# Women's Refuges, Shelters, Outreach and Support Services in Australia

From Sydney Squat to complex Services
Challenging Domestic and Family Violence

2004

Australian Government
Department of Family and Community Services
Office for Women

Women

Written by : Wendy Weeks
Julie Oberin

Dedication

Vale Wendy Weeks

Associate Professor, Department of Social Work, The University of Melbourne, Victoria, and researcher and co-author for this research.

Wendy passed away suddenly on 31st July 2004, shortly after completing the writing of this report. The news of Wendy's death was sadly received by thousands across Australia and internationally. Wendy will be remembered for her wonderful work, especially around women's studies, social policy and practice, social work theory and practice, women's research, women's services, the women's refuge movement, issues around maternity leave and Indigenous issues. Many of us learned much from Wendy's publications and long history of teaching.

For many months Wendy was a constant figure in the lives of the WESNET women involved in this research. She participated in consultations around the States and Territories meeting with many women and workers as part of this vital research. She attended numerous conferences and visited services. Wendy also played a large role in the lives of workers in services assisting women who are affected by domestic/family violence and sexual assault. Wendy was well known for speaking out about these issues and her research, analysis and writing has helped us in many ways with the thinking and analysis needed for us to respond in better ways to the women we support. Her book Women Working with Women, was an important contribution, enabling workers to gain knowledge about what was happening around the country, and helping workers to have a sense of being part of a defined 'grass-roots' movement at a particular moment in time. Word of her sudden death, coming at a time when she was still so actively contributing to the knowledge and development of the violence against women sector, has left us with a great feeling of loss and sadness. Our hearts go out to those most affected by her death and we know that we were privileged to have had her in our lives. We miss her outspokenness, her continual contribution and dedication to the feminist project, her humour, and her kindness.

The WESNET National Committee dedicates this research to Wendy.

Pauline Woodbridge, WESNET National Chairperson and Julie Oberin, co-author and researcher. December 2004.

Acknowlegments

Table of Contents

LIST OF CHARTS, FIGURES AND TABLES

Executive Summary

This report provides an assessment of the progress that has been made in expanding accommodation and support options available to women experiencing, or escaping, domestic violence and what options or directions might be pursued in the future.

The research documented in this report measured progress through a national survey of services; a survey of 'key informants' from all States and Territories; special data analysis by the Australian Institute of Health and Welfare; consultations with women in each State and Territory; and visits to services.

The emerging picture, as a result of this 2003 survey of 137 crisis accommodation, outreach, information, support and advocacy services is of complex domestic and family violence services, responding to high demand.

Models of services

The Australian domestic and family violence services are a service system of complex service delivery organisations. The addition of extra crisis, transitional and targeted properties, along with the variety of support programs these organisations offer, have enabled increased service delivery capacity, as well as more flexible and responsive programs to meet the needs of diverse groups of women and children escaping or experiencing domestic or family violence.

The models of domestic and family violence services in Australia are diverse. They range from single communal shelters to multi-building cluster models of self-contained units with counselling rooms, children's resource buildings, playgrounds, and group or training rooms, to shopfronts in busy shopping centres servicing dispersed houses throughout the community, to large purpose built facilities in remote areas, to lone outreach workers working out of other organisations.

There are commonalities as a result of the common service delivery issues faced within the service system throughout the country, yet there are also differences in how services organise their programs and staffing. This is particularly so across States and Territories and between regional areas, often dependent on available resources. Programs have emerged and developed historically over time within the influence of their particular jurisdiction, and as services respond specifically to their local communities with what resources they have available to them.

Measuring Progress

Of the 71 relevant recommendations from previous PADV (Partnerships Against Domestic Violence) reports, more than half were reported as showing progress in implementation. However a significant number of key informants saw continuing need for attention, and relevance of the recommendations.

In total, 51 recommendations from PADV research reports published between 1998 and 2000 remain relevant and urgent. These are documented and referenced later in the full report. The key areas are:

- Increasing the range of types of services available for women;
- Improving accessibility and responsiveness of services;
- Improvements in the criminal justice system; and
- Improvements in availability of services

In addition, the present research identified the following barriers and issues to effective service delivery:

- The increase in, and socio-emotional impacts of, domestic and family violence;
- Addressing the increasing needs of Indigenous women;
- The persistently high number of women seeking SAAP-funded services, including the increase in numbers of accompanying children;
- Lack of funding and resource issues;
- Remote area issues and service shortages;
- The housing crisis and difficulties obtaining access to affordable long-term housing;
- Specific services and program gaps;
- Workplace issues for services and workers;
- State and Territory priorities and variations;
- State and territory model variations;
- Lack of culturally relevant models;
- Lack of knowledge of the Centrelink crisis payment;
- Increasing knowledge about domestic and family violence services; and
- Provision for funding of a peak body for the domestic and family violence services to facilitate sharing and collaboration

The extent and nature of 'progress' over the past decade

Progress over the past decade has been impressive, with a considerable diversification of service models noted. In addition, progress was noted in the significant number of regional key stakeholder networks, which meet regularly to improve the service system, develop protocols, and work together more effectively. Protocol development, between services and police and services, is reported to show considerable progress. Services are very active in collaborative initiatives, preventive programs, and contributing to community and professional education and policy development. The majority also prepare educational resource materials, from specific topic brochures, to manuals, to educational videos.

Other signs of progress were police education, the introduction of fax-back systems to the services from police, and court support programs.

Factors and resources facilitating developments

Clear policy development, long-serving and experienced leadership, committed and supportive organisational committees, and hard-working staff have facilitated developments. In those States/Territories where the Housing Departments have made available more housing, there is greater progress. SAAP (Supported Accommodation and Assistance Program) is an essential and internationally recognised policy and funding program which is key to the safety of women and children escaping violence. Human and Community Services Departments who contribute to funding for programs, and the Offices of Women's Policy (or equivalent) who have articulated State/Territory policy frameworks are to be congratulated for their actions. The SAAP program was evaluated during 2003/4 and many of the issues raised in this research were also raised and documented in the SAAP IV evaluation.

Alternative, creative or innovative models

In our view, the funding and introduction of more dispersed and cluster models, more independent units, transitional and medium term housing are essential, in addition to opening up pathways into longer term affordable housing.

Women's and children's support and healing programs, and programs of court support require expansion, although some services are already active in this area.

Outreach programs, systematically funded and developed are important in all States and Territories, in particular to assist women to stay in their own homes. It is urgent to open the way for other government portfolios to fund additional positions in SAAP- funded services, for example, health workers, children's workers and counsellors for follow-up.

In addition, special bilingual/bicultural programs, services for young women, lesbian women and women with disabilities were identified as urgently requiring expansion.

Strengths and limitations of the models available

The strengths of women's services are many: complex and sophisticated services providing a range of programs, with committed, hard-working and experienced staff. The services work within carefully articulated frameworks, have well-developed principles and standards of practice. They are familiar with the needs of their service users and work hard to meet them.

The overall limitation is the fact that demand is higher than services can meet. Services report waiting lists, high work pressure, and resorting to less desirable accommodation options, such as hotels and motels, to respond to excess demand. Scarcity of resources, especially in rural and remote areas, and the provision of outreach programs and more resources for children are urgent matters.

The need and potential for expanding accommodation and support options for women

Newer models of service delivery complement and supplement earlier provisions. For a system in overload, duplication is not an issue. Demand continues to be high. There was no sense in this research that earlier models have outlived their usefulness. However, options for the future should ensure women are able to access the type of service they prefer rather than be allocated whatever spare bed is available (if there is one).

Preferred Models of Service

A comprehensive service system, and preferred models, requires policy frameworks supported and funded by governments, program guidelines, principles for practice and practice standards.

Further research

Several areas for further research stand out from the findings. In particular, there is a scarcity of detailed and in-depth research into outreach programs: detailed accounts of its extent and nature; who, if anyone, is paying for it; where does it occur; and what are the particular practice challenges.

Research is needed into safe houses: the range of circumstances in which they operate, their preferred approaches and processes, and documentation of the resources needed to increase their effectiveness for Indigenous communities.

There is a scarcity of funded service and practice evaluations, which might document the detail of successful and innovative programs and approaches, especially those that draw on the experience of service-users.

Similarly there is little documentation of the practices and processes of successful crisis accommodation work.

Conclusion

This research has provided rich data for the further development of services for women, and their children, experiencing and escaping violence. The extent of State and Territory variations is considerable, and the report has attempted to include the range of responses. The needs and issues are, however, surprisingly similar as the recommendations following this Executive Summary show.

In conclusion, five issues stand out as most urgent and requiring critical attention as a result of the research findings.

First, in view of the extent of accompanying children with women seeking SAAP funded services from 1996-2002, and the fact of the funding being for 'adults', it is urgent that SAAP funding covers the costs of the full clientele of refuges and shelters, that is, including accompanying children aged from birth to 18 years. This would assist with the present under-funding of the crisis accommodation services.

Second, demand for services exceeds availability. Additional funding is necessary for crisis accommodation, outreach services, safe houses and medium-term transitional accommodation if women and children are to be able to move to safety from domestic and family violence.

Third, the severe shortage of affordable, safe long-term housing was reported in all States and Territories. This provides enormous pressure on women's attempts to move on from refuge, called by workers a crisis of 'exit points'. The increased provision of affordable public and community housing is an urgent need identified for women and children escaping violence.

Fourth, the practice of placing women and children escaping violence in hotels, motels and caravan parks because there are no available refuge beds, verges on system neglect. This is a totally inadequate service response to women and children suffering the socio-emotional impact of the experience of domestic and family violence. In the short-term, funding is urgently needed to provide daily staff support to women and children in such facilities. In the longer-term, this practice should be abolished.

Fifth, the shortages of services accessible to women and children, who are experiencing violence, and living in remote, and some rural, areas, is a major social concern. In remote areas, the majority of these residents are Indigenous, which exacerbates the difficulties faced by Indigenous women and children.

Finally, challenging and preventing violence against women and children must remain a primary goal of governments and communities to ensure no more lives are lost or women and children experience no more suffering from violence in their homes, families and communities.

We urge you to read the full report.

Summary of Recommendations

Recommendation 1

That States and Territories fund domestic and family violence outreach workers who can offer daily support to women and children escaping domestic and family violence who are placed in hotels, motels and caravan parks in the absence of more suitable supportive accommodation.

Recommendation 2

That hotel, motel and caravan park use for women and children escaping violence be reduced as soon as other suitable facilities can be expanded, and as soon as possible abolished as a service delivery practice.

Recommendation 3

That all States and Territories actively seek to learn from Indigenous service models, and commit funding to locally accountable services, based on holistic Indigenous approaches, and staffed by Indigenous workers.

Recommendation 4

That incentives be built into funding programs to encourage the continued expansion of employment of bi-cultural and bi-lingual staff in services, linked to identified need in each community.

Recommendation 5

That adequate funding be allocated to specialist domestic and family violence services to provide on-going training and professional education for police, court personnel and the generalist service delivery system.

Recommendation 6

That the Australian government endorses the listed PADV recommendations from previous PADV reports along with this report and presents them to relevant government departments for action, and to the joint Commonwealth/State/ Territory officers committees for funding priority and action, as the recommendations continue to remain urgent.

Recommendation 7

That the extent of unmet demand and the shortage of crisis accommodation be recognised as a serious issue, warranting expansion of funds for services.

Recommendation 8

That funding for refuges and shelters should cover their full clientele, that is, fund beds, space, resources and staff time for children 0-18 years accompanying the presently funded 'adult/client'. This is a recommended mechanism for addressing the present under-resourcing of crisis accommodation.

Recommendation 9

That the Australian government encourage the States/ Territories with high remote area needs, and other States/ Territories with rural needs, to give high priority to expansion of services, outreach workers and community development and education workers to address the support and service needs in these rural and remote areas.

Recommendation 10

That the Australian government fund and assist all States and Territories to fund outreach programs and non-accommodation service models.

Recommendation 11

That the Commonwealth government fund and assist all States and Territories to provide alternative models of crisis accommodation, such as dispersed housing, cluster models and independent units.

Recommendation 12

That the Australian government fund and assist all States and Territories to expand their provision of medium term and transitional housing, in view of the acute shortage of affordable housing for women and children exiting crisis accommodation.

Recommendation 13

That the Australian government assist and encourage State and Territory Human and Community Service Departments to fund specialist workers for particular groups of women in need, in particular

- young women experiencing violence
- women with disabilities experiencing violence
- immigrant women experiencing violence
- lesbians experiencing violence
- Indigenous workers for Indigenous women

Along with specialist workers for men's programs concerned with appropriate behaviour change and meeting appropriate standards, and children's programs for healing following domestic and family violence.

Recommendation 14:

That the Australian government open the way for additional workers to be employed within SAAP-funded services, funded by other government portfolios. For example, health workers, children's workers, Indigenous workers, Lesbian workers, bi-lingual workers, and community development and education workers, to assist with the development of appropriate programs to facilitate healing and recovery for women and children after domestic or family violence.

Recommendation 15:

That the Australian government fund and encourage States and Territories to provide 24 hour/7 day a week access to crisis telephone lines and appropriate crisis accommodation.

Recommendation 16:

That safety be regarded as a first principle, and incorporated into all SAAP policies and memoranda, and that of State and Territory departments funding and facilitating services to respond to domestic and family violence.

Recommendation 17:

That the Australian government strengthen the Commonwealth State Housing Agreement to ensure that all States and Territories expand the availability of affordable and safe public, social and/or community housing and loans schemes for women seeking safety after violence.

Recommendation 18:

That the Centrelink crisis payment implementation process be reviewed, to ensure it becomes widely known and accessible, and that it meets the needs of women using it, including ensuring that women do not have to leave the family home to be eligible for it.

Recommendation 19:

That the Australian government fund study tours for department personnel and service providers to visit innovative domestic and family violence services, and in addition make funds available for the production of educational videos on crisis accommodation facilities.

Recommendation 20:

That the Australian government fund WESNET (Women's Services Network) as an important peak body in the further development of services for women and children escaping violence.

Recommendation 21

That the Australian government make additional funding available for research, giving priority to research into outreach programs, safe houses and service evaluations which document innovation and draw on service-user input and experiences.

The Challenge of Measuring Progress in Service Delivery

Women 01
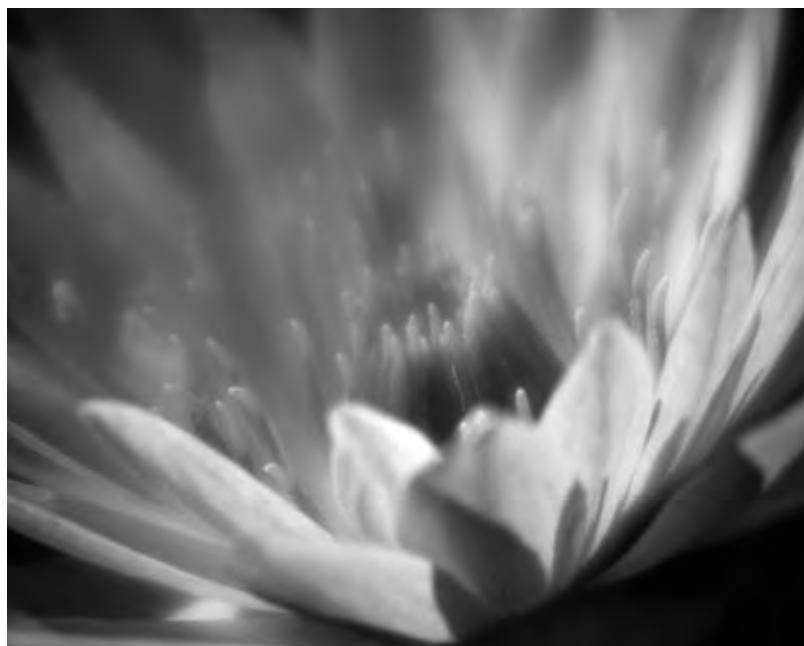
Chapter 1 The Challenge of Measuring Progress in Service Delivery

1.1 Introduction

The 2003-2004 WESNET research, funded by the Office of the Status of Women, entitled *Examining Progress in Accommodation and support options for women experiencing and escaping violence*, was given a broad brief to report on progress over the past decade and current models assisting women and children.

WESNET (Women's Services Network) was strongly committed to the achievement of high quality outcomes from the project *Examining Progress in Accommodation and Support Options for Women*. We were delighted to win the tender, and agreed with the emphasis that the Partnerships Against Domestic Violence (PADV) Taskforce placed on the importance of projects funded under PADV II providing evidence and resources regarding ways to improve the effectiveness of service responses for women and children affected by domestic violence.

The project required effective networking with the field which WESNET is well placed to deliver because of the extensive networks upon which they are able to draw. A very large number of services and women participated in the research, and visits were made to 19 services. 203 services responded to the initial audit and 137 of these completed service reports. There were 134 participants, from 112 services involved in the twelve consultations. In addition, 38 key informants provided us with overviews of progress across the country.

1.2 The continuum of service delivery

The range of services responding to domestic and family violence encompasses a broad sweep of activities. They can be conceived as a continuum describing the pathway of a woman's actions as she breaks the silence about a violent situation: she seeks information, she may leave and spend time in crisis accommodation, then she will either return home, to a hopefully changed situation, or seek to independently establish a safe home for herself and her children. The process of deciding to leave typically takes years of trying again and again, hoping for change. Many women stay for long periods in a violent situation and work on safety planning with an outreach worker or counsellor, if there is one available in her location. Women telephoning accommodation crisis lines may initially be seeking support and information, rather than accommodation. Because of the absence of appropriate support for women after refuge or alternative accommodation, some women return to violent situations, only to leave again later. Similarly, women who seek outreach support for their situations may subsequently seek accommodation. This clearly shows that accommodation provision and support are inter-connected.

The mapping of support pathways for women sought to understand the inter- connections which influence women's decisions regarding the violent situations that they experience. These may include the ways in which service co-operation and collaboration can assist women to identify barriers, gaps in programs and resources, which may influence that decision.

The service delivery networks include a wide range of services and programs. There are information, support and referral services across the country, some funded by the Supported Accommodation Assistance Program (SAAP), some auspiced by non- government generalist organisations and State funded women-specific services, including those specialising in domestic violence. In 2002 the Aboriginal and Torres Strait Islander Commission (ATSIC) funded fourteen family legal and education services to respond to situations of family violence among Indigenous people. The domestic and family violence services, as the refuges and shelters have become, offer a mixture of crisis accommodation, medium term or transitional housing, and varying degrees of follow-up support and programs for women and children to assist recovery and healing from the trauma of domestic and family violence. After the crisis, there is the long road to finding affordable, safe housing. It is this continuum of service delivery with which this research is concerned.

1.3 The challenge of 'measuring progress'

There are many possible ways in which 'progress' could be measured: growth or lack of it in the SAAP crisis accommodation program; increase in demand for crisis accommodation and high uptake and use of domestic violence legislation; growth in the availability and accessibility of public housing; decline in the incidence of domestic and family violence and demands on crisis accommodation services — to name several possible indicators. We wanted to build on previous research, so it seemed relevant to consider the major PADV research reports relevant to crisis accommodation, outreach and support. We sought a research design which did not only rely on the view of 'progress' held by workers in services, but also a wider group of stakeholders. In brief, we elected a multi-method research design to ensure reaching as many stakeholders as possible.

A very experienced Reference Group was established to support and advise the research team. We then set about an extensive compilation of relevant literature (See Appendix 1 for details about the Research Team and Reference Group). Our first data gathering step was to write to the services and invite participation, building invitation lists from WESNET and other data sources.

1.4   Research purpose, aims and questions

The purpose of this research was to assess what progress has been made in expanding the accommodation and support options available to women experiencing, or at risk of, domestic violence and what options or directions might be pursued in the future.

The research had a primary focus on initiatives in services commonly known as 'women's services', that is, services funded through the Supported Accommodation Assistance Program (SAAP) and domestic violence crisis services. However, research shows that only a small percentage of women who experience domestic violence access 'women's services' available through SAAP and domestic violence crisis programs and that other approaches are needed.

During the past decade new and innovative approaches have been proposed, and some implemented, which aim to expand the options for women and to reach a broader group of women. There is very little by way of evaluative information to indicate how successful or widespread these changes have been. This project was designed to partially address this gap in the evidence, provide an information base and to identify possible future directions.

The aims and subsequent research questions were as follows:

i.   To document the extent and nature of accommodation options for women experiencing or escaping from violence.

- What are the different types of accommodation?
- What are the State/Territory and regional variations?
- What are culturally relevant accommodation options?

ii.   To document the extent and nature of change – 'progress' – over the past decade.

- What is the extent and nature of new approaches?
- What is the evidence for effectiveness of changes?
- What are the factors and resources facilitating developments?
- What are the barriers to change?
- What is the impact on service numbers and unmet demand?

iii.   To document the extent and nature of outreach support available for women experiencing or escaping violent situations.

- What is the availability and types of outreach models?
- What are the State/Territory, regional and cultural variations?

iv.   To identify referral and support pathways for women who do not use accommodation services.

- What are the entry points and pathways?
- What is the relationship between outreach and follow-up support and return to community?
- What supports and systems must be in place to offer safe 'stay at home' options for women?

v.   To identify alternative models of outreach support and accommodation, and creative or innovative models and approaches.

- Are there innovative approaches in existence which should be more widely tested or implemented?
- To what extent have these new approaches improved options for women and their children?
- Is there evidence of the effectiveness of models?
- What are the strengths and limitations of the models available?

vi.   To explore the need and potential to further expand accommodation or support options for women.

- To what extent do newer models complement or duplicate earlier approaches?
- To what extent, if at all, have earlier models outlived their usefulness?
- What models are best suited to the various needs of different women?
- What models and approaches best suit women from culturally and linguistically diverse backgrounds?
- What models and approaches are favoured by Indigenous women?
- To what extent do the existing services meet present needs, and if not, what is the extent of unmet need?
- What are the barriers to implementing approaches which suggest better outcomes for women and children, and what can be done to address these barriers?

1.5   Our approach to the research

Key elements of our approach that we believe added considerable value include active engagement of the field, including service providers, resource agencies and program administrators; recruitment of a high level Project Reference Group to expand the knowledge and expertise available to the project throughout all major activities; and a research design which provided systematic and rigorous data collection.

The research design was based on the following principles and rationale.

1.5.1   *The benefits of multi-method research design*

Complex social phenomena require complex methods of investigation. Practice research in particular requires exploration of the experience of different stakeholders: service managers, direct service workers and service users. Different strategies were employed in this design to reach the various key stakeholders.

1.5.2   *Commitment to evidence-based research*

The design sought to amass the range of available evidence, both evaluated and reported experience of service users and service providers. It built on a thorough review of existing research and documentation, including previous PADV projects, and provided systematic documentation of other models and approaches.

1.5.3   *Commitment to cultural inclusivity*

Australian service delivery is complex by virtue of the geographic spread of communities, the size and climatic variations, and the concentrations of diverse populations. The corollary of being a highly urbanized country is that rural and remote areas, with lower population density, face considerable barriers to service delivery.

In highly populated urban contexts as well as rural and remote areas, cultural groups are segregated by language and cultural practices. The accommodation services have high numbers of women from culturally and linguistically diverse populations. In many regional areas Indigenous women are frequent service users.

1.5.4   *Commitment to women-centred principles of safety, empowerment and confidentiality*

Research into domestic and family violence touches very painful and personal experiences of women and their children and families. It is very sensitive data. Women require respect, confidentiality and privacy to ensure their safety, as well as accurate information about their legal rights and potential safety plans. The choice of criteria for effective models will attend to such needs and principles of practice. We hope the research will contribute to understanding what 'improved outcomes for women' might mean in organisational policies, protocols and practices.

1.6   Research design

First, we decided to 'measure progress' by examining the implementation of relevant recommendations from the published PADV research. We developed a research instrument, Measuring Progress: The Report Card, to go to 'key spokespersons' outside the services, which obtained perceptions and evidence of implementation of the relevant recommendations from five major PADV research reports, published between 1998 and 2000. This ensures that a wide range of key stakeholders, including representatives of State/Territory governments had opportunity to provide an account of how they have adopted recommendations from PADV research and to explain the initiatives they have taken to redress difficulties and expand services. In addition we asked some open-ended questions about current issues facing services.

Thirty-eight key informants from all States/Territories participated, and their perceptions and comments are presented in Chapter 5 and Appendix IV.

Second, we developed a more user friendly short survey, so as not to burden busy service providers, entitled Measuring Progress: Services Reports, which sought to establish progress in relation to availability, access, ways of managing safety, cultural responsiveness, growth and/or barriers to growth. Over two hundred service reports were sent out in October 2003, and one hundred and thirty-seven services participated in this component. The responses were collated using Statistical Package for the Social Sciences (SPSS), supplemented by content analysis of the open-ended questions. The findings, which give a picture of the range and activities of services, are reported in Chapter 3.

Third, consultations in each State/Territory were able to alert us to particular issues in each State/Territory, and provide opportunity for local service participants to comment and contribute to the research findings. The face-to-face consultations ensured that researchers tapped the complexity of service delivery in different locations; the strengths and limitations of different accommodation and support models, including those which combine accommodation and support within the one service. The consultation meetings ensured that the pathways of support available to women were fully understood. Diverse locations and cultural groups were included to ensure the particular issues for provision of accommodation and/or support across geographic and cultural barriers are well-understood. We elected to hold half-day or full-day consultation meetings in each State and Territory to ensure we obtained a full national picture, and adequately account for regional variations in relation to both needs and service delivery approaches and practices. These sought to include the Indigenous community, women from culturally and linguistically diverse communities, and regional, rural and remote communities, and to investigate in more detail a sample of newer, creative and innovative approaches.

The Reference Group members were active in organising each consultation. Two researchers attended most consultations, and asked the group to address the same eight questions. At each consultation site the members of the research team also visited local services and engaged in in-depth discussion. Twelve consultations were undertaken. NT Shelter co-funded and organised the Northern Territory consultations, and Queensland Women's Health Network contributed resources to make it possible to visit Mt Isa as well as Townsville.

The consultation responses are reported in Chapters 4, 6 and 7. Appendix II provides information on the consultation questions and sites. Appendix III includes a list of participating services and women.

1.7   Ethics approval

The research design has ethics approval from the University of Melbourne (HREC Project Number: 030571).

Chapter 2 will overview some of the relevant literature.

Australian Women's Services Responses to Domestic and Family Violence

Women 02

Chapter 2 Australian Women's Services Responses to Domestic and Family Violence

2.1   Introduction

'A woman's response to abuse is often limited by the options available to her' (WHO 2002, p 96)

The inestimable losses suffered by women subjected to men's violence has given rise to the development of many different service approaches to support, accommodation and advocacy throughout the world. These models have the common goals of providing women with options which enshrine their human rights, including the right to live safely and free of violence; the right to accommodation and support respectful of their diversity and increasingly importantly, the right to seek economic and social security on their own behalf and with their children. In Australia, these services have received funding from the state for over a quarter of a century. The progress made by these services toward the development of new options for women, was the subject of this study.

The literature relevant to services responding to domestic and family violence covers a wide span. Much of the literature between the 1970s and mid 1980s has been directed to making the phenomenon of violence against women visible, and attempts to understand its extent and nature, and theorise violence against women in its different forms, in different locations and social groups, including the patterns of violence in relationships. Since the early 1990s Indigenous women have spoken about their experiences of family violence, as have other groups of women, such as immigrant women and women with disabilities.

Subsequently there is an emerging literature on refuges, shelters, feminist women's services and about individual and group practices with women who have experienced violence. Finally, the United Nations declaration against violence against women in 1994, following other international instruments such as CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) which was adopted by Australia in 1983, has given impetus to governments to develop public policy goals and policy frameworks for 'whole of government' approaches to violence against women, including domestic and family violence. They have also been moved to fund services to develop particular practice manuals, which are a rich resource.

This chapter will present an overview of some international and Australian literature which adds to our understanding of the complexities and issues facing services responding to domestic and family violence, and in particular those concerned with women. It begins with a discussion of definitions of violence, domestic and family violence then turns to the emergence of Australian policy frameworks and the relationship between homelessness and domestic violence. Following is a review of some research on women's services, refuges and practice models. Finally the chapter presents some specific definitions and concepts used in the research which follows.

2.2   Defining violence against women

There is much debate about the terminology used to describe violence against women. The use of such different terms and categories has made research into the incidence and scale of violence against women difficult to assess. For example, a range of legal definitions are used to prosecute violence against women, and even though these definitions have been broadened in recent times, they remain quite limited in comparison to the range of women's own descriptions of the behaviours that constitute violence.

The World Health Organisation (WHO) report on violence and health, released in 2002 adopts a very broad definition of violence, from the WHO Global Consultation on Violence and Health in 1996:

> The intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation. (WHO 1996, p 96)

The WHO report on violence and health elaborates further, proposing the use of the term 'intimate partner violence' and defines this violence as

> Any behaviour within an intimate relationship that causes physical, psychological or sexual harm to those in the relationship. This behaviour includes:
>
> * Acts of aggression — such as slapping, hitting, kicking, beating;
> * Psychological abuse — such as intimidation, constant belittling and humiliating;
> * Forced intercourse and other forms of sexual coercion; and
> * Various controlling behaviours — such as isolating a person from their family and friends, monitoring their movements, and restricting their access to information or assistance. (WHO 2002, p 89)

These definitions are limited by the failure to recognise gender as an organising factor in social and power relations which is more prominently described in the Declaration on the Elimination of Violence Against Women. This declaration adopted the term, gender based violence which was accepted by the General Assembly in 1993:

> …any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.

However, read together these definitions are assisted by the WHO approach which describes a broad spectrum of degrees of force covered by the definition of coercion that is useful to a broader definition of violence against women:

> Apart from physical force, it may involve psychological intimidation, blackmail or other threats — for instance, the threat of physical harm, of being dismissed from a job or of not obtaining a job that is sought. It may also occur when the person aggressed is unable to give consent — for instance, while drunk, drugged, asleep or mentally incapable of understanding the situation.
> (WHO, 2002, p149)

In the Report *Working Together Against Violence: The first three years of the **Partnerships Against Domestic Violence*** (PADV) (2001) the substantial research and development initiatives of the Commonwealth Government, the authors write:

Domestic or family violence may involve a wide range of behaviours, including:

- **Physical abuse** — *including direct assaults on the body, use of weapons, driving dangerously, destruction of property, abuse of pets in front of family members, assault of children, locking the victim out of the house, and sleep deprivation;*
- **Sexual abuse** — *any form of forced sex or sexual degradation, such as sexual activity without consent, causing pain during sex, assaulting genitals, coercive sex without protection against pregnancy or sexually transmitted disease, making the victim perform sexual acts unwillingly, criticising or using sexually degrading insults;*

- **Spiritual abuse** — *denying access to ceremonies, land or family; preventing religious observance, forcing victims to do things against their religious beliefs, denigration of cultural background, or using religious teachings or cultural tradition as a reason for violence;*
- **Verbal abuse** — *continual 'put downs' and humiliation, either privately or publicly, with attacks following clear themes that focus on intelligence, sexuality, body image and capacity to parent and spouse;*
- **Emotional abuse** — *blaming the victim for all problems in the relationship, constantly comparing the victim with others to undermine their self-esteem and self-worth, sporadic sulking, withdrawing all interest and engagement (eg weeks of silence);*
- **Social abuse** — *systematic isolation from family and friends through techniques such as ongoing rudeness to family and friends, moving to locations where the victim knows nobody, and forbidding the victim or physically preventing the victim from going out and meeting people — in effect, imprisonment;*
- **Economic abuse** — *complete control of all monies, no access to bank accounts, providing only an inadequate 'allowance', using any wages earned by the victim for household expenses.*

(Office of the Status of Women, Department of Prime Minister and Cabinet, 2001, p7).

This definition is consistent with the previous National Strategy against Violence Against Women (1991), and with the United Nations Declaration on the Elimination of Violence Against Women.

2.3 Violence against women, domestic and family violence

There is also considerable debate within the community, reflected in the literature about the language that ought to be used to describe violence against women in the home. More specifically, these debates centre around which is a more accurate term: **domestic** violence or **family** violence (DVIRC, 1998; Dimopoulos et al, 1999). The arguments variously range from questions about whether the term 'domestic' trivialises violence by locating it within the private sphere (DVIRC 1998, p 9), whether domestic violence or family violence is more culturally appropriate, or whether the term adequately describes what is happening in women's families and communities.

Many Aboriginal and Torres Strait Islander peoples have actively voiced their view, and indicated in some studies, that they prefer to use the term 'family violence' to bring into focus the 'trauma of the inter-connecting and trans-generational experiences of individuals within families, to show the continuity between how we have acted upon and how in turn, we may then act upon ourselves and others'. (Bagshaw et al 2000, p124). The most comprehensive State report exploring the Indigenous experience of violence was that of the Aboriginal and Islander Women's Taskforce on Violence, chaired by Boni Robertson, in Queensland. It reported in 1999 and 2000, and the 328 page report covers in detail all forms of community and family violence, and presents nineteen pages of recommendations (Queensland, Aboriginal and Torres Strait Islander Women's Taskforce on Violence Report, 2000). Subsequently the Queensland Government developed detailed action plans in a 'first step' and a 'next step' report, committing millions of dollars to addressing violence in Indigenous communities

The ATSIC Commission document **Tjunparni: Family Violence in Indigenous Australia** defines family and interpersonal violence as being expressed in a number of ways including:

> *The beating of a wife or other family members, homicide, suicide and other self- inflicted injury, rape, child sexual abuse, incest and the sale of younger family members for misuse by others as a ways of obtaining funds for drink or gambling. When we talk of family violence we need to remember that we are not talking about serious physical injury alone but also verbal harassment, psychological and emotional abuse, and economic deprivation, which, although as devastating, are even more difficult to quantify than physical abuse (Mow 1999 p 10).*

In Australia, in respect for the preference of many Indigenous people (some Indigenous people still prefer the term domestic violence), the longer phrase 'domestic and family violence' is often used, though in shorthand people talk about 'domestic violence' or 'DV'. Internationally, the use of the term 'violence against women' is widespread, becoming accepted as the term that covers all forms of violence against women. This term allows for the development of policy across a range of settings, recognizing that there are core sets of determinants identified for all forms of violence against women. For the purposes of this research, the focus is clearly on domestic and family violence.

Explicit within the WHO Report on Violence and Health 2002, and the Australian Commonwealth's PADV approach is that violence is an abuse of power. For example, the Commonwealth Government acknowledges that domestic violence is generally understood as gendered violence, and 'is an abuse of power within a relationship [heterosexual or homosexual] or after a separation' when one partner in an intimate relationship attempts by physical or psychological means to dominate and control the other (Office of the Status of Women, 2001, p7).

2.4 Australian policy responses: safety, justice and women's rights

Given impetus by United Nations declaration and other international instruments externally, by the women's movement within the country over the past thirty years, and the Australian Women's Safety survey (Australian Bureau of Statistics, 1996), the Commonwealth Government has continued to uphold a commitment to abolish violence against women. In this context, most State/Territory governments have also moved toward specific anti-violence or safety for women strategies, including policy frameworks and strategies against domestic and family violence. For example, the Northern Territory has both a Domestic Violence Strategy and an Aboriginal Family Violence Strategy, both developed and refined from their earlier first policies in the late 1990s. The Domestic Violence Strategy has policy goals including the development of 'an integrated, coordinated and collaborative response that is informed about community and regional issues, and developed in partnership with the community', plans for coordinated intervention, education programs and data collection goals (Northern Territory Government, Social Policy Unit, Department of the Chief Minister, 2002). Priority actions are listed for 2002 to 2007, and hoped for outcomes are identified. The Aboriginal Family Violence Strategy identifies factors to be taken into account, principles of program approaches, and, again, priority actions to be undertaken 2002-2007. (Social Policy Unit, Department of the Chief Minister, 2002).

The ACT policy framework (2003) addresses violence and safety issues for women and is based on knowledge assumptions about the experience of violence against women. The ACT Government has developed three Action Plans containing policy goals and responsible departments. Plan 1 covers protection and justice, aiming to provide a justice system that 'provides protection, support and advocacy for women'. Australian Women's Services Responses to Domestic and Family Violence Action Plan 2 is concerned with **Options for Women**, to ensure that 'assistance provided for women is appropriate, accessible and responsive'. Action Plan 3 aims at prevention of violence, which aims to develop 'understanding, acceptance and acknowledgement of the right of women to live their lives free from violence'. (ACT Office for Women, 2003.)

The Women's Safety Strategy, Victoria (2002), which has been developed over a number of years reports on women's experiences of violence, outlining the policy framework, and presenting action plans for implementation, in the areas of protection and justice; developing options for women; violence prevention and education and community action and coordination (Office of Women's Policy, Department of Premier and Cabinet, 2002). In addition, the refuges and shelters have participated with the Department of Human Services in the Family and Domestic Violence Crisis Protection framework, which is concerned with service delivery. This framework is rights-based and proposes area-based service responses, requiring the development of regional plans. It offers a set of comprehensive principles for accommodation provision which suggest the importance of flexible accommodation options; assistance to remain at home; crisis supported accommodation; privately purchased short-term accommodation, such as caravans or motel rooms; transitional accommodation and the goal of exit accommodation options (Department of Human Services, 2002, pp19-21). After years of work by many people, the Victorian Indigenous Family Violence Taskforce Final Report (December 2003) is now available.

Such policy frameworks give a systematic approach to service delivery, although change, widespread knowledge and understanding of them, and implementation is often slow. Willis and Craft (2003) have analysed the SAAP policy documents and subjected them to scrutiny for the presence of discussion of 'safety', an essential principle of service delivery for women escaping domestic or family violence. They argue there are two problems with how the SAAP policy documents include safety. First 'the lack of an explicit focus on safety as a key component of emergency accommodation' and second, 'the dilution of meaning around the term safety…. by association of safety with other terms such as "safe and secure accommodation", "safety and well-being" and a "safe environment". (Willis and Craft, 2003, p29). This is consistent with the attempt within SAAP to incorporate domestic and family violence into homelessness, and it continues to be a difficulty, as Willis and Craft point out.

2.5 The relationship between violence and homelessness

Since the Commonwealth review of homelessness in 1993, entitled **Moving Forward**, crisis accommodation and housing for women escaping violence has been subsumed into general provisions for homelessness. The domestic and family violence services have been concerned that this would shift the attention in service delivery too far from the principal issue of violence to a question simply of housing. Nunan (1995, p27) introduced into this debate the insight that the experience of homelessness for women escaping violence can begin when women are at home, that is, what she called 'housed homelessness'. She noted that the disenfranchisement from home occurs long before women leave. Moreover, other authors argue that women fleeing violence do have a home but they simply cannot live there safely (Chung et al, 2000, p 46). This approach moves beyond the physical definition of home and argues in favor of recognising the spiritual and emotional meanings of home. There is also acknowledgement that women can leave once or twice or many times, and that the decision to leave the home is not a fixed 'once and for all' moment or event (Chung et al, 2000, p 46). Clearly women who cannot safely remain at home become 'homeless'. However the experience of escaping violence has many more socio-emotional effects than simply the lack of housing. This present research later reports that escaping violence is among the main reasons for seeking SAAP accommodation. The most comprehensive report on the relationship between domestic and family violence and homelessness is entitled **Home Safe Home**, by Chung et al (2000), research auspiced by WESNET and funded by PADV. The recommendations from this report, and progress on their implementation, are further examined within the present research, and our findings are reported in Chapter 3.

For Indigenous women, homelessness is also linked to domestic or family violence.

(Blagg et al 2000, p 31). Where women are living in rural and remote parts of Australia, the literature makes the direct link between women's limited options to leave and their low level of knowledge of services and the lack of availability of services to assist them (WESNET 2002 p 16). In other words, the combination of these factors means that women in isolated parts of Australia may be less likely to become homeless because the option to leave is less real for them (WESNET 2002 p 17; DVIRC 2002, p 60). As women are speaking out and acting against violence to a greater extent, this situation is changing, and they are showing up as 'itinerant', which is the Northern Territory term for homelessness.
The relationship between violence and homelessness has, for the past decade, been the policy lens through which the state has viewed its obligations to women suffering from intimate personal violence. However as one service provider points out 'the safety of women and children in their own homes is an indicator of the extent to which any society can claim to be peaceful and tolerant'. (WDVCS 2003, p4).

The question of whether violent partners rather than victims ought to be removed from the family home has always been the subject of discussion among women's services, because of the recognition that it is predominantly and statistically men's violence that is making the home intolerable. However a more specific question has now been raised: 'what pre-conditions ought to be met to ensure a women's safety when she remains in the home after the perpetrator is removed?' (DVIRC, 2002). The pre- conditions suggested by DVIRC (Domestic Violence and Incest Resource Centre) include:

• Improvements to the police responses;

• The need for law reform;

• The need for accommodation for perpetrators; and

• The availability of domestic violence courts and court-based advocacy services (DVIRC 2002 p 62).

At the same time, there are also new efforts at cooperation between magistrates' courts, police, prosecutors, corrective services, legal aid and domestic and family violence services. One example is the ACT Interagency Family Violence Intervention Program, which is directly concerned with improving victim safety and increasing perpetrator accountability (Keys Young 2001, p 1), ultimately improving the chances of women remaining safely in their homes.

Irrespective of the way in which the relationship between homelessness and violence against women is configured, it is clear that, as the World Health Organisations stated, 'a woman's response to abuse is often limited by the options available to her' has great resonance when it comes to the decisions women ultimately make about their housing and their safety when surviving violence.

Since the 1970s, the breadth of options for some women surviving violence has expanded as women make assessments about their own safety and that of their children, about whether to remain in their homes. At the time of the establishment of the first women's refuge, these decisions were made with few, if any, supports. Increasingly, women make these decisions with police, with domestic and family violence outreach workers, or with members of their family or friendship networks. It is sobering to note the caution of Colleen Fisher (2000) with regard to whether this array of interventions is helpful to women involved. Her doctoral thesis examines 'the regulation and surveillance of the bodies of women victim-survivors of domestic violence both within and beyond their violent relationships' (Thesis summary). She asserts that:

Patriarchal discourses circulating in the social body, particularly in legal and medical institutions, dismiss women's experiences of violence or blame the women for their own victimisation. Legal, medical and social work discourses effectively render the women victim-survivors and their advocates unable to speak the 'truth' about domestic violence. In the refuge, the central site of this thesis, voice is given to the women's personal experience of violence and 'space' is given for the women themselves, to contemplate and arrive at decisions regarding their future, Even in a setting purporting to be 'woman-centred' and 'empowering', however, women victim-survivors of domestic violence are not free from surveillance and regulation'. (Author's summary, Kinetica)

2.6 Feminist women's services, refuges, shelters and outreach services

Since the mid 1980s there has been a growing body of literature examining feminist women's services, initially being examined as alternative social services (Gottlieb, 1980, Ristock, 1990). Early work on refuges examined their philosophies and organisational practices, for example, Ahrens (1984) Pahl (1984) in the United Kingdom and Beaudry (1985) in Canada. A number of Australian authors studied the women's and refuge movement in relation to the state, such as Sawer (1990), Watson (1990) and Melville (1993). Some researchers have told the more detailed stories of particular refuges or services, and associated local women's movements, within the context of the changing political landscape, for example, McGregor and Hopkins (1991) who wrote about the Domestic Violence Crisis Service (ACT) and Murray (2002) who wrote about Nardine's Women's Refuge (WA). Summers (1999, chapter 13) wrote a gripping and detailed account of the establishment of Elsie, the first NSW refuge, in her autobiography. The history of Toora Inc in the ACT was published in 2004 (Rosenman, 2004). Two of the early pieces of academic research on refuges are Johnson's (1981) *The Last Resort*, and the unpublished *Ten Years On — Evaluation of the NSW Refuges 1975-1985* (Noesjirwan, 1985). In addition short descriptions of services and discussions of particular issues facing services have begun to appear in *Parity*, journal of the Council to Homeless Persons Victoria, and *Women Against Violence: an Australian feminist journal* (See Austin, 2001; Cibich, 2001, Cumberland, 2001,Dunbar, 2001, Foster, 2001, Gregory, 2001). These add to wider understanding of what was previously a rather invisible and marginalised part of the non-government sector.

Weeks' (1994) study of 78 feminist women's services enabled the articulation of the features of feminist philosophy, organisational practices and range of service activities. This book, entitled *Women Working Together: lessons from feminist women's services*, includes a history of feminist women's services in Australia, and traces the development of refuges and shelters in Australia back to 1974 when Elsie (Sydney's first refuge) and Women's Liberation Halfway House was established in Melbourne (Weeks, 1994, p43ff). A national women's refuge program was funded in 1975 providing funds for eleven refuges. Initially women's refuges were funded under the Women's Emergency Services Program. Following a review of the existing crisis accommodation programs at that time, the programs were incorporated into the Supported Accommodation and Assistance Program (SAAP) introduced by the Labor government in 1985-6.

Weeks (1994, p44) noted that **refuge** is the term commonly used in Victoria, NSW and Western Australia, while **house** or **shelter** is the comparable term in South Australia, Queensland and Northern Territory. This practice has continued. Many refuges/shelters are known by women's names, to signify a safe place for women, for example, Molly's House; Beryl's Women's Refuge; Joan's Place, Bonney's Women's Refuge, and an increasing number identify that they are a shelter for women and children. Feldman (1986, p 30) defined refuges as:

Refuges offer emergency, short/medium term accommodation to women and children escaping situations of domestic violence and abuse. To the casual observer, refuges are ordinary suburban or country houses. They may be indistinguishable from the neighbouring houses. Refuges aim to provide a supportive, non-institutionalised and homelike environment for women and their children: a safe place in which they can work out their problems and make decisions which will shape their future. During their stay at the refuge, women are provided with relevant information, and offered support…

McGregor and Hopkins (1991, p15) describe the refuge movement as having two main purposes: 'to provide accommodation for women escaping domestic violence, and to publicise and work towards the elimination of violence by men against women at home'. Weeks (1994, p39) identifies a triple purpose claimed by services, which is expanding the social change objective into community education and policy reform and development.

The centrality of these services to the provision of support and options for women leaving violent men is manifest and increasing. As this present research clearly demonstrates, these services are operating more collaboratively with police, courts and other agencies in attempting to procure services and resources for women. The services with which refuges have linkages include those providing housing, employment, income support, family law, child residency and contact advice. While acknowledging the value of refuges/shelters, Keys Young (1998, p78) suggested that refuges might not be as accessible as they might be, and that certain aspects of refuge service-delivery may currently be deterring some women from using them.

Keys Young identified a number of specific issues which hindered women's access to these services including the over-demand on these services:

• Lack of accessibility of women in rural and remote localities;

- The rules in some refuges which are geared to the women's children or safety of the workers (eg high security or prohibitions against male children over twelve);

- The practices of some refuges (particularly those that were felt to be discriminating against women with disabilities, young women or those with a mental health or drug and alcohol problem);

- The physical structure and model of communal living;

- Lack of cultural inclusivity in terms of staffing, marketing, service delivery approach; and

- Skills in meeting the special needs of women (Keys Young, 1998, p88).

The Keys Young recommendations have been re-examined in this present research, and the findings are presented in Chapter 5.

Among the increasing Australian research and publication on violence and responses to it, an important study of the experience of women in the court system, **Quarter Way to Equal** was published by the Women's Legal Resource Centre, NSW (1994). Thorpe and Irwin (1996) and Cook and Bessant (1997) both present a collection of useful, well- researched Australian experiences of violence and responses to it. In the latter, McCarthy critiques the trends in victimology, Scutt and Stubbs critically appraise the legal system responses, and Hancock discusses issues of Aboriginal law. The two editions of Graycar and Morgan's (1990, 2002) **The Hidden Gender of Law** is the major scholarly effort examining women's experience of the Australian legal system.

In 2003, the NSW Women's Refuge Resource Centre published one of the first statewide pieces of research on women's refuges, which was undertaken by Smyth

(2003). It overviews refuge programs and domestic violence services in detail. This is an important contribution to documenting the work of such services.

A second national Australian study of women's services was developed by Weeks, Mason and Kostecki (1999-2001) using funding from the Australian Research Council, entitled **Sites for Women's Citizenship? Women-specific services**. This research documents, through survey and interviews, the activities of one hundred and sixty women-specific services, including women's information services, legal services and centres against sexual assault. It included twenty-five refuges. The research was concerned to explore the extent to which women's 'spaces' fostered women's citizenship, and to document how the services rode the political shift to the market state which occurred in Australia in the 1990s. A variety of strategies were employed by the services to survive the changing environment, which, by reclaiming a vision of the traditional two-parent family, prompted attempts to incorporate the relatively small women's' services sector into the generalist non-government sector. Survival of the Victorian services was related to their knowledge, leadership and capacity for innovation; the maintenance of their advocacy and change work; their initiatives from what had previously been seen as a 'siege mentality' to greater collaboration; the building of national associations and taking the lead in articulating practice standards; campaigning; research; and co-location of small with larger organisations (Weeks, 2001, pp42-44; see also Kostecki, 2001; Weeks, 2003).

A range of international research is available. For example, Ferree and Martin (1995) brought together an edited collection of articles on women's services in USA, covering a range of organisational and social change issues. Jonassen (2001) published research documenting the use of services by abused women in Norway, and Mitra (2000) has contributed important research on responses to domestic violence, including housing, in India.

Outreach services have also been noted in previous research. WESNET research, undertaken by Chung et al, described outreach models where the workers are based at the refuge, based in a stand-alone outreach service or alternatively employed by a family service. Outreach services are described as supporting women to consider five main options:

- To remain at home with or without their partners;

- To leave the refuge and return to their homes;

- To relocate without attending a refuge;

- To receive support regardless of the circumstances, where they may never be connected to a refuge; and

- Attend a generalist family service for support regardless of whether or not they are with their partners. (Chung et al, 200, p60)

McCrea (1995, p138 ff) discusses a rural outreach program in Sascatchewan, Canada, and identifies several functions. First was information-sharing and support, second was addressing the problem, if a woman left home, of assisting her returning to her community. Third, they identified community problem solving and development. In the Canadian approach, then, outreach workers had a 'before and after' role in relation to crisis accommodation. In Australia, the outreach workers are typically involved in support and safety planning before a woman leaves her home, which in some cases means helping the woman access a refuge or shelter. Whilst many refuges undertake follow-up support, the availability of systematic follow-up programs is patchy and minimal.

Chung et al (2000, p 61) elaborate upon the strengths and weaknesses of the outreach model describing the strengths in terms of 'respecting women's (own) decisions about their safety' and that 'it could be less prescriptive in response and work from a women's choice and rights approach'. The outreach model was also described in terms of the significant capacity of this model to assist women to undertake safety planning and to set longer-term goals. The weaknesses of the outreach model were canvassed in terms of worker safety, the possibility of conveying to the woman 'that his violent behaviour and her tolerance of it were acceptable' and the potential to endanger women's safety, should the perpetrator find out that they had been using this service.

Some services have worked together to develop a regional approach to outreach, for example, the collaboration between Women's Information and Referral Centre, Cairns Inc., Ruth's Women's Shelter, Cairns, and the Warringu Aboriginal and Torres Strait Islander Inc. The integrated regional initiative developed by the Combined Gold Coast Domestic Violence and Sexual Assault Services has outreach and support as an essential component. Smyth (2003) reported a number of outreach programs among the twenty-two New South Wales services she studied in-depth.

A recent study from the USA reports on transitional supportive housing (TSH) programs. Melbin, Sullivan and Cain (2003) interviewed 55 key stakeholders in women's transitional housing programs. They identify that such programs are few in numbers in USA, and typically allow women to remain for one to two years, with low rent. The services include other supports, such as counselling, safety planning, transport and assistance with access to employment. Women service users were very positive about transitional housing programs, recommending safety protocols and voluntary, not mandatory, support services. The authors conclude with the comment that

…it is clear that many battered women need both short and long term housing resources if they are going to live independently of their abusive partners. TSH programs provide an important service that should be expanded into additional communities (Melbin, Sullivan and Cain, 2003, p459).

Research on specific issues of management and practice within crisis accommodation is in its infancy. There are some studies emerging, for example, Krane and Davies (2002) report on issues of mothering for women in a local shelter in Canada.

No systematic research was found on safe houses or night patrols in Indigenous communities. Useful descriptions of their work are found in unpublished reports, such as the Kurduju Committee report from Ali Curung, Lajamanu and Yuendumu (2001), which is in newsletter format. Other state and national newsletters continue to print extremely useful material, however its ephemeral nature means that it is often not widely read nor retained.

2.7   Practice with and for women

Particularly in the USA, Canada and the United Kingdom, feminist practice has become professionalised in the 1990s, and the professional social work and psychology literature has extensively expanded (See for example, Bricker-Jenkins et al, 1991). Much of this, however, assumes an 'expert model' and although many women's services' workers have, over the past twenty years, obtained professional qualifications, on the whole, Australian feminist practitioners have been concerned to keep women service users ' agency and control in central focus. That is, they have continued to closely ally themselves with women's rights and identify as a human rights and social change movement, consistent with the international movement towards women's human rights. An example of this is Deborah O'Connor's higher degree research done in co-operation with WIRE (Women's Information Referral Exchange, Victoria) on the availability (or lack of it) of women's affordable counselling services (O'Connor, 1998).

The Australian feminist approaches, where one sees the combination of professional skills and knowledge combined with passion for human rights, has produced some excellent practice manuals which add considerably to the resources available for women's services. In the 1990s, specialisation has been a feature of theory development, and specific issues and the experience of specific populations have come under scrutiny. Two of the manuals which warrant recognition are the groupwork manual, now out of print, entitled ***Empowering Women after Violence: from survival to strength*** (DVIRC and Tor Roxburgh, 1994); and ***Breaking the Silence: A guide to supporting adult victim/survivors of sexual assault*** (CASA House, 1995) Of central importance and use to the crisis accommodation services is the outstanding ***An Open Door: access and equity manual*** (NSW Women's Refuge Resource Centre, 2003). This manual systematically tackles issues of access, equity, and the everyday issues and complexities of working with specific populations. In addition, PADV –first stage produced competency standards for services. The NSW Education Centre Against Violence, located within Western Sydney Area Health Service, has produced excellent, well-researched and useful practice resources, such as the teaching video for Indigenous workers entitled ***Big Shame: a story about child sexual assault***.

One of the extremely useful developments by government women's policy sections and women's services is the development of practice standards. One of the first to become available was the ***National Standards of Practice for Services against Sexual Assault*** (National Association of Services Against Sexual Assault, Hardiman and Dean, 1998). More particularly focusing on domestic and family violence, several warrant widespread distribution. Seeley and Plunkett (2002) offer a useful overview of research literature as a basis for developing standards of practice. The PADV funded manuals by Leslie Gevers (1999) articulate models of service for working with young people and children who have lived with domestic violence, a handbook on relevant practice standards and user-friendly manual on evaluating service delivery. (Gevers, 1999,a,b,c).

The Domestic Violence Prevention Unit of the Women's Policy Office in Western Australia produced two useful standards of practice publications: ***Best Practice Model for the Provision of Programs for Victims of Domestic Violence in Western Australia***, and another for perpetrator programs. The former is based on principles of human rights, responsibility for violence, empowerment, access and equity, criminality, cultural diversity, and service quality (Western Australia, Women's Policy Office, Domestic Violence Prevention Unit, 1999). The Queensland Department of Families (2002) has published ***Practice Standards for Working with Women affected by Domestic and family Violence***. This is very eclectic and comprehensive in spelling out principles, identifying appropriate practice standards and including draft statements in twelve appendices. These cover codes of ethics, health and safety guidelines, confidentiality policy, and guidelines for group work. They are drawn from national professional associations, and if services were funded to be able to implement them, they would go a long way to address some continuing practice concerns identified in this present research.

2.8   Conclusion

This chapter suggests that the research and development funding through PADV and State and Territory governments has made a considerable contribution to building a resource and knowledge base for Australian service delivery in domestic and family violence services. It needs to be noted that insufficient publicity and distribution makes them often not widely known, and a number of extremely useful resources too soon become out of print, due to small print runs. Services which can produce such quality material have really come of age, and this needs to be recognised with introducing the appropriate distribution systems so the work is not wasted. The review also suggests that there is much room for collaboration between universities and services to ensure a steady flow of higher degree and rigorous academic research on this service sector.

Again funding for publication and distribution are necessary companions to the development of a body of research and knowledge.

The Services – Crisis Accommodation and Outreach: What Do They Do?

Women 03

Chapter 3   The Services – Crisis Accommodation and Outreach: What Do They Do?

3.1   Introduction

The *Measuring Progress: Service Reports* survey invited services who are involved in accommodation provision, outreach services, information, advocacy and referral services to participate and report on progress from their point of view over the past decade.

This chapter will draw on the findings to describe the participating services and what they do. First, we describe the services who responded to the initial audit, and which demonstrate the continuum from information provision to outreach and accommodation services. The audit sheet was essentially an invitation to participate and 88 services also sent their Annual Reports for our perusal. Second, we will present the details of the services survey returns (SR) which explain the activities of accommodation, outreach and information services.

3.2   The initial audit

Two hundred and three services responded to the audit sheet request, and all states and territories were well represented as Table 3.1 shows.

Table 3.1

Audit participants by State/Territory and service auspice (n=203).

State/Territory	Women's services	General NGOs	Government	Total
NSW	55	3	0	58 (28.6%)
VIC	35	8	0	43 (21.2%)
QLD	29	1	1	30 (14.8%)
WA	20	2	0	22 (10.8%)
SA	17	2	0	19 (9.4%)
TAS	9	1	0	10 (4.9%)
NT	12	2	0	14 (6.9%)
ACT	5	1	1	7 (3.4%)
Total	182 (89.7%)	19 (9.4%)	2 (0.9%)	203 (100%)

3.3   Measuring progress: services' reports

One hundred and thirty-seven services then participated in completing a Measuring Progress — Services report, in very similar proportions by State and Territory. The attrition rate was in part due to inappropriate expression of interest, for example, no government service completed a survey and generalist counselling services were less likely to do so, due to the focus on accommodation and outreach.

All States and Territories were represented as Table 3.2 shows:

Table 3.2

Participants by State/Territory.

State/Territory	Participants
NSW	37 (27.0%)
VIC	28 (20.4%)
QLD	20 (14.6%)
WA	5 (10.9%)
SA	14 (10.2%)
TAS	8 (5.9%)
NT	7 (5.1%)
ACT	8 (5.8%)
Total	136.001 (100.0%)

Readers of this chapter are reminded that the terminology used is complex and unclear, in the absence of more research. Once a 'refuge' or a 'shelter' was one building — a house or 'flat' (what Europeans and Americans call 'apartments'). As the service system has become more overloaded on the one hand, and grown purposefully on the other, the meaning of these terms has changed. This becomes clearer again in Chapter 4. However even here, it emerges that a refuge or shelter is no longer 'a house', but a complex set of administrative arrangements, buildings, support and housing arrangements (funded by 'brokerage' money or collaborative partnerships). Similarly 'transitional' or 'medium term' housing means different things; however, it generally refers to housing where women can stay longer than in the crisis accommodation. A 'safe house' can mean a private dwelling in an urban neighbourhood, advertised as a place where people will be 'safe'. In this research it typically refers to the Indigenous concept, discussed in the 1990s as part of what some people called 'Grandmother's lore' by Eileen Cummings, Mai Katona and others (Northern Territory Government, Office of Women's Policy, 1995), meaning a place where women can go before or after crisis, and stay for a time, without actually 'leaving' their partner.

As a result of the different language usage, the findings can only be seen as indicative. Further, we have left out of this report the 'missing' answers; that is, those left blank, so the reader will notice that although there were 137 services who returned the survey by the end of 2003, some answers have different totals. That is, as is typical in mail surveys, not all respondents answered all questions. In presenting our findings, typically quotes from services own words are presented in italics.

3.3.1 Types of services provided

Table 3.3 indicates that of the 137 services completing this survey, 16 (11.7%) services reported doing 'outreach only', 29 (21.2%) services provided information, referral, support and advocacy only, and 92 (67.1%) services offered some type of accommodation- crisis or longer-stay accommodation.

Sixty-two (45.3%) services reported providing one or more *refuge or shelter*. Data, not reported here in detail, was also collected on number of houses. Of the 62 refuges and shelters, one-third (21) reported having one house or unit or site and two-thirds had more than one.

The great majority of services did not operate *safe houses*; only fifteen organisations (10.9%) reported operating a safe house. These were spread across all States/Territories except Victoria and South Australia, where no 'safe houses' were reported.

Nineteen services (13.9%) operated *independent units*. The range reported was between two and thirteen units, evenly spread across all States/Territories, except ACT and Northern Territory, where none of our sample recorded 'independent units'. This is presumably because communal shelters are typical in Northern Territory, and units are more likely to be clustered together, in the ACT.

However forty-four services (32.1% of the sample) offered *medium term housing*. All States and Territories were represented, with NSW having the largest number. Properties managed ranged from one to three hundred, the latter being a Women's Community Housing Association in New South Wales. The median number of houses managed was nine.

The sixteen services which reported running *outreach services* only (that is, worked 'full-time' on outreach activities, without also operating their 'own' crisis accommodation) were in all States/Territories except the Northern Territory and ACT, who reported no outreach services.

However 61 services (44.5%) that offered accommodation also claimed to do outreach. In total, therefore, 77 or more than half of the services in this sample offered outreach services.

The extent and nature of outreach services offered however is unclear. IMPACT 21 (WRRC, 2003) provides qualitative information on the outreach activities of services in New South Wales. In Tasmania, for example, women's shelters are not specifically funded to do outreach, although as staff time allows, some try to include some of it, in response to need and demand. We learned that in Western Australia, in 2003, the State Government provided $25,000 for part-time outreach workers, to five refuges, in outer urban areas. They are funded to provide support to families moving from a refuge to that area, so they might also be termed 'follow-up' workers. This is more similar to the Canadian model described in Chapter 2. In Western Australia, however, there is also a lot of unfunded outreach, as staff try to meet demand. In the consultations, services spoke about the need for more funded outreach and community development staff.

Table 3.3

Types of services offered. (n = 137)

Type of Service Provided	Yes	No	Total
Refuge or shelter for crises	62 (45.3%)	75 (54.7%)	137 (100%)
Safe house	15 (10.9%)	122 (89.1%)	137 (100%)
Independent Units	19 (13.9%)	118 (86.1%)	137 (100%)
Refuge, shelter plus independent units	18 (13.1%)	119 (86.9%)	137 (100%)
Medium term housing	44 (32.1%)	93 (67.9%)	137 (100%)
Accommodation & outreach service	61 (44.5%)	76 (55.5%)	137 (100%)
Outreach service only	16 (11.7%)	120 (88.2)	136 (100%)
Information and referral service only	29 (21.2%)	108 (78.8%)	137 (100%)
Other	53 (38.7%)	84 (61.3%)	137 (100%)

Note: Services appropriately answered more than one question. Not all respondents answered all questions.

3.3.2 'Other' services and programs provided

A high number of participating services reported 'other' in this question about service provision. In general the services reported additional counselling, groups, support and programs for women and children with special needs. These are discussed in greater detail later in this chapter, however the chosen examples, and combinations of activities, presented by State and/or Territory, may be of interest:

New South Wales services identified a range of programs under 'other', including:

- *Programs for women and children.*
- *Funding for crisis, medium and long term accommodation in private sector.*
- *Crisis counselling, advocacy, case management.*
- *A Court assistance scheme*
- *Counselling and support groups facilitated by a Domestic Violence worker, support after police, information.*
- An accommodation service for pre-natal and post-natal women.

In **Victoria** one identified their service development role as peak body for Victorian women's domestic violence services. Others described themselves as offering:

- Housing and support to young women parenting or pregnant; and housing and support to women and their children with substance abuse issues.
- Assistance with housing applications or private rental search.
- Additional programs such as Indigenous domestic violence program; children's program; NESB support; court support service.
- Legal advice, information, referral and representation.
- Counselling, support, information provision and advocacy for victims/survivors of sexual assault.
- Provision of crisis motel accommodation at weekends, and response to sexual assault victims, referrals.

Queensland services reported:

- Outreach support for women who choose not to access the shelter.
- Information and referral, outreach, Indigenous family violence project, children's program, court support program.
- Counselling, group, community and professional education.
- A crisis service drop-in, 'one-stop shop/shopfront' first response, including support and referral.
- Counselling and assistance through court process, and counselling for domestic violence and sexual assault.

South Australia services reported a specialist support service for immigrants. Another described one unit for vulnerable people, not widely known about, which is purely emergency or time-out space for nights. Others referred to counselling, support groups and referrals for women dealing with or leaving domestic and family violence.

Tasmanian services identified additional counselling and support programs for women for domestic violence specific issues; and advocacy, support, home visits.

Western Australian services also demonstrated their diverse programs. A service development role was provided by the community-based peak body for women's refuge services in WA. One reported the mix of housing — one refuge for women and children, one refuge for single women and one outreach (off-site) house for a family; another identified intensive in-home support service. Yet another emphasised its specialist role as the Multicultural Women's Advocacy Service.

In the **Northern Territory**, 'other' programs reported were counselling, education and legal information, advice and representation, especially for restraining orders and Family Law matters.

In the **ACT** this included one service offering sexual assault counselling, Aboriginal outreach, children and young persons' programs and community development. A second, Women's Information, Referral and Education on Drugs and Dependency (WIREDD), offered a shopfront, drop-in and counselling service. Also mentioned was a program of outreach funded by ACT Health for non-residential mental health support. A more systematic presentation of programs offered is available in response to Question 5, in the next section.

A peaceful place for creativity and play

3.4   Expanding women's options

In the past, women's services, especially independent refuges and shelters, have been criticised for only providing one type of solution to the situation of women experiencing violence. That is, the services were seen to either support a woman 'leaving' a violent situation and going into 'refuge', or 'staying home' and trying to change 'home' into a safe, rather than a 'violent' place. It was never this simple, as in fact women typically try, try and try again to build safe and harmonious families, and, as we know, sometimes this costs them their lives. Others leave and return to try again. One question for this research, therefore, was how services had expanded service options and programs for women experiencing and escaping violence, so women had more choices. Therefore, the services were asked in Question 5, to give some indications of how their service has expanded women's options in past ten years, or since commencement.

Table 3.4 shows that more than half of the services are

- engaging in safety planning with women (75 or 55%)
- offering children's programs (80 or 59%), and
- offering women's support groups and specific programs (84 or 61.3%).

In addition, **over the past decade** 55 or 40.4% have obtained additional houses or units. Over one-quarter (36 or 26.5%) have added or created extra rooms or space.

55 or 40.4% have added funded staff: 22.1% have added Aboriginal or Torres Strait Islander staff, and 12.6% have added bi-lingual staff.

More than one-third offer at home support for women (52 or 38.2%), funded follow-up (49 or 36%) and un-funded follow-up (43 –31.6%). It is not clear if these are the same services working over- time or funded hours, or whether in fact they are other services. Either way this suggests that much follow-up support occurs, in the absence of specific funded programs to recognise this.

Smaller numbers offer respite care (15-10.9%) and men's programs (11-8.1%).

Table 3.4

Expanding women's options. (n=137)

Expanding women's options	Yes	No	Total
Respite care	15 (10.9%)	122 (89.1%)	137 (100%)
At home support	52 (38.2%)	84 (61.8%)	136 (100%)
Follow-up after refuge (funded)	49 (36.0%)	87 (64.0%)	136 (100%)
Follow-up after refuge (unfunded)	43 (31.6%)	93 (68.4%)	136 (100%)
Additional rooms or space	36 (26.5%)	100 (73.5%)	136 (100%)
Additional houses/units	55 (40.4%)	81 (59.6%)	136 (100%)
Additional funded staff	55 (40.4%)	81 (59.6%)	136 (100%)
Additional funded Aboriginal or Torres Strait Islander staff	30 (22.1%)	107 (77.9%)	137 (100%)
Additional funded bilingual staff	17 (12.6%)	118 (87.4%)	135 (100%)
Women's support groups & specific programs	84 (61.3%)	53 (38.7%)	137 (100%)
Safety planning	75 (54.8%)	61 (45.2%)	136 (100%)
Children's programs	80 (58.8%)	56 (41.2%)	136 (100%)
Men's programs	11 (8.1%)	125 (91.9%)	136 (100%)
Other	43 (31.6%)	93 (68.4%)	135 (100%)

Note: Not all respondents answered all questions.

The examples given in response to 'other' (forty-three services) indicate that services have also expanded women's options by

- additional programs
- the provision of after-hours services
- improved worker training
- working closely with police and providing Court assistance.

For example:

- **Drug and alcohol support and education.**
- **Court support programs**, *for example,*
  - *we have become the auspice agency for court assistance program in NSW*
  - *Katherine Women's Legal Service (KWLS) provided the first free legal service for women in the Katherine region. The Legal Aid Commission in the NT does not fund restraining order matters and the Aboriginal Legal Service usually has a conflict of interest, so this has been vital.*

- **Fax back** *with police, so services are informed of all women who call on the police, and can reach out and offer information and support.*
- **Cultural programs**. *Various one-off projects and training for our workers, especially in relation to cross cultural issues and domestic violence.*
- **Housing advocacy.**
- **Programs for additional groups of women.**
  - *Adding sexual assault counselling and youth workers.*
  - *Crisis care, youth outreach, Indigenous outreach.*
  - *We offer life skills/parenting strengths-based programs for mothers. Safety (protective behaviours) self esteem, identifying feelings, anger management, and behaviour management for children.*

One service draws our attention to the fact that their additional programs are **unfunded**.

Unfunded Indigenous programs and unfunded Indigenous staff; unfunded NESB programs and unfunded bilingual staff; unfunded court support service; community development; community education; training (all unfunded).

- **Developing new services and programs**. For example:
  - *Within our existing funding we opened a Women's Information Resource and Referral Centre five years ago.*
  - *Outreach support services*
  - *Respite care is now available. We maintain a workers' visiting service, safety planning and at home support has been further developed and improved*
  - *counselling for both women and children; court support, advocacy/referral based at Carrington and Armadale police stations.*
  - *We provide the after-hours service for two domestic violence services.*
  - *After-hours and Family Violence Housing Pilot and subsidy.*
- **Community development programs**. In the context of increasing attention to community capacity building, one service commented as follows:
  - *We run a wide range of community development programs. We also provide domestic violence training for mainstream services in order to improve and extend the services available to women in our region.*

- **Obtaining paid staff**. For example:
  - *SHE (Support Help and Empowerment), Tasmania, moved to bigger premises and has paid workers, which is a great advance as we began as a voluntary organization. We believe we have developed legitimacy Australia-wide.*
  - *We have been able to obtain increased funding to enable us to respond more effectively to the needs of women's refuge services. We have also secured project grants for research and partnership work.*
- Service user input into service operation.

3.5   Expanding access for women to the services

3.5.1   Access

Among the important concerns of services about women's experience of violence has been the lack of funded capacity of services to reach out to women sufficiently early. Services have also been concerned about not always reaching those groups of women for whom seeking help is deep 'shame'. This comment is made with the awareness that practice knowledge indicates that many women maintain silence for many years about violent behaviour from a person, usually a man, they love – so 'shame' is, in a victim and woman-blaming society, experienced very widely.

This has been discussed in terms of 'access' to services, which we operationalised in this research as

- Increased hours of operation
- 24hour/7 days a week access
- access for women with disabilities
- welcoming more culturally diverse groups of women
- expanding advertising and availability of service information
- provision of educational and informational resources
- new ways of working at 'intake' or 'point of entry'
- provision of rural and/or remote outreach arrangements
- improving referral pathways or protocols with other women's services; police and/or non-government generalist organisations
- welcoming women with mental health difficulties

Therefore, Question 7 asked services to report on any ways they had expanded access for women to their service.

Table 3.5 shows that the majority of services have been active in taking a range of initiatives to expand access for women to their service. More than three-quarters (77%) report welcoming a more culturally diverse clientele and 71% have expanded access to women with mental health difficulties, earlier a point of criticism against refuges and shelters.

Over one-third (36%) have special rural and/or remote arrangements. This may be dependent on telephones, transport, and meeting arrangements with night patrol services in other areas.

72% have expanded advertising and three-quarters have expanded the provision of educational and informational resources.

Protocol development with other services is reported by 82% and 63% report protocols with police.

Of concern, because of the dependence on government funding, a minority of services (23%) report increased hours of operation, and only 40% can afford twenty-four hours/seven days a week access.

Table 3.5

Initiatives to improve access to services for women. (n = 137)

Initiatives to improve access	Yes	No	Total
Increased hours of operation	31 (22.7%)	105 (77.3%)	136 (100%)
24 hrs/7 days access	55 (40.4%)	81 (59.6%)	136 (100%)
Disability access	54 (39.4%)	83 (60.6.)%	137 (100%)
Welcoming more culturally diverse groups of women	105 (76.6%)	32 (23.4%)	137 (100%)
Expanding your advertising and service information	99 (72.3%)	38 (27.7%)	137 (100%)
New ways of working at point of entry	85 (62.0%)	52 (38.0%)	137 (100%)
Rural and/or remote outreach arrangements	49 (35.8%)	88 (64.2%)	137 (100%)
Improved referral pathways or protocols with women's services	(81.8%)	25 (18.2%)	137 (100%)
Improved referral pathways or protocols with police	86 (62.8%)	51 (37.2%)	137 (100%)
Improved referral pathways or protocols with other NGOs	108 (78.8%)	29 (21.2%)	137 (100%)
Welcoming women with mental health difficulties	97 (70.8%)	40 (29.2%)	137 (100%)
Provision of educational and informational resources	103 (75.2%)	34 (24.8%)	137 (100%)
Website	37 (27.0%)	100 (73.0%)	137 (100%)
Other	25 (18.2%)	112 (81.8%)	137 (100%)

Note: Not all respondents answered all questions.

3.5.2   Examples of expanding access across the States and Territories

Examples provided and illustrations contributed under the category 'other' are presented here together to give a rich picture of the innovative ways services haveexpanded access, through new programs, including those for special groups of women, different arrangements, longer hours, and new policy initiatives. It is useful to note the attention to populations of women and children with special needs. The examples reported by different services also show considerable collaboration with generalist non- government services and other women's services.

New South Wales initiatives, reported by different services, include:

- *We have found delivering groups to children (domestic violence focus) in partnership with [other NGOs] has increased access to a range of services for women and children.*

- *The service offers outreach support to women after leaving the shelter, and it also supports women within the community who don't want to come into the refuge.*

- *Research and community capacity building has occurred regarding health needs of women supporting a prison inmate, including guide for services in towns where these women live and where there is a prison.*

- *Women's Housing Company strategically placed itself to be ready to respond to government initiated growth. This was done also by supplying data on needs of women – for housing options that are affordable. They have expanded their number of properties.*

- *Project on lesbian domestic violence.*

- *Time-limited community development projects for specific groups of women, children for example, women with family members in prison, isolated women in situations of domestic violence and child abuse*

- *We have expanded access through brokerage services; by expanding eligibility for boy children — women and children up to eighteen (males, as long as they are attending an educational institution); by community outreach early intervention and developing medium-long term supported accommodation for service users with complex needs.*

Victorian services also report initiatives to expand women's access to services:

- *Redefining of entry points and pathways.*

- *Regional referrals.*

- *The addition of women's and children's counselling in-house.*

- *Indigenous women's access into services, such as, the refuge and local housing service.*

- *Lesbian Outreach Program.*

- *Employing an Indigenous worker and successfully submitting for service development money to consult with the local Indigenous community to develop an appropriate model for women and children needing safe transitional housing and support after leaving domestic or family violence.*

Queensland services have expanded access in the following ways:

- *Expansion of outreach service to access women who are not in the shelter, but have experienced domestic violence.*

- *We employ Aboriginal workers first. We always apply for two or more positions and Aboriginal women are always employed. This ensures Aboriginal women in prison have better access to our organisation.*

- *Participation in sub-regional service integration project with Gold Coast SAAP Network to assist seamless service delivery.*

- *Increased court support; rural and remote worker; award winning program for children.*

- *Unfunded safe house.*

- *Providing accommodation to twice the number of clients, with new unit-style refuge.*

Western Australian services comment on expanding access as follows:

- *Our refuge opened 1991. Support services to women in the community were provided by refuge until 2000. Then separate funding received for DVVSAS. Three months since late 1990s. Now have agreement for two more – in the process of selecting them. Additional funding for outreach worker in 2002 (two days per week). Additional short term grant in 2002 for extra children's counselling.*

- *We have initially started out with a service that promoted ease of access to all within the community with issues of domestic and family violence. Recently we have restructured management to include a Community Development Worker to expand/promote out services within Noongar, culturally diverse communities, and among people with disabilities.*

- *We have always had twenty-four hour access seven days, but in various forms over time. Staffed hours have also fluctuated.*

South Australian services describe their efforts to expand access in the following examples:

- *We have included an interpreter service and a wallet card in eight languages. We have prepared two brochures – one appropriate for families and friends of someone being abused. We distribute these widely – especially in rural South Australia.*

- Our service has only been in existence three years in a small community. We have seen good results for women, through word of mouth referrals. Women from a range of backgrounds and situations across the service including those with mental health difficulties and those from non-English speaking backgrounds. We have developed creative group work, workshops to reach isolated women on Kangaroo Island who would not otherwise access service for various reasons.

- Vastly expanded referral points to our service. New program to house women exiting prison (also Domestic Violence survivors).

- Weekend on-call to provide outreach support to women and children from non- English speaking backgrounds in motels.

Tasmanian services report:

- *Awareness raising among culturally diverse communities, advocating, educating and assisting other agencies to use telephone or onsite interpreters.*

- *Disability access.*

In the **Australian Capital Territory**:

- *Toora Inc. are planning to develop policy to improve access for lesbian and transgender women.*

- *We have been able to obtain more funded worker time and better management. Inanna always targeted women with mental health issues and a background of trauma. Now we are a domestic violence service funded for women with special needs.*

- *We recently commenced a 'young mum's' group because we had a large number of young women accessing our service and they all had limited social supports.*

Clearly, the services have taken many initiatives to expand access for women and children.

3.6 Improving the situation of women: community development, policy advocacy and preventive initiatives

3.6.1 Efforts to make change

Women's services have always tried to change the situation for women experiencing violence. The past decade has been no exception. Therefore, this survey asked services, in Question 10, to tell us what activities they had engaged in to improve the situation of women experiencing or escaping violence through ***community development, preventative initiatives or policy advocacy***.

Table 3.6 below reports the aggregate responses to this question.

Table 3.6

Prevention, community and policy development initiatives. (n = 137)

Type of activity	Yes	No	Total
10.1 Prevention programs	60 (44.1%)	76 (55.9%)	136 (100%)
10.2 Community education sessions (schools, public speaking)	98 (72.1%)	38 (27.9%)	136 (100%)
10.3 Professional education sessions (police, GPs etc)	75 (55.6%)	60 (44.4%)	135 (100%)
10.4 Information brochures, pamphlets or stickers	108 (79.4%)	28 (20.6%)	136 (100%)
10.5 Preparation of kits, manuals or booklets	67 (49.3%)	69 (50.7%)	136 (100%)
10.6 Media Reports	67 (50.0%)	67 (50.0%)	134 (100%)
10.7 Preparation of educational videos	14 (10.3%)	122 (89.7%)	136 (100%)
10.8 Submissions to government policy making	75 (55.6%)	60 (44.4%)	135 (100%)
10.9 Sitting on government decision-making or reform committees	60 (44.9%)	75 (55.1%)	136 (100%)
10.10 Recording women's stories through research	34 (24.2%)	101 (74.8%)	135 (100%)
Other	20 (14.8%)	114 (85.2%)	135 (100%)

Note: not all respondents answered all questions.

Services provided extensive information on the wide range of activities, which they are undertaking. Examples are presented below:

3.6.2   Prevention programs

Sixty or 44.1% of services are engaged in prevention programs. The following describes their activities in their own words:

- *One service reports a partnership project with sexual assault unit – Area Health into all high schools.*

- *In Victoria, Victorian Women's Refuges and Domestic Violence Services (VWRDVS), now called Domestic Violence Victoria will be developing a code of practice for domestic violence services in the next twelve months — they have received funding for a project worker to do this. All services have been active in participating in the Family and Domestic Violence Crisis Protection Framework and its regional implementation. Services have also been active in development of a domestic violence policy in Office of Housing and with the Victorian Police Force.*

- *Rural family violence networks and outreach.*

- *Some New South Wales services have begun a project known as 'Yellow Card' – intervention, for use when police are called to domestic violence situation. This is currently being evaluated on [a] formal level.*

- *A range of group programs, such as 'Keeping Children Safe' project.*

- *A Circus group to assist young women with taking control of their bodies*

3.6.3   Community Education

Ninety-seven or 44% reported engaging in community education activities. This is lower than the seventy-eight services reported in the national study in 1994, when 63% engaged in community education (Weeks, 1994, p81) and may indicate increased demand for service without additional resources. However the examples, in the respondents own words, show considerable breadth of activity.

- *Conferences, such as the bi-enniel conference on violence run by the Gold Coast Services in Queensland*

- *'Stop Domestic Violence' Day and International Women's Day events.*

- *Participation in 'Reclaim the Night' and Sexual Assault Awareness Week.*

- *A 30 hours per week education position.*

- *Domestic Violence support groups and DV Action groups.*

- *TAFE, University students, schools, church and community groups.*

- *A range of programs for children, such as: protective behaviours for children.*

- *A Date Rape program in high schools.*

- *Community education initiatives are run by the joint women's services in Townsville.*

- *Poster campaigns by Domestic Violence Action Group.*

- *A specific project aimed at providing information in pubs and clubs.*

- *Contribution to a Disability Focus forum and domestic violence education for persons with disabilities.*

3.6.4 Community capacity building

Consistent with the developing national interest on the importance of building community infrastructure, developing social capital and community capacity building, several services described their activities using these terms.

- *We are currently developing a community capacity project which aims to establish partnerships with existing Koori organisations – targeting family violence.*

- *We are working with the Adelaide Family Violence Court Operations Group to promote an integrated system of service delivery that is aware of and sensitive to women's experiences of the Criminal Justice System.*

- *Provision of support for Lajamanu Safe House Committee, which includes visits to Lajamanu women and the Safe House Committee attending Katherine Women's Crisis Centre.*

- *Community capacity building in isolated towns to improve awareness and action in relation to domestic violence and child abuse.*

3.6.5 Professional education

As there continues to be far too little subject content about violence against women in professional formal qualifying education, even recent graduates find they need to learn much more when confronted with everyday issues in health and social service delivery. More than half the services, seventy-five or 55.6% spend some time contributing to professional and student education. For example:

- **Police training on a regular basis**
  - *For example, Working with the local police; Canterbury-Bankstown Domestic Violence Response Team*
  - *Coordinating and facilitating domestic violence training at police academy*
- **Educating health professionals**
  - *For example, the regional Division of General Practitioners and the School of Nursing.*
  - *Emergency departments in hospitals.*
- **Education for workers in Centrelink, and**
- **University and TAFE students.**

3.6.6 Preparation of educational resources

Educational resources are important for women entering services, for their partners, their family and friends in the community, as well as for service providers. In addition to service brochures and information, many services have collaborated locally, regionally or on a statewide basis to develop educational materials. More than three-quarters – one hundred and eight or 79.4% — prepare information pamphlets and brochures. Half the services, sixty-seven or 50%, prepare kits, manuals or booklets and fourteen or 10% report preparation of educational videos. This is an increase from the educational activities reported in 1994 (Weeks, 1994, p86). For example:

- *Multilingual pamphlets.*

- *Materials translated into core seven languages and preparation of multi-lingual information for all women on intake.*

- *Wallet cards with important contact numbers; statewide advertising initiatives.*

- Materials targeted to older women and lesbians

- *PADV funded SAVVY kit for all Secondary Schools and High Schools prepared by the Education Working Group in Queensland.*

- *Training/educational program on the links between domestic violence and child abuse developed by a collaborative working group — resources on Community Development.*

- *Operations manual, case studies, information kits for volunteers and magistrates and materials on Family Law and policing, and information sheets on retraining orders.*

- *Family Violence Subject Module in the Diploma of Welfare Kangan Batman TAFE, Victoria.*

- *Brochures delivered to doctors and health centres and booklets designed for interagency usage.*

- *A Writing program 'Words Work'*

Typically developed with specific small funding grants, some services have prepared **educational videos**. For example, 'Taking Out Orders' video, and a Koori specific video about intervention orders. In Queensland there are locally made videos involving local schools, including one made in Mt Isa.

Media reports are mostly through local papers and radio. Half the services engage or have engaged with media: 67 or 50% of services.

3.6.7 Involvement in government policy making

More than half of the services, seventy- or 55.6%, report making submissions to government policy-making. Again this is an increase from 1994, when 36% of services reported such activity (Weeks, 1994, p81). Sixty or 44.9% report sitting on government decision-making or policy reform committees. In particular, services report being actively involved with governments in the formation of their State/Territory strategies and Action Plans against Domestic and Family Violence, and Family Violence and Child Protection protocols.

In addition, services are involved with other government initiatives, for example:

• *Services are working with the State Housing Plan, Inquiry into Supported*

Accommodation, through the Social Inclusion Unit.

• *Involvement in women's housing Ministerial Advisory Committee).*

• *Statewide steering committee to reduce sexual assault; Victorian Law Reform Commission.*

• *Submission to Legislative Council inquiry into mental health emphasising specifically needs of women in rural communities (carers and consumers).*

• *Involved in formation meetings of the Community Collaborative Response to Domestic and Family Violence Group and instrumental in introducing the fax back system with the police.*

3.6.8   Research and recording women's stories

Thirty-four or one-quarter (24.2%) of the services are involved in research and data gathering about women's experiences, for example:

• *'Through Women's Eyes', is a twelve month research project funded by Reichstein Foundation – documentation of women's experiences, perceptions and stories in regard to police/legal responses to family violence*

• *Femail magazine*

• *Women Against Violence — an Australian feminist journal*

• *Working with SA Police Child and Family Investigations Units to address inappropriate police responses to domestic violence, looking at the collection of evidence in order to press charges*

• *We have applied and been given a small grant to research women with disabilities access to our service.*

3.6.9   'Other' initiatives

Twenty services identified, particular innovative strategies they were using for prevention and community education (These were identified in the survey under "other initiatives"). These strategies are typically a mix of healing, empowerment and safety strategies.

The following are examples:

• *Employment of a full-time child support advocate to implement strategies and education packages for children. This is done in collaboration with other agencies employing tools such as counselling, education and 'farewell packages' to ensure that both mother and child's safety are paramount within the refuge and after they leave.*

• *Along with women's shelter and women's centre we have paid for a neon street sign for three years.*

• *Facilitating and developing an expo of information in the women's prison to connect women with agencies and provide information that may be helpful when released from prison.*

• *In South Australia, Domestic Violence Action Groups (DVAG) are made up of service providers and community women. Action groups produce resources, for example, 'No One Need Hide in Fear', run community campaigns, such as 'Domestic Violence Hurts Kids Too', and participate in political decision making. We have two in our region — the South DVAG, and the Lesbian DVAG. Both are very active and highly respected lobbying groups.*

• *Services in Hobart and Launceston are lobbying and speaking out on behalf of sole women over twenty years of age [service cut off for young women] who remain in need.*

• *A Western Australian service identifies the healing and empowering use of group and community initiatives such as Arts programs, a 'Postcard project', 'Clothes line project', 'Banners of Hope', 'Dance'. Also, groups included – Noonger Craft, informal coffee mornings with guests, educational/therapeutic and support groups, children's groups, mother and child attachment program.*

3.7   Collaborative activities undertaken by the services

One of the accepted ways of developing social capital and building community infrastructure and strength is collaboration. It is a valued goal by all governments. Therefore, in Question 13, the services were asked to report on the nature of their collaborative activities with other key stakeholders concerned about violence against women.

Table 3.7

Collaborative activities undertaken by services. (n = 137)

Collaborative activities	Yes	No	Total
Participating in a key stakeholders regional committee or network	121 (88.3%)	16 (11.7%)	137 (100%)
Participating in a regional or statewide committee of women's services	98 (72.1%)	38 (27.9%)	136 (100%)
Working with local police	95 (69.3%)	42 (30.7%)	137 (100%)
Working with local courts	82 (59.9%)	55 (40.1%)	137 (100%)
Working with housing services	111 (81.0%)	26 (19.0%)	137 (100%)
Developing programs with local NGOs	78 (56.9%)	59 (43.1%)	137 (100%)
Developing programs with culturally specific organizations	64 (46.7%)	73 (53.3%)	137 (100%)
Amalgamating with other women's services	30 (22.1%)	106 (77.9%)	136 (100%)
Working in partnerships to develop new programs	87 (63.5%)	50 (36.5%)	137 (100%)
Working with children's services or child protection	95 (70.1%)	41 (29.9%)	136 (100%)
Working with men's services	33 (24.1%)	104 (75.9%)	137 (100%)
Working with mental health or drug and alcohol services	79 (57.7%)	58 (42.3%)	137 (100%)
Other	19 (13.9%)	118 (86.1%)	137 (100%)

Note: not all respondents answered all questions.

Table 3.7 shows extensive collaboration across the service system. A great majority of services are actively involved in local or regional *domestic and family violence committees and networks* of key stakeholders: one hundred and twenty-one or 88.3%. In addition ninety-eight or 72.1% participate in regional or statewide committees of women's services.

More than half of the services report working with the **local police** (ninety-five or 69.3%); with local Courts (eighty-two or 59.9%); and with **housing services** (one hundred and eleven or 81%).

Seventy-eight or 56.9% collaborated with local **non-government organisations** and sixty-four or 46.7% are developing programs with **culturally specific organisations**. Eighty-seven or 63.5% report working in partnership to develop new programs.

Collaboration is high **with children's services** and child protection: ninety-five or 70%, and there is collaboration by more than half with **mental health and/or drug and alcohol services** (seventy-eight or 57%). Nearly one-quarter, thirty-three or 24%, are working collaboratively with **men's services** or programs.

This provides a significant record of collaboration by women's services, which is of interest as historically, in the anti-feminist mythology that existed in some states and territories, women's services were believed to 'keep to themselves'.

The following examples of collaborative activities were identified by the participating services in the various States and Territories:

3.7.1 New South Wales

The New South Wales services are strengthened by an active Department for Women and a Violence Against Women committee of the Women's Advisory Council. In addition Women's Refuge Resource Centre (WRRC) plays an active role in bringing together refuges and shelters, and in auspicing working parties on matters of common concern. Partnerships have been established with a number of generalist health and social service organisations and other peak bodies.

Partnerships with child protection and children's services include working together with Joon Hamson Support Services, and Hume Community Housing and Women's Housing Co. The **Keeping Children Safe** program is a collaborative initiative.

Some services report co-operating on a Court roster. There is collaborative activity with the Department of Housing, Community Housing section; around establishing and supporting 'home detox'; in relation to developing Indigenous women's programs; and with local councils, police and women's health centres. The Korean Safe House was established as a collaborative project, as was the development of the Mt Druitt Community Solutions and Crime Prevention and project team.

3.7.2   Victoria

Victorian services also report a wide range of collaborative initiatives: with other women's services, with 'No to Violence', the men's services peak body, with other peak bodies, such as Council to Homeless Persons Victoria; with generalist NGOs, with Transitional Housing Managers (THM), with local government and with State Government departments. For example: *A mother's and children's art therapy program; children's sub-groups with Child Protection; with health services, such as, Moreland Hall and Northern Primary Mental Health Team; and collaboration in relation to after- hours service and court support.*

In recent years a great deal of work has occurred on the Family Violence Crisis Protection Framework, a whole of government strategy developed in consultation with women's services, and the development of regional strategies has occurred. The Victorian Police Force, under the leadership of Chief Commissioner Christine Nixon has a statewide advisory committee and a senior committee over-seeing police activity in relation to domestic and family violence. Service co-ordinators and some other workers spend much time in consultation with government.

3.7.3   Queensland

Queensland services overcome distance by considerable linkage development and networking. South East Queensland has a Combined Women's Refuges Committee, and a number of services reported being participating members or having a staff member on the Executive. North Queensland Domestic Violence Resource Services (NQDVRS) in Townsville and Mt Isa are both active in collaboration with other local domestic and family violence organisations. The Combined Women's Crisis Services Gold Coast Inc has developed an integrated response to domestic violence.

A range of collaborative partnerships were reported. For example, *the Toowoomba Family Support Collaborative Partnership ; Referral and linking with Housing Queensland, Department of Families and with the local hospital .*

3.7.4 Western Australia

A number of Western Australian services also report considerable time and activity in the statewide and regional domestic and family violence committees. Thirteen services are presently developing a new integrated approach in Perth. One service has merged with Sexual Assault Resource Centre Services. Others report active co-operation with local men's groups and children's programs.

3.7.5   South Australia

Collaborative activities occur through the Women's Emergency Services Coalition and a Coalition of Women's Domestic Violence Services of SA and Domestic Violence Action Groups. In addition there are Women's Health and Sexual Assault Advisory Committees to government in which some services participate. There are also Aboriginal forums.

Many examples of collaborative initiatives were reported. For example, supporting men's groups; collaborating with community health centres, immigrant services and the Ankapanuga Collaborative Approach to the Prevention of Domestic Violence.

3.7.6   Tasmania

Tasmanian services report Northern SAAP services meetings and Shelter Tasmania addressing housing issues.

3.7.7   Northern Territory

Darwin has a women's services network which meets regularly, and together they have produced a card with all their contact details. Collaborative activities in Katherine were reported to be all done informally. Efforts to have a formal domestic and family violence network in Katherine have been unsuccessful in recent years, mostly because no service has the resources or person-power to convene it. Centacare had a domestic violence counsellor/community development worker who used to convene the network, but the community development aspect of that position was cut in 2000 for funding reasons. Alice Springs services have a family violence network which meets regularly and involves women's services, generalist services, relevant members of government including women police. Northern Territory Shelter provides a forum for identifying and addressing housing issues. In a number of remote communities, Elders' Councils are taking a leading role.

3.7.8 Australian Capital Territory

There is a regular domestic and family violence services regional meeting, and a Housing Allocations working group. The ARSSC (Access Resourcing and Support for SAAP Communities) project resources all SAAP funded services, including the men's services. The ARSSC service is also working on protocols regarding service users who have been identified as having special needs in relation to their mental health, and have adapted a Dual Diagnosis Assessment Tool. Within the larger women's services, such as Toora Inc. there are co-operative relationships across the different service sites. NGOs such as Relationships Australia, are involved in collaborative projects with women's services.

Other examples of collaborative initiatives include:

- *Provision of joint case management.*
- *Designing agency and inter-agency protocols.*
- *Involvement in national and statewide women's and generalist peak bodies, such as, WESNET, WACOSS (WA Council of Social Services) and WRG of WA.*
- *Involvement with Children's Family Violence Service and their attachment group, a reference group of local agencies developing Noonger Children's Group.*

3.8   Ensuring safety for service users

The major reason for the establishment of refuges and shelters in Australia was the creation of safe places for women experiencing or escaping violence. Therefore, in Question 15, services were asked to tell us how they have ensured safety for women service users. 117 responded, reflecting the sample composition, that is, the crisis accommodation and outreach services, and nine of the information services.

Table 3.8

Strategies for ensuring safety for women and children. (n = 117)

Ensuring safety	
Secrecy of address	83 (70.9%)
Electronic security	64 (54.7%)
Police support	90 (76.9%)
Other	31 (26.5%)
Physical security	8 (6.9%)
Telephone strategies	5 (4.2%)
Safety policies, planning and protocols	14 (12%)
Neighbourhood strategies	2 (1.7%)
Security guards	2 (1.7%)

71% of the services seek to ensure safety by secrecy of address. One service identified their strategies for ensuring secrecy of address: utilities, such as gas and electricity, are billed in names other than the refuge; the high security refuge can be owned by a shelf company so it cannot be traced; and they do not disclose land line phone and fax numbers to protect detection.

77% of the services reported relying on police protection, and one service noted that providing worker and client safety when attending court was paramount, as this has been the site of danger to women in refuges previously.

55% of the services rely on electronic security. Eight services identified relying on a safe physical environment as their main strategy. This included the use of locks, gates, fences and grills. Telephone strategies included contact telephones in all houses and keeping a silent number.

Two services reported employing security guards at night. Others reported using neighbourhood watch and liaison with neighbours to the house.

Safety policies, planning and protocols are an important feature of service delivery. These include screening and risk assessment at intake; keeping administration separate from the houses; occupational and safety audits and no duplication of keys.

3.9   Responding to unmet demand

Services were asked to report on their responses to unmet demand, that is, lack of capacity to meet demand. Concern about demand for service exceeding capacity to provide was a repeated issue in the consultations for this research, and has also been a matter of note in the national data on the Supported Accommodation Assistance Program.

3.9.1 Trends from AIHW

AIHW (2003, pp418-422) describes the national data on unmet demand. The section discusses the methodological difficulties with establishing unmet demand, collating figures called 'valid' unmet demand, and other data as 'invalid demand', when a person is outside the organisational eligibility category (for example, too young, too old). On the AIHW days of study in 2001 and 2002, eight thousand and twenty people were turned away from SAAP-funded services. The researchers' commented 'Generally, the reason is that no beds are available. This was the case across Australia for 84% of valid unmet requests for accommodation' (AIHW, 2003, p420). Examining requests by adults with accompanying children, women accounted for 54.3% of those 'adults', and were consistently more often than men, in all states and territories, requiring, but not receiving accommodation. The only exception was the ACT where women and men with accompanying children were in equal number – 50% daily average (p421).

3.9.2 Services responses to unmet need

This research confirms the AIHW findings about the shortage of beds available, and the significance of the issue of unmet demand.

Table 3.9

Strategies to deal with extra demand. (n = 137)

Strategies to deal with extra demand	Yes	No	Total
Keeping records or waiting lists	92 (67.2%)	45 (32.8%)	137 (100%)
Research – collecting evidence	65 (47.4%)	72 (52.6%)	137 (100%)
Obtained more funding from auspice or government	42 (30.7%)	95 (69.3%)	137 (100%)
Assessment and referral elsewhere	91 (66.4%)	46 (33.6%)	137 (100%)
Limiting eligibility for service	31 (22.6%)	106 (77.4%)	137 (100%)
Volunteer fund raising and seeking donations	40 (29.2%)	97 (70.8%)	137 (100%)
Using volunteers	31 (22.6%)	106 (77.4%)	137 (100%)
Relying on generalist charitable organizations	47 (34.6%)	89 (65.4%)	136 (100%)
Lobbying government	80 (58.8%)	56 (41.2%)	136 (100%)
Using hotels or motels	56 (41.6%)	80 (58.4%)	136 (100%)
Prioritising tasks and new ways of working	91 (66.4%)	46 (33.6%)	137 (100%)
Other	11 (8.0%)	126 (92.0%)	137 (100%)

Note: not all respondents answered all questions.

Table 3.9 presents the strategies services use to response to extra demand, beyond what they can manage. Their major strategies are

- **recording demand and keeping a waiting list** (ninety-two or 67.2%)
- **assessment and referral elsewhere** (ninety-one or 66.4%) and
- **prioritising tasks and finding new ways of working** (ninety-one or 66.4%).

More than half report **lobbying government for additional resources** (eighty or 58.8%), however less than one-third report obtaining more funding from their auspice organisation or government – forty-two or 30.7%. A minority limits their eligibility to stem the demand – thirty-one or 22.6%. Others rely on generalist charitable organisations – forty-seven or 34.6%.

Less than half, fifty-six or 41% use hotels and motels. As Chapters 6 and 7 report, services are very concerned about the lack of safety and support in these facilities. Those who offer them do so as a last resort.

In a sector which has fought for paid staff, the extent of the necessity now for **using volunteers** may be a cause for concern, although the number remains a minority – thirty-one or 22.6%. More services draw on **volunteer fund-raising and donations** to supplement their resources — forty or 29.2%.

For example, volunteer fund-raising has occurred from the New South Wales Women's Business Network, Masonic Lodge and solicitors. One Tasmanian service reported that team members have developed a prospectus in their own time and seek donations. A Victorian service supplements funding by application to charitable trust funds. A Western Australian service obtains donations from the community, such as toiletries, clothes and toys. The consultation suggested that this was also common among other services.

Examples of how services report responding to unmet demand, including their comments in relation to 'other', are presented below:

- *We often provide outreach support if accommodation is not available or we assist clients in accessing accommodation elsewhere.*
- *Partnerships with community housing schemes mean we can move women out of the refuge more quickly.*
- *Working with churches and faith communities to ensure women receive appropriate responses when disclosing domestic violence.*
- *Produced a booklet Accommodation Options for Women.*

3.10   Conclusion

This chapter has presented the results of a mail survey to services to obtain reports on progress from their point of view. Two hundred and three services responded to the initial audit (including non-government organisations and a small number of government organisations). One hundred and thirty-seven services completed the survey, representing a 68% return rate. This was an excellent response. Data has been presented in tabular form, with examples of comments from across the States/Territories.

Participating services offer crisis accommodation, outreach, a combination of both crisis accommodation and outreach, or information, support, referral and advocacy. Only fifteen participating services ran a safe house.

There has been major progress in expanding women's options. The majority engage in safety planning, offer children's programs, women's support groups and programs and other specific program initiatives. 40% have added houses, units and staff in the past decade, or since they opened. More than one-third offer funded follow-up and one third offer unfunded follow-up.

The majority of services have taken action to expand access for women to their services. More than three-quarters reported welcoming a more culturally diverse clientele. Over two-thirds are responding to women with mental health difficulties, and one-third have some form of rural and/or remote access arrangements. Developments of protocols, with other services and the police have been extensive.

After-hours access, and the capacity to open twenty-four hours/seven days a week is still, however, not possible for a majority of services, due to funding limitations.

Services have been active in prevention initiatives. The majority, in fact nearly three- quarters, engages in community education. More than half engage in professional education, with police and the health and social service system. More than three- quarters have prepared educational materials. They also engage with government in policy development. Collaboration with other services, with police and generalist non- government organisations is extensive.

Safety for women and children is ensured predominantly by secrecy of address or police support.

All but three services reported demand beyond their capacity to provide service. Two- thirds reported keeping waiting lists. More than one-third reported the need to supplement crisis accommodation with the unsupported and unsafe option of hotels and motels, in spite of strong views reported in Chapter 6 against the advisability of this. Two-thirds have internally re-organised their work to cope with demand.

The emerging picture, as a result of this 2003 survey of 137 crisis accommodation, outreach, information, support and advocacy services is of complex domestic and family violence services, responding to high demand. They have come a long way from **Elsie**, the Sydney squat which claims its place as Australia's first 'official' contemporary white women's women's refuge, or **Women's Liberation Halfway House** which opened later in 1974 in Melbourne.

The next chapter will explore further these complex and varied services.

From a Simple House to Complex Service Delivery Organisations

Women 04
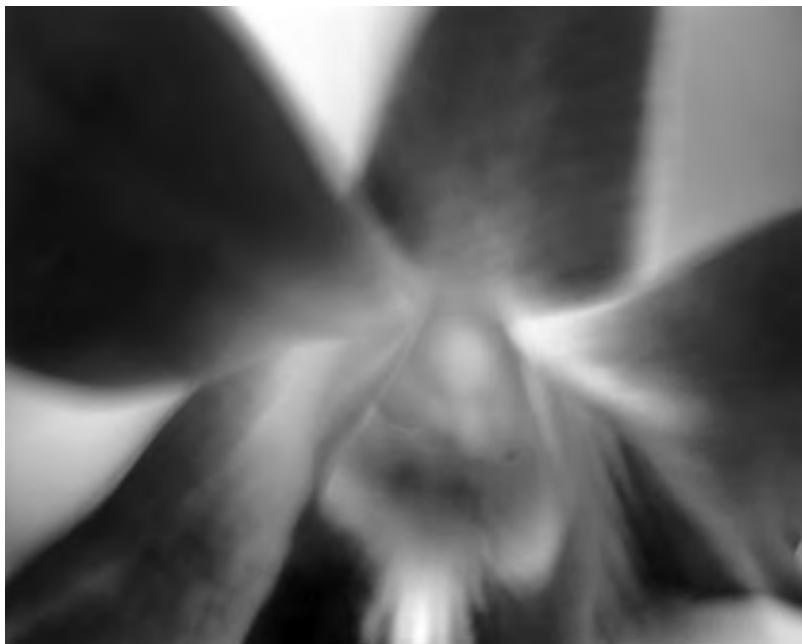
Chapter 4 From a Simple House to Complex Service Delivery Organisations

This chapter adds qualitative data to the progress identified by services and reported in Chapter 3, provides State/Territory overviews of the service system and presents the options for women not accessing crisis accommodation, as reported at the consultations.

4.1 Diversification of accommodation service models – not only a house

It is clear that domestic and family violence services in Australia are 'more than a house' and 'Elsie'[1] has come of age. The traditional 'refuge' or 'shelter' of the 1970s has evolved into a service system of complex and diverse service delivery organisations. 'Innovation', including new methods, and new practices, is clearly seen in domestic and family violence services across the country via two primary features.

First, is the addition of **extra properties** by many services. This enables not only increased service delivery but increased options for women and their children, by offering more flexibility regarding factors such as length of time allowed to stay; having older male children with them; and women with complex needs who need specialist support, such as women with mental health concerns and/or women with drug and alcohol issues.

The second, is the addition of vast numbers of a **variety of support programs** developed and implemented in response to perceived client need. As Chapter 3 documented, these programs range from support groups, to counselling to specialist outreach programs, to therapeutic programs with children, from playgroup to court support programs. It is apparent also, that some of these programs are not well resourced and may be unfunded.

The following is an extract from a pamphlet put out by the Women's Refuge Group of WA.

> *Refuges provide a range of critical services to women and children. This includes crisis and short term accommodation, 24 hr information and referral services, court support and advocacy, support groups, support for children and outreach services. Emergency goods and transport can also be provided, along with various other services. (Women's Refuge Group of WA, (undated) booklet* **Women's Refuge in the Community,** *p.2).*

[1] Elsie was the first women's refuge in Australia that was begun by a group of women who took over and squatted in an unused public house. They opened up the doors for women who needed refuge and were inundated, triggering the subsequent government funding of women's refuges in Australia.

Chapter 3 showed that twenty-one of the domestic and family violence services that participated in the research reported that they had one refuge or shelter, while two- thirds had more than one. Of those services which had independent units (with or without being physically alongside the refuge or shelter), the number of units ranged from two units to thirteen units. Different arrangements across the States and Territories between State/Territory housing authorities, refuges/shelters/domestic and family violence services and community housing means that there are huge variations between States and Territories, and even within regional boundaries. On the consultations and visits we learned that some services indicated they wished to gain additional properties but had not had an opportunity to access them. Others have turned down additional properties because they have not had additional support funding attached to them and the services have considered it unworkable to manage additional properties within existing resources. Others have their existing resources concentrated on intensive support and programs rather than additional accommodation, and do not wish for additional properties. Some services are operating additional properties and claim that because of this they cannot offer the programs they believe they need to provide. The diversity of size, programs and scope within domestic and family violence services across Australia is vast and clear.

Some of the services are more appropriately described as women's housing services, for women who are homeless for many reasons, including domestic or family violence, than as a "domestic violence specific service". For example, the South Australian Women's Housing Trust, Women's Housing Ltd in Victoria, and the Women's Housing Company in New South Wales. The following is an extract from the Women's Housing Company NSW Annual Report:

> *…this year has been another year of growth for Women's Housing. We now have 500 hundred properties, both capital and leasehold which is a huge change from the 4 share houses we started with 20 years ago.* (Women's Housing Company NSW, **Annual Report** 2002, p. 5).

There are a number of examples of women's housing services having close links with domestic and family violence services and forming partnerships where additional properties can be allocated to the domestic and family violence services to either fill gaps or target a specialist program. For example, Women's Housing Company in New South Wales has joint projects with:

- B. Miles medium term housing
- Delores Women's Refuge
- Detour House
- Gender Centre

- Auburn Migrant Centre
- Stepping Out Women's Housing
- Muslim Women's Association
- Amberley's Women's Refuge
- Bonney's Women's Refuge
- Violetta's Place; and
- National Aboriginal and Islander Student Development Association.

The breadth of programs offered by the services is significant. As reported in Chapter 3, 39% (fifty-three) of domestic and family violence services said they provide "other" programs apart from accommodation, outreach, support, information and referral. These included counselling, groups, support, and programs for women and children with special needs. There is further discussion of this later in this chapter.

4.2 What do some of the domestic and family violence services look like?

It is difficult to describe services to those who have not had the benefit of seeing them first hand. The following attempts to provide a snapshot of what domestic and family violence services in 2003 look like, as well as to show some of the diversity that is involved. Included are extracts from organisations' own service material. There are a number of physical types of crisis accommodation. The following list goes some way to illustrate the diversity of physical structures involved.

4.2.1 Single large residential house that operates as a communal shared living model. This usually means residents have their own bedrooms but have to share lounge, kitchen, bathroom and laundry facilities. Typically one family would share one bedroom by using bunks. Staff office amenities are usually within or attached to the building. These buildings are typically large houses but ostensibly and deliberately "look like the other houses in the street".

4.2.2 Single large residential property that operates as a communal shared living model as in the one above with the difference that each bedroom has ensuite bathroom facilities. Staff office amenities are within or attached to the building.

4.2.3 Single large residential property which has fully self-contained one, two or three bedroom units under the one roof of the facility. Sometimes there are additional communal areas so that residents have a choice between total privacy and company. Staff have office amenities under the same roof or in a separate administration building located elsewhere. These are often purpose built or adapted properties and are very large.

4.2.4 Large facility of a number of buildings on one site which have bedrooms with communal bathroom, kitchen and laundry facilities. At times there are additional buildings for children's resources or staff sleepover. Sometimes the staff sleep overnight in an allocated bedroom. Some services in remote areas have bunkrooms where women are asked to share with other women.

4.2.5 Large facility of a number of buildings on one site which are comprised of two or three bedroom units (some adapted for administration, counselling or children's resources).

Some services have a greater mix of facilities. For example:

4.2.6 Fully self-contained independent units and a communal refuge property on one site. The staff and administration are sometimes in one of the units, or in the main refuge, or have a shopfront office elsewhere.

4.2.7 A communal refuge property with self-contained independent units on a different site (either stand-alone or clustered). The office is usually in the main refuge or in a shopfront elsewhere.

4.2.8 Dispersed houses and/or units distributed throughout the community. Sometimes there is a shopfront office involved, other times the service operates its administration from one of the properties.

In addition, some services utilise caravans, primarily through caravan parks, as well as hotel and motel rooms. These resources are usually purchased with brokerage funds rather than the services core operational funding. The use of motels is discussed further in later chapters of this report. For some locations caravans are not available or not needed. For other places, caravans, hotels and motels are relied upon, however are often unavailable especially during weekends or holiday periods. Some family or church organisations have access to 'emergency housing' and this is sometimes used by domestic and family violence services in addition to their other properties.

A communal refuge showing security camera and safety screens on windows and verandah
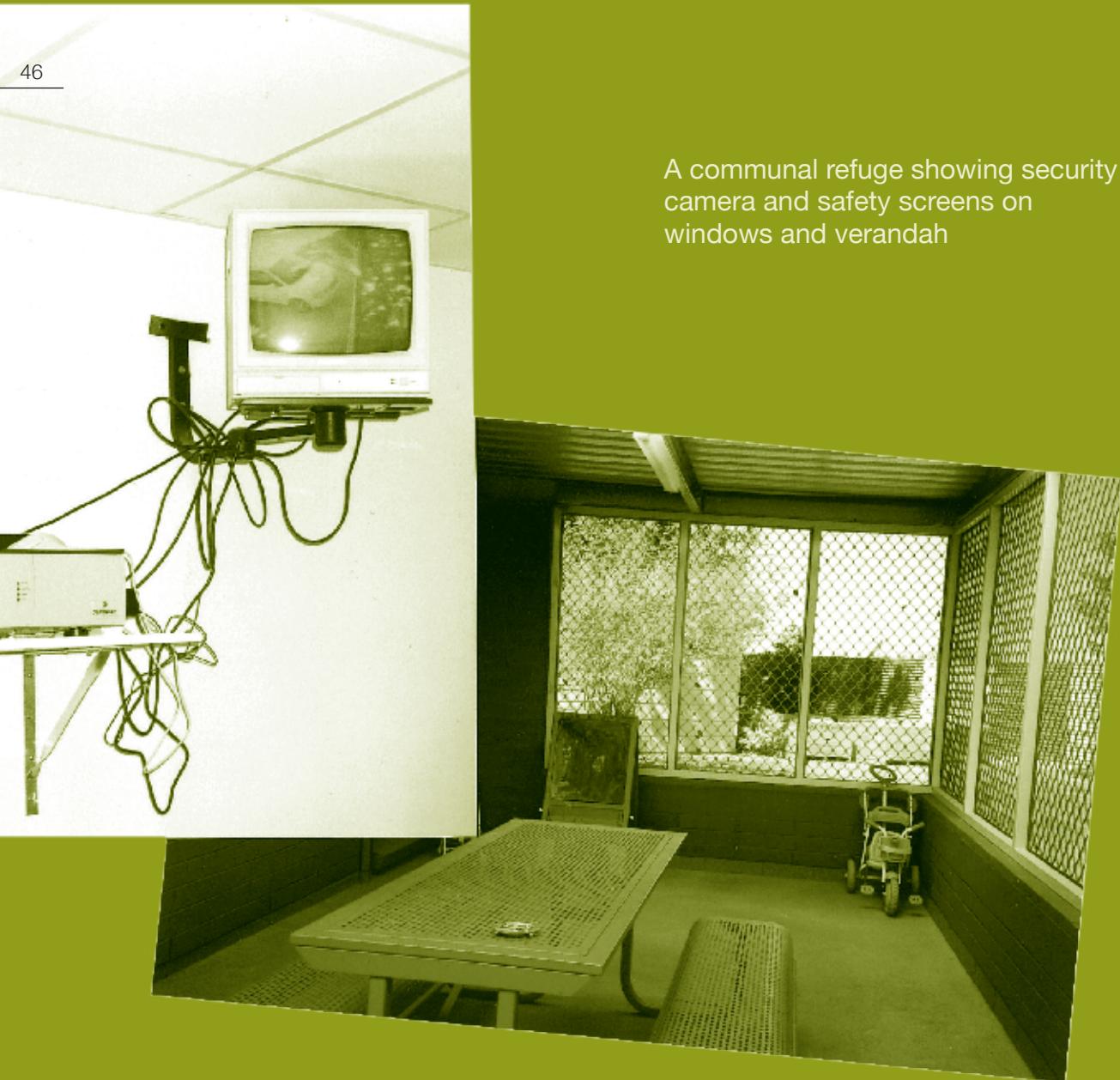
A peaceful garden with a secure fence

Some domestic and family violence services have access to transitional housing properties that sometimes they manage, but are often managed by other organisations. Some have what they refer to as "nomination rights" which means they can allocate the property to a client even though the property belongs to another agency. This is particularly the case in Victoria with the Transitional Housing Program and Transitional Housing Managers (THM's).

Historically many of the refuges have operated " halfway" or "three-quarter way" houses, which have been grouped in this report as "medium term housing". There are a variety of understandings about what these are. However, they are often used as an exit point from the refuge and the woman is viewed as being halfway or three-quarter way between the refuge and the community regarding issues around safety and support. Women can usually stay in half-way houses for longer than in crisis refuge facilities and the support level is often reduced from the intensive support provided while women are in refuge. Many services, however, use these properties in different ways and sometimes intensive support is provided to the families residing in these properties that may have complex needs. The following is an extract from The Patricia Giles Centre:

> *The refuge and the 4 medium/long term houses are non-institutionalised in their setting. The four houses are indistinguishable from any suburban home and the families rent the property with binding tenancy agreements for fixed terms. Rents are set at Ministry of Housing levels and the only extra condition relates to the support visits by refuge staff. The Patricia Giles Centre itself is also non-institutionalised with its three separate self-contained units, the Centre is not 24 hour staffed and families are free to come and go as they choose. While some rules exist for the safety of families and staff, families are encouraged to retain as much independence as possible.* (The Patricia Giles Centre, **Annual Report**, *July 2002 to June 2003,* p.2).

The Patricia Giles Centre (PGC) in Western Australia operates a cluster model along with administrative buildings and children's resource buildings all on the one site.

They have a twenty-four-bed refuge made up of two bedroom units, three medium term houses where women can stay six to twelve months, and one long-term house where women can stay twelve to twenty-four months (The Patricia Giles Centre, Annual Report, July 2002 to June 2003, p.1). The environment is brightened up through the use of colourful outdoor paintings throughout the grounds and on the outside of buildings, of flowers, butterflies and other bright things, giving it a welcoming feel – especially for children.

The Central Eastern Domestic Violence Service (CEDVS) in SA was in the process of changing location to a larger site" across the road" at the time of the research. This service is what is referred to as a cluster model where fully self-contained units are co- located on the one block of land along with what can be referred to as an administrative and resource hub. The administrative and resource hub at the CEDVS consists of one unit for management and "front-door" administration which also offers "women's space" for groups and meetings (formal or informal); a unit which houses staff and service material; and a unit dedicated to children. The children's unit provides for such activities as children's programs, therapeutic work, childcare, visits from other professionals (for example sexual assault service or child protection), mother/child work, and sibling work. The administrative and resource hub of the old site is on the streetscape and "protected" the four residential two bedroom units that could only be accessed by a security gate or through the administrative buildings. Internal to the site there is room for residents' safe off-street parking, outdoor rest areas, and a large fully fenced playground under shade sails. The site is welcoming, friendly and relaxing due to attention to physical features such as being well maintained, green and healthy garden areas, and a brightly decorated and well resourced children's resource area. A carport has been built-in, redecorated and used as a meeting room or counselling room. An additional fifth property backing on to the internal units facing a different street was obtained and added to the cluster.

The following gives an example of the layout of the property.

Figure 4.1:

Physical design of the Central Eastern Domestic Violence Service, South Australia[2].

Administration and women's space			Unit 5
Staff and women's resources	Unit 1	Unit 2	Unit 3	Unit 4
Children's resource building		Play ground	
Counselling/ meeting room			
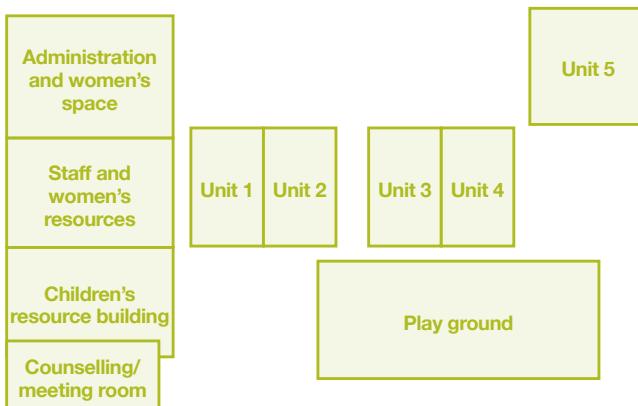
[2] Note: the service had moved to the new site just prior to the completion of the research. The figure is illustrative only.

The research team was able to participate in an on-site tour of the new site across the road, which is a redevelopment of a cluster of units that were previously public housing bed-sits. The site will be an improved version of the previous site and along with the features of the former site, will have 13 self contained units (2 and 3 bedroom) along with more outdoor space, a larger meeting room for training and group work, and improved counselling space.

The following extract highlights another example of how some services are now offering an increasingly diverse range of models to their clients.

While still accommodating and supporting five families in our High Security Refuge, Caroline Lodge accommodates and supports another five families in our Domestic Violence Crisis Houses which are used most commonly as exit points, however, when there is a vacancy they are used as entry points for women with diverse needs. …we have "nomination rights" to another ten properties where women and children are supported by Caroline Lodge workers until they move into permanent, public housing accommodation (Caroline Lodge*, VWRADVS **Annual Report** 2001-2001, p.5.).

Dawn House in Northern Territory is a cluster model of units along with administrative buildings. Unlike many other cluster models where the units are fully independent from each other, Dawn House units are semi-independent. The bedrooms, bathrooms and toilets of each unit (two per building) are at each end of a larger facility joined by a shared lounge and kitchen in the middle. There are a number of these buildings on the one site along with play areas for the children. At the time of the researchers' visit, new building works were underway to extend the children's and administration facilities.

Dawn House was awarded a grant … to extend our current administration building to include a purpose built children's area. (Dawn House Inc. Annual Report, 2001/2, p. 8).

Figure 4.2:

Example of a floor plan at a Dawn House Unit.

Bedrooms Bathroom Unit 1	Shared lounge and kitchen	Bedrooms Bathroom Unit 2
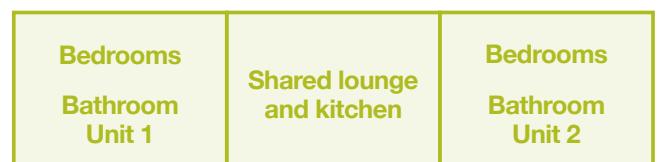
The following extract highlights a New South Wales example.

The refuge has five bedrooms, with a total of 21 beds and as many cots as are needed. There is a security monitoring camera that allows residents to see the outside entry-way from the inside the house and the refuge is equipped with an alarm system that is monitored by Chubb Security. In the event of an alarm, the local police are immediately contacted by Chubb security and attend the refuge. There is access for wheelchairs. Each bedroom has its own ensuite bathroom and toilet and air-conditioner. Workers say that the provision of ensuite bathroom facilities allows the women and children increased privacy and comfort and encourages independence. The house has a large communal living area and dining area and a well-equipped kitchen that was designed in culturally appropriate style by Warlga Ngurra. The refuge has one bus for transport of clients. There is a well equipped child support room that has kitchen facilities in the refuge house and a playground in the secure fenced in yard.

The refuge maintains strong links with the Aboriginal community and is well established. (NSW Women's Refuge Resource Centre, (2003) Impact 21, Innovative Models Day: Brief overview of services and projects presented, p. 29).

The following is another example of how a cluster model site may look.

Figure 4.3

A Cluster model site.
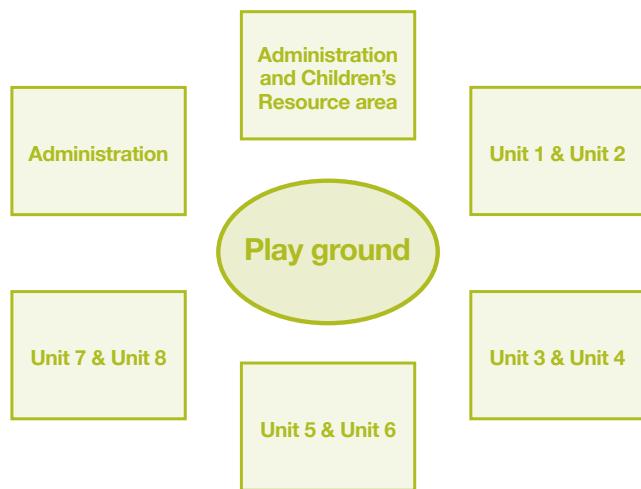
There are many diverse examples. According to Starick Services:

*We have three independent bed-sits with own kitchen and bathroom. The other three families are in the original refuge site, which has been expanded. The extra space for the families allows more privacy and a better quality of life at this difficult time (Starick Services Inc. **Annual Report**, 2001 – 2002, p.6).*

4.3   Types of outreach services

Chapter 3 reported that seventy-five services identified as doing outreach work, sixteen of which had outreach as their only function. It is, however, clear that the use of the term "outreach" to describe models of service delivery has different connotations across the country and even within regions. There are different types of "outreach". In its simplest sense it can mean support that is provided elsewhere to a residential site, i.e. non-residential based support. However, there are wide variations on this. The following list illustrates some examples of how domestic and family violence outreach is provided across Australia:

4.3.1   A domestic or family violence outreach worker is based at a non-government organisation (NGO) and is available to travel to other locations to meet with a woman or to meet with the woman at her office. In rural or remote areas this may involve extensive travelling distances. The worker will often meet regularly with other NGO workers, or be in phone contact with them; to strengthen the links and pathways to appropriate support when women access these other NGO's for support. Much of her work may be secondary consultation, community education and resource provision, along with direct support such as counselling, legal or housing support.

4.3.2   Domestic/family violence outreach workers may be grouped together in a Domestic/Family Violence Outreach Service. This is more likely to be the case in some Victorian regions where this model was specifically funded by the State government. These services often function as a drop-in centre for women, appointment based work, and a site for programs to take place along with secondary consultation, community education, resource provision, counselling, legal, court and housing support. As with the sole outreach worker out-posted to an NGO, the outreach service will often travel to rural or outlying areas to train or provide resources to other NGO workers.

4.3.3   Most domestic/family violence outreach is focused on providing services to women when or after they have had to leave home because of domestic or family violence, or when they are seeking protection orders (IO, AVO, PO). However, some specifically focus on attempting to support women, where possible, to stay in their own homes. Strategies for this include appropriate support and options being offered to women when they come to the attention of the outreach worker, for example at court seeking a restraining order. Sometimes an outreach worker will work with a woman before she leaves the home and/or the relationship, so that the woman is more aware of her options. However, this is usually not done in the home where the perpetrator resides or visits. Meetings are usually set up in neutral safe places. The issue of safety is one of the dilemmas for all outreach workers, particularly lone workers and those travelling in rural and remote areas.

4.3.4   Many refuges and shelters undertake what they refer to as outreach. Sometimes this is outreach in the community to new clients who are not residential clients. Mostly, however, it is outreach to clients who are past residential clients and who are housed in the local community in either other refuge accommodation,

other NGO accommodation, a caravan park, private rental property or public housing. Sometimes this is referred to as "follow-up". This outreach work is usually not specifically funded and some refuges and shelters have undertaken this historically, others have not. Some have recently introduced outreach as a program — or cut it as a program. This very much depends upon how services prioritise the allocation of the budgets and/or if there is pressure or a directive from their state or territory governments. For example, if the service sees it as an economic choice between providing a children's program and providing follow up to ex-clients they may choose to run the children's program because this is what their clients say is most important. Another service may choose to undertake the follow-up program, as they can access children's support elsewhere. An example of State/Territory direction can be seen in South Australia where, after the most recent redevelopment, the new service models are called "domestic violence services" rather than shelters and they have outreach built into their funding and service agreements as a core part of their activity.

4.3.5 Some Western Australian services have recently been funded for follow-up outreach to women and their children leaving the refuge. The following extract relates to a Western Australian service and clarifies the nature of the outreach they are providing.

The outreach worker role is to ensure support and advocacy is accessible whilst women are establishing themselves within their new community (Starick Services Inc. Annual Report, 2001 – 2002, p.4.).

4.3.6 Formally funded outreach services have existed in Victoria for a number of years, however, recent developments also show that additional programs are emerging or at least being formalised. Some Victorian refuges are formalising their outreach programs or setting up new ones in unresourced areas (Woorarra Inc. Pamphlet, undated). The following two extracts are from Victorian services. The first, is traditionally a regional/rural outreach service.

Our workers can visit women and children in their home and provide counselling, information, advocacy and referrals. (Women's Resource Information and Support Centre – WRISC, pamphlet, 2002).

This following Victorian service, traditionally operated as a refuge, has expanded options to include a shopfront and a new outreach service.

The focus of our service provision this year has again been the very successful sole-occupancy model. This is offered in the four crisis properties, with a total of eight family and single entry spaces. We have access to seven Transitional Houses and have continued to develop the Outreach Service initiated last year. The crisis properties are physically secure and women are encouraged to seek a variety of means to keep themselves and their children safe. (Brenda House Inc. VWRADVS **Annual Report**, 2001 – 2001, p.19)

4.3.7 The following extract from a Western Australian service again highlights the diversity of approaches to their communities these services are taking, as well as providing material relief.

The Patricia Giles Centre is funded to manage the Fostering Resilient Families program. This is an in-home visiting service for single mothers with three or more children who have experienced long term domestic violence (Patricia Giles Centre, July 2002 to June 2003, p. 1) … The refuge staff offer an ongoing support service (unfunded) to ex-clients and women in our local community. Over the last twelve-month period 389 ex-residents visited the centre for assistance. The types of assistance provided included 91 transport, 86 food parcels, 323 donations of furniture and clothing. 83 art therapy sessions were accessed (Patricia Giles Centre, **Annual Report** July 2002 to June 2003, p.6).

Inanna in the ACT refers to itself as a service for women in distress and also undertakes outreach along with providing refuge accommodation.

Outreach support service for women whose mental health issues are impacting on their wellbeing. Support can be provided for a one-off crisis or ongoing basis and includes emotional and practical assistance, counselling, referral, advocacy, and information (***Inanna Inc. A service for women in distress***, (undated **pamphlet**).

Elizabeth Hoffman House is the only Indigenous specific refuge in Victoria, which commenced originally in 1979. The following extract indicates a range of programs, including outreach, are being provided by what has traditionally been a refuge model.

EHH (Elizabeth Hoffman House) opened its Aboriginal Homelessness Centre in November 2001. The Aboriginal Homelessness Centre accommodated Aboriginal women and their children whilst the Housing worker progresses their housing applications. The service is staffed by a Program Coordinator, an Outreach Housing Worker and a Night Caretaker. The service delivers educational and recreational programs that are available to all clients of EHH several days a week. The program is extremely successful in that we have successfully housed 20 families since November 2001… In addition, the Outreach Housing Worker has a case-load of 36 outreach cases, most of whom are long-term transient women with multiple issues. However the program is not funded and we are desperately seeking funds to enable the program to continue (Elizabeth Hoffman House, VWRADVS **Annual Report** 2001-2002, p. 24).

The Eastern Domestic Violence Outreach Service is one of the originally funded domestic violence outreach services in Victoria. The following extract highlights one of the new ways they are providing outreach, i.e. court based with the aim of identifying and supporting women who may be able to safely stay at home.

EDVOS (Eastern Domestic Violence Outreach Service) workers continue to support women successful in their applications for sole occupancy through the Magistrate's Court. Workers have supported approximately thirty women since July 2001 in this endeavour. Women report that pursuing this option has enabled them to remain close to their support networks and reduces the disruption to their lives caused by domestic violence. (Eastern Domestic Violence Outreach Service, **Annual Report**, 2002, p.6)

Not only are there variations in meaning about what "outreach" is but it is clear that only some models of outreach are specifically funded as a separate program. Victoria is a case in example where relatively large domestic violence outreach services are specifically funded and set up in some metropolitan and regional areas, along with lone domestic violence outreach workers out-posted to other agencies in rural areas. In other places, many other outreach programs are undertaken within the existing refuge or shelter budget. Where this occurs it is clear that it competes for resources with other programs the service may or may not offer.

4.4 Specialist responses to specific targeted populations

Some services report that they are particularly focusing on **special needs** of particular groups of women, as the following examples from NSW and ACT show.

Women's Housing Ltd is committed to its specialist women's focus and to targeting particular groups of women who are identified as most at risk or disadvantage in relation to housing. In the next three years this focus will be on women in contact with corrections, women who have experienced, or are experiencing, domestic/family violence; women who are asylum seekers or refugees, and women with a disability. (Women's Housing Ltd. **Annual Report**, 2001-2002, service principles).

Toora Inc. in the ACT provides a women's drug and alcohol service, counselling groups and training (WIREDD – **undated pamphlet, Women's Information, Referral and Education on Drugs and Dependency).**

4.4.1 What are the features of culturally relevant and appropriate accommodation and support options?

There are a number of services that are specifically focused on immigrant and/or non- English speaking women. Many of these have domestic violence as a priority focus. The following three excerpts provide examples.

Refuges recognise the need for women who may be isolated by their culture to effectively access Refuges. Women's Multi-cultural Support and Advocacy Centre (formerly the Women's Refuge Multicultural Service) provides support and assistance to Non-English Speaking Background women and children. The workers are bi-lingual/multicultural and provide a safe/caring service for women of all cultures. All Refuges are sensitive to the culturally specific needs of Indigenous Women, and provides a safe and caring environment where the body, soul and spirit can rest, and be refreshed. There are also Refuges specifically for Indigenous Women. Women are then encouraged and empowered to re- establish their lives in a safe environment. (Women's Refuge Group of WA Inc. undated **pamphlet Women's Refuges in the Community.)**

Multicultural Women's Advocacy Service. This service promotes the safety of women and children who have experienced or are at risk of domestic violence. The Service is available to women, with or without children, from a broad range of culturally and linguistically diverse (CALD) backgrounds (including refugees, recent arrivals and long term residents) and referrals from other organisations and service providers. It is targeted to women in crisis situations, in refuges, still remaining in their relationship or re-establishing themselves in the community after leaving refuge. The service is provided to women in a way that is sensitive to their cultural and religious beliefs and practices, and language needs. Support and advocacy for women with high needs in terms of isolation, language and access to mainstream services emphasised. (Women's Refuge Group of WA, (undated) ***pamphlet Women's Refuges: support, advocacy, help, information, confidentiality, safe accommodation).***

Migrant Women's Support and Accommodation Service Inc. "Aiming to free migrant women and children from Domestic Violence". (MWSAS pamphlet, undated)

Many services provide bilingual or multilingual pamphlets, bilingual or multilingual workers, posters, experience in using interpreter services, and/or multicultural support services. In Victoria, "welcome to refuge" tapes are provided in twenty- two community languages.

4.4.2   Services for Indigenous women

There are also a number of services specifically focused on Indigenous women and many of these have a domestic or family violence focus. The following is from Elizabeth Hoffman House

The nature and extent of Indigenous family violence is of serious concern to Aboriginal families and communities. EHH (Elizabeth Hoffman House) have undertaken several community education forums with Aboriginal communities throughout the state in the last 12 months. These forums have been extremely successful and the community has expressed their concerns about the restrictive models that are available to Aboriginal women and children escaping family violence. EHH is currently examining the options of delivering a range of models that assist Aboriginal families to work through the family violence issues. In doing so we must also become realistic about the support timeframes. It is unrealistic to work towards a 3-6 month plan. Reality for our service is that we at times can work with clients for years before we actually see any change. Many of our women have grown up with violence all their lives to the point whereby violence has almost become normalised in some communities. (Elizabeth Hoffman House, *VWRADVS **Annual Report**, 2001-2002,* p.24).

The following is an example from a Western Australian service.

Strengthening the Heart is a unique model that incorporates the experiences, knowledge and practices of women's refuge whilst embracing the cultural strengths and knowledge of Aboriginal and Torres Strait Islander communities that links their past, present and future. Facilitating change by working at a grass roots level, mentoring with identified community leaders within the Aboriginal/Torres Strait Islander communities and implementing strategy to heal children from the effects of intergenerational family violence are some of the ways of working towards a resolution of issues affecting family, self and country where family violence is evident. (Starick Services Inc. ***Annual Report** 2001/2002, p. 10.)*

Many services work closely with their communities to get their messages across in appropriate ways. For example, in the following extract from a pamphlet from a remote area.

*BROKENBONES, BLACK EYES, BUSTED LIPS. SAVE OUR CULTURE FROM DOMESTIC VIOLENCE. THIS IS NOT OUR CULTURE.THIS IS NOT OUR WAY. NO MATTER WHAT OUR MEN SAY. (Whitsunday Women's Services, **pamphlet**, 2002)*

4.4.3 Single women

Some services focus on single women only (without accompanying children). The excerpt below from a specialist single women's service makes it very clear who it is targeting.

*WSSWAS (Western Sydney Sole Women's Accommodation Service Inc.) is dedicated to offering emergency accommodation and support to sole women, that is women who have no dependent children in their care, although many of the women who access WSSWAS are mothers. Workers in sole women's services report that some of their clients may have had their children removed from their care by DoCS (Department of Community Services), often because of domestic violence. Some women are dealing with issues of loss and grief and depression while engaging in the struggle to re-establish their relationship with children. (NSW Women's Refuge Resource Centre, (2003) **Impact 21 Innovative Models Day: Brief overview of services and projects presented**, p. 34).*

4.4.4 Children and young people

While many others have a specific focus on children and/or young people. The following extracts are from services in Northern Territory, Western Australia, and Victoria and give a snapshot of some of the programs and emphases on children and young people.

Music, healing and community development:

*The Children's Music Project, facilitated by Shellie Morris not only WORKED for the kids – they were happier and stronger and more skilled for the experience, but it also WORKED as a social change strategy. The project saw the needs of children affected by domestic violence get appropriate recognition. The CD that was produced has been purchased by heaps of people and even the Department of Health and Community Services have negotiated for rights to play the music at the launch of their latest domestic violence project. The CD is a reminder, a tool, a story of the creative spirits of children. We know that regardless of trauma and extreme hardship and disadvantage these children were able to feel safe, to trust, to open their hearts and minds to the opportunity to grow and heal. They remind us that it is never reasonable to think that people are too damaged to heal. It is never okay to "give up" on yourself. (Dawn House Inc. **Annual Report**, 2001/2, p. 4)*

Interagency responses and children from culturally and linguistically diverse backgrounds:

*Starick Services in partnership with Women's Refuge Group of WA, Women's Multicultural Advocacy and Support Service and Nardine Wimmins Refuge received funding … The project will look at issues involved with CALD children experiencing domestic violence. (Starick Services Inc. **Annual Report** 2001/2002, pp.4-5).*

Crisis counselling for children and young people, as well as parenting support:

*The Domestic Violence Children's Counselling Service. This service is funded to provide crisis counseling to children and young people living in SAAP services in Perth metropolitan area. … The service provides parenting support to the residential parent. (The Patricia Giles Centre, **Annual Report** July 2002 to June 2003, p. 15).*

Increasing the focus on children:

*As ever, we are surprised by the number of children passing through Cooroonya. Our renovations included a more child friendly playroom. All children having contact with Cooroonya are assessed and a case management plan developed. Our Children's Support Worker has been kept busy with this and a variety of programs and outings. We are now moving towards Children's Therapy Groups, Positive Parenting Programs, Children's Camp and a Primary School Prevention Program. (Cooroonya Domestic Violence Service Inc. VWRADVS **Annual Report**, 2001 – 2002, p. 21).*

4.4.5 Lesbians

Some services are attempting to make themselves more accessible for lesbians. Examples of this are putting up Pride flags (ACT), and having an identified lesbian domestic violence worker. In Victoria lesbian domestic violence workers have formed an informal network which is focused on making lesbian clients feeling more welcome in a service, and in new communities if the woman has to relocate.

*WSSWAS (Western Sydney Sole Women's Accommodation Service) attempts to break down the barriers that lesbian women face in accessing services by offering information and strategies to mainstream services about lesbian issues and domestic violence. (NSW Women's Refuge Resource Centre, 2003, **Impact 21, Innovative Models Day:** Brief overview of services and projects presented, p. 36).*

4.4.6 Young women

Some services are specifically targeted towards **young women**. The following two extracts from service material are from young women's services in New South Wales and Victoria.

*THEBA provides services to all Women regardless of race, religion, sexuality, language and politics. Service delivery will be culturally and identity inclusive and non-discriminatory. (Theba Young Women's Service, **Information about the agency and the services we offer**, (undated) **pamphlet**.)*

*Who is the service for? Young women aged 16-25 (without accompanying children): who sometimes feel out of control, who sometimes hurt themselves, who may lack support from family and/or friends, who really want to make some changes in their lives. (Hanover Young Women's Intensive Support Service, (undated) **pamphlet**.)*

4.4.7 Women with mental health concerns

Some of the domestic and family violence services focus on supporting women with **mental or emotional health concerns** as the following example shows:

Inanna Inc. is a community based feminist service for women in distress, and their children. We offer:

- *Outreach support service to women with mental health issues. …*
  Who is it for?

- *Women who are experiencing or recovering from a mental health issue – such as depression, anxiety or stress*

  *(Inanna Inc. **Inanna Health Outreach Program**, undated flier).*

Inanna is a service in a metropolitan city. Having originally operated from one house in a suburban street, opportunities, along with funding, arose which enabled them to gradually purchase and/or rent other houses both next door to them and directly behind them. Having the four houses (two in front and two behind facing the other street) provided a unique opportunity for the service to be creative with the "middle space". By opening up the interior ground space and removing fences, they were able to add some valuable resources for their clients and create a unique shared "space".

Buildings able to be added included a small counselling room which could double as personal space; a children's room for formal group work or individual work with children, for therapeutic sessions such as strength sessions or sand play, or for free play; an art and craft room for activities and group work; and a meeting room able to be used in a variety of ways. Opportunities arose in the garden as well. A number of distinct areas in the grounds became opportunities to work with clients to create "theme" areas. For example, a "peace garden", an "Indigenous garden", and an "oriental garden". Even the children have a garden area with tables and chairs under a brightly decorated tree hung with wind chimes, fairies, glitter and streamers. Mirrors and mosaic tiles in the garden add to the ambience, as does the "chook run and chook house" next to the vegetable patch where women and their children have been able to enjoy fresh vegetables and fresh eggs. Inside the buildings, walls and glass are decorated with art from the many women and children who have resided at the properties.

4.5   Collaborative and integrated service provision

Some services have focused on collaborative and integrated service provision. The following example is from a group of women's domestic violence services in the Gold Coast area.

*It has been our experience that a multi-agency model of intervention with organisations working collaboratively and cooperatively together has the potential to not only enhance responses to victims and their families, but to maximise the effective use of resources within and across regions. (**Gold Coast Domestic Violence Integrated Response, booklet**, Domestic Violence Service Gold Coast, 2003, p. 1).*

4.6   24/7 access (24 hours, 7 days a week, 365 days per year)

There are different understandings of what 24/7 means across the national service system. The following gives examples of the meanings behind this term.

4.6.1   Women in the community have 24/7 access to at least a worker by phone who may or may not physically meet with the woman that night face-to-face (or day if it is a public holiday or weekend). The worker may "authorise" a motel by phone to charge the cost to her service if the woman turns up to the motel for emergency accommodation. This model is often used for safety reasons particularly in rural and remote areas. Sometimes the issue is affordability because it costs a service more for a worker to be "called out". Alternatively, the worker may meet the woman (often at a hospital or police station) and escort her to emergency accommodation and offer crisis support at the time. In some areas, a specialist worker from a designated "intake" women's service takes a call twenty-four/seven from the police or woman in the community and contacts the shelter worker who is on-call. Arrangements are made to meet the woman at the shelter where the on-call worker settles her in and then leaves. Some services provide 24/7 responses on some but not all nights of the week.

4.6.2   Women in the community have after-hours access to face-to-face support and accommodation (motel or supported accommodation such as a refuge or shelter) through a worker being on "active" after-hours support. This can be via phone access to a worker at her home (through phone diversions) or by turning up to the shelter or refuge and ringing the bell so that the worker on "sleepover" can attend to her needs. Some services in remote areas are accessible 24/7 through women turning up "at the gate".

Others (in high violence areas) will not admit women after hours because of safety of workers and other residents inside the compound and send the woman to the police or call the police to the facility. There are examples where police prioritise these calls and their attendance at the site time is under 7 minutes (for example Tennant Creek Women's and Children's Shelter).

> *Crisis Advocates/After Hours support is provided to in-house residents and referrals from the police from 8pm to 8am.* (Starick Services Inc. **Annual Report**, *2001 – 2002,* p.6).

4.6.3 24/7 phone support is available to current residents of the service only. This may extend to women in other properties supported by the refuge/shelter. In some situations workers will physically attend if they deem the situation to be a crisis or a critical incident. Others will refer the woman to other services such as the police, the hospital, or 24 hour free services such as Lifeline. Often it is dependent upon the nature of the call, the capacity of the worker to respond, and what other services are available.

4.6.4 24/7 face to face support is available to current residents of the service only. Throughout the consultations, it became clear that there were differing local, regional and statewide arrangements of various sorts regarding after-hours services for women in crisis. After-hours responses are dependent upon a number of factors. These include how resources are utilised in the service, staffing structure, whether there are enough resources, whether it is deemed to be the best use of resources, whether there are other services providing that response, whether there are staff and/or accommodation available to provide to a woman, whether it is safe for a lone worker to respond after-hours, and local police attitudes and relationships with the domestic/family violence services. In remote areas, police can be days away.

Many services have developed some type of response with the resources and capacity they have at their disposal, or which they can contribute to through a collaborative process. Some services have had to cut their after-hours response due to lack of funding, and to provide it would compete with other valued service delivery. At some consultations, some of the innovative ideas emerging were around how to provide an enhanced after-hours response for women through clear, accessible, resourced entry points and collaborative work. However, even this depends on the services being on the ground in the first place.

In some remote areas, particularly related to safe houses, many Indigenous workers are providing unsupported, unpaid after-hours responses to women in the community to the point where they have little privacy, little "down time" from work and their personal and family's safety compromised.

Not every service needs to provide an after-hours response. What is needed is an appropriate after-hours service in the community for women who are in crisis, wherever she is. Crisis workers who are required to be on-call and available for recall after-hours must be paid at appropriate industrial rates, resources must be available for their recall to a crisis, and appropriate after-hours accommodation must be available for the women and children. Appropriate after-hours accommodation should not rely on motels, hotels and caravan parks which are isolating, do not have appropriate kitchen or laundry facilities, are often unsafe, and do not have appropriate space for children.

4.7   Range of programs

The following chart of programs offered by domestic and family violence services across Australia illustrates the immense range and variety of innovative work these services are undertaking. This gives additional qualitative understanding to the programs described in Chapter 3.

Chart 4.1

Programs offered by domestic and family violence services across Australia.

Counselling and group programs	Domestic violence counselling; sexual assault counselling; children's counsellingprograms; young women's counselling programs; support groups for women incrisis accommodation; support groups for women post-crisis accommodation; support groups for women living in the community who are or have experienced domestic or family violence; support groups for young people; support groups for children; support groups for women whose mental health is impacting upon their wellbeing; support groups for women with alcohol or other drug misuse problems; support groups for women from various CALD backgrounds (e.g. for Filipina women, for Indo-Chinese women); Indigenous family culture camps.
Brokerage programs	Funding for crisis, medium, long term accommodation in the private sector; funding for material aid (e.g. food, clothes, personal hygiene items, baby bottles, formula and nappies, whitegoods); funding for items unable to be sourced elsewhere (car tyres, vehicle repairs, vehicle fuel; relocation tickets and fares, TAFE fees, GP's appointment where cash must be paid up-front before the woman can see a doctor, pharmaceuticals, private counselling due to longwaiting lists, alternative health practitioners); vet care and kenneling for pets of women who have to leave home because of domestic or family violence; funding and preparation of Indigenous funerals.
Outreach programs	Aboriginal outreach; outreach for women who choose not to access refuge/shelter; lesbian outreach program, outreach for non-residential mental health support; home visit program; post-refuge follow-up support; intensive inhome support service; remote outreach program; rural outreach program; outreach program for women from immigrant or non-English speaking backgrounds; outreach to Tarrengower women's prison.
Court Support programs	Court support or assistance programs; fax-back programs; legal information, advice and representation (especially Restraining Orders/Intervention Orders; Aggravated Violence Orders and Family Law).
Children's and young people's programs	Children's programs; young people's programs; therapeutic work with children; numeracy and literacy programs for children who have missed school or who are behind; children's camps; children's music program; children's art programs; Indigenous homework centres.
Specialist programs	Service for pre-natal and post-natal women; Indigenous family violence projects; migrant specialist support; bi-lingual staff and resources; interpreter service; cultural support for specific groups; programs for women exiting prison; programs for women who have experienced trauma; programs for lesbians; programs for transgender women; drug and alcohol support and education; parenting programs; behaviour/anger management programs; self-esteem programs; protective behaviours program; art/craft/drama/film/music programs; young pregnant or parenting programs; pet projects; early intervention projects; Fostering Resilient Families program.
Life skills programs	Cooking groups; budgeting and financial management programs; basic handywomen practical workshops; women and nutrition; women and the environment group; recreational/social activities; women's camps or outings; life skills programs; "yarn ups".
Shop-fronts and colocations or visiting schemes	Shopfronts and "drop-in" centres; co-location with other relevant services with strong links; programs where other agencies such as Centrelink or financial advisers visit regularly so that they are more accessible for women; visits to refuges from Aboriginal Health workers; Aboriginal health clinics at refuges.
After hours programs	After-hours support program to women in crisis accommodation; after-hours domestic violence response to the community; after-hours support to women not in crisis accommodation but who are a current client.
Respite	Respite care for children (planned or emergency); programs for women with substance abuse issues.
Men's programs	A number of various types of perpetrator programs, and Indigenous men's and boy's programs such as culture camp, and "yarn ups".
Community work and training	Community awareness programs; community development projects; community education and training programs; training other workers in the community; training police cadets; training Centrelink staff; training state housing authority staff; local safety committees.
Advocacy	Multicultural women's advocacy service; legal advocacy; housing advocacy program; domestic violence advocacy programs.

Note: this chart does not represent all of the programs undertaken by domestic and family violence services across Australia. The list is indicative only to demonstrate the range of programs available and are sourced from the research material.

4.8 "Unfunded" programs

There is an expectation that domestic violence services will provide a range of activities and programs, even though they may not receive funding to specifically cover all activities. Consequently, the service may rationalise its budget to achieve as much as it can from its limited resources. These 'unfunded' activities are important elements of the work of the service and can impact on the long-term success of the goals of the service.

Many of the programs domestic and family violence services across Australia undertake are unfunded or underfunded. These additional programs are often resourced via existing budgets and therefore compete with other programs or potential programs. "Unfunded" refers to where there is either no specific funding tied to the delivery of the program or, if there is, the amount is inadequate and is "topped up" by the services from other resources. Many services reported that they were made to undertake other programs within existing resources by their funding body. South Australian shelters had "domestic violence outreach" added to their service agreements and now consider themselves to be "domestic violence services". Some services (WA and Victoria) made a deliberate decision to fund a specific outreach service out of refuge money which reduced the funds the refuge component had available. One service pointed out that the direct impact of this was that the refuge could not increase its hours of operation or engage administrative support for the manager. Western Australia has since funded a number of outreach services specifically.

Many services across Australia undertake extensive court support programs, women's support groups, children's programs and community awareness and training within their existing supported accommodation funding. In South Australia even the training of police cadets by one service is unfunded, whereas in Victoria it is specifically funded. Some domestic and family violence services are funded for counselling but most are not. Some unfunded counselling is provided. In NT a community development and training program is separately funded. Some services are specifically funded as

referral services but many rural and remote services pointed out that they were often the point of contact for their local area but not funded for referral.

It is clear that domestic and family violence services across Australia have developed and undertake a vast variety of unfunded programs to enhance the well-being and support of the women and children they work with. The following is a quote from a Northern Territory service.

> *Creative expression is a powerful force, and a very under valued quality within all of us. With commitment to real communication and to valuing the diversity of ways that people grow and change, new ways of working will continue to emerge. Empowerment is REAL and there are infinite possibilities.* (Dawn House Inc. **Annual Report**, *2001/2001*, p.2)

4.9 The range of service models across Australia

The following is an overview of the range of models for accommodation, outreach and support by State and Territory from information arising from the national consultations. Note that these snapshots arose from the consultations, held in twelve areas across Australia, and there may be models and regions not documented. However, they give a general picture of the models within the service systems, and therefore the service pathways available for women there.

In addition it is important to report that in each local area, regional and State/Territory we found a considerable number of domestic or family violence networks, which meet regularly. Typically they involve the police, local government departments and non- government stake holders, including those running men's programs, as well as women's domestic and family violence services.

4.9.1 New South Wales

New South Wales has 55 funded women's domestic and family violence services throughout the State. Approximately 10,500 women pass through the refuges each year. The NSW Women's Refuge Resource Centre (WRRC) is a point of contact for the NSW Women's Refuge Movement (WRM): a network of the 55 refuges for women and children escaping violence across NSW. The WRRC provides administrative support and policy development for the refuges as well as resources and information for the broader community about issues related to domestic or family violence. In more recent times, the WRRC has undertaken increased lobbying and advocacy to all levels of government on issues affecting women and children experiencing domestic or family violence.

Most of the shelters in NSW are communal model services, with a few cluster types. The Sydney consultation emphasised that their preferred model was communal as they considered it better for the women and the children.

The NSW Department of Community Services funds a 24-hour Domestic Violence Referral Line that provides a statewide service. In many cases women experiencing domestic violence are referred by this service for counselling and crisis accommodation. However, access can be made directly to many refuges throughout NSW. Pamphlets and contact cards are sometimes used by refuges to promote their service on a regional basis.

The refuges specialise in other areas apart from domestic and family violence, such as children, Indigenous women, NESB and CALD women, mental health, alcohol and other drugs, homelessness, single women without children, and young women only (14 up). Most of the refuges offer crisis and medium term housing and support, with many also offering outreach.

There are three Indigenous operated and managed refuges in NSW and one Indigenous Outreach project, developed as a response to high demand. The five shelters in the Orana Far West are not Indigenous specific however their main service users are Indigenous. These services work in communities with very high levels of violence, sometimes as sole workers, and in an environment of geographic isolation. Because of high demand on services some needs are often unable to be addressed including the needs of children. Wirringa Baiya is a state wide Aboriginal Women's Legal Resource Centre which provides legal advice, advocacy and training across the state.

Refuges across NSW have shifted towards having outreach components; these include programs focused on older women, NESB women, Indigenous women, and children.

One NSW refuge was described as an Indo-Chinese women's refuge in a community with 133 different nationalities and over 70 known languages spoken. The service was specifically set up because of underutilisation of mainstream services by Indo-Chinese women in the past.

There are two NESB specific refuges in NSW, however refuges retain strong NESB outreach programs throughout many areas and communities where these specific services are in high demand. Refuges and the NSW Women's Refuge Resource Centre work closely with Immigrant Women's Speakout, a statewide NESB specific service which provides referral, advocacy, and training in relation to issues affecting immigrant and refugee women, to maintain access and equity for NESB women and children experiencing domestic or family violence.

Another refuge was described as one of three sole women's refuges in the state, where some women have drug and alcohol and/or mental health issues and have to leave the children with the abuser. This model described itself as a communal model with units noting that it was particularly desirable for sole women, to assist in breaking down the isolation and dealing with depression.

One refuge is a purpose built facility next door to a resource centre, which includes a child contact and handover service, along with child therapists. There are 5 self-contained medium term houses in the community. This service also has a high proportion of clients from NESB or CALD backgrounds and one of the workers in the refuge has become a registered Migration Agent to respond to the high need for this type of support. Programs offered include court assistance (funded by Legal Aid NSW); a collaborative arrangement with the police where police provide all their domestic violence call-out sheets to the refuge and ask the women if they would like the refuge to contact them; specialist counselling; outreach; sexual assault project; children's program; young women's pregnancy scheme; and family support.

Another was described as a highly visible refuge in a rural area that advertised on local television and accepted women who just turned up at the door. This service pointed out that 70% of their referrals were after-hours, and it was their high visibility that protected them because of community and police support. A major focus of this service was transporting women to safety and to appointments due to a severe lack of public transport.

Another refuge described itself as having a particular focus on Indigenous women. It offered women's outreach, adolescent outreach, and men's outreach. These programs involved the following. "Women's yarn up" sessions which involved issues such as health, domestic and family violence, craft and outings. The adolescent program included culture camp, sport activity, disco-nights, picture nights and "yarn up" sessions. The men's "yarn up" involved sessions on men's health, alcohol and drugs, violence, and AIDS/HIV. These men's programs are not run at the refuge. They are based in the country and at culture camp. This highly successful model has linkages and networks with educational institutions, the police, medical and dental health care facilities, among numerous partnerships.

NSW Women's Refuges Movement held an Innovative Models Forum in 2003, which presented their Impact 21 project. This project highlights that there are 150 models of service operating in NSW of which 120 are documented.
The Innovative Models Forum and the report showcased a sample of 21 models of service. They pointed out that most of these additional programs are not specifically funded, for example, Moree Line Dancing (for women aged 18 to 85) is actually an Indigenous service program.

The NSW women's refuges highlight that large proportions of their resources are taken up with women without income.

4.9.2 Victoria

Victoria is the only state or territory which negotiated "security of address" protocols with the state government and have kept very strict control over who needs to know the address of each refuge. Over the years this has slackened somewhat but almost all still operate on a secret address model.

The typical model of refuge in Victoria is one communal high security property that takes four families. There is one metropolitan service that is a large facility with self- contained living areas under the one roof, however they are in the process of selling the property and moving to a cluster model of independent self-contained units on one site, perhaps with additional dispersed properties. Two services operate on a dispersed model of independent houses throughout the community. Many, but not all of them have half-way or transitional houses. Some refuges are auspiced by larger church or NGO organisations.

There is only one Indigenous specific refuge in Victoria and it is in Melbourne. One rural Indigenous refuge supports non-Indigenous women as well. Recent grants have been allocated for Indigenous Family Violence workers in the northern part of the state along the Murray River. These are auspiced by domestic violence services but link with local Aboriginal Co-operatives. One rural refuge has begun an Indigenous Domestic and Family Violence program by employing Indigenous staff and working closely with the local THM (Transitional Housing Manager) and Indigenous community.

A few services have a shopfront, most do not. Some redeveloped refuges have acquired a shopfront in recent years. All domestic violence outreach services have a shopfront of some sort even if it is the auspice agency.

The additional properties are often used as exit points from the refuge, or for women with special needs such as those with older boys, or women who do not want to share. Some refuges use these properties as direct refuge intake. Services pointed out that these properties are used in flexible ways, e.g. one may be high security , one may be medium security, medium term and allow the woman to study and work with minimal rules. One service allows women to enter their property as a crisis intake and then can stay with a lease if the circumstances are appropriate while awaiting public housing. In this case the nature of the property function changes rather than the woman having to move again.

Some refuges have nomination rights to THM (Transitional Housing Management) properties which means that the THM manages the properties and the lease but the refuge makes the property allocation and supports the client.

Victoria is unique in that there is a specifically funded domestic violence outreach services model throughout the State. In some locations the funding is in one site and is a stand-alone service. In other locations, smaller amounts of outreach funds are with auspice agencies. Therefore, a domestic violence outreach service can be a large agency or a lone worker attached to another NGO. Refuges have traditionally undertaken outreach to women who have exited the refuges as "follow-up". This still occurs and in some services is not limited to past clients. Some refuges have begun new outreach services without additional funding, in areas that previously did not have any service.

Even though Victoria has a distinct domestic violence outreach services model, many of these manage crisis and transitional housing as well. An example of a regional/rural outreach service has 3 CAP properties operating as crisis of two week stay only, 2 crisis properties run by the local THM but with the outreach service having the nomination rights, and 8 transitional houses (also managed by the THM but with the outreach service having nomination rights).

There is extremely high use of motels, hotels and caravans in Victoria because all crisis accommodation is full. This is particularly exacerbated in regional and rural areas and on particular dates, e.g. school holidays, Agricultural show weekends, Easter, Football finals, and "swap meet" weekends.

Each refuge and outreach service has a funded Children's Support Worker. SAAP regional networks are also funded for a children's worker to work on issues for homeless children. Many of these have some focus on children who are homeless because of domestic or family violence.

SAAP regional networks are also funded for networking and all employ a SAAP networker. Many of these SAAP Networkers act as a resource for the domestic violence services and advocate for issues around domestic or family violence.

There are a variety of children's programs and young people's programs. These include therapeutic work, groups, individual support, court support, para-legal support and advocacy, particularly around child protective issues and child Contact and Residency.

The Women's Domestic Violence Crisis Service of Victoria (WDVCS) operates on a 24/7 basis with 1800 and local numbers. There is an after-hours response funded in each region for after-hours incidents, however the way this funding is utilised is different in many areas. The funding is small, and often, especially in rural areas, only phone support can be undertaken. Most refuges operate 24/7 for their own residential and outreach clients.

Prior to the current Victorian policy framework, the Domestic and Family Violence Crisis Protection Framework, many refuges only accepted referrals from the central referral agency Women's Domestic Violence Crisis Service of Victoria (WDVCS), and "internal" referrals from other refuges. More and more refuges are opening up to local and regional referrals where many have indicated that most of their referrals are coming from local areas. Most, however, still get the majority of their referrals from WDVCS. Outreach services have traditionally had most referrals from their local community.

Some refuges are purpose built and some are large purchased properties. Some have rostered weekend and sleepover staff on 24 hours, which is partly funded. One service has a room designated as overnight for referrals from a specific local area. Some services have direct or good access to Emergency Relief funds or Housing Establishment Grant that can help with bond, whitegoods, removals, etc.

A number of services have additional funding other than for domestic or family violence, for example, funds for young women's homelessness, funded after-hours response, women exiting prison, and women with drug and alcohol issues.

A number of refuges identify as high security and some as medium security. Some services offer crisis accommodation that is reliant on a woman's own safety planning.

Many services provide "secondary consultation" for other NGO's and government agencies. This is along with providing programs such as parenting groups, preventative programs with children in schools based on bullying, self-esteem and well-being, post- domestic violence support groups, court support programs based at the local court, (as well as individual support of clients in the court process), and integrated criminal justice response partnerships between the domestic violence services and the police.

Each region is funded for a Family Violence Prevention Networker. Some of these resources are auspiced by domestic or family violence services. Some regions employ a worker, others use the resources differently, such as for conferences or forums.

Services provide support to women living in THM's (transitional housing operated by a Transitional Housing Manager) as well as in public housing and private rentals.

Statewide services include the Women's Domestic Violence Crisis Service of Victoria, the Domestic Violence and Incest Resource Centre, and the Immigrant Women's Domestic Violence Service. The Women's Housing Ltd is the only women's specific Transitional Housing Manager (THM) and the Women's Information and Referral Exchange (WIRE) is not domestic violence specific but closely linked to the domestic violence services.

4.9.3 Queensland

Consultations in Queensland were held in Townsville and in Mt Isa in North Queensland.

Townsville and surrounding areas

In Townsville, Sera's Women's Shelter is a medium security refuge for women and children escaping domestic violence. It is SAAP funded for 28 beds. It originally had expanding walls but the purpose built shelter now has 14 beds in 5 two bedroom units. The remaining 14 beds went to Tugulawa. Sera's prioritises beds for local women and uses emergency relief funds to pay for motel and back-packer beds. It has a childrens worker and an outreach worker. They provide a 24-hour service using a combination of workers on-site and a call-out process overnight, 7 days a week. The outreach worker works with women leaving the shelter and also takes referrals from other services for women in the community.

The Women's Centre (North Queensland Combined Women's Service) in Townsville has a 24-hour Crisis Phone Line. It provides face to face services, referral, counselling, information, groups, community education and training, library and drop in. It is SAAP funded. The Department of Health funds the Sexual Assault Service, and Rape Crisis Call Out. It provides a Women's Health Services, and 24-hour referral for Sera's Women's Shelter.

The North Queensland Domestic Violence Resource Centre (NQDVRS) in Townsville provides assistance with Protection Order applications, court support, community education and training, "Aardvarc" children's program, Perpetrator Education Program, "Dovetail" program (integrated response to domestic violence), advocacy, library, and resources. It is funded by Department of Families. 2003 saw increased funding to assist the service to respond to changes to the legislation to include family violence.

The above three services work collaboratively together on a range of domestic violence responses to enhance service delivery. Maria House, St Vincent de Paul Women's Shelter, works mostly with homeless women, but will take some women leaving domestic violence from elsewhere (outside of Townsville). St Vincent de Paul also operates a men's hostel. The Salvation Army offer a dry-out shelter "mancare", and the North Queensland Domestic Violence Resource Service provides an established Perpetrator Education Program with concurrent support programs for women, as a service for women.

Iona House, is a young women's shelter and mostly takes Department of Families child protection client group. Share House Youth Shelter, is mixed gender, and has two houses, one crisis and one medium term. FEAT (Family Emergency Accommodation Townsville Inc.) is a SAAP generalist housing service. Sera's, Women's Centre, and FEAT have brokerage money for single women who are homeless or experiencing family violence for overnight accommodation in a motel.

Palm Island, off the coast of Townsville, is connected by plane from Townsville Airport and by barge from Ingham, 115 km north of Townsville. Palm Island has had a Women's Centre (Kootana) funded under SAAP since the mid 1980s. In the mid 1990s a purpose built safe house was located next to the Women's Centre. This service is not well funded. Historically, women experiencing domestic or family violence would leave the island and go to the Townsville Women's Shelter (Sera's), often as a preventative measure when they were aware that their partner was drinking or getting angry. When the word came that he had settled down, the women and children would return to Palm Island. In recent years this trend has changed as Palm Island women use both Kootana on Palm Island or Tuguluwa in Townsville.

Tugulawa ATSI Women's Shelter funded in the early 1990s originally set up in a CAP House and later in a purpose built shelter. Two FTE's (Full Time Effective salary positions) were moved from Townsville Women's Shelter to Tuguluwa and they were funded to provide fourteen beds. It is not well funded in terms of operating costs and takes homeless women as well as women who are escaping domestic or family violence.

Charters Towers, is 140 kms West of Townsville and has a generalist SAAP service. A small amount of domestic/family violence money is allocated to the Neighbourhood Centre for court support. Ingham 115kms North of Townsville, has an unfunded crisis house for women and children escaping domestic or family violence. Ayr is 90 kms South of Townsville, and has a few SAAP funded units, where the worker will sometimes house women fleeing domestic or family violence. Hughenden is 400 kms West of Townsville, and had a PADV (Partnership Against Domestic Violence) funded Pilot Rural Model, which is now discontinued due to lack of recurrent funding.

There is a 1800 24-hour Statewide Domestic Violence phone line referral to shelters, limited transport and funds for accommodation.

Mount Isa

Nawamba House, previously the Aboriginal women's shelter, has, in the past 18 months become the main entry point for all referrals for crisis accommodation related to violence. Nawamba House has a cluster of 5 units (plus one unit for administration) on one block of land. There are 3 bedroom and 2 bedroom units. It is medium security — with a high fence and locked at night- however is a known location and sometimes people arrive at the gate in crisis at night. Nawamba has a one-year funded outreach worker, which government decided would focus on only two areas. This was considered less urgent than a child support worker.

Other services in Mt Isa include the Salvation Army, which is specialising in housing families; Ngurri Ngurri, the young women's shelter; a youth shelter for young women and men; and St Vincent de Paul's shelter for men.

Ngurri Ngurri is a young women's shelter for women 12—30. It has a communal house for the young women 12 to 15 years and three units for women and children, plus an outdoor playground area.

North Queensland Domestic Violence Resource Centre, based in Townsville, has a rural and remote outreach worker in Mt Isa. The worker is full time and provides education; a shop-front, associated with family and neighbourhood workers, for referral and information; and court support work.

There are two safe houses in remote areas, funded and with staff.

ATSIC has one of its fourteen legal services in Mt Isa: the Indigenous Family Support Unit, which offers a shop-front for information, education and legal advice and employs a solicitor. It provides assistance with Protection Orders.

There is a diversionary centre, concerned with alcohol, for women and men. Additional financial services are provided by Centrelink and the Catholic charity fund. Follow-up from crisis is provided by government and non-government services.

An active domestic and family violence network meets monthly and has greatly improved morale among the services by actively working together in the past 18 months.

4.9.4   Western Australia

There was a general comment from the consultations that refuges are moving from provision of accommodation services to a wider range of services even though they are not funded to provide extra services. These additional services include outreach, children's services and counselling. It was noted that there was a severe lack of counselling services. There was concern raised about services to men not being closely linked in with the women's services.

There are a number of refuges across the state. Some have a specialist focus including Indigenous women, mental health issues, drug and alcohol issues, and single women without children. Some are single houses based on a communal shared model, others are a cluster of self contained units on one site, others are a mix of communal and separate units and some have some dispersed houses in the community in addition to their main property/s.

Safe houses take women and men and focus on homelessness as well as domestic and family violence. However, they tend to be in rural and remote areas and be under-funded and the houses unstaffed and in poor repair. Stays tend to be short.

Most refuges have implemented outreach since 1998. It is integrated into the refuge program but not necessarily confined to women who have been residing in refuge. One comment was that the Department of Community Development had tried to put outreach into some service agreements without funding it, but had funded other refuges to provide it.

Regarding the nature of twenty-four hour services, sleep over/on-call or inactive shifts are not funded so there is a phasing out from twenty-four hour on-site/on-call to inactive shifts where staff are on call to attend refuge if required. However some refuges particularly in remote areas take women any time of night and have a high number of admissions during the night.

Community education is identified as a feature of the work undertaken. Other services include a women's legal service, a Family Healing Centre (jointly funded by SAAP and ATSIC), the Domestic Violence Resource Centre which has accommodation for women and men, and a number of Indigenous specific domestic and family violence services.

There are 1800 phone numbers for 24-hour crisis calls in some of the refuges. Hotels and motels are generally paid for with brokerage funds. A number of services undertake court support services.

Due to the chronic lack of transport and great distances the police are often called on to transport women and children to safety.

4.9.5   South Australia

The Domestic Violence Crisis Service (DVCS) is the entry point for metropolitan services. It is a telephone service. The Domestic Violence Helpline is another SAAP funded NGO for women, men and children. It can refer direct to DVCS in event of the need for immediate crisis accommodation. It has a free 1800 phone number and is open 24 hours / 7 days per week.

The metropolitan area is divided up into Northern, Southern, Central Eastern and Western domestic violence services. The non-metropolitan areas are Riverland, South-East Region Domestic Violence Service (SERDVS), Port Lincoln/Eyre, the Iron Triangle, plus remote services at Ceduna, Coober Pedy and Kangaroo Island.

Many of the services operate cluster models, some with dispersed housing and some with communal refuges. Some of the recent expansion to the cluster models has been extensive with significant capital development for properties provided. One service has recently acquired new buildings for children, counselling and group work. One service operates a shopfront in a busy location with houses dispersed throughout the community and has a strong focus on outreach.

Examples of referral pathways are: the South-East Region Domestic Violence Service accepts referrals from community corrections, and takes self-referrals and referrals from DVCS. They offer crisis accommodation and outreach. They also offer home visiting, information support, groups, children's groups, and adolescent groups. They are developing a peer support program for Indigenous women. The Western Domestic Violence Service also offers groups, including some built around the maternal alienation concept. There is an Aboriginal domestic violence specific statewide service, and a migrant women's domestic violence specific support service with a metropolitan focus.

All funded services have both crisis accommodation and outreach. Since the last redevelopment all South Australian domestic and family violence services are funded for outreach as core business.

Two violence intervention programs are organised on an outreach model alone. One is funded by the Department of Justice (DoJ) and Department of Health. The other is funded by the DoJ and the Salvation Army. These are programs targeted towards men's "Stop Violence" courses. A women's advocacy service works along side the services. The service works closely with the courts and police.

South Australia has had a Family Violence Court since 1997 in Elizabeth and since 1999 in Adelaide. It meets twice a week. Women's and men's business is dealt with at different times.

The Women's Housing Association has two hundred and seventy properties across the State (in addition to SAAP funded accommodation). The primary purpose of the properties is medium term housing for women who have experienced or are escaping violence. They also take women exiting prison and women who are homeless. Medium term leases of six months can be extended if long-term housing is not available.

One organisation works with women released from prison. They see many women who have experienced considerable domestic or family violence prior to prison. This service has two properties and does outreach.

4.9.6 Tasmania

The Tasmanian government has recently released the "Safe at Home" paper which focuses on removing the perpetrator from the home.

The consultation in Ross reported that only 30% of women can safely stay at home and 70% require shelter. They also reported that there was government pressure on refuges to take all homeless women not just women who have experienced domestic or family violence. The shelters stated that because of high demand they had to prioritise risk and safety of women when accepting referrals. Services in Tasmania tend to be called Shelters.

Crisis safety models include shelters with the following features. Some have twenty- four-hour live-in communal houses. One has eight houses and a bedsit unit that is used as transitional supported accommodation (but is not specifically funded). Some have non-shared houses dispersed in the community which are mainly used as exit points from the refuges or for special needs such as women with boys over twelve, and women who do not cope with sharing. One has a very large facility of independent units under one roof in a large complex, which also has children's resource areas and additional independent units in the grounds. Additionally this service supports women and children in many dispersed medium term properties throughout the community.

Shelters are accessed directly and have their phone numbers publicly available. 24 hour emergency accommodation is available which provide short-term crisis accommodation (motels, hotels, and backpackers) up to two nights, which then refers on to other services.

There are no Indigenous specific domestic or family violence services in Tasmania. There is a Migrant Resource Centre in the North, and a young women's shelter which targets women under 20 years old without accompanying children. Some of the clients at the young women's service are as young as 13 years old.

Tasmania has a new model called Transitional Support Services (TSS) (3 in Hobart and 2 in the North) which work to support people to find exit or transitional accommodation. The 3 Hobart TSS are women specific and work with women and children, when they are in the shelter, to access exit accommodation. Shelters refer to TSS within 48 hours when appropriate. TSS aim to support women, whilst they are in shelter, with the transition to independent living. They also offer support after women leave the shelter. One TSS does not work with the refuges.

Brokerage funds are administered by Transitional Support Services for bond, removals, white goods, and the outreach is focused on housing needs. Outreach, in general is focused on housing needs and exits from crisis services.

There is a Domestic Violence Crisis Service. Shelters and the Domestic Violence Crisis Service undertake court support programs. None are specifically funded except for one day in Hobart, which is funded by Legal Aid.

There is a Women's Legal Service in Hobart that operates from a secret location in a multi-facet building because of safety fears for workers. Tasmania has a gruesome recent history of a murder in one of its shelters and in the past domestic violence workers have been attacked including one stabbing.

4.9.7 Northern Territory

There are four main centres of services in Northern Territory: Darwin, Katherine, Tennant Creek and Alice Springs, and then large expanses of remote area, with small predominantly Indigenous communities. NT has no specifically funded outreach programs, and communal refuges are the typical form, although interest was expressed in diversifying their models, as housing and resources were available. There is a greater demand for safe houses and funded night patrols in communities than was available. In Chapter 5, key informants describe the criminal justice systems in each State/Territory. Tables in Chapter 6 will demonstrate that three-quarters of women using refuges/shelters are Indigenous women.

We will describe the service system in each area separately. While the components or models are similar, the overall service systems in each location varies, as does their quantity and range.

Darwin

All agreed that Darwin and its metropolitan area is better serviced than other places in the Territory, with remote areas being very under-serviced. The Darwin service system includes the following. A crisis line (with volunteer workers) which provides information, support and referral. One service provides a 'shop front' for information and support, with houses that are open 24-hours/7 days for intake and assessment. A domestic violence crisis accommodation shelter is available for women with accompanying children, and they are able to stay up to 3 months. A family violence service specialises in children's outreach and accommodation. There is transitional SAAP funded accommodation for homeless people, who can stay up to 12 months. There is accommodation for women with a mental illness. Darwin has some other halfway houses. There is community housing for longer-term accommodation and finally public housing with a system of priority access for women after violence.

Services provide early intervention, prevention programs, counselling, community development and training for professionals and community education. In short, Darwin has a complete service system, and the women's services meet regularly and publish their services together on small cards that are distributed.

Katherine

In Katherine a domestic violence counselling service is often the first point of access. The major service is Katherine Women's Crisis Centre, a communal refuge with 18 beds. Unfunded outreach also occurs, to provide support for women who elect to remain in a violent situation.

Motels, hostels, and caravan parks are used in peak times, such as Show Week.

There is transitional medium term housing for after the shelter, and a house on the RAAF base can be used for domestic or family violence situations within the Defence Force.

There are four safe houses in communities around Katherine. For example, Lajamanu and Banjal. Borroloola Safe house has a resource centre. Beswick has a room at the back of a women's centre — but it was reported that it is not safe.

Katherine is thinly spread with services given the huge remote area for which it is a service point.

Tennant Creek

Local services reported that, in Tennant Creek, 89% of women using the services are Indigenous women. The major service is a Women's and Children's Shelter. It is accessible and staffed with sleep-over staff, 24-hour/7 days a week — but with limited beds. They have funded children's and outreach workers (the latter a new SAAP funded position being trialled). The refuge also has some Commonwealth funded CDEP (Community Development Employment Projects) workers and their CDEP salaries are topped up by the service to be equal to other workers.

The other major service is the Domestic Violence Counselling Service, which is auspiced by the drug and alcohol service, however the one worker works autonomously undertaking a half time counselling and half time education and training position. She also runs a perpetrator's group, so is more than fully occupied.

Tennant Creek has partnership protocols with the police and with the one sexual assault worker. They have "half-way-meet" arrangements with Ali Curung Night Patrol, out in the remote area surrounding Tennant Creek.

Again, the handful of workers service a large remote hinterland.

Alice Springs

The main service in central Australia for women and children escaping violence is the Alice Springs Women's Shelter, who has also opened a shop-front service with two positions: one for counselling and one for community education and training. There are no funded outreach workers.

Two years ago a new residential service, Ampe Akweke, was opened for young women with babies, typically aged between 14 and 18 years. This was much needed and is highly valued.

Both Alice Springs Hospital and Centrelink report they are actively involved with considerable amounts of domestic and family violence, in the former case, sometimes as in-patients. Centrelink social workers identify domestic and family violence situations as one of their main areas of work, however there are two workers for over one million square kilometres.

There is one worker at the sexual assault service, plus an after-hours roster. The police have a domestic violence unit, with women police, as does Darwin. The youth service sees a lot of young women experiencing violence, and the Salvation Army hostel also houses women and children.

Workers support each other, and develop protocols through their Family Violence Network monthly meetings. They are considerably over-loaded.

Central Australia has a Domestic Violence Legal service, and an ATSIC funded Aboriginal legal and family violence education centre — CAAFLU (Central Australia Aboriginal Family Legal Unit).

Tangentyere, a family service, provides counselling and support for women in violent situations. They run a Family Well-being program for training workers, a night patrol service, and a youth program into the town camps.

Two special organisations respond to the remote areas: Waltja Family Resource Centre and Ngaanyatjarra Pitjantjatjara Yankunyjatjara (NPY) Women's Council. The latter has a special domestic and family violence team.

The overwhelming picture is of lone workers, or small teams of workers facing very high and constant demand, in at times very harsh conditions.

4.9.8   *Australian Capital Territory*

In the ACT, the Women's Policy Unit in government provides a "whole of government" safety plan with a planned Action Plan. The strategic plan for 2004 will include violence and safety.

Canberra Emergency Accommodation Services (CEAS) is designed to be a referral point to all SAAP funded services. A new initiative allows CEAS to appoint a case manager from appropriate SAAP services to provide outreach if they are not able to provide accommodation. CEAS provides emergency accommodation in caravans and motels if unable to refer to a SAAP service.

Supporting all the services is a complex needs pilot project concerned with the inter- connection of mental health issues, a women's drug and alcohol service and Indigenous issues. The pilot provides support for the twenty-six SAAP agencies in ACT with an aim to generally improve services. (Access, Resource and Support for SAAP Communities — ARSSC)

The Domestic Violence Crisis Service provides crisis line/ information; victim advocacy, court support on specific family violence matters, training for relationship education in high schools, and follow up contact after crisis.

The ACT has thirteen women's refuges, some of which specialise in other areas as well as domestic and family violence, such as mental health, Indigenous women, homelessness, single women without children, young women only (twelve to seventeen), and includes a refuge for pregnant and parenting young women. One identified as a cross-border refuge and specified no age limit on boy children. Another said they take boys up to eighteen. Between them they offer crisis, medium and long- term support. One was described as five self-contained units and two half-way houses, which also does outreach and runs a therapeutic children's program. Another was described as three houses, a halfway house and crisis accommodation. Some are the more traditional communal share properties, and some are a mix. Some are clustered on one site or adjoining sites and some are dispersed throughout the community.

Some services provide outreach, although ACT has no outreach-only services. For example, a twelve month outreach program was reported by a women's specific service. Some of the refuges do outreach when staff time allows. There is also a generalist youth outreach service which is used, which operates on a street work model and on call twenty-four hours a day, seven days per week (24/7). This service also offers a range of supports and referral.

Hotels and motels are used where no crisis accommodation is available. These are paid for by brokerage funds. In six months in 2003, ninety families were sent to hotels and motels. In addition, religious organisations (specifically Nuns) are drawn on for emergency accommodation when there are no vacancies or "overflow". There is at least one boarding house — used by services for young women aged sixteen and over which is semi-supported, and family supported accommodation that is a cluster of seven houses. "Family" includes women and children and is used for medium and long term supported accommodation.

ACT has a Women's Legal Service, which provides information and support, protection orders, and is open five days per week. It is especially focused on women staying in their own homes.

ACT Family Violence Intervention Project is a collaborative project that promotes a coordinated approach to criminal justice regarding domestic/family violence. In addition there are Police Domestic Violence Liaison Officers.

Centrelink Community Support Workers assist women and children escaping violence, whether through outreach or while they are in refuges. To be eligible, women must have left home.

It was noted at the consultations that there was a lot of cross-border work with southern New South Wales. It was stated that in the southern area of NSW only six of the two hundred and twenty towns have a domestic violence service. In Yass alone, there had been one hundred domestic violence cases in a three-month period. This alerts us to the likelihood of cross-border services in other arenas as well.

Belconnen has a Family Homelessness Prevention Pilot which sees more women and children who are experiencing domestic or family violence than other family types. This pilot aims to identify issues early and prevent homelessness from occurring.

4.10 Options for women who do not access crisis accommodation

Question 5 in the consultations asked "What are the options for women who choose not to access crisis accommodation?" Women reported the following range of options. Service options are variably available, and women in remote areas, separated by great distances from services, are perhaps the most vulnerable. Consequently the term "choice" was seen as irrelevant by many women in remote areas. If there were not services to access, then there was no "choice" for women to not access them.

"…women's refuges were the single most inaccessible service type for rural women: only 39% of rural women lived within one hour of a women's refuge; 21.6% lived within three hours; but 15% had to travel overnight to reach their nearest refuge". (Office of the Status of Women and the Country Women's Association, (1988) p. 32).

The range of options reported in the consultations are listed below.

4.10.1 Option 1: Stay – and risk more violence, and perhaps death

This is a risky and unsafe option. Apart from the physical and emotional risk to the women there are also often children to consider. In many States, Child Protection Services quite often remove children from these circumstances.

4.10.2 Option 2: Stay in the home with the perpetrator with a Protection Order

All States/Territories have some form of protection order available through the Courts. Their success varies, and women may not be safe staying at home with the aid of a protection order. Indigenous women are most skeptical about their power. The failure of protection orders is identified as an on-going issue in comments from key informants.

4.10.3 Option 3: Stay at home– with the perpetrator having been removed by police

If a charge is laid, in the NT police now follow a "no drop" policy, which requires they cannot drop the charge. They remove the man for eight hours. All this provides is a "cooling off" period, not a long-term solution. Sometimes police will take a man "out bush" and drop him off, which simply means that he has to walk back and this gives the woman some time. There are attempts in other states and the ACT to keep women safely at home following a domestic or family violence incident. Strategies include integrated or coordinated responses; 'pro-arrest/presumption against bail' policies; applying for "sole occupancy orders" for the woman to stay in the house and/or "exclusion orders" to have the man removed from the house; laying appropriate charges on the perpetrator; and providing support to the women to stay safely at home (which may include physical security such as duress alarms or window bars). The success of this as a strategy appears to rest on a number of factors. These include the nature of the violence or threat to the woman, whether the woman has appropriate support, and whether the police have appropriately informed the man of the consequences of any breach; whether the police follow up on any subsequent breach and charge appropriately, and whether there is any available accommodation for him.

4.10.4 Option 4: Stay at home (alone or with the perpetrator) – and obtain a referral for assistance or support and safety planning with an outreach worker

Victoria and South Australia are most likely to be able to offer an outreach worker to support and engage in safety planning. Often, this will result in the woman being able to plan to leave rather than having to leave in crisis.

4.10.5 Option 5: Stay at home (alone or with the perpetrator) — and obtain a referral for assistance from a community health centre, or family service

Counselling is available in some community health centres and non-government family service organisations. In SA, long waiting lists for such counselling were reported.

4.10.6 Option 6: Go to extended family or friends

Many women take this option. Workers report that it is a common route for women from non-English speaking backgrounds.

4.10.7 Option 7: Seek Aboriginal elders' support in shaming or tribal law

The community night patrols, which operate in several NT communities, have elders' councils that deliberate in situations of violence, and seek to control the man's behaviour, and offer protection to the woman.

4.10.8 Option 8: Go to other accommodation

Aboriginal hostels (in remote areas), caravan parks, back-packers hostels or boarding houses can be sought. They may not be safe, and as women get no support, it is likely that they will return to their violent situation, without any change. Some women live in their cars for a short while.

Hotels and motels are used when there is no crisis accommodation available. In Victoria in particular, there is extremely high use of motels and caravans for crisis accommodation.

In Katherine we heard that some women might go to the police lock-up or sober-up- shelter for a night after a violent incident. In the Alice Springs town camps, women may go to another house in the camp.

4.10.9 Option 9: Leave the community, perhaps go to another community or inter- state

For women in rural and remote areas, safety sometimes requires that they leave the community – as one worker said, "there is no getting away unless they leave the community". In Mt Isa we were told of instances where women were re-located out of their community, done as a life or death issue, often at night and quickly, to ensure a woman's safety. Ali Curung community arranges "half-way meets" with Tenant Creek Women's and Children's Shelter Inc., in the Top End, some women "go bush", become itinerant, or seek refuge in another community. They may return when the situation has "cooled down".

In other areas many women choose to go to another community or inter-state as they simply do not feel safe to stay where they are.

4.10.10 Option 10: Obtain priority access and get into public housing

This option is usually a slow process, and women are likely to need assistance with safety planning and support while they await alternative housing. Many women highlighted the problem of women having no-where safe to live while they were waiting for their public house to become available as crisis accommodation was very short term and there was very little access to transitional accommodation.

4.10.11 Option 11: Spend time in a safe house (remote areas)

Safe houses are rarely available, especially with any supportive staffing. This is a very short-term option.

4.10.12 Option 12: Move out into housing they purchase or rent privately

This very rarely occurs, as women often do not have the funds and/or face discrimination in the private rental market. Victoria is trialling a private rental brokerage model which attempts to support women who have become homeless because of domestic or family violence into accessing and sustaining private rental housing. Most women who utilise the domestic and family violence service system across Australia do not have the economic resources to purchase a home.

4.11 Services that provide information, referral and advocacy services

There are a number of services that provide information, referral and advocacy services. Some of these have this as their main focus and do not provide supported accommodation. However, many supported accommodation services, particularly in regional, rural and remote areas also have information, referral and advocacy as a main function. All services in one sense or another provide information, referral and advocacy services. This section provides a snapshot of those services that are specifically funded for this purpose.

4.11.1 Specific services which have a main role of information, referral and/or advocacy

Services in this category have information, referral and advocacy, and sometimes training and resource production as their core business. The following extract is from a Victorian service, and illustrates some of the activities undertaken at this service.

*One exciting highlight of the year occurred when DVIRC was awarded one of only two National Australian Violence Prevention Awards for our web project "When Love Hurts: Violence Prevention for Young People". This is the largest web-based resource for young people in Australia, and receives more than 2000 "hits" each week. DVIRC developed the site in response to research that revealed that young people are more likely than most to be victims of violence in relationships, yet are less likely to contact services. The website includes quizzes and check lists about respectful relationships and the opportunity to share stores about breaking free from abusive relationships. (Domestic Violence and Incest Resource Centre, VWRADVS, **Annual Report**, 2002-2002, p. 22)*

The following extract is from a Western Australian service showing ways services undertake community awareness.

> *On April 20 2002 over 100 people met at Stirling Gardens, Perth to attend the 12th Annual DV Silent Memorial March which honours the memory of the women and children who have died as a result of domestic violence. From April 2001 to April 2002, WA Domestic Violence Prevention Unit statistics showed, 17 domestic violence deaths, and 7 attempted murders directly related to domestic violence. Now, only five months into 2002 there have been 9 domestic violence related deaths in WA. Noongar Elder, Leisha Doolan Eates opened the rally. Also attending were Ms Ann O'Neill (a victim and public voice on domestic violence issues) and Police Commissioner Barry Mathews. All spoke of the need for a holistic community approach in reducing family and domestic violence. (Women's Refuge Group of WA Inc. **Annual Report**, 2001-2002, p. 5)*

4.12 Conclusion

This chapter has presented qualitative data to add to the results of the services survey on progress reported in Chapter 3. It has also provided State and Territory snapshots of a number of service systems and presented options for women not accessing crisis accommodation, as discussed at the national consultations. Importantly, this chapter has attempted to 'make real' some of the work of these services by bringing their voices into the research. This has deliberately been done through inserting material from their various pamphlets and service material.

It is clear that domestic and family violence services across Australia have diversified as a model and are now 'not only a house'. The Australian domestic and family violence services are a service system of complex service delivery organisations. The addition of extra crisis, transitional and targeted properties, along with the variety of support programs these organisations offer, have enabled increased service delivery capacity, as well as more flexible and responsive programs to meet the needs of diverse groups of women and children escaping or experiencing domestic or family violence. It is also clear that many of these additional properties and programs are not specifically funded with extra resources but managed through creative use of existing budgets, and through collaborative partnerships with other organisations. The consultations also highlighted that there is much unmet demand across the entire service system, particularly in rural and remote areas and with Indigenous women and children.

The models of domestic and family violence services in Australia are diverse. They range from single communal shelters to multi-building cluster models of self-contained units with counselling rooms, children's resource buildings, playgrounds, and group or training rooms, to shopfronts in busy shopping centres servicing dispersed houses throughout the community, to large purpose built facilities in remote areas, to lone outreach workers working out of other organisations. They may be a crisis phone service that also provides crisis accommodation, a community development worker, a counsellor, a networker, a children's worker, or a worker in an isolated community with little supports. They may specialise in certain disadvantaged groups of women and children in their community.

There are commonalities as a result of the common service delivery issues faced within the service system throughout the country, yet there are also differences in how services organise their programs and staffing. This is particularly so across States and Territories and between regional areas, often dependent on available resources. Programs have emerged and developed historically over time within the influence of their particular jurisdiction, and as services respond specifically to their local communities with what resources they have available to them.

A range of options for women who choose not to access crisis accommodation was canvassed at the consultations. These are documented in this chapter. It became clear that 'choice' is not really the right word, or concept, in some areas or where services are few and far between, nor for many women who do not have any real 'choice' because of the levels of risk to them, and the lack of appropriate responses to that risk by the rest of the community.

Chapter 5 presents the findings from the Key Informants survey.

Measuring Progress: The Report Card on Progress from Key Informants

Women 05

5 Measuring Progress: The Report Card on Progress from Key Informants

5.1 Introduction

As described earlier a research instrument was designed to recruit information from key informants in each State/Territory as an attempt to gauge their perceptions and evidence of progress in relation to services of accommodation and support for women experiencing or escaping violence.

This chapter presents a summary of key informants' reports on progress across the States and Territories. The significance of these reports is that the key informants were chosen for their breadth of knowledge, and to avoid services being the only reporters and commentators on 'progress'. In this method, 'progress' is being measured by implementation of research-based findings and recommendations from the Partnerships Against Domestic Violence (PADV) initiative. Five key pieces of PADV research relevant to this topic were identified, and relevant recommendations were reproduced from the research reports:

- Keys Young (1998), *Against the Odds: How Women Survive Domestic Violence*. PADV, Canberra;

- Maria Dimopoulos, Rhonda Baker and Marian Sheridan (1999), *Mapping Pathways of Service Provision.* PADV, Canberra;

- Dale Bagshaw, Donna Chung, Murray Crouch, Sandra Lilburn and Ben Wadham (1999), *Reshaping Responses to Domestic Violence (Executive Summary).* PADV and SA Department of Human Services;

- WESNET (2000), *Domestic Violence in Regional Australia: a literature review.* PADV, Canberra;

- Donna Chung, Rosemary Kennedy, Bev O'Brien and Sarah Wendt (2000), *Home Safe Home: The link between domestic and family violence and women's homelessness.* PADV, Canberra.

We asked respondents to comment on progress in their State/Territory in relation to the numbered recommendations: None = no progress at all; Some = some progress; Much = substantial progress.

Methodologically this is a variation on a more simple 'yes'/'no' response, and can only give an indication of where progress has been made, and where the recommendations are still urgent. Perhaps the main strength of the instrument is the qualitative data, which was obtained from 'comments' reporting evidence and progress within the States/Territories with which respondents were most familiar. All respondents were also asked three other questions about key issues and future challenges, which will be reported separately in Chapter 6. The research instrument in this component was a lengthy one. It was used on the assumption that specialists committed to progress in this area would be willing to take the time to complete a long instrument. It proved particularly useful in the fifteen instances where it was administered as a structured interview, rather than via mail or electronic reply, as it stimulated conversation and review of what progress had occurred. The majority of the Indigenous spokeswomen were interviewed at the Gold Coast 2nd International Domestic Violence and Sexual Assault Conference, August 2003. However we also were delighted to receive many pages by mail of thoughtful comment and analysis from committed informants.

5.2 Who were the 'key informants' and how did we obtain access to them?

The list of key informants was obtained from the Reference group, who were asked to provide contact information for no more than ten widely informed people from their States/ Territories. They were asked to seek people responsible for the domestic and family violence area in government, the most senior police, the union responsible for the SAAP, senior and experienced women's services experts and non-government personnel. In addition we identified fourteen national women's associations and the twelve social work regional managers of Centrelink, who have much to do with women and children escaping violence. In all a list of one hundred and eight people was developed.

The survey attracted forty-four replies, including three which were returned blank, one had changed address, and two letters without completed replies, giving us thirty-eight completed surveys.

There was an overall 40% return rate. Five of the fourteen National associations responded, and four completed the survey. Table 5.1 shows that seven government employees responded, although participation by the Police was low – only one respondent. Ten long serving women's services experts participated, some of whom had previously run services. Ten Indigenous women participated. Key informants were from each State/Territory. Neither of the Tasmanian respondents provided additional comments, so there is no qualitative data reported for Tasmania in Appendix IV, however they participated in the ratings. Table 5.2 shows that fifteen people completed the survey by personal interview, and the others returned the survey by mail or electronically.

Table 5.1

Key informants by type and State/Territory or National.

State/Territory/National	Women's Association	Reference Group/ task force	Trade union	Government employee	NGO / Women's services 'expert'	ATSI women	Immigrant women	Total
NSW						2	1	3
VIC					1	1		2
QLD		1		2	2	6		11
WA		1		1	1			3
SA		1			1		1	3
TAS				2				2
NT		1		2	5	1		9
ACT		1						1
National	4							4
Total	4	5	0	7	10	10	2	38

Table 5.2

Type of response by key informants.

Type of response	Frequency	Percent
Personal interview	15	39.5%
Electronic return	3	7.9%
Mail return	20	52.6%
TOTAL	38	100%

5.3   Key informants responses regarding progress

In the major Question (1) we asked respondents to respond to recommendations contained in the PADV reports: *'We are seeking your perceptions, and supporting evidence, for progress in your State/Territory on the following PADV recommendations. Please tick as most relevant: none, some, much and comment as necessary'.*

Their responses are summarised by recommendation in the pages which follow, and the actual women's voices are presented by State and Territory in Appendix IV. In some instances key informants rated progress but did not make comment, which explains the variation in length of detailed comments, and the absence of comments from some States/Territories in relation to some recommendations. It is essential for the reader to read this chapter in association with Appendix IV for full coverage of responses.

Recommendation 1

Improve the accessibility and responsiveness of domestic violence crisis services to women experiencing violence (Keys Young, 1998, Rec.9.2.3, p95).

Thirty-seven key informants rated progress on this recommendation. Ten (27%) saw no progress, the majority, twenty-four (65%) saw some progress. Only three (8%) saw much progress.

Comment: Two-thirds of respondents saw progress in relation to access and responsiveness of domestic violence services — but in a situation where much, much more needs to be done. One national association commented that 'Programs need on- going funding to have real effect'.

Source: Survey numbers 19, 61, 88, 8, 50, 89, 22, 96, 85, 7, 84, 36, 37, 1, 2, 26

Recommendation 2

Improve the accessibility and responsiveness of services to women experiencing violence re: women of NESB, especially recent immigrants (Keys Young, 1998, p95; see also Dimopoulos et al, 1999, p76; WESNET, 2000, p9; Bagshaw et al, 1999, 5.02).

Thirty-two key informants rated progress on this recommendation, and no one thought there was 'much progress'. Fifteen (47%) thought there had been no progress, and seventeen (53%) thought some had been made.

Comment: Overall, progress in access for women of non-English-speaking background, especially recent immigrants, is less than people wish to see, and nearly half thought there had been no progress. There are some very positive initiatives reported in Appendix IV, but much remains to be done.

Source: Survey numbers 19, 61, 64, 8, 50, 22, 76, 6, 5, 85, 84, 36, 1, 14, 43

Recommendation 3

Improve the accessibility and responsiveness of services to women experiencing violence re: women in rural/remote areas. (Keys Young, 1998, p95; see also WESNET, 2000, p3, pp 19-21).

Thirty-three key informants rated progress on this recommendation. The majority, eighteen (55%) thought there had been no progress. Thirteen (39%) identified some progress, and two (6%) identified much progress.

Comment: Access to services for women in rural and remote areas continues to be urgent. The needs of women in remote areas are critical, and services are scarce. Many of the women in remote areas are Indigenous women. For example, comments from a Northern Territory report:

> *No progress — few women's safe houses have been established in remote communities, and those existing do not have operational funds. Centrelink in Central Australia has two workers for one million sq km over three State borders. Remote and Indigenous communities have no on-going infrastructure for intervention or prevention.*

And one national association commented:

> *No progress — remote areas are predominantly Indigenous women, who are still being violated at alarming rates.*

Source: Survey numbers 8, 87, 88, 6, 21, 22, 36, 2, 14

Recommendation 4

Improve the accessibility and responsiveness of services to women experiencing violence re: indigenous women (Keys Young, 1998, p95; see also WESNET, 2000, p8).

Thirty-five key informants rated progress on this recommendation. The majority, twenty-three (65.7%) thought there was some progress. Just over a quarter – ten (28.6%) saw no progress, and only two (5.7%) identified much progress.

Comment: Progress is being made in relation to Indigenous women, and their issues are certainly on the public agenda. The comments suggest, however, that there is much to be done, and most commentators consider the situation of Indigenous women is critical and urgent. The following responses illustrate this:

> *For eleven years an Indigenous service in Queensland has only had two and a half workers. We are still waiting for a new building and renovations to be finalised, so can only take three families instead of four (Aboriginal woman).*
>
> *ATSIC Family Violence services for victims are a sign of progress.*
>
> *In the Goulburn Valley, in Victoria, the Family Preservation Program, called Burri, provides a service for women and children who have experienced DV, however the program is small so can only reach a few (Aboriginal woman).*

Source: Survey numbers 19, 62, 16, 17, 50, 17, 22, 5, 21, 96, 6, 84, 37, 14.

Recommendation 5

Improve the accessibility and responsiveness of services to women experiencing violence re: women with a disability (Keys Young, 1998, p95; see also WESNET, 2000, p12).

Thirty key informants rated progress in relation to this recommendation. The majority identified no progress — nineteen or 63.3%. Ten (33.3%) saw some progress, and only one respondent thought there was 'much progress'.

Comment: Increased access to domestic violence services for women with a disability continues to be urgent. Some progress is illustrated, however it appears to be piecemeal, rather than systematic and widespread. For example, progress is reported in New South Wales and some progress in other parts of the country. A Victorian key informant noted that there are insufficient funds to meet the requirement for disability access. A Northern Territory informant noted that access can be denied by lack of information in Indigenous languages. In South Australia there is a lack of accommodation with wheelchair access for women and children. A national association reported that:

There is some evidence of local Domestic Violence crisis services making an effort to improve accessibility for women with disabilities. However, in the main, Domestic Violence services remain inaccessible to the vast majority of women with disabilities experiencing or at risk of experiencing violence. The issue of violence against women with disabilities continues to be ignored.

Source: Survey numbers 19, 61, 8, 88, 5, 76, 22, 7, 36, 1, 2, 24

Recommendation 6

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence (Keys Young, Rec.9.2.4 (1998, p97)

Thirty-five key informants rated progress in relation to this recommendation. The majority, seventeen or 48.6%, identified some progress. Twelve (34.3) rated the situation as showing 'no progress' and only two saw there had been 'much progress'.

Comment: The majority of key informants saw some progress in relation to increasing the range and types of domestic violence services, and some new initiatives. Policy frameworks have been developed in Queensland, Northern Territory and Victoria. Services in SA have been restructured to include outreach. Fax back systems from police to services open the way for early intervention.

Source: Survey numbers 19, 61, 8, 88, 5, 76, 22, 7, 36, 1, 2, 24.

Recommendation 7

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who choose to remain in a violent relationship (Keys Young, 1998, p97; see also Bagshaw et al,1999, 3.1.1.p17).

Thirty-five key informants rated progress on this recommendation. Less than half the respondents rated some progress- 11 or 34.4%. The majority, 18 (53.2%) saw no progress in this area, although 3 (9.4%) identified much progress.

Comment: The range of services available for women who 'choose' to stay in a violent relationship was identified as an area with little progress. There are ethical issues, as well as issues of concern to the criminal justice system, in leaving women in violent situations. However respect for women's agency, that is, their adult capacity to make choices and determine their future provides a sound case against mandatory intervention, which is widely accepted as appropriate for children. It is considered an important issue, now better understood, and on the agenda, however requires much more work, leadership and funding to address it.

Source: Survey numbers 19, 62, 8, 50, 16, 89, 88, 22, 5, 21,7, 85, 84, 37, 14.

Recommendation 8

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who do not wish to use crisis accommodation especially high security models (Keys Young, 1998, p97).

Thirty-two key informants rated progress in relation to this recommendation. The majority – eighteen (53.2%) identified no progress, eleven (34.4%) reported some progress and three (9.4%) thought there had been much progress.

Comment: Increasing the range and types of domestic violence services needs more attention as options are limited, and the majority of key informants rated 'no progress'. This may be due to the lack of publicity about the many new initiatives and increased range of types of services. As Chapters 3 and 4 have identified, many services have diversified and offer a wide range of programs.

Perhaps the most apt comment is that demand continues to exceed supply of services and programs.

Source: Survey numbers 19, 61, 8, 16, 5, 6, 3, 22, 7, 85, 84, 37, 36, 43.

Recommendation 9

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women with children and boys over twelve, who want the children to stay together (Keys Young, 1998, p97).

Thirty-five key informants rated progress on this recommendation. More than half – twenty-one (60%) claimed there had been no progress. Twelve (34.3%) saw some progress and only two (5.7%) saw much progress.

Comment: Although ratings did not identify progress in relation to the access of male children over twelve in refuges and shelters, there were many examples of flexibility by refuges, both as reported in Appendix IV, and in the consultations and organisational visits. In particular, where a cluster model or independent units have been introduced, the presence of older male children has ceased to be a problem. A variety of families can each have privacy and their own space. The NSW Women's Refuge Resource Centre (WRRC) Access and Equity Manual encourages all refuges to take accompanying male children over twelve, with their mothers.

Source: Survey numbers 61, 16, 76, 4, 21, 6, 22,5.

Recommendation 10

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women in post-separation stage who require personal and emotional support and assistance (Keys Young, 1998, p97).

Thirty-three key informants rated progress on this recommendation. The majority identified some progress — eighteen (54.6%). Eleven (33.3%) claimed no progress, however four (12.1%) thought there had been much progress.

Comment: There appears to be variable degrees of post-separation support for women after they have left violent situations available through women's services and NGOs. The extent of availability reflects the overall shortage of free and affordable counselling and support services which are women-centred and women-specific.

Source: Survey numbers 19, 61, 64, 16, 87, 5, 22, 84, 96, 36, 37.

Recommendation 11

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who cannot access crisis accommodation due to geographic distance, or no vacancies (Keys Young, 1998, p97).

Thirty-four key informants rated progress on this recommendation. The majority saw no progress — twenty or 58.8%. 12 (35.3%) saw some progress, and two (5.9%) thought there was much progress.

Comment: Geographic distance continues to be a major barrier to access to domestic and family violence services. The needs of women experiencing violence in remote areas is a critical and unsolved problem. There are too few services and it is hard for women to get to the nearest service. A key informant from the ACT noted that *'Most women are turned away because facilities are full'* and a key informant from New South Wales observed that:

> There is a lack of transport options for Aboriginal women who mostly live in rural and remote communities.

The following comments come from Queensland:

> The 1-800 line has some transport and accommodation funds so that women might be put in motels and then transported to safer places. There is no choice for women in rural and remote areas — just a few services. Accommodation has hardly any beds available. Distance and isolation remain important in rural Queensland.

Source: Survey numbers 19, 62, 13, 88, 50, 17, 76, 5, 3, 96, 22, 85, 84, 36, 37, 2, 24.

Recommendation 12

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who want services for abusers (Keys Young, 1998, p97).

Thirty-three key informants rated progress. Nineteen or 57.6% identified some progress, ten (30.3% saw no progress and four (12.1%) saw much progress.

Comment: Over half the key informants identified progress in relation to the provision of services for abusers. There are some initiatives for men, however they are not widely available. Indigenous communities want more programs for men. In Canberra, men's services are planning toward a partnership initiative with women's services, as a response to greater awareness regarding the need for men's programs.

Walga Nura is a best practice model in New South Wales. A men's refuge and healing centre has been started in Derby, Western Australia.

Recommendation 13

Educating family and friends to assist them to respond more appropriately when women disclose (Keys Young, 1998, p99 Rec. 9.2.6; see also Bagshaw et al, 1999, 1.01, p19; Dimopoulos et al, 1999, p76).

Thirty-four key informants rated progress. More than half — twenty (59%) saw some progress here. Eleven or 32% saw no progress, and three (9%) saw much progress.

Comment: Over half the respondents identified progress in relation to the availability of educational materials on the impact and experience of domestic and family violence for friends and relatives. Educational materials have been funded, prepared by services, and distributed, however they do not always reach the community level. A WESNET print resource on this is used extensively and was seen as valuable. Key informants suggested wider distribution is desirable.

Recommendation 14

Improve the response of the criminal justice system, in particular police, to domestic violence in order to encourage more women to involve police and/or take legal action where needed and appropriate (Keys Young, 1998, Rec,9.2.8, p100).

Thirty-five key informants rated progress on this recommendation. The majority, twenty-three (65.7%), saw some progress. Four (11.4%) saw no progress, and eight (22.9%) identified much progress

Comment: Key informants report progress in relation to the experience of women's experience within the criminal justice system. However there are local variations in police responses as Appendix IV documents. The use of the Joondalup Court Model in WA and Murri Courts in Queensland are valued. One key informant challenged the emphasis given to a 'law and order' approach. Wirringa Baiya Aboriginal Women's Legal Centre specializes in Domestic Violence, Sexual Assault and

Child Sexual Assault for the state of NSW. They have one and a half-time solicitors and cannot meet demand. The establishment of Domestic Violence units within the Police Force in Darwin and Alice Springs, Northern Territory is perceived to be a step forward. Fax back systems used by police are positive.

Recommendation 15

Improve the response of the criminal justice system, in particular police, to domestic violence — need for particular groups of women to feel reassured about the police response: particularly: rural, Aboriginal, lesbian and NESB(Keys Young, 1998, Rec 9.2.8, p100).

Thirty-three key informants rated progress on this. Sixteen (48.5%) saw some progress and three (9.1%) saw much progress. However fourteen (42.4%) identified no progress.

Comment: Key informants are divided about the extent of progress in relation to police response to certain groups of women: rural, Indigenous women, lesbian and immigrant women. Comments indicate that neither Aboriginal nor lesbian women can yet feel confident about police attitudes to them. More police training appears to be indicated.

Recommendation 16

Improve the response of the criminal justice system, in particular police, to domestic violence -need for information about police role (Keys Young, 1998, Rec 9.2.8, p100).

Thirty-four key informants rated progress on this. The majority saw progress: eighteen (52.9%) saw some progress, and four (11.8%) saw much. Twelve (35.3%) identified no progress.

Comment: Some progress is reported in the availability of information about the police role in situations of domestic and family violence. However more information is needed in a variety of languages, and available widely in the community, not only available to service providers.

Recommendation 17

Improve the response of the criminal justice system, in particular police, to domestic violence — need for women to hear about available supports (Keys Young, 1998, Rec 9.2.8, p 100).

Thirty-two key informants rated progress on this. The majority identified progress: twenty-one (65.6%) saw some progress and seven (21.9%) saw much progress. Four (12.5%) identified no progress.

Comment: Progress was identified in the distribution of information to women about available supports. In particular, as reported elsewhere in this report, 'fax back' systems, where police inform women's and/or domestic and family violence services about a woman's complaint allow early intervention. This increases work and there may or may not be staff time available for the required outreach. Information for Aboriginal and Torres Strait Islander women was also seen to be more available, however the latter are still viewed as insufficiently aware of their rights.

Source: Survey numbers 62,16, 50, 4, 22, 76, 37, 2.

Recommendation 18

Improve the response of the criminal justice system, in particular police, to domestic violence — improvements in breaching (Keys Young, 1998, Rec 9.2.8., p100).

Thirty key informants commented on progress with breaching. More than one- third saw no progress (fourteen or 46.7%), yet slightly more saw progress; eleven (36.7%) saw some progress and five (16.7%) saw much progress.

Comment: In spite of slightly more respondents reporting progress on breaching, the qualitative comments suggest this continues to be a major concern, as Appendix IV documents. The 'no-drop' policy in Northern Territory has progressed breaching, whereas Queensland and South Australian key informants are particularly concerned. This is named as a continuing problem for Indigenous women.

Source: Survey numbers 62, 50, 4, 22, 34, 84, 37

Recommendation 19

Improve the response of the criminal justice system, in particular police, to domestic violence — need for more positive images about police assistance (Keys Young, 1998, Rec 9.2.8., p100-101).

Thirty-five key informants rated progress. The majority identified progress: twenty-four (69%) some progress and four (11%) much progress. Seven (20%) saw no progress.

Comment: Overall improvements are reported in police culture, training and response, with Victorian Chief Commissioner Christine Nixon receiving special mention. In some places improvement continues to be needed.

Source: Survey numbers 19, 62, 17, 8, 50, 77, 88, 4, 84, 36.

Recommendation 20

Improve the response of the criminal justice system, in particular police, to domestic violence — need for women not to be forced out of their homes (Keys Young, 1998, Rec 9.2.8, p100).

Thirty-three key informants rated progress. The majority saw no progress on this recommendation – twenty (60.6%). Eleven (33.3%) identified some progress and two (6.1%) saw much progress.

Comment: The majority of key informants expressed concern that women and children still typically had to leave their home to escape violence and find safety. This is identified as an important area, which needs more work and leadership. The pre- conditions for women to safely remain in their home have been spelled out in Chapter 2. Outreach services, in their Services survey responses affirmed this as the major challenge. For example,

The main issue is trying to keep women and children in their own homes and remove the perpetrator, if this is a safe option for women to pursue.

Source: Survey numbers 19, 62, 16, 88, 50, 87, 6, 22, 35, 76, 85, 84, 36, 37.

Recommendation 21

Improving agency linkages – policies and protocols for clear referral be developed, especially refuge referral services, CASAs, outreach services (Dimopoulos et al, 1999, p 74).

Thirty-four key informants rated progress on this. The majority identified progress: twenty-two (64.7%) saw some progress, and seven (20.6%) saw much progress. Five (14.7%) identified no progress.

Comment: Two-thirds of the key informants identified the development of policies and protocols for referral to be underway, and they noted examples of progress, reproduced in Appendix IV.

Source: Survey numbers 19, 8, 77, 13, 16, 87, 50, 88, 22, 76, 84, 7, 85, 36, 2, 14.

Recommendation 22

Improving agency linkages — increase links between child protection and family violence systems (Dimopoulos et al, 1999, p74).

Thirty-four key informants rated progress on this. Twenty-two saw progress — seventeen (50%) saw some progress and five (14.7%) saw much progress. Twelve (35.3%) — nearly one-third — saw no progress.

Comment: This area of protocol development was identified as weaker than other protocol development, and patchy across States/Territories. It needs more attention.

Source: Survey numbers 19, 8, 50, 88, 22, 76, 84,36, 37, 14

Recommendation 23

Improving agency linkages development of a common agreed assessment procedure in situations of family violence (Dimopoulos et al, 1999,p 75).

Thirty-three key informants rated progress on this. The majority saw no progress – seventeen (57.5%). Fourteen (42.4%) saw some progress and two (6.1%) saw much progress.

Comment: The use of 'common agreed assessments' shows little progress — and some key informants were not supportive of the recommendation noting the differences between situations and people.

Source: Survey numbers 16, 50, 13, 88, 16, 5, 6, 84, 36, 37, 14.

Recommendation 24

Improving agency linkages — development of sector-wide service assessment outcomes, in relation to the woman's goals (Dimopoulos et al, 1999,p 75).

Thirty-two key informants rated progress on this. The majority saw no progress – twenty-one or 65.6%. Ten (31.3%) saw some progress and only one (3.1%) saw much progress.

Comment: More than half the key informants rated no progress on 'sector- wide service assessment outcome, in relation to women's goals'. However the few comments suggested some progress, and cooperation among refuges. Funding of the peak body of domestic and family violence services in Victoria (2002-2003) was seen as likely to further enhance common approaches.

Source: Survey numbers 61,62,50, 36.

Recommendation 25

Increasing access for women not currently seeking support — regional and metro telephone directories include domestic violence services in community listings in an accessible manner (Dimopoulos et al, 1999, p76).

Thirty-two key informants rated progress on this. The majority identified progress: thirteen (40.6%) saw some progress and twelve (37.5%) saw much progress. Seven (21.9%) saw no progress.

Comment: The majority of key informants saw progress on advertisement and information provision for women not currently seeking support. An ACT key informant commented, for example, that 'this has been in place for a long time in the ACT'. In Western Australia, 'this will be a requirement for all funded Regional Domestic Violence Committees'. However it was pointed out that telephone listings are not going to assist women, such as those in remote areas, who may have no telephone access.

Source: Survey numbers 19, 61, 62, 8, 50, 87, 89, 88, 4, 22, 76, 7, 85, 25, 1

Recommendation 26

Increasing access for women not currently seeking support — information be provided about services in public places, for example, supermarkets, post offices (Dimopoulos, 1999, p 76. See also Bagshaw et al, 1999; Rec 1, 08, p22).

Thirty-three key informants rated progress on this. Slightly more than half thought there had been progress: sixteen (48.5%) saw some progress, three (9.1%) saw much progress. More than one-third — fourteen (42.4%) saw no progress.

Comment: Responses and comments suggest limited progress on domestic and family violence services being advertised in public places, such as super-markets and post-offices. It appears not to be implemented, and one key informant described active refusal by a post office to display posters and information about family violence.

Source: Survey numbers 5, 20, 3, 22, 84, 37, 2.

Recommendation 27

Increasing flexibility to ensure equal access for all women — access by NESB women to interpreters when going to court (Dimopoulos et al, 1999, p 76-7; see also Keys Young, 1998; and Bagshaw et al, 1999, pp 36-39).

Thirty key informants rated progress on this. The majority saw progress: twenty (66.7%) saw some progress and only two (6.7%) saw much progress. Eight (26.6%) identified no progress.

Comment: There appears to have been some progress on access to interpreters for non-English speaking women. However comments suggest progress varies across the country, and interpreters for Indigenous women are very difficult to find.

Source: Survey numbers19, 64, 8, 89, 22, 35, 85, 84, 36, 1, 24.

Recommendation 28

Interview and counselling services should give applicants for immigration access to information about their legal rights and access to legal services (Dimopoulos et al, 1999, p 77).

Only twenty-two key informants rated progress on this question. Ten (45.5%) saw no progress, ten (45.5%) saw some progress and two (9%) saw much progress.

Comment: Respondents were divided about progress on provision of information and legal support for recent immigrant women. Women without income must rely on pro bono legal assistance, as they have no access to legal aid. In the consultations this was particularly identified as an issue in New South Wales. It is an area continuing to require attention across the country.

Source: Survey numbers 19, 61, 88, 20, 3, 22, 84.

Recommendation 29

Court support programs be examined to ensure accessibility to NESB and Indigenous women (Dimopoulos et al, 1999, p 77).

Thirty-three key informants rated progress on this recommendation. The majority identified progress: fifteen (45.5%) saw some progress, and six (18.2%) saw much progress. Twelve (36.3%) — more than one-third saw no progress.

Comment: Court support programs are an identified area for development by State/Territory governments and the Family Court of Australia and there has been some progress on this. Queensland has developed practice standards for Court support work.

Source: Survey numbers 8, 16, 50, 87, 76, 37, 78.

Recommendation 30

A State Indigenous Women's Domestic Violence Taskforce be established to provide direction in addressing family violence (Dimopoulos et al,1999, p77; see also Bagshaw et al, 1999, p48 rec 8.20).

Thirty-one key informants rated progress on this. They were almost evenly divided between those seeing progress and those seeing no progress. Fifteen (48.4%) saw no progress. Ten (32.3%) saw some progress and 6 (19.4%) saw much progress.

Comment: Only Western Australia and Victoria have a Statewide Indigenous Women's Council. Northern Territory has an Indigenous Family Violence Council with women and men, 50% Indigenous and 50% non-Indigenous. Indigenous women in other States are keen to see progress on this recommendation.

Source: Survey numbers 19, 62, 8, 13, 16, 17, 87,88, 89, 50, 5, 20, 21, 3, 76, 22, 84, 36, 37, 1, 2.

Recommendation 31

Consideration be given to regionalised models of service delivery, connected to statewide service providers through computer technology, for referrals and information access (Dimopoulos et al, 1999, p77).

Thirty key informants rated progress on this. They were relatively evenly divided between those seeing no progress, and progress. Nineteen (63.3%) reported no progress. Nine (30%) saw some progress and only two (6.7%) saw much progress.

Comment: Queensland, WA, SA, Northern Territory and Victoria have regionalised models. The ACT key informant considers the recommendation is not necessary for their small Territory. Further, it was pointed out that the recommendation may presume more access to computer technology than is actually available among the rural and remote services.

Source: Survey numbers 19, 8, 50, 87, 76, 4, 5, 6, 21, 22, 7, 36, 2.

Recommendation 32

Departments responsible for housing and community services consult closely with refuges to ensure adequate accommodation targets (Dimopoulos et al, 1999, p 77).

Thirty key informants rated progress on this. The majority considered there had been no progress: seventeen (56.7%). Eleven (29%) identified some progress and two (6.7%) much progress.

Comment: More than half of the key informants considered there was no progress on State/Territory departments of housing consulting with women's and domestic violence services. They report some consultation but overall little progress on this recommendation. Access to public housing continues to be a priority.

Source: Survey numbers19, 8, 50, 87, 76, 4, 5, 6, 21, 22, 7, 36, 2.

Recommendation 33

That there continue to be a central (State/Territory) phone number for information about domestic violence, and that this is widely publicized, provides practical information and referral on a twenty-four hour basis, and is available toll-free for rural callers (Bagshaw et al, 1999 Rec. 1.06 p21).

Thirty-four key informants rated progress on this. The majority identified progress: nine (26.5%) saw some progress, eleven (32.4%) saw much progress. Fourteen (42.1%) — more than one-third — identified no progress.

Comment: Telephone services appear to be available, if variably advertised, satisfactory and accessible.

Source: Survey numbers 62, 8, 89, 16, 50, 5, 22, 7, 85, 84, 36, 1, 2, 78, 2.

Recommendation 34

That affordable and accessible support be provided for victims of domestic violence with consideration to after hours access; using both paid workers and volunteers; early intervention; diversity of location, eg including workplace counselling (Bagshaw et al, 1999, Rec 1.16, p25).

Thirty-four key informants rated progress on this. The majority saw progress: twenty (58.8%) saw some progress, one (3%) saw much progress. Thirteen (38.2%) — more than one-third — identified no progress.

Comment: While there has been progress, there is agreement that there is a long way to go to have full and satisfactory availability of affordable and accessible counselling services, including after-hours services. As an Aboriginal key informant said 'we need much, much more'.

Source: Survey numbers 87, 50, 13, 16, 88, 3, 5, 20, 22, 7, 84, 36, 1, 24, 26.

Recommendation 35

That services offering respite childcare be available to parents who are leaving or have left a domestic violence situation……
(Bagshaw et al, 1999, Rec.1, 17, p25)

Thirty-three key informants rated progress on this item. The majority saw no progress – twenty-one (63.6%). Yet eight (24.3%) saw some progress and four (12.1%) reported much progress.

Comment: Two-thirds reported no progress on the provision of respite child-care for parents leaving or having left a domestic or family violence situation. It continues to be an important recommendation and a continuing need. However, as a cautionary note, two Indigenous key informants indicated that Indigenous women are afraid to leave their children in respite, in case they lose them.

Source: Survey numbers 19, 8, 88, 5, 21, 6, 22, 7, 85, 84,36, 1, 2.

Recommendation 36

It is recommended that women leaving domestic violence situations and applying for NewStart allowance, be given a temporary exclusion from work-test requirements for three months to enable them to adjust and prepare for seeking employment (Bagshaw et al, 1999, Rec.1.1.8, p25).

Only twenty-three key informants rated progress on this. Eleven (47.8%) saw no progress, seven (30.4%) saw some progress and five (21.8%) saw much progress.

Comment: This recommendation has been technically implemented by Centrelink. Women who disclose their situation of domestic violence to Centrelink are eligible for Crisis Payment, and for a thirteen week exclusion from the work test. This did not appear to be widely known among key informants who were interviewed, and only twenty-three addressed the recommendation. This suggests it may not been widely advertised or known. Our inquiries into the practices of local offices suggest that actual practices vary.

Source: Survey numbers 16, 13, 17, 20, 21, 96, 84

Recommendation 37

That accessible and affordable courses continue to be provided for the survivors of violence, which focus on raising self-esteem; assertiveness training; conflict resolution skills; effective parenting strategies (Bagshaw et al, 1999 Rec. 1.27, p28)

Thirty-four key informants rated progress on this recommendation. The majority identified progress: eighteen (52.9%) saw some progress and five (14.7%) saw much progress. Eleven (32.4%) identified no progress.

Comment: There appear to be some groups and courses, however they are mainly run by women's services, which may or may not be regularly funded for this. Some courses are available through TAFE's. While progress is identified, there is no indication of widespread, frequent service delivery.

Source: Survey numbers 61, 62, 64, 77, 8, 87, 88, 89, 5, 6, 96, 22, 76, 21, 7, 85, 84, 36, 1,2.

Recommendation 38

That a toll-free number for rural callers be made available and this number be widely promoted (Bagshaw et al, 1999, concerning needs of rural victims of DV. Rec 4.01, p35).

Twenty-eight key informants rated progress on this. Half identified progress: fourteen (50%) saw some progress, eight (28.6%) saw much progress. Six (21.4%) identified no progress.

Comment: Most key informants rated progress on this. Toll free numbers are available for rural callers widely throughout the country, in spite of some difficulties identified.

Source: Survey numbers 8, 89, 13, 5, 22, 84, 36, 1, 2.

Recommendation 39

That inter-agency protocols……ensure that those experiencing domestic violence are not disadvantaged due to location (Bagshaw et al, 1999, Rec. 4.03, p35).

Thirty key informants rated progress on this. The majority identified progress: fifteen (50%) identifying some progress and three (10%) much progress. Twelve (40%), more than one-third, saw no progress.

Comment: Rural and remote areas still present major distance barriers to access in Northern Territory and Queensland, in spite of progress reported.

Source: Survey numbers 19, 62, 8, 16, 22, 96, 76, 84, 36.

Recommendation 40

That women's services and mainstream service providers, such as police, health and social workers, be educated about the experiences of lesbians in abusive relationships to raise awareness of lesbians who present for help (Bagshaw et al, 1999, Rec. 7.02, p40).

Thirty-one key informants rated progress on this. A very slight majority saw there was progress: fifteen (48.4%) named some progress, and only one (3.2%) much progress. Fifteen (48.4%) identified no progress.

Comment: While small initiatives were given as evidence of progress, overall the comments suggest very little attention to lesbians experiencing violence in relationships. The recommendation continues to be important.

Source: Survey numbers 19, 61, 8, 88, 50, 13, 20, 3, 76, 7, 36, 2.

Recommendation 41

That specialist services be made available for both victims and perpetrators of abuse in lesbian relationships and for the children involved (Bagshaw et al, 1999, Rec. 7.05, p41).

Twenty-seven key informants rated progress on this. The great majority saw no progress: twenty-four (90%). Three (10%) saw some progress and no informant saw much progress.

Comment: The great majority of key informants saw no progress on this recommendation, which is viewed as important and needed. For example, key informants from New South Wales and Northern Territory noted:

No services available to my knowledge in New South Wales– should be made available as a matter of urgency.

No resources available. We are currently developing opportunities for gay and lesbian police officers in the Northern Territory.

Source: Survey numbers 61, 8, 88, 50, 22, 76.

Recommendation 42

That specialist counselling services for lesbians in community health settings continue to be supported (Bagshaw et al, 1999, Rec. 7.06, p41).

Twenty-three key informants rated progress on this. The majority identified no progress — seventeen (74%). Six (26%) saw some progress. No one reported much progress.

Comment: There appears to be little activity in providing specialist counselling for lesbians.

Source: Survey numbers 61, 8, 88, 7, 36, 2.

Recommendation 43

In order to ensure the safety of Aboriginal women and children who experience family violence, it is recommended that facilities be made available to immediately answer after-hours calls and to organise appropriate and timely responses (Bagshaw et al, 1999, Rec 8.08, p44).

Note: *In recommendations concerning Aboriginal women, South Australia specific recommendations were excluded from the research instrument.*

Thirty key informants rated progress on this recommendation. Nearly one half, fourteen (46.7%), saw no progress, twelve (40%) saw some progress and four (13.3%) saw much progress.

Comment: Existing services work hard to improve the situation for Aboriginal and Torres Strait Islander women, however there has been limited progress and the situation remains one of high need. Improving services for Indigenous women remains an urgent matter.

Source: Survey numbers19, 62, 8, 13, 16, 88, 89, 6, 96, 3, 22, 36, 1, 2.

Recommendation 44

That further research be undertaken to identify the links between family violence and substance abuse in Aboriginal communities and to determine the implications for policies and practices in these communities (Bagshaw et al,1999, Rec. 8.14, p46).

Thirty-one key informants rated progress on this. The majority identified progress: seventeen (54.8%) saw some progress, two (6.5%) saw much progress. Twelve (38.7%) identified no progress.

Comment: A number of Indigenous key informants are not sympathetic to 'more research' –there is a view that much is known, and it is practice and implementation which is urgent. Others think more Aboriginal controlled research would be useful.

Source: Survey numbers 61, 62, 8, 16, 17, 22, 4, 3, 96, 21, 5, 84, 36, 1, 2.

Recommendation 45

That support be provided for continued improvements in services offered by police to Aboriginal communities, in both rural and urban areas, including strategies such as the use of Aboriginal police aides; education of police about Aboriginal culture; and seminars to cadets at police academies (Bagshaw et al, 1999, Rec 8.15, p46).

Thirty key informants rated progress on this. The majority identified progress: seventeen (56.7%) saw some progress, four (13.3%) saw much progress. Nine (30%) identified no progress.

Comment: While there is progress in some parts of the country in improvements to policing in Aboriginal communities, there are also reported difficulties, even when Aboriginal police aides are employed. This appears to continue to be an important recommendation for further action.

Source: Survey numbers 8, 77, 13, 16, 17, 50, 88, 89, 6, 20, 21, 22, 84, 36, 1, 2.

Recommendation 46

In addition to groups identified above, there is a need for services for younger women (WESNET, 2000, p9).

Thirty-four key informants rated progress on this. Two-thirds saw no progress: twenty-two (64.7%). Eleven (32.4%) saw some progress and only (2.9) one saw much progress.

Comment: Key informants identified some new initiatives directed towards young women, however overall this remains an important area for much more attention. For example, according to key informants:

> There is only one specific service for young women in ACT. A new Indigenous young women's service is being established for young women twelve to eighteen years.

> There are no domestic violence specific services for young women in Darwin nor Central Australia except for Ampke Aweke for young mothers under eighteen.

Source: Survey numbers 19, 8, 16, 17, 87, 89, 22, 84, 36.

Recommendation 47

Services for women living on farms and stations (WESNET, 2000, p12)

Thirty-two key informants rated progress on this. Two-thirds reported no progress: twenty-one (65.6%). Five (15.6%) saw some progress and six (18.8%) saw much progress.

Comment: Key informants found little progress to report on programs reaching out to women living on farms and stations. It appears still to be insufficiently addressed.

Source: Survey numbers 8, 22.

Recommendation 48

Services for women in mining communities living in a violent relationship (WESNET, 2000, p13).

Twenty-seven key informants rated progress on this. The great majority reported no progress: nineteen (70.4%). Four (14.8%) identified some progress, and four (14.8%) identified much progress.

Comment: Little progress has been identified in services for women in mining communities, and this continues to be viewed as a significant issue to be addressed and funded. For example:

> There are fifty-four languages in Lightning Ridge and the women on the opal fields are reluctant to come forward when they are experiencing domestic violence and sexual assault. Hopefully the refuge will in future be able to do outreach to the mining camps. Recent research shows high levels of poverty and there is no available public housing.

Source: Survey numbers 61, 88, 22, 84, 36, 1, 2.

Recommendation 49

Services for women partners of defence personnel stationed in rural and remote towns (WESNET, 2000, p13)

Only twenty-five key informants felt equipped to rate progress on this. The majority saw no progress – twenty (80%). Four (16%) saw some progress and one (4%) only saw much progress.

Comment: The majority of key informants saw no progress to report on services or programs for women partners of Defence personnel in rural and remote areas. They affirmed it as a significant continuing issue.

Source: Survey numbers 19, 61, 13, 50, 1.

Recommendation 50

Services for women living in communities and communes where excessive drug use is a feature of life (WESNET, 2000, p13).

Thirty-three key informants rated progress on this. Two-thirds saw no progress – twenty-two (66.7%). Six (18.2%) saw some progress and five (15.1%) saw much progress.

Comment: In spite of some identified initiatives, the majority of informants saw no progress on services for women living in communities with high drug use.

Source: Survey numbers 77, 89, 22, 36.

Recommendation 51

Services for lesbian victims of domestic violence in rural and remote areas (WESNET, 2000, p13).

Twenty-eight key informants rated progress on this. All but one considered there was no progress – twenty-seven (96%). One (4%) thought there was some progress. No one thought there was much progress.

Comment: There appears to be effectively no progress on services for lesbian victims of violence in rural and remote areas, and only one comment by a key informant who thought there was some progress.

Source: Survey number 22.

Outreach

Recommendation 52

That existing outreach services are acknowledged and funded appropriately (Chung et al, 2000, Rec. 25, p81).

Thirty-two key informants rated progress on this. A majority reported no progress — nineteen (59.4%). Twelve (37.5%) considered there was some progress, and only one (3.1%) thought there was much progress.

Comment: This recommendation remains urgent. Outreach appears to be minimal, although Victoria has a specifically funded outreach worker program, and one-third of services reported providing some form of outreach in Chapter 3. Much outreach that occurs appears to be unfunded. There are some exceptions, for example

Thursday Island has a twenty hour per week outreach worker — this is under- funded. Urgently needs more funding (Indigenous woman).

North Queensland DV Resource Service operates in Townsville and Mt Isa and has some outreach capacity as well as court support and community education. Funding is getting harder to get for outreach services. Some services do a bit of (unfunded) outreach — however it is not really a service model used in Queensland.

Domestic Violence services, since the South Australian Statewide Review and re-structure in the late 1990s, are expected to provide outreach. The program is struggling with high numbers and not enough women's advocates. There are currently no moves to address this by the funders although it has been raised consistently.

Source: Survey numbers 19, 61, 8, 17, 5, 21, 6, 3, 22, 35, 84, 36, 2.

Recommendation 53

That brokerage or discretionary funds are available to the States and Territories as part of the standard funding formula to respond to the specific longer term security needs of women who have experienced domestic and family violence (Chung et al, 2000. Rec 26 (2000, p 81).

Twenty-nine key informants rated progress on this. Two-thirds identified no progress — nineteen (65.5%). Ten (34.5%) saw some progress and no one reported much progress.

Comment: The key informants reported minimal progress on the provision of brokerage funds, and comments suggested where brokerage funds were available they were insufficient and difficult to access. This is experienced as particularly difficult by services outside urban areas. For example,

No one tells you where to go to source the money or funds, nor what is required regarding criteria. (Indigenous woman, Queensland).

Women's domestic violence services in South Australia have brokerage funds available to purchase specialist services, but with long waiting lists and the money does not go far enough. Women still usually have to pay for at least some of the service.

Source: Survey numbers 3, 34, 7, 84, 36, 2.

Recommendation 54

That in any strategic decision about outreach services, consideration be given to their use in preventing homelessness through early intervention, which could involve active collaboration with other information and intervention services (Chung et al, 2000, Rec 27, p81).

Thirty-two key informants rated progress on this. A great majority reported no progress, nineteen (59.4%). Twelve (37.5%) saw some progress, and one (3.1%) only saw much progress.

Comment: Key informants reported little progress on strategic decision-making regarding outreach as an early intervention program. Key informants report the need for funded outreach services, which currently do not exist in the majority of States/ Territories.

Source: Survey numbers 62, 77, 89, 96, 34, 84, 85, 36.

Recommendation 55

That recruitment practices reflect the diversity of service users and expand the numbers of indigenous and bi-cultural workers (Chung et al, 2000 Rec 29 , p81).

Thirty-three key informants rated progress on this. More than two-thirds identified progress: twenty-three (69.7%) saw some progress, two (6.1%) saw much progress. Eight (24.2%) reported no progress.

Comment: There is some progress in the employment of Indigenous and bi-lingual workers in domestic and family violence services. Key informants, however, indicated that this was mostly in Aboriginal organisations and generalist non-government organisations, not in government jobs. The recommendation continues to be important.

Source: Survey numbers 19, 61, 62, 8, 16, 13, 17, 22, 34, 76, 85, 84.

Women's Refuges and Shelters
Recommendation 56

That high security refuges/shelters continue to be available to ensure the safety of women and children following domestic and family violence, and that they are staffed twenty-four hours per day, everyday of the year (Chung et al, 2000, Rec 30, p81).

Thirty-one key informants rated progress on this recommendation. While the majority identified progress: eleven (35.5%) saw some progress, seven (22.6%) saw much progress, almost half, thirteen (41.9%) identified no progress.

Comment: While there has been progress, especially in urban areas, more beds, more staff and more twenty-four hour coverage appears to be needed. The recommendation remains urgent.

Source: Survey number 61, 64, 8, 22, 76, 34, 5, 20, 21, 7, 84, 1, 2, 78.

Recommendation 57

That alternative models of safe emergency accommodation and support for women and children following domestic and family violence, in addition to the high security option, be considered to meet the heterogeneity of needs in all jurisdictions (Chung et al, 2000, Rec 31 p81).

Thirty key informants rated progress on this. Slightly more than half reported progress: twelve (40%) reported some progress, four (13%) reported much progress. They were divided however, with nearly one half, fourteen (47%) — reported no progress.

Comment: Cluster models and independent units have been developed in Queensland, Northern Territory, and South Australia. Safe houses continue to be in short supply, un-staffed and un-funded. Exit options are reported to be a problem across the country.

Source: Survey numbers 19, 62, 13, 77, 5, 22, 84, 85

Recommendation 58

That rules and regulations in refuges/shelters reflect the diverse needs of women and children using the services and promote minimal disruption to important aspects of their lives (Chung et al, 2000, Rec.32, p 81).

Thirty-two key informants responded to this item. The majority reported progress: eighteen (56.3%) saw some progress, five (15.6%) saw much progress. Nine (28.1%) identified no progress.

Comment: There is progress reported on the rules and regulations of refuges and shelters reflecting the diverse needs of their clientele, as examples in Appendix IV show.

Source: Survey numbers 61, 8, 13, 17, 77, 89, 5, 6, 3, 22, 76, 84, 1, 2, 14.

Recommendation 59

That recruitment practices reflect the diversity of service users and expand the numbers of indigenous and bi-cultural workers (Chung et al, 2000, Rec 33, p81).

Thirty-one key informants responded to this item. More than three-quarters reported progress: twenty-one (67.7%) saw some progress, three (9.7%) saw much progress. Seven (22.6%) saw no progress.

Comment: Progress has been made on employment of Indigenous and bi-cultural workers, however there is much more to be done.

Source: Survey numbers 13, 6, 21, 84, 7, 36, 1.

Recommendation 60

That coordination and protocols between refuges/shelters and other services relevant to local contexts continue to be improved (Chung et al, 2000, Rec 34 p81).

Thirty-four key informants rated progress on this. The majority identified progress: twenty-one (61.8%) saw some progress, five (14.7%) saw much progress. Eight or 23.5% reported no progress.

Comment: The development of linkages and protocols between refuges, shelters and other services appears to continue to be progressed.

Source: Survey numbers 19, 8, 6, 22, 76, 7, 84, 36.

Recommendation 61

That both communal and individual units cluster styles of accommodation be available in refuges/shelters in each area to provide for the diverse needs of women and children (Chung et al, 2000, Rec 35, p81).

Thirty key informants responded to this item. They were divided in their views on progress. Fourteen (48.3%) saw no progress, eleven (37.9%) identified some progress and four (13.8%) reported much progress.

Comment: In some States/Territories, notably ACT, South Australia, Queensland and New South Wales there has been movement, and associated funding, to cluster models and independent units. Implementation of this recommendation is dependent on State/Territory governments giving priority to alternative housing models.

Source: Survey numbers 13, 77, 22, 4, 5, 6, 7, 84.

Recommendation 62

That consideration be given to strategies that combat current myths and stereotypes about refuges/shelters, for example, a name change and community education initiatives (Chung et al, 2000, Rec.36, p81).

Twenty-seven key informants addressed this item. They were divided in their views on progress: thirteen (48.1%) identified no progress; ten (37%) saw some progress and four (14.8%) saw much progress

Comment: Key informants were not all in agreement that negative myths about refuges and shelters were a problem in their States/Territories. There may be ignorance about refuges/shelters and their modern operation as complex services, however changing names was not seen as especially relevant. For specific comments see Appendix IV.

Source: Survey numbers 61, 8, 13, 5, 22, 36, 7, 84.

Recommendation 63

That flexibility in the length of stay in refuges/shelters can be accommodated in response to the needs of women and children and the local housing context (Chung et al, 2000, Rec 37 p 81).

Thirty-two respondents rated progress. Ten (31.3%) reported no progress on this recommendation. However the majority saw progress: sixteen (50%) saw some progress and six (18.7%) saw much progress.

Comment: The majority of respondents reported progress on flexibility of length of stay. However it was still seen as an important issue necessitated by the lack of exit points and availability of affordable housing to allow women and children to move on from refuge.

Source: Survey numbers 19, 61, 4, 6, 96, 5, 76, 85, 84, 36.

Emergency, transitional and supported accommodation

Recommendation 64

That continued support is given to the development of safe or retreat houses on Indigenous communities (Chung et al, 2000, Rec. 38, p81).

Twenty-eight key informants addressed this item. They were evenly divided on the matter of progress. Half, fourteen (50%), saw no progress, twelve (43%) saw some progress and two (7%) saw much progress.

Comment: Half of the key informants saw no progress in the development of safe or retreat houses in Indigenous communities. This continues to be a significant recommendation, needing attention.

Source: Survey numbers 61, 62, 8, 77, 16, 6, 3, 34, 22, 36, 1.

Recommendation 65

That where motels, boarding houses and caravans continue to be required as backup in crisis, these options should always position women and their children in networks of services that provide the relevant range of support (Chung et al, 2000, Rec.39, p81).

Thirty-one key informants responded to this. The majority identified no progress: eighteen (58%). Twelve (38.8%) saw some progress and only one (3.2%) saw much progress.

Comment: The lack of support and safety for women escaping violence who are accommodated in motels and hotels continues to be an urgent issue. A variety of specific concerns are identified in Appendix IV.

Source: Survey numbers19, 8, 5, 6, 3, 22, 76, 85, 7, 84, 36, 2.

Recommendation 66

That very short-term leases are available (one to two weeks) for women who need to briefly leave the home, while arrangements for return are put in place (Chung et al, 2000, Rec.40. p81).

Thirty-seven key informants addressed this item. More than two-thirds saw no progress on it – twenty-four (64.9%). Twelve (32.4%) saw some progress and only one (2.7%) saw much progress.

Comment: Two-thirds of the key informants saw no progress on the provision of short- term leases for women who need to leave their homes briefly while they make longer- term arrangements. One key informant saw this as an inappropriate recommendation.

Source: Survey numbers 61, 5, 22, 7, 36

Recommendation 67

That transitional and supported accommodation, linked to other domestic violence services, be available for flexible time periods in all regions, to enable women and children to establish themselves and develop longer term plans (Chung et al, 2000, Rec.41., p 81).

Twenty-eight key informants addressed this item. They were equally divided on the matter of progress. Thirteen (46.4%) saw no progress, thirteen (46.4%) saw some progress and two (7.2%) saw much progress.

Comment: While there are some transitional housing programs, these appear to be insufficient and greater availability would assist movement out of refuges/shelters.

Source: Survey numbers 61, 16, 17, 5, 21, 22, 84, 36.

Longer term Housing
Recommendation 68

That WESNET engage in high level negotiations with the Commonwealth, State and Territory Governments on the appropriate forms of affordable housing stock and location for women and children escaping domestic and family violence, with reference to the need for safety and minimum disruption of schooling, employment and social supports (Chung et al, 2000, rec. 42, p 82).

Twenty key informants addressed this item. Nine (45%) saw no progress, six (30%) saw some progress, five (25%) saw much progress.

Comment: The defunding of WESNET is a barrier to this recommendation, and it would now fall to the Australian Federation of Homelessness organisations (AFHO). Key informants praised WESNET and thought it should be funded. They favoured the intent of this recommendation.

Source: Survey numbers 19, 8, 88, 6, 22, 20, 21, 85, 36.

Recommendation 69

That State and Territory Governments amend priority housing evidentiary and application requirements which only acknowledge physical abuse and which require women to engage in costly, time-consuming and humiliating processes to find non- public accommodation. For example, obtaining a number of written refusals from more than one real estate agent in a short time period (Chung et al, 2000, Rec 43p 82).

Twenty-six key informants addressed this. The majority saw no progress: fifteen (57.7%). Six (23.1%) saw some progress, and five (19.2%) saw much progress.

Comment: There has been insufficient progress in broadening publicly held conceptions of violence, and in changing regulations to reflect this.

Source: Survey numbers 61, 64, 13, 6, 76, 22, 3, 36, 2.

Recommendation 70

That consideration be given by State and Territory Governments to provide loans schemes and financial support to financially disadvantaged women to purchase their own house following relationship breakdown as a result of domestic and family violence (Chung et al, 2000, Rec. 44, p82).

Twenty-six key informants addressed this item. A great majority – twenty-three (88.5%) saw no progress, three (11.5%) saw some progress and no-one reported much progress.

Comment: The great majority of key informants saw no progress on this recommendation, and considered many women escaping violence, seen by the services, would be unlikely to be financially able to purchase housing.

Source: Survey numbers 61, 13, 88, 5, 6, 20, 22, 2.

Women remaining in homes they owned, rented or were purchasing

Recommendation 71

That Commonwealth, State and Territory Governments engage in high level negotiations with financial institutions and other lending authorities to implement policies around loan restructuring for women who become the sole occupants of the residence following relationship breakdown as a result of domestic and family violence (Chung et al, 2000, Rec.49, p82).

Twenty-four key informants addressed this item. Twenty-three (96%) saw no progress and one (4%) saw some progress.

Comment: The great majority of key informants saw no progress on lending authorities providing special assistance to women as sole occupants.

Source: Survey number 6.

5.4   Conclusion

This chapter has presented an overview of progress in relation to recommendations from five major PADV research reports, based on the reports and perceptions of thirty- eight highly experienced and knowledgeable key informants from all States and Territories.

More than half (forty-three) of the recommendations were rated as showing progress in implementation.

Twenty-nine recommendations received a majority rating of 'no progress'. They were concerned with the following issues, which remain a priority for urgent attention:

5.4.1   Re: Improving accessibility and responsiveness of services to

- NESB women especially recent immigrants (Rec 2)
- Women in rural and remote areas (Rec 3)
- Women with a disability (Rec 5)

5.4.2   Re: Increasing the range of types of available services

- Women who choose to remain in a violent situation (Rec 7)
- Women who want alternatives to high security refuges (Rec 8)
- Women with boys over twelve in their families (Rec 9)
- Women who have limited access to services due to distance and their geographic locations (Rec 11)

5.4.3 Re: Improvements in the criminal justice system

- The need for women not to be forced out of their homes (Rec 20)
- Implementation of a common assessment approach related to women's goals (Rec 24)

5.4.4 Re: Availability of services

- Housing departments consulting with women's services regarding needed public housing targets (Rec 32)
- Respite care for children after leaving a domestic or family violence situation (Rec 35)
- Specialist services for lesbians in domestic or family violence situations and their children (Rec 41)
- Specialist counselling for lesbians (Rec 42)
- Timely and after-hours responses to Indigenous women in domestic or family violence situations (Rec 43)
- Services for young women (Rec 46)
- Services for women living on farms and stations (Rec 47)
- Services for women in mining communities (Rec 48)
- Services for partners of defence personnel (Rec 49)
- Services for lesbians in rural and remote areas (Rec 51)
- Outreach services funded appropriately (Rec 52)
- Brokerage funds for women's long-term security needs (Rec 53)
- Expansion of outreach services (Rec 54)
- Support for women placed in hotels and motels (Rec 65)
- Short-term leases for women (Rec 66)
- Increasing availability of affordable housing stock and the funding of WESNET to assist in lobbying for this (Rec 68)
- Progress in understanding of abuse for priority housing (Rec 69)
- Loan schemes to assist women to purchase their own homes (Rec 71)

In addition, there are nine recommendations, where progress was noted, however a significant number of the key informants saw continuing need, and the continuing relevance of recommendations:

- Improving access to services for Indigenous women (Rec 4)

- Police attitudinal response to Indigenous women and lesbian women (Rec 15)

- Need for improvements in police breaching men on a court order (Rec 18)

- Availability of legal information and assistance to recent immigrants (Rec 28)

- Indigenous Women's or Domestic Violence Taskforces in all States and Territories (Rec 30)

- Development of more alternative types of crisis accommodation (Rec 61)

- The need for more activity to combat stereotypes about refuges (Rec 62)

- The need for more support for the development of safe houses in remote areas (Rec 64)

- The need for more transitional housing, and for longer periods of time (Rec 67). In all, fifty-one recommendations from research reports from 1998 to 2000 retain their continuing relevance and urgency as priorities for action by governments.

The next chapter will identify the challenges and issues facing services.

Barriers to Service Delivery:
Key Problems and Issues in 2003-2004

Women 06

Chapter 6 Barriers to Service Delivery: Key Problems and Issues in 2003-2004

This chapter will present the identified barriers to service delivery, and issues facing women service users and workers, in 2003-2004, using all sources of data collection: data about the Supported Accommodation Assistance Program (SAAP), key informants views, service reports and voices from women at the twelve consultations.

The many issues raised have been grouped into nine priority areas, most of which are inter-connected. Some of these focus more on the impacts and concerns of service users and some reflect more on the policies and service arrangements. Each will be discussed in greater detail throughout the chapter, under the following headings:

- The impact of domestic and family violence on women experiencing violence.
- The experience and services responses for Indigenous women.
- Refuges/shelters and children's needs and issues.
- Funding, resources and policy issues.
- Remote area issues and service shortages.
- The housing crisis and lack of exit points from short-term accommodation.
- Specific service and program gaps.
- Workplace issues for services and workers.
- State and Territory priorities and variations.

6.1   The impact of domestic and family violence on women experiencing violence

Domestic and family violence is a major social problem, albeit one which is still not given the full attention it requires. In 2003, the Australian Institute for Health and Welfare reports that

The most prevalent reason nationally in 2001-02 for clients seeking assistance was domestic violence, in 22% of support periods (AIHW, 2003, p413).

It was the main reason for seeking assistance in all States/Territories except for Tasmania and the ACT, where it was second to eviction from previous accommodation (AIHW, 2003, p415. Figure 9.6).

6.1.1 Trends from Australian Institute of Health & Welfare data- 1996-2002

The following tables were prepared for this research by the AIHW to give us information on changes over time, from 1996-1997 to 2001-2002.

Table 6.1

SAAP women clients with domestic violence issues (weighted and general forms) by age, Australia.

Collection years	Under 15 years	15-19 years	20-24 years	25-44 years	45-64 years	65 years & over	Total
1996-1997	200 (0.9%)	2,400 (10.2%)	4,000 (16.8%)	14,500 (61.6%)	2,200 (9.6%)	200 (0.9%)	23,500 (100%)
1997-1998	300 (1.05%)	2,700 (9.8%)	4,500 (16.1%)	17,400 (62.4%)	2,700 (9.6%)	300 (1.05%)	27,900 (100%)
1998-1999	300 (1.0%)	2,600 (9.5%)	4,400 (16.0%)	17,500 (63.2%)	2,600 (9.4%)	200 (0.9%)	27,600 (100%)
1999-2000	200 (0.8%)	2,400 (8.8%)	4,300 (15.5%)	17,300 (62.8%)	3,100 (11.1%)	300 (1.0%)	27,600 (100%)
2000-2001	300 (1.2%)	2,500 (9.0%)	4,200 (15.1%)	17,500 (63.0%)	3,000 (10.8%)	200 (0.9%)	27,700 (100%)
2001-2002	300 (1.0%)	2,500 (8.7%)	4,400 (15.2%)	18,300 (62.8%)	3,300 (11.3%)	300 (1.0%)	29,100 (100%)

Notes:

i)   This data is from runs done specially for this research by the Australian Institute for Health and Welfare- National Data Collection Agency, using the National data set, not the State/Territory sets.

ii)   'Domestic violence issues' were developed by NDCA using three sets of answers from survey data: agency characteristics- ie a domestic violence agency; questions 12 & 13, 'Main reason for seeking assistance' and Question 22- support provided, if answered 'domestic violence counselling and support'.

Table 6.1 shows the total numbers of women with domestic violence issues between 1996-2002, and their age range. All age groups are affected by domestic violence. Total numbers have effectively increased year by year. The young age groups, under fifteen and fifteen to nineteen years, show very similar numbers over the period 1996-2002. This may be in part a function of the number of available services and beds. The most vulnerable age group to experience domestic violence and seek SAAP support is women aged between twenty-five to forty-four years, who do so in increasing numbers, from fourteen thousand five hundred in 1996-7 to eighteen thousand three hundred in 2001-02. There was also an increase in the forty-five to sixty-four age group from two thousand two hundred in 1996-97 to three thousand three hundred in 2001-2002.

Table 6.2

SAAP women clients with DV issues (weighted and general forms) ethnicity, Australia 1996-2002.

Years	Indigenous Australian	NESB or EP groups*	Other or Non-Indigenous**	Total number
1996-1997	4,700 (21.0%)	3,000 (13.3%)	14,700 (65.7%)	22,400 (100%)
1997-1998	5,500 (20.7%)	3,900 (14.6%)	17,300 (64.8%)	26,700 (100%)
1998-1999	5,500 (20.8%)	4,200 (15.9%)	16,900 (63.3%)	26,600 (100%)
1999-2000	5,600 (21%)	4,600 (17.2%)	16,500 (61.7%)	26,800 (100%)
2000-2001	6,400 (23.4%)	5,800 (21.2%)	15,100 (55.4%)	27,200 (100%)
2001-2002	6,900 (24.3%)	5,700 (20.2%)	15,800 (55.6%)	28,400 (100%)

Notes:

i) This data is from runs done specially for this research by the Australian Institute for Health and Welfare — National Data Collection Agency, using the national data set, not the state/ territory sets. It includes all clients for whom ethnicity and race were available — ie it is not the full SAAP population.

ii) 'Domestic violence issues' were developed by NDCA using three sets of answers from survey data: agency characteristics — ie a domestic violence agency; questions 12 & 13, 'Main reason for seeking assistance' and Question 22 — support provided, if answered 'domestic violence counselling and support'.

iii) The data available from 2000 uses a new category for non-English speaking background (NESB). It is now collected as English-proficiency (EP) groups.

Table 6.3

All SAAP women clients with domestic violence issues by State/Territory – percentage and numerical spread.

Years	NSW	VIC	QLD	WA	SA	TAS	ACT	NT
1996-97	6,400 (28.1%)	6,300 (27.7%)	3,100 (13.6%)	3,100 (13.4%)	1,800 (7.9%)	700 (3.2%)	500 (2.3%)	800 (3.7%)
1997-98	7,400 (27.0%)	7,700 (28.0%)	3,800 (13.8%)	3,800 (13.9%)	2,300 (8.4%)	1,000 (3.8%)	500 (1.9%)	900 (3.2%)
1998-99	7,200 (26.1%)	8,200 (29.9%)	4,000 (14.6%)	3,400 (12.4%)	2,000 (7.4%)	1,000 (3.5%)	500 (1.9%)	1,100 (4.1%)
1999-00	6,900 (25.1%)	8,500 (30.7%)	3,500 (12.7%)	3,700 (13.5%)	2,400 (8.8%)	1000 (3.5%)	600 (2.1%)	1,000 (3.6%)
2000-01	7,200 (25.7%)	7,600 (27.0%)	3,700 (13.2%)	4,400 (15.6%)	2,400 (8.7%)	1,000 (3.5%)	600 (2.2%)	1,200 (4.1%)
2001-02	7,800 (26.7%)	8,000 (27.2%)	4,400 (14.9%)	3,800 (13.0%)	2,700 (9.1%)	800 (2.7%)	500 (1.9%)	1,300 (4.5%)

Notes:

i) This data is from runs done specially for this research by the Australian Institute for Health and Welfare — National Data Collection Agency, using the State/Territory sets. It includes all clients for whom ethnicity and race were available — ie it is not the full SAAP population.

ii) 'Domestic violence issues' were developed by NDCA using three sets of answers from survey data: agency characteristics — ie a domestic violence agency; questions 12 & 13, 'Main reason for seeking assistance' and Question 22 — support provided, if answered 'domestic violence counselling and support'.

iii) This table uses the State/Territory collection, in contrast to the national data set. The totals differ for reasons explained in NDCA annual reports.

Table 6.2 again shows the overall increase of women with 'domestic violence issues' (the term used by AIHW) within the SAAP system. The numbers are slightly different from Table 6.1 as this table examines data where race and ethnicity are available. Table 6.2 clearly demonstrates the steady increase of Indigenous women using the SAAP funded services for domestic violence: from four thousand seven hundred in 1996-97 to six thousand nine hundred in 2001-02. Similarly there has been a steady increase in women from non-English speaking or immigrant backgrounds: from three thousand in 1996-97 to five thousand seven hundred in 2001-02.

Table 6.3 shows the very different numbers of women SAAP clients with domestic violence issues across States/Territories, reflecting their different populations. New South Wales and Victoria represent more than half the women clients, through all years examined. Queensland has the next largest population of women clients with domestic violence issues, then Western Australia, South Australia, Northern Territory, with Tasmania and ACT consistently having fewer women clients (within smaller overall populations). Again, the overall increase from 1996-2002 is clear, and in all States/Territories (except for ACT which remains the same) the 2002 numbers are higher than those in 1996, even with some year to year variations.

6.1.2 Difficulties and issues facing women escaping or experiencing domestic or family violence

Given the scale and increasing incidence of presentation of domestic and family violence to the services, it is no surprise that the research participants named many areas of concern. Table 6.4 presents a content analysis of service reports through survey responses on issues and difficulties facing women experiencing or escaping domestic or family violence. One hundred and eleven of the one hundred and thirty seven participants responded to Question 20 asking for 'main issues'.

Housing issues were the most frequently mentioned, and will be discussed further later in the chapter, as will the other issues pertaining to shortages of services.

Poverty and financial difficulties were mentioned by almost one third of services as a 'main issue'. This is associated with high unemployment and difficulty accessing employment and housing. A history of debt, sometimes incurred by a woman's partner, makes this a longer term and more difficult issue in obtaining access to housing. Child care and counselling can also be prohibited by lack of money. According to one service:

> Women without income experience poverty and forced financial dependency on our organisation..

Table 6.4

Issues facing women experiencing and escaping domestic and family violence: service reports. (n = 111)

Main issues named in service reports	Sub-totals	Totals
Poverty–This includes financial difficulties & debt		36 (32.4%)
Socio-emotional impacts of domestic violence • Safety & fear of safety • Isolation, especially from extended family • Depression, anxiety, low self-esteem • Complex needs, labelled as mental health issues • Associated substance abuse issues	 14 11 12 35 11	83 (74.8%)
Unsympathetic community attitudes		25 (22.5%)
Cultural, language and immigration issues		20 (18%)
Impact on children of domestic or family violence and child care & service needs		30 (27%)
Transport–In rural and remote areas		12 (10.8%)
High unemployment & difficulty accessing employment		7 (6.3%)
Difficulties related to access to housing • Lack of exit points after refuge • Housing costs in private market • Discrimination in housing	 67 15 6	88 (79.3%)
Shortages of support services and support staff - general • Cost of counselling • Waiting lists for counselling • Lack of outreach services • Lack of follow-up services • Lack of men's and boys groups	38 2 4 4 4 1	50 (45%)
Shortages of accommodation • For special groups & needs • Crisis accommodation • Transitional accommodation	 5 14 7	26 (23.4%)
Difficulties with Courts		28 (25.2%)
Difficulties with police		16 (14.4%)
Difficulties with generalist services and government policies		11 (9.9%

The **socio-emotional impact of violence** was named by 75% of services as a major issue. Violence causes damage to women. After separation they can fear for their safety. According to one service:

> It is frustrating trying to maintain safety for women, especially after a partner has breached a Protection Order. There are insufficient penalties to deter behaviour.

Women may be isolated from extended family and friends. Services report women experiencing depression, anxiety and loss of self-esteem. Associated with poverty and homelessness, this can present as a situation of complex needs, where women have been identified as having mental health difficulties. Immigrant women are often perceived as having complex needs, for example:

> Apart from affordable housing, the main increase for our service is for women with a mental illness, or women from war effected countries, who may be torture and trauma survivors, or behavioural issues related to their past experiences of violence. There is a lack of support options and counselling. Limited income effects their ability to seek further assistance.

In addition, some women resort to substance abuse to dull the pain of the violence, and this becomes an issue in its own right. One service identified the lack of women- specific detoxification services and others identified this as an area for needed service development.

6.1.3 Unsympathetic community attitudes

Unsympathetic community attitudes about domestic and family violence affect both the women living in communities and seeking services, as well as the services and their workers' attempts to obtain funding and support. In one consultation a woman commented that we need the sort of sympathy that was poured out by the media and the community for the Bali terrorist bombing, or the bushfires in the summer of 2002-03. Twenty-five service reports identified unsympathetic community attitudes as a priority issue. This was a major theme in the content analysis of key informants' priority issues. For example, three services and a national association made the following comments:

> There is still an overwhelming misconception that there is not a high occurrence of violence against women. If the community was more aware that the greatest threat to women and children's safety was domestic violence not terrorism there might be a shift in response.

Ignorance is a major issue. It appears to be hard for others not in violent relationships to understand the depth of violence. Some don't want to know. Violence is frightening: some people don't know what to do or want to get involved.

There is a lack of understanding of the issue of violence against women, including the nature of violence, the incidence and the responses required.

A major issue is the complete marginalisation of women escaping violence.

NT is still on [the] level of 'victim blaming', particularly for Indigenous women.

The veil of silence about violence towards women and children in Indigenous communities which has only been lifted relatively recently.

According to a national association key informant, governments are still not doing enough:

Governments of all persuasions and levels ignoring the issue of violence against women.

And another commented that this was a major issue for education:

There is a lack of community education. Lack of education and recognition of domestic and family violence and the whole aspect of how it affects all participants.

Many services and key informants commented on the courage women needed to leave a violent situation.

At the Mt Isa consultation, participants identified the risks and costs women experienced when they were involved in making change.

- Women need courage to seek help. Some experience shame and find it hard to tell.

- Women can be cautious – it is hard for women to walk away from homes they have put a lot into.

- Women need to trust workers. The issue of confidentiality is very big in a small town, or community, where often people are related.

- Women give up their own community and local environment and perhaps their cultural community. In isolated communities it is hard for women to leave the community on an emotional and practical level as they can feel very involved in the community, and are restricted to timetables and availability. Safety issues are also significant. In rural and remote communities there is limited access to services, more accessible in metro area.

- Some are asked to give up their children to get service, or if they stay in a violent relationship there are issues of child protection intervention and requirements. Sometimes women experience the loss of their own choices — for example, through mandatory notifications.

- Women grieve the loss of their relationship.

- Women suffer financial losses, hardship and costs.

- Women need to change their ways of coping, to be with new people — this can be frightening — they can be fearful.

- With some religions, women can experience persecution from their religious communities, when they assert their and their children's needs over the man's needs.

- The women's lives become public property — and decisions can be taken out of their hands by representative of state systems.

- Shortages of services may mean a reduced capacity for workers to work with them long term, because of crisis demands. There is a loss of service when there are lone workers — for example, cannot always send out information as frequently, nor be as available. There is a lack of safety and support in the motel model. It is also an expensive model for women (as well as services).

- Re establishing households is very expensive for women — cost of furniture and household. A day to day problem in many services; high cost of items' shortage of availability of affordable items, for example, refrigerators.

6.2   The experience and service responses for Indigenous women

6.2.1 Trends from AIHW Data 1996-2002

Statistically, Indigenous Australian women are reported to experience domestic and family violence at a high rate. Table 6.2 showed that within the SAAP data, Indigenous women escaping violence has increased from 4,700 in 1996-97 to 6,900 in 2001-02 – from 21% to 24.3% of women identified with domestic or family violence issues in the SAAP system.

Table 6.5 shows the strikingly different presence of Indigenous women across the country.

All States/Territories showed an increasing presence of Indigenous women with domestic or family violence issues in the SAAP services, except for NSW, which showed a 2.3% decline between 1996-97 and 2001-02, and ACT, which showed a .4% decline.

Indigenous women are reported to be most likely to use a SAAP service because of domestic or family violence issues in Northern Territory, where they accounted for between 72.1% in 2000-01 to 79.1% in 1998-99. In all years the figures were within this range, with an average of 76% across the six years.

Second highest is WA, where Indigenous women with domestic or family violence issues ranged from 44.7% in 1996-97 to 56.4% in 2001-02. The average over these years was 50%.

Third is Queensland, where the range was between 22.1% in 1996-97 to 30.5% in

2001-02. The average number of Indigenous women with domestic or family violence issues presenting over the six years was 24%.

New South Wales figures indicate Indigenous women with domestic or family violence issues have been constantly approximately one-fifth of the SAAP population – ranging from 21.4% in 1996-97 to 19.7% in 2001-02, with an average of 20.2%. ACT figures range from 15.7% in 1996-97, to 11.9% in 1997-98 to 15.3% in 2001-02. Indigenous women with domestic or family violence issues in South Australia has increased from 14.9% in 1996-97 to 19% in 2001-2002. The Indigenous women's presence with domestic or family violence issues in Tasmania has been from 8.7% in 1996-97 to

11.3% in 2001-02. The average over the six years was 10.2%. Victoria shows the lowest presence of Indigenous women, ranging from 4.8% in 1996-97 to 5.4% in 2001-02, with an average over those years of 5.1%.

Table 6.5

Indigenous women with domestic violence issues by State/ Territory 1996-2002 (percentages).

Years	NSW	VIC	QLD	WA	SA	TAS	ACT	NT
1996-97	21.4%	4.9%	22.1%	44.7%	14.9%	8.7%	15.7%	76.3%
1997-98	20.3%	5.2%	20.0%	47.6%	17.2%	9.6%	11.9%	76.1%
1998-99	18.9%	5.2%	20.9%	49.3%	18.4%	10.5%	13.8%	79.1%
1999-00	21.5%	5. 3%	23.6%	46.7%	16.6%	11.3%	17.3%	73.7%
2000-01	19.3%	4.8%	26.9%	54.1%	18.5%	9.9%	14.3%	72.1%
2001-02	19.7%	5.4%	30.5%	56.4%	19.0%	11.3%	15.3%	78.0%

Notes:

i) This data is from runs done specially for this research by the Australian Institute for Health and Welfare — National Data Collection Agency, using the national data set, not the state/ territory sets. It includes all clients for whom ethnicity and race were available — ie it is not the full SAAP population.

ii) 'Domestic violence issues' were developed by NDCA using three sets of answers from survey data: agency characteristics — ie a domestic violence agency; questions 12 & 13, 'Main reason for seeking assistance' and Question 22 — support provided, if answered 'domestic violence counselling and support'.

iii) This table uses the state/territory collection, in contrast to the national data set. The totals differ for reasons explained in NDCA annual reports.

6.2.2 Issues raised by key informants

Key informants raised a number of issues about the experience of Indigenous women with domestic or family violence and their difficulties obtaining culturally appropriate services. Publicly, some Indigenous women have suggested that Indigenous women think differently to feminist women about domestic and family violence (See for example, Moreton-Robinson, 2000). This research suggests this is only partly so. Indigenous women key informants spoke out strongly about their concerns about violence in their communities. Two major differences were apparent from the non- Indigenous voices among key informants and women at the consultations. First, they identify alcohol as a major factor associated with violence, and see service responses as needing to recognise this. Second, they more often articulate the urgency of the need for 'something to be done for our men and boys'. Mindful of racism and black deaths in custody, some Indigenous women are reluctant to report their men to the police.

In addition, Indigenous women are over-represented among the rural and remote populations where services are much less available.

Indigenous key informants spoke about …

'abuse from community men' ; and the lack of a safety focus in Aboriginal communities, especially regarding the focus on alcohol. There is also a lack of consultation and research with Indigenous communities.

Another commented that

Fear is a big issue — women are frightened because they have left their homes, and they usually go back as they do not know what else to do. Starting out independent is too new — strong women have lost their confidence.

Another Indigenous key informant said:

There is not enough understanding or acceptance of the role of patriarchy in domestic violence. There is not enough will to stop men being violent. Women are still in a secondary position in society.

Other key informants identified the challenge as being about:

Changing Aboriginal culture to a non-acceptance of domestic violence; and There is a lack of public awareness about situations of domestic and family violence.

Many service barriers and issues were identified arising from violence in Indigenous communities. First, Indigenous women perceived a lack of funding, lack of resources, reduced funding for workers and insufficient services. In particular there was concern that there were not more funds for safe houses and healing centres.

Second, key informants, both Indigenous and non-Indigenous, saw many cultural and language barriers to existing services and insufficient support for their own culturally relevant strategies. For example, there is a lack of information available in Indigenous languages. Some identified problems between Aboriginal communities and police, for example one said, 'the police let us down and the domestic violence order is worthless.' A senior non-government woman called for 'More funding for Indigenous models coming from Indigenous knowledge'.

One Indigenous key informant had this to say:

The major gaps for Aboriginal women and children are inadequate culturally sensitive support services, however the supports that are available within our own communities usually lack the professional skills to provide long-term support and assistance. One major gap is that Aboriginal workers who were reared in a violent home are unable to recognise the damage it causes, due to their own experiences of violence. Tolerance of violence in communities is high.

Third, particular issues in services, and gaps in service were identified, such as safe houses; more refuge accommodation and special assistance for mental health issues, such as healing centres . One noted the lack of engagement and pathways for Indigenous women as workers. Some hoped to see more men's and boys groups and services. Finally, one key informant pointed out that some of the richest available resources to address violence are not tapped:

The greatest strength in communities is women elders — grandmothers and aunties and we need to support their advice and directions, with healing centres, senior women's councils and night patrols.

6.3 Refuges/shelters and children's needs and issues

One of the striking findings of this research is the extent of activity directed to children by the refuges/ shelters and women's services, now organised as domestic and family violence services. In addition, women in the consultations called for greater support and a funded capacity to develop this further.

This section will present the findings on the extent of children accompanying women into crisis accommodation, summarise some of the earlier material presented on the provision of children's programs and then raise some key policy issues arising from the extent of activity.

6.3.1 The presence of accompanying children in women's crisis accommodation services

Table 6.6 shows that, with the exception of 2000-2001, in all years from 1996 to 2002 there were more women with accompanying children attending refuges/shelters and other SAAP funded services, than women without children.

However, in the special data provided by AIHW for this research, Table 6.7 shows that there are State/Territory variations in the presence of women with children. Across the entire period examined (1996-2002) support periods for women with domestic violence issues with children were fewer than those without children in the ACT and Northern Territory. This may suggest younger, childless women experiencing domestic or family violence. In the NT, however, it may suggest that if the woman had children they stayed with relatives or other care.

Note that a **'support period'** is defined as follows:

A support period commences when a client begins to receive support and/or supported accommodation from a SAAP agency. The support period is considered to end when the client ends the relationship with the agency, or the agency ends the relationship with the client. (AIHW, 2002, pxvi)

'accompanying child support period' is defined by the National Data Collection Agency as

each period of support in which the child either accompanies their parent to a SAAP or receives assistance as a result of their parent or guardian's support period (AIHW, 2002, pxiv).

In 2000-2001 in all States/Territories women with domestic or family violence issues with children received fewer support periods than those without children. There is no clear explanation for this atypical pattern. In the majority of other years, in all States/Territories, there was a higher percentage of support provided to women with children.

AIHW (2003, p421) report on data on characteristics of adults with accompanying children, but not receiving accommodation on two survey dates in 2001 and 2002. The total number was 623.7. Across all States/Territories the majority of adults were females, with a national average of 54.4%, with the exception of ACT, where an equal number of women and men with children unsuccessfully sought crisis accommodation. The NT had the highest number (65%) of women with children unsuccessfully seeking accommodation.

Table 6.6

SAAP support periods for women with domestic violence issues with and without children 1996-2002 (percentages).

Years	Women without children	Women with children	Totals
1996-1997	16,100 (46.3%)	18,700 (53.7%)	34,800 (100%)
1997-1998	18,100 (45.3%)	21,900 (54.7%)	40,100 (100%)
1998-1999	19,100 (47.7%)	20,900 (52.3%)	39,900 (100%)
1999-2000	18,200 (45.4%)	22,000 (54.6%)	40,200 (100%)
2000-2001	23,700 (56.6%)	18,200 (43.4%)	41,900 (100%)
2001-2002	21,300 (49.9%)	21,400 (50.1%)	42,700 (100%)

Notes:

i) This data is from runs done specially for this research by the Australian Institute for Health and Welfare — National Data Collection Agency, using the state/territory sets. It includes all clients for whom ethnicity and race were available — ie it is not the full SAAP population.

ii) 'Domestic violence issues' were developed by NDCA using three sets of answers from survey data: agency characteristics — ie a domestic violence agency; questions 12 & 13, 'Main reason for seeking assistance' and Question 22 — support provided, if answered 'domestic violence counselling and support'.

Table 6.7

Support periods for women with domestic violence issues, with children, by State/Territory 1996-2002 (percentages).

Years	NSW	VIC	QLD	WA	SA	TAS	ACT	NT	Total
1996-97	48.3%	59.9%	55.5%	51.9%	57.9%	54.1%	44.7%	41.9%	18,700 (53.7%)
1997-98	50.9%	60.2%	54.1%	53.4%	62.7%	49.3%	44.4%	44.6%	21,900 (54.7%)
1998-99	46.9%	58.0%	52.9%	50.1%	61.7%	49.3%	42.1%	42.3%	20,900 (52.3%)
1999-00	49.9%	57.9%	58.1%	52.4%	62.0%	56.1%	44.3%	44.9%	22,000 (54.6%)
2000-01	41.4%	45.1%	46.2%	40.6%	47.7%	40.3%	44.7%	39.7%	18,200 (43.4%)
2001-02	46.4%	50.7%	49.7%	51.6%	55.8%	59.4%	49.3%	48.0%	21,400 (50.1%)

Notes:

i) The support periods lower than 50% (and therefore lower than support periods for women with domestic violence issues without children) have been presented in italics, support periods more than 50% for women with children have been presented in bold.

ii) This data is from runs done specially for this research by the Australian Institute for Health and Welfare — National Data Collection Agency, using the state/territory sets. It includes all clients for whom ethnicity and race were available — ie it is not the full SAAP population.

iii) 'Domestic violence issues' were developed by NDCA using three sets of answers from survey data: agency characteristics — ie a domestic violence agency; questions 12 & 13, 'Main reason for seeking assistance' and Question 22- support provided, if answered 'domestic violence counselling and support'.

As mentioned previously AIHW report that in 2001-2002, the main reason nationally for clients seeking assistance from the SAAP was domestic violence (AIHW, 2003, p413). In identifying support periods by client group, they report that of the 173,400 support periods to clients in 2001-2002, 34,900 are to women with children, in addition to the 21,200 for women under twenty-five without children and the 25,500 over twenty-five years who are alone. Note that this accounts for a total of 81,600 or 47.1% of the clients. If one adds the 9,600 women presumed to be in the 'couples' the total is 91,200 or 52.6%, 5,100 of whom also had accompanying children (AIHW, 2003, p413). This further confirms the extent of accompanying children with women in crisis accommodation.

Fopp and Parker (2003, pp 7-9) present their analysis of SAAP data on accompanying children. They note that, separate from young people on their own, in 2001-02 there were 50,700 accompanying children in SAAP services. Of these, 90% were under twelve years, 'consisting of 23,300 (twenty-three thousand, three hundred) of whom were under four years old, and 22,100 (twenty-two thousand, one hundred) children between five and twelve years' (Fopp and Parker, 2003, p8). There were one hundred more girls (25,400 or 50.1%) than boys (25,300 or 49.9%). Children under four had 32,600 support periods, while the total number of support periods recorded for accompanying children was 71,400. Examining 44,500 'closed support periods', they found 90% of the children were with their mother, 7% were with couples and 2% were with their father or male guardian.

The services (counted in support periods) provided to accompanying children totalled 109,100 in 2001-2002, and were as follows:

- Accommodation – 32,300 or 29%
- School liaison/child care – 13,300 or 11.9%
- Counselling – 12,700 or 11.4%
- Specialist services –6,900 or 6.2%
- Basic support and other services –30,300 or 27.2%

The data presented above draws to our attention that accompanying children are a major, and perhaps invisible, presence in crisis accommodation and other SAAP- funded services.

6.3.2 Changes in services recognising the extent of children's presence

From the beginning of the women's refuge movement, children have accompanied their mothers to refuges and shelters. Some refuges explicitly include children in their name, for example, Warrina Women's and Children' Refuge. Chapter 3 has already presented much information on children's programs run by the services — see for example, Table 3.3, where 79 or 59% of services report offering children's programs. Some services visited in the course of this research had made a particular effort to develop child- friendly indoor and outdoor environments.

However it appears that the accommodation services are not funded for the number of children accompanying mothers. AIHW (2003, p401) identify the payment per client from SAAP was $2,810 in 2001-02. However, children are not counted as clients — only women or 'adults'. This means that basic food, bedding, room space and staff time spent on children is un-funded.

In addition, many children's programs are also unfunded.

Key informants identified children's programs as an area of need. For example:

> There is a need for children's (after violence) programs and support for single parent women post-separation.
>
> There is a lack of consideration of child care needs.
>
> Handover points for children accessing each parent needs a lot more thought and work.

6.4 Lack of funding and resources for service development and associated policy issues

6.4.1 Key informants' views

A variety of different comments were made by many key informants about the insufficiency of funding to meet needs.

According to another:

> Use of funding would be the greatest barrier. SAAP – Commonwealth/state negotiations. The State government made significant (funding) election commitments and also the Gordon Inquiry response ($75m) but this is not sufficient to make significant changes to accommodation services.

Other comments included:

> Short term funding models like PADV which looks for innovative/different/politically announcable programs rather than solid programs are a problem. There should be recurrent funding for good existing services.
>
> We need flexible funding to respond to need; and
>
> more funding to employ more workers to work with children.

6.4.2 Barriers to services expanding options for women — the services views

Question 18 of the Measuring Progress — Service Reports asked services to comment on barriers experienced, if they considered they had been unable to expand options for women.

Table 6.8 displays priority issues reported by services: 111 or 87% identified funding shortages as the top priority. More than two-thirds identified lack of time (88 or 69%) and shortages of staff (86 or 67%). One quarter found themselves hampered by auspice organisational or government policies.

Only three (2%) of the 127 (one hundred and twenty-seven) services responding to this item experienced no increased need.

Table 6.8

Barriers experienced by services to expanding options for women.

Barriers to expanding options	Yes	No	Total
Funding shortages	111 (86.7%)	17 (13.3%)	128 (100%)
Staffing shortages	86 (67.2%)	42 (32.8%)	128 (100%)
Lack of time	88 (68.8%)	40 (31.3%)	128 (100%)
Mandate	17 (13.7%)	107 (86.3%)	124 (100%)
Auspice organisation or government	32 (25.4%)	94 (74.6%)	126 (100%)
No increased need experienced	3 (02.2%)	124 (97.6%)	127 (100%)
Other	19 (15.0%)	108 (85.0%)	127 (100%)

Note: not all respondents answered all questions.

Nineteen services identified 'other' barriers to expanding women's options. Some emphasised barriers from government policy approaches. For example, the popularity of men's programs and the problems of treating domestic and family violence services as homelessness services.

One South Australian service commented:

> Men's programs are seen as 'sexier'. New money tends to be siphoned off to support these programs. However, women's services continue to expand on the smell of an oily rag.

> It is a barrier to expanding women's options that domestic violence is lumped in with the homeless sector. I believe it is an inappropriate place for domestic violence to be as women are homeless due to a criminal act.

Table 6.8 shows that 87% of services considered that shortages of funding limited their work. In the section 'other', services described their particular resourcing barriers:

> There is a lack of options for women when all accommodation services are full and all have long waiting lists.

> Being the only Indigenous specific service [in our area], the funding does not meet the demand. After all the media hype re Indigenous family violence, no extra funding has been provided .

> We do not have all the funds, but we do it in our spare time. [Service Name] is on the go all the time. When funding for outreach is no longer available, then we find it hard, we do the job in our spare time – the reason is that a lot of Koori people want your service. They don't feel safe talking to white workers in mainstream services.

> The SAAP review forced us to change from a twenty-four hour service (stand up rates) to a twenty-four hour service sleep over. The funding was cut drastically to pay workers 12am – 6:30 am at approx $38.00 for the six and half hours work. As this is fine in theory, the reality is we still work during those hours as police, hospitals, emergency services, etc., do no cut off at midnight and of course the referrals continue. Consequently, when two workers resigned we did not replace them. We now work long hours for less money as it is a feminist service and we will not compromise women for dollars!

6.5   Remote area issues and service shortages

As one of the key informants commented, there is a lack of any services in many remote areas. The vast distances across which communities are spread makes access to services a very difficult challenge for women experiencing domestic and family violence.

6.5.1   The experience of women escaping violence

The women at the Mt Isa consultation graphically described the social isolation in rural and remote areas; the lack of affordable travel services, and an absence of public transport. Around the mining communities there is a male-dominated environment, with more men than women and huge acceptance of violence and violent language.

Women observed that there seemed to be a community fear of being involved which delays neighbours responding. People do not want to get involved and are afraid of being effected by the violence. Given the silence, there is a lack of knowledge of services.

There is also a lack of telephone access, the high cost of long distance calls from remote areas, and public telephone boxes are not always in working condition. In addition, there are high costs of travel and accommodation for women who leave remote areas and Islands. Physically setting up alone in a remote community may be difficult for a woman, and safety may require leaving her community, which is a great loss and hard to do.

This challenging environment leads to feelings of powerlessness among women trying to escape violence. Key informants identified the need for increased support for women in rural and remote areas. One said that Queensland needed a rural and remote program with meaningful funding and flexible models. They also needed specialist services as part of women's services to support lesbian, NESB and ATSI women and those facing mental health and disability issues.

Another key informant noted that a huge gap nationally is access to services in remote areas and the rate of violence in Indigenous remote communities.

6.5.2 Service and worker issues in remote areas

At the Mt Isa, Townsville and Northern Territory consultations the following issues were identified for workers in remote areas:

- Distance from centres where there is knowledge of a range of services and approaches, so services may not encounter new solutions and models.

- High service costs – in cars, and staff travel time – as a result of distance.

- Multicultural communities — with high needs for interpreters and different cultural approaches to service delivery.

- Isolation of remote area work.

- The isolation makes it hard to attract staff to remote area work.

- Training is expensive, especially if it involves travelling elsewhere.

- Needs for support and debriefing to cope with this type of work may be difficult to provide.

- Issues of safety in remote area work. In remote areas without appropriate mobile phones or mobile phone coverage, workers can be out of phone range and workers sometimes travel alone.

- There can be difficulties obtaining appropriate and secure housing in remote communities, for women service users, and workers.

- Buildings (such as safe houses) with no staffing money attached.

Similar issues are reported in other remote areas, such as Orana Far West, NSW, and in W.A.

Remote areas present critical needs for services: adequate resourcing to cope with the travel and distance; funded staff for safe houses in all communities; high needs for child focus workers, particularly where the incidence of child sexual assault is extreme; and substantial support for Senior Women Elders councils to take a lead in challenging violence. The issues of violence facing Indigenous communities overlap with remote area needs and issues.

6.6 The housing crisis and lack of exit points from short-term accommodation

Housing issues were the most frequently mentioned 'main issues' in the Services Reports survey (See Table 6.4). Eighty-eight or 79% of service reports mentioned housing as a priority issue. The decline in and lack of public housing was mentioned by services in all States/Territories. This creates a bottleneck for the refuges and shelters, as there is no affordable housing for women to move on to. Women typically cannot afford rental prices in the private market. It is especially difficult for women with large numbers of children. In addition some women, particularly Aboriginal women, were identified as experiencing discrimination in the housing market. These responses illustrate some of the difficulties:

The lack of affordable housing in the area of our refuge is a major problem. Rental prices are often too high and women who have only ever lived in this area must look elsewhere. This can have devastating results and may even lead to a return to the family domestic violence situation.

The women need greater choice for exit points and due to very long government housing waiting lists, families are remaining in our program for too long. Then we have limited places in the program for accommodation. Private rental is basically off-limits to 80% of our clients who are Indigenous and have no previous rental references. Caravan parks are very strict on keeping themselves for tourists only. Our main issue is the lack of exit points – no ability to access the South Australia Housing Trust as the Priority One waiting list is around eighteen months. The Women's Housing Authority has a twelve month waiting list. There has also been an increase in private rental costs.

Women and children on benefits cannot afford private rental. We are seeing an increase of women living in cars with their children, crashing on a friend's lounge room floors or moving too quickly into disastrous relationships purely to keep a roof over the children's heads. This is worrying because these women do not show up in homelessness statistics.

The key informants also expressed a lot of concern about the effect of shortages in availability of public housing, and the difficulty this created for women moving on from crisis accommodation. For example:

- Public housing shortages.

- Depletion of available housing stocks).

- Sale of public housing has led to long wait for public housing and priority, a year long at [the] moment in 2003.

- Reduction in availability in housing stock both in public and private.
- Lack of exit points to long term affordable housing.
- Need for adequate, more affordable and appropriate housing.

Public or affordable housing shortages and the resulting lack of exit points from crisis and medium term accommodation was a recurring theme in the consultations across all States and Territories.

6.7   Service and program gaps and shortages

One of the main themes in issues identified by key informants was 'gaps in services'. Another was the special needs of particular populations. Some of these gaps are widespread, some are more varied regionally. Northern Territory key informants were vocal about service shortages outside Darwin. There is only one refuge in Tennant Creek, one in Katherine and one in Alice Springs. The Tennant Creek and Katherine shelters liaise with night patrols in Ali Curung and other remote areas.

6.7.1   A shortage of crisis accommodation

Key informants and consultation participants identified a shortage of crisis accommodation. This has lead to the widespread use of hotels and motels, which may be unsafe, as a supplement to the system of crisis accommodation.

South Australian key informants are particularly concerned about the routine use of hotels and motels for over-flow demand. One considered this a major issue and wanted to see provision of support for women and children in motels.

6.7.2   A need for more outreach programs

Victoria has a funded outreach program, and since the restructure of services in South Australia, they are expected to do outreach as well as run crisis accommodation. Western Australia has a 12 month program of part-time outreach workers funded for five outer urban refuges. Beyond that it is patchy, and rests on supplementary funding, or unpaid over-time. Indigenous women in Queensland identified this gap. Key informants from ACT and Northern Territory also emphasised the need for outreach programs.

6.7.3   Other specific program gaps

In addition, key informants identified specific program gaps, the need for which is often location specific. However the shortage of substance abuse services for women is nation-wide:

- No separate women's specific sobering up shelter.
- No women and children-only hostels for Indigenous women (except the refuge).
- Need for central programs and projects for women who have experienced domestic violence: support, economic, educational, empowerment programs.
- Need for Safe houses, as the only shelter takes domestic violence crisis victims so cannot offer prevention or safety before the crisis.
- Need for male counselors, perpetrator programs, family support services and increased child protection.
- Need for better public information/education statewide.

6.7.4   Special populations requiring attention

According to a National Association key informant, special populations requiring attention include women with disabilities, issues of physical access, as well as understanding the issues of domestic violence for women with disabilities. Lesbian women and the need for crisis accommodation and services and young women were also mentioned by key informants.

Young women experience lots of domestic violence, but not many domestic violence services tailored to their needs.

This confirms previous research. As with the service reports, whose issues were presented earlier in Table 6.4, key informants were also concerned about immigrant women and women from non-English speaking backgrounds. For example:

Particularly NESB women with no residency status and therefore no income at all and there are no special provisions available for this group.

Table 6.9, below, shows the persistently increasing percentage of non-English speaking and immigrant women with domestic violence issues from 1996-2002 in SAAP funded accommodation. This is true across all States and Territories.

Table 6.9

NESB and EP groups with domestic violence issues as a percentage of SAAP clients, across States/Territories 1996-2002.

Years	NSW	VIC	QLD	WA	SA	TAS	ACT	NT
1996-97	13.2%	16.9%	10.0%	13.0%	14.6%	2.4%	14.1%	2.2%
1997-98	13.8%	20.2%	10.8%	14.1%	12.1%	3.3%	17.0%	3.0%
1998-99	15.9%	23.5%	12.6%	10.0%	11.3%	2.5%	21.1%	2.4%
1999-00	16.4%	24.0%	12.2%	14.8%	13.4%	4.5%	19.8%	4.5%
2000-01	22.62%	27.8%	17.1%	17.1%	19.2%	8.2%	20.7%	7.9%
2001-02	22.1%	26.5%	16.3%	15.2%	17.6%	7.1%	19.2%	5.6%

Notes:

i) This data is from runs done specially for this research by the Australian Institute for Health and Welfare — National Data Collection Agency, using the state/territory sets. It includes all clients for whom ethnicity and race were available — ie it is not the full SAAP population.

ii) 'Domestic violence issues' were developed by NDCA using three sets of answers from survey data: agency characteristics- ie a domestic violence agency; questions 12 & 13, 'Main reason for seeking assistance' and Question 22 — support provided, if answered 'domestic violence counselling and support'.

6.7.5   Limitations in service approaches

In addition to gaps, key informants raised a number of issues about service and policy approaches.

Their comments can be grouped into three. First, some were quite critical of slow progress in funding and supporting positive models, in spite of the range of initiatives that have occurred. Second, they identified continuing problems with courts and police. Third, they were concerned about insufficient choice and existence of alternative models.

Courts and police, considered together as 'the criminal justice system', continue to be a priority issue, however clearly this varies from region to region:

> Attitudes of police and courts are still negative to women in domestic violence situations. Police reluctance to prosecute.

As Table 6.4 presented earlier, courts and police also continue to be a priority issue for services.

The third group of concerns ranges across a lack of choice of services, to a reduction in services, to concerns about whether there are sufficient well-trained staff, to the general demand exceeding supply of services:

> In SA there has been major progress over the past decade and we are moving in the right direction. I believe the biggest problem is high numbers of women and children needing support and services not being available.

Key informants identified the need for:

- Inter-agency collaboration, sharing of resources and holistic approach.

- Providing education, long term support and alternatives.

- A greater say for women in communities and more respect for women.

- Education, work, transport, income support, telecommunications and networks for women are key to their support.

While the shortages of crisis accommodation, outreach programs and safe houses stand out as widespread concerns, there remains considerable room for program expansion.

6.8   Workplace issues for services and workers

At the consultations we asked about the risks and costs of innovation and crisis accommodation and outreach work and obtained a picture of hard working committed women, often stretching their days, and being called upon after-hours. A number of significant workplace issues were identified in addition to the particular difficulties faced by workers in remote area services, referred to earlier.

6.8.1   Worker safety

Several consultations identified issues of worker safety. Coordinators fear for the safety of workers and fear reprisals for intervening in violent situations. South Australian women reported that threats are frequently made to women workers — by perpetrators or perpetrators' family members. This is very anxiety provoking for workers, and has implications for management and work planning, and whether women staff should be moved around away from threatening situations.

In rural areas there is high impact on worker's personal lives, and higher risk to safety. All workers are discouraged from having names in telephone books, and encouraged to have silent lines. This is also an issue in urban areas, as the work is hazardous.

Safety is a risk for outreach workers and counsellors working with men's groups. Workers are also conscious of the safety of their children, especially in small communities where they and their families are known. Workers have had to move to protect their children.

6.8.2 *Being on duty 'all the time'*

In small communities and rural areas workers find it hard to obtain privacy, and to be 'off duty'. Often they will be called on after hours, or in public places.

6.8.3 *Hard and constant work*

Women report 'little down time', and the constant pressure of demanding work, often including unpaid overtime. Most services have a high volume of work, and increasing pressures from the complexity of needs women experiencing domestic or family violence are presenting, including substance abuse and mental health difficulties.

6.8.4 *Low value of domestic and family violence work and lack of career pathways*

There are no career pathways, except for moving to a coordination position. Women reported feeling that their work was under-valued, particularly given the dangers and pressures it involves. The women's services service system was, observably, characterised by many well-managed services. The Co-ordinators manage dollar turnover, supporting and assisting staff teams, complying with all statutory requirements, and developing innovative services. These skills are often unrecognised and not acknowledged as important as, for example, small business managers might well be valued. This all occurs in the context of hazardous and unpleasant proximity to violence. The not-for-profit sector plays an important role in the Australian GDP.

The South Australian consultation participants reported that crisis accommodation staff may be more skilled than the award recognises. There are also variations across services in the housing and homelessness fields, with some examples showing that staff in some men's services were on higher wages. In both ACT and Tasmania, workers reported that there was a lack of approval for them engaging in 'case management', which was paid on a higher salary scale. This was often assumed by non-government generalist organisations. Unfortunately the trust built up between workers and women in the refuge or shelter, in these situations, is not built on for future planning and follow-up.

6.8.5 *Emotionally stressful and hazardous work*

In addition to the safety issues, working alongside violence is hard and stressful. Several consultations reported workers experiencing burnout, and some services experiencing periods of high turnover. Services and service workers experience pressure from SAAP funders to take a wide range of clients with complex needs — regardless of how these effects the total mix of service users in a facility, and regardless of the staff ratio funded. Women are often busy and pre-occupied with working to respond to crises, which they do well, and so the long-term needed support and counselling work often does not get done. Workers report that there is a loss of worker job satisfaction if there is no opportunity for long term work that can achieve a real change in the cycle of violence.

However there are many skilled, knowledgeable and resilient workers with many years experience in this work.

6.8.6 *Leading change in generalist services*

Workers reported a sense of having to constantly monitor the criminal justice system, and educate its workers. This requires a lot of advocacy with other workers, and it can wear women's service workers down. It takes a lot of personal time and energy. The criminal justice system seems to put the onus for change on women and on women's services — not demand change of men, nor put the responsibility for change on to men. Women's services seem to do most of the leading for change and the developmental work in the criminal justice system.

6.8.7 *Need for training, professional development and supervision*

Time and resources for support are not always available, especially in rural and remote areas. In the larger populated states the domestic and family violence resource centres offer regular training, however this is not always available, for example, in smaller States or Territories. Some services found it difficult to employ skilled and qualified workers, which increased supervision pressures.

6.9 State and Territory priorities and variations

In the consultations, women were asked what were the major challenges faced by service providers.

This section reports on the different State/Territory priority issues.

6.9.1 New South Wales

- NSW has a very high number of women who have left a violent relationship, and their independent visa status remains unresolved. Many of these women are entering refuges with no exit options, because they have no independent income. This creates a financial dependency on the refuge and women lack options in terms of improving their English or securing their migration status as they have no resources or identity once they are separated from their partners.

- There is a major concern for immigrant women who are from culturally and linguistically diverse backgrounds, because of the lack of appropriate language services. Refuges report that obtaining the language services at the times when they are needed is extremely difficult. It appears that refuges are currently required by Department of Immigration and Multicultural Affairs, to pay market prices for interpreting services combined with limited funds, limits their capacity to communicate with women.

- Many of the innovative programs that are designed to empower women and assist survivors of violence to regain their lives in the community are not funded, or where they are they are not well-funded.

- There is a real need for funded counselling programs that specialise in DV counselling. The need for this is both due to the needs of the women who attend the refuges, but also to improve the capacity of services to provide reports to the Family and other courts.

- Lack of affordable housing options, both in the public and private market.

- Need to maintain the link between the provision of DV services and the provision of accommodation services. There is a concern that a move to more 'shop-front' services will not assist women leaving DV, as long as the housing and accommodation issues are not addressed. The shop-front model is not really suitable for children.

- The need for improved resourcing and support for shelters in remote regions.

- The urgent need for increased funding for child focussed workers in shelters – currently there are no funded child focussed workers in the Orana/ Far West shelters of NSW.

- The need for an increase in the number of Indigenous governed and staffed refuges to provide outreach services to women and children needing to escape violence.

- The vital need for increased numbers in culturally specific services eg, Holistic models for Indigenous services.

- The essential need for increased support and resources for Non English Speaking services, for example, Muslim women's, Indo Chinese and Multicultural services.

- Reluctance by the courts to grant Exclusion Orders which would allow women and children the option to remain in their home following domestic and family violence incidents.

- In many cases, particularly in relation to Indigenous women, police are acting on prior warrants rather than responding to domestic and family violence issues, resulting in a reluctance for Aboriginal women to contact police for assistance.

6.9.2 Victoria

- Victoria has developed a Family Violence Crisis Protection Framework for the State, and each region has developed their own plan. This has been time- consuming for services, required changes, and is taking time to settle down.

- Services are under-resourced. There are not enough workers. Workers are overloaded, and relief appears to vary.

- Some domestic violence services in rural areas have been recently given Indigenous domestic violence workers and programs. Some services have had no developmental money and, for example, some have recent service coordination and development grants of $25,000;

- Different arrangements for funding cars are another example of funding variations. Cars in some services are owned by the agency not SAAP.

- Increased resources put in by some agencies which top up SAAP funding. This is especially important for when their clients are women without income and where sometimes they have to accommodate and support them for up to two years. Services couldn't do this without external to funding.

- Unfunded programs are a cause for concern. For example, court support for clients undertaken as a matter of course – not funded as a program. (Family Court, Magistrates Court, Criminal Court which has been increasing due to clients with drug and alcohol issues having criminal matters and being on Court orders). Some offer children's programs which are not funded as is community development, policy review and supervision. Some consider they have become pseudo housing workers and all our time is taken up with housing issues because of pressure to move women through. Don't get time to do real support for women's emotional and other needs.

- Some refuges have capped how many women without income they will take at any one time because of resource issues. Some take no more than one or two.
- Lack of public housing for single women and in general housing shortages causing exit point pressures

6.9.3   Queensland

- Not enough is being done to confront men's behaviour. Although we say domestic violence is a crime, society does not act that way. There is too much public violence, for example, on TV, etc.
- Services are facing unmet demand because of an increase in demand, not matched by additional resources. Other sources are also facing pressures of demand.
- Women exiting prison face housing and support shortages.
- Access to mental health services support for clients.
- Issues and shortages of support services for Indigenous women in Aboriginal communities.
- Lack of affordable housing.
- Efficacy of the protection order system, when breaching happens too little, and very violent men do not take it seriously. Sometimes Magistrates are unsympathetic to women in the Courts.
- There is a need for domestic violence access and handover centres, linked to a women's services which can offer additional support.
- There is a lack of secure future for women who might go back to a violent relationship as they wait for housing/money.
- Terrible cost to workers dealing with the systems that do not respond/understand domestic violence issues, in addition to the safety issues they face in working alongside violence.
- Lack of community supportive response to the issues of domestic violence.

6.9.4   Western Australia

All services expressed concern about unmet need in relation to increased demand, and suggested the National Data Collection pay attention to indicators and questions that capture 'unmet need' more accurately.

- Inadequate funding, so that it is a challenge to survive within existing funding constraints. The time required to be spent on administration and accountability has increased dramatically. Social sustainability and capacity building has become important, yet there is less time to do it.

- Isolation of rural and remote communities has a continuing effect on women's access to services. The lack of viable public transport also means that for many women, leaving town is fraught with difficulties and women are being forced to stay at motels in remote communities.
- The need to continue to develop programs that assist women to readjust and 'pick up the pieces' after the violence. These follow-up services are critical to assisting women to rebuild their lives. These services are often taken up by outreach services, but are not systematically provided due to resource constraints.
- There are a high number of immigrant women who are released from detention to Perth. These women are often homeless, extremely vulnerable and where they are also victims of domestic violence, have no financial resources with which to leave the refuge and are often forced to stay for long periods because of the lack of exit options available for them.

6.9.5   South Australia

- SA government has been working for two years on a domestic and family violence policy — it is promised to be available in 2004.

- Waiting lists for crisis accommodation, longer term housing and outreach.
- High use of motels.
- There is insufficient training and education re domestic violence for social service workers (Centrelink, health providers, education workers etc.) — this puts pressure on the domestic violence specialist services.
- Lack of coordination among the regional police in SA.
- SA has no designated domestic and family violence training or education service.
- Complexity of needs in women seeking services — including drug and alcohol use and mental health issues (in one service 17% were escaping 'bikey' gangs).
- Diminishing supply of exit points — because SA housing stock has been sold in their redevelopment. There can be twelve to fifteen months wait for housing.
- Need for review of limits put by SA housing on number of crisis accommodation times paid for a woman.
- Review needed of child protection practice of requiring women to act to protect children in situations of domestic violence — insufficient tackling the men and requiring men to take responsibility.
- Lack of income for immigrant women — particularly spouse-sponsored immigrants where the situation has broken down as a result of violence.

- Women have a lack of knowledge of services and how to access them. Lack of advertising money to ensure women know what and where services are available.

- Community development focused on training SAAP workers in rural communities to respond better to domestic violence; model development of an Indigenous domestic violence response for a regional refuge. Some have 'private rental brokerage project' funds arising from Victorian Homelessness Strategy.

6.9.6   Tasmania

- Shelters in both the South and the North have been speaking out about the gap in crisis accommodation for single women over 20 years, who are escaping violence.

- Reduced exit points. Women feel pressure that as soon as they get to shelter there is a pressure for them to leave.

- Tasmanian service system lost Caroline House, and lost beds all round in the restructure. Now have high use of motels leading to access programs. This leads to the use of caravan parks or cars to sleep in. Women try to get rental property while this is happening.

- More women in motels than ever before. Many motels won't take domestic violence women and motels are unsafe anyway. It is easy for violent partners to find the women and children. An increasing number of women get 'lost' after being put into a motel. They are not there when agency tries to make contact with them. There are increased violent incidents in motels and caravan parks. Tasmania is too small for motel and caravan parks model – too dangerous.

- Launceston has lost a lot of family crisis accommodation. Centacare provides intensive family assistance and support, long-term parenting and domestic violence support.

- One women's shelter in Hobart starting taking women who were homeless and it did not work mixing the clients, and the shelter was not the right service for them. Now the shelter does risk assessment and take women who need safety.

6.9.7   Northern Territory

- Overall absence of domestic violence services in most of the remote areas and severe shortage of services outside of Darwin.

- Insufficient culturally appropriate services, where Indigenous knowledge is valued, for example, senior women elders Councils, healing centres and safe houses.

- Insufficient policing on remote communities.

- Lack of outreach and support services and lack of specialist services related to mental health issues and substance abuse.

6.9.8   Australian Capital Territory

- Giving appropriate support for indigenous women – not imposing white models and approaches, and being non-judgemental and giving respect to women for different ways of doing things.

- Being sure to recognize that women fear judgemental attitudes, the woman blaming social attitudes are widely held by women themselves.

- Pressure to respond to a set of very complex needs.

- Lack of availability of affordable housing.

- Lack of resources for working towards meeting children's needs.

6.10   Conclusion

This chapter has brought together barriers to service delivery, issues and problems facing women service users and providers, from all sources of data collected. Responses were grouped into nine priority areas needing policy and program attention.

First, the section on impact of domestic and family violence on women and children showed the increasing presence of domestic violence issues for clients in the SAAP- funded services, including the increasing presence between 1996 and 2002 of Indigenous women and children, and those from minority ethnic communities. Poverty, socio-emotional impacts, unsympathetic community attitudes, lack of transport and access to employment feature among the impacts. Service shortages and difficulties in access to affordable long-term housing exacerbate the negative effects of domestic and family violence.

Second we drew attention to the experience of Indigenous women in the SAAP-funded services, which have consistently increased between 1996 and 2002. This is highest in the Northern Territory, Western Australia and Queensland. In spite of some Indigenous spokespersons distancing themselves from presumed feminist perspectives on family violence, this research did not find such a division. Many Indigenous women actively participated, including ten key informants, and all spoke out against violence in their communities. Two main emphases were identified: the close association between alcohol and domestic and family violence as it is perceived by Indigenous women, and the urgency of their demand to 'do something for our men and boys!' Many service barriers were identified – a perceived lack of funding, resources and services; cultural and language barriers to existing services; and particular gaps, such as the lack of safe houses and healing centres.

Third, the extremely high number of children accompanying women to SAAP services was identified. Support periods for women with children have steadily increased from 1996 to 2002. As only adults are counted as 'clients', there is a major issue of under- funding space, beds, food and staff time expended on children. A majority of domestic and family violence services, refuges and shelters report offering children's programs, many of which appear to be unfunded.

Fourth, a lack of funding and resources were identified by key informants, services and at the consultations.

Fifth, remote areas were identified as the single most needy location, where access to services is scarce, expensive and difficult. This, of course, most severely impacts on Indigenous women. The effects of distance and the time-consuming nature of remote service delivery are believed by research participants to be poorly understood by government officials

Sixth, access to affordable housing and the decline in availability of public housing was identified across all States and Territories. This creates bottlenecks and lack of exit points for crisis and medium term accommodation. Governments face two options — either expand affordable public housing on a substantial scale, or treat the housing shortage as homelessness, and create more crisis, short-term and medium term accommodation.

Seventh, a wide range of service shortages and gaps were identified as a result of the lack of funding and resources. There is a shortage of crisis accommodation, with demand exceeding supply across the country. With the exception of Victoria and South Australia, (and the emergence of a part-time response in Western Australia) there is an absence of outreach programs, and those that exist are patchy and poorly resourced. In addition there is a range of mainly location specific other service gaps. There is considerable room for program expansion, in spite of the breadth of programs offered by the refuges and shelters.

Eighth, workplace issues facing services and workers were presented. In addition to the major issue of worker safety; workers reported the strain of 'being on duty all the time'; hard and constant work; the low value attributed to domestic and family violence work and the lack of career pathways; and the emotionally stressful nature of working alongside violence. Services reported bearing a lot of leadership for local systems' changes, and called for more training, professional development and supervision.

Ninth, the particular service priorities as reported at each State and Territory consultation are presented. Across all States and Territories there are pressures on services, and room for funding and expansion of related programs. Affordable housing is a nationwide issue, causing problems with crisis accommodation exit points. The most dramatic shortage of services exists in remote areas, and there are continuing issues for some groups of women, in Indigenous communities, and in relation to court and police relations.

The next chapter will present the report's conclusions.

Looking Ahead

Women 07
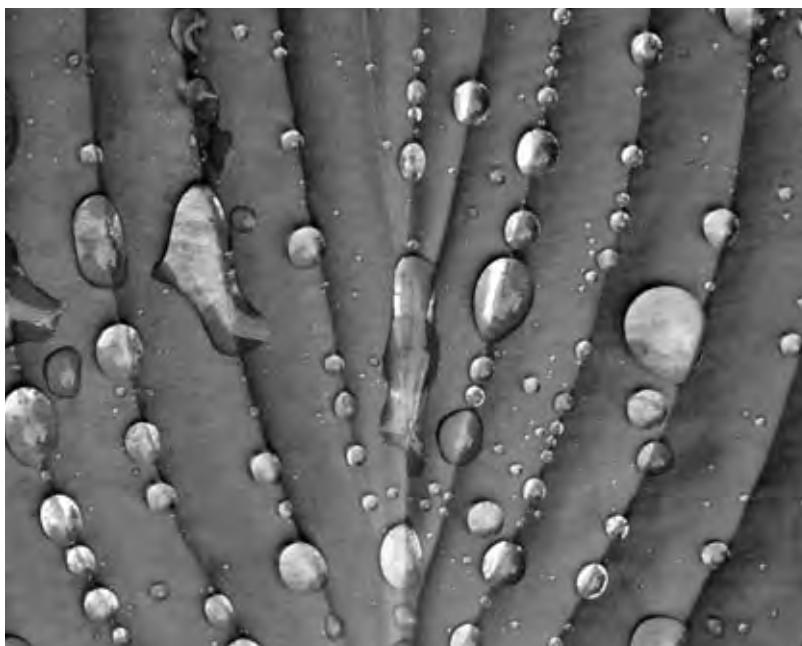
Chapter 7 Looking Ahead

This chapter will return to the research questions and summarise the answers to those questions from the findings of the research, identifying key issues of concern and make recommendations. In addition, the chapter will outline the preferred models for service delivery, including services' proposed underpinning principles for practice. The full list of priority issues for the future identified by services in each State and Territory consultation are spelled out in more detail in Appendix V.

7.1 The range of services

The first research aim was to document the extent and nature of accommodation options for women experiencing and/or escaping violence.

Chapters 3 and 4 presented a wide range of material describing the services and their activities responding to domestic and family violence – from information, support, referral and advocacy services, to outreach programs , where they are available, to crisis accommodation and the provision of transitional and medium term accommodation. Crisis accommodation included communal, cluster and dispersed models, and independent units. Caravan parks, generalist crisis accommodation, hotels and motels were used for over-flow demand by a majority of services (in association with crisis lines and police).

Communal housing was identified as being preferred by many young women, immigrant women, Indigenous women from remote areas, women after prison and women with mental health issues, who have high security needs and feel safer in communal facilities. These appear to continue to be favoured in NSW and some Victorian services. Cluster housing models are a wonderful addition to the service system in that they allow greater choice and privacy than the communal model. Separate units, within close proximity, ensure the support from a community, while allowing different child rearing habits, different aged children and young people, and greater privacy for groups of different cultural backgrounds. Cluster or dispersed units were favoured for women with older children, and when women at the service had a wide range of differently aged children.

Independent dispersed units offer the maximum privacy and independence, and can serve for some crisis and some medium term accommodation. These are favoured by many Queensland women

Safe houses, funded and with staff and preferable twenty-four hour/seven day access, and responsible to the local community, are in high demand for rural and remote areas.

Hotels and motels are widely used as an overflow for the crisis accommodation services. The SA Housing Trust has put a limit of six funded nights in motels, recognizing the cost-ineffectiveness of this model. Hotels and motels were widely criticised as unsafe and unsupported, and likely to be associated with women and their children returning back home into unchanged situations. It is our view that this model is unsafe and insufficiently supported. It provides little or no support and healing from the damage of violence, and often, therefore women do not stay long and return to unchanged situations. If it continues to be used, then support visits must be funded along with the brokerage funds to pay for the accommodation, plus other living expenses, such as food, transport and personal items. Also accommodation needs to be appropriate for children, for example, kitchen facilities, laundry and play area.

Recommendation 1:

That States and Territories fund outreach workers who can offer daily support to women and children escaping domestic and family violence who are placed in hotels, motels and caravan parks in the absence of more suitable supportive accommodation.

Recommendation 2:

That hotel, motel and caravan park use for women and children escaping violence be reduced as soon as other suitable facilities can be expanded, and as soon as possible abolished as a service delivery practice.

7.1.2 State and territory variations

Using original AIHW data, prepared especially for this research, it was shown that all States and Territories have experienced steady increases in service users with domestic and family violence issues between 1996 and 2002. This is true also for Indigenous women and children and those from non-English speaking backgrounds. Northern Territory, Western Australia and Queensland have the highest presence of Indigenous service users. Service responses across States/Territories vary. For example, Victoria, Tasmania and Northern Territory continue to mainly provide communal houses. South Australia, Western Australia, the ACT and parts of Queensland have cluster models and independent units. NSW has examples of a range of types.

Metropolitan areas have a range of services, however rural and remote areas were found to be in short supply of services, and in urgent need of more.

Chapter 3 also reported State and Territory variations in innovation and program emphases. Chapter 6 documented issues and challenges by State and Territory. The remote areas of Queensland, Western Australia and Northern Territory provide unique service delivery challenges in that the population is spread and at great distances from centres with a range of services. Urban areas clearly have a greater number and range of types of services and programs.

The different issues faced by the States and Territories are presented in detail in Appendix IV (key informants examples of implementation) and Appendix V (future issues identified by services).

7.1.3   *Culturally relevant models*

Only fifteen services offered what is referred to as 'safe houses'. Governments have been slow to adopt Indigenous knowledge and suggestions about service models. Not all States/Territories have an Indigenous women's taskforce, as Chapter 5 reported.

New South Wales has three specific Aboriginal refuges, which have an holistic approach to domestic and family violence and sexual assault within the communities. The services report working towards empowering approaches with women and children, and towards raising awareness about the impact of violence on individuals. In Mt Isa, Queensland, Nawamba House, originally the Aboriginal women's refuge, is now the intake point for all entries to refuge. ATSIC funded family violence and legal education centres across the country have provided an important resource to Aboriginal women and children in violent situations. They employ solicitors to assist with protection orders, separation and contact and residency arrangements.

Service models which are culturally relevant, and which arise from Indigenous knowledge and experience require substantial support and funding to address the needs of remote Indigenous communities. For example, safe houses with appropriate funding and staffing, healing centers, women's resource centres, senior women and men elders' councils, and night patrol services in remote areas are an essential part of an adequate response to violence. Some progress has been reported in the increased employment of Indigenous workers. Incentives towards further action in this regard is required, followed by culturally relevant support and professional development towards the retention of such workers.

Minority ethnic groups, often currently described by the term 'culturally and linguistically diverse ', also require funding and support for culturally relevant service delivery, and recognition of the cultural issues concerned with responding to violence to women and children. The employment of bilingual workers has increased, and incentives are required to further expand this.

Recommendation 3:

That all States and Territories actively seek to learn from Indigenous service models, and commit funding to locally accountable services, based on holistic Indigenous approaches, and staffed by Indigenous workers.

Recommendation 4:

That incentives be built into funding programs to encourage the continued expansion of employment of bi-cultural and bi-lingual staff in services, linked to identified need in each community.

7.2   The extent and nature of 'progress' over the past decade

The second aim was to document the extent and nature of progress, which was measured by a range of indicators.

Considerable diversification of models has been described in Chapters 3 and 4, and above. Services are no longer one house — they have become complex service delivery organisations offering many different accommodation options, in addition to a range of programs. The majority were found to offer children's programs and women's support and specific purpose programs.

Further findings included the considerable number of regional key stakeholder networks, which meet regularly to improve the service system, develop protocols, and work together more effectively. Protocol development, between services and between police and services, is reported to show considerable progress. Chapter 3 showed services to be very active in collaborative initiatives, preventive programs, and contributing to community and professional education and policy development. The majority also prepare educational resource materials, from specific topic brochures, to manuals, to educational videos.

Other signs of progress were police education, protocols with police and non- government services, the introduction of fax back systems to the services from police, and court support programs.

Recommendation 5:

That adequate funding be allocated to specialist domestic and family violence services to provide on-going training and professional education for police, court personnel and the generalist service delivery system.

7.2.1   Evidence for effectiveness

Comprehensive survey data involving 137 services, findings from 12 consultations across the country, involving 134 participants from 112 services, and the perceptions of 38 experienced and knowledgeable key informants has brought together a solid body of evidence in this research. We can be confident of the findings. However studies of the effectiveness of each service, and detailed accounts of pathways individual women travel are few and far between. While services do internal evaluations, few are published. There is a small but growing body of academic literature where research students have evaluated services, but more often programs. This is an area for governments to consider resourcing, to build the knowledge base about effectiveness.

Chapter 5 reported on 38 key informants' views on the extent of implementation of recommendations arising from five previous major PADV research reports. While more than half (43) of the 71 recommendations were rated as showing progress, 29 recommendations were rated as showing 'no progress'. These remain, therefore, high priority issues for urgent attention, and are as follows:

Re: Improving accessibility and responsiveness of services to

- Non-English speaking women, especially recent immigrants (Keys Young, 1998, p95; Dimopoulos et al, 1999, p76; WESNET, 2000, p9; Bagshaw et al, 999, 5.02)

- Women in rural and remote areas (Keys Young, 1998, p98;WESNET 2000, p3, pp19-21)

- Women with a disability (Keys Young, 1998, p95; WESNET, 2000, p12)

Re: Increasing the range of types of available services

- Women who choose to remain in a violent situation (Keys Young, 1998, p97; Bagshaw et al, 1999, 3.1.1, p17)

- Women who want alternatives to high security refuges (Keys Young, 1998, p97)

- Women with boys over twelve in their families (Keys Young, 1998, p97)

- Women who have limited access to services due to distance and their geographic locations (Keys Young, 1998, p97)

Re: Improvements in the criminal justice system

- The need for women not to be forced out of their homes (Keys Young, 1998, p100)

- Implementation of a common assessment approach related to women's goals (Dimopoulos et al, 1999, p75)

Re: Availability of services

- Housing departments consulting with women's services regarding needed public housing targets (Dimopoulos et al, 1999, p77)

- Respite care for children after leaving a domestic violence situation (Bagshaw et al, 1999, p25)

- Specialist services for lesbians in domestic violence situations and their children (Bagshaw et al, 1999, p41)

- Specialist counselling for lesbians (Bagshaw et al, p41)

- Timely and after-hours responses to Indigenous women in domestic violence situations (Bagshaw et al, 1999, p44)

- Services for young women (WESNET 2000, p9)

- Services for women living on farms and stations (WESNET, 2000, p12)

- Services for women in mining communities (WESNET, 2000, p13)

- Services for partners of defence personnel (WESNET, 2000, p13)

- Services for lesbians in rural and remote areas (WESNET, 2000, p13)

- Outreach services funded appropriately (Chung et al, 2000, p81)

- Brokerage funds for women's long-term security needs (Chung et al, 2000, p81)

- Expansion of outreach services (Chung et al, 2000, p81)

- Support for women placed in hotels and motels (Chung et al, 2000, p81)Short- term leases for women (Chung et al, 2000, p81) Increasing availability of affordable housing stock and the refunding of WESNET to assist in lobbying for this (Chung et al, 2000, p82)

- Progress in understanding of abuse more broadly for priority housing applications (Chung et al, 2000, p82)

- Loan schemes to assist women to purchase their own homes (Chung et al, 2000, p82)

In addition there were 9 recommendations where progress was noted, however a significant number of key informants saw continuing need for attention, and relevance of the recommendations.

- Improving access to services for Indigenous women (Keys Young, 1998, p95; WESNET 2000, p8)

- Police attitudinal response to Indigenous women and lesbian women (Keys Young, 1998, p100)

- Need for improvements in police breaching men on a court order (Keys Young, 1998, p100)

- Availability of legal information and assistance to recent immigrants (Dimopoulos et al, 1999, p77)

- Indigenous Women's or Domestic Violence taskforces in all States and Territories (Dimopoulos et al, 1999, p77: Bagshaw et al, 1999, p48)

- Development of more alternative types of crisis accommodation (Chung et al, 2000, p81)

- The need for more activity to combat stereotypes about refuges (Chung et al, 2000, p81)

- The need for more support for the development of safe houses in remote areas (Rec 64)

- The need for more transitional housing, and for longer periods of time (Chung et al, 2000, p81).

In total, 51 recommendations from PADV research reports published between 1998 and 2000 remain relevant and urgent.

Recommendation 6:

That the Commonwealth government endorses the listed PADV recommendations and presents them to relevant government departments for action, and to the joint Commonwealth/State/Territory officers committees for funding priority and action, as the recommendations continue to remain urgent.

7.2.2   Factors and resources facilitating developments

Clear policy development, long-serving and experienced leadership, committed and supportive organisational committees and hard working staff have facilitated developments. In those States/Territories where the Housing Departments have made available more housing, there is greater progress. SAAP is an essential and internationally recognised policy and funding program which is a key to the safety of women and children escaping violence. Human and Community Services Departments who contribute to funding for programs, and the Offices of Women's Policy (or equivalent) who have articulated State/Territory policy frameworks are to be congratulated for their actions.

7.2.3   Barriers to change and the impact of unmet demand

Chapter 6 has documented in detail the barriers to service delivery and the issues and difficulties facing services. First the ongoing violence, the tolerance of violence and the serious nature of the impact of violence on women and children are the major barriers to progress. Second, the continuing experience of violence to Indigenous women, and the under-resourcing of their communities is a major issue requiring attention.

The increasing number of accompanying children between 1996 and 2002, and the fact that in most years there is a majority of women with children seeking assistance raises a number of serious issues. Children in refuges and shelters are not funded, as SAAP identifies 'clients' as 'adults', and in spite of the majority of services offering children's programs, there is considerable room for more. This is a very serious issue, which will be likely to perpetuate violence into the next generation unless healing and recovery opportunities are available.

A lack of funding and resources, and associated shortages of services was identified in each of the three major components of this research. Rural and remote areas were found to be particularly under-resourced. Many specific programs were identified as needed, which are listed in Appendix IV. In particular, additional crisis housing and medium term and transitional housing are required to meet demand. Outreach programs are in high demand as a strategy to support women in the community, engage those who do not seek assistance until severe crises, facilitate safety planning, and support women to connect or reconnect into their community.

All States and Territories reported a decline in affordable and public housing and this is a major issue arising from the research. This causes bottlenecks in the refuges and shelters, and women have few options on exit. It also contributes to women returning to unchanged violent situations.

A range of workplace issues for service workers, including their safety, occupational health, support, recognition and remuneration were detailed in Chapter 6.

Recommendation 7:

That the extent of unmet demand and the shortage of crisis accommodation be recognised as a serious issue, warranting expansion of funds for services.

Recommendation 8:

That funding for refuges and shelters should cover their full clientele, that is, fund beds, space and staff time for children 0 – 18 years accompanying the presently funded 'adult'. This is a recommended mechanism for addressing the present under-resourcing of crisis accommodation.

Recommendation 9:

That the Commonwealth government fund the States/ Territories with high remote area needs, and other States/Territories with rural needs, to give high priority to expansion of services, outreach workers and community development and education workers to address the support and service needs in these rural and remote areas.

7.3   The availability and types of outreach models

The third research aim was concerned with documenting the extent and nature of outreach support available for women experiencing or escaping violent situations.

Chapter 3 reported the activities of the sample of 137 services participating in the Service Reports survey. 16 services were outreach, and not accommodation, services. However 61 services (44.5%) who offered accommodation also claimed to do outreach, bringing a total of 77, or more than half of the services. We were, however, unable to establish with sufficient degree of detail, the extent of outreach provided, nor do we know the numbers of women and children receiving outreach services, nor how much and for how long. This remains an important area for specific and in-depth research.

However, in spite of more than half the services claiming to provide some outreach, in the consultations and visits we obtained anecdotal data which suggests there is insufficient funded outreach available. Systematic and specifically funded outreach programs are only available in Victoria, South Australia and Western Australia (some services are specifically funded for part-time outreach in WA but not all). In other states/territories the provision of outreach is very patchy, dependent on time available, and with occasional services re-allocating a worker to do outreach. This is true in Indigenous and non-Indigenous communities.

Recommendation 10:

That the Australian Government funds and assists all states and territories to fund outreach programs and non-accommodation service models.

7.4   Entry points and pathways

The fourth aim of the research was to identify entry points and referral and support pathways for women. The Statewide services in each state/territory and the domestic and family violence crisis lines are an essential part of the infrastructure of support for women experiencing violence. In addition to approaching these services, typically first for information, women are self-referred to domestic violence services, or disclose their situation to general practitioners and non-government services.

As Chapters 3 and 4 identified, the options for women who choose not to leave violent situations and seek refuge are limited and not always safe. This can lead to further violence and indeed death. Protection orders are not considered able to deter some violent men. In the NT police have a 'no-drop' policy which means once there has been a call, they must proceed to intervene. They can remove a man for eight hours however this does not provide any long term solution. Where an outreach worker is available, or through a counsellor or phone service, women can obtain assistance with safety planning. They may obtain a referral to a community health centre or family service in metropolitan areas. Some go to stay with family and friends.

Indigenous women may seek the support and advice of elders, or go to another house or community.

Few women are able to obtain direct 'Priority' access to public housing as the waits are long. This was reported in all states and territories. Even fewer can afford to leave and establish themselves by purchasing a house. Private rental accommodation is not an option for many women because of cost and /or discrimination. The lack of safety, the slowness of healing, recovery and partners' behaviour change, and the impact of violence on children make this a difficult pathway, severely under-resourced. The development of alternative crisis housing, independent units and medium term housing models becomes urgent if women and children are to be safe and supported.

7.4.1   Relationship between outreach and follow-up and return to community

There is a reported shortage both of funded outreach and follow-up support for women. There is insufficient staff to provide the necessary continuity of support and healing to assist women seeking safety and independent stability. Women leave violent situations, return, and typically leave again — a number of times as the situation worsens to the point where they act with more finality. It has been known for a long time that it is often when the violence is directed at children that women finally take courage to break out of the 'cycle of violence'.

In addition, a severe shortage of affordable public or community housing was identified in all states and territories, which makes a safe and independent situation difficult to obtain quickly, if at all.

7.4.2   Necessary supports to offer safe 'stay at home' options

Very active and justice-oriented courts and police are a requirement of any 'stay at home' options. Violent partners must be clearly and unambiguously told by authorities, including the media, that violence is unacceptable, and protection orders must be enforced. Safe housing, supportive workers, friends and family members assist recovery and maintain safety. Fear is a continuing companion for women after separation. Men's behaviour change programs and services, in spite of their variable success rates, are an essential component of a safe 'stay at home' response.

7.5   Alternative, creative or innovative models

The fifth aim of this research was to identify alternative, creative or innovative models. It was difficult to make generalised findings about 'innovation', in that what is 'innovative' or new in one region, was standard practice over many years in another. However Chapters 3 and 4 have documented many of the newer models of crisis accommodation and the excellent range of programs for healing and recovery for women and children. It is important that all states and territories explore funding the expansion of such services and programs. In particular we found that the one-time 'single houses' were now complex domestic violence services, offering a range of programs.

We have identified certain newer models which should be more widely funded and implemented. In our view, the funding and introduction of more **dispersed and cluster models, more independent units, transitional and medium term housing** are essential in addition to opening up pathways into longer term affordable housing.

Women's and children's support and healing programs, and programs of **court support** require expansion, although some services are already active in this area.

Outreach programs, systematically funded and developed are important in all states and territories, in particular to assist women to stay in their own homes.

It is urgent to open the way for other government portfolios to fund additional positions in SAAP funded services, for example, **health workers, children's workers and counsellors for follow-up**. For example, The Patricia Giles Centre (WA) has a children's counsellor who works with children in the refuges, and is based at their administrative centre. Inanna Inc (ACT) has five health workers funded by ACT Health who offer regular healing, therapeutic art, craft and drama programs for women and children. These are models to be further expanded. In addition special bilingual and bicultural programs are to be encouraged.

Services for young women were found to be scarce and are urgently needed. Services for lesbians, and women with disabilities were identified as urgently requiring expansion.

Prevention programs are essential to challenge domestic and family violence.

Recommendation 11:

That the Australian Government fund and assist all states and territories to provide alternative models of crisis accommodation, such as dispersed housing, cluster models and independent units.

Recommendation 12:

That the Australian Government fund and assist all states and territories to expand their provision of medium term and transitional housing, in view of the acute shortage of affordable housing for women and children exiting crisis accommodation.

Recommendation 13:

That the Australian Government assist and encourage state and territory human and community service departments to fund specialist workers for particular groups of women in need, in particular:

- **Young women experiencing violence**
- **Women with disabilities experiencing violence**
- **Immigrant women experiencing violence**
- **Lesbians experiencing violence**

- **Indigenous workers for Indigenous women and specialist workers for men's programs concerned with appropriate behaviour change and meeting appropriate standards, and children's programs concerned with healing following domestic and family violence**

Recommendation 14:

That the Australian Government open the way for additional workers to be employed within the SAAP-funded services, funded by other government portfolios. For example, health workers, children's workers, lesbian workers, Indigenous workers, bi-lingual and bi-cultural workers, community development and community education workers, to assist with the development of appropriate programs to facilitate healing and recovery for women and children after domestic or family violence.

7.5.1   New approaches

SAAP services have, from 1996 to 2002, increasingly attracted women with domestic and family violence issues, and this indicates that women are turning to this system for assistance. As described in this research, options have widened considerably in the past decade. To what extent did we find evidence of effectiveness? As Chapter 2 identified there has been all too little research on the detailed processes of service delivery, a fact related to the overall shortage of funds, and low visibility and value given to the domestic violence services.

The extent of demand suggests women find the services effective. Detailed program evaluations are carried out internally by services, however the short time and scope of this research has not allowed them to be collated and systematically scrutinised. More evaluative research of the particular healing and recovery outcomes, and the pace of change generated, would assist the development and implementation of new and successful programs on a wider scale.

7.5.2   Strengths and limitations

Chapters 3, 4 and 5 have provided extensive information about the strengths of the services and programs. Chapter 6 has reported on the barriers, issues and difficulties facing services.

The strengths are many: complex and sophisticated services providing a range of programs, with committed, hard-working and experienced staff. The services work within carefully articulated frameworks, have well-developed principles and standards of practice. They are familiar with the needs of their service users and work hard to meet them.

In brief, the overall limitation is the fact that demand is higher than services can meet. Services report waiting lists, high work pressure, and resorting to less desirable accommodation options, such as hotels and motels, to respond to excess demand. Scarcity of resources, especially in rural and remote areas, and for the provision of outreach programs, is an urgent matter.

7.6   The need for expanding accommodation and support options

The sixth aim was to explore the need and potential to further expand accommodation options for women. In the first instance we scrutinised our data to consider whether the newer models should replace earlier models, and whether there was duplication. Newer models of service complement and supplement earlier provisions. In a system in overload, duplication is not an issue. As described in greater detail elsewhere in this report, communal housing models continue to suit and be preferred by young women, immigrant women, and women who fear or feel unsafe to be alone. These models have certainly not outlived their usefulness. Demand continues to be high – when in crisis a bed and support is welcome. There was no sense in this research that earlier models have outlived their usefulness. However, a system of the future would allow women and children to access the types of supported accommodation they prefer rather than what is the current model of any available bed (if any).

7.7 Preferred models of service

A comprehensive service system, and preferred models, requires policy frameworks supported and funded by governments, program guidelines, principles for practice and practice standards. This section outlines the elements of a comprehensive response to domestic and family violence.

7.7.1 Policy frameworks

Each state and territory requires an overall policy framework for service development. All have either existing frameworks, or frameworks in the process of development (SA and WA).

There is a lot of consultation and information sharing to be undertaken by members of the small women's policy units responsible for coordinating such frameworks to ensure that all service providers and the wider community members are aware of the existence of such frameworks, and understand how these will develop in action. We found that they were not necessarily known about, even in metropolitan areas.

7.7.2 Prevention — taking domestic and family violence seriously

Typically included in frameworks, prevention (while beyond the scope of this report) often comes at the end of the list of resource allocation. Given the stretched state of crisis accommodation and support services, this is understandable. However it is of the essence of improving the future. The importance of de-stigmatising domestic and family violence was a frequently raised issue in the consultations, for Indigenous and non-Indigenous women. It is up to governments to take an active lead in treating violence seriously. This will have a flow-on effect on men, as well as on women's sense of rights and self-esteem. In this context it is relevant to draw attention to the West Australian government's 'crackdown on domestic violence committed in front of children' announced by Acting Premier Jim McGinty on the 19th January 2004. Television advertisements may assist in changing public opinion. However it must be recognised that any increase in community education will create an increased demand on services, particularly crisis services. This must be taken into account so that women seeking services are not turned away from support and/or accommodation.

7.7.3 Regional stakeholder networks and collaboration

Our research found that many local and regional areas have active stakeholder networks, involving police, non-government organisations and women's services. These have greatly facilitated smooth referral pathways for service users, and strengthened the development of informal and formal protocols between services.

Collaboration, open communication and co-operation across services and stakeholders are seen as essential to a smooth running service delivery system.

7.7.4 A range and choice of service responses

Given the shortages of service, the pressing issue is 'whether there is a bed available', and this means that choice of services remains an elusive goal. Nevertheless, choice continues to be a desired goal of the services, as discussed in the consultations for this research.

It is important for services to be funded to be able to offer a range of responses, as a graduated continuum across the different moments in women's and children's needs, from preventive action, through information and the provision of outreach and support, through crises, to follow-up and provision of pathways to stable and safe independence or return home. In this way the service system could provide continuity of care, support and safety.

While domestic violence crisis lines are available across the country, their coverage and extent of access is variable. As much, if not most, domestic and family violence occurs in the evenings and on weekends, the issue of providing 24 hour/7 days a week access to services is very important. While it is acknowledged that this is expensive, until domestic and family violence can be prevented, full week coverage continues to be a critically important goal.

Recommendation 15:

That the Australian Government fund and encourage states and territories to provide 24 hour/7 day a week access to crisis telephone lines and appropriate crisis accommodation.

7.7.5 *A range of models of crisis accommodation*

A mix of models is preferred and recommended by this research, including the provision of dispersed and cluster crisis housing models, as well as availability of transitional or medium-term housing. The use of motels and hotels should be reduced if not entirely abandoned, which would be our preference. Particular areas and groups of service providers favour different models, often related to their experience with different operations.

7.7.6 *Outreach, support and follow-up services*

The systematic and funded provision of outreach programs is desirable to assist women who wish to remain at home. It allows safety planning for the future and referral for all family members to obtain counselling and/or behaviour change. Funded follow-up support is viewed as an essential component of a service system.

7.7.7 *Location specific funding and resourcing*

Remote areas in particular cry out for additional resources to give greater access to services. Transport, telecommunications and staff time to cover the distance make this a costly service, necessitated by Australian population spread and geographic distance. In addition, safe houses, women's resource centres, healing centres, and night patrol services in remote areas are an essential part of an adequate response to violence.

7.7.8 *Associated support programs*

Empowerment programs for particular groups of women and for children experiencing the on-going effects of having been witnesses, and sometimes victims, of domestic or family violence are seen as an essential part of the healing and change opportunities offered by a comprehensive service system. Such programs should attend to the socio-emotional impacts of violence. Appropriate men's programs are also necessary and particularly called for by Indigenous women.

7.7.9 *Training, education and professional development*

An adequate service system needs resources available to educate, support and strengthen staff, as well as widespread community and professional education. Staffing will be enhanced by continuing the trend toward attempting to recruit and employ Indigenous staff and other bi-lingual and bi-cultural staff.

7.7.10 *Principles for practice*

Women at the consultations spelled out preferred principles for effective service delivery.

They include:

* Safety, as the over-riding principle of all services and programs.

* Women focused, flexible and built on meeting women's needs, based on a realistic analysis and understanding of the contemporary social context and domestic and family violence.

* Timeliness — available when the intervention and support is needed.

* Empowering approaches, which are respectful, appropriate and rights-based.

* Accessible, geographically, physically and psychologically.

* Based on no tolerance for violence.

* Culturally appropriate, which includes the employment of bi-lingual workers, interpreters, and bi-lingual information being available, as well as the implementation of Indigenous knowledge about healing approaches.

* Competent and effective, with professionalism, defined as 'excellence' and knowledge, rather than formal white qualifications.

* Commitment to evaluation and research, and continual service improvement.

* Adequately funded services, and adequately paid staff.

* Commitment to advocacy and social change for women and children experiencing and escaping violence.

Recommendation 16:

That safety be regarded as a first principle, and incorporated into all SAAP policies and memoranda, and that of state and territory departments funding and facilitating services to respond to domestic and family violence.

7.7.11   Court and police attitudes and behaviour

Due to the broad scope of the research, and the focus on housing and outreach provision, the role of police and courts was conflated and often simply described as 'the criminal justice system'. Both service providers and women often see the police and the legal system representing the legal response to domestic and family violence. Separate research on each has been undertaken elsewhere. This research, however, adds to those recommendations about the need for further education, and increased cooperation with services, to improve the experience of women.

In all the sources of data for this research, improvement was acknowledged in police behaviour and court systems addressing domestic and family violence. The fax back systems where police notify women's services about women seeking help have been introduced in many places, and are seen to assist early intervention.

However there were also continuing concerns, for example, about derogatory attitudes, slowness in breaching, and magistrates' attitudes. A comprehensive system to respond to domestic and family violence includes well-trained, knowledgeable and sympathetic police, about whom all citizens feel confident. As a result of negative attitudes, key informants identified that particularly Indigenous women and lesbian women cannot yet feel confident.

Court support systems are a positive sign of progress and support for women and children. The introduction of Aboriginal courts in WA and Queensland for domestic and family violence was seen as important progress. Courts personnel also need continuing education about domestic and family violence to ensure supportive and sympathetic attitudes to women, and in order to take seriously concerns about children's contact with men with a history of violence.

Appropriate contact and handover centres for supervised contact with children from non-custodial parents continue to be scarce and needed. It was suggested these might be attached to women's services to ensure the provision of additional support, and to ensure that the principle of safety is paramount.

7.7.12   Affordable long-term housing

Availability of affordable long-term housing was a major concern in all our sources of data. Women cannot move on from crisis and medium term accommodation unless there is affordable housing. All states and territories reported the decline in public housing. This is an essential component of a system that allows women and children to move towards stable independence.

A comprehensive service response to domestic and family violence requires this range of service and program responses.

Recommendation 17:

That the Australian Government strengthen the Commonwealth State Housing Agreement to ensure that all states and territories expand the availability of affordable and safe public, social and/or community housing and loans schemes for women seeking safety after violence.

7.8   Other issues

A range of other issues emerged in the course of the research giving rise to additional recommendations.

7.8.1   Centrelink crisis payment.

The limited knowledge of the availability, and variable implementation, of the Centrelink crisis payment for women escaping violence was raised as an important issue at most of the consultations and requires attention. It was generally seen as a very useful grant for women escaping violence but under-utilised. Some workers were unaware of it and some reported variations in how it was implemented by various Centrelink offices.   Some Centrelink workers reported that the guidelines were too inflexible, for example, the woman must have left home to claim the payment. If we are to facilitate women being able to stay in their homes if it is safe to do so, being eligible for a Crisis Payment after a serious domestic incident where the perpetrator has left the home is important.   Further work may be needed to determine how, beyond current training regimes for Centrelink workers and the regular literature which is available to services about the Crisis Payment, the payment could be better utilised.

Recommendation 18:

That the Centrelink crisis payment implementation process be reviewed, to ensure it becomes widely known and accessible, and that it meets the needs of women using it, including ensuring that women do not have to leave the family home to be eligible for it.

7.8.2 *Increasing knowledge about domestic and family violence services.*

Security of address continues to be viewed by the majority of services as necessary for safety. However this lack of public visibility has the associated difficulty that the extent of excellent service provision remains too little known among either policy makers or service providers. In the course of this research the researchers were privileged to visit refuges, shelters and other services, an opportunity that, if funded, might assist in educating policymakers and service providers about the range of alternative models available.

Recommendation 19:

That the Australian Government fund study tours for service providers to visit innovative domestic and family violence services, and in addition make funds available for the production of educational videos on crisis accommodation facilities.

7.8.3 *The importance of funding the peak body*

To facilitate the sharing and collaboration which allows services to learn from others across the country, it is vitally important that a peak body for domestic and family violence services, be funded in its own right.

Recommendation 20:

That the Australian Government give serious consideration to funding a peak body in the further development of services for women and children escaping violence.

7.8.4 *Further research*

There are several areas arising from this research that lend themselves to further funded research. In particular, there is a scarcity of research into outreach programs: detailed accounts of its extent and nature; who, if anyone, is paying for it; where does it occur; and what are the particular practice challenges. Research is needed into safe houses: the range of circumstances in which they operate, their preferred approaches and processes, and documentation of the resources needed to increase their effectiveness for Indigenous communities.

There is a scarcity of funded service and practice evaluations, which might document the detail of successful and innovative programs and approaches, especially those that draw on the experience of service-users. Similarly there is little documentation of the practices and processes of successful crisis accommodation work.

Recommendation 21:

That the Australian Government make additional funding available for research, giving priority to research into outreach programs, safe houses and service evaluations which document innovation and draw on service-user input and experiences.

7.9 Conclusion

This research has provided rich data for the further development of services for women, and their children, experiencing and escaping violence. The extent of state and territory variations is considerable, and the report has attempted to include the range of responses. The needs and issues are, however, surprisingly similar as the recommendations presented in this chapter show.

In conclusion, five issues stand out as most urgent and requiring critical attention as a result of the research findings.

First, in view of the extent of accompanying children with women seeking SAAP funded services from 1996-2002, and the fact of the funding being for 'adults', it is urgent that SAAP funding covers the costs of the full clientele of refuges and shelters, that is, including accompanying children aged from birth to 18 years. This would assist with the present under-funding of the crisis accommodation services.

Second, demand for services exceeds availability. Additional funding is necessary for crisis accommodation, outreach services, safe houses and medium-term transitional accommodation if women and children are to be able to move to safety from domestic and family violence.

Third, the severe shortage of affordable, safe long-term housing was reported in all states and territories. This provides enormous pressure on women's attempts to move on from refuge, called by workers a crisis of 'exit points'. The increased provision of affordable public and community housing is an urgent need identified for women and children escaping violence.

Fourth, the practice of placing women and children escaping violence in hotels, motels and caravan parks verges on system neglect. This is a totally inadequate service response to women and children suffering the socio-emotional impact of the experience of domestic and family violence. In the short-term, funding is urgently needed to provide daily staff support to women and children in such facilities. In the longer-term, this practice should be abolished.

Fifth, the shortages of services accessible to women and children, who are experiencing violence, and living in remote, and some rural, areas, is a major social concern. In remote areas, the majority of these residents are Indigenous, which exacerbates the difficulties faced by Indigenous women and children.

Finally, challenging and preventing violence against women and children must remain a primary goal of governments and communities to ensure no more lives are lost or women and children experience no more suffering from violence in their homes and families.

Bibliography

Adamson, N., Briskin, L., McPhail, M., (1988), *Feminist Organising for Change: The Contemporary Women's Movement in Canada*, Oxford University Press, Toronto.

Adkins, B. & Greenhalgh, E., (2003). "Women and homelessness: innovative practice and exit pathways", *Parity*, Vol 16(2), pp33-34.

Ahrens, L., (1984), "Battered women's refuges: feminist cooperatives vs social service institutions", pp194-201, in Ecklein, J. & Lauffer, A. (eds), *Community Organisers*, John Wiley, New York.

Alcorso, C., (1996), "Approaches to providing accessible quality service for NESB women", pp31-34, in Domestic Violence Incest Resource Centre (1996), *Not the Same: Conference Proceedings and a Strategy on Domestic Violence and Sexual Assault for non-English Speaking Background Women*, DVIRC, Melbourne.

Atkinson, Judy (2002) *Trauma Trails: Recreating Song Lines* The Transgenerational Effects of Trauma in Indigenous Australia. Spinifex Press, North Melbourne

Austin. J. B. & Dankwort J., (1999), "The impact of a batterers: program on battered women", *Violence Against Women*, Sage Publications Inc., Vol 5(1), pp25-42.

Austin, M., (2001), "Difficult choices: housing women with multiple issues in crisis accommodation", *Parity*, Vol 14, p11.

Australian Bureau of Statistics, (1996), *Women's Safety Australia*, Catalogue 4128.0, AGPS, Canberra.

Australian Capital Territory Government, (2003), *Justice, Options and Prevention — Working to Make the Lives of ACT Women Safe*, ACT Government, Canberra.

Australian Capital Territory Government, (2003), *Action Plan Outcome 1 — Protection and Justice*, ACT Government, Canberra.

Australian Capital Territory Government, (2003), *Action Plan Outcome 2 – Options for Women*, ACT Government, Canberra.

Australian Capital Territory, (2003), *Action Plan Outcome 3 — Prevention of Violence*, ACT Government, Canberra.

Australian Institute of Health and Welfare, (2002), "Homeless people in SAAP", SAAP *National Data Collection Annual Report 2001-02, Australia*, AIHW Cat. No HOU 72, AIHW, Canberra.

Australian Institute of Health and Welfare, (2003), Australia's Welfare 2003, AIHW Cat. No. AUS 41, AIHW, Canberra.

Babior, Sharman Lark (1993) *Women of a Tokyo Shelter: domestic violence and sexual exploitation in Japan*. Los Angeles, University of California, United States of America

Bagshaw, D., Chung, D., Couch, M., Lilburn, S., Wadham, B., (1999), *Reshaping Responses to Domestic Violence: Executive Summary*, PADV, Commonwealth of Australia.

Bagshaw, D., Chung, D., Couch, M., Lilburn, S., Wadham, B., (2000), *Reshaping Responses to Domestic Violence*, Vol 2, Appendices, Commonwealth of Australia.

Barclay, L., Johns, L., Kennedy, P., Power, K., (1991), *Speaking of Housing: a Report on a Consultation with Victorian Women on Housing*, for the Minister for Planning and Housing, Women in supportive housing and the Ministerial Advisory Committee on Women and Housing, Melbourne.

Barnsley, J., (1995), "Cooperation or co-optation? The partnership trend in the nineties", pp187-214, in Timmins, L. (ed), (1995).

Barnsley, J., and battered women's support services, (1995), "What feminism means for the way we work", pp 215-222, in Timmins, L. (ed), (1995), op cit.

Beaudry, M., (1985), *Battered Women*, Black Rose Books, Montreal.

Becker, P. (1996), "Service responses to people who experience domestic violence and children who witness such violence", *National Domestic Violence Forum*, Parliament House, Australia.

Bolger, A., (1991), *Aboriginal Women and Violence*, ANU North Australian Research Institute.

Breckenridge, Jan, & Laing, Lesley (eds), (1999), *Challenging Silence: Innovative Responses to Sexual and Domestic Violence*, Allen and Unwin, Sydney.

Breines, Winnie. & Gordon, Linda (1983), "The new scholarship on family violence", Signs, Vol 8, Chicago, pp490-531.

Bricker-Jenkins, M., Hooyman, N. R., & Gottlieb, N. (eds), (1991), *Feminist Practice in Clinical Settings, Sage*, Newbury Park.

Brown, Helen, (1992), *Women Organising*, Routledge, London.

Brown, Lorraine (1991) *Fresh Start*. Patricia Giles Centre, Perth

Cammock, Fran J. (1994) *A History of the Establishment of Dunedin Women's Refuge 1976-1977* BA (Hons) in History. University of Otago, New Zealand

Cass, Bettina., (1991), *The Housing Needs of Women and Children*, Commonwealth of Australia, Canberra.

Chambers, S. & Miculan, A., (1999), "Standing together: a cross-cultural approach to working with victims/survivors of sexual assault", *Women Against Violence: an Australian Feminist Journal*, (6).

Chapman, Jenny (1997) *Interest groups: a case study of the women's refuge movement in New Zealand*, MA- Political Studies, University of Auckland, Aetoroa/New Zealand

Chung, D., Kennedy, R., O'Brien, B., Wendt, S., (2000), "Preventing homelessness for women (with and without children) experiencing domestic and family violence", *Parity*, Vol 13, pp13-15.

Chung D., Kennedy, R., O'Brien, B., Wendt, S., (2000), *Home Safe Home: The Link Between Domestic and Family Violence and Women's Homelessness*, PADV, Canberra.

Chung, D., (2001-2002), "Questioning domestic violence orthodoxies: challenging the social construction of women as victims and as being responsible for stopping male violence", *Women Against Violence: an Australian Feminist Journal*, (11), pp7-15.

Chung, D., Kennedy, R., Bev, B., Wendt, S., (2001), "The impact of domestic violence and family violence on women and homelessness: findings from a national research project", *Parity*, Vol 14, pp21-24.

Cibich, G., (2001), "The Port Lincoln domestic violence rapid response program", *Parity*, Vol 14, pp49-50.

Cook, S. & Bessant, J., (1997), *Women's Encounters with Violence: Australian Experiences*, Sage, Thousand Oaks, California.

Cumberland, R., (2001), "Can the law prevent domestic violence homelessness?", *Parity*, Vol 14, pp36-37.

Cutts, C., (1996), "A Torres Strait Islander perspective on family violence", pp137-149, in Thorpe, R. & Irwin, J. (eds), (1996), *Women and Violence: Working for Change, Hale and Iremonger*, Sydney.

Davies, J., Lyon, E., and Monti-Catania, D., (1998), *Safety Planning with Battered Women*, Sage, London and Thousand Oaks.

Davis, L. V., Hagen, J. L., and Early, T., (1994), "Social services for battered women: are they adequate, accessible, and appropriate?", *Social Work*, Vol 39(6), pp695-703.

Department of Prime Minister and Cabinet, Office of the Status of Women, National Committee on Violence Against Women, (1993), *Access to Services for Women with Disabilities who are Subjected to Violence*, Australian Government Publishing Service, Canberra.

Dimopolous, M., Baker, R., et al, (1999), *Mapping the Pathways of Service Provision: Enhancement of Family Violence Protocols and Interagency Linkages*, PADV, Commonwealth of Australia.

Domestic Violence Advocacy Centre, (1999), *Identifying Family Violence: a Resource Kit for General Practitioners in New South Wales*, PADV, Commonwealth of Australia.

Domestic Violence Advocacy Service, (1991), *Domestic Violence Advocacy Service 1986-1991- The First Five Years*, DVAS, Sydney.

Domestic Violence and Incest Resource Centre (DVIRC) & Tor R., (1994), *Empowering Women after Violence: from Survival to Strength*, DVIRC, Melbourne.

Domestic Violence and Incest resource Centre (2002) *Family Violence and Homelessness: Removing the Perpetrators from the Home*. Discussion Paper No. 3, DVIRC, Melbourne

Domestic Violence Service, *Gold Coast, (2003), Gold Coast Domestic Violence Integrated Response*, DVS, Gold Coast.

Dunbar, S., (2001), "Violence, domestic violence and immigration", *Parity*, Vol 14, pp19-20.

Easteal, P., (1999), *Access and Equity Strategy: Reaching Out to Three Communities — Culturally or Linguistically Diverse, Disabled and Older* (unpublished report), Canberra Rape Crisis Centre, ACT.

Edwards, Alison (2003) *Service access and pathways of accompanied children at Dawn House Women's Shelter*. Research Report. Dawn House, Darwin, Northern Territory, Australia

Education Centre Against Violence (1999)Big *Shame: a story about Child Sexual Assault*. ECAV, Paramatta, New South Wales

Feldman, S., (1986), *Second Thoughts: A Review of the Past, Present and Future of the Victorian Women's Refuges* (unpublished report), Community Services, Victoria.

Family Violence Unit, Victorian Police, (2000), "The police role in domestic violence", *Domestic Violence and Incest Resource Centre Newsletter,* (3), p24.

Ferree, M. M. & Martin, P. Y., (1995), *Feminist Organisations: Harvest of the New Women's Movement*, Temple University Press, Philadelphia.

Fopp, R. & Parker, S., (2003) "Children in SAAP: a brief analysis of national data collection", *Parity*, Vol 16 (6), pp7-9.

Foster, P., (2001), "A move towards a more accessible service", *Parity*, Vol 14, p42.

Fisher, C., (2000), *Silent Voices: Domestic Violence in Western Australia* (Doctoral dissertation), Curtin University of Technology, Perth (Authors, report, Kinectica).

Fisher, Prudence (1991) *Women and Male Violence: factors influencing decisions made in refuge*. MA , Psychology, University of Auckland, New Zealand

Gevers, L., (1999a), *Models of Services for Working with Children and Young People who have Lived with Violence*, PADV, Commonwealth of Australia, Canberra.

Gevers, L., (1999b), *Practice Standards for Working with Children and Young People who have Lived with Violence*, PADV, Commonwealth of Australia, Canberra.

Gevers, L., (1999c), *Evaluations Service Delivery — A Handbook for Evaluating Services Working with Children and Young People who have Lived with Violence*, PADV, Commonwealth of Australia, Canberra.

Gonzalez, M. & Gilmore, K., (1992), *Desperately Seeking Justice: A Resource and Training Manual on Violence Against Women in a Culturally Diverse Community*, CASA House, Melbourne.

Gottlieb, Naomi (ed) (1980) *Alternative Social Services for Women,* Columbia University Press, New York, United States of America

Graycar, R. & Morgan, J., (1990, 2002), *The Hidden Gender of Law*, Federation Press, Sydney, Australia.

Gregory, R., (2001), "Defining domestic violence and homelessness", *Parity*, Vol 14, pp15-16, Melbourne, Australia.

Grew, C.A., (1991), "The Domestic Violence Advocacy Service — an innovative legal service for women", pp194-203, in Batten, R., Weeks, W., & Wilson, J. (eds), (1991) *Issues Facing Australian Families: Human Services Respond*, Longman Cheshire, Melbourne, Australia.

Hillan, L., (2002), "Mobile Playscheme", *National Child Protection Clearinghouse Newsletter*, Vol 10 No. 2 Summer, pp16-17.

Hyde, C., (1994), "Commitment to social change: voices from the feminist movement", *Journal of Community Practice*, Vol 1 (2), pp45-64.

Ianello, K., (1992), *Decisions without Hierarchy: Feminist Interventions in Organisation Theory and Practice*, Routledge, New York.

Islamic Women's Welfare Council of Victoria, (1995), *Islam Opposes Violence Against Women: a Resource Booklet on Islamic Women's Welfare*, Brunswick, Victoria.

Jonassen, W., (2001), "Abused Women and the Norwegian Welfare System", pp169-184 in Oltedal, S. (op cit) and produced with permission of author and editor in *Women Against Violence: an Australian Feminist Journal*, (12), July 2002, pp15-22.

Johnson, Vivien (1981) *The Last Resort: a woman's refuge*. Penguin, Ringwood, Victoria, Australia

Johnson, Vivien (1982) *The Last Resort: a woman's refuge*. Unpublished Doctoral dissertation, University of New South Wales, Australia

Kaufman, T. & Seitz, A., (1994), *Dirty Linen Should Be Washed at Home: Ethnic Communities' Perceptions of Family Violence and Child Sexual Abuse*, Phase 2: Latin American Communities, Victorian Health Promotion Foundation, Victoria.

Kaufman, T. & Seitz, A., (1995) *Who Will Protect Her? Ethnic Communities' Perceptions of Family Violence and Child Sexual Abuse, Phase 3: Arabic-speaking and Turkish Communities*, Victorian Health Promotion Foundation, Victoria.

(See also Seitz and Kaufman)

Keys Young, (1998), Against the Odds: How Women Survive Domestic Violence, Commonwealth of Australia.

Keys Young, (2000), Evaluation of ACT Interagency Family Violence Intervention Program: Final Report, PADV, Commonwealth of Australia.

Kostecki, K., (2001), Policy Activism in the Field Against Sexual Assault in Victoria during the 1990s (unpublished Master of Social Work thesis), University of Melbourne, Melbourne.

Kovacs, K., (2002), "Overview of the Gordon Report", Child Abuse Prevention Newsletter, Vol 10 No.2 Summer, pp1-5.

Krane, J. & Davies, L., (2002), "Sisterhood is not enough: the invisibility of mothering in shelter practice with battered women", Affilia Journal of Women and Social Work, Vol 17 No. 2 Summer 2002, pp167-190.

Kravetz, D. & Jones, L.E., (1991), "Supporting practice in feminist service agencies", pp233-249, in Bricker-Jenkins, M., Hooyman, N.R. & Gottlieb, N. (eds), (1991), Feminist Practice in Clinical Settings, Sage, Newbury Park.

Kurduju Committee Report (2001) Ali Curung, Lajamanu, Yuendumu Vol 1 December 2001. Unpublished newsletter, Northern Territory

Martin, P.Y., (1990), "Rethinking feminist organisations", Gender and Society, Vol 4 No. 2 June 1990, pp182-206.

McCrea, M., (1995), "Safe on the farm? Outreach to women in rural southern Saskatchewan", in Timmins, L. (ed), Listening to the Thunder: Advocates Talk about the Battered Women's Movement, (1995), pp131-146.

Melbin, A., Sullivan, C.M. & Cain, D., (2003), "Transitional supportive housing programs: battered women's perspectives and recommendations", Affilia : Journal of Women and Social Work, Vol 18 No. 4 Winter 2003, pp445-460.

McFerren, L., (1990), "Interpretation of a front line state: Australian women's refuges and the state", pp191-206, in Watson, S., (1990), Playing the State: Australian Feminist Interventions, Allen and Unwin, Sydney, Australia

McGregor, H. & Hopkins, A., (1991), Working for Change: The Movement Against Domestic Violence, Allen and Unwin, Australia.

McLean, C., (1994), "Townsville Women's Centre", pp228-238, in Weeks, W. et al (1994), op cit.

Melville, R., (1994), Turbulent Environments — Women's Refuges in New South Wales (unpublished Doctoral dissertation), University of New South Wales, Australia.

Mitra, N., (2000), Domestic Violence as a Public Issue: A Review of the Responses, Unit for Women's Studies, Tata Institute of Social Sciences, Mumbai, India.

Moreton-Robinson, Aileen (2000) Talkin' Up to the White Woman: Indigenous Women and Feminism. University of Queensland Press, Queensland, Australia

Mow, K (1992) Family Violence in Indigenous Australia: a Report and Literature Review. ATSIC, Canberra

Mullender, A. & Morley, R., (1994), Children Living with Domestic Violence: Putting Men's Abuse of Women on the Child Care Agenda, Whiting and Birch, London.

Murray, S., (2002), More Than Refuge: Changing Responses to Domestic Violence, University of New South Wales press, NSW, Australia.

National Committee on Violence Against Women, (1992), Position Paper, Australian Government Publishing Service, Canberra, pp4-7.

Ngaanyatjarra Pitjantjatjara Yankunytjatjara (NPY) Women's Council (Aboriginal Corporation) (2003) Minymaku News NPY Women's Council, Alice Springs, Northern Territory

Noesjirwan, J., (1985), Ten Years On…Evaluation of NSW Women's Refuges, 1975-1985 (unpublished thesis), University of New South Wales.

Northern Territory Government, Office of Women's Policy (1995) Aboriginal Family Violence. Occasional Paper No 12. A Report to the Northern Territory Government (Eileen Cummings and Mai Katona). Government Printer, Darwin

Northern Territory Government, Office of Women's Policy, (1997), Sexual Assault and Domestic Violence, written by Hunter, S., Occasional Paper No. 14, Northern Territory Government Printer, Darwin.

Northern Territory Government, Office of Women's Policy, (1998), The Northern Territory Domestic and Sexual Violence Protocol Mapping Exercise, written by Hunter, S., Occasional Paper No. 20, Northern Territory Government Printing Office, Darwin.

Northern Territory Government, (2001a), Domestic Violence Strategy 1994-2005, Government Printer of the Northern Territory, Darwin.

Northern Territory Government, (2001 b), Looking Beyond 2000: Report on the Consultations with Territory Women, written by McCallum, S., Occasional Paper No. 34, Northern Territory Government Printer, Darwin.

Northern Territory Government, Office of Women's Policy, (2001c), Looking Beyond 2000: Women in the Northern Territory Action Plan 2000-2005, Government printer, Darwin.

Northern Territory Government, (2002), Domestic and Aboriginal Family Violence Strategies, Social Policy Unit, Department of the Chief Minister, Darwin.

NSW Women's Refuge Working Party, (2003), An Open Door: NSW Women's Refuge Movement Access and Equity Manual, NSW WRRC, Sydney.

O'Connor, D., (1998), "Women and counselling in Victoria: trends in service delivery and women's experience", Just Policy, No. 13 June, pp39-47.

Office of the Status of Women, Department of Prime Minister and Cabinet, (2001), Working Together Against Violence: The First Three Years of Partnerships Against Domestic Violence, Commonwealth of Australia, Canberra.

Pahl, Jan (1985) 'Refuges for Battered Women: ideology and action' in Feminist Review ,no 19, March pp25-43

Partnerships Against Domestic Violence, (2003), Phase 1 Meta-evaluation Report: Working with Women Affected by Violence, Strategic Partners, Commonwealth of Australia, Canberra.

Partnerships Against Domestic Violence, (2003), Phase 1 Meta-evaluation Report: Indigenous Family Violence, Strategic Partners, Commonwealth of Australia, Canberra.

Partnerships Against Domestic Violence, (2003), Phase 1 Meta-evaluation Report: Children, Young People and Domestic Violence, Strategic Partners, Commonwealth of Australia, Canberra.

Pennell, J.T., (1990), "Consensual bargaining: labour negotiations in battered women's programs", Journal of Progressive Human Services, Vol1(1), pp59-74.

Phillips, Vanessa (1993) Women's experience of violence at the hands of their partners and the experience of the shelter system- a discourse analytic study. BA Hons –Psychology University of Adelaide, South Australia

Queensland Government, Department of Aboriginal and Torres Strait Islander Policy and Development, (2000), Aboriginal and Torres Strait Islander Women's Taskforce on Violence, Queensland Government, Brisbane.

Queensland Government, (2000), Response to the Aboriginal and Torres Strait Islander Women's Taskforce on Violence: The First Step, Queensland Government, Brisbane.

Queensland Government, (2000), Aboriginal and Torres Strait Islander Women's Taskforce on Violence: The Next Step, Queensland Government, Brisbane.

Queensland Government, Department of Families, (2002), Practice Standards for Working with Women Affected by Violence, Department of Families, Brisbane.

Reiner, Carol (1980) Women's refuges as a feminist alternative: success of failure? A case study of refuge provision in Western Australia: its origins, development and outcomes. BA Hons Murdoch University

Reinhelt, C., (1994), "Fostering empowerment, building community: the challenges for state-funded organizations", Human Relations, pp685-705.

Roberts, A.R. & Lewis. S.J., (2000), "Giving them shelter: national organisational survey of shelters for battered women and their children", Journal of Community Psychology, Vol 28(6), pp669-681.

Rodriguez, N.M., (1988), "A successful feminist shelter: a case study of the family crisis shelter in Hawaii", Journal of Applied Behavioural Science, Vol 24(30), pp235-50.

Rosenman, E., (2004) Talking Like a Toora Woman: the herstory of toora women inc., Toora Women Inc., Canberra.

Sawer, M (1990) Sisters in Suits: Women and Public Policy in Australia. Allen and Unwin, Sydney

Seitz, A. & Kaufman, T., (1993), Too Shameful to Talk About It: Ethnic Communities' Perceptions of Family Violence and Child Sexual Abuse. Phase: Cambodian, Chinese, Laotian, Vietnamese, Victorian Health Promotion Foundation, Victoria. (See also Kaufman and Seitz)

Seeley, J. & Plunkett, C., (2002), Women and Domestic Violence: Standards for Counselling Practice, Salvation Army Crisis Services, Australia.

Sisters Inside, (2000), There's More To It: A Response to the Women's Policy Unit Needs Analysis — the needs of women offenders, Sisters Inside, South Brisbane, Queensland.

Smallwood, M., (1996), "This violence is not our way: an Aboriginal perspective on domestic violence", pp129-135, in Thorpe, R. & Irwin, J. (eds), (1996), Women and Violence: Working for Change, Hale and Iremonger, Sydney.

Smyth, N., (2003), IMPACT: Innovative Models Promoting Advanced Concepts through the Twentieth Century, NSW Women's Refuge Referral Centre, Sydney.

South Australia, Ministerial Implementation Advisory Committee, (1997), "It's my choice", A focus on Women and Children, South Australia.

Summers, A., (1999), Ducks on the Pond, Penguin Books, Australia.

Timmins, L. (ed), (1995), Listening to the Thunder: Advocates Talk about the Battered Women's Movement, Women's Research Centre, Vancouver, B.C., Canada.

Theba Young Women's Service, (2003), Information Handbook for Clients, Theba Inc, NSW.

Thomson Goodall Associates, (1997), Review of Services for Women and Children Escaping Violence, South Australia, Thomson Goodall Associates, Brighton, Victoria.

Thorpe, R. & Irwin, J. (eds), (1996), Women and Violence: Working for Change, Hale and Iremonger, Sydney.

Transken, S., (1994), "Dwarfed wolves stealing scraps from our master's tables: women's groups and the funding process", Alternate Routes, Vol 11.

United Nations, (1993), Declaration on the Elimination of Violence Against Women. A/RES/48/104, 85th Plenary meeting, 20 December 1993, United Nations, New York

Victorian Community Council Against Violence, (1996), Violence Against Women: An Integrated Strategy for Change, Victorian Community Council Against Violence, Melbourne.

Victoria, Government Department of Human Services, (1999), Supporting Children and Young People affected by Family Violence, PADV, Canberra.

Victoria, Department of Human Services, (2002), Family and Domestic Violence Crisis Protection Framework, DHS, Melbourne.

Victoria, Office of Women's Policy, Department of Premier and Cabinet, (2002), Women's Safety Strategy: A Policy Framework Government of Victoria, Melbourne.

Victoria, Office of Women's Policy, Department of Premier and Cabinet, (2002), Women's Safety, Women's Voices, Government of Victoria, Melbourne.

Victoria, Office of Women's Policy, Department of Premier and Cabinet, (2002), Acting on the Women's Safety Strategy Government of Victoria, Melbourne, Australia.

Watson, S., (1990), Playing the State: Australian Feminist Interventions, Allen and Unwin, Sydney, Australia.

Weeks, W., (in collaboration with women in women's services), (1994), Women Working Together: Lessons from Feminist Women's Services, Longman Cheshire, Melbourne, Australia.

Weeks, Wendy and Gilmore, Kate (1996) 'How violence against women became an issue on the national policy agenda' pp141-153 in Dalton, T., Draper, M., Weeks, W., Wiseman, J. (1996) Making Social Policy in Australia. Allen and Unwin, Australia

Weeks, W., (2001), "Hard-won survival: women-specific services in Victoria", Just Policy, No. 21, pp37-45.

Weeks, W., (2003), "Women: developing feminist practice in women's services", pp107-123, in Allan, J., Pease, B. & Briskman, L. (eds), Critical Social Work, Allen and Unwin, Sydney.

Weekes, Sue (1991) Roof or refuge: rural women, domestic violence and the state. MA (Hons) University of New South Wales, Australia

WESNET (2000) Domestic Violence in Regional Australia: a literature review. Partnerships Against Domestic Violence, Commonwealth of Australia, Canberra

Western Australia, Domestic Violence Prevention Unit, Women's Policy Office, (2000), Best Practice Model for the Provision of Programs for the Victims of Domestic Violence in Western Australia, Government of Western Australia, Perth.

Western Australia, Domestic Violence Prevention Unit, Women's Policy Office, (2000), Best Practice Model for the Provision of Programs for Perpetrators of Domestic Violence in Western Australia, Government of Western Australia, Perth.

Women's Coalition Against Family Violence, (1994), Blood on Whose Hands? The Killing of Women and Children in Domestic Homicides, WCFV/DVIRC, Victorian Women's Trust, Melbourne.

Women's Housing Ltd, Victoria, (2003), Accommodation Options for Women, Women's Housing Ltd, Footscray, Victoria.

Women's Legal Resources Centre, New South Wales, (1994), Quarter Way to Equal: a Report on Barriers to Access to Legal Services for Migrant Women, Women's Legal Resources Centre, Sydney.

Women's Refuge Group of WA, (2002), Practice Standards (unpublished report), WRG of WA, Perth.

Women's Refuge Group of WA, (2003), Guiding Principles to Working with Children in Refuges (unpublished report), WRG of WA, Perth.

World Health Organisation, (2002), Report on Violence and Health, WHO, Geneva.

Annual reports

Armidale Women's Housing Group Inc., (2002), Annual Report 2001-2002, Armidale, New South Wales.

Bathurst Women's Housing Program Inc., (2002), Annual Report, Bathurst Women's Housing, New South Wales.

Beryl Women's Refuge, (2002), Annual General Meeting Report 2001-2002, Beryl, Australian Capital Territory.

B. Miles Women's Housing Scheme Inc., (2001), Annual General Report 2000-2001, B. Miles, Coogee, New South Wales.

B. Miles Women's Housing Scheme Inc., (2002), Annual General Report 2001-2002, B. Miles, Coogee, New South Wales.

Bonnie Women's Refuge, (2002), Annual Report 2001-2002, Bonnie Women's Refuge, New South Wales.

Brenda House Inc., (2002), Annual Report 2001-2002, Brenda House, Victoria.

Bundaberg Women's Domestic Violence Service Inc., (2003), Annual Report, Bundaberg WDVS, Queensland.

Caboolture Regional Domestic Violence Service Inc., (2002), Annual General Meeting, Caboolture RDVS Queensland.

Canberra Rape Crisis Centre, (2002), Annual Report 2001-2002, CRRC, Canberra.

Central Highlands Women's Collective Women's Resource, Information and Support Centre, (2002), Annual General Report 2001-2002, WRISC, Ballarat, Victoria.

Centracare, Newcastle, (2002), Annual Report 2001-2002, Catholic Community Services Diocese of Maitland-Newcastle, New South Wales.

Central Violence Intervention Program, (2003), Information Bulletin # 4 2002-2003, CVIP, South Australia.

Central West Women's Health Inc., (2002), Annual Report 2001-2002, Central West Women's Health, Bathurst, New South Wales.

Child and Adolescent Sexual Assault Counsellors, (1998), History and Statement of Aims (unpublished paper), Liverpool, New South Wales.

Chisholm Inc., (2002), Annual General Meeting, Chisholm Inc., Queensland.

City Women's Hostel, (2002), Annual Report 2001-2002, City Women's Hostel, New South Wales.

Cooroonya House, Inc., (2002), Annual Report 2002, Cooroonya, (Wangaratta/Benalla) Victoria.

Crisis Accommodation Gove Inc, (2002), Annual Reports, CAG, Northern Territory.

Crossroads, (2001), Mary Anderson Lodge Program Framework, prepared by Harris, L., Salvation Army Crossroads, Victoria.

Dawn House, (2002), Annual Report 2001-2002, Dawn House, Northern Territory.

Domestic Violence Crisis Service Inc., (2002), Annual Report 2001-2002, DVCS, South Australia.

Domestic Violence and Incest Resource Centre, (2002), Annual Report 2001-2002, DVIRC, Melbourne.

Emergency Accommodation and Support Enterprise Inc., (2002), Annual Report, EASE, Victoria.

Eastern Domestic Violence Outreach Service Inc., (2002), Annual Report, EDVOS, Victoria.

Elandra Women and Children's Service, (2003), Annual Report 2002-2003, Elandra, New South Wales.

Emma House Domestic Violence Services Inc., (2002), Annual Report, Warrnambool, Victoria.

Erin House, (2003), Annual Report 2003, Erin House, Queensland.

Esperance Crisis Accommodation Service Inc, (2002), Annual Report 2001-02, Esperance CAS, Esperance.

Eyre Peninsula Women's and Children's Support Centre Inc., (2002) Annual General Meeting Report 2002, Port Lincoln, South Australia.

Griffith Women's Refuge/Kulkuna Cottage Women's Refuge Ltd., (2003), Annual Report 2002, Griffith, New South Wales.

Graceville Women's Centre Byanda and Nunyara, (2002), Progress Report, Salvation Army, Western Australia.

Hanover Welfare Services, (2002), Annual Report 2001-2002, Hanover, South Melbourne, Victoria.

Hastings Women and Children's Refuge, (2002), Annual General Meeting, Hastings, New South Wales.

Immigrant Women's Domestic Violence Service, (2002), Annual Report 2001-02, IWDVS, Melbourne, Victoria.

Immigrant Women's Speakout Association, (2002), Annual Report 2002, IWSA, New South Wales.

Inanna Inc., (2003), Annual General Meeting Report, Inanna Inc., Australian Capital Territory.

Inner South Domestic Violence Service, (2002), Activity Report 2001-02, Salvation Army, St Kilda, Victoria.

Jenny's Place Inc., (2002), Annual Report 2001-02, Newcastle, New South Wales.

Kara House, (2002), Annual Report 2001-02, Kara House, Victoria.

Karinya House: Home for Mothers and Babies Inc., (2003), Annual Report 2002-03, Karinya, Australian Capital Territory.

Katherine Women's Crisis Centre, (2002), Annual Report 2001-02, KWCC, Katherine, Northern Territory.

Kurduju Committee, (2001), Kurduju Committee Report: Ali Curung, Lajamanu, Yuendumu Law and Justice Committees, Kurduju Committee, Northern Territory.

Lismore Womens and Children's Refuge Inc., (2002), Annual Reports, Lismore Refuge, New South Wales.

Macleod Women's Refuge, (2002), Annual Report 2001-02, Combined Women's Crisis Services, Gold Coast, Queensland.

Magnolia Place, Launceston Women's Shelter, (2002), Annual General Meeting, Magnolia Place, Launceston, Tasmania.

Marian Centre, (2002), Annual Report 2001-02, Marian Centre, New South Wales.

Migrant Resource Centre, (2002), Annual Report 2001-02, Migrant Resource Centre, Launceston, Tasmania.

Migrant Women's Support and Accommodation Service Inc., (2001), Annual Report 2000-01, MWSAS, Welland, South Australia.

Migrant Women's Support and Accommodation Service Inc., (2002), Annual Report 2001-2002, MWSAS, Welland, South Australia.

Mimosa House Inc., (2002), Annual General Meeting and Celebration of 10th Anniversary, Mimosa House, New South Wales.

Molonglo Women's and Children's Services, (2003), Annual Report 2002-03, including Louisa Women's Refuge and Gunyah Women's Housing, Molonglo, Australian Capital Territory.

Monaro Crisis Accommodation Service Inc., (2002), Annual Report 2001-02, Monaro, New South Wales.

Nardine's Wimmin's Refuge, (2002), Report to Annual General Meeting 2002, Nardine's, Western Australia.

New South Wales Women's Refuge Resource Centre, (2002), Annual Report 2001-02, NSW WRRC, Sydney, New South Wales.

New South Wales Refuge Working Party, (2003), An Open Door: NSW Women's Refuge Movement Access and Equity Manual, Women's Refuge Resource Centre, Sydney, New South Wales.

North Queensland Domestic Violence Resource Service, (2002), Annual General Meeting Service Report, NQDVRS, Townsville, Queensland.

Offenders Aid and Rehabilitation Services of SA, (2002), Annual Report 2001-02, OARS, South Australia.

Pat Giles Centre, (2003), Annual Report 2002-03, Pat Giles Centre, Perth, Western Australia.

Quantum Support Services Inc., (2002), Annual Report 2001-02, Gippsland, Victoria.

Redlands Domestic Violence Service Inc., (2002), Annual Report, Maybanke Association Inc., Capalaba.

Riverland Domestic Violence Unit, (2002), Annual Report, Riverland DVU, South Australia.

Ruth's Women's Shelter Inc., (2002), Annual Report 2002, Ruths, Cairns, Queensland.

Salvation Army Crisis Services, (2002), 2001-02 Activity Report, Inner South Domestic Violence Service, Victoria.

Sera Women's Shelter Inc., (2002), Annual Performance Report 2001-02, Sera Women's Shelter, Queensland.

Sisters Inside, (2002), Annual General Report 2001-2002, Sisters Inside, South Brisbane, Queensland.

Sisters Housing Enterprises, (2002), Annual Reports, SHE, New South Wales.

South East Regional Domestic Violence Services Inc., (2002), Annual Report, South Australia.

Southern Domestic Violence Service Inc., (2002), Annual Report 2001-02, SDVS, South Australia.

South Western Centre Against Sexual Assault, (2003), Annual Report 2002-03, South West HealthCare, Warrnambool.

Starick Services Inc., (2002), Annual Report, Starick Services, Western Australia.

Survivors: Women's Domestic Violence Support Service, (2002), Annual General Meeting Report, Survivors, Launceston, Tasmania.

Theba Young Women's Service, (2002), Annual Report 2002, Theba, New South Wales.

Tweed Shire Women's Service Inc., (2002), Annual Report 2001-02, Tweed Shire, New South Wales.

Victorian Women's Refuge and Associated Domestic Violence Services Inc., (2002), Annual Report 2001-02, VWRADVS, Collingwood, Victoria.

Warrina Women and Children's Refuge, (2003), Annual Report 2002-03, Warrina, New South Wales.

WAYSS Ltd. Family Violence Service, (2002), Annual Report. WAYSS, Victoria

Whitsunday Domestic Violence Service, (2002), Annual Report, Whitsunday Women's Services Inc., Queensland.

Wimlah Refuge, (2002), Coordinators Report, Wimlah, New South Wales.

Women's Community Aid Association, (2002), Annual Report 2002, WCAA, Queensland.

Women's Domestic Violence Crisis Service of Victoria, (2003), What's Love Got to Do with It? Annual Report 2001-02, WDVCS, Melbourne, Victoria.

Women's Information Referral Exchange, (2003), Annual Report 2002-03, WIRE, Melbourne, Victoria.

Women's Housing, (2002), 2001-02 Annual Report, Women's Housing, Footscray, Victoria. (formerly SWCHES)

Women's Housing Association Inc., (2002), Annual Report 2001-02, Women's Housing Association, South Australia.

Women's Housing Company, (2002), Annual Report 2002, Women's Housing Company, New South Wales.

Women's Legal Service, (2002), Annual Report 2001-02, WLS, Brisbane, Queensland.

Women's Legal Service, Victoria, (2002), Annual Report 2001-02, WLSV, Melbourne, Victoria.

Women's Refuge Group of WA Inc., (2002), Annual Report 2001-02, WRG of WA, Western Australia,

Women's Services Network, (2003), Annual Report 2002-03, WESNET, Canberra, Australian Capital Territory.

Woorarra Domestic Violence Outreach Service Inc., (2002), Annual General Report 2001-02, Woorarra, Victoria.

Zonta House Refuge Association Inc., (2002), Annual Report, Zonta House, Western Australia.

Appendices

Women

Appendix I: The Research Team and the Reference Group

Wendy Weeks – Research team leader and consultant

Wendy has a strong track record of research and publication on issues of concern to women. In the 1970s she worked in Canada and began her involvement with community based women's services. In the 1980s she returned to Australia. She has been a member of a number of women's services collectives and committees. Wendy has been invited to present domestic violence policy and program related research on women internationally in Canada (1993, 1994), in United Kingdom (1996), in South Korea (2000), and in Norway (2001). Her books include Women Working Together: lessons from feminist women's services (Longmans, 1994); Making Social Policy in Australia (with Tony Dalton, Mary Draper and John Wiseman, Allen & Unwin, 1996); and consistent co-editor , and author in three updated and revised editions of Issues Facing Australian Families: human services respond. (1991, with Robyn Batten and John Wilson; 1995, with John Wilson and 2000 co-edited with Marjorie Quinn, Pearsons Education, Australia). Wendy is on the editorial committee of Women Against Violence: an Australian feminist journal; and on the advisory board of Parity – Journal of the Council for Homeless Persons. Wendy is an Associate Professor at the University of Melbourne.

Julie Oberin – (B.A. (Hons.) M.S.W.) Project manager and researcher

Julie has extensive knowledge and experience in areas of domestic and family violence, women's and children's homelessness and housing, particularly in regional and rural settings. She was the National Chairperson of WESNET (Women's Services Network, the national domestic violence peak body) from 1998-2003. She has managed the Annie North Women's Refuge and Domestic Violence Service in Bendigo Victoria since 1994. Julie has also been closely involved with the Australian Federation of Homelessness Organisations (AFHO) since its inception and has been a national executive member of the Board for a number of years. As a member of AFHO's conference steering group she recently had a key role in organising the 3rd National Homelessness Conference from April 6-8 2003 in Brisbane. Julie is currently undertaking a PhD at the University of Melbourne. She is an experienced service provider and manager, with a strong publication profile in the area of domestic and family violence, women's homelessness and SAAP. She has presented papers, workshops, training, and participated on panels at conferences at regional, state, national and international levels. Julie has been involved in a

number of research projects over recent years, provided policy critique and advice to numerous government committees, and was the community adviser on the commonwealth Family Homelessness Prevention Pilots. During 2004 she lectured in Social Policy and Practice within social work at La Trobe University Bendigo.

Therese McCarthy – (B.A. B.S.W. M.A. (Pol & Legal studies)) Researcher and consultant

Therese is currently working as a consultant with government, women's and community services. Her consultancy experience includes Victim Support Training for the UN Criminal Court in The Hague along with the development of a Violence Against Women and Public Health Strategy (publication pending), and a wide range of reports and community consultation activity within Australia. Therese's previous employment includes being the first Director, Community Relations in the Federal Court of Australia for three years during which she developed and implemented in each State and Territory and Human Rights briefing program and a national curriculum on human rights and native title to be taught in schools. She is the former Director of the Victorian Court Information and Welfare Network, through which she has engaged with a wide range of legal and policy issues. She has also worked in areas related to domestic violence, sexual assault and health. Therese is currently working with TMA Consulting.

Rhonda Cumberland — (BA. Dip. Ed. Grad. Dip. MA. PhD.) Consultant and adviser

Rhonda is currently the Director of the Women's Domestic Violence Crisis Service (WDVCS) of Victoria. This is one of the largest women's non-government organisations in Australia which provides twenty-four hour crisis support services to women living in or escaping domestic violence. WDVCS works in partnership with refuges and an extensive volunteer network to house three thousand Victorian women and children in crisis accommodation each year. Rhonda is a member of a number of Victorian Committees including the Victoria Police Family Violence Prevention, Victoria Police Alcohol Issues Round Table, and the Victorian Community Council Against Violence Data Monitoring Committee. Rhonda has extensive experience in direct service delivery, management, education and teaching, policy work and local government. Rhonda was a Melbourne City Councillor from 1988 – 1993 and has completed higher degree research in the area of women and local government.

Devaki Monani Ghansham — Research assistant.

Devaki has a Masters degree in social work from India and is currently a doctoral student at the University of Melbourne. She contributed administrative/research assistance in the early phase of the research.

Nadine Cameron

Nadine, a doctoral student at the University of Melbourne was responsible for the SPSS data entry and contributed to the data analysis.

THE REFERENCE GROUP

WESNET drew together a project Reference Group of eleven members to provide a strong and active connection to the service sector. The Project Reference Group, drawn from across Australia, was chosen to provide a depth of knowledge and mix of skills. Their expertise covered areas such as the affects of domestic and family violence on infants, children and young people; regional, rural and remote service delivery; culturally and linguistically diverse issues; Aboriginal and Torres Strait Islander issues; mental health issues; issues around alcohol and other drugs; and perpetrators of violence. Between them they were service managers, direct service workers, counsellors, trainers, peer educators, researchers, and expert advisers. The Project Reference Group is comprised of women from all States and Territories. These women are Australian experts in various aspects of domestic and family violence. They are also experts in policy and legislative frameworks; evaluation; and what constitutes 'good practice'. They are fully conversed with 'good practice' discourse and programs in each of their states and territories. Three members of the Reference Group were Indigenous. Two members were from non-English speaking backgrounds. Four members had expertise in regional, rural and remote issues. The Reference Group was resourced by WESNET and supported by the Project Research Team. The Group provided advice on project design, including historical and contemporary understanding of the developments in accommodation and outreach models; information and key contacts relevant to the development and implementation of innovative approaches in each State and Territory across Australia including metropolitan and rural/remote areas; critical appraisal and analysis of the findings of the project as we progressed, this included input and feedback on key project documents as well as participation in workshops to develop recommendations; specialist advice in key areas such as the development of approaches to improve access for women

from Indigenous and culturally diverse backgrounds; and consultation with broader service and advisory networks where appropriate.

Pauline Woodbridge, Queensland

Pauline is the Coordinator of North Queensland Domestic Violence Resource Service. She has had eighteen years experience in working with victims of domestic violence, which includes both direct service delivery and program development. Pauline plays an active role in many networks around the State and in the local community. She has participated in a number of roles for PADV, and keeps up to date on the outcomes and activities undertaken by PADV 1 and now PADV 2.

Wendy Anders, New South Wales, Indigenous adviser for the project

Wendy was the Manager of Kempsey Women and Children's Service in NSW and has over fourteen years experience in direct service provision. Wendy is an Aboriginal Woman and is an active lobbyist on Aboriginal issues, women and children experiencing violence and associated issues such as homelessness, and mental health. Wendy is currently the North Coast NSW delegate on the NSW Women's Refuge Movement Working Party. She is the Assistant Chair on the NSW Aboriginal Women's Refuge Workers Support Group. Wendy has a degree in Health Sciences with Honours, in Aboriginal Health and Community Development. She is a Board Member of the Australian Federation of Homeless Organisations (AFHO), and is the Indigenous representative on the SAAP Service Framework and Benchmark Document reference group. Wendy is a founding member of Purple Kangaroo Consultants. (Note: Wendy was involved in the early stages of the project, leaving to take up consultancy work. She was replaced by Cara Kirkwood).

Cara Kirkwood, New South Wales, Indigenous adviser for the project

Cara is a Mandandanji woman from Queensland who has been working in the domestic violence sector for the past two years at the NSW Women's Refuge Resource Centre in both, Acting Executive Officer and Project Officer, capacities.

During this time Cara travelled throughout the Orana Far West as part of a project consulting and researching refuge and safehouse models in Indigenous communities throughout NSW.

Cara has recently joined Purple Kangaroo Consultants where she is very eager to work with Indigenous people in rural and remote parts of Australia.

Shirley Slann, Queensland, Indigenous adviser to the project

Shirley is a Rural and Remote Resource Worker and is employed by North Queensland Domestic Violence Resource Service. Shirley is based in Mount Isa and travels to rural and remote communities, including Mornington Island, Dajarra, Cloncurry, Camooweal and Normanton. In her role as a Rural and Remote Resource worker, Shirley provides domestic violence community education, victim support and court support, and is a link to other networks providing information, feedback on policies and accepting and making referrals when necessary. Shirley is also the WESNET Committee Indigenous Representative.

Kedy Kristal, Western Australia

Kedy is the CEO of four domestic violence services run by The Patricia Giles Centre. This includes a twenty-four bed refuge, four supported houses, an advocacy and referral service, the Children's Domestic Violence Counselling Service, and the Fostering Resilient Families service. Kedy is a former member of the WESNET/PADV Committee, and is the former WA Women's Refuge Group representative on the SAAP Protocols Reference Committee. Kedy is also on the Reference Committee for the Columbus Project at the Family Court of WA, and the Domestic/Family Violence Court at Joondalup.

Penny Becker, Australian Capital Territory

Penny is the former Chair of the WESNET PADV Committee and has recognised expertise in a number of areas related to domestic and family violence. She has worked in the SAAP women's domestic violence sector in South Australia for the past fifteen years as the manager of two services. Until very recently Penny managed the Central Eastern Domestic Violence Service in metropolitan Adelaide that provides supported accommodation and outreach support services to lone women and women accompanied by their children affected by domestic and family violence. Penny has been a member of a number of State and National committees during this time. They include: WESNET; National Data and Research Advisory Committee (DRAC); Commonwealth Advisory Committee on Homelessness (CACH) and the SA Ministerial Forum for the Prevention of Domestic Violence.

Angela Nesci, Victoria (formerly South Australia), NESB and CALD adviser

Angela is an experienced advocate, counsellor, support worker and lobbyist for disadvantaged women. Her work has particularly focused on immigrant, NESB and refugee women. Angela has had previous involvement in ethno-specific organisations as well as women's legal services, domestic violence and women's health services in SA. She has extensive involvement in migrant women's lobby groups, and other community based migrant women's groups. Angela has recently moved to Victoria to begin work in the same field. Angela is the NESB representative on the WESNET National Committee and a long term Board member of ANESBWA (Association of Non-English Speaking Background Women of Australia).

Terri Francis, Tasmania

Terri has four years experience at Launceston Women's Shelter as a domestic violence support worker working closely with women and children who are escaping domestic violence and/or homelessness. She is currently acting in the position of Coordinator. Terri is passionate and committed to change in societal structures to bring about equity for women and children. She believes women and children have a right to be safe, particularly in their own homes, and that strategies need to be put into place so they can remain in stable accommodation, and their social disadvantage is alleviated as much as is possible.

Alison Edwards, Northern Territory

Alison is the current Executive Officer of NT Shelter and until recently was Coordinator of Dawn House Inc. in Darwin, Northern Territory. This service provides a range of services to women with children escaping or experiencing violence in their lives. These services include crisis accommodation, a counselling service, outreach support services, halfway housing and community housing project, and a domestic violence specific training and development service. Alison has represented her service and sector on the following: WESNET, NT Council of Social Services [NTCOSS]; NT Domestic Violence Coordinating Committee; Welfare Reform Reference Group; Territory Health Services Purchasing Advisory Group; and the NT Poverty Taskforce.

Veronica Wensing, Australian Capital Territory

Veronica has been involved with WESNET in varying capacities since 1997. Until recently she was WESNET's National Executive Officer. Veronica has eight years previous experience in working with young women escaping domestic violence, sexual assault and other intolerable living situations in a refuge setting. She has extensive experience in the area of service delivery, development and coordination.

Veronica has well-developed facilitation and leadership skills gained through previous years as an educator and more recently as the National Young Women's Development Coordinator for the YWCA of Australia.

She has published articles in domestic violence related journals and has presented papers, facilitated workshops, and has participated on panels at conferences at a regional, state and national level. In her role as National Executive Officer at WESNET she has managed several PADV projects including the Home Safe Home report, Domestic Violence in Regional Australia (for Department of Transport and Regional Services), the coordination of national focus groups, and assistance with the meta-evaluation.

Until recently Veronica represented WESNET on the Board of the National Women's Justice Coalition, is a member of the Collective of Beryl Women's Refuge, ACT, and has built extensive knowledge skills and networks within the sector and across sectors at a national and local level.

Maria Hagias, South Australia, NESB and CALD adviser to the project

Maria Hagias is the Executive Director of the Central Eastern Domestic Violence Service in Adelaide. Prior to this appointment Maria was the Manager of the Southern Domestic Violence Service in South Australia for eight years. Both are the largest domestic violence services in South Australia and provide accommodation and outreach support to women and children experiencing domestic violence. Maria has worked in the SAAP sector for eight years, and has represented the sector on the following committees: SAAP Performance Measurement Advisory group; FaCS Family Development Committee; Women's Emergency Services Implementation Committee. She is a member of the SA Women's Emergency Services Coalition. Maria has extensive experience in culturally and linguistically diverse policy, program development and practice issues relating to women and children affected by domestic violence. In 2003, Maria took up the position of National Chairperson of WESNET.

Appendix II: More on Method

The rationale for the approach and method has been substantially explained in Chapters 1, 3 and Chapter 5. It comprised a multi-methods approach to data collection, based on several indicators of 'progress'.

Progress was measured by

- Service usage trends from 1996-2002, prepared for the research by the Australian Institute of Health and Welfare

- The services responses to a survey canvassing information on their types of service provision, their activities in expanding access and increasing women's options, ensuring safety, engaging in collaboration, and contributing to policy development and community education.

- Key informants' survey seeking information on progress in relation to previous recommendations from five major PADV research reports.

- Consultations with service providers in twelve locations, in each State and Territory

- Visits to services to obtain a clear view of the structures and processes for service delivery

The researchers engaged in the following steps:

(i) Establishment of a Reference group

(ii) Extensive literature review.

(iii) Initial audit and invitation to services to participate (203 responses)

(iv) Design development and seeking ethics approval

(v) Services survey (137 responses)

(vi) Key informants survey, by personal interview and mail return (38 participants)

(vii) Consultations (12) and visits to services (19)

Attached, as samples, are

- The Plain language statement used to publicise the research, and sent accompanying all survey forms

- The consent form attached to the Key Informants survey

- The questions for the consultations

Copies of the two major research instruments have been lodged with the Office for Women.

Appendix III: List of Participants in the Research

1 Extent of participation in developing the research findings

Responses to the invitation to participate in the research was overwhelming. The numbers involved are as follows:

- 203 services responded to the audit;
- 137 services participated in the Measuring Progress: Service Reports Survey;
- visits were made to 19 services in 5 States or Territories;
- 134 participants from 112 services attended the 12 consultations held in each State/territory;
- 38 'key informants' from all States/Territories participated in the Measuring Progress: The Report Card Survey, some by survey and some by interview at the 2nd International Domestic Violence and Sexual Assault Conference, Gold Coast, 2003;
- There were four members of the research team, 2 research assistants, and 11 members of the Reference Group. Members of the research team visited 19 Services in 5 States/Territories.

2 List of all Services visited

- Dawn House Women's Shelter, Darwin, NT
- Catherine House, Darwin, NT
- Palmerston YWCA, Family Crisis Accommodation and Support Service, Palmerston, NT
- Katherine Women's Crisis Service, Katherine, NT
- Tennant Creek Women's and Children's Shelter, Tennant Creek, NT
- Tennant Creek Domestic Violence Counselling Service
- Alice Springs Women's Shelter, Alice Springs, NT
- NPY Women's Council
- North Queensland Domestic Violence Resource Service, Mt Isa, QLD
- Nawamba House, Mt Isa, QLD
- Ngurre Ngurre, Mt Isa, QLD
- Family Legal Support Unit, Mt. Isa, QLD
- North Queensland Domestic Violence Resource Service, Townsville, QLD
- Sera's Women's Shelter, Townsville, QLD
- The Women's Centre, Townsville, QLD
- Central Eastern Domestic Violence Service, Adelaide, SA
- Domestic Violence Advocacy and Support Central (DVAS Central), Perth, WA
- Toora Inc. Canberra, ACT
- Inanna Inc. Canberra ACT

3 List of organisations which attended consultations

3.1 New South Wales – Sydney, 14th November 2003 (13 participants from 12 services)

- Griffith Women's Refuge
- Muswellbrook Women's and Children's Refuge
- Warrina
- Tamworth Women's Refuge
- Elsie Women's Refuge (2)
- Warriall Women's Refuge
- Marcia Women's Refuge
- Jennie's Place
- Western Sydney Sole Women's Accommodation Service (WSSWAS)
- Essie
- Bringa
- Deleuna

3.2 Victoria – Melbourne, November 12th 2003 (10 participants from 9 services)

- Woorarra Inc.
- Mary Anderson Lodge (2)
- Emergency Accommodation and Support Enterprise (EASE)
- Georgina Women's Refuge
- Eastern Domestic Violence Outreach Service (EDVOS)
- Domestic Violence Victoria (DVVic)
- Annie North Inc. Women's Refuge and Domestic Violence Service
- North Yarra Community Health
- Valerie House

3.3 Queensland – Mt. Isa, October 6th 2003 (26 participants from 17 services)

- Sexual Health Service (2)
- Bush Children's Service
- Aboriginal and Islander Catholic Council (2)
- Nawamba House
- MIFFSS & NC (2)
- North West Advocacy Service
- Centacare (2)
- Legal Aid Queensland
- Ozcare
- Indigenous Family Support Unit (2)

- Healing for Harmony (2)

- Queensland Police Service

- Integrated Mental Health Service

- Child & Youth Mental Health Service

- Queensland Women's Health Network

- Department of Families

- North Queensland Domestic Violence Resource Service (2)

3.4 Queensland – Townsville, October 8th, 2003 (4 participants from 3 services)

- Sera's Women's Shelter

- North Queensland Women's Resource Service (2)

- The Women's Centre

3.5 Western Australia – Perth, October 1st 2003 (12 participants from 10 services)

- Albany Women's Centre

- Wonthella House Inc.

- Wyn Gin House

- Nadine Women's Refuge (2)

- Stirling Women's Refuge

- Warrawee Women's Refuge

- Fitzroy Crossing Women's Shelter

- Women's Refuge Group of Western Australia

- Northam Women's Refuge

- Starwick Services Inc.

3.6 South Australia – Adelaide, November 25th 2003 (12 participants from 10 services)

- Central Eastern Domestic Violence Service (2)

- South Eastern Regional Domestic Violence Service

- DV Helpline

- Northern Domestic Violence Service

- Migrant Women's Sexual Assault Service

- Central Violence Intervention Program (2)

- The Women's Housing Association

- Murraylands Sexual Assault Service

- Women's Domestic Violence Service

- Offenders and Rehabilitation Service (OARS)

3.7 Tasmania – Ross, November 10th, 2003 (14 participants from 10 services)

- Magnolia Place (Launceston Women's Shelter) (2)

- Hobart City Mission

- McCombe House

- Jireh House

- Hobart Women's Shelter

- Women's Legal Service (2)

- Domestic Violence Crisis Service

- Bethany Family Services (2)

- Anglicare

- Survivors (2)

3.8 Northern Territory – Darwin, September 8th 2003 (13 participants from 12 services)

- Anglicare Youth Housing Program

- YWCA of Darwin

- Department of Health and Community Services

- Domestic Violence Community Development and Training

- Centrelink

- Dawn House (2)

- Larakia Nation

- Centrelink Social Work

- Team Health

- Centacare

- Top End Women's Legal Service

- Palmerston YWCA Family Crisis Accommodation and Support Service

3.9 Northern Territory – Katherine, September 9th 2003 (7 participants from 5 services)

- Sunrise Health Service (2)

- Katherine Women's Crisis Service

- Centacare (Family Link) (2)

- Katherine Women's Legal Service

- Department of Health and Community Services

3.10 Northern Territory – Tennant Creek, September 11th 2003 (2 participants from 2 services)

- Tennant Creek Women's Refuge

- Tennant Creek Domestic Violence Counselling Service

3.11 Northern Territory – Alice Springs, September 15th 2003 (6 participants from 7 services – one participant represented NTCOSS and NT Shelter)

- Central Australia Aboriginal Family Legal Unit

- NTCOSS (Northern Territory Council of Social Services)

- NT Shelter

- Sexual Assault Referral Centre

- Domestic Violence Counselling Service

- Centrelink Social Work

- Catherine House Domestic Violence Outreach

3.12 Australian Capital Territory – Canberra, October 13th 2003 (15 participants from 15 services)

- Doris Women's Refuge

- Office of the Status of Women (Commonwealth, observer)

- Beryl Women's Refuge/Koori Women's Network representative

- Women's Legal Centre

- NSW Attorney General's Domestic Violence Specialist

- Inanna Inc.

- Domestic Violence Crisis Service

- ACT Office for Women

- Community Support Worker, Centrelink

- Queanbeyan Women's Refuge

- Open Family/Youth Coalition

- Women's Information, Referral and Education on Drugs and Dependency (WIREDD)

- Access, Resource and Support for SAAP Communities (ARSCC)

- Lesley's Place

- Yass Police

4 Conferences attended as part of this research

4.1 Australian Federation of Homelessness Organisations Conference 'Beyond the Divide' Brisbane, May 2003.

4.2 Impact 21 – NSW Innovative Models Day, Sydney, May 2003.

4.3 2nd International Conference on Domestic Violence and Sexual Assault, Gold Coast, July/ August 2003.

4.4 National Housing Futures Conference, Adelaide, November 2003.

Appendix IV: Measuring Progress: Key Informants Survey – State/territory Comments

Key informants actual comments are reproduced here by State/territory, as a supplement to the body of Chapter 5. As in the body of the report, actual quotes are reproduced in italics. The listing of States/Territories follows government protocol in an order related to population numbers. In some instances key informants rated progress but did not make comment, which explains the variation in length of detailed comments, and the absence of comments from some States/ Territories in relation to some recommendations.

Recommendation 1

Improve the accessibility and responsiveness of domestic violence crisis services to women experiencing violence (Keys Young, 1998, Rec.9.2.3, p95).

New South Wales

Refuges have telephone numbers on service brochures and some refuges in rural towns have their numbers advertised on television.

Victoria

There is evidence of protocols being developed with both CALD and Indigenous communities, this has improved some responses. But women complain that they have to be in immediate danger and say some staff are unfriendly. Strict refuge criteria remains a barrier.

One Indigenous respondent commented: In the Goulburn Valley I am aware that there are many mainstream organisations, as well as Aboriginal organisations, that try to provide services to Aboriginal people, with many different problems. Locally the women from the refuge go out of their way to accommodate Aboriginal women with domestic violence issues. The Burri Family Preservation program does the same. Although staffing is inadequate, they try. Also CASA locally, and more Aborigines are accessing this service. The SAAP worker at Rumbalara Cooperative works hard to accommodate clients, but he is a lone worker and has lots of demands placed on him to provide accommodation.

Queensland

One respondent was emphatic that There has been no growth in DV specific women's services. No new shelters/refuge funding. No real encouragement for new model development from governments. I am concerned that the dominant discourse in Indigenous communities is about employment, business and independence from welfare. Admirable — as long as it does not leave out the needs of women and children for safety and support. This sector remains tightly stretched and levels of violence continue to be high.

Western Australia

The Gordon Inquiry into the hanging by a young woman after alleged rape, provided new funding of $75 million, to enable the development of services in remote communities to increase accessibility. There is some progress on provision of safe accommodation, refuges provide many outreach services that they are not funded for. Government funding has not increased to support the need for these services.

South Australia

There is some progress, following the 1997 SA Review of Services for women and children, and the subsequent re-structuring of the domestic violence sector. South Australia faces issues of women fleeing DV, lack of shelter vacancies and inappropriate motel accommodation for women and children awaiting shelter vacancies. There is still much difficulty accessing accommodation services and flow though some services seems to have slowed depending on type of accommodation. …Sometimes it appears that the number of women able to receive a service drops, because there is a high emphasis on 'other' duties. Little in way of outreach has changed. Waiting lists for outreach, reluctance to be proactive around outreach (sometimes tied to workloads), inconsistency of service delivery across regions.

Northern Territory

The NT Government has a Domestic Violence Strategy, special DV counsellors, DV units in police, no-drop restraining orders and new legislation — much progress.

According to one respondent however, the NT system is less accessible and less responsive due to increased demand, and people turned away from services, with no increased funds to meet demand.

Improvement is applicable to Darwin only. Within rural/remote communities, very few (if any) services exist for either party. One great development has been Ampke aweke — the Alice Springs refuge for young mothers.

Australian Capital Territory

Some progress — services are more proactive, we have case-tracking and the ACT police have adopted a pro-arrest policy.

National associations

Programs need on-going funding to have real effect

Source: Survey numbers 19, 61, 88, 8, 50, 89, 22, 96, 85, 7, 84, 36, 37, 1, 2, 26

Recommendation 2

Improve the accessibility and responsiveness of services to women experiencing violence re: women of NESB, especially recent immigrants (Keys Young, 1998, p95; see also Dimopoulos et al, 1999, p76; WESNET, 2000, p9; Bagshaw et al, 1999, 5.02).

New South Wales

Multi-lingual information in relation to DV, sexual assault and legal matters is now available in NSW. The Access and Equity manual developed by the Women's Refuge Resource Centre (WRRC) and training is available in NSW.

Victoria

Better understanding but often these women only use refuge as last resort.

Queensland

There is only one, not well-funded, specific service for the whole State, few DV resources, printed materials and videos for immigrant women. A 'Cultural and Linguistic Diversity' Project in SAAP funded services worked with four regions, including DV services, and contributed to increased awareness and initiatives in these regions. One positive initiative is that Legal Aid Queensland has designed bi-lingual brochures on legal issues for Filipina women. One Indigenous respondent objected to the way in which NESB statistics are being added in with Indigenous statistics under the rubric of 'cultural diversity'.

Western Australia

No progress — there is no specific targeting of recent immigrants.

South Australia

No significant improvements observed in SA. Immigrant women are still largely marginalized. Continuing poor integration into mainstream and little thought about in service planning.

Northern Territory

There are no specific services for immigrant women and no culturally appropriate advertising in NT. No progress — however, use of interpreters is high. Telephone interpreters for counselling are inappropriate.

Australian Capital Territory

Not much has changed, yet one service has approximately 70% women from non-English speaking background — the majority of whom are facing immigration policy issues. The new migrant women's advocacy service has only $5,000 per annum for operation.

National associations

These women are still under-represented in SAAP data. Does this mean that there is less violence in immigrant communities — or that services are still not available or accessible? Cultural differences often lead to problems being hidden.

Source: Survey numbers 19, 61, 64, 8, 50, 22, 76, 6, 5, 85, 84, 36, 1, 14, 43

Recommendation 3

Improve the accessibility and responsiveness of services to women experiencing violence re: women in rural/remote areas. (Keys Young, 1998, p95; see also WESNET, 2000, p3, pp 19-21)

Victoria

No services to refer to. Lack of financial assistance to assist relocation. Women still forced to move out of area for security.

Queensland

Distance and isolation continue to be the major issues. Outer communities really need assistance. Services are still mainly on the coast. There are no new DV specific services. There is less money for the Statewide service to use for transport and accommodation for rural and remote women.

Western Australia

WA has a State 1-800 number for victims.

Northern Territory

No progress — few women's safe houses have been established in remote communities, and those existing do not have operational funds. Centrelink in Central Australia has two workers for one million sq. km over three State borders. Remote and Indigenous communities have no on-going infrastructure for intervention or prevention.

National Associations

No progress — remote areas are predominantly Indigenous women, who are still being violated at alarming rates.

Source: Survey numbers 8, 87, 88, 6, 21, 22, 36, 2, 14

Recommendation 4

Improve the accessibility and responsiveness of services to women experiencing violence re: indigenous women (Keys Young, 1998, p95; see also WESNET, 2000, p8).

New South Wales

Aboriginal women in rural and remote communities do not have access to services. They seek help differently than other women — services need to cope with that. Aboriginal women will not leave their teenage boys as most services do not allow teenage boys. Aboriginal women are therefore denied a service. Aboriginal teenagers are suffering from Domestic Violence yet they cannot access women's refuges and youth refuges don't address their needs.

Victoria

In the Goulburn Valley the Family Preservation Program, called Burri, provides a service for women and children who have experienced DV, however the program is small so can only reach a few (Aboriginal spokesperson).

Queensland

There are no new DV specific services. Some new legal services and healing centres are being funded in the Gulf area, but they are all oriented to members of the community they are established in. There is difficulty finding, teaching, and training skilled workers in some of these areas, which leads to problems with agency establishment and development. Distance is an issue. The ATSIC funded Indigenous Family Violence service in Cape York is a positive move. There is only one Aboriginal shelter in Thursday Island. The acknowledgement of and discussion about violence towards women is positive but unsure that it translates to altered behaviour.

South Australia

Nunga Minimah, a new cluster-type of crisis accommodation was established and it appears to have also increased its capacity since. Some mainstream services are struggling with women's 'comings and goings', not turning up for appointments on time, not 'presenting' on time.

Northern Territory

Central Australian Family Violence Legal Unit (CAAFLU) was funded by ATSIC in 2000. Ali Curung Night Patrol and Safe House near Tennant Creek are doing an important job. An Indigenous woman rated this as much progress — in that there are now some services for Aboriginal women.

Australian Capital Territory

The Koori Women's Network has a strong presence of workers. Over all no improvements visible in services' responses to Aboriginal women clients.

National Associations

Lots of talk and a few pilot services. There has been a national government forum, now we need more appropriate action.

Source: Survey numbers 19, 62, 16, 17, 50, 17, 22, 5, 21, 96, 6, 84, 37, 14.

Recommendation 5

Improve the accessibility and responsiveness of services to women experiencing violence re: women with a disability (Keys Young, 1998, p95; see also WESNET, 2000, p12).

New South Wales

There is progress in NSW.

Victoria

We must have disabled access to provide service. There is no money to improve response

Queensland

Shelters in Mt Isa and on Thursday Island have disability access. Changes to buildings have improved physical access. There are no specialty services and little leadership on the connections between the fields of Domestic Violence and disability. This is a planned priority for the North QLD Domestic Violence Service in Townsville, with a designated new worker.

Western Australia

In 2003, this issue is identified in the draft State Strategy.

South Australia

A lack of options, particularly for women and children needing wheelchair access.

Northern Territory

No progress — no specific services. No material in Indigenous languages.

Australian Capital Territory

There is some progress — greater physical accessibility and more inclusive practices.

National Associations

There is some evidence of local Domestic Violence crisis services making an effort to improve accessibility for women with disabilities. However, in the main, Domestic Violence services remain inaccessible to the vast majority of women with disabilities experiencing or at risk of experiencing violence. The issue of violence against women with disabilities continues to be ignored, particularly in government legislation and policy.

Source: Survey numbers 19, 61, 8, 88, 5, 76, 22, 7, 36, 1, 2, 24

Recommendation 6

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence (Keys Young, Rec.9.2.4 (1998, p97)).

Victoria

The Domestic Violence services are finally talking and planning openly about shortcomings in current model. Good to see developments with Family Violence Crisis Protection Framework.

Queensland

A service improvement strategy has been operating in Queensland 200-2003 looking at three themes: (i) Integration, (ii) Diversity/flexibility of models, and (iii) Access and Equity. All Regions produced Action Plans in the three areas. The addition of a Healing Service is positive. It is a problem that there is no clarity about the difference between safe houses and shelters. In Mt Isa the DV agencies are taking it up themselves and making changes to improve the response to DV.

Introduction of fax back to services from police is a positive move.

Another, however had a different experience: No progress in North Queensland. A 2002/2003 initiative of the Department of Families attempted to audit services to eliminate duplication in DV responses in North Queensland, however they only found huge gaps. The working group is struggling to fill these gaps.

South Australia

More integrated programs, some linking to criminal justice system, some women's services, approach or engage women in a limited fashion because of 'privacy issues' or 'they must be ready' thereby undermining opportunities to inform women of services and leaving them to decide. Still largely reactive not proactive; some are suspicious of joining forces with other DV services. There is more outreach support available to women choosing not to come into the shelters.

Western Australia

The new 'one-stop-shop service identifies that there is the need for a wider range of services.

Northern Territory

No increase for five years — existing services set up following DV strategy of ten years ago. Some gains — some backwards steps, such as the refuge requiring women to pay for their own food, which makes women feel uncomfortable.

Source: Survey numbers 19, 61, 8, 88, 5, 76, 22, 7, 36, 1, 2, 24.

Recommendation 7

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who choose to remain in a violent relationship (Keys Young, 1998, p97; see also Bagshaw et al,1999, 3.1.1.p17).

New South Wales

Services do not cope. The majority of Aboriginal women seek alternative accommodation while the violence is happening. Most go back when they have had time out. Aboriginal women don't just leave the partner because they would have to leave the family and community. It's just too hard.

Victoria

This is common within Aboriginal communities, and many have no where to go — but it is also an issue of co-dependency (Indigenous woman).

Queensland

These women rely on Protection Orders to keep them safe, but this usually requires they eventually leave. Fax back is a positive new initiative for making contact with women who may not have made contact themselves. There is no funded outreach on Thursday Island. In Queensland Indigenous women do not get enough support. There is no follow-up and no resources. Women are still staying there in the same cycle.

South Australia

There is much progress — increased outreach support and collaborative models in relation to violence intervention models. The increased emphasis on outreach provision by a greater number of services, since the Review 1997, is relevant to these women. According to another: There is some progress around violence intervention programs. Some services will not visit women at home if they cohabit, others do. Confusion about good practice and safety standards. Still pressure on women to leave, rather than letting them

decide and focusing on risk assessment and safety planning. Little focus on where men sit in this equation. Frequent exasperation about women who come and go. Little focus on men and child protection — frequent blaming of women. Often get message from shelters if you leave it will be okay, even though everyone knows this may not be the case.

Northern Territory

Some progress — DV counselling services receive limited top-up funds from the NT government. There have been increased media campaigns. The NPY [Aboriginal] Women's Council DV service supports women who remain in violent relationships. In Alice Springs Tangentyere and Congress Social and Emotional Well-Being service supports families and women in violent situations. Tennant Creek DV Service and Shelter assist such women. However there needs to be more twenty-four hour coverage (Indigenous woman).

Australian Capital Territory

Workers and services now have a greater understanding of the reasons why women choose to remain in violent relationships.

National Associations

A lot more needs to be done about safety for these women. Governments like cheap options like this one.

Source: Survey numbers 19, 62, 8, 50, 16, 89, 88, 22, 5, 21, 7, 85, 84, 37, 14.

Recommendation 8

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who do not wish to use crisis accommodation especially high security models (Keys Young, 1998, p97).

New South Wales

Outreach is provided to women in the form of telephone contact and home visits and participation in community groups.

Victoria

Aboriginal women would prefer to go to a refuge run by Aboriginal people. Sometimes women are transported from the Goulburn Valley to Melbourne for this reason (Indigenous woman).

In Melbourne, there are no immediate responses for women who do not wish to use crisis accommodation. Women/ kids get put in the Gatwick Hotel, and other unsafe places. I know a woman who got a notification because of the accommodation Transitional Housing Manager put her in.

Queensland

Indigenous women go to other family members and other communities. There is no choice for women in rural and remote areas. Many women do not have access to crisis accommodation. There are not enough beds across Queensland. There is no improvement in the affordability or availability of housing.

South Australia

In South Australia shelter models vary. We provide communal, cluster and community houses which ensure we meet the needs of a variety of family types. Particular improvement in the metropolitan area, with improved housing options, including cluster housing, transitional houses. Less service offered to women who do not use accommodation; services indicate focus on accommodation. We receive little support if we are referring for outreach only and women remain at home. Accommodation services indicate their focus is accommodation. If you go through the shelter the outreach you receive is different to women who don't. For example, we can't refer women for outreach if they indicate that outreach for them is attending a group.

Northern Territory

Some progress — one service has Commonwealth funded Community Housing Properties available. No progress overall — there is no alternative in Central Australia to one local refuge.

Australian Capital Territory

In the ACT we have minimal outreach. The high sole occupancy order rate means that more women are staying at home, but without support.

National Associations

Older women feel uncomfortable using refuges along with younger women.

Source: Survey numbers 19, 61, 8, 16, 5, 6, 3, 22, 7, 85, 84, 37, 36, 43.

Recommendation 9

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women with children and boys over twelve, who want the children to stay together (Keys Young, 1998, p97).

New South Wales

The NSW WRRC Access and Equity Manual encourages all refuges to take accompanying male children over twelve, with their mothers.

Queensland

More services with units accept older males, but still limit it in some cases. There is no progress in this in our region — no where for the older boys, so mother will not come into the shelter (Indigenous woman). A shelter can also have extended family members come with a woman — there is always a shortage of accommodation.

The shelter set up has changed — especially with cluster units — so this is rarely now a problem. In Townsville, if the shelter is full, a motel is paid for, however short term — and support is limited. The cluster units at Mt Isa make it possible for families with older boys to attend the shelter. On Thursday Island there is no set rule, it depends on the household composition.

Northern Territory

Katherine Women's Crisis Centre is exploring the development of a cluster of units to facilitate different families, some with older boys. At the Tennant Creek Women's and Children's Shelter boys up to ten or thirteen — initiation age (Indigenous woman).

Source: Survey numbers 61, 16, 76, 4, 21, 6, 22, 5.

Recommendation 10

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women in post-separation stage who require personal and emotional support and assistance (Keys Young, 1998, p97).

New South Wales

All sorts of outreach support is provided to women, and also advocacy support. This model would work for Aboriginal women especially those in rural and remote areas.

Victoria

Not in refuge, but outreach with Transitional Housing Management access has been more able to plan the journey with women and prepare. Women after separation do seek help in this situation, and there are often extensive Aboriginal support systems, or, if they are confident doing this, they seek help from mainstream services (Indigenous woman)

Queensland

There is not much available for Indigenous women with a lot of children. Provision is OK in Townsville, although some women's services are stretched. Services tend to be crisis driven due to demand rather than having a lot of capacity to do follow-up.

South Australia

The level of support varies across regions (nature, duration, intensity) still seems to be tied to women who come through accommodation arm (reason given resourcing). Most workers plan to see a woman – early separation – on outreach once fortnightly. Our experience indicates this may be inadequate.

Northern Territory

The focus in service delivery has shifted to families. Women experiencing DV is the second largest client group for Centrelink social workers. There is some outreach and crisis payment for identified Domestic Violence situations.

Australian Capital Territory

There is minimal outreach, except that funded through ACT Health for women facing mental health issues. They are mostly former refuge clients — so the issue is funded follow up after refuge.

Source: Survey numbers 19, 61, 64, 16, 87, 5, 22, 84, 96, 36, 37.

Recommendation 11

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who cannot access crisis accommodation due to geographic distance, or no vacancies (Keys Young, 1998, p97).

New South Wales

There is a lack of transport options for Aboriginal women who mostly live in rural and remote communities.

Victoria

If these women do get assistance it's limited, despite best efforts of services. There is a lack of options.

In the Koori community women request services for their partners. There are none in the Goulburn Valley, except that the person perpetrating violence can be ordered by Court to attend anger management counselling at Relationship Australia, or see a private counsellor.

Queensland

The 1-800 line has some transport and accommodation funds so that women might be put in motels and then transported to safer places. There is no choice for women in rural and remote areas — just a few services. Accommodation has hardly any beds available. Distance and isolation remain important in rural Queensland. There appears to be less availability in the State for transport money.

South Australia

There are limited improvements via telephone support — DV Helpline.

In relation to no vacancies. Motel use by women remains high. Poor support service to women in motels, little for children to do. High stress, many women return home. If this is your first experience of the system it may lead to a negative impression. One Salvation Army motel, too small, understaffed, insufficient budget – mostly full. Many of these women don't go on to a shelter.

Western Australia

The Wheat belt 1-800 line can access accommodation through a manual developed by the Regional Domestic Violence Committee. They have won two National Crime Prevention Awards.

Northern Territory

CAAFLU (Central Australian Aboriginal Family Legal Service) was set up, with ATSIC funding in 2000, based in Alice Springs, yet limited in serving remote areas. There is no transport in remote areas. Women from remote areas have to provide own transport, or they have to wait and pay for a Bush Bus which goes twice a week. In NT, there are half-way meets with Ali Curung night patrol and Tennant Creek services (Indigenous woman). We often refer/remind service providers to check their 'government contract/obligations'. NPY Women's Council has some brokerage funds to use a hotel.

Australian Capital Territory

Most women are turned away because facilities are full.

National Associations

There do not appear to be many options for women in rural areas who cannot access crisis accommodation due to geographic distance. This becomes doubly problematic for women with disabilities who live in rural areas.

Source: Survey numbers 19, 62, 13, 88, 50, 17, 76, 5, 3, 96, 22, 85, 84, 36, 37, 2, 24.

RECOMMENDATION 12

Increase the range and types of domestic violence services and strategies available to women experiencing domestic violence re: women who want services for abusers (Keys Young, 1998, p97).

New South Wales

This is not an expressed issue among women attending services known to respondent. Walga Nura is a best practice model.

Queensland

We desperately need such services in Queensland in the Indigenous communities (Indigenous woman).

There is no growth, and no leadership in this area. No support and very little funding for services who wish to meet this need. No attitudinal change in the community. No socio-legal responses. No holding the perpetrator accountable. No one but women's services are saying he must stop his violence. Few men are committed to this work. Attitudes say that programs must be tailored to men's needs, instead of programs that make him stop violence.

Another commented: Not convinced that men's programs really make a big difference to behaviour.

No progress. Services are not culturally appropriate in far north. Funding seems to be available for men, to the detriment of funding for women.

Western Australia

A men's refuge and healing centre has been started in Derby, WA

South Australia

DV Helpline caters for both women and perpetrators/abusers.

Little understanding of this group of women in women's services who aim to get them to leave. Little connection between SAAP and Violence Intervention Programs.

Women's Services state our program goals aren't the same as theirs and we operate on different principles. Poor quality control and standards for services for men, and few accountability mechanisms in some agencies.

Northern Territory

There is a Commonwealth funded Domestic Violence perpetrator service within a family services organisation and Relationships Australia. Just beginning to develop an offenders program – very slow! DV and substance abuse are very interconnected. The DV Counselling Service in Tennant Creek offers counselling and programs for men.

Australian Capital Territory

In Canberra, men's services are planning toward a partnership initiative with women's services, as a response to greater awareness regarding the need for men's programs.

Source: Survey numbers 19, 61, 62, 8, 87, 50, 77, 4, 22, 96, 5, 3, 85, 84, 36, 78.

RECOMMENDATION 13

Educating family and friends to assist them to respond more appropriately when women disclose (Keys Young, 1998, p99 Rec. 9.2.6; see also Bagshaw et al, 1999, 1.01, p19; Dimopoulos et al, 1999, p76).

New South Wales

Information is available for friends and relatives. DV, family violence and community violence is becoming acceptable within Aboriginal communities. How can people respond when Aboriginal women are not disclosing? How can mothers help their teenage daughters when they are subjected to DV themselves?

Much progress: pamphlets and information sessions are available in NSW.

Victoria

There's been some great things happening – the film Bendigo women made, Shredded; Former Premier, Joan Kirner, became Matron of VWRADVS; and Rebecca Gibney came and offered celebrity status. All these events mean putting DV on the agenda, educating for response through understanding

We do not have community education programs to address this problem. Recently the Victorian Family Violence Indigenous Strategy was established within Regions across the State — within Indigenous families, this is slow to get off the ground.

Queensland

Still a great deal of ignorance in the community about DV and 'blame the victim' stuff is still quite wide spread. Some activities by women's services.

We try to do this through our Indigenous services, as there are a lot of witnesses to DV, and we try to support them, on some resources only.

There is the beginning of community awareness about DV in Indigenous communities (Indigenous woman).

South Australia

A number of pamphlets have been produced locally and nationally and are distributed widely. Some proactive work occurring, for example, DV Helpline issuing a booklet, which has received wide distribution. We ring family members if conversations with clients indicate this would be helpful. We look at ways of including families, where appropriate. Some work at local level. There is no co-ordinated approach to such education — it rests on ad hoc initiatives by local services. (Immigrant woman)

Western Australia

A new State Family and Friends strategy has been launched in 2003.

Northern Territory

The pamphlets produced under a PADV initiative are in high demand. From police — we contact all participants involved; liaise with other agencies who may have different services/ responses. Brochures and pamphlets available and NPY DV service encourages family members involvement. They are more available for service providers than for the community. No Indigenous languages — all inter-state materials.

Australian Capital Territory

A WESNET print resource on this is used extensively. Wider distribution is desirable.

National associations

Some progress — through the WESNET materials

Source: Survey numbers 19, 61, 62, 64, 8, 50, 16, 87, 88, 96, 22, 4, 5, 7, 84, 85, 36, 37, 1, 14.

RECOMMENDATION 14

Improve the response of the criminal justice system, in particular police, to domestic violence in order to encourage more women to involve police and/or take legal action where needed and appropriate (Keys Young, 1998, Rec,9.2.8, p100).

New South Wales

Much progress in NSW — the police response has improved.

Wirringa Baiya Aboriginal Women's Legal Centre specializes in DV, Sexual Assault and Child Sexual Assault for the state of NSW. We have one and a half solicitors, we cannot meet demand. Yet demand is small considered Aboriginal women are four times more likely to be victims of assault. 51% of female Aboriginal homicide victims are killed by their spouse. The Royal Commission into Black Deaths in Custody did not acknowledge most who died in jail were there because of violence against women. Of the three hundred and thirty-nine recommendations, none related specifically to Aboriginal women.

Victoria

There hopefully will be close to a major overhaul. The Victoria Police Statewide Steering Committee to reduce FV is currently developing police/court for both women and perpetrators. Watch this space. Legal Aid still a problem.

An Aboriginal spokesperson commented: There is a lack of trust and respect across both Aboriginal communities and police. I believe this is improving with Community Justice staff who are there to be called by police. These Aboriginal staff support Aboriginal people when notified by the police.

Queensland

There are Community Police on Thursday Island, Aboriginal Police Liaison Officers in Cairns, and a community pilot project called Walk Away/Cool Down. One informant noted: I am aware of a partnership in Gladstone involving greater coordination and response from police, DV agencies and Centrelink for women in DV situations. The establishment of Murri courts in Queensland is some progress. Some, but not a lot, of Queensland police have improved. Others still make derogatory comments to women.

A law and order approach is not the answer. There are problems with the Criminal Justice response. Women are now being incarcerated for retaliating against violence. There has been a 7% increase in prison population, since the focus on violence in Aboriginal communities in Queensland.

Western Australia

Much progress in the development of the Joondalup District Police Court Collaborative Model — to Courts Statewide. Some progress in the provision of DV liaison officers.

South Australia

Even though many attempts have been made, responses from the criminal justice system is concerning at times.

Integrated programs are doing a lot of work in this area. Police still do not, as a regular part of their role consult with women about matters in which they are involved (criminal justice section prosecutors). If the woman has an advocate then we can keep on top of it, keep calling police; if she doesn't she is presently at a disadvantage. Response from police patrols is still a lottery. There is collusion with the violence in police remarks/responses. Often little positive response to breaches and reports of breaches. Specialist DV units are often viewed differently and seen to be providing assistance, but these units receive little recognition from police service for their work. Police prosecutions need to look at what idea bargaining really means. Often enter into arrangements with consulting victim. If they do consult the victim they may be ringing from court and asking her what she wants to do! Woman needs to have time, explore her options, be provided with all relevant information, with or without an advocate.

Northern Territory

Some progress — Commonwealth PADV-funded community development and training projects offer training to police recruits and Aboriginal Community Police Officers.

In Tennant Creek police now respond in five minutes — much progress. There is a no-drop policy — that is, if a complaint, police will not drop it. In Tennant Creek there is no legal service, however DV service and police have protocols. According to a lawyer, there appears to be some regression in attitudes to domestic and family violence in Court. Six years ago the Alice Springs Court introduced fast tracking of DV cases, however it has never really been implemented. There is no support for women in contested cases. The establishment of DV units within the Police Force (Darwin and Alice Springs) is a step forward. Also — in 2003 a Review of Police Services, and a new police station being built at Kintore. Fax back systems used by police are positive.

Refer Section 6 Domestic Violence Act (NT). Irrespective of woman's wants, if police deem circumstances are dangerous, safety/needs of person are paramount, we will take out an order. Victims are killed by their spouse.

No age of consent for sexual activity and insufficient focus on violence in NT Criminal Code.

Australian Capital Territory

DVIP is a successful pilot.

National associations

There is some evidence that some state/territory governments are working to improve the responses of the criminal justice system. See, for example, the recent work the Tasmanian government to draft new family violence legislation (pro-enforcement, pro-arrest).

According to one key informant: I think there is too much being done in this area all across the country, and that much of it is lacking analysis and evaluation. There is heaps done in ACT, neglecting other areas. Does it make our women and children safe? Who misses out? This improvement must be done, however police are often hard to contact.

Source: Survey numbers 19, 64, 62, 8, 88, 13, 16, 76, 50, 87, 5, 96, 20, 21, 3, 7, 84, 36, 37, 1, 2, 24, 14, 43.

RECOMMENDATION 15

Improve the response of the criminal justice system, in particular police, to domestic violence — need for particular groups of women to feel reassured about the police response: particularly: rural, Aboriginal, lesbian and NESB (Keys Young, 1998, Rec 9.2.8, p100).

New South Wales

No progress — these particular groups are still vulnerable and do not get adequate support from the police. Some Aboriginal women have reported the DV or SA to the police and find themselves locked up because of outstanding fines/warrants. The police leave the children in the house with the perpetrator.

Queensland

Aboriginal women do not have confidence. Lesbian women also have no confidence, because of the derogatory comments made to them (Indigenous woman).

This area is a mixed bag. The appointment of DV Liaison Officers in the police is a help if the person is interested and active. Indigenous Liaison Officers can be a help, but in some communities they are known abusers, so are not trusted or used for support. In my twenty years of work, I am aware we have said the same thing all these years.

South Australia

There are still issues with interpreters and culturally appropriate responses by police for NSBB women (Immigrant woman).

It is still mostly men that police speak to when attending a NESB callout so that what is going on is relayed from his perspective; this may result in minimizing violence by police, or downplaying his role/responsibility where both parties drinking, violence is usually still attributed to both parties and in equal measure/terms.

Northern Territory

Anecdotal evidence suggests these groups are less confident than before, about accessing police assistance. There is a dedicated DV unit – Darwin and Alice Springs; trained by liaison officers at all major regions. Much progress in police and community services response to Aboriginal women. However another reported the opposite: Indigenous women mostly do not have a voice in Aboriginal communities as most Community Councils are run by men, some of whom are perpetrators.

National associations

Analysis of this issue is still missing. In many instances, there would still appear to be a culture within the police force which views DV as a 'private matter', particularly in rural areas.

Source: Survey numbers 61, 62, 8, 50, 16, 88, 21, 22, 85, 84, 14, 24.

RECOMMENDATION 16

Improve the response of the criminal justice system, in particular police, to domestic violence -need for information about police role (Keys Young, 1998, Rec 9.2.8, p100).

New South Wales

No progress — and a police responsibility to give information (Indigenous woman).

Queensland

Police need more training and cultural awareness (Indigenous woman).

South Australia

There is the need for police information in a variety of languages (Immigrant woman).

Northern Territory

Protocols currently being developed. Police pamphlet distributed in 2003.

Australian Capital Territory

There is willingness to improve this among services and police in ACT.

National associations

Some progress — but information is available to service providers and not often to victims.

Sources: Survey numbers 19, 88, 50, 4, 85, 14.

RECOMMENDATION 17

Improve the response of the criminal justice system, in particular police, to domestic violence — need for women to hear about available supports (Keys Young, 1998, Rec 9.2.8, p 100).

New South Wales

If Aboriginal women are four times more likely to be a victim of an assault it says that Aboriginal women are accepting the violence because they don't know of their rights.

Victoria

In the Goulburn Valley Community Justice Program, Aboriginal staff assist in education.

Queensland

Workers let women know and use media for Aboriginal women (Indigenous woman). Little support and funds for this except for the designated Awareness week each year.

Court support programs are operating in liaison with regional DV services and SAAP funded DV services.

Western Australia

Some progress through brochures and community education.

Northern Territory

There is more information than an increase in services. Domestic Violence unit of police (in Darwin and Alice Springs) and DV Liaison Officers provide this information.

Source: Survey numbers 62, 16, 50, 4, 22, 76, 37, 2.

Recommendation 18

Improve the response of the criminal justice system, in particular police, to domestic violence — improvements in breaching (Keys Young, 1998, Rec 9.2.8., p100).

New South Wales

Some police believe you should only have an intervention order and if the woman keeps going back then they won't breach.

Northern Territory

'No drop' policy implemented by NT Government, i.e. once there is a charge, then no dropping it.

Queensland

No progress — still a big problem. No progress in attitudes and little in actual action. Police do not act — a crime is not taken for a crime.

South Australia

Reporting still a lottery – depends on who is at the front desk at the police station, or the station itself, and under resourcing of police – often women must make an appointment and come back a second time. There is still confusion around what constitutes a breach and there is frequent minimization of the breach (not really serious, he just wants to see the kids). Women not given information that they can just report a breach without him being charged; they can 'build up a picture/pattern' for when they want to proceed.

Prosecutors (police) breaches are minimized, dropped in favour of other criminal charges. Breaches of Domestic Violence Restraining Orders are viewed as minor; it's not until you have ten to fifteen that the matter is viewed seriously and even then breaches may be 'negotiated'. The impact of breaches on women and children is not recognised or it's minimized.

Court outcomes: do not reflect the seriousness of the crime even when there are multiple breaches or man has appeared in court previously. Little consideration given to the nature of the misdemeanor. Little understanding of what enhancing community safety for women living with Domestic Violence means.

Correctional services: deliberately do not report some breaches to court because 'we feel there will be little consequence' so the man will feel he has 'gotten off lightly'. Sometimes the breach needs to be weighed with his progress in other areas.

Victoria

This is a constant issue in the Aboriginal communities – no progress.

Source: Survey numbers 62, 50, 4, 22, 34, 84, 37

Recommendation 19

Improve the response of the criminal justice system, in particular police, to domestic violence — need for more positive images about police assistance (Keys Young, 1998, Rec 9.2.8., p100-101).

New South Wales

Depends on the Commanders, and the Domestic Violence officer what are their views.

Victoria

There has been big increase in reporting since the Chief Christine Nixon was appointed. Police seem to have improved.

Queensland

Women are still being taken out of their homes, not the men.

South Australia

Need more positive police assistance, especially for call outs!

Northern Territory

Some progress — ad hoc television campaigns. Some marketing. There is training for police – recruits, general duties, supervisors. For some women it is 'shame thing' to have to go to the police. NT police can remove a man for seven hours. Tennant Creek police respond in a very sensitive way.

Australian Capital Territory

The culture of the ACT police in response to domestic violence is improving.

Source: Survey numbers 19, 62, 17, 8, 50, 77, 88, 4, 84, 36.

Recommendation 20

Improve the response of the criminal justice system, in particular police, to domestic violence — need for women not to be forced out of their homes (Keys Young, 1998, Rec 9.2.8, p100).

New South Wales

Little progress: this is an area where much more needs to be done. Women are still being victimized, they move out not the perpetrator.

Victoria

This is still the big one! It's about kids, employment, access to money, legal aid and safety.

However an Aboriginal key informant noted: When violence occurs Aboriginal women and men will leave the family home.

Queensland

This recommendation is only useful if the woman feels safe staying at home.

This needs loads more work, leadership and funds. Very little — some local work with some Magistrates.

South Australia

This is still a controversial issue because of the safety/security concerns requiring a multi-layered approach involving various systems. Women are still mostly forced out of home: a man's home is his castle, and fear that you will never be safe because he knows where you live. Yet if you don't leave, women are threatened with 'we'll remove the kids'. This is what we still hear from women. Little understanding by courts of legislation to remove perpetrator from home as part of restraining order; little support to remove perpetrator.

There is inconsistent support from community and government agencies to assist women remain in the home. Their perceptions of safety and effects/impact of Domestic Violence override or deride women's views. Not much conversation with woman to work this through.

Northern Territory

Some progress with police removing the offender for a required seven hours. Generally, women can't wait to leave. When the situation has cooled then they want to return. To be eligible for crisis payment from Centrelink, women have to have left home, they cannot receive it staying at home, even if the place has been trashed.

Australian Capital Territory

The pro-arrest policy and use of sole-occupancy orders is having an impact.

Source: Survey numbers 19, 62, 16, 88, 50, 87, 6, 22, 35, 76, 85, 84, 36, 37.

Recommendation 21

Improving agency linkages – policies and protocols for clear referral be developed , especially refuge referral services, CASAs, outreach services (Dimopoulos et al, 1999, p 74).

Victoria

The Family Violence Crisis Protection Framework has forced collaboration and development of protocols. Working well in some regions but not others. Services have developed inter-agency protocols between outreach/refuge, avoiding the central referral service. Still needs work.

Queensland

A developing area in Queensland. Some improvements locally reported as part of the Service Improvement Strategy.

South Australia

In SA, we have clear policies and protocols for accommodation, less consistent and coherent about outreach. We have sector wide standards, but mainly individual agencies have developed the process and fast tracking systems individually. Competitive tendering impacted negatively on collaborative work and progress in this area.

Western Australia

Regional Domestic and Family Violence Committees have been established and funding is available, with conditions.

Northern Territory

Some progress — NT government-funded Domestic Violence protocol project has had limited success, and difficulty engaging with services sector. Sometimes hospitals do not give appropriate referrals. In Central Australia, there are mainly informal agreements, and the DV Liaison group meets monthly in Alice Springs which facilitates working together. The Family Violence Council explored this and found only two signed protocols, including Dawn House and Child Protection. Others are still under discussion, however there are often informal working arrangements. Tennant Creek services have established protocols.

Centrelink, Territory Family and Children's Services and Department of Health and Community Services have protocols, currently under review and update.

Australian Capital Territory

The funding of the ARSSC (Access, Resource and Support for SAAP Communities) Project to assist all SAAP-funded services with protocol development. This has mainly been focused so far on mental health referrals, rather than domestic violence responses.

National associations

This shows some progress.

Source: Survey numbers 19, 8, 77, 13, 16, 87, 50, 88, 22, 76, 84, 7, 85, 36, 2, 14.

Recommendation 22

Improving agency linkages — increase links between child protection and family violence systems (Dimopoulos et al, 1999, p74).

Victoria

Child Protection uses refuge as a way of dealing with Domestic Violence. They do not take appropriate action against the perpetrator and make women use services.

Much work needs to be done in this area. (Indigenous woman)

Queensland

This area is not developing much. Queensland Future Directions funded pilot projects to improve links between Domestic Violence and child protection services.

South Australia

Little understanding on the interface between Domestic Violence and child protection. Woman still held responsible for violence, still expected to leave home, men remain invisible in most Child Protection interventions.

Northern Territory

The NT Community Welfare Act is presently under review. One Darwin based Domestic Violence service has protocols established with child protection. High level of liaison between police and family services. Protocol in place. Outside Darwin, this is just beginning. Informal agreements between the local Hospital, CAAFLU and police in Central Australia.

Australian Capital Territory

Protocols have been developed between Domestic Violence and child protection services, however they are not always used. Services report a lack of response from Family Services.

National associations

There is some progress, however it is somewhat ad hoc.

Source: Survey numbers 19, 8, 50, 88, 22, 76, 84, 36, 37, 14

Recommendation 23

Improving agency linkages development of a common agreed assessment procedure in situations of family violence (Dimopoulos et al, 1999, p 75).

Victoria

Regionally there is some movement. The Statewide common assessment is usually Women's Domestic Violence Crisis Service (WDVCS) intake form.

Many Aboriginal communities are still coming to terms with discussing family violence.

Many workers do not have the skills to lead in this sensitive area.

Queensland

This is an inappropriate recommendation- one size does not fit all (Indigenous woman).

South Australia

Violence Intervention Programs and protocols with police and courts.

Western Australia

One service uses the Duluth Model from United States of America. The degree of commonality depends on location.

Northern Territory

No progress — and I would not want to implement this — various people, in various contexts. Assessment procedure has been developed by DV counseling service in Tennant Creek. The SAAP complex needs research will be relevant to this recommendation.

Source: Survey numbers 16, 50, 13, 88, 16, 5, 6, 84, 36, 37, 14.

Recommendation 24

Improving agency linkages — development of sector-wide service assessment outcomes, in relation to the woman's goals (Dimopoulos et al, 1999, p 75).

New South Wales

Case planning is agreed among all the refuges and this can only be positive when the women themselves are in control of their case plan. Aboriginal women's needs are not addressed.

Victoria

Funding of women's Domestic Violence peak body (DV-Vic), which occurred in 2002-2003 will assist this process.

Northern Territory

High (level of) liaison between police and family services. Protocols in place.

Source: Survey numbers 61, 62, 50, 36.

Recommendation 25

Increasing access for women not currently seeking support — regional and metro telephone directories include domestic violence services in community listings in accessible manner (Dimopoulos et al, 1999, p76).

New South Wales

Much progress on pamphlets and brochures. Some phone numbers are still not included in community listings

Victoria

People still worried about security vs access. Needs more work.

Queensland

Our Indigenous service worked with police to develop our own brochure. This is on the initiative of services, except for some awareness campaigns from time to time. There are some improvements with preparation of help cards, and more widely available service listings, particularly in rural areas.

South Australia

Some progress — Crisis lines have 1300 toll free numbers so more women have access. Yes — some improvements observed, but not necessarily in a co-ordinated fashion, by individual services, and no support from government.

Western Australia

This will be a requirement for all funded Regional Domestic Violence Committees.

Northern Territory

A full page in the Darwin telephone book. Media campaigns. Contact cards with relevant service provider names. This recommendation assumes everyone has access to a telephone directory — unlikely in many places. This recommendation is irrelevant to women in remote areas. Remote communities have few resources of anything.

Australian Capital Territory

This has been in place for a long time in the ACT.

Source: Survey numbers 19, 61, 62, 8, 50, 87, 89, 88, 4, 22, 76, 7, 85, 25, 1

Recommendation 26

Increasing access for women not currently seeking support — information be provided about services in public places, eg supermarkets, post offices (Dimopoulos, 1999, p 76. See also Bagshaw et al, 1999; Rec 1, 08, p22).

Queensland

One reported that a post office on Thursday Island has explicitly refused to display posters about family violence. Another said — I have not seen any such thing! (Indigenous woman).

There are more brochures available now.

Women's services have done some projects, such as bill boards and shopper dockets advertising, when they have the funds.

South Australia

More posters appearing in public spaces on available resources. Some local government initiatives to inform people of resources in local papers, on supermarket dockets. However, these are not regular. Some regional areas holding public forums on Domestic Violence – twice yearly or annually. More articles in newspaper on Domestic Violence.

Victoria

No progress — this information is displayed only within Aboriginal organizations — not in the public arena.

Western Australia

Some progress — in doctor's surgeries and local libraries.

Source: Survey numbers 5, 20, 3, 22, 84, 37, 2.

Recommendation 27

Increasing flexibility to ensure equal access for all women — access by NESB women to interpreters when going to court (Dimopoulos et al, 1999, p 76-7; see also Keys Young, 1998; and Bagshaw et al, 1999, pp 36-39).

New South Wales

Some progress — but in NSW we are going backwards with interpreter availability.

Victoria

(Generally) Some in outreach. Either interpreters don't show up, only booked for few hours by courts – limited face to face contact re interpreting legal papers. There is a need for legal aid.

Queensland

Often the Court budget does not allow interpreters. Sometimes Magistrates attitudes do not allow interpreters. The further away from metropolitan areas, the less likely there are to be accessible interpreters provided. Very few interpreters available away from major cities.

South Australia

Progress through a particular immigrant woman's service, but minimal improvements in the system overall. (Generally) More support for women presenting at court, which includes information and referral services. This is a new group of women. 50% of women we see at court have not had contact with a DV service before. Women wanting outreach services only are subject to a 'lesser' service. Not so consistent, regular or intensive in some women's services. Not sure women with drug and alcohol issues receives same service, re NESB women. On occasions, it was clear women's language skills were not sufficient when they were called to the stand. Sometimes interpreters do not appear; they were held up at another court on other business.

Western Australia

This will be included in the Draft Statewide Family Violence Strategy.

Northern Territory

Some progress – interpreter service in Darwin is accessible and responsive. A problem to access Indigenous language interpreters.

Australian Capital Territory

Very difficult to find appropriate interpreters for Domestic Violence situations.

National Associations

(Generally) There is some evidence to support this recommendation. As an example, see Family Court of Australia Family Violence policy.

Source: Survey numbers19, 64, 8, 89, 22, 35, 85, 84, 36, 1, 24.

Recommendation 28

Interview and counselling services should give applicants for immigration access to information about their legal rights and access to legal services (Dimopoulos et al, 1999, p 77).

New South Wales

Access to legal services is still a problem, and legal aid is not available.

Queensland

No progress — these are needed services. Sisters Inside has been funded for a multi-cultural research and training project for NESB women in prison and their children. Women's services work hard to meet the need of the client group and assist women to battle the systems, However there is no leadership of funding from government for this.

Northern Territory

There are no legal services in Tennant Creek nor in remote areas.

Australian Capital Territory

As clients are not eligible for legal aid, they must rely on finding pro bona lawyers — this is difficult.

Source: Survey numbers 19, 61, 88, 20, 3, 22, 84.

RECOMMENDATION 29

Court support programs be examined to ensure accessibility to NESB and Indigenous women (Dimopoulos et al, 1999, p 77).

Victoria

Criminal Justice Program workers inform women and men of their roles. (Indigenous woman)

Queensland

Practice Standards have been developed for Court Support – services must meet standards as a condition of funding.

Western Australia

There is some progress in relation to court support in the Geraldton area.

Northern Territory

A NT government review of court support programs was completed in 2003. Victim Support Unit has been established as part of Director of Public Prosecutions (DPP) office, a NT government sponsored program, however mainly in Darwin. Only one victim support worker in DPP in Central Australia. Much progress — court support by shelter workers and DV service. (Indigenous woman)

Source: Survey numbers 8, 16, 50, 87, 76, 37, 78.

Recommendation 30

A State Indigenous Women's Domestic Violence Taskforce be established to provide direction in addressing family violence (Dimopoulos et al, 1999, p77; see also Bagshaw et al, 1999, p48 rec 8.20).

New South Wales

No progress — this has not occurred that we are aware of (Indigenous woman).

Victoria

Such a Taskforce has been developed. It is jointly managed by Department of Human Services and Aboriginal Affairs, Victoria.

Queensland

Indigenous women in Queensland want a State committee and there is not one. One comprising community women, not an academic research centre as established in Mackay. This has been recommended in Queensland, too, but not yet implemented.

There are new networks developing, but no leadership of funding from Government to implement this. Aboriginal Affairs have a Family Violence committee, with men and women members.

Western Australia

WA has established a State Indigenous Women's Congress, which will have Family Violence as an agenda item.

South Australia

We are unsure about any progress here. The Department of Human Services has been promising to do things for ages, but little so far has occurred. It would be most useful for Correctional Services as they have little strategic direction around DV; little training for officers, and little understanding that all intervention in this area must emphasise risk assessment and safety planning for victims.

Northern Territory

In 2003 a new Territory Indigenous Family Violence Council was established, with women and men, 50% Aboriginal and 50% non-Aboriginal members.

Australian Capital Territory

This has not occurred. There is a Koori Women workers network for support, rather than policy advocacy.

Source: Survey numbers 19, 62, 8, 13, 16, 17, 87, 88, 89, 50, 5, 20, 21, 3, 76, 22, 84, 36, 37, 1, 2.

Recommendation 31

Consideration be given to regionalised nodes of service delivery, connected to statewide service providers through computer technology, for referrals and information access (Dimopoulos et al, 1999, p77).

Victoria

Bed vacancies are with Transitional Housing Managers properties and emergency accommodation. Pro-forma assessment forms/Section 1 forms, are used. There are improved Office of Housing relations.

Queensland

Regionalised Domestic Violence services and regional planning processes have been established and implemented through the Domestic and Family Violence Service Systems Improvement Strategy.

Indigenous service only obtained computers recently — through gaming funding grants.

Queensland has a Statewide service called DV Connect. It is very slow. It costs a lot of money to get women out of a remote area, and a Statewide service is insufficiently informed about the remote area difficulties.

Little discussion of regionalised nodes in Queensland.

Western Australia

There are 17 Regional Domestic and Family Violence committees.

South Australia

Currently the relevant government department is developing a computer program which will identify accommodation availability across SAAP services in the State

Northern Territory

No progress — NT has no Statewide service provider, and no referral service other than an inadequate volunteer service.

Most government agencies have information, yet restricted by confidentiality issues about information that can be released to other agencies. Introduction of FOI legislation. Centrelink offers a community connections directory, access to which is dependent on computer access. There may be only one access point in remote areas.

Australian Capital Territory

This is not needed in ACT.

Source: Survey numbers 19, 8, 50, 87, 76, 4, 5, 6, 21, 22, 7, 36, 2.

Recommendation 32

Departments responsible for housing and community services consult closely with refuges to ensure adequate accommodation targets (Dimopoulos et al, 1999, p 77).

New South Wales

Aboriginal Housing office now has a homelessness officer to work with agencies. Homelessness Action Team in the Department of Housing established.

Victoria

Improved relationships with state housing/community services.

Lots of communication. Problem is in the regions – not always consultative or giving. Under Minister Bronwyn Pike there was progress, now a change of Minister always slows progress.

Queensland

Has been some dialogue, but still limited. Public housing availability is a problem in rural Queensland.

South Australia

Looks a little like token consultation to us. Numbers of units, plus flow through, plus exit points, plus removing the perpetrator from the home, plus enhancing safety and support to women who remain at home still need much work.

Northern Territory

Territory Housing (now incorporated into the Department for Community Development) is responsive and facilities in Darwin have been upgraded and expanded, however there have been no increased SAAP funds for support, so facilities have not expanded.

In public housing, there are huge waiting lists. Tennant Creek Shelter coordinator is active on Priority Housing Committee – however we need safe rooms in Territory Housing — with phone and locks (Indigenous woman).

Australian Capital Territory

In ACT departments consult, however do not respond by providing more housing options. Housing is critical at present — following the bushfires there is a housing shortage.

Source: Survey numbers19, 8, 50, 87, 76, 4, 5, 6, 21, 22, 7, 36, 2.

Recommendation 33

That there continue to be a central (State/territory) phone number for information about domestic violence, and that this is widely publicized, provides practical information and referral on a twenty-four hour basis, and is available toll-free for rural callers (Bagshaw et al, 1999 Rec. 1.06 p21).

New South Wales

Aboriginal women in rural and remote areas do not access the service, thinking they can't help country women.

Victoria

Yes, it's all happening.

Queensland

In one sense DV Connect is a sign of progress – but there needs to be a lot more work done to make it knowledgeable and effective, and accessible for remote area women. Recent changes to auspices and funding cuts means that the Statewide DV lines struggles, but does its best.

Western Australia

A new women's Domestic Violence Helpline was established in August 2003. There was already a men's helpline. The new line will be widely promoted by government. There is also a Wheat belt 1800 line.

South Australia

Much progress – the establishment of DV Crisis Service and DV Helpline 1300 and 1800 numbers.

That they have well trained, competent staff that do not fall prey to men's invitations to collude is very important. Appropriate, accredited training is very important. There is often a perception that volunteers after a couple of sessions of DV training are skilled enough to deal with men calling about their violence. This may result in poor practice, increase risk to women and is disrespectful of their experience. Women using the services must have access to appropriate support, counselling.

Northern Territory

The only service is a volunteer service, and it is inadequate. It is not widely publicised in NT.

NT has chosen regionalised service delivery. Due to small population, many referrals for persons involved in DV are to 1800 numbers (interstate). Numbers are widely advertised through media, advertising, etc.

Source: Survey numbers 62, 8, 89, 16, 50, 5, 22, 7, 85, 84, 36, 1, 2, 78, 2.

Recommendation 34

That affordable and accessible support be provided for victims of domestic violence with consideration to after hours access; using both paid workers and volunteers; early intervention; diversity of location, eg including workplace counselling (Bagshaw et al, 1999, Rec 1.16, p25).

New South Wales

Using volunteers often presents a problem and many services therefore cannot support the idea of using volunteers (Indigenous woman).

Victoria

Often depends which service a woman goes to. A great inequity still exists especially between church and community based organisations. Access to money, protocols, people power – outreach still nine to five pm. Improvement regionally but not statewide.

Queensland

DV Connect 1800 number is available in Queensland. Workers work extra hours all the time to provide twenty-four hours/ seven days. Some areas are OK and with twenty-four hour access. There need to be more regional and remote area nodes.

We need much, much more (Indigenous woman). Shelters provide after-hours access, there is the Statewide telephone line and a Townsville region telephone line. There is little out-of-service counselling and few outreach workers in Queensland.

Western Australia

After-hours access is available, no movement on diverse locations such as workplaces.

South Australia

We have a long way to go. There is possibly a difference in quality of support for women trying to access information and support services after hours. Little in the way of sensitive, informal specialist support to women at the time of an incident. Left to police to deal with and there a wide variety of responses. It is important workers go wherever women feel it is most safe for them to be seen (without losing sight of worker safety).

Northern Territory

This is mostly crisis focused. No Safe Houses. Refuge only for after a woman has been abused — not preventive. There is training by one trainer and no volunteers.

National associations

There would appear to be gaps in the provision of affordable and accessible support for victims of Domestic Violence. Particularly for women in rural areas, and women with disabilities. For example, accessible support for women with disabilities may mean attendant care, transport, interpreters, etc., and these are often not available. New crisis phone services have serious limitations. Workers are used for generic crisis work, so it is a resource being taken from Domestic Violence to other areas.

Source: Survey numbers 87, 50, 13, 16, 88, 3, 5, 20, 22, 7, 84, 36, 1, 24, 26.

Recommendation 35

That services offering respite childcare be available to parents who are leaving or have left a domestic violence situation…… (Bagshaw et al, 1999, Rec.1, 17, p25)

New South Wales

There is some respite care, but many women do not want to leave their children (Indigenous Woman).

Victoria

If anything, there have been cutbacks. There are waiting lists – no casual spots, expensive and difficult to access immediately.

Queensland

Indigenous women would like childcare workers to work with children. The child-care centre on Thursday Island has a waiting list. One Indigenous key informant commented — I am concerned about this recommendation — and would not want children put in State respite, in case they were kept there. There need to be child-care workers based at refuges/shelters. Many rural areas do not have such services, and it is generally difficult to get respite places in the few services available.

Western Australia

Some is available through Family Support in the Department for Community Development.

South Australia

Getting child care is a huge problem in South Australia- there is a lack of available spaces. Getting any respite care is hard for anyone seeking such a community service. It is important that women believe it is not a ploy to remove children in the longer term, particularly if woman returns.

Northern Territory

This was previously available through NT Family and Children's services, however it is no longer accessible. None available in Tennant Creek.

Australian Capital Territory

NGO Barnado's Children's Services offer respite child-care, however it is difficult to access. Usually they can only provide a few hours at a time.

Source: Survey numbers 19, 8, 88, 5, 21, 6, 22, 7, 85, 84, 36, 1, 2.

Recommendation 36

It is recommended that women leaving domestic violence situations and applying for NewStart allowance, be given a temporary exclusion from work-test requirements for three months to enable them to adjust and prepare for seeking employment (Bagshaw et al, 1999, Rec.1.1.8, p25).

Queensland

Women need six months on full pay. Centrelink staff need to be well-informed to promote this possibility as it depends on the individual circumstances. Centrelink doesn't give blanket exemptions and it might not be in all women's interests to get a three month exemption straight off.

South Australia

Women need to apply for this and there is a lack of information about it. Unless a woman is connected with a service or worker, she would not be aware of this possibility. Our experience has been that a general practitioner will usually issue a certificate for two to four weeks and this then goes to Centrelink. It is up to the woman to go back (usually several times) this can be distressing, particularly when a woman has left and is trying to work through multiple, complex issues, secure accommodation and grapple with criminal justice issues.

Northern Territory

Centrelink in Central Australia is responsive to 13 weeks waiver of the work test. Sometimes there are issues of verification of Domestic Violence status for some women. Sometimes the crisis is not identified as Domestic Violence related.

Source: Survey numbers 16, 13, 17, 20, 21, 96, 84

Recommendation 37

That accessible and affordable courses continue to be provided for the survivors of violence, which focus on raising self-esteem; assertiveness training; conflict resolution skills; effective parenting strategies…………(Bagshaw et al, 1999 Rec. 1.27, p28)

New South Wales

Some Health Services provide a six-weekly course on self-esteem, the cycle of violence and sexual assault. Refuges also have group discussions and seminars on many relevant issues. The Aora center is running a course for Aboriginal women.

No progress — going backwards, with recent changes to course provision in TAFEs, according to one key informant.

Victoria

An increase, but most are attached to perpetrator groups. Not a lot of improvement – TAFE still good – but same.

Queensland

There is no publicity for the JET scheme on Thursday Island or in Mt Isa. There is an Opportunities for Women program. There are some programs run by women's services for survivors. We work with a local women's service to do some preventative work with young women rather than survivors. Some progress — but not always culturally appropriate and so some women do not want to access them.

Western Australia

Much progress — through women's refuges and support services. Once again, these are not specifically funded.

South Australia

Much progress — a number of groups are run in community health centres and co-facilitated with women's services. They are mostly free of charge. They are not specifically targeted to women with the experience of DV. According to another: There are a myriad of courses in South Australia now. However, there appears to be some confusion about what constitutes a support group, an information group, a therapeutic group. There is also a danger that effective parenting skill courses do not include domestic violence in their considerations. The courses are based on the premise that there is a deficit in some skill (nutrition, 'toddler taming') rather than addressing strategies that perpetrators may have used to alienate mothers from their children, dealing with ongoing abuse that the children witness, Also, need to be careful with conflict resolution skills when Domestic Violence is a feature. This also is not always considered.

Northern Territory

NT funded DV counselling service runs regular group work programs, with an educational component. Women get support while in refuge. The JET program still exists, but no clear referral mechanisms – typically people who are single parents are referred. There is a need for family support services. Some, but nowhere near enough.

Source: Survey numbers 61, 62, 64, 77, 8, 87, 88, 89, 5, 6, 96, 22, 76, 21, 7, 85, 84, 36, 1, 2.

Recommendation 38

That a toll-free number for rural callers be made available and this number be widely promoted (Bagshaw et al, 1999, concerning needs of rural victims of domestic violence. Rec 4.01, p35).

Victoria

Yes – through police/courts/service providers – but no Domestic Violence television coverage.

Queensland

DV Connect is the toll free line — 1800-811 (see earlier comments).

Western Australia

Much progress — through new toll-free Women's DV Helpline.

South Australia

We know the DVCS has a number, statewide. We don't know how widely this is publicized (it's not twenty-four/seven). The DV Helpline publicises its number extensively and we distributed posters with the number of couple of years ago.

Northern Territory

In NT this is available but not adequate. Not widely publicised or accessible. Legal services in Central Australia are accessible by toll-free number.

Source: Survey numbers 8, 89, 13, 5, 22, 84, 36, 1, 2.

Recommendation 39

That inter-agency protocols……ensure that those experiencing domestic violence are not disadvantaged due to location (Bagshaw et al, 1999, Rec. 4.03, p35).

New South Wales

Looks good on paper — what about reality?

Victoria

Through Transitional Housing Managers and some more flexible refuge services. Need for more allocation of properties in many regions.

Queensland

Some on the initiative of women's services working together. Distance and rural issues are still big in Queensland. Still some disadvantage due to location, however services work together to respond.

South Australia

Our experience is that interagency protocols, where they exist, are influenced by women's decisions to remain at home, seek outreach only.

Northern Territory

Protocol project is in Darwin only. In NT, women have to rely on police and women on night patrol where they are established. There is some progress — At Mutijulu (near Uluru) there is an agreement between the resort accommodation and the police regarding accommodation for women from remote areas.

Australian Capital Territory

There is some protocol development at regional level, however mostly focussed on homelessness, substance abuse and mental health issues — not Domestic Violence.

Source: Survey numbers 19, 62, 8, 16, 22, 96, 76, 84, 36.

Recommendation 40

That women's services and mainstream service providers, such as police, health and social workers, be educated about the experiences of lesbians in abusive relationships to raise awareness of lesbians who present for help (Bagshaw et al, 1999, Rec. 7.02, p40).

New South Wales

The NSW Refuge Movement has endorsed a DV pamphlet for lesbian women, and a pamphlet for friends of lesbians experiencing violence. These have been distributed to services, hospitals and Centrelink.

Victoria

DVIRC did a paper (leaflet education).

Queensland

There is some training for police in Mt Isa. Please educate more! (Indigenous women). Police have employed lesbians to facilitate training in Queensland. Lesbian and gay Police Liaison Officers have some awareness.

Western Australia

This is identified as a focus in the State Family and Domestic Violence Strategy (due August 2003). A policewoman lecturer ran such a workshop in Geraldton two years ago — this needs to be on-going.

South Australia

The Lesbian DV Action Group and Southern Women's Community Health Centre have placed this issue on the SA agenda and it is starting to be addressed.

Northern Territory

No progress, and no allocated resources. Lesbians are invisible in Tennant Creek.

There is some training done. Unfortunately, NT legislation – DV Act, still does not recognise same-sex relationships. However, we can get around it if the couple have ever lived together. NGOs have equity policies and inclusive practices.

Australian Capital Territory

There is nothing being done in this area, although some research, by Ruth McNair, suggests higher rates of mental illness, substance abuse and experience of violence. This is only just beginning to enter broader dialogues, and much more needs to be done. I believe some services would do well to have identified lesbian positions. With reasonably swift progress in law reform in many States/Territories, it is high time that services looked at policies, procedures and service provision to ensure that they are accessible to this group.

Source: Survey numbers 19, 61, 8, 88, 50, 13, 20, 3, 76, 7, 36, 2.

Recommendation 41

That specialist services be made available for both victims and perpetrators of abuse in lesbian relationships and for the children involved (Bagshaw et al, 1999, Rec. 7.05, p41).

New South Wales

No services available to my knowledge – should be made available as a matter of urgency.

Queensland

Lesbianism is still a 'hush hush' thing in far north Queensland and not a major issue in the Indigenous community. Not a major issue in rural and remote areas, however there is some awareness of it. No specialist services.

Northern Territory

No resources available. We are currently developing opportunities for gay and lesbian police officers in the NT.

Source: Survey numbers 61, 8, 88, 50, 22, 76.

RECOMMENDATION 42

That specialist counselling services for lesbians in community health settings continue to be supported (Rec 7.06 (1999, p41).

New South Wales

Some community health centres provide counselling for people regardless of their sexuality, and sometimes provide lesbian counsellors.

Victoria

Counsellors connected with women's services indicate they are lesbian/gay friendly. More informed choices for women but homophobia still alive and well.

Western Australia

Some progress through the Gay and Lesbian Associations, however not in rural areas.

South Australia

This is happening very slowly.

Northern Territory

These never existed in NT .The need has not been demonstrated.

Source: Survey numbers 61, 8, 88, 7, 36, 2.

Recommendation 43

In order to ensure the safety of Aboriginal women and children who experience family violence, it is recommended that facilities be made available to immediately answer after-hours calls and to organise appropriate and timely response (Bagshaw et al, 1999, Rec 8.08, p44).

Note: In recommendations concerning Aboriginal women, South Australia specific recommendations are excluded.

New South Wales

In NSW refuges have staff on twenty-four hour sleepover so response is immediate. Services need to ensure safety in regard to ATSI workers (Indigenous woman).

This needs to be done for all women.

Victoria

In Victoria we have Elizabeth Hoffman House [Victorian Aboriginal Women's Refuge] – they have had to fight for everything. The Department funded a DV Outreach worker but with no car. The only reason services have improved some is through the determined nature of Koori women and their supporters. Let's hope the [new Statewide Victorian] taskforce does something.

Queensland

There is an after-hours service in Mt Isa, however many rural and remote areas have no services at all. Difficult in remote communities- it would be simpler to remove the perpetrator rather than the victims – lots of fear and nowhere to go.

It is still an appalling situation for aboriginal women and children. There is a consultation underway to explore a 1-800 Murri Line.

Western Australia

Because of the remoteness of many Aboriginal communities in WA, 'a timely after-hours response' cannot be implemented, as much as developing appropriate responses with remote and urban communities. However all refuges and crisis care services in WA respond.

Northern Territory

No progress — a lack of safe houses, and where they do exist no funded staff. No special progress — only generalist services and police. There is limited police presence on communities, so it is very difficult for women on remote communities in the NT. Police respond very quickly in Tennant Creek. Not enough attention to Alice Springs town camps — violence to the point of murder.

Australian Capital Territory

There is one specific Aboriginal service in ACT – Winnunga Nimitija — a health service – which is inundated with requests. In addition there is a new youth outreach service. Neither of these specifically focus on domestic violence

Source: Survey numbers19, 62, 8, 13, 16, 88, 89, 6, 96, 3, 22, 36, 1, 2.

Recommendation 44

That further research be undertaken to identify the links between family violence and substance abuse in Aboriginal communities and to determine the implications for policies and practices in these communities Rec. 8.14 (1999, p46).

New South Wales

Aboriginal communities need to have control over research undertaken with their particular communities. Outsiders, being Aboriginal or non-Indigenous may represent a threat. We would welcome this. Governments, ATSIC are saying this is the case, we are saying 'no, this is an excuse'.

Victoria

More at a Federal level. We still have very little meaning response in Victoria for women or men.

Queensland

No such research underway to my knowledge. Not enough research which includes us Aboriginal women working 'on the ground' (Indigenous woman).

We know the issues — we need to know what programs work. I think the time is past for research. The causes and links are pretty well known, the issues need to be addressed.

And another: No more research, there is enough — implement existing recommendations. The ATSIC women's taskforce also recommend this type of research.

Western Australia

The Gordon Inquiry produced much information with widespread publicity. No further research.

South Australia

No progress — I believe there is very little training occurring. A lot of the conversations with Indigenous families that we hold attribute the violence to substance abuse and come from the stance that should the substance abuse disappear, so would the DV. We don't have any evidence to suggest this is the case (right across the board). The remarks may also be tied to dispossession and marginalisation. As this model does not work with alcohol and drugs as the cause, it can sometimes be interesting to watch how conversations proceed, particularly where white culture is also a feature in the intervention. Workers get 'nervous' and do not want to be accused of cultural insensitivity.

Northern Territory

NT has a funded itinerant's project studying the implications of alcohol and substance abuse. NT Office of Women's Policy collects data on domestic and family violence, as do the police. Some research — but not enough.

Source: Survey numbers 61, 62, 8, 16, 17, 22, 4, 3, 96, 21,5, 84, 36, 1, 2.

Recommendation 45

That support be provided for continued improvements in services offered by police to Aboriginal communities, in both rural and urban areas, including strategies such as the use of Aboriginal police aides; education of police about Aboriginal culture; and seminars to cadets at police academies (Bagshaw et al, 1999, Rec 8.15 , p46).

New South Wales

Rural and remote areas do not have Aboriginal police aides, and often in urban areas the positions are limited and tokenistic (Indigenous woman).

Victoria

I think it is all token. One representative here and there – support that has been ordered rather than understood. A two or three hour session on Aboriginal issues is nothing. The police generally need more resources to deal with this. Active consultation, recruitment with communities is rare. Women still get overlooked as with white communities in relation to Domestic Violence.

Queensland

It is positive that Cairns has Aboriginal Police Liaison Officers. On Thursday Island there is a Schools program called 'Adopt a Cop' to encourage better relationships. Cairns Aboriginal Police Liaison Officers, and the Walk Away/Cool Down project are positive developments. There is more cross-cultural education needed (Indigenous woman). There is more talk than action. Many of the police stations in Aboriginal communities are in barbed-wire compounds. Some police are good in communities, some are not. The Police Aid system is limited, and often the police liaison officer is a known abuser.

Western Australia

Significant progress – twenty-seven new police positions have been funded following the Gordon Inquiry funding. There is government funded cultural awareness training. The use of police aides in remote areas can be detrimental, as some are in fact perpetrators themselves.

South Australia

Most police will still remark that they were both drunk. Implicit in the statement is shared responsibility for the violence and abuse. It is also that services such as ours could call and speak to aides etc, as consultants.

Northern Territory

NT has an Aboriginal Community Police Officers Program. Police need greater resourcing in NT to have time to attend to family violence issues, and a review of police funding in 2003 may address this. There are DV Police Units in Darwin and Alice Springs. NT Government review of policing 2003 recommends action in this regard .There are many difficult issues with and for Aboriginal community police in remote communities with small populations.

NT has great training and protocols at Police Academy and NT Police are involved in the Family Violence strategy. Police aides should receive the same pay as police officers.

Tangyntere in Alice Springs gives some induction to police.

Source: Survey numbers 8, 77, 13, 16, 17, 50, 88, 89, 6, 20, 21, 22, 84, 36, 1, 2.

Recommendation 46

In addition to groups identified above, there is a need for services for younger women (WESNET, 2000, p9)

Victoria

Higher targets – little resources. The State government has good consultation process, but not much follow through – any growth is through time.

Queensland

There is a high need (two Indigenous women). Limited to youth shelters and women's shelters at present.

South Australia

More could be done on what are healthy relationships and who to talk to if you're not sure.

Northern Territory

No progress — there are no specific services for young women in Darwin nor Central Australia except for Ampke Aweke for young mothers under eighteen.

Australian Capital Territory

There is only one specific service for young women. A new Indigenous young women's service is being established for young women twelve to eighteen years.

Source: Survey numbers 19, 8, 16, 17, 87, 89, 22, 84, 36.

Recommendation 47

Services for women living on farms and stations (WESNET, 2000, p12)

Queensland

Less money available now, than a few years ago when there were funds in response to the drought.

Northern Territory

In NT no specific services.

Source: Survey numbers 8, 22.

Recommendation 48

Services for women in mining communities living in a violent relationship (WESNET, 2000, p13).

New South Wales

There are fifty-four languages in Lightning Ridge and the women on the opal fields are reluctant to come forward when they are experiencing domestic violence and sexual assault. Hopefully the refuge will in future be able to do outreach to the mining camps. Recent research shows high levels of poverty and there is no available public housing.

Victoria

Latrobe Valley continues to try hard to create integrated responses. But let's face it, it's 'red neck' country, the services down there are working hard to remain feminist and accessible.

Queensland

Some areas have a shelter, many would not have access to any welfare services, and some would be very conservative about recognising domestic violence.

Western Australia

No progress — and a significant need here, which is identified in the draft State Strategy. In the North West there are safe houses, not refuges, and there are security issues.

South Australia

It would seem to us that not a lot is being done in the mining company itself – messages about what the company thinks about violence, campaigns on site to look at it. Mining company support service – corporate culture.

Northern Territory

This is referred to as an issue in NT Domestic and Family Violence strategy.

Source: Survey numbers 61, 88, 22, 84, 36, 1, 2.

Recommendation 49

Services for women partners of defence personnel stationed in rural and remote towns (WESNET, 2000, p13)

New South Wales

There is inadequate funding for developing safe houses in rural and remote areas. This should be a priority.

Western Australia

No progress- and a significant need which is identified in the draft State Strategy.

Northern Territory

 No progress — but a good idea. Defense has personnel and chaplains who provide immediate assistance. A number of policies in place specific to domestic violence issues.

Australian Capital Territory

Services report that Defence personnel are more aware of this issue, and can provide alternative accommodation.

Source: Survey numbers 19, 61, 13, 50, 1.

Recommendation 50

Services for women living in communities and communes where excessive drug use is a feature of life (WESNET, 2000, p13).

Victoria

This is so specialized, it depends so much on individual services, offering good service and working in areas where drug use is obvious, THMs have made inroads but most social workers are so straight they 'freak out'.

Queensland

There are domestic violence services, including shelters in Gold Coast, Sunshine coast, Brisbane, Cairns etc. However, no specialised services with this focus. The specialist one in Brisbane was closed years ago.

Northern Territory

Tennant Creek has a sobering-up shelter and an abuse counselling service (ID 77). We need more in NT.

Source: Survey numbers 77, 89, 22, 36.

Recommendation 51

Services for lesbian victims of domestic violence in rural and remote areas (WESNET, 2000, p13).

Queensland

No services for any women in many areas, however some towns may have women's services.

Source: Survey number 22.

Outreach

Recommendation 52

That existing outreach services are acknowledged and funded appropriately (Chung et al, 2000, Rec. 25., p81).

New South Wales

Department of Community Services needs to be looking to fund outreach services separate from the crisis work in refuges. Those which offer outreach do so without additional funding.

Victoria

Victoria has a funded outreach program. However, there are still sole workers operating in 'outposts' with auspice bodies taking chunks of funding for administrative costs.

Queensland

Thursday Island has a twenty hour per week outreach worker — this is under-funded. Urgently needs funding (Indigenous woman).

North Queensland DV Resource Service operates in Townsville and Mt Isa and has some outreach capacity as well as court support and community education. Funding is getting harder to get for outreach services. Some services do a bit of (unfunded) outreach — however it is not really a service model used in Queensland.

Western Australia

The refuges provide some outreach, however overall this is unfunded.

South Australia

Domestic Violence services, since the SA Statewide Review and re-structure, are expected to provide outreach. The program here is struggling with high numbers and not enough women's advocates. There are currently no moves to address this by the funders although it has been raised consistently.

Northern Territory

There are no outreach services in Darwin. There is one outreach education position, and a waiting list in Central Australia.

Australian Capital Territory

No progress — any outreach which is funded is funded by ACT Health, not SAAP.

Source: Survey numbers 19, 61, 8, 17, 5, 21, 6, 3, 22, 35, 84, 36, 2.

Recommendation 53

That brokerage or discretionary funds are available to the states and territories as part of the standard funding formula to respond to the specific longer term security needs of women who have experienced domestic and family violence (Chung et al, 2000. Rec 26 (2000, p 81).

Victoria

These funds are basically controlled by Transitional Housing Managers (THMs). Some are good, some are bad. The pure numbers of clients with experience of domestic violence who are presenting before these services has led to a relaxed response that lacks energy. THMs are as good as their workers.

Queensland

Brokerage is being viewed as important, however still not enough money to ensure needs are met. No one tells you where to go to source the money or funds, nor what is required regarding criteria. (Indigenous woman)

Western Australia

No progress — the process is long and complicated and mostly comes too late.

South Australia

Women's domestic violence services have brokerage funds available to purchase specialist services, but with long waiting lists and the money does not go far enough. Women still usually have to pay for at least some of the service.

Source: Survey numbers 3, 34, 7, 84, 36, 2.

Recommendation 54

That in any strategic decision about outreach services, consideration be given to their use in preventing homelessness through early intervention, which could involve active collaboration with other information and intervention services (Chung et al, 2000, Rec 27, p81).

New South Wales

Some progress — there are various collaborative programs between women's services and police attending initial call-outs.

Victoria

I would say that generally the options that women can access has improved. THM allocation has been good but not consistent across the state.

Queensland

Commonwealth government funds ten family homelessness prevention pilots which are getting some good results in pilot sites.

Collaborative work is not happening, no one wants to take on other people's responsibilities (Indigenous woman).

South Australia

More needs to be done with child protection agencies, state housing authorities, police responses. There is very little emphasis on prevention, though early intervention seems to feature more prominently in discussion.

Northern Territory

There are no domestic violence- specific outreach programs, however the Commonwealth Family Homelessness Prevention Pilot could be expanded. No progress — and we need outreach workers. Services are doing some of this work — but not specifically identified.

Source: Survey numbers 62, 77, 89, 96, 34, 84, 85, 36.

Recommendation 55

That recruitment practices reflect the diversity of service users and expand the numbers of indigenous and bi-cultural workers (Chung et al, 2000 Rec 29 , p81).

New South Wales

Numbers of Indigenous and culturally diverse workers within services are still inadequate to ensure support and service provision to these target groups. Looks good on paper considering Aboriginal women are high users of SAAP, yet the employment of Aboriginal workers is very low.

Queensland

Services do this to varying degrees. It is beginning to happen — in very early stages. Some more bi-cultural and ATSI staff, but could be much better.

South Australia

Minimal progress, only in some services. We don't reflect it here and would say that our situation is still typical of most agencies. Also what we are interested in learning is the demographic of workers — specialist domestic violence services. Are we mostly white English speakers, middle class social workers? What does this mean for practice?

Northern Territory

There is a scarcity of suitably trained workers. Services are motivated to expand the number of Indigenous workers, acknowledging this area of work requires considerable skill. Some — mainly in NGOs, few in Government except for police aides. Others said -mainly in Aboriginal organisations.

Some — an increasing number of Indigenous workers. Need more recruitment pathways to maintain staff.

Australian Capital Territory

Many of the ACT women's services have dedicated positions, although experience is showing that it is difficult to recruit Indigenous staff. Changes may need to occur in recruitment and selection processes.

Source: Survey numbers 19, 61, 62, 8, 16, 13, 17, 22, 34, 76, 85, 84.

Women's Refuges and Shelters

Recommendation 56

That high security refuges/shelters continue to be available to ensure the safety of women and children following domestic and family violence, and that they are staffed twenty-four hours per day, everyday of the year (Chung et al, 2000, Rec 30, p81).

New South Wales

Much progress — most NSW refuges have staff on twenty-four hour sleepover or some go on-call after 5pm, so that women can access workers this way. Another said — not all refuges have twenty-four hour staffing.

Queensland

Queensland has a mix of high, medium and low security refuges and shelters — and not enough of them. There has been no growth in this area. Some services have on-call systems overnight because of funding restraint.

CASH award has led to fewer services having funds for twenty-four hour coverage. Security survey of refuges identified only medium-high security, no high security refuges. This reflects the tension between security and accessibility issues.

Some women have to travel very long distances to receive services, moving from families, and from town to receive this support is not helpful for the survivors.

Same two and a half workers for eleven years — no progress (Indigenous woman). Thursday Island has a Safe House behind the police station, accessible twenty-four hours seven days (Indigenous woman).

This all needs to be investigated urgently (Indigenous woman).

We need more beds (Indigenous woman).

Western Australia

Much progress and on-going. High security access is very difficult in remote areas. In WA all refuges are cutting out night shifts due to inability to fund as per CASH awards. This places clients and staff at risk. WA is reducing the number of twenty-four hour access services in the metropolitan area.

South Australia

In SA there has been a huge shift in accommodation models and rules and regulations. This has followed a State review, where outreach was incorporated and a shift to cluster housing has been supported. It is important that this option remain a component of available service models. There seems to be trend to move away from this, but we aren't sure whether it is worker driven or client driven, woman-centred.

Northern Territory

There have been cuts to twenty-four hour staffing across the NT.

Source: Survey number 61, 64, 8, 22, 76, 34, 5, 20, 21, 7, 84, 1, 2, 78.

Recommendation 57

That alternative models of safe emergency accommodation and support for women and children following domestic and family violence, in addition to the high security option, be considered to meet the heterogeneity of needs in all jurisdictions (Chung et al, 2000, Rec 31 p81).

New South Wales

SAAP ran a program for Aboriginal women in the Orana region early 1990's called Myguna. This program was brilliant — maybe revisit and redevelop.

Queensland

Thursday Island has Lena Passi Women's Refuge. There are not enough exit options for flexible housing arrangements nor alternative models available (Indigenous woman).

South Australia

More independent units available within easy reach of a 'shelter' team or workers. Lots of work needs to be done to address women who go to motels because other accommodation options are full. Progress has predominantly been in metropolitan area.

Northern Territory

Some safe houses, but not fully funded, nor funded through SAAP. Without funding they do not always continue. Caravan Park Bunk House or Backpackers are used if shelter is full.

It would be good to have a safe house (Indigenous woman).

Australian Capital Territory

ACT has introduced cluster models in several services, for example, Toora Inc., Inanna and Doris Refuges.

Source: Survey numbers 19, 62, 13, 77, 5, 22, 84, 85

Recommendation 58

That rules and regulations in refuges/shelters reflect the diverse needs of women and children using the services and promote minimal disruption to important aspects of their lives (Chung et al, 2000, Rec.32, p 81).

New South Wales

NSW WRRC Access and Equity Standards recognise this recommendation. Church-based services need to take this recommendation on board, as often their rules and regulations inhibit women requiring safety and support.

Queensland

Much progress in Indigenous refuges, such as Lena Passi Refuge. There are positive changes in some Queensland shelters. Women who have been in prison are not usually accepted in refuges and shelters — many are seen to be hard to work with.

Generally refuge rules are flexible, but some church-based services have strict rules.

Slow changes in small ways. Still many rules are disruptive to normal life, for example, secrecy of address, no visitors allowed. There is tension between security and other service facets.

Western Australia

Some progress and on-going. This occurs as funding permits.

South Australia

Still struggling with substance users. There is an expectation that they will simply stop or not use on the property or that they won't invite their supplier around. If we know this may not be a realistic expectation how do we work better with this group and cause minimal disruption to other residents?

Northern Territory

Most refuges are responsive to women's and children's needs within available resources. Much progress in Alice Springs through the Shelter, for example, they bus the children to school. Funding cuts have led to women having to pay for their own food.

In the Tennant Creek Shelter children go to school and women come and go until 8pm if they feel safe. Services are not always culturally appropriate.

National associations

Location and service type impacts on this.

Source: Survey numbers 61, 8, 13, 17, 77, 89, 5, 6, 3, 22, 76, 84, 1, 2, 14.

Recommendation 59

That recruitment practices reflect the diversity of service users and expand the numbers of indigenous and bi-cultural workers (Chung et al, 2000, Rec 33, p81).

Victoria

Employing people because they are from a specific culture never works. They have no support, they are isolated. Money has to be put into training and supporting and targeting women from diverse cultures.

Queensland

Doomadgee Women's Shelter in North Queensland have all Indigenous employees. Nawamba House have more Indigenous staff than non-Indigenous staff.

There is a problem regarding skilled workers, who need more access to tertiary skill/education, and recognition of life skills.

Western Australia

Some progress and on-going.

South Australia

We think some agencies are trying but it can be difficult. There may be community resistance to work in this area and so worker become targets. Need to head hunt or ask where best to advertise, how does one ensure interview processes are fair, aware of cultural considerations (holy days, etc.). It's also more than recruitment embrace multiculturalism and reflect that in all worker practice. More needs to be done.

Northern Territory

Some progress in NGOs, but not much in Government.

Source: Survey numbers 13, 6, 21, 84, 7, 36, 1.

Recommendation 60

That coordination and protocols between refuges/shelters and other services relevant to local contexts continue to be improved (Chung et al, 2000, Rec 34 p81).

Victoria

There has been improvement but it is not always appropriate. Confidentiality is very much a problem.

Queensland

This is happening in Mt Isa- there has been much progress. Most services work well and cooperatively together locally and across the State. Regional Action Planning has encouraged this, and developed more protocols.

South Australia

Much progress — a lot has been done by services in their local areas.

Northern Territory

The existing women's services network ensures communication, however funds to attend meetings have been cut.

Australian Capital Territory

Much co-ordination is informal. Leadership is required from the funding body to support protocol development – and must occur at policy and practice levels to be effective.

Source: Survey numbers 19, 8, 6, 22, 76, 7, 84, 36.

Recommendation 61

That both communal and individual units cluster styles of accommodation be available in refuges/shelters in each area to provide for the diverse needs of women and children (Chung et al, 2000, Rec 35, p81).

Queensland

There are few cluster models as yet in Queensland. Many communal shelters or independent units. We would like to go into cluster units. Communal model can increase violence (Indigenous woman). On Thursday Island there is one five room refuge with twenty beds, and one homeless facility with twenty beds — there is no progress on alternative and additional facilities.

Nawamba House in Mt Isa now has cluster units and this has made a difference with families with boys over twelve years, and more privacy for clients.

South Australia

In SA we have moved to cluster-style accommodation. Individual units have increased in SA. Some debate about whether communal accommodation is outmoded. Some services are looking to get rid of communal facilities altogether.

Northern Territory

No progress — but this is needed as a way to respond to the different cultural and language groups in NT. Communal shelters in Katherine, Tennant Creek and Alice Springs.

Source: Survey numbers 13, 77, 22, 4, 5, 6, 7, 84.

Recommendation 62

That consideration be given to strategies that combat current myths and stereotypes about refuges/shelters, for example, a name change and community education initiatives (Chung et al, 2000, Rec.36, p81).

New South Wales

Refuges need further funding to ensure that this recommendation is implemented.

Queensland

I do not agree with the recommendation about refuges changing their names — they need to be known by their local and known names.

Some shelters challenge myths. Some have changed names, however some are named after significant women. Many services do community education to increase awareness.

Victoria

From those services who have evolved and understood the need to do it. Basically, models remain the same in Victoria – what do you do, advertise sub-standard accommodation in secret locations.

South Australia

In SA we no longer use the term shelter/refuge as it does not indicate the range of work we do — the term 'services' is now used . It looks as if more is happening than ever before. It works best if one can join hands with another service, for example, crime prevention at the local government level.

Northern Territory

Some refuges have changed their name and facilities to reflect a greater child focus. Much progress — the refuge has a good reputation and there is a common understanding that there is a lot of domestic and family violence and a refuge is needed.

Source: Survey numbers 61, 8, 13, 5, 22, 36, 7, 84.

Recommendation 63

That flexibility in the length of stay in refuges/shelters can be accommodated in response to the needs of women and children and the local housing context (Chung et al, 2000, Rec 37 p 81).

New South Wales

Access to affordable housing needs to be made available as a priority. Length of stay at refuges is often negotiable due to lack of available housing options. Church-based services are less likely to be flexible.

Victoria

Service agreements still insist on six week stay. Some movement in flexibility but not consistent.

Queensland

No housing in our area for women to move to (Indigenous woman).

Length of stay flexibility depends on how full the shelter is. Housing is a problem – availability of public housing and high rents in private market.

On Thursday Island women can stay as they need to, for many months if necessary. We need funds for half-way houses. Many services do their utmost to support women as long as necessary.

South Australia

Flexibility varies from service to service. There are issues with social justice and equity when some women stay longer and then others miss out. From our understanding, this is difficult as it causes a bottleneck for women in motels or staying with friends and family (possibly leading to women returning home). We understand the stay in a shelter is about eight weeks.

Australian Capital Territory

This recommendation is necessary because of the lack of exit points. As a result women often stay longer than three months.

Source: Survey numbers 19, 61, 4, 6, 96, 5, 76, 85, 84, 36.

Emergency, transitional and supported accommodation

Recommendation 64

That continued support is given to the development of safe or retreat houses on Indigenous communities (Chung et al, 2000, Rec. 38, p81).

New South Wales

This should be a priority at Government funding level, and houses should be made available for purchase and administration. Aboriginal Housing Office NSW has been working on this program with good outcomes.

Northern Territory

Support has been in word only. No progress – and Tennant Creek needs one .The model is being reviewed and evaluated by the Family Violence Advisory Council in 2004.

Queensland

A lot of communities have nothing. Women usually have to leave the community for their safety. Men can go to the shelters and still use fear tactics against the women.

Women and children should be able to stay safely in their own homes and communities. Perhaps accommodation 'safe' houses for drunk and violent men might be a model worth considering.

Victoria

Some extra funds to Elizabeth Hoffman attached to emergency/safe housing. But – hardly enough to be seen as active response.

Western Australia

Much progress — there are new services in remote communities

Source: Survey numbers 61, 62, 8, 77, 16, 6, 3, 34, 22, 36, 1.

Recommendation 65

That where motels, boarding houses and caravans continue to be required as backup in crisis, these options should always position women and their children in networks of services that provide the relevant range of support (Chung et al, 2000, Rec.39, p81).

Victoria

This response is as good as the referring agency. Some THMs have good working protocols with domestic violence services, some do not. The outreach response is good but limited due to demand. There are now very limited options for appropriate crisis housing – due to redevelopment or not wanting to cater to target group.

Queensland

There are no such options, as there is no space. On Thursday Island, much government housing is taken up by government staff from the twenty-two departments represented. Due to lack of funding I do not believe this has been an option in north and rural Queensland. Many caravan parks are closing and women have reported a lack of personal safety, in relation to men, in boarding houses. Support services for motels are not always available. Women in motels are an ad hoc arrangement. It is important that more services support women in motels – limited support networks set up.

Western Australia

The only supports for women in motels are the domestic violence services. If they are too busy to accommodate women and children, the sole worker cannot possibly get out to provide support in alternative locations

South Australia

Salvation Army Bramwell House offers crisis accommodation and uses motels. Some services extend their outreach weekend support to hotels and motels. The lack of support for women and children in motels is a huge issue for SA. DVCS attempts to call people in motels everyday and tries to visit or perform important tasks. The latter is not always possible due to resourcing issues. Women report that it is like being in a pressure cooker because they are in one room (with children) have to go to eat and have children get some air. It is not that they are ungrateful for the call, but the present circumstances still requires more if women do not become disillusioned with the situation.

Australian Capital Territory

The intake service in ACT uses motels and hotels when there are no other vacancies. Motel staff are not skilled or trained to respond to women's needs. Women usually move on to a refuge. There is a seasonal scarcity of places.

Source: Survey numbers19, 8, 5, 6, 3, 22, 76, 85, 7, 84, 36, 2.

Recommendation 66

That very short-term leases are available (one to two weeks) for women who need to briefly leave the home, while arrangements for return are put in place (Chung et al, 2000, Rec.40., p81).

New South Wales

This recommendation is not appropriate, in terms of fears and isolation of the women, and two weeks is too short to attend to legal/court matters.

Victoria

Crisis housing attached to Domestic Violence or refuge makes this option possible. Most Transitional Housing Managers have 3 month lease, although women may leave sooner. This is an ignored issue and difficult because of guidelines.

Queensland

This occurs on Thursday Island and they have access to Aboriginal public and community housing. Overall this is not available nor discussed as a possibility.

South Australia

Much progress — leases are based on need.

Source: Survey numbers 61, 5, 22, 7, 36

Recommendation 67

That transitional and supported accommodation, linked to other domestic violence services, be available for flexible time periods in all regions, to enable women and children to establish themselves and develop longer term plans (Chung et al, 2000, Rec.41., p 81).

New South Wales

Many NSW refuges provide transitional support and accommodation. Department of Housing should make premises available to all refuges as a priority.

Victoria

Yes and no. There is no consistency across regions in terms of housing allocation or process of accepting referrals. Refuges generally do not share their attached housing, Outreach is more flexible. Bottle neck has developed because demand more than availability.

Queensland

Indigenous women want a half-way house on Thursday Island. Very few and far between. Transitional housing services have very slow flow-through, due to few exit options.

South Australia

Again, what we hear is that bottlenecks occur if women remain for more than specified times (three to six months). There is little available for women moving from the shelter to Transitional Housing if flow through slows down.

Northern Territory

No progress and resources are so limited. The previous government sold off housing stock.

Source: Survey numbers 61, 16, 17, 5, 21, 22, 84, 36.

Longer term Housing

Recommendation 68

That WESNET engage in high level negotiations with the Commonwealth, state and territory governments on the appropriate forms of affordable housing stock and location for women and children escaping domestic and family violence, with reference to the need for safety and minimum disruption of schooling, employment and social supports (Chung et al, 2000, rec. 42, p 82).

Victoria

WESNET, despite being downsized and shut out of parts of government process, has continued to lobby on these issues. Government (Commonwealth) especially has not moved much.

Queensland

This is happening. WESNET is always a voice for women and children experiencing DV, even with no funding from government. This would be good, as Queensland has a shrinking public housing sector. Start it quick! WESNET needs to be refunded (Indigenous woman).

South Australia

We have increased difficulties with finding appropriate exit points.

Northern Territory

WESNET has been unfunded. Need more specific regional and area negotiations.

Australian Capital Territory

As WESNET has not been funded, this recommendation could be taken up as a priority by AFHO (Australian Federation of Housing Organisations).

Source: Survey numbers 19, 8, 88, 6, 22, 20, 21, 85, 36.

Recommendation 69

That state and territory governments amend priority housing evidentiary and application requirements which only acknowledge physical abuse and which require women to engage in costly, time-consuming and humiliating processes to find non-public accommodation. For example, obtaining a number of written refusals from more than one real estate agent in a short time period (Chung et al, 2000, Rec 43p 82).

New South Wales

No progress — however would like this to be a priority as women's access to affordable housing is becoming one of the most difficult issues. No progress — in NSW it has become more difficult to get women in Department of Housing properties.

Victoria

Segment 1 Housing applications have improved and assessment by DV or housing workers has been given more weight. Emotional abuse is more accepted and impact on family. However, assessment is still imposing and time consuming and can be especially humiliating for some cultures.

Queensland

Women are put through untimely requirements to be able to be put on the priority waiting list for housing. If there are debts, women will not even be put on the list.

Queensland Housing has policies which facilitate access to priority for women experiencing domestic violence. They do not appear 'time-consuming or humiliating'. ATSI women face discrimination in the private rental market. Private rental is out of reach for most women escaping violence. Centrelink Crisis Payment does not cover rent and other resources needed.

Western Australia

No progress in rural and remote areas.

Northern Territory

Some progress, however the Priority list is long because government has been selling off public housing.

Source: Survey numbers 61, 64, 13, 6, 76, 22, 3, 36, 2.

Recommendation 70

That consideration be given by state and territory Governments to provide loans schemes and financial support to financially disadvantaged women to purchase their own house following relationship breakdown as a result of domestic or family violence (Chung et al, 2000, Rec. 44, p82).

New South Wales

No progress — however this should be available at low interest rates to ensure that women are successful in accessing housing in the private sector.

Queensland

Only one in a hundred Aboriginal women would be likely to be able to use such a scheme. This has never happened — and needs to. We need billions of dollars to fix this up (Indigenous woman).

Yes please!

Western Australia

The Department of Housing and Works has a 50/50 scheme.

Northern Territory

ATSIC has some low loan housing for Indigenous people. A good idea! (Indigenous woman). Should be some!

Source: Survey numbers 61, 13, 88, 5, 6, 20, 22, 2.

Women remaining in homes they owned, rented or were purchasing

Recommendation 71

That Commonwealth, state and territory governments engage in high level negotiations with financial institutions and other lending authorities to implement policies around loan restructuring for women who become the sole occupants of the residence following relationship breakdown as a result of domestic and family violence (Chung et al, 2000, Rec.49, p82).

Only one key informant made a comment on this item.

Queensland

This needs to happen — it would make a huge difference.

Source: Survey number 6.

Appendix V: Future Issues – State/territory Responses

The following reports the issues raised for the future at the state/territory consultations.

1 NEW SOUTH WALES

- Improve interpreter services- services are currently paying market rate for interpreters instead of Telephone Interpreter Service (TIS) prices. It is also suggested that DIMIA exempt refuges from TIS fees.

- Address the immigration issues facing immigrant women and refugee and asylum seeker women who have no income. They need immigration status, legal aid, and entitlement to Medicare for women who have no income due to their visa status. Refuges in New South Wales are bearing an unfair burden, more than any other state, carrying women who have no incomes, because of their Visa status which 'turns women into beggars'. Some of the refuge statistics are down because of the high number of women without incomes, awaiting immigration cases. There has been a crisis point with this issue in Sydney in 2003, where one refuge had a woman for 2 years and then she was deported.

- Increase affordable public housing. There is a growing problem with exit points and housing problems, particularly for the under 16 young women. The departments are not talking to each other enough.

- Continue the development of communal crisis accommodation models. The NSW consultation did not favour a shift to cluster models popular elsewhere. In their experience both women and children do well in communal models of housing.

2 VICTORIA

- Victorian women wanted to see support for women to stay in their community, as they need linkages. However in relation to women staying at home there is caution. It must be only if she wants it and only if she is safe. Safety is critical and depends on police, court, neighbours, family, friends all responding appropriately. It also rests on a good risk assessment of the woman's partner.

- Women need phones. Often the telephone is in her partner's name and, if she stays in the house, she cannot get it cut off. Maybe the phone could be changed to her name as part of the exclusion order.

- Services want the Department of Human Services to 'really hear our concerns'.

- Women need increased choice of independent options and more options.

- Women need flexibility in relation to not having to keep moving from one facility to another. Women need the time they used to have when refuges first started: time to grieve, to cry, to tell their story, time out, time to decide. Dispersed models can assist this, and the house could be reclassified from crisis to medium term, rather than always have women moved from facility to facility. These are called change of function houses, already operating through Annie North and Loddon Mallee Housing Services in Bendigo. When families have to shift all the time, there are costs: money, time, stability, and lost opportunities for healing.

- The services have good links with primary schools but need better links with secondary schools, if they do not have them. Enabling policy could assist this.

- Longer-term residential support is needed for women and children who are really damaged by excessive violence. There needs to be increased access and options for children who have experienced long term domestic or family violence.

- Resources are needed for women who do not access domestic or family violence services.

- Could refuges and shelters rethink the capacity to take women's animal pets? One service did some data collection, which showed a large number of women would not leave their homes because of a pet.

- Women with disabilities need improved responses.

- Increased dollars are needed for ethno-specific services and cultural support

- Increased dollars are needed for Indigenous domestic and family violence responses from Indigenous specific services and for Indigenous workers in mainstream services. Victoria only has Elizabeth Hoffman House as the one Indigenous family violence refuge. This puts them under a huge demand and responsibility, and they need increased resources and other specific services.

- Statewide services, such as Domestic Violence Incest Resource Centre (DVIRC), Women's Domestic Violence Crisis Service of Victoria (WDVCSV), the entry point to refuges, and Immigrant Women's Domestic Violence Service (IWDVCS) which resources immigrant women in the refuges with bi-lingual workers, are critical.

3 QUEENSLAND

Immediately

- Continuity of funding for services- not short term funding.

- Mandatory domestic violence teaching packages in schools.

- We need a greater understanding among policy makers of the reality of remote area service delivery. For example, 3 flat tyres on one trip; two days travel every time one goes out to remote areas. Also, there is a need for recognition of the real costs of remote area service delivery, and real costs for people living there- food, travel, communications. Finally, there is need for greater recognition of the extent and nature of violence in remote area communities.

- Need for affordable housing or transition housing to provide more shelter exit points.

- Need for more medium term support services.

- Priority housing category needs revamping– it should mean a house 'now when needed.'

- There is also a need for designated safe public housing, with safety doors and windows on public housing.

- Better policies that lead to stopping the violence, driven by an attitudinal change in the government/policy makers that leads to attitudinal change in the community.

Longer term

- Stop violence!

- Maintain service levels in times of economic downturn, as problems may increase not get less.

- Recognise Mt Isa as a feeder centre for remote areas and resource appropriately.

- Politicians should listen to communities.

- Be careful of service delivery assumptions. For example, that violence is only caused by grog. Also, monitor the full impact of solutions. Sometimes service responses shift the problems- for example; the determining of dry areas may lead to people taking the grog elsewhere.

- Remote communities need more job opportunities to follow education, so young people have somewhere to go.

- Maintain a total service system – for women, men and children- not just fad foci.

- Spread Domestic Violence education to all schoolteachers and counsellors, to assist youth who come from violent families.

- Encourage and develop leadership among men who are positive role models, in relation to Domestic Violence programs especially for boys and men.

- Establish domestic violence units in the Police force, and develop domestic violence courts.

- More feminist women in positions of power might assist attitudes.

- Need for access and handover centres linked to women's services.

4 WESTERN AUSTRALIA

- There is a need for realistic resources for refuges. Funding agreements need to be for a longer period of time. They should be 5 years instead of 3 years-following the Northern Territory.

- Capacity to forward plan needs to be resources, and flexibility that incorporates capacity for services to actively do outreach work

- Crisis accommodation seems to be the driving force, and yet refuges would like to do more social change work, provide flexible outreach services to women and have an education social change capacity.

- There is a need for evaluation—there is a real need for services to have the capacity to evaluate what they are doing, and to receive feedback from women about what they think works and what does not. So much experience also leaves these services when experienced workers leave the refuge. There is a real need to look at keeping this expertise.

5 SOUTH AUSTRALIA

Immediately

- Reduce motel use for women and children escaping violence

- Increase exit points into public housing

- Develop a whole of government policy in South Australia

- There is a need for more pro arrest approaches in the criminal justice system

- There is need for access to legal aid for women

- There is need for training and education in domestic violence across human services and social work and counselling and health education

- Address the needs of recent immigrant and refugee women, with no income.

In the longer term

- Develop one-stop shops for information and referral

- Develop an integrated and coordinated approach to services for women, children, men and particular high needs groups

- Support recommendations of the 'Abuse Free' campaign and provide a more appropriate child protection response

6 TASMANIA

- There is concern about the mix of homeless women and those with children escaping Domestic Violence, as homeless women have different security needs. The consultation prefers that there are individual shelters for women fleeing domestic violence and women who are homeless, or, alternatively, allow shelters to prioritise on safety.

- Shelters need to be acknowledged and funded to provide realistically lengthy support for women and children. It is important not to favour outreach instead of crisis accommodation.

- Provide more affordable public housing. More than half of the public housing has been sold off. Category 1 have a 9-month wait, Category 2, 3 and 4 is too far off to be useful to the women. It is generally very hard to get public housing as exit points for women.

- Revise the Priority waiting list system — Women who get into a shelter are recategorised from Category 1 to Category 2! So then do not get priority housing because they are 'housed', even if it is in a crisis shelter.

- Develop a responsive system, which reduces the high levels of stress on women and children. At present Government focuses on money and moving women on, and not on impact of Domestic Violence on women or children. There is poverty – starting again, debts they're supposed to have under control in four weeks. It is unrealistic to expect women to be on their feet in four weeks, out in the private rental sector and put their 'nervous breakdown on hold'.

7 NORTHERN TERRITORY

Immediate

- Domestic violence must be taken more seriously and more funds attached to services to address it (Darwin consultation)

- Listen to children's voices in providing funded support programs for them (Darwin).

- Acknowledge need for a range of models, as the same models do not work for everyone (Darwin)

- Fund successful pilot projects for continuation (Darwin)

- More activity in schools including school counsellors (Katherine consultation)

- Fund a Government media awareness campaigns need to recognise this will increase demand, and fund appropriately. (Katherine)

- Regional Councils in relation to women's safe houses in remote communities. (Tennant Creek consultation)

- Tennant Creek wants a women's safe house with paid staff (they envisage a 4 bedroom house could be converted) (Tennant Creek)

- Paid coordinators for women's resource centres- separate from and in addition to safe houses, for women's business. The paid coordinator could act as a catalyst to encourage women's involvement.(Tennant Creek)

- Alice Springs needs another women's shelter to deal with demand. (Alice Springs)

- Women in remote communities need to have access to appropriate and adequately funded services. Many communities have not come to attention of government and so are lacking services .(Alice Springs consultation)

- There is a need for professional development, and for resources for specialist knowledge and skills for service workers. (Alice Springs)

- There is a need for greater collaboration between existing services. (Alice Springs)

- Need for a policy and program perspective based on rights. (Alice Springs)

In the longer term

- Education in schools, based on listening to children. (Darwin consultation).

- Need for models to offer safety to Indigenous women (Darwin). There is a need for services to pay greater attention to women from non-English speaking backgrounds. There is need for services for lesbian women and services to respond to young women.

- Focus on each family member in prevention and early intervention.(Darwin)

- Be realistic about the scale of response to respond to needs (Katherine consultation)

- Focus on targeting funding and fund services for submission writing (Katherine)

- Ministers should be encouraged to get closer to the service delivery issues (Katherine)

- Funders should pay more attention to the real costs of remote area delivery (Katherine).

- Development of a transition house for women and children- locate it away from town; staffed with a supervisor; with men not allowed on premises.(Tennant Creek consultation)

- Government funding for collaboration and networking beyond immediate environment to strengthen overall service system (Alice Springs)

- Improvements in police resources, including the employment of women Aboriginal police officers. (Alice Springs)

8 ACT

Immediate

- Take domestic and family violence seriously- as people have taken the Bali terrorist episode or the bushfires.

- Favour mandatory pro-arrest policies for violent behaviour

- Establish funded Indigenous specific services

- Affirm, expand and fund specific crisis, outreach and housing programs to meet needs

- Review the Centrelink crisis payment – what if she does not leave her violent partner? Costs of maintenance and repairs. How many times per year can women get a Crisis payment?

- Increase public housing. ACT public housing stock has gone backwards- and this is a problem for low-income families and women seeking long-term housing.

- Funding the capacity for organizations to work together, incentives for collaboration – important that this is funded.

In the longer term

- Concentrate on stopping men's violence – prevention of violence

- Much more education – especially in schools- to respond to inter-generational violence, and to teach appropriate gender relations. Need to address violence in the culture and among youth – young men and young women, and between young men, and between young women.

- Resourcing children at risk

Appendix VI: Plain Language Statement

WESNET Research:

Examining progress in accommodation and support for women experiencing and escaping violence PADV/2003-2004

WESNET has been successful in receiving funding from the Office of the Status of Women (OSW) to report on the past decade of progress in accommodation and support for women experiencing violence. This is a broad brief, which allows us to assess the extent to which the many recommendations from Partnerships Against Domestic Violence (PADV) research have been implemented in the States and Territories.

The research team is Wendy Weeks, Associate Professor, University of Melbourne and convenor of a Women's Studies Research Unit in the department of social work (Research leader and consultant); Julie Oberin, formerly chairperson of WESNET and Manager of Annie North Women's Refuge and Domestic Violence Service (Project Manager); Rhonda Cumberland, Director of Women's Domestic Violence Crisis Service (WDVCS) and Therese McCarthy, of Therese McCarthy and Associates. It is a research team with a balance of 'insider' and 'outsider' perspectives and a long involvement in a range of women's services and policy areas.

The beginning stages of the research have been enormously enhanced by participation in the AFHO 3rd National Conference on Homelessness and the excellent New South Wales IMPACT 21: day on 27th May 2003. IMPACT stands for Innovative Models Promoting Advanced Concepts Through the 21st century. The day presented key NSW models of refuge, outreach and support, and was the culmination of Nancy Smyth's and Pamela Foster's research at the NSW Women's Refuge Resource Centre.

The WESNET research aims and questions are as follows:

i.   To document the extent and nature of accommodation options for women experiencing or escaping from violence.

ii. To document the extent and nature of change – 'progress' – over the past decade.

iii. To document the extent and nature of outreach support available for women experiencing or escaping violent situations.

iv. To identify referral and support pathways for women who do not use accommodation services.

1. **Step 1: Building the national data base for the research and consultations**

We are circulating an initial one page audit sheet to invite services to participate and to obtain accurate up-to date contact details. Mailing has already begun, with details of the research team, and a covering letter inviting services to participate. These are available from Julie Oberin: joit@bigpond.com.au

2. **Step 2 and 3: Audit**

Following data entry of Audit 1 returns, and scrutiny of the Annual Reports and service brochures which are accompanying the responses, we will ask for some more specific data which will allow us to identify progress, innovations, difficulties and issues. It is our intention to seek descriptions of models, which will allow us to identify an appropriate range of diverse models for in-depth case studies.

We are in the process of examining several research instruments, aiming to develop a user-friendly instrument. The purpose of Audit – part 2 is:

i.   Identifying the range of existing diverse models of accommodation, outreach, support and their inter-relationship.

ii. Measuring progress

   a. Perhaps the greatest research challenge is how to measure progress. It is our intention to use two research strategies. We wish to ensure that we do not only report the view of progress held by workers in services, but also ensure that representatives of government have opportunity to provide an account of how they have adopted recommendations from PADV research, barriers to implementation, and to have opportunity to explain the initiatives they have taken to redress difficulties and expand services. We will therefore develop an instrument to go to 'key spokespersons' outside the services, as well as a user-friendly instrument for Co-ordinators of services.

The research instrument will be sent to key informants in each state/territory and will invite comments on key recommendations from PADV 1999-2002.

1. **Step 4:In-depth research and consultations:**

This aims to identify alternative models of outreach support and accommodation, and creative or innovative models.

This comprises two research strategies:

a. Case studies.

b. State/territory and specialist consultations (Indigenous and culturally and linguistically diverse women).

The consultations will be held in each state and territory, and we will invite all women's services, which are part of the information, advocacy, support, accommodation and outreach continuum.

Progress to date:

At the end of May, we submitted our first progress report to OSW. We are now developing our research instruments and consultation plan.

Is this relevant to your organisation?

• If your organisation is involved in providing information, support, advocacy, accommodation and/or outreach to women experiencing and escaping violence, and you have not already received an initial audit sheet, please contact Julie at joit@bigpond.com.au

• If you wish to participate in consultation meetings, please contact the WESNET representative in your state/territory, or Julie Oberin (joit@bigpond.com.au)

• If you wish to nominate 'key spokespersons' in your state/ territory, please contact Wendy Weeks (wweeks@unimelb. edu.au)

Wendy Weeks & Julie Oberin
On behalf of the WESNET research team.

Appendix VII: Report Card – Consent to participate

WESNET

Measuring progress in accommodation and support for women experiencing and escaping violence 2003-2004.

I have read and understand the purpose of the Report Card as one of the research strategies in measuring progress.

I give my consent to the WESNET research team to include my comments and responses anonymously in this audit of progress.

Signed (first name or initials only, or simply tick) …………………………………

Type of key informant (please circle **one** as most appropriate):

- National women's association
- PADV Taskforce
- Research reference group member
- Trade Union
- Government employee
- NGO/women's services general 'expert'
- Indigenous spokesperson
- Immigrant woman spokesperson
- Women's service provider

Type of response (Please circle one)

- Personal interview   Yes   No
- Electronic survey   Yes   No
- Mail survey   Yes   No

Date: ………………………………………..…………………

THANKYOU FOR YOUR TIME

Appendix VIII: Consultation Questions

WESNET

Examining progress in accommodation and support for women experiencing and escaping violence 2003-2004

Questions for the consultations

Note: We assume the members of the research team and the Reference Group involved in each consultation will vary the actual wording as the context requires. We request that the research team member summarise the findings under each question, for purposes of assisting the state/territory picture of variations – cross-checking the data, filling the gaps etc in the other research strategies.

1. **What are the range of service models** for accommodation, outreach and support in **your region/ state/territory?**

2. What are the **preferred models** of accommodation and outreach service, and **why?**

3. What are the **principles and/or features of effective and /or innovative models** of accommodation, outreach and support for women experiencing or escaping violence?

4. What **risks and costs** are there for the women involved in the effective and /or innovative models?

- For women service users

- For service providers

5. What are the **options for women who choose not to access crisis accommodation?**

6. What are the **major problems or difficulties faced by women** experiencing and escaping violence in accessing needed services in your region/state/territory?

7. What are the **major challenges and issues faced by service providers** in relation to accommodation options, outreach and support?

8. What are your recommendations for **the future**? How can people (policy-makers, politicians, 'the field' & others) best assist women experiencing and escaping violence, in relation to options for accommodation, outreach and support?

- Immediately?

- In the next decade?