



Submission to the Royal Commission into Domestic, Family and Sexual Violence

August 2024



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/>>





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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

The Salvation Army is a worldwide movement known for its acceptance and unconditional love for all people. We love unconditionally, because God first loved us. The Bible says, “God so loves the world” (John 3:16, RGT). As both a church and charity, we believe all people are loved by God and are worthy of having their needs met. Everyone is welcome to find love, hope, and acceptance at The Salvation Army.

The Salvation Army Australia Territory wishes to acknowledge that members of the LGBTIQ+ community have experienced hurt and exclusion because of mixed comments and responses made in the past. The Salvation Army is committed to inclusive practice that recognises and values diversity. We are ensuring our services affirm the right to equality, fairness, and decency for all LGBTIQ+ people, rectifying all forms of discriminatory practice throughout the organisation.

We seek to partner with LGBTIQ+ people and allies to work with us to build an inclusive, accessible, and culturally safe environment in every aspect of Salvation Army organisation and services. Everyone has a right to feel safe and respected.

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

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





Executive summary

The Salvation Army welcomes the opportunity to provide this submission to the Commission in relation to the Royal Commission into Domestic, Family and Sexual Violence.

The Salvation Army operates specialist family and domestic violence services in almost every state and territory across Australia. This support includes refuge, children's and parenting services, counselling, men's programs, accommodation, and advice and referral. We also interact with those impacted by family violence through a range of frontline services, including our Moneycare financial counselling, housing, youth, child and family services, and our local corps (churches). A list of some of our South Australian services can be found at **Appendix A**.

We have approached this submission from a national perspective, bringing to the Commission's attention knowledge and reforms that we have found to be effective in other jurisdictions in preventing and responding to family and domestic violence. At the heart of our recommendations is the need to, first and foremost, promote the rights and safety of all victim-survivors of family and domestic violence through the development of an integrated, well-equipped, and culturally competent service sector that is set up in a way that it does not do more harm. We also highlight the need to work alongside persons using, or at risk of using, violence to change the risk trajectory long-term.

We have structured our submission according to the focus areas laid out in the issues paper, and cover:

- **Primary prevention.** We focus on key reforms that will support the prevention of violence in South Australia before it starts, including the development of a primary prevention strategy, considering the needs of diverse communities, and the need to work alongside men and boys.
- **Early intervention.** We highlight that early intervention is the responsibility of the whole frontline service sector, and that there must be significant investment in working alongside persons using, or at risk of using, violence to ensure they get help early.
- **Response.** We stress the need for an integrated response to family and domestic violence that meets the diverse needs of victim-survivors. We also focus on children and young people as victim-survivors in their own right, and the need for significant investment into South Australia's frontline family and domestic violence sector.
- **Recovery and healing.** We draw attention to the need for integrated, long-term recovery and healing supports for all those impacted by family and domestic violence.
- **Additional considerations.** We emphasise the need for inclusive terminology, the need to utilise technology in violence prevention and responses, the importance of amplifying and cementing the voices of lived experience, and empowering organisations in data collection and outcomes measurement.

The Salvation Army has made 26 recommendations for the Commission to consider as actions for the South Australian Government. A summary of these recommendations follows on the next page.



Summary of recommendations

Recommendation 1

1.9 The Salvation Army recommends that the South Australian Government develop a dedicated state primary prevention strategy.

Recommendation 2

1.16 The Salvation Army recommends that the South Australian Government commit to multifaceted, long-term funding for primary prevention initiatives. This includes scaling up successful initiatives and allocating funding for program evaluation.

Recommendation 3

1.21 The Salvation Army recommends that the South Australian Government ensure that all primary prevention initiatives consider the needs of, and demonstrate consultation with, diverse communities to ensure prevention efforts are culturally safe and appropriate.

Recommendation 4

1.24 The Salvation Army recommends that the South Australian Government significantly increase investment in the development of a broad range of primary prevention initiatives that educate the community on the drivers of family and domestic violence.

Recommendation 5

1.31 The Salvation Army recommends the need to work alongside men and boys in the context of primary prevention. This should include that the South Australian Government:

- *Develop primary prevention initiatives tailored to men and boys, and targeted towards areas with high engagement with men and boys; and*
- *Consider allocating specific ministerial responsibility for men's behavioural change, in line with the recent changes in Victoria.*

Recommendation 6

2.7 The Salvation Army recommends that the South Australian Government introduce frameworks to ensure all frontline services understand their role and responsibilities in responding to both victim-survivors and persons using violence. We suggest that frameworks should be reviewed against already existing key frameworks in Victoria. This must also be accompanied by investment in education and training to appropriately identify and respond to violence in a culturally safe and sensitive manner.

Recommendation 7


2.14 The Salvation Army recommends that the South Australian Government increase investment in the development of early intervention programs for persons using violence. These programs must consider the differing needs of persons using violence from diverse communities.

Recommendation 8

2.23 The Salvation Army recommends that the South Australian Government focus early intervention efforts on supporting children and young people using, or at risk of using, violence in the home. Interventions must be holistic, work with the whole family, and be culturally appropriate.

Recommendation 9





3.10 The Salvation Army recommends that the South Australian Government invest in an integrated service system that is well-equipped to respond to the intersectional needs of people impacted by family and domestic violence. This can be supported by investment in improving information sharing and risk management processes, the development of a shared training loop, and co-location of services and specialists.

Recommendation 10

3.22 The Salvation Army recommends that the South Australian Government ensure that family and domestic violence responses are culturally safe and appropriate for Aboriginal and Torres Strait Islander people by:

- *Increasing support and investment in Aboriginal and Torres Strait Islander community-led family and domestic violence responses; and*
- *Investing in the development of strong partnerships between the wider service sector and Aboriginal Controlled Community Organisations.*

Recommendation 11

3.27 The Salvation Army recommends that the South Australian Government increase investment to better ensure that the specialist and wider service sector are equipped to support members of the LGBTIQ+ community with an experience of family and domestic violence. This should include:

- *Mandated service sector-wide training on family and domestic violence as experienced by the LGBTIQ+ community with a focus on culturally safe and inclusive service responses; and*
- *Investment in core and cluster model refuge accommodation for victim-survivors of family and domestic violence.*

Recommendation 12

3.35 The Salvation Army recommends that the South Australian Government prioritise the voices of lived experience and grassroots organisations in developing and rolling out programs in rural areas, to ensure that the programs are tailored to the needs of each community.

Recommendation 13

3.41 The Salvation Army recommends that the South Australian Government invest in family and domestic violence responses for culturally and linguistically diverse victim-survivors. This should include:

- *Funding culturally appropriate family and domestic violence responses that are community-driven and led;*
- *Expanding eligibility for, and access to, social and public housing for women on temporary visas who are victim-survivors of family and domestic violence, and providing sustainable funding for this cohort; and*
- *Investing in enhancing the service sector's cultural competency and understanding of violence as experienced by culturally and linguistically diverse victim-survivors.*

Recommendation 14

3.48 The Salvation Army recommends that the South Australian Government adopt a tender process for family and domestic violence funding grants. Funding grants should be flexible and support innovative and integrated responses to family and domestic violence.

Recommendation 15





3.66 The Salvation Army recommends that the South Australian Government invest in children and young people as victim-survivors of family and domestic violence in their own right. This should include:

- *Increasing funding to specialised services for children and young people with an experience of family and domestic violence. This can be supported by fostering partnerships between the youth and family and domestic violence specialist sectors, leveraging existing youth infrastructure, utilising cultural strengths of diverse communities, and tailoring primary prevention initiatives to the needs of young people;*
- *Working alongside the Commonwealth Government to streamline Centrelink processes and invest in on-site social workers in Centrelink offices; and*
- *Reviewing mandatory reporting and child protection legislation to ensure systems are trauma-informed and culturally safe.*

Recommendation 16

3.73 The Salvation Army recommends that the South Australian Government increase investment in the family and domestic violence service sector.

Recommendation 17

3.80 The Salvation Army recommends that the South Australian Government invest in the development of a centralised referral system, which responds to the needs of victim-survivors and persons using violence. Any service model should be developed in consultation with priority cohorts to ensure culturally safe and appropriate family and domestic violence services and responses.

Recommendation 18

3.88 The Salvation Army recommends that the South Australian Government ensure all victim-survivors have access to safe accommodation options by:

- *Increasing the stock of crisis and transitional accommodation for victim-survivors of family and domestic violence, particularly in areas where there are no or limited crisis options;*
- *Addressing bottlenecks in crisis and transitional housing due to a lack of exit pathways;*
- *Increasing the accessibility of housing services so that they are accessible to all, including those in regional and remote areas, and ensure that these facilities have extensive security to ensure the safety of victim-survivors; and*
- *Increasing investment in services that support victim-survivors to remain in their home, or in a home of their choosing.*

Recommendation 19

3.90 The Salvation Army recommends that the South Australian Government strengthen housing pathways for young people who are victim-survivors of family and domestic violence through:

- *Increased investment in priority long-term housing that meets the safety needs of this cohort; and*
- *Investing in innovative solutions that acknowledge the unique and intersecting needs of young people.*

Recommendation 20

3.96 The Salvation Army recommends that the South Australian Government invest in the development of a broad range of programs to enhance engagement and support to persons using violence. This should include funding for increased public awareness of available



interventions, and for program evaluation to contribute to the building of an evidence base around working with persons using violence.

Recommendation 21

4.7 The Salvation Army recommends that the South Australian Government invest in the development of a range of recovery and healing supports for victim-survivors and their families. These supports should be trauma-informed, embedded within the service system, be available long-term, and be culturally safe.

Recommendation 22

5.6 The Salvation Army recommends that the South Australian Government ensure that terminology used in regard to family and domestic violence is inclusive and does not 'other' or exclude any cohorts.

Recommendation 23

5.9 The Salvation Army recommends that the South Australian Government explore and invest in utilising technology (for example, through online education and accountability platforms and through digital support services) to prevent and respond to family and domestic violence.

Recommendation 24

5.18 The Salvation Army recommends that the South Australian Government invest in the development of a formal mechanism for people with a lived experience of family and domestic violence to provide advice to government regarding service delivery, policy, and legislative reform. Consideration should also be given to engaging persons using violence, and children and young people as victim-survivors.

Recommendation 25

5.22 The Salvation Army recommends that the South Australian Government support victim-survivors of modern slavery and forced marriage by:

- *Investing in specialist services for victim-survivors, including investing in integrated family violence responses for victim-survivors of modern slavery and forced marriage;*
- *Implementing specialist training for law enforcement and the wider frontline service sector;*
- *Investing in the development of a comprehensive education and awareness campaign to ensure the broader community understands these forms of violence; and*
- *Coordinating state and Commonwealth responses, creating a streamlined process for victim-survivors to be supported adequately.*

Recommendation 26

5.31 The Salvation Army recommends that the South Australian Government:

- *Allow services to access their own data in summary and unit record form;*
- *Support organisations with established client management systems to translate data from their own system into government data systems;*
- *Support organisations to develop their own outcomes measurement framework that aligns with their unique model of care and theory of change, whilst meeting funding body reporting requirements; and*
- *Ensure state government service-level outcomes measurement requirements remain agile to allow frameworks to be tailored to services' unique design, local context and client base.*





1 Primary prevention

- 1.1 The Salvation Army believes that primary prevention remains the most effective way to address family and domestic violence.
- 1.2 Evidence shows that primary prevention is a fundamental component of a sustainable healthcare and social service system.¹ In line with this evidence, we believe that the prevention of family and domestic violence must occur at the primary level. This includes supporting social and environmental conditions that minimise risk of violence, alongside acting and intervening before violence occurs, with focus also on reducing risks in higher risk cohorts.²
- 1.3 We acknowledge existing primary prevention initiatives, including the South Australian Government's commitment to educating the community about preventing violence against women and children as outlined in the National Plan to End Violence Against Women and Children's First Action Plan 2023-2027,³ and investment in public education campaigns and primary prevention initiatives such as the 'See the Signs' campaign increasing awareness of coercive control.⁴
- 1.4 There remains however, significant progress to be made in the primordial and primary prevention sphere to ensure better outcomes for those at risk of experiencing or using violence in South Australia.

Developing a primary prevention strategy

- 1.5 In our experience there is limited and inconsistent understanding across South Australia of the importance of primary prevention, and the roles of government, businesses, organisations, community groups and individuals in ending violence.
- 1.6 The Salvation Army believes that the South Australian Government can change this by developing a state-based primary prevention strategy that builds on the existing evidence base for primary prevention. This strategy should outline what primary prevention is and provide key guidelines about what it should look like across the state. We point to the Victorian Government's prevention strategy 'Free from Violence' as an example of a state-based strategy.⁵

¹ Howse, E, Crosland, P, Rychetnik, L, Wilson, A. (2021). *The value of prevention: An Evidence Check rapid review brokered by the Sax Institute for the Centre for Population Health, NSW Ministry of Health*. Sydney, Australia: The Australian Prevention Partnership Centre. <https://preventioncentre.org.au/wp-content/uploads/2021/10/The-value-of-prevention-Evidence-Review-March-2021.pdf>

² Ibid.

³ Royal Commission into Domestic, Family and Sexual Violence. (2024). *Domestic, family and sexual violence: Background paper*. https://www.royalcommissiondfsv.sa.gov.au/_data/assets/pdf_file/0003/1051806/Royal-Commission-DFSV-Background-Paper.pdf.

⁴ Government of South Australia. (n.d.). *See the Signs of Coercive Control*. <https://seethesigns.sa.gov.au/>

⁵ Victorian Government (2022). *Free from violence: Victoria's strategy to prevent family violence*. [Free from violence: Victoria's strategy to prevent family violence | vic.gov.au \(www.vic.gov.au\)](https://www.vic.gov.au/free-from-violence)





- 1.7 'Free from Violence' outlines Victoria's plan to break the cycle of family and domestic violence and violence against women. It is supported by action plans that outline key priorities that will drive primary prevention work across the state.⁶
- 1.8 We believe that the development of a dedicated primary prevention strategy will provide a foundation for a consistent understanding and approach to addressing the drivers of violence across South Australia.

Recommendation 1

- 1.9 The Salvation Army recommends that the South Australian Government develop a dedicated state primary prevention strategy.**

Changing how primary prevention is funded

- 1.10 Preventing family and domestic violence requires long-term commitment, and change will not happen overnight.⁷
- 1.11 For primary prevention to be effective, the South Australian Government must provide multifaceted, long-term funding to build and expand upon essential infrastructure and systems that work to prevent violence.⁸ People have differing needs and personal experiences, and as such, no single primary prevention approach will work for everyone.⁹ Prevention efforts have been suggested to work best when they include a combination of universal and targeted approaches, and multiple strategies and interventions.¹⁰ Effective preventative action must be taken across a range of settings – including homes, schools, and workplaces – and requires enabling infrastructure involving research, information, monitoring and evaluation.¹¹
- 1.12 Behavioural and structural changes that lead to a reduction in family and domestic violence can and will take time. Long-term investments to address underlying social factors and issues that drive family and domestic violence, are as critical as strategies that focus on shorter-term prevention efforts.¹²
- 1.13 Short-term funding agreements limit primary prevention initiatives. In our experience the restrictive nature of short-term funding contracts hinders the ability to implement successful initiatives that meet the needs of target populations. This in turn impacts program effectiveness, outcomes and impact.

⁶ Ibid.

⁷ Victorian Government. (2022). *Free from violence: Victoria's strategy to prevent family violence*. [Free from violence: Victoria's strategy to prevent family violence | vic.gov.au \(www.vic.gov.au\)](https://www.vic.gov.au/free-from-violence-victoria-s-strategy-to-prevent-family-violence)

⁸ Ibid.

⁹ Australian Institute of Health and Welfare. (2014). *Prevention for a healthier future* [Feature article]. https://www.aihw.gov.au/getmedia/6c8ffb4a-a0f6-49f8-9b05-01f2157b822c/8_1-health-prevention.pdf.aspx

¹⁰ Ibid.

¹¹ Ibid.

¹² Ibid.





- 1.14 Long-term funding cycles allow for appropriate development, implementation and evaluation of any new primary prevention program.¹³ The Salvation Army believes that grant agreements for primary prevention initiatives should have a minimum length of five years and should always include funding for program evaluation. Funding must also be allocated to scale up primary prevention initiatives that have proven successful, to expand their reach to more people and communities.¹⁴
- 1.15 The Salvation Army also emphasises the need for quarantined funding for investment into primary prevention initiatives that are driven by and designed in collaboration with priority cohorts such as Aboriginal and Torres Strait Islander, culturally and linguistically diverse, and LGBTIQ+ communities. This is discussed further in chapter 3.

Recommendation 2

- 1.16 The Salvation Army recommends that the South Australian Government commit to multifaceted, long-term funding for primary prevention initiatives. This includes scaling up successful initiatives and allocating funding for program evaluation.**

Considering the needs of diverse communities

- 1.17 The Salvation Army believes that primary prevention efforts must consider the unique experiences and circumstances of diverse communities. A one-size-fits-all approach to primary prevention will not be effective nor meet the needs of all communities.¹⁵
- 1.18 For example, people from culturally and linguistically diverse and immigrant or refugee communities face additional barriers that require consideration for engagement including language barriers, a history of trauma, competing settlement challenges and differing family structures.¹⁶ Primary prevention initiatives for this cohort need to consider these additional barriers, and also challenge intersectional forms of inequality and discrimination that impact this cohort including, for example, racism.¹⁷
- 1.19 We believe that best practice is to ensure that all primary prevention initiatives are planned, designed and implemented in consultation with community leaders and organisations from any target group to ensure they are culturally safe and appropriate.

¹³ Khan, N., McLean, L., & Heise, L. (2023). *Doing Violence Prevention Well: Matching Aspirations with Funding Timeframes*. <https://www.unwomen.org/sites/default/files/2023-07/doing-violence-prevention-well-en.pdf>

¹⁴ Ibid.

¹⁵ Koeth, M., Serova, N., & Trojanowska, B. K. (2020). *Prevention and safer pathways to services for migrant and refugee communities: Ten research insights from the Culturally and Linguistically Diverse Projects with Action Research (CALD PAR) initiative* (ANROWS Insights, 01/2020). Sydney, NSW: ANROWS. https://anrows-2019.s3.ap-southeast-2.amazonaws.com/wp-content/uploads/2020/04/21093608/ANROWS_CALD_PAR_Summary_report20.1.pdf

¹⁶ 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.

¹⁷ J. Chen. (2017). *Intersectionality Matters: A guide to engaging immigrant and refugee communities in Australia*. Multicultural Centre for Women's Health. Melbourne.





1.20 We discuss the diverse needs of some of the priority cohorts we work alongside in detail in chapter 3, including Aboriginal and Torres Strait Islander, LGBTIQA+, regional and remote, and culturally and linguistically diverse communities.

Recommendation 3

1.21 The Salvation Army recommends that the South Australian Government ensure that all primary prevention initiatives consider the needs of, and demonstrate consultation with, diverse communities to ensure prevention efforts are culturally safe and appropriate.

Educating the community

1.22 Educating the community is critical in ensuring that people are aware of and understand their roles and responsibilities in addressing the drivers of family and domestic violence. The National Community Attitudes towards Violence against Women Survey (NCAS) highlights that “violence-supportive attitudes can influence social norms and expectations”.¹⁸ This includes excusing persons using violence, minimising violence against women, and mistrusting women’s reports of violence. We must continue to educate the community to recognise and call out disrespectful and controlling behaviours as unacceptable. We also need to continue to address discrimination, disadvantage, exploitation, and entrenched gender inequity in all settings. This includes empowering victim-survivors to identify all forms of abuse. We point to the Australian Prevention Partnership Centre’s review on the value of prevention in the context of obesity, which highlights the benefit of multi-component interventions across multiple settings that target one or more risk factors.¹⁹

1.23 We also advocate better awareness raising to ensure that every individual in Australia considers themselves active bystanders and greater support for community-based violence prevention. We believe that beneficial education can include:


- **Healthy relationships.** 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. This should include education on the use of social media and its ability to ‘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 2015.²⁰

¹⁸ 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://20ian81kyngg38bl3l3eh8bf-wpengine.netdna-ssl.com/wp-content/uploads/2019/12/300419_NCAS_Summary_Report.pdf

¹⁹ Howse, E., Crosland, P., Rychetnik, L., & Wilson, A. (2021). *The value of prevention: An Evidence Check rapid review brokered by the Sax Institute for the Centre for Population Health, NSW Ministry of Health*. Sydney, Australia: The Australian Prevention Partnership Centre. <https://preventioncentre.org.au/wp-content/uploads/2021/10/The-value-of-prevention-Evidence-Review-March-2021.pdf>

²⁰ Woodlock, D., Bentley, K., Schulze, D., Mahoney, N., Chung, D., & 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>



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- **Financial confidence.** 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.²¹ Our frontline experience is that many victim-survivors of family and domestic violence, particularly those experiencing coercive control, do not realise that what they are experiencing is a form of family and domestic violence. Many community members are confronted with this realisation for the first time after speaking to our Moneycare financial counsellors. We believe that educating community members, particularly cohorts at higher risk of financial abuse, and instilling confidence and empowerment is an important preventative tool. This will make up part of a pre-emptive process, stopping financial abuse in advance of its more significant consequences. For example, The Salvation Army operates a financial capability program called ‘You’re the Boss’, which assists community members in taking charge of their finances, with a focus on confidence and autonomy. ‘You’re The Boss’ is also available to community sector partners, and individuals can access the resources for free online.²²
 - **Parenting courses.** Our Communities for Children services highlight the importance of positive parenting and carer programs in preventing family and domestic violence. Emerging evidence shows that parenting programs can reduce gender-based violence by challenging unequal power dynamics and working to build relationships and parenting skills that support equitable, caring and nonviolent family dynamics.²³ These programs must also focus on the impacts of trauma early in a child’s life and be targeted at both parents. In our experience, assumptions that mothers are children’s primary carers can lead to services not catering for or targeting men in relation to parenting. This also presents barriers for parents and carers who are members of the LGBTIQ+ community.

Recommendation 4

- 1.24 **The Salvation Army recommends that the South Australian Government significantly increase investment in the development of a broad range of primary prevention initiatives that educate the community on the drivers of family and domestic violence.**

²¹ Preston, A. (2020, March). *Financial Literacy in Australia: Insights from HILDA data*. University of Western Australia Business School.

²² The Salvation Army, *You’re The Boss* <https://www.salvationarmy.org.au/need-help/financial-assistance/youre-the-boss/>

²³ UNICEF. (2024, January 29). *How parenting programmes can reduce violence against children and women: UNICEF, Prevention Collaborative and Equimundo launch three new evidence briefs.* <https://www.unicef.org/innocenti/stories/how-parenting-programmes-can-reduce-violence-against-children-and-women#:~:text=Both%20types%20of%20violence%20often,and%20violence%20against%20women%20simultaneously>



Working alongside men and boys

- 1.25 Violence is gendered. Research tells us that most family and domestic violence is perpetrated by men, against women.²⁴
- 1.26 To change the attitudes and behaviours that lead to violence, the South Australian Government must therefore develop and invest in primary prevention initiatives that are developed in consultation with, and tailored to, men and boys.
- 1.27 These interventions should focus on the gendered drivers of family and domestic violence, including but not limited to inequality, gender stereotypes, and cultures of masculinity. They should also position men and boys as allies in ending family and domestic violence. We also suggest targeting primary prevention efforts towards areas that have high levels of engagement with men and boys, such as schools, workplaces and sporting clubs.
- 1.28 For example, The Salvation Army has been funded to co-design and develop a workplace prevention program for male-dominated workplaces in Western Australia to address this concerns around cultures that reinforce harmful stereotypes, inequity, and gender-based violence. The workplace prevention program aims to deliver education and intervention programs that challenge the problematic attitudes, beliefs and behaviours that normalise violence against women. The hope is to build healthier, violence-informed workplaces equipped to challenge the problematic attitudes, beliefs and behaviours that normalise and enable violence against women.
- 1.29 As a nation, we need to invest in the evidence base for primary prevention work with men to identify effective approaches, programs and strategies. Our hope is that the ongoing development and delivery of the workplace prevention program will contribute to the evidence base. We suggest that for this reason, wherever the South Australian Government invests in primary prevention initiatives tailored to men and boys, funding must cover research and evaluation to contribute to growing the evidence base for this cohort.

“

“There is a worrying silence around primary prevention work with men [in South Australia]. We need to be investing in primary prevention around healthy masculinity, taking responsibility for your own behaviours, and the use of violence in general.”

- A Salvation Army Family and domestic violence Senior Specialist

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²⁴ Safe + Equal. (n.d.). *Who Experiences family violence*. <https://safeandequal.org.au/understanding-family-violence/who-experiences-family-violence/>

1.30 We also welcome the Victorian Government's appointment of a Parliamentary Secretary for Men's Behaviour Change – a position which will focus on the influence of social media and the internet on men and boys' attitudes towards women, and building respectful relationships.²⁵ We recommend that the South Australian Government consider a similar position to ensure men and boys are considered an integral part in preventing family and domestic violence.

Recommendation 5

1.31 The Salvation Army recommends the need to work alongside men and boys in the context of primary prevention. This should include that the South Australian Government:

- **Develop primary prevention initiatives tailored to men and boys, and targeted towards areas with high engagement with men and boys; and**
- **Consider allocating specific ministerial responsibility for men's behavioural change, in line with the recent changes in Victoria.**

²⁵ Premier of Victoria. (2024, May 8). *Statement from the Premier*. <https://www.premier.vic.gov.au/statement-premier-126>

2 Early intervention

Emphasising whole-of-sector responsibility

- 2.1 The Salvation Army highlights the need for a holistic approach which emphasises that the responsibility to identify and respond to family and domestic violence does not solely rest with the specialist family and domestic violence workforce.
- 2.2 Due to the intersectional needs of those impacted, and the often-hidden nature of family and domestic violence, police and family and domestic violence specialist services will not always be the first responders for victim-survivors or persons using violence.
- 2.3 All practitioners across the social services 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.
- 2.4 We draw the Commission's attention to the Victorian Multi-Agency Risk Assessment and Management Framework (MARAM) framework, which has established clear responsibilities for the identification and management of risk related to family and domestic violence.²⁶ The framework establishes three levels of responsibility as follows:
 - **Screening and identification** – referring to practitioners who may come into contact with a victim-survivor when delivering services considered universal;
 - **Brief and intermediate** – referring to practitioners whose role is associated with family violence risk, but responding to family and domestic violence is not their core business; and
 - **Comprehensive** – referring to specialist family and domestic violence practitioners who have regular contact with people experiencing family and domestic violence.²⁷
- 2.5 We believe that by adopting a similar approach, South Australia can ensure that engaging with both victim-survivors and persons using violence becomes a whole-of-sector responsibility, and that all practitioners have the capability, capacity and knowledge to do so.
- 2.6 This must also be bolstered by consistent and mandatory specialised training to all frontline services – including but not limited to health care, housing, education, youth services, financial and child protection sectors - to identify and respond to family and domestic violence. Training must also extend to the nature of and risk factors of violence amongst priority cohorts, including but not limited to, Aboriginal and Torres Strait Islander, culturally and linguistically diverse, and LGBTIQ+ communities.

²⁶ Victorian Government. (2021). *MARAM Practice Responsibilities for Professionals*. <https://www.vic.gov.au/maram-practice-guides-foundation-knowledge-guide/maram-practice-responsibilities-professionals>

²⁷ Ibid.



Recommendation 6

2.7 The Salvation Army recommends that the South Australian Government introduce frameworks to ensure all frontline services understand their role and responsibilities in responding to both victim-survivors and persons using violence. We suggest that frameworks should be reviewed against already existing key frameworks in Victoria. This must also be accompanied by investment in education and training to appropriately identify and respond to violence in a culturally safe and sensitive manner.

Working with persons using or at risk of using violence

2.8 The Salvation Army highlights the need for early intervention services for persons using, or at risk of using, violence. Our Alexis program (outlined in chapter 3) has shown that early intervention is critical to changing the trajectory for persons using or at risk of using violence.

“
“Families will often reunite, so it is important to think about the men. How are we working with men?”
- A Salvation Army Communities for Children Manager
”

2.9 In our experience, this is a significant gap in South Australia, where those who use violence are serviced during or following a crisis response by the criminal justice system, and men’s behaviour change programs that sit outside of the family and domestic violence sector.

2.10 The needs of persons using violence are not homogenous. As such, no single engagement strategy will support early intervention with all people using violence and reduce harm caused by family and domestic violence. Early intervention strategies must recognise the differing needs and experiences of diverse communities to be effective.²⁸

2.11 For example, 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.²⁹ Our staff report that different tactics of abuse are utilised by Aboriginal and Torres Strait Islander persons using violence. In particular, we see women isolated from their community, land and extended family.

²⁸ Australia’s National Research Organisation for Women’s Safety. (2021). *Interventions for perpetrators of domestic, family and sexual violence in Australia* (ANROWS Insights, 02/2021). ANROWS.

²⁹ 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.



- 2.12 The Salvation Army reiterates the importance of consulting with diverse communities and 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.
- 2.13 We also suggest implementing a centralised intake system, such as the Orange Door in Victoria, to ensure that persons using violence can be linked with the best services for them as early as possible and are connected with a continuum of care. This is discussed further in chapter 3.

Recommendation 7

- 2.14 The Salvation Army recommends that the South Australian Government increase investment in the development of early intervention programs for persons using violence. These programs must consider the differing needs of persons using violence from diverse communities.**

Addressing adolescent violence in the home



“We can’t talk about men and boys in the same sentence [with regard to perpetrator interventions]. When we talk about men and perpetrators of violence, we talk about behaviour change. With young people, there is a whole raft of responses needed earlier than that.”



- The Salvation Army Senior Specialist, Youth Services

- 2.15 The Salvation Army believes it is critical that the South Australian 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.
- 2.16 AVITH is a term that 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.³⁰
- 2.17 Victorian 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.³¹

³⁰ 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.

³¹ Crime Statistics Agency. (2022). *Adolescent family violence in Victoria*. <https://www.crimestatistics.vic.gov.au/research-and-evaluation/publications/adolescent-family-violence-in-victoria>





- 2.18 Over half of these young people have future contact with the justice system as a victim of crime, a victim-survivor of family and domestic violence, or as a complainant on a family and domestic violence intervention order.³²
- 2.19 AVITH research has pointed to an acute need for early intervention for families and young people that takes the form of wraparound collaborative responses.³³ AVITH needs to be met with responses that are trauma-informed, address barriers to engagement, are flexible and tailored according to the individual needs of young people and their families, and are intersectional and culturally safe.³⁴ We believe that AVITH interventions need to be completely external and prior to involvement of other intervention systems, such as youth justice or child protection services.
- 2.20 Our youth homelessness services are anecdotally seeing increasing numbers of young people who have used violence entering our homeless shelters. We highlight the benefit of reunification style programs that provide respite, alongside working towards family preservation and restoration. For example, we point to the government-funded Ruby's Reunification Program.³⁵ We believe that such programs, when implemented early, have the ability to prevent families getting to a point of crisis and requiring a young person to be removed and risking their engagement with the homelessness service sector.
- 2.21 The Salvation Army also highlights the need for the development of educational initiatives targeted at children and young people using, or at risk of using, violence. This could include school-based programs that focus on conflict resolution, positive coping mechanisms and emotional regulation. Consideration must be given in the development of these programs to engaging young people living with a disability.
- 2.22 We also 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 culturally and linguistically diverse communities. Emphasis should be placed, and investment focussed, on programs and initiatives developed and facilitated by these communities, for their communities.

Recommendation 8

- 2.23 The Salvation Army recommends that the South Australian Government focus early intervention efforts on supporting children and young people using, or at risk of using, violence in the home. Interventions must be holistic, work with the whole family, and be culturally appropriate.**

³² Ibid.

³³ 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.

³⁴ Ibid.

³⁵ Uniting Communities. (Undated). *Rubys Reunification Program*. <https://www.unitingcommunities.org/service/rubys-reunification-program>



3 Response

Building an integrated system

- 3.1 The Salvation Army highlights the critical need for integrated responses to promote best outcomes for those impacted by family and domestic violence.
- 3.2 We acknowledge the establishment of the Southern and Northern Multi-Agency Hubs which aim to provide integrated responses to family and domestic violence,³⁶ though there is significant progress to be made to ensure that people impacted by family and domestic violence are met with integrated service responses. Our experience is that services that cater to victim-survivors, persons using violence and children are still working in isolation.
- 3.3 Siloed service responses can be retraumatising for victim-survivors with intersectional needs who need to repeatedly share their story and can contribute to hesitancy in seeking support. Siloed services can also risk exacerbating the impact of violence on the whole family.
- 3.4 We believe that a high-quality and well-resourced family and domestic violence system is one that is responsive to the needs of the whole family following an instance of family and domestic violence, and provides wraparound, integrated supports in a timely manner to ensure best outcomes for the whole family into the future.

“

“These are families, and we should be working with the whole of the family, and the whole family needs to be viewed as such by the system.”

”

- A Salvation Army Family and Domestic Violence Senior Specialist

- 3.5 Integrated service responses provide a mechanism for improved communication and knowledge sharing and allow frontline services to work together more effectively.³⁷ This reduces systemic barriers to support for victim-survivors and promotes improved safety outcomes through more accurate risk assessment and coherent responses.³⁸
- 3.6 The Salvation Army also supports the use of co-responder, integrated family and domestic violence services when responding to persons using violence.
- 3.7 The Salvation Army does not currently operate any intervention programs for persons using violence in South Australia, though we have seen great benefit from participating in co-responder models in other jurisdictions.

³⁶ Royal Commission into Domestic, Family and Sexual Violence. (2024). *Domestic, family and sexual violence: Background paper*. https://www.royalcommissiondfsv.sa.gov.au/_data/assets/pdf_file/0003/1051806/Royal-Commission-DFSV-Background-Paper.pdf

³⁷ ANROWS. (2020). Working across sectors to meet the needs of clients experiencing domestic and family violence. <https://anrowsdev.wpenginepowered.com/wp-content/uploads/2020/08/Interagency-Synthesis-ANROWS-Insights.pdf>

³⁸ Ibid.



- 3.8 We draw attention to our Alexis Program in Victoria and recommend that the South Australian Government considers making resources available to roll out similar programs.

Alexis Program – A Family and domestic violence Response Model

The Alexis Program is a family and domestic violence response model that embeds family and domestic violence specialists within the police force. Alexis is a targeted approach to violence in ‘recidivist households’, that is, families that have had three or more police attendances for family and domestic 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 and domestic violence expert knowledge within a targeted police family and domestic 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, and
- 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.³⁹ 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.

The Alexis program also acts as an example of embedding support for victim-survivors in the justice system. Our services continue to see victim-survivors who do not feel safe reporting to police. Embedding family and domestic 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. Engagement with Aboriginal and Torres Strait Islander victim-survivors could be improved by dedicated family and domestic violence leads within Aboriginal Liaison Offices.

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 person using violence, as well as the victim-survivor and their children.

³⁹ 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



3.9 We suggest that integration between agencies could be bolstered by:

- **Co-location of services.** We suggest the co-location of support services, to ensure integrated wraparound support at dedicated sites. For example, we have seen great outcomes through our Communities for Children Family Zone Hub initiative in Ingle Farm. Family Zone offers integrated support facilitated by a number of agencies in a co-located space, acting as a single-entry point for families who are experiencing disadvantage. We suggest that co-location could also include diversifying services by funding specialist roles within existing services such as in our Sunshine Youth Hub example on page 34.
- **Improving information sharing and risk management processes.** We have seen in other jurisdictions the positive impact that a dedicated legislative scheme for information sharing can have on the level of collaboration between services. We point to Victoria's MARAM and Family Violence Information Sharing Scheme (FVISS) as examples of best practice. The implementation of the MARAM framework has further increased agencies' capacity to understand risk and share information through the FVISS. Under the scheme, Information Sharing Entities (ISEs) can share information related to assessing or managing family and domestic violence risk.
- **Development of a shared training loop,** with training to respond to family and domestic violence delivered by and for sectors such as law enforcement, healthcare professionals, youth, homelessness, finance, education, and family and domestic violence services. Cross-training between services has been suggested to upskill frontline workers, build the capacity of services to respond to victim-survivors with intersecting needs, and ultimately reduce risk of harm to victim-survivors. We believe that a shared training loop acknowledges the expertise of the sector, whilst ensuring that services which may come across family and domestic violence receive up-to-date training and information. Shared training should occur at both local and state level jurisdictions. For example, The Salvation Army currently delivers a package of training to Victoria Police regarding collusion.

Recommendation 9

3.10 **The Salvation Army recommends that the South Australian Government invest in an integrated service system that is well-equipped to respond to the intersectional needs of people impacted by family and domestic violence. This can be supported by investment in improving information sharing and risk management processes, the development of a shared training loop, and co-location of services and specialists.**



Meeting the diverse needs of victim-survivors

- 3.11 The Salvation Army believes that a dynamic and responsive family and domestic violence sector is one that is equipped to meet the diverse needs of victim-survivors.
- 3.12 It is our experience that in South Australia there are limited service options for victim-survivors of family and domestic violence, with most of the sector funding sitting with a small number of service providers. We are concerned that coupled with strictly gendered terminology (as discussed further in chapter 5), limited service options inhibit victim-survivor choice and control, which are core principles of trauma-informed practice.⁴⁰
- 3.13 This also risks leaving victim-survivors from cohorts who face additional barriers without appropriate supports. We draw the Commission's attention to victim-survivors from the following cohorts in particular.

Aboriginal and Torres Strait Islander victim-survivors

- 3.14 In Australia, Aboriginal and Torres Strait Islander women are disproportionately affected by family and domestic violence and that the prevalence and severity of this violence increases with remoteness.⁴¹ Aboriginal and Torres Strait Islander communities are diverse, as are their experiences with colonisation and trauma. Responses to family and domestic violence need to be community-specific, consider the local context and support healing.
- 3.15 It is essential that grassroots Aboriginal and Torres Strait Islander communities and organisations are empowered to drive, lead, and develop projects that recognise the cultural and geographical needs, and the differing nature and prevalence of violence in local communities.
- 3.16 We also draw attention to the need for strong partnerships and genuine collaboration between the wider service sector and Aboriginal Controlled Community Organisations (ACCOs) to ensure that mainstream service responses are culturally safe and do not retraumatise or do more harm for Aboriginal and Torres Strait Islander victim-survivors. We believe that these partnerships are critical to achieve target 13 of the National Agreement of Closing the Gap.⁴²
- 3.17 In our experience, collaboration between the wider service sector and ACCO's is critical to promote best outcomes for Aboriginal and Torres Strait Islander victim-survivors who are accessing mainstream services. The ownership of healing and support needs to be driven by the community. Too often we see programs implemented that have not consulted with the community and have failed to enact co-design processes.

⁴⁰ Blue Knot. (n.d.). *Trauma-Informed Services*. <https://professionals.blueknot.org.au/resources/trauma-informed-services/>

⁴¹ Australian Government Productivity Commission. (2014). *Overcoming Indigenous Disadvantage Key Indicators 2014 Report*. <https://www.pc.gov.au/research/ongoing/overcoming-indigenous-disadvantage/2014/key-indicators-2014-report.pdf>

⁴² Australian Government Productivity Commission. (2024, July) *Socioeconomic outcome area 13 – Aboriginal and Torres Strait Islander families and households are safe*. <https://www.pc.gov.au/closing-the-gap-data/dashboard/se/outcome-area13>





- 3.18 The Salvation Army understands that our role as a larger organisation is not to drive service delivery in Aboriginal and Torres Strait Islander communities, but rather to support interventions when invited.
- 3.19 We have learned firsthand the impact that partnering with a local Aboriginal and Torres Strait Islander program can have on improving the outcomes for clients. The below case study details The Salvation Army's experience partnering with a local organisation in Alice Springs.

Red Dust Program

The Salvation Army had received funding to deliver an alcohol and other drugs (AOD) program focused on Aboriginal and Torres Strait Islander men in Alice Springs. Our program was struggling to attract Aboriginal and Torres Strait Islander men to the service. After listening to the community, The Salvation Army entered into an arrangement for Red Dust, a local Aboriginal organisation to deliver the program, while The Salvation Army retained responsibility for contract administration, reporting and risk through a joint governance group.

The Red Dust methodology focusses on the complex family dynamic as much as the individual and uses activities such as yarning circles, camps on country and traditional activities on country. The effect is 'side by side' counselling to talk about drugs, violence, anger and other experiences. A focus of the service is helping participants navigate both traditional and western ways of living. The result of this partnership is that the service attracts five times the number of Aboriginal and Torres Strait Islander men than before and that the community is actively involved in referring men in the community to seek assistance. Anecdotally we know that there has been a lowering of drug use and family and domestic violence among those who participate.

- 3.20 We suggest that encouraging collaboration and partnership could include supporting interventions that have partnered with a local Aboriginal organisation, or which have been co-designed by people from the community who possess cultural knowledge and understanding of the intergenerational impacts of colonisation. This could also include quarantining funding for partnerships between ACCOs and non-Indigenous services, and providing governance support, for grassroots trials and programs.
- 3.21 Family and domestic violence 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.



Recommendation 10

3.22 The Salvation Army recommends that the South Australian Government ensure that family and domestic violence responses are culturally safe and appropriate for Aboriginal and Torres Strait Islander people by:

- **Increasing support and investment in Aboriginal and Torres Strait Islander community-led family and domestic violence responses; and**
- **Investing in the development of strong partnerships between the wider service sector and Aboriginal Controlled Community Organisations.**

Members of the LGBTQIA+ community

3.23 The Salvation Army believes it is critical to ensure that the mainstream service sector is well-equipped to respond to the needs of, and provide support to, victim-survivors from the LGBTQIA+ community.⁴³

3.24 In our experience, there is a significant lack of resources for members of the LGBTQIA+ community with an experience of family and domestic violence in South Australia, and we believe this is further complicated by the gendered terminology used within the state which focusses on women with an experience of family and domestic violence.

3.25 Members of the LGBTQIA+ community experience greater risk of family and domestic violence due to social barriers and intersecting forms of discrimination and marginalisation. Additional barriers include, but are not limited to, fear of isolation and losing community connections, fear of discrimination from services, distrust of the service system, limited access to specialised services, and limited crisis services and accommodation for male, transgender and non-binary victim-survivors.⁴⁴ Research has also found differences in terms of how persons use violence against LGBTQIA+ people – exploiting knowledge of identity in order to exert power and control. This can include using homophobia and revealing or threatening to reveal gender identity or sex assigned at birth.⁴⁵ The 2016 Victorian Royal Commission into Family Violence (RCFV) identified that those who identify as LGBTQIA+ face significant barriers to obtaining access to support and safety, particularly when accessing mainstream services, such as emergency accommodation.⁴⁶

⁴³ Reeves, E., & Scott, B. (2022). 'Can't you girls work this out?': LGBTQ+ victim-survivors' experiences of Victoria's family violence intervention order system. Monash Gender and Family Violence Prevention Centre, Monash University.

⁴⁴ Safe + Equal. (n.d.). Supporting LGBTQIA+ People. <https://safeandequal.org.au/working-in-family-violence/tailored-inclusive-support/supporting-lgbtqia-people/>

⁴⁵ Carman, M., Fairchild, J., Parsons, M., Farrugia, C., Power, J., & Bourne, A. (2020). *Pride in Prevention: A guide to primary prevention of family violence experienced by LGBTQ communities.* https://www.latrobe.edu.au/_data/assets/pdf_file/0003/1141833/Pride-in-Prevention-Evidence-Guide.pdf

⁴⁶ Reeves, E., & Scott, B. (2022). 'Can't you girls work this out?': LGBTQ+ victim-survivors' experiences of Victoria's family violence intervention order system. Monash Gender and Family Violence Prevention Centre, Monash University.



3.26 The Salvation Army highlights the critical need for investment in community-led approaches and supports for this cohort, and calls for this to be coupled with:

- **System-wide training on LGBTIQ+ violence, inclusion and best-practice approaches.** We believe that this will promote culturally safe responses and also improve outcomes for LGBTIQ+ victim-survivors who come into contact with the mainstream service sector; and
- **Investment in self-contained emergency and crisis accommodation with shared communal support spaces.** Our family and domestic violence services highlight the need to move away from congregate refuge accommodation, towards core and cluster model accommodation. The core and cluster model allows for independent, self-contained living, with shared communal access to supports. In our experience, this style of accommodation preserves dignity, and is more accessible and responsive to the needs of diverse groups.

Recommendation 11

3.27 The Salvation Army recommends that the South Australian Government increase investment to better ensure that the specialist and wider service sector are equipped to support members of the LGBTIQ+ community with an experience of family and domestic violence. This should include:

- **Mandated service sector-wide training on family and domestic violence as experienced by the LGBTIQ+ community with a focus on culturally safe and inclusive service responses; and**
- **Investment in core and cluster model refuge accommodation for victim-survivors of family and domestic violence.**

Ensuring women in rural and regional areas have access to services

3.28 Our experience is that disclosure is more difficult and riskier for victim-survivors of family and domestic violence in smaller towns and tight-knit communities. A lack of support and services also elevates the risk for women and children.

3.29 The Salvation Army has the benefit of operating services in metropolitan, regional and rural areas across Australia. This allows us to see the disparity in services available. In our experience that there are currently too few family and domestic violence services available in rural and regional areas in South Australia. Coupled with the tight-knit nature of smaller towns, this lack of support elevates risk for victim-survivors. This means that victim-survivors often must travel great distances to access a women's shelter, financial service, or health or legal centre. Or worse, go without.

3.30 Our services frequently see victim-survivors who have been forced to travel great distances to access a service and escape a coercive and controlling relationship.



- 3.31 It is not uncommon for these victim-survivors to later return to violent relationships due to the financial pressures and lack of social supports associated with moving to a new area. It is often the case that the person using violence has increased control after a victim-survivor returns and their safety is put at greater risk.
- 3.32 Responses in rural and remote communities must be different to those rolled out in urban communities. The South Australian Government needs to prioritise the voices of lived experience and members of the local community. The most effective way to reduce family and domestic violence in rural areas is to allow grassroots organisations to lead the response in a manner that is tailored to their community.
- 3.33 Our experience is that many programs in rural areas are currently administered by either the government or large-scale non-government organisations, and do not always consider community knowledge, skills, relationships, and connections. Implementing a place-based response is critical. Different communities will have different strategies that they believe are effective and investing in these will enable the most effective response to family and domestic violence.
- 3.34 The Salvation Army points the South Australian Government to the work of the Tangentyere Women's Family Safety Group operating in Alice Springs. This group is an example of best practice in developing and administering a program in an organic manner that prioritises the knowledge and lived experience of community members.

Recommendation 12

- 3.35 The Salvation Army recommends that the South Australian Government prioritise the voices of lived experience and grassroots organisations in developing and rolling out programs in rural areas, to ensure that the programs are tailored to the needs of each community.**

Victim-survivors from culturally and linguistically diverse backgrounds and on temporary visas

- 3.36 Women and children from culturally and linguistically backgrounds are at increased risk of remaining isolated within Australian communities due to a lack of community connection outside of their culture, and language barriers. Cultural differences can also mean that victim-survivors from culturally and linguistically diverse backgrounds do not associate the behaviours they are experiencing with abuse. Women on temporary visas can face additional threats of deportation by the person using violence.
- 3.37 Our services have also encountered cases where the victim-survivor is not aware that they have a working visa as the person using violence keeps this information from them as a control mechanism. It is only when they engage with a service that they are made aware of their visa status.



- 3.38 Financial abuse is also often used against women from culturally and linguistically diverse backgrounds who, due to language barriers and isolation, have a limited understanding of their rights or the law, and are scared to leave as they have no access to money for themselves and their children.
- 3.39 Our experience is that victim-survivors on partner visas face additional barriers to accessing support due to Commonwealth migration legislation restrictions and ineligibility for state and territory government-funded services and support. The Salvation Army supports the Australian Women Against Violence Alliance's (AWAVA) key recommendations to ensure that victim-survivors can access the supports they need, including:
- Improve the migration system so that all women on temporary visas who experience family and domestic violence and their dependents can access protections, services and justice.
 - Expand eligibility and access to social security for women on temporary visas with an experience of family and domestic violence.
 - Expand eligibility and access to social and public housing for women on temporary visas who are experiencing family and domestic violence.
 - Ensure long-term and sustainable funding for specialist and legal services that support women on temporary visas who are experiencing family and domestic violence.⁴⁷
- 3.40 Whilst outside of the scope of this inquiry, we highlight the need for information related to family violence and rights in relationships to be provided to all visa applicants and sponsors,⁴⁸ and suggest that the South Australian Government work alongside the Australian Government to ensure this.

Recommendation 13

- 3.41 **The Salvation Army recommends that the South Australian Government invest in family and domestic violence responses for culturally and linguistically diverse victim-survivors. This should include:**
- **Funding culturally appropriate family and domestic violence responses that are community-driven and led;**
 - **Expanding eligibility for, and access to, social and public housing for women on temporary visas who are victim-survivors of family and domestic violence, and providing sustainable funding for this cohort; and**
 - **Investing in enhancing the service sector's cultural competency and understanding of violence as experienced by culturally and linguistically diverse victim-survivors.**

⁴⁷ Australian Women Against Violence Alliance. (2022). *Blueprint for Reform 2022*. <https://awava.org.au/2022/12/06/research-and-reports/the-blueprint-for-reform-2022>

⁴⁸ Ibid.





Funding structures that promote diversity and choice

- 3.42 Victim-survivors of family and domestic violence need a service sector that meets their diverse needs, and supports their choice and control over service engagement.
- 3.43 Choice is a core principle of a trauma-informed service.⁴⁹ The current method of funding distribution in South Australia does not foster innovation or diversity of service provision in the family and domestic violence and wider service sector. This limits victim-survivor options when it comes to choosing services that are most suited to their support needs and personal preferences.
- 3.44 Funding structures and arrangements must promote innovative service delivery from a range of service providers. Our experience is that there is scope for the current funding structure to cater to the diverse needs of those impacted by family and domestic violence. This can be supported by governance and partnership structures that are independent from sector funding structures.
- 3.45 We suggest that funding grants must be flexible to support innovation, allowing organisations to pivot and redirect funding and resources according to identified service gaps, needs and opportunities within their local communities.
- 3.46 A key mechanism to achieve flexible funding could include building surge capacity into funding grants, allowing community services to respond to need as it evolves over the funding cycle.
- 3.47 Ultimately, we believe that flexible funding encourages and empowers service innovation and produces higher quality, diversified service delivery, leading to better outcomes for all those impacted by family and domestic violence.

Recommendation 14

- 3.48 The Salvation Army recommends that the South Australian Government adopt a tender process for family and domestic violence funding grants. Funding grants should be flexible and support innovative and integrated responses to family and domestic violence.**

⁴⁹ NSW Health. (2022). *What is trauma-informed care?*
<https://www.health.nsw.gov.au/mentalhealth/psychosocial/principles/Pages/trauma-informed.aspx>



Investing in children and young people as victim-survivors in their own right

- 3.49 Children are often the ‘silent victims’ of family and domestic violence.⁵⁰ The Salvation Army believes that children need to be recognised and treated as victim-survivors in their own right, as opposed to dependents of a parent who is a victim-survivor.
- 3.50 The Salvation Army has extensive experience working with young people through its specialist homelessness, life skills, education and vocation, drug and alcohol, family mediation and case management services. Family and domestic violence and family breakdown are one of the main reasons that young people access The Salvation Army’s youth services.
- 3.51 We draw attention to the following areas as critical to ensuring that children and young people impacted by family and domestic violence are supported where, when, and how they need it.

Specialised services for young people with an experience of family and domestic violence

3.52 Family and domestic violence is one of the main causes of youth homelessness in Australia,⁵¹ and one of the main reasons that young people present to The Salvation Army’s youth services. Current access to specialist services for children and young people who are victim-survivors of family and domestic violence, or who choose to use violence, is limited or difficult to access in South Australia.

“
There has to be a tailored and targeted response [to primary prevention for young people], because adult services don’t fit.”
- A Salvation Army Youth Services Manager
 ”

- 3.53 In our experience, funding for this cohort is limited and short term, and there is a significant gap particularly for young people aged 16 and over with an experience of family and domestic violence. This is deeply problematic considering that a lack of appropriate and timely intervention can result in long-term impacts.⁵² Evidence shows that family and domestic violence can have lifelong harms for children and those around them, including psychological and behavioural impacts, health and socioeconomic impacts, and increased risk of intergenerational violence and re-victimisation.⁵³
- 3.54 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. Where there are child specific resources, they are often not culturally appropriate for Aboriginal and Torres Strait Islander children.

⁵⁰ O’Brien, W., & Fitz-Gibbon, K. (2016). ‘*Silent Victims*’: royal commission recommends better protections for child victims of family violence. <https://theconversation.com/silent-victims-royal-commission-recommends-better-protections-for-child-victims-of-family-violence-56801>

⁵¹ Youth Off the Streets. (n.d.). *Youth Homelessness in Australia*. <https://youthoffthestreets.com.au/youth-homelessness-facts/#:~:text=The%20main%20causes%20of%20youth,poverty%20and%20the%20housing%20crisis.>

⁵² Victims of Crime Commissioner. (2023). *Victims’ Charter Guidelines*. <https://victimsofcrimecommissioner.vic.gov.au/media/buzlgioh/vocc-victims-charter-guidelines.pdf>

⁵³ 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>





3.55 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.⁵⁴

3.56 Wherever able, children need to be engaged and supported as individuals, through systems that recognise their needs and the benefit of intervention to prevent long-term negative impacts of trauma. Children need to be able to access timely case management and therapeutic responses that promote their participation and are tailored according to age and development.⁵⁵

3.57 We urge the need for a significant and long-term funding commitment to specialised, targeted family and domestic violence services for young people to prevent their entering into homelessness. We highlight the need to:

- **Bolster collaboration between the family and domestic violence sector and youth specific organisations and services** to ensure that support is available for children and young people where, when, and how they need it. We suggest the need to leverage existing youth infrastructure and reinforce this with the knowledge of the family and domestic violence sector and specialists.
- **Leverage existing youth infrastructure**, and reinforce this with the knowledge of the family and domestic violence sector and specialists. The Salvation Army has adopted this approach through self-funded initiatives. For example, The Salvation Army is funding family and domestic violence specialists embedded within our youth programs and services to engage and support children and young people within existing contexts. An example of this is our Sunshine Youth Hub in Victoria as outlined on page 34.
- **Utilise cultural strengths when engaging with young people** who are victim-survivors from Aboriginal and Torres Strait Islander or culturally and linguistically diverse 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 can lead responses within their communities.
- **Tailoring primary prevention to the needs of young people.** Whilst we support the use of school-based education programs in primary prevention, we are concerned that solely targeting children and young people in this way assumes that all young people are attending or are engaged in school activities. We highlight the need to find creative ways to engage young people in primary prevention across various settings – including schools, sporting clubs, and through social media.

⁵⁴ 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

⁵⁵ Safe + Equal. (n.d.). *Supporting Children and Young People.* <https://safeandequal.org.au/working-in-family-violence/tailored-inclusive-support/children-and-young-people/>





Streamlining Centrelink processes

- 3.58 The Salvation Army also points to inefficient Centrelink processes, which act as a major barrier for young people who are leaving family and domestic violence. Access to finances for young people who are leaving family and domestic violence is critical.
- 3.59 Centrelink processes are often protracted and inaccessible for young people, which inhibits their ability to leave violence, and places them at increased risk of the prolonged impacts of poverty and financial hardship.
- 3.60 Many of the young people who attend our youth services following instances of family and domestic violence arrive with just one bag of clothes, no identification and no income. Our services work alongside these young people to access income through Centrelink, which is only further complicated when payments presume young people are dependent on their family until the age of 25. Subjective safety assessments can also make it difficult for a young person to be classified as independent. For young people who have experienced parental violence in the home, requirements for parents to sign forms can be a barrier to applying for the payment.
- 3.61 The Salvation Army urges for Centrelink processes to be age-appropriate and streamlined for young people. We also suggest the need for on-site dedicated social workers within Centrelink offices to support young people fleeing violence.

Preventing over-reporting to child protection agencies

- 3.62 The Salvation Army highlights concerns that statutory child protection reporting mechanisms and processes could be causing more harm to victim-survivors accessing supports. Frontline services are often put in situations where mandatory reporting is required, even when families are engaging effectively with appropriate services and supports. We are concerned that this can lead to over-reporting and poses a risk to victim-survivors engaging with services.
- 3.63 We draw attention particularly to Aboriginal and Torres Strait Islander victim-survivors where a significant barrier to engagement with support is fear of child protection responses.⁵⁶ In the 2020-21 financial year, one in two South Australian Aboriginal and Torres Strait Islander children were the subject of at least one child protection notification.⁵⁷ This is a significant concern in regard to Target 12 of Closing the Gap, which hopes to reduce the rate of overrepresentation of Aboriginal and Torres Strait Islander children in out-of-home care by 45 per cent by the year 2031.⁵⁸ In the 2023 review, this target was worsening in South Australia.⁵⁹

⁵⁶ Australian National Research Organisation for Women's Safety. (2020). *Improving family violence legal and support services for Aboriginal and Torres Strait Islander Peoples: Key findings and future directions*. (Research to policy and practice, 25-26/2020). Sydney: ANROWS.

⁵⁷ Richards, S. (2024, June 5). Aboriginal children 'unnecessarily' removed from families, communities in SA, report finds. *ABC News*. <https://www.abc.net.au/news/2024-06-05/aboriginal-children-and-young-people-report-south-australia/103936806>

⁵⁸ Australian Government Productivity Commission. (2023). *Closing the Gap Information Repository: Socio-economic outcome area 12*. <https://www.pc.gov.au/closing-the-gap-data/dashboard/se/outcome-area12>

⁵⁹ Ibid.





3.64 We also note that the New South Wales (NSW) Government is reviewing the “structured decision making” (SDM) tool over concerns about racial bias.⁶⁰

3.65 The Salvation Army acknowledges the importance of mandatory reporting legislation and requirements. We suggest however the need to review and consider information sharing and reporting processes and structures to ensure that the appropriate information is shared in ways that are culturally safe and trauma-informed to encourage victim-survivor engagement and outcomes.

The Sunshine Youth Hub

The Salvation Army’s Sunshine Youth Hub (the Hub) operates as a high-volume first point of call for young people experiencing homelessness in western metropolitan Melbourne.

A significant proportion of young people who attend the Hub for support identify family breakdown as the primary reason for homelessness. In response to this, our family and domestic violence and youth streams partnered to introduce a family and domestic violence partnership role at the Hub to better understand the impact of family breakdown on young people and to assist support staff to identify alternate safe housing pathways out of homelessness and crisis service responses.

The Senior Specialist Youth Family and Domestic Violence Practitioner provides important practice support to the Hub’s staff across a range of priority areas, including:

- Assisting entry point staff to understand the impact of family breakdown and its causes, seek family focussed approaches where safe and appropriate, and to divert young people away from homelessness; and
- Assisting support staff with complex case consultation and safety planning, including providing detailed Multi-Agency Risk Assessment and Management Framework (MARAM) assessments, and triaging to specialist family and domestic violence service responses.

The Senior Specialist Youth Family and Domestic Violence Practitioner works within a trauma-informed practice environment, and works creatively to ensure the safety of, and meet the support needs of, young people accessing the Hub. The role is, and will continue to be, instrumental in delivering high-quality, safe and effective family and domestic violence and child wellbeing responses to youth seeking support, safety, and recovery.

⁶⁰ Allam, L., & Bogle, A. (2024, April 8). NSW to review child protection screening algorithm over concerns about racial bias. *The Guardian*. <https://www.theguardian.com/australia-news/2024/apr/08/nsw-child-protection-laws-indigenous-children-in-care>





Recommendation 15

3.66 The Salvation Army recommends that the South Australian Government invest in children and young people as victim-survivors of family and domestic violence in their own right. This should include:

- **Increasing funding to specialised services for children and young people with an experience of family and domestic violence. This can be supported by fostering partnerships between the youth and family and domestic violence specialist sectors, leveraging existing youth infrastructure, utilising cultural strengths of diverse communities, and tailoring primary prevention initiatives to the needs of young people;**
- **Working alongside the Commonwealth Government to streamline Centrelink processes and invest in on-site social workers in Centrelink offices; and**
- **Reviewing mandatory reporting and child protection legislation to ensure systems are trauma-informed and culturally safe.**

Investing in the family and domestic violence sector

- 3.67 South Australia does not currently have the systems in place to manage an increase in victim-survivors seeking assistance. Our services report limited family and domestic violence service availability across the state, with services always being at capacity. This a significant barrier when trying to support victim-survivors and persons using violence who present to our other frontline services.
- 3.68 The Salvation Army draws on internal funding sources to meet this need where there is a shortfall in government and other funding. Our Bramwell House service in Adelaide has budgeted funding of \$328,288. The Salvation Army contributes a further \$436,929 annually to ensure the service continues to promote the best outcomes for victim-survivors.
- 3.69 It is unacceptable that people considered to be “high-risk” are denied a service simply because the sector does not have the capacity to keep them safe. We implore the South Australian Government to, as a priority, immediately and significantly increase funding to the family and domestic violence sector. This must include funding for a housing response as well as case management and therapeutic supports.
- 3.70 The Salvation Army highlights the need for investment in 24/7 and after-hours family violence service responses to ensure people impacted by family and domestic violence can receive appropriate supports when they need it. We point to our Victorian 24/7 Short-Term Refuge service below as an example.



The Salvation Army's 24/7 Short-Term Refuge

The Salvation Army's 24/7 Short-Term Refuge in Victoria is a co-case management service delivery model which acts as an alternative to victim-survivors accessing motel accommodation. The model provides tailored crisis case management and wraparound support on site.

At the refuge, victim-survivors are supported by a specialist family violence practitioner, therapeutic support, a housing practitioner and a children's practitioner. They also have access to legal support, financial counselling, maternal child health support, and The Salvation Army's corps (church) programs. This model responds to the holistic and practical needs of victim-survivors, empowering them in their journey to healing and recovery in a trauma-informed manner, from their first engagement with our services.

- 3.71 We call on the South Australian Government to commit to adequate family and domestic violence funding to ensure a well-funded and resourced sector. Australian Government funding for family and domestic violence services in South Australia currently comes through the National Agreement on Social Housing and Homelessness. We urge the South Australian Government to consider following the example of the Victorian Government and matching the family violence component of this funding.
- 3.72 The following sections describe in more detail additional opportunities for significant investment in a family and domestic violence response.

Recommendation 16

- 3.73 The Salvation Army recommends that the South Australian Government increase investment in the family and domestic violence service sector.**

Developing a centralised referral system

- 3.74 The Salvation Army acknowledges the development of the Southern and Northern Multi-Agency Hubs in South Australia to provide integrated responses to family and domestic violence prevention, early intervention and recovery,⁶¹ and the Domestic Violence Crisis Line. These investments would be bolstered by the introduction of a centralised intake service, which integrates responses to the needs of victim-survivors, as well as children and persons using violence.

⁶¹ Royal Commission into Domestic, Family and Sexual Violence. (2024). *Domestic, family and sexual violence: Background paper*. https://www.royalcommissiondfsv.sa.gov.au/_data/assets/pdf_file/0003/1051806/Royal-Commission-DFSV-Background-Paper.pdf





- 3.75 An example of such a system is the Victorian Orange Door service, which acts as a central triage point that prioritises and matches services to the needs of people experiencing family and domestic violence.⁶²
- 3.76 Following a crisis response to a family and domestic 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.⁶³ Once stable, the Orange Door links family members with targeted interventions and services according to their needs.⁶⁴ The Orange Door is accessible in all areas of Victoria through Orange Door network primary sites, multiple local access points, and outposted services and outreach.⁶⁵
- 3.77 Referrals to the Orange Door are received from police, child protection services, professional sources, members of the public and through self-referral.⁶⁶ Accountability for persons using violence is also 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.⁶⁷
- 3.78 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 and domestic violence practitioners and specialist men's practitioners. In our experience, having an entry triage point that refers out to the wider community service sector assures that every contact counts with both victim-survivors and persons using violence.
- 3.79 We caution that there have been critiques of the cultural safety of the Orange Door model, and The Salvation Army suggests the need for community-driven responses to ensure that support and safety hubs are culturally safe and accessible for diverse communities, including Aboriginal and Torres Strait Islander and culturally and linguistically diverse communities.

Recommendation 17

3.80 The Salvation Army recommends that the South Australian Government invest in the development of a centralised referral system, which responds to the needs of victim-survivors and persons using violence. Any service model should be developed in consultation with priority cohorts to ensure culturally safe and appropriate family and domestic violence services and responses.

⁶² Victorian Government. (2020). *Connecting people to the right services*. <https://www.vic.gov.au/orange-door-service-model/connecting-people-right-services>

⁶³ Ibid.

⁶⁴ Victorian Government. (2020). *Targeted Interventions*. <https://www.vic.gov.au/orange-door-service-model/targeted-interventions>

⁶⁵ Victorian Government. (2021). *The Orange Door Network*. <https://www.vic.gov.au/family-violence-reform-rolling-action-plan-2020-2023/orange-door>

⁶⁶ 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>

⁶⁷ Victorian Government. (2021). *About the Orange Door*. <https://www.vic.gov.au/about-the-orange-door>





Investing in crisis accommodation and housing pathways

- 3.81 Family and domestic violence is one of the leading causes of homelessness for women and children in Australia,⁶⁸ and remains the primary factor in women and children seeking Salvation Army homelessness services.
- 3.82 Victim-survivors need to have access to affordable, accessible, and safe housing – from crisis accommodation to transitional and long-term housing. We continue to advocate for increased investment in, and stock of, crisis and transitional accommodation for victim-survivors of family and domestic violence.
- 3.83 Our experience is that across Australia, there is insufficient safe accommodation for victim-survivors, with social housing waitlists in metropolitan, regional and rural areas at an all-time high. In South Australia, our services anecdotally hear of women and children having to remain in motels for two to three months before a place becomes available in a refuge. Most concerning, the absence of affordable housing exits means that many victim-survivors of family and domestic violence feel they have no option but to return to the residence of the person using violence.
- 3.84 High-risk cases of family and domestic violence require substantial infrastructure and support in the form of extensive security, duress alarms, case work and ongoing outreach. Consideration also needs to be given to ensuring victim-survivors' safety when they leave the safe accommodation for reasons such as work, running errands and dropping children off.
- 3.85 In line with the National Plan to End Violence against Women and Children 2022-2032 (National Plan), The Salvation Army believes that women and children who are victim-survivors of family and domestic violence should be supported to remain safely in their home, or in the home of their choosing wherever appropriate.⁶⁹
- 3.86 The continued expansion of investment in technology and ongoing support of programs, such as the Keeping Women Safe in their Homes program, needs to remain a priority. This is not only to prevent homelessness, but also to maintain employment and the physical and emotional health and safety of people experiencing family and domestic violence.
- 3.87 We believe that investment in programs that support victim-survivors to remain at home must be accompanied by increased investment in the development and expansion of accommodation and accountability services for persons using violence.

⁶⁸ Australian Government Department of Social Services. (2022). *National Plan to End Violence against Women and Children 2022-2032: Ending gender-based violence in one generation*. https://www.dss.gov.au/sites/default/files/documents/10_2023/national-plan-end-violence-against-women-and-children-2022-2032.pdf

⁶⁹ Australian Government Department of Social Services. (2022). *National Plan to End Violence against Women and Children 2022-2032: Ending gender-based violence in one generation*. https://www.dss.gov.au/sites/default/files/documents/10_2023/national-plan-end-violence-against-women-and-children-2022-2032.pdf





Recommendation 18

3.88 The Salvation Army recommends that the South Australian Government ensure all victim-survivors have access to safe accommodation options by:

- **Increasing the stock of crisis and transitional accommodation for victim-survivors of family and domestic violence, particularly in areas where there are no or limited crisis options;**
- **Addressing bottlenecks in crisis and transitional housing due to a lack of exit pathways;**
- **Increasing the accessibility of housing services so that they are accessible to all, including those in regional and remote areas, and ensure that these facilities have extensive security to ensure the safety of victim-survivors; and**
- **Increasing investment in services that support victim-survivors to remain in their home, or in a home of their choosing.**



Josie's Story*

Josie was living in her home with her young child Jordan* and her partner, who was a person using violence. Josie did not speak English and was on a temporary visa. Josie was referred to The Salvation Army's Bramwell House from the Domestic Violence Crisis Line (DVCL). DVCL identified the following tactics used by Josie's partner: coercive control; modern slavery; physical violence; verbal, emotional and psychological abuse; social isolation; and financial abuse. Josie was issued with an Intervention Order by South Australian Police.

On arriving at Bramwell House, Josie was welcomed and assigned a case manager, Sophie*, who was able to access an interpreter to assist throughout the support period. Sophie provided intensive case management support throughout their stay, connecting with Josie and Jordan daily to ensure they felt welcomed, safe, and secure.

During their stay, Sophie was able to complete risk assessment reviews and safety planning with Josie, link the family with culturally specific support from a specialist family and domestic violence migrant service, and arrange English classes as requested by Josie. Josie was also supported to access financial assistance, legal advice and support, and referrals were made to obtain housing once her visa status and permanent residency were gained. Josie and Jordan were able to access physical health checks, and specialist family and domestic violence counselling. Jordan was supported to attend the local primary school and was referred to a specialist therapeutic program for children.

Over the course of their stay, Jordan's social skills improved and his physical and emotional development accelerated to age-appropriate milestones. After gaining her permanent residency, Josie stated, "I could not have done this without Sophie, thank you for all the support, help and kindness of everyone at Bramwell."

After gaining permanent residency, Josie was successfully housed within a long-term Salvation Army Housing property.


** Names changed*

Investing in housing supports for young people

3.89 The Salvation Army highlights the need to strengthen housing pathways for young people who are victim-survivors of family and domestic violence. This includes:

- **Increased access to priority long-term housing for young people** to reduce demand in crisis accommodation services and increase young people's access to safety, stability and independence. This cannot be separated from the need for investment in safety measures for young people who are victim-survivors of family and domestic violence. These measures could include notifying police of family and domestic violence alerts and where young people who are victim-survivors are residing, and installing security doors, duress alarms and security cameras. Young people must not be put in an unsafe situation because services do not have the infrastructure to keep them safe.



- 
- **Innovative solutions.** Flexible and creative housing and support models can be responsive to the varying needs, choices and preferences of young people. As with those who have the benefit of supportive home lives, young people who have experienced various types of disadvantages, trauma and relationship breakdown deserve to be invested in. This includes the investment of time, care and support to help them learn the life skills required to successfully sustain housing, live with others and integrate into healthy communities. Support may be required for some years, with step up and step down service models to adapt to the learning and developmental needs of each young person. One size does not fit all. We draw attention to our Australian Capital Territory (ACT) Youth Transitional Housing Initiative outlined below as an example of an innovative response to intersectional needs to promote the best outcomes for the young people we support.

Recommendation 19

3.90 The Salvation Army recommends that the South Australian Government strengthen housing pathways for young people who are victim-survivors of family and domestic violence through:

- **Increased investment in priority long-term housing that meets the safety needs of this cohort; and**
- **Investing in innovative solutions that acknowledge the unique and intersecting needs of young people.**



The Salvation Army's Youth Transitional Housing in the ACT

The Salvation Army's ACT Youth Services found that many young people accessing our service for emergency accommodation and support had limited transitional accommodation options once their crisis needs were met. These young people no longer required high level crisis accommodation support, but needed a space where they could continue to build their independence and life skills in a safe and secure environment. As a result, the Youth Emergency Accommodation Network Transition Accommodation (YEANTA) was established in 2020. The YEANTA program is entirely funded by The Salvation Army. YEANTA is a partnership between:

- The Salvation Army's local corps (churches) who have provided three properties to date;
- Salvation Army Housing, which undertakes tenancy management services, and
- Oasis Youth Services case managers, who provide expertise to support clients to maintain their employment and engagement with education, and to build life skills.

The first property was established in April 2020, followed 12 months later by another two properties to house a total of 12 young people across the Canberra community. To date this program has supported 36 young people to successfully transition into independent living in the community and in 2021 won a YOGIE award for Innovation in Service Delivery from the Youth Coalition of the ACT, the peak body for youth affairs. As a result of our youth programs' success, along with the innovation of the YEANTA model, in March 2024 The Salvation Army's ACT Youth Services won the tender for Property Management and Support Services for Young People and Children. This tender enables ACT Youth Services to build on our previous work, and allows us to intentionally create an eco-system of youth services that provide:

- Crisis accommodation services;
- Transitional accommodation options;
- Educational-tied housing;
- Private market rent choice programs;
- An integrated case management framework – including specialty roles;
- A dedicated role for a young person to lead youth participation and peer-based leadership;
- Additional internal funds to be used to design and test innovative solutions to youth homelessness;
- Therapeutic supports, including dedicated psychological supports; and
- Dedicated family and domestic violence, mediation, and reunification supports.

ACT Youth Services believe this unique approach will better support young people experiencing vulnerability in the ACT by creating real opportunities for young people to receive the support and build the skills they require to exit homelessness for good.



Holding persons who use violence accountable

- 3.91 The Salvation Army believes 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. There are limited service options for persons using violence currently in South Australia.
- 3.92 A suite of programs and responses, that are not limited by time or jurisdiction, must be made available to persons using violence to ensure long-term outcomes. For example, The Salvation Army in Victoria works alongside persons using violence through services such as our men's behaviour change program, Caring Dads program, case management, and Alexis Family and Domestic Violence Response Model. We also hope to pilot our Assessment, Support and Prevention (ASAP) model, which works to meet the short-term needs of men using violence whilst they access one of the aforementioned services.
- 3.93 No single program will meet the needs of all persons using violence. We need to develop the infrastructure to engage persons using violence across multiple jurisdictions for as many years as required to make long-lasting change.
- 3.94 We strongly advocate 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. We also highlight the need for post-intervention services which change the trajectory of risk of persons using violence in the long term, complementing multiple intervention modalities with intensive, integrated, and ongoing case management and support. Alongside significant increased investment, The Salvation Army highlights the need for increased public awareness of the availability of interventions for persons using violence.
- 3.95 There is limited research into interventions for persons using violence in Australia. Any increase in funding for interventions and programs for persons using violence must include funding for their evaluation. Studies require adequate sample 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 20

- 3.96 The Salvation Army recommends that the South Australian Government invest in the development of a broad range of programs to enhance engagement and support to persons using violence. This should include funding for increased public awareness of available interventions, and for program evaluation to contribute to the building of an evidence base around working with persons using violence.**



4 Recovery and healing

- 4.1 The Salvation Army highlights the need to ensure that victim-survivors of family and domestic violence can access the support they need to ensure long-term health and wellbeing.
- 4.2 Family and domestic violence can have a range of long-term impacts on victim-survivors and their families, including financial hardship, homelessness, substance abuse, social isolation, and both mental and physical health concerns.⁷⁰ For children and young people, family and domestic violence can also impact their development, relationship attachments, and cognitive and behavioural functioning.⁷¹
- 4.3 Recovery from family and domestic violence does not happen overnight and for a lot of victim-survivors and their families, it can be a life-long journey. We believe that supporting recovery needs to include addressing short-term, long-term and lifelong impacts of violence for victim-survivors.
- 4.4 We implore the South Australian Government to significantly increase investment into a range of support options for victim-survivors and their families to ensure they are supported to recover from the impacts of family and domestic violence.
- 4.5 We believe that recovery and healing responses must be:
 - **Trauma-informed.** This approach centres on a knowledge and understanding of trauma, how it impacts the lives of people, their service needs and service usage. Applying trauma-informed approaches to recovery and healing services recognises that an experience of trauma is a possibility for anyone, and at a minimum, seeks not to re-traumatise victim-survivors.
 - **Integrated with prevention.** It is critical that recovery and healing supports are available to victim-survivors and their families from first contact with the family and domestic violence service system. To ensure this, we point to the need for integrated recovery and healing supports that are embedded across service systems to ensure victim-survivors and their families have access to ongoing support that facilitates recovery. (See chapter 3 for further discussion on the need for an integrated system.)
 - **Long-term, with the ability to seek support when required.** Recovery and healing from family and domestic violence can take time, and can require life-long support.⁷² The Salvation Army emphasises the need for investment in recovery support services that are not limited by time and are available to victim-survivors and their families across their lifespan.

⁷⁰ Safe + Equal. (n.d.). *Impacts of Family Violence*. <https://safeandequal.org.au/understanding-family-violence/impacts/>

⁷¹ Ibid.

⁷² Commonwealth of Australia Department of Social Services. (2022). National Plan to End Violence against Women and Children 2022-2032; Ending gender-based violence in one generation. https://www.dss.gov.au/sites/default/files/documents/10_2023/national-plan-end-violence-against-women-and-children-2022-2032.pdf



- **Tailored to the needs of the individual.** The experiences, and therefore support needs, of victim-survivors are diverse. In line with the National Plan, we highlight the need for recovery services that are tailored to the needs of the individual. This must include considering their age, current circumstances, and cultural and religious needs.⁷³ For children and young people, this should also include tailoring supports according to their age and developmental needs.
- **Culturally safe and community-led.** We highlight the need for the development of recovery and healing supports that meet the diverse needs of victim-survivors. This includes but is not limited to, Aboriginal and Torres Strait Islander people, people with a disability, people from culturally and linguistically diverse backgrounds, members of the LGBTIQ+ community. The best way to ensure services are responding to community needs is for them to be community-led or developed in consultation with community leaders and organisations.

4.6 The Salvation Army notes that to ensure victim-survivors and their families can best engage with recovery and healing supports, their basic needs must be met – including their safety and access to stable income and housing. We therefore reiterate our recommendation for increased investment in frontline family and domestic violence services (Recommendation 16) to support best outcomes for people impacted by violence.

Recommendation 21

4.7 The Salvation Army recommends that the South Australian Government invest in the development of a range of recovery and healing supports for victim-survivors and their families. These supports should be trauma-informed, embedded within the service system, be available long-term, and be culturally safe.

⁷³ Australian Government Department of Social Services. (2022). *National Plan to End Violence against Women and Children 2022-2032: Ending gender-based violence in one generation*. https://www.dss.gov.au/sites/default/files/documents/10_2023/national-plan-end-violence-against-women-and-children-2022-2032.pdf



5 Additional considerations

Using inclusive terminology

- 5.1 The Salvation Army believes that language and terminology used to describe experiences of family and domestic violence matters. This language must evolve, as it has the power to shape service delivery and inclusivity across the family and domestic violence sector.
- 5.2 We welcome the acknowledgement that family and domestic violence includes all forms of violence that occur within relationships, including intimate partner violence, and violence perpetrated between family members and family-like settings.⁷⁴ We believe that this recognises that family and domestic violence occurs outside of solely intimate partner relationships and is inclusive of extended families and kinship networks.
- 5.3 In addition to a definition of family and domestic violence that recognises the occurrence of violence within a range of relationships, we suggest that the terminology surrounding violence against women and children to be reconsidered by the Commission.
- 5.4 Family and domestic violence is gendered, with men overwhelmingly perpetrating violence against women and children. The Salvation Army is concerned however, that solely focusing on violence against women and children excludes the experiences of many. For example, our South Australian youth services are increasingly seeing presentations of young people who identify as members of the LGBTQIA+ community with an experience of family and domestic violence. In our experience, this adds a level of complexity when referring victim-survivors for supports, with the South Australian family and domestic violence sector predominately catering to women with an experience of family and domestic violence.
- 5.5 We hold similar concerns around terms such as ‘men who use violence.’ The Salvation Army recommends the use of the term ‘persons using violence’ when referring to individual people. We believe that this recognises that using violence is a choice, and that anyone could choose to use violence. We believe this term also recognises the ability to undergo personal development and be accountable.

Recommendation 22

- 5.6 **The Salvation Army recommends that the South Australian Government ensure that terminology used in regard to family and domestic violence is inclusive and does not ‘other’ or exclude any cohorts.**

⁷⁴ Royal Commission into Domestic, Family and Sexual Violence. (2024). *Domestic, Family and Sexual Violence: Issues Paper*. https://www.royalcommissiondfsv.sa.gov.au/_data/assets/pdf_file/0004/1051807/Royal-Commission-DFSV-Issues-Paper.pdf



Utilising technology to prevent and respond to family and domestic violence

- 5.7 The Salvation Army highlights the need for continuous research, adaptive policies and collaboration with experts in various fields to ensure that the family and domestic violence sector is responding to technological shifts that impact family and domestic violence. For example, in our experience, advances in technology are leading to increased incidences of violence using technology. We suggest the need for collaboration with experts in the field of cyber security to ensure research and policies reflect the future trajectory of the family and domestic violence sector related to technology-facilitated abuse.
- 5.8 The Salvation Army also believe that investing in technology-driven reporting and education mechanisms is key to embracing technology when preventing and responding to family and domestic violence. We recommend that wherever able, the South Australian Government promote technology use through online accountability platforms for forms and reporting. Additionally, we suggest that online platforms be utilised for educational opportunities and distribution of resources across the sector, which not only promotes technology use, but is able to reach a broader audience. To support these recommendations, The Salvation Army also highlights the importance of increased investment in digital support services across the family and domestic violence sector.

Recommendation 23

- 5.9 The Salvation Army recommends that the South Australian Government explore and invest in utilising technology (for example, through online education and accountability platforms and through digital support services) to prevent and respond to family and domestic violence.**

Amplifying and cementing the voices of lived experience

- 5.10 Listening to the voices of people with a lived experience of family and domestic violence is critical to improving service and policy responses.
- 5.11 The Salvation Army has had significant success in incorporating the voices of lived experience within our outcomes measurement projects and service design as can be seen in the Lived Experience Engagement Program case study below.
- 5.12 We caution, however, that engaging with victim-survivors of family and domestic violence cannot be solely the responsibility of non-government organisations. We suggest the need for a mechanism that provides a continuum of lived experience engagement and involvement, to ensure that the voices of lived experience are cemented in any decision regarding systemic reform, policy, and legislative responses.



- 5.13 We point to the Victorian Victim Survivors' Advisory Council (VSAC) as an example of best practice in placing people with a lived experience at the centre of family and domestic violence reforms.⁷⁵ VSAC is comprised of representatives of people of different ages, genders, demographics and communities across Victoria with an experience of family and domestic violence and engages in direct consultation with government.⁷⁶
- 5.14 We also highlight the need to include persons who have used violence as those with a lived experience of the family and domestic violence system. We note that it is important to avoid real and perceived perceptions of collusion when seeking the views of persons who have used violence, and it is imperative that these consultations are conducted separately to those involving victim-survivors.

Lived Experience Engagement Program

The Salvation Army's Lived Experience Engagement Program (LEEP) empowers victim-survivors of criminal labour exploitation by providing them with a platform to inform and advise the Australian Government during the implementation of the National Action Plan to Combat Modern Slavery 2020-2025. This program received grant funding from the Australian Government. The Survivor Advisory Council (SAC) speaks directly to Australian Government and related agencies to advise on effective methods to prevent, disrupt and respond to modern slavery. The program facilitates meaningful, purposeful and trauma-informed interactions between government decision-makers and those most affected by their decisions.

LEEP is guided by the following principles collected from the wisdom of survivors of modern slavery, and from domestic violence and mental health advisory work. These principles include empowerment, equity and equality, diversity and inclusion, visibility, transparency, safety, respect and trust, and support. Good practices in LEEP are informed by continuous opportunities for people to give feedback and direction, as well as involvement in formal monitoring and evaluation using participatory methods. Participants begin their LEEP journeys by connecting with fellow survivors, taking part in both social and educational opportunities. Connection reduces isolation and supports an understanding of both individual and broader issues affecting many more survivors.

Advice and recommendations from the SAC have successfully informed modern slavery legislation and criminal code reviews, frontline awareness and training, the government's Victim and Survivor Engagement and Empowerment Strategy, and justice, remediation, and support.

⁷⁵ Victorian Government. (2023). Victim Survivors' Advisory Council. <https://www.vic.gov.au/victim-survivors-advisory-council>

⁷⁶ Ibid.





Listening to the voices of children

- 5.15 The Salvation Army acknowledges the importance of listening to the voices of children and emphasises the need to develop mechanisms for children's voices to inform family and domestic violence reforms. Wherever able, children and young people should be engaged as individuals, through forums that are tailored according to their age and development.
- 5.16 For example, sitting around a table may not be an effective environment to engage a child. A simple way to encourage engagement is to ask the young person how and where they wish for consultation to occur. We suggest that consideration is also given to creative outlets, providing children with tools for expression and fostering emotion.
- 5.17 The Salvation Army also highlights the importance of engaging the voices of Aboriginal and Torres Strait Islander children. For Aboriginal and Torres Strait Islander children it is critical that engagement and resources are culturally appropriate and community driven.

Recommendation 24

- 5.18 The Salvation Army recommends that the South Australian Government invest in the development of a formal mechanism for people with a lived experience of family and domestic violence to provide advice to government regarding service delivery, policy, and legislative reform. Consideration should also be given to engaging persons using violence, and children and young people as victim-survivors.**

Considering victim-survivors of modern slavery and forced marriage

- 5.19 The Salvation Army believes that forced marriage and certain forms of modern slavery are manifestations of family and domestic violence. The Salvation Army has been providing support to victim-survivors of modern slavery – including forced marriage – since 2008 through our Trafficking and Slavery Safe House in NSW.
- 5.20 Modern slavery can involve victim-survivors in family and family-like relationships through coercive or deceptive means for the purposes of forced marriage, forced labour, domestic servitude, servile marriage, sexual exploitation, debt bondage and other forms of slave-like practices and exploitation.⁷⁷ For example, in our experience, forced marriage is accompanied by the use of controlling and coercive behaviours including shaming, threatening family reputation and creating family pressure, monitoring of daily life, and threats and manipulation around visa status and migration. Pressure and control forcing a person into marriage often occurs over time, sometimes over many years.

⁷⁷ Moore, H. (2019). *Service or Servitude: A Profile of Trafficking for Domestic Work in Australia*. Sydney, NSW: Mercy Foundation and The Salvation Army.



5.21 We highlight some of our recommendations related to modern slavery and forced marriage for the Commission to consider:

- **Coordinated service responses.** In our experience, there is little coordination and collaboration currently, particularly between the Australian Federal Police (AFP) who have skills and knowledge in this area, and state-based police, services and supports. Coordinated and collaborative service responses between Commonwealth and state-based mechanisms are critical to ensure the safety and wellbeing of victim-survivors of modern slavery and forced marriage.
- **Improved education and training across the service sector.** There is a need to increase understanding about modern slavery and forced marriage within the mainstream service system to ensure frontline services are able to identify and respond appropriately. In our experience, many of the services that victim-survivors interact with do not have sufficient education nor awareness to understand that this form of coercion and control. Education and training are critical in building an understanding of modern slavery and forced marriage, and the barriers that disempower victim-survivors and prevent them from seeking support or disclosing forced marriage. This should include training for state police on indicators of modern slavery and forced marriage to assist with victim-survivor identification and support, and prevention of crime. Although investigation of modern slavery offences falls under the AFP's jurisdiction, state police are well-placed to provide initial victim-survivor identification when responding to domestic or workplace disputes, and when victim-survivors attend police stations to seek help.
- **Primary prevention, early intervention and community education.** We advocate for greater investment in rights education and awareness raising campaigns throughout communities. We suggest focusing on rights education, which explores both cultural attitudes and beliefs alongside Australian laws and legislation related to modern slavery and forced marriage. Alongside empowering victim-survivors to identify modern slavery or forced marriage within their own relationships, greater investment in community education and awareness raising would ensure that every Australian considers themselves an active bystander and recognises forced marriage as unacceptable. We point to an example of a Salvation Army early intervention strategy below.

A Salvation Army Early Intervention Strategy

In 2022 the Trafficking and Slavery Safe House collaborated with Settlement Services International (SSI), Afghan Women's Support Agency and the Cumberland Police Area Command's Multicultural Community Liaison Officers to run a series of short workshops around community safety, rights at work and rights in relationships in Western Sydney. The workshops were delivered in Granville and Merrylands to both established and newly arrived migrant women from the Afghan community, responding to community members' requests to increase knowledge in this area. The workshops, facilitated with a bilingual community member, focused on safety and choice within relationships. This included information about forced marriage, how to identify it and support services available to anyone impacted by a forced marriage or at risk.



The Salvation Army's Trafficking and Slavery Safe House and Live Experience Engagement Program

The Salvation Army established the Trafficking and Slavery Safe House in 2008, Australia's first and only accommodation service in Australia specifically for adult women who have experienced human trafficking, slavery and slavery-like practices. The Safe House supports approximately 30 to 35 survivors and their dependents each year with flexible and holistic case management, either through its supported accommodation service (for adult cisgender and transgender women), transitional housing or non-residential support (for all ages and genders).

Located in Sydney, the Safe House accepts nation-wide referrals from a range of sources including health, education, law enforcement, legal services and community-based organisations. Safe House residents' experiences of exploitation vary widely across the spectrum of modern slavery offences, but typically include:

- Survivors of domestic servitude, including in private households and diplomatic residences;
- Survivors of a forced marriage or those at risk of a forced marriage (typically young women);
- Survivors of sex trafficking and sexual exploitation in commercial or private settings;
- Trafficking and forced labour in other industries, including but not limited to agriculture, construction, personal/aged care, hospitality and tourism; and
- Survivors of exit trafficking and attempted trafficking.

The majority of the people the Safe House assists are migrants, including temporary visa holders, international students, asylum seekers and refugees. Australian permanent residents and citizens are also represented in the cohort the Safe House supports, particularly those who have experienced or are at risk of forced marriage, and people who have experienced sexual exploitation and domestic sex trafficking. Linking with other services, the Safe House supports survivors to meet their immediate and long-term needs, in order for them to become independent and seek justice.

Funded under the Australian Government's National Action Plan to Combat Modern Slavery 2020-25, The Salvation Army also delivers the Lived Experience Engagement Program (see page 48) to empower survivors of criminal labour exploitation to use their lived expertise to inform positive change. Survivor Advisory Council members commenced their engagement and consultation with the Australian Government in December 2022.



Recommendation 25

5.22 The Salvation Army recommends that the South Australian Government support victim-survivors of modern slavery and forced marriage by:

- Investing in specialist services for victim-survivors, including investing in integrated family violence responses for victim-survivors of modern slavery and forced marriage;
- Implementing specialist training for law enforcement and the wider frontline service sector;
- Investing in the development of a comprehensive education and awareness campaign to ensure the broader community understands these forms of violence; and
- Coordinating state and Commonwealth responses, creating a streamlined process for victim-survivors to be supported adequately.

Empowering organisations in data collection and outcomes measurement

Ensuring organisations can meaningfully access their own data

5.23 The Salvation Army believes that, where available, service providers should be able to use their own client management system and outcomes measurement frameworks, as opposed to being prescribed government systems and tools.

5.24 The Salvation Army is currently unable to use our own existing Australian Institute of Health and Welfare (AIHW) approved client management system for South Australian Government-funded services. Whilst we receive a summary of the data we input into the mandated system, it is provided in summarised formats and not unit record form necessary for data analysis. This has resulted in a loss of ability to utilise our own data for timely monitoring, evaluation and learning activities to support evidence-based practice.

Impact and outcomes measurement

5.25 Impact and outcomes measurement is crucial to understanding what works well and how services can be improved, while providing funding body accountability, evidence for sector advocacy, and a means to augment victim-survivor voices.

5.26 Over the past three years, The Salvation Army has developed and tested a rigorous, evidence-based outcomes measurement framework (the Framework) using validated tools for its national family and domestic violence services. The Framework has been developed by The Salvation Army's Research and Outcomes Measurement Team, in consultation with our National Family Violence Stream leadership and victim-survivor advocates. The Framework is currently being advanced in partnership with the Centre for Social Impact (University of Western Australia) and an advisory network involving a number of university-based, government and peak body experts (including Family Safety Victoria), along with family and domestic violence service specialists. State-by-state lived experience consultations will also take place this year.



- 5.27 The Framework has been designed specifically for our national services, and the measured outcomes can be mapped and reported to meet diverse stakeholder requirements, which include various governments' outcomes frameworks.
- 5.28 The Salvation Army plans to share its Framework, selected measures and tools, processes and learnings with external organisations and agencies, where possible. We hope this information will help to illustrate the benefits of service-level outcomes measurement, build sector capacity to measure outcomes, and increase understanding of the family and domestic violence service and sector impacts.
- 5.29 Service provider-specific outcomes measurement frameworks are important to accurately measure the success of diverse service delivery models and offerings within the family violence sector. It allows each service provider to understand what works and does not work with their service provisions and monitor changes of outcomes arising from innovation and continuous improvements. It also enables service providers to measure outcomes using one consistent framework that aligns with their theory of change and model of care. This approach avoids the need to use multiple, potentially overlapping, outcome frameworks mandated by different funding bodies, which may overlook outcomes unique to service providers, local areas and their client groups. It also minimises administrative burden of data collection and reporting. Service providers can then map and report their outcomes to various funding bodies and sector outcomes frameworks.
- 5.30 As the South Australian Government looks towards measuring its impact using service-level data, we implore the use of agile rather than prescriptive frameworks. Rigid or prescriptive frameworks can limit the learning, innovation and responsiveness of individual service providers to meet changing and diverse community needs.

Recommendation 26

5.31 The Salvation Army recommends that the South Australian Government:

- **Allow services to access their own data in summary and unit record form;**
- **Support organisations with established client management systems to translate data from their own system into government data systems;**
- **Support organisations to develop their own outcomes measurement framework that aligns with their unique model of care and theory of change, whilst meeting funding body reporting requirements; and**
- **Ensure state government service-level outcomes measurement requirements remain agile to allow frameworks to be tailored to services' unique design, local context and client base.**

6 Conclusion

- 6.1 The Salvation Army thanks the Commission for the opportunity to provide a written submission to the Royal Commission into Family, Domestic and Sexual Violence.
- 6.2 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

August 2024



Appendix A The Salvation Army's services in South Australia

The Salvation Army's Bramwell House

Bramwell House provides short-term crisis accommodation, risk assessment, safety management, and specialist case management to victim-survivors of family and domestic violence.

Bramwell House aims to provide a safe, welcoming, and fully inclusive service, and recognises and is sensitive to the needs of people who often find it difficult to access and use services in times of crisis. This includes Aboriginal and Torres Strait Islander people, people from culturally and linguistically diverse backgrounds, LGBTIQ+ people and people living with a disability.

The service aims to improve safety, wellbeing and recovery from the impacts of violence and trauma, assist victim-survivors to access long-term safe and stable housing, and build individual and family capacity and independence. The length of time for which victim survivors reside in Bramwell House varies according to safety, case management needs, and availability and access to safe and stable transitional or long-term housing.

Core and Cluster Crisis Accommodation and Case Management Support

Bramwell House consists of an office, eight self-contained units (four two-bedroom units and four three-bedroom units). Each unit has a private courtyard and access to a common shared space and play area.

Case management is offered to clients accommodated by the service and following their exit from crisis accommodation. The length of the clients' support period is determined based on risk assessment and safety planning and their need for ongoing case management. During this time the focus is on supporting clients to access other appropriate services, resources and community connections.

Outreach

Bramwell House provides up to three months of ongoing support to clients who have moved into Salvation Army Housing long-term accommodation.

Bramwell House can also provide outreach support to victim-survivors who are awaiting family and domestic violence accommodation. Capacity for offering outreach to individuals who are not current or former clients of the service is limited and only offered where service capacity allows.





Safer in the Home Program

The Safer in the Home (SITH) program is designed to help women and children experiencing family and domestic violence to stay safely in their family home or home of choice. The program recognises that it should always be the victim-survivor's right to remain at their homes and not to have to uproot from their lives, and for their children to be able to remain at schools, with their friends and in their neighbourhood. The program aims to minimise the social and economic consequences of escaping family and domestic violence, such as homelessness, disconnection from community, unemployment and disruption to children's schooling that may be caused by being forced to leave the family home.

SITH is available to any woman living in Australia who is experiencing low-risk family and domestic violence and wants to remain in their homes after separation from their abuser. This includes women with or without children. The service is confidential, free, and sensitive to the needs of women from all cultural backgrounds and communities. The program may also be a more appropriate choice for Aboriginal women who want to stay connected to their family and land, women with disabilities with their houses previously upgraded to meet their needs and women from culturally and linguistically diverse backgrounds wishing to stay in their communities.

Safer in the Home is designed to provide specialist support, as well as basic security upgrades to homes. This could be as simple as changing locks, installing security or sensor lights, improving external visibility through trimming trees, bushes and scanning mobile phones for potential security breaches. A comprehensive property assessment can also be provided.

Moneycare Financial Counselling Services

Moneycare is The Salvation Army's financial wellbeing and capability service. It has been operating for over 45 years and has helped thousands of people experiencing, or at risk of experiencing, financial and social exclusion. Moneycare has a national footprint consisting of approximately 85 sites across Australia. Through Moneycare, we deliver a range of free and confidential services, including financial counselling, financial capability support, and financial literacy and capability workshops. These services build on The Salvation Army's values of empathy and dignity, with an emphasis on building trusting relationships with people accessing our services. Moneycare services support people by addressing their immediate financial crisis situation and helping them build long-term capabilities and resilience in managing financial hardship.





The Salvation Army's South Australian Youth Services

Supported Independent Living Service (SILS)

The SILS program is delivered across Adelaide north and south regions, Port Pirie, Port Augusta, Whyalla and Port Lincoln. SILS is a Department for Child Protection (DCP) statutory out-of-home care program for young people. It provides intensive case management support to young people under guardianship of the Chief Executive between the ages of 16 and 18 years. Support is provided to young people by a team of case managers in an outreach capacity where they are supported to live independently in share or individual accommodation in the community. This includes support to develop life and living skills to support transition to alternative housing options.

Youth Homelessness Outreach Service and Burlendi Youth Housing

As part of the Adelaide North West Homelessness Alliance, Youth Outreach provides support to young people experiencing homelessness across the Northern and Western Metropolitan Region of Adelaide. Specifically supporting young people aged 15 to 25, the service provides support to young people seeking crisis and short to medium term accommodation. A team of case managers provide intensive case management support, focusing across several different life domains on the individual psychological and emotional needs of young people to support their transition into independence. Burlendi is a youth crisis residential accommodation service for young people aged 15 to 17 who are experiencing homelessness. The service provides 24/7 supported accommodation. Support is provided through a team of onsite youth workers, as well as connection to our case management team through our Outreach Service.

Support to Aboriginal Youth (STAY) Program

Located in the Port Augusta Region, the STAY program supports Aboriginal and Torres Strait Islander young people between the age of 10 to 19 years who are disengaged from family, community, education and cultural learning, and provides support to reconnect and re-engage.

Youth Support and Development Program

Located in the Port Augusta Region, the Youth Support and Development Program aims to address the contributing factors that lead to disengagement from education, training or employment. Young people aged 15 to 19 are provided meaningful opportunities to develop capabilities and competencies necessary for successful engagement in employment and training pathways and further develop their general life and social skills, and connect to family, community and culture.

Port Augusta Youth Safe Transport Service (PAYSTS)

The PAYSTS provides a transportation and mentoring service to young people aged 5 to 18 who are at risk on the streets and in unsafe situations within Port Augusta.





Salisbury Communities for Children (CfC)

The Salvation Army is the Facilitating Partner of the Salisbury Communities for Children (CfC) program. Here we collaborate, connect service providers together, and listen to the community. A strategic plan includes funding community partners to meet local community need.

Salisbury CfC connects parents and carers of young children and family support service providers with events, services, programs, and communities in the area. An example of one of the local initiatives is the Family Zone.

Family Zone – Ingle Farm

The Family Zone in Ingle Farm was developed in 2005 following consultations conducted by the Salisbury CfC initiative. The service is located on site at Ingle Farm Primary School in the north of Adelaide Metro.

Family Zone is an innovative and progressive family hub model of engagement with families with children, some of whom are at risk of abuse or neglect. The service offers integrated support facilitated by several professionals and agencies operating in a co-located space. This models a 'one-stop-shop' concept, seeking to provide a 'soft, single-point entry' for stressed and isolated families, and to avoid stigmatisation of families who are experiencing vulnerability. Services include perinatal mental health, culturally and linguistically diverse parenting groups and parenting supports, as well as home visiting programs, playgroups and connection opportunities.

The Family Zone highlights the need for children to grow up in supportive communities. It has demonstrated the ability to influence child and family outcomes and facilitate smooth transitions in the early years through integrated, holistic and place-based care.⁷⁸

Salvation Army Housing

Salvation Army Housing provide homes for individuals and families who are homeless or at risk of homelessness, are on low incomes and those with specific support needs. We run a range of programs which include long-term housing, transitional housing, and crisis accommodation.

⁷⁸ Nova Smart Solutions. (2019). *The Family Centre Approach to Early Intervention and Prevention*. https://www.salisburyc4c.org.au/files/uqd/8930ed_cd564efd88c24daf8bfa83287d348277.pdf





Doorways Emergency Relief Services

The Salvation Army's financial relief service, Doorways, provides emergency relief and holistic case management with referral to internal and external support services.

We recognise that people who are disadvantaged and have complex needs require an investment of time, resources and commitment to support them. This has driven a change in the way that The Salvation Army delivers emergency relief support. Recognising that many people who access our emergency relief service are in intergenerational poverty situations, The Salvation Army provides extra support to those people through Doorways case management. Doorways caseworkers provide holistic case management, practical support, and make referrals to other services.

Microfinance

The Salvation Army provides safe, affordable loans to community members on low incomes as part of the national No Interest Loans Scheme (NILS). By assessing the individual's income and helping to set a budget, NILS prevent people on low incomes entering into unsafe and inappropriate loans from other lenders. We also refer to the Salvos Loans program.