** Individual accountability should be shown through increased engagement in services and supports by persons using violence, evidenced change in behaviours, ongoing decrease in incidence of family and domestic violence, and overall, less impact on women and children.

5.5 As an alternative model of accountability, we draw attention to the Victorian Government who are aiming to develop a ‘web of accountability.’ The idea behind this model is that all parts of the service system and the broader community work together to prevent persons using violence from reoffending, hold them accountable, keeps them in view, and supports behaviour and attitude change.⁵⁰ The idea behind this model is that every interaction with a service system by a person using violence, is an opportunity for change and intervention.⁵¹ The ‘web of accountability’ also clearly outlines roles and expectations when it comes to accountability.⁵²

Supporting Touchpoints of Accountability with a Centralised Referral System

- 5.6 The Salvation Army believes that the list outlined in Figure 1 of the Strategy consultation paper,⁵³ is an extensive and comprehensive list which covers key touchpoints of accountability. In our experience, Queensland has limited engagement opportunities for persons using violence until situations are critical in nature, for example, when persons using violence are court ordered to engage with services. To support the accountability touchpoints, we suggest implementing a system to link victim-survivors and persons using violence effectively, efficiently, and promptly with appropriate services and supports.
- 5.7 The Salvation Army has experience with the Orange Door in Victoria, which is accessible in all areas of Victoria through Orange Door network primary sites, multiple local access points, and outposted services and outreach.⁵⁴ Referrals to The Orange Door are received from police, child protection services, professional sources, members of the public and self-referrals.⁵⁵ Perpetrator accountability is a focus of the Orange Door, which engages persons using violence and works with the service system to maintain accountability for their actions and engage in behaviour change.⁵⁶ The Salvation Army is a partner in the Bayside Peninsula Area and Inner Gippsland Area Orange Doors, where we have co-located practice leads, specialist family violence practitioners and specialist men’s practitioners. In our experience, by having an entry triage point which refers out to the wider community service sector, it can be assured that every contact counts with both victim-survivors and persons using violence.

⁵⁰ Victorian Government. (2023). *Holding People who use Violence to Account*. <https://www.fvrim.vic.gov.au/monitoring-victorias-family-violence-reforms-service-response-perpetrators-and-people-using-3>.

⁵¹ Ibid.

⁵² Ibid.

⁵³ Ibid.

⁵⁴ Victorian Government. (2021). *The Orange Door Network*. <https://www.vic.gov.au/family-violence-reform-rolling-action-plan-2020-2023/orange-door>.

⁵⁵ Victorian Government. (2022). *Referrals and Access*. <https://www.vic.gov.au/orange-door-annual-service-delivery-report-2020-2021/2-how-accessible-and-visible-orange-door>.

⁵⁶ Victorian Government. (2021). *About the orange Door*. <https://www.vic.gov.au/about-the-orange-door>.



- 5.8 In our experience, Queensland would benefit from a much more structured and streamlined referral process into services which we believe supports accountability. Though learnings can be gained from the models currently operating in other states and territories, any referral service adopted in Queensland should seek to build on and improve these models, rather than simply duplicating them.

Recommendation 16

- 5.9 The Salvation Army recommends that the Queensland Government review the implementation of a centralised system of referral and case allocation into services for both persons using violence, and victim-survivors.**

6 Improvements to Data Collection, Monitoring and Evaluation

Focusing on Local Data Collection and Independent Evaluation

- 6.1 The Salvation Army emphasise the need for local data collection related to persons using violence in Australia. In our experience, the family and domestic violence sector tends to lean on research completed in America and in the United Kingdom. Whilst we acknowledge the benefits of obtaining data from other countries, we urge the need for data which is relevant to our local context and communities. For example, it should be ensured that Aboriginal and Torres Strait Islander data, as opposed to non-indigenous data on persons using violence, is applied to Aboriginal and Torres Strait Islander communities.
- 6.2 There is also a need for investment into independent evaluation bodies in building an evidence base around to persons using violence. These evaluation bodies should be leaders in family and domestic violence research and evaluation to ensure reliable and high-quality data that accurately reflects the functioning of family violence policy and interventions. For example, in Victoria, Monash University Gender and Family Violence Prevention Centre are leaders in the completion of evaluations of family and domestic violence initiatives.⁵⁷

Recommendation 17

- 6.3 The Salvation Army recommends that the Queensland Government invest in independent evaluations by family and domestic violence industry leaders to contribute both to local data and to the building of an evidence base around persons using violence.**

Amplifying the Voices of Lived Experience

- 6.4 Any decision around policy responses must be driven by the actual lived experience of victim-survivors of family and domestic violence, and persons using violence. To this end, we encourage the Queensland Government to proactively seek the views of victim-survivors and those using violence in a way that ensures that consultations will not endanger or re-traumatise victim-survivors.

Recommendation 18

- 6.5 The Salvation Army recommends that the Queensland Government proactively seek the views of those with a lived experience of family and domestic violence to inform the Strategy.**

⁵⁷ Monash University. (Undated). *Monash Gender and Family Violence Prevention Centre*. <https://www.monash.edu/arts/gender-and-family-violence/home>.

7 Conclusion

- 7.1 The Salvation Army thanks the Queensland Government Department of Justice and Attorney-General for the opportunity to provide a written submission to the Domestic and Family Violence Perpetrator Strategy Consultation.
- 7.2 The Salvation Army would welcome the opportunity to discuss the content of this submission should any further information be of assistance. Further information can be sought from government.relations@salvationarmy.org.au.

The Salvation Army Australia Territory

22 September 2023



Appendix A About The Salvation Army

The Salvation Army is an international Christian movement with a presence in more than 130 countries. Operating in Australia since 1880, The Salvation Army is one of the largest providers of social services and programs for people experiencing hardship, injustice and social exclusion.

The Salvation Army Australia provides more than 1,000 social programs and activities through networks of social support services, community centres and churches across the country.

Programs include:

- Financial counselling, financial literacy and microfinance
- Emergency relief and related services
- Homelessness services
- Youth services
- Family and domestic violence services
- Alcohol, drugs and other addictions
- Chaplaincy
- Emergency and disaster response
- Aged care
- Employment services

As a mission-driven organisation, The Salvation Army seeks to reduce social disadvantage and create a fair and harmonious society through holistic and person-centred approaches that reflect our mission to share the love of Jesus by:

- Caring for people
- Creating faith pathways
- Building healthy communities
- Working for justice

We commit ourselves in prayer and practice to this land of Australia and its people, seeking reconciliation, unity and equity.

Further information about The Salvation Army can be accessed at:

[<https://www.salvationarmy.org.au/>](https://www.salvationarmy.org.au/)

