

NSW 2025-26 Budget Submission



December 2024

Acknowledgement of country

No to Violence acknowledges First Nations Peoples across these lands; the Traditional Custodians of the lands and waters. We pay respect to all Elders, past, present and emerging. We acknowledge a deep connection with country which has existed over 60,000 years. We acknowledge that sovereignty was never ceded, and this was and always will be First Nation's land.

About No to Violence

No to Violence (NTV) is Australia's largest peak body for organisations and individuals working with people using violence to end family violence. We play a central role in the development of evidence, policy and advocacy to support the work to end people's use of family violence, which includes Men's Behaviour Change Programs (MBCPs), case management, individual counselling, and whole-of-family responses. NTV is the secretariat to the NSW Men's Behaviour Change Network (MBCN), a group that meets every second month to discuss strategic priorities, the latest sector news, and provide professional development opportunities for registered MBCP providers.

NTV delivers a range of frontline services, including the Men's Referral Service, the Brief Intervention Service, the Men's Accommodation and Counselling Service, and a Family Advocacy and Support Service. We also provide a range of training for the specialist family violence workforce, including a Graduate Certificate in partnership with Swinburne University, as well as professional development for workforces who come into contact with people using family violence.

As a pro-feminist organisation, the safety and dignity of women and children is at the centre of everything we do. It is by ending people's use of violence that families can have happier, safer and more fulfilled lives.

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Summary of recommendations

- 1. Fund the development and implementation of a broader suite of interventions for people using domestic and family violence, including:
 - a. Fund No to Violence \$2.99 million per year to deliver a NSW-specific model of the Men's Accommodation and Counselling Service
- 2. Increase core funding for existing MBCPs by \$10.5 million per year, to a total of \$19 million, to adjust for wage inflation and ensure programs are delivered to best practice standards
- 3. Fund No to Violence as the NSW peak body for services working with people using domestic and family violence for \$772,115 per year
- 4. Provide \$25 million to fund the early implementation of the NSW strategy for people using domestic and family violence
- 5. Increase funding to strengthen the workforce capacity of services working with people using violence
- 6. Implement the Government's election commitment of 5-year minimum funding contracts for all specialist domestic and family violence services

Executive Summary

Despite growing awareness of domestic and family violence in NSW, funding for services working with people using violence is miniscule compared to the scale and complexity of the problem. In the 12 months to September 2024, 37,849 domestic violence assault incidents were recorded by NSW Police and 56,593 Apprehended Violence Orders were applied.^{1 2} Importantly, these figures represent only a small proportion of people using violence, who are predominantly men, as around 70-80% of domestic and family violence is never reported to police.³

However, with current funding, service providers only have capacity to provide behaviour change interventions to a very small proportion of these people using violence – we estimate a few thousand in total. Additionally, inadequate and rigid funding means service providers are prevented from delivering the types of interventions that are needed to ensure behaviour change.

We will not end domestic and family violence without a strong, sustained and strategic focus on people using violence. It is crucial the NSW Government urgently commits significantly more funding to services working with people using violence to address these service gaps if the state is to significantly reduce domestic and family violence.

Urgent action is required to keep victim-survivors safe by ensuring people using violence can access appropriate services to support behaviour change. **Our members across NSW are advocating for funding to develop and implement a broader suite of interventions for people using domestic and family violence** to respond to the diverse and complex motivating factors and dynamics of perpetration. **We also call for a \$10.5 million per year uplift to Men's Behaviour Change Programs (MBCPs)** to adjust for wage inflation and adequately fund crucial components such as Women's and Children's Advocacy, case management, and post-group support.

This submission also recommends actions to improve the coordination and sustainability of service responses to people using violence. These include:

- funding No to Violence as the NSW peak body for services working with people using domestic and family violence;
- allocating funding for the early implementation of the NSW strategy for people using domestic and family violence;
- increasing funding to strengthen workforce capacity; and
- implementing the Government's election commitment of 5-year minimum funding contracts for all specialist domestic and family violence services.

This submission is informed by NTV's regular meetings and consultations with our growing NSW members, the NSW Men's Behaviour Change Network (MBCN), and our Policy Advisory Network. It also includes findings from a recent survey of our NSW members and the MBCN, which captured insights on providers' experiences and funding priorities.

 ² NSW Apprehended Violence Orders Quarterly Report. (2024). NSW Bureau of Crime Statistics and Research. <u>https://bocsar.nsw.gov.au/content/dam/dcj/bocsar/documents/topic-areas/domestic-violence/External_AVO_Tables.xlsx</u>
 ³ Personal Safety Survey 2021-22. (2023). Australian Bureau of Statistics. <u>https://www.abs.gov.au/statistics/people/crime-and-justice/partner-violence/2021-22</u>

¹ NSW Trends in Domestic & Family Violence – Quarterly Report, Data to September 2024. (2024). NSW Bureau of Crime Statistics and Research. <u>https://bocsar.nsw.gov.au/content/dam/dcj/bocsar/documents/topic-areas/domestic-violence/Domestic Violence Quarterly Trends Report.pdf</u>

Recommendation 1: Fund the development and implementation of a broader suite of interventions for people using domestic and family violence

The complex motivating factors and dynamics of domestic and family violence perpetration means diverse responses are needed to effectively change the behaviour of people using violence. MBCPs are highly effective for many men and families, but they are not suitable for all people using violence. For instance, MBCPs don't always suit First Nations men, culturally and racially marginalised men, men with complex trauma histories, men with alcohol and other drug issues, men experiencing housing insecurity, men with mental health problems, men with cognitive impairment, and gender diverse people. NTV members and MBCN respondents to our most recent survey emphasised that the intersectional support needs of people using violence are a major barrier to receiving appropriate, effective and timely service responses.

Increased investment in a broader suite of interventions is crucial for building a comprehensive and effective domestic and family violence service response landscape. These include residential-based interventions, therapeutic one-to-one counselling, First Nations-led and healing-focused programs, and whole-of-family approaches. Currently these types of interventions are often only ever, if at all, funded as short-term pilots; largely flying under the policy and research radar.

Residential-based interventions

- Residential-based interventions are a vital piece of the domestic and family violence landscape as insecure housing is a primary barrier to a person using violence attending, engaging with, and completing a behaviour change program.⁴ Residential-based interventions provide people using violence with access to temporary accommodation while they take part in counselling and receive other support services to help end their use of violence.
- Residential-based interventions reduce risk for victim-survivors and help shift the burden onto people using violence by enabling victim-survivors the choice to remain in their home and connected to their community. This is a crucial alternative, as victim-survivors are often forced to leave their home to escape domestic and family violence with domestic and family violence being the leading cause of homelessness for women.⁵ The scale of this issue in NSW is enormous, with 13,643 women and 10,773 children who had experienced domestic and family violence assisted by homelessness services in 2022-23.⁶ Victim-survivors who leave their home must navigate rising rents and low rental availability in NSW, leading many to return home after escaping a risk factor for increased levels of violence.⁷
- Evaluation of residential-based programs in other states show they fill an important service gap and deliver strengthened client outcomes on taking responsibility for their actions and

⁴ Fitz-Gibbon, K., McGowan, J., Helps, N. & Ralph, B. (2024) Engaging in Change: A Victorian study of perpetrator program attrition and participant engagement in men's behaviour change programs. https://bridges.monash.edu/ndownloader/files/48170518

 ⁵ Australian Institute of Health and Welfare. (2024). Specialist homelessness services annual report 2023–24. <u>https://www.aihw.gov.au/reports/homelessness-services/specialist-homelessness-services-annual-report</u>
 ⁶ Homelessness Australia. (2024). Homelessness and domestic and family violence, State of Report 2024. <u>https://homelessnessaustralia.org.au/wp-content/uploads/2024/03/IWD-2024-3.pdf</u>

⁷ Lahav. (2022). Hyper-Sensitivity to the Perpetrator and the Likelihood of Returning to Abusive Relationships. <u>https://journals.sagepub.com/doi/full/10.1177/08862605221092075</u>

improving their understanding of domestic and family violence and its impacts.⁸ There are currently no residential-based interventions in NSW.

- Funding proposal: Fund No to Violence \$2.99 million per year to deliver a NSW-specific model of the Men's Accommodation and Counselling Service to provide crisis accommodation to men on the condition they meaningfully engage with counselling support services to address their use of violence, alongside safety support and advocacy to affected family members during their stay. This funding would provide 30 nights of accommodation and individual counselling to approximately 350 men each year.
- Funding proposal: More investment is needed in transitional housing for victim-survivors to complement residential-based interventions for people using violence. NTV supports
 Domestic Violence NSW's calls to increase the availability of transitional housing properties for victim-survivors of domestic and family violence, including women on temporary visas by conducting an audit of potential properties suitable for meanwhile use across NSW and fast-track development proposals.

Therapeutic one-to-one counselling

- While exposure to trauma does not cause perpetration of domestic and family violence, there is growing consideration of how trauma and violence-informed care can be further integrated into behaviour change work to support meaningfully addressing complex trauma and its intersections with drivers of violence. This is because addressing trauma, often beginning in childhood and, for some people using violence, but not all, reinforced through ongoing structural and systemic violence, such as racism and poverty, can support better behaviour change outcomes.⁹
- One-to-one counselling offers several distinct benefits that can be a helpful alternative or addition to group programs. It enables a tailored approach to an individual's unique situation, including their histories and the specificities of their use of violence, which helps practitioners address specific behaviours, attitudes, and goals.
- Few service providers in NSW currently receive funding to provide dedicated one-to-one counselling for people using violence. Instead, many find adaptive ways to do *the work they know needs to be done*, such as using case management sessions as part of MBCPs to deliver one-to-one counselling.

First Nations-led and healing-focused programs

• For Aboriginal and Torres Strait Islander peoples and communities, the primary driver of family violence is historical and ongoing colonialism, including continued targeting by non-Indigenous individuals and systems.¹⁰ Healing responses, often in whole-of-community

⁸ Ernst & Young. (2021). Evaluation of the Perpetrator Accommodation and Support Service. <u>https://ntv.org.au/wp-content/uploads/2021/12/PASS-evaluation-report_FINAL_26-May-20212.pdf</u>

⁹ Family Safety Victoria. (2021) MARAM practice guides – Foundation knowledge guide. <u>https://www.vic.gov.au/maram-practice-guides-and-resources</u>

¹⁰ Carlson, B., Day, M., & Farrelly, T. (2024). What works? A qualitative exploration of Aboriginal and Torres Strait Islander healing programs that respond to family violence. <u>https://anrows-2019.s3.ap-southeast-2.amazonaws.com/wp-content/uploads/2024/04/23082800/4AP.5-Carlson-What-works-A-qualitative-exploration-of-Aboriginal-and-Torres-Strait-Islander-healing-programs-that-respond-to-family-violence-2024.pdf</u>

models, are crucial to addressing this violence, both for First Nations people who have experienced and used violence.¹¹ Despite a strong evidence base supporting the underpinning rationale and approach of healing responses, this work is not adequately funded.¹²

• Aboriginal and Community Controlled Organisations should be funded to develop selfdetermined, locally-specific and strengths-based interventions.

Holistic, whole-of-family approaches

- Whole-of-family approaches seek to work with all family members (including mothers, fathers, children, and other family members such as in kinship groups) to discuss experiences of harm, wishes/wants out of an intervention, and plans for future safety-planning. Whole-of-family approaches often have a strong focus on parenting and leverage this as a motivation for change.¹³ NTV members have consistently called for greater investment in whole-of-family services in our national member forums, emphasising they are crucial for addressing the causes of domestic and family violence, and promoting healthier relationships to ensure long-lasting behaviour change.
- The Family Program, delivered by the Jannawi Family Centre, is an example of a whole-offamily approach achieving positive outcomes. The program features a multidisciplinary team providing intensive, holistic services to children and families, including working with men using violence. As a specialist child and family safety service, Jannawi work with families with children aged 0–12 years who have experienced abuse. Developed over decades, the ecological model of whole of family work was in response to requests from women and children to support every person in a family. Family counsellors and early childhood staff provide a comprehensive range of therapeutic and practical supports to children and parents individually and in groups. By working closely with the whole family, through a violence and trauma-informed lens, practitioners can identify and respond to issues earlier, and circumvent problems, which helps victim-survivors become safer, faster. Therapeutic case management with men using violence, combined with Jannawi's whole-of-family approach working across system responses, including the justice system and child protection, gives practitioners a deep understanding of the dynamics at play. This enables conversations otherwise rarely had about identifying, taking responsibility for and changing behaviour patterns.

These are a few examples of what could be invested in to ensure NSW has an effective, appropriate and timely broad suite of interventions to reduce and end people's use of family violence. Others include:

• targeted programs to meet the needs of marginalised people and communities, including culturally and racially marginalised people and people with a disability;

¹¹ Carlson et al., (2024). What works?

 ¹² Carlson, B., Day, M., & Farrelly, T. (2021). What works? Exploring the literature on Aboriginal and Torres Strait Islander healing programs that respond to family violence. <u>https://anrows-2019.s3.ap-southeast-2.amazonaws.com/wp-content/uploads/2021/06/02080839/4AP5-Calrson-et-al-Healing-Programs-Lit-Review.2.pdf</u>
 ¹³ Healey, L., Humphreys, C., Tsantefski, M., Heward-Belle, S., & Mandel, D. (2018). Invisible practices: Intervention with fathers who use violence. <u>https://anrows-2019.s3.ap-southeast-2.amazonaws.com/wp-content/uploads/2019/02/19024715/Healey-et-al-Research-Report-Invisible-Practices.pdf</u>

- embedded interventions (such as expansion of the NSW Police Force Co-location Pilot, which supports victim-survivors attending police stations, to improve responses to people using violence);
- multi-agency and cross-sectoral collaborative approaches; and •
- targeted programs for high risk, high harm men.

Recommendation 2: Increase core funding for existing MBCPs by \$10.5 million per year, to a total of \$19 million, to adjust for wage inflation and ensure programs are delivered to best practice standards

NTV calculates delivering the existing 76 20-week MBCPs across 29 locations to best practice standards, at a cost of \$234,483 and \$257,931 per 20-week program depending on location and cohort, will cost \$19.01 million per year.

MBCPs are chronically underfunded and unable to deliver critical components of best practice services. This ongoing underfunding increases safety risks for victim-survivors, limits the ability of MBCP providers to support men to take accountability for their use of violence, and causes unsustainable burden on practitioners and service providers.

MBCP contracts have not been adjusted for the increased cost of wages since 2022-23. In this time, the Social, Community, Home Care and Disability Services Industry (SCHADS) Award has increased by 9.50% (5.75% from July 2023 and 3.75% from July 2024).¹⁴

While NTV understands MBCPs are currently receiving \$8.5 million per year, we calculate \$19 million per year is needed to adjust contracts that have missed multiple years of wage inflation and ensure current programs funded by DCJ-registered service providers are delivered to best practice standards. The current funding arrangement leaves a shortfall of \$10.5 million for existing MBCP providers. Until this funding gap is rectified, NSW is missing opportunities to better engage people using violence in behaviour change and keep victim-survivors safe, as it limits the ability to deliver the following components of MBCPs:

Women's and Children's Advocacy (WCA)

A minimum of one full-time WCA practitioner should be funded for each MBCP to enable providers to keep victim-survivors safe. MBCP providers have told NTV current levels of funding mean positions are usually only funded part-time (between two and four days per week). This forces WCA practitioners to try to manage unsustainable caseloads. Providers also have little, if any, capacity to support children because of these large caseloads and limited hours of funding. Providers have highlighted they have the expertise and knowledge to support children through WCA, but simply don't have the resources.

¹⁴ Australian Services Union. (2023; 2024)

https://www.asu.org.au/asu_nsw/News/CADS_pay_rates_2023.aspx#:~:text=The%20Fair%20Work%20Commission%20has,A wards%20including%20the%20SCHADS%20Award; https://www.asuvictas.com.au/asu nsw/News/2024 SCHADS Award Pay.aspx.

Case management

• Case management is crucial for building rapport and supporting men's engagement in MBCPs, understanding individuals' motivating factors, enabling effective referrals to services for other support needs, monitoring engagement and accountability, and conducting ongoing risk assessment. However, our survey of NSW service providers found two-thirds of respondents believe they have a *limited or moderate ability* to deliver case management and individual support. Resourcing providers to deliver more hours of case management will help services provide more appropriate, effective engagement, which enables meaningful behaviour change outcomes to reduce violence and keep victim-survivors safe.

Program planning and review

• No one MBCP is the same as the next. Program managers and practitioners are adept at analysing group dynamics and developing strategies to enhance participant engagement – but this requires time. However, more than two-thirds of survey respondents told us they have a *limited or moderate ability* to plan and review programs.

Post-program support

• There is often an unrealistic expectation people using violence will attend a time-limited intervention, such as a MBCP, and change their behaviour for good. In contrast, practice knowledge and research have long emphasised post-program support is critical to embedding and advancing behavioural and attitudinal changes, as well as maintaining visibility of risk a person using violence poses.¹⁵ This vital MBCP component is not currently being adequately resourced in NSW, with seven out of ten providers indicating they either have *limited ability* or *no ability at all* to provide post-program support.

Supervision and professional development for facilitators

Working with people using violence is incredibly demanding and requires highly specialised skills. Unfortunately, underfunding of services mean providers can only offer a few hours of supervision and training for facilitators each program. This has negative flow-on effects for workforce retention, with facilitators regularly experiencing burnout and leaving the profession. It also limits professional development and supervision, which is crucial for supporting practitioners to safely challenge people using violence and avoid collusion.¹⁶ Despite this, more than half of survey respondents said they have a *limited or moderate ability* to provide supervision and professional development.

¹⁵ Fitz-Gibbon, K., McGowan, J., Helps, N. & Ralph, B. (2024) Engaging in Change: A Victorian study of perpetrator program attrition and participant engagement in men's behaviour change programs. https://bridges.monash.edu/ndownloader/files/48170518

¹⁶ Reimer, E. C. (2020). "Growing to be a better person": Exploring the client-worker relationship in men's behaviour change program. <u>https://www.anrows.org.au/publication/growing-to-be-a-better-person-exploring-the-client-worker-relationship-in-mens-behaviour-change-group-work-programs/</u>

Calculation for increased core funding for existing MBCPs to ensure programs are delivered to best practice standards

	Number of registered providers *	Number of 20-week programs run per year **	Cost per 20-week program ***	Total
Metro	6	25	\$234,483	\$5,862,075
Regional or rural / diverse cohorts	13	51	\$257,931	\$13,154,481
Total		76		\$19,016,556

* Some providers deliver programs in both metro and regional or rural/diverse cohort settings.

** There is no available government data on the number of MBCPs currently operating in NSW. These numbers are based on information provided by the sector.

*** NTV undertook a comprehensive study to develop these costings, which account for all salary, administrative and operational costs of a 20-week MBCP. 2024-25 SCHADS rates have been used to determine salary costs.

Recommendation 3: Fund No to Violence as the NSW peak body for services working with people using domestic and family violence for \$772,115 per year

Since No to Violence was contracted to coordinate the work of MBCPs in NSW, we have increasingly provided strategic policy and practice advice to the NSW Government beyond the scope of MBCP coordination. We have a membership base that extends beyond the Men's Behaviour Change Network (MBCN) and includes providers delivering whole-of-family services, dedicated children and young people services, and one-to-one counselling for people using violence. We use the insights of the MBCN and our broader NSW membership base to develop our policy and practice advice.

Our advice to government now extends to a broad range of domestic and family violence areas, including on bail reform, primary prevention and systems accountability. As a trusted partner with a strong track record of providing nuanced and rigorous perspectives to inform policy and legislative changes, our advice has been pivotal in advocating for, and shaping, the forthcoming NSW strategy for people using domestic and family violence. Our engagement with the NSW Government goes beyond contract meetings with the Department of Communities of Justice, with regular meetings and advice provided to the Minister for the Prevention of Domestic Violence and Sexual Assault, the Attorney-General, and the Women's Safety Commissioner.

Dedicated peak funding is necessary to ensure all services working with people using violence can access support and resources from a peak body. This is particularly important with the growing recognition that a broader suite of interventions need to be implemented alongside MBCPs to ensure there are appropriate interventions for all people using violence. There has also been growing recognition of the complexity of service responses required to hold people using violence accountable and support the immediate safety and long-term recovery of victim-survivors.

Dedicated peak funding is also crucial to support effective implementation of the NSW strategy for people using domestic and family violence. It will enable No to Violence to leverage our strong relationships with service providers to ensure alignment between policy and practice. It will support broadening the development and application of best practice standards for all services working with people using domestic and family violence. This funding would also enable us to consult more broadly and capture the perspectives of a wider range of stakeholders in the domestic and family violence sector, including our growing NSW membership.

Recommendation 4: Provide \$25 million to fund the early implementation of the NSW strategy for people using domestic and family violence

The NSW Government has committed to developing a dedicated strategy for people using domestic and family violence. This an important opportunity to improve the coordination, complexity and strategic direction of responses to people using domestic and family violence. However, **the effectiveness of the strategy will largely be determined by how it is implemented – and funding is required to enable implementation**.

As the strategy is expected to be completed and launched during the 2025-26 financial year, it is critical there is a funding allocation in this Budget to enable key priority recommendations to be actioned. Without this investment, the NSW Government risks missing clearly identified opportunities, developed through deep consultation with the sector, to immediately improve responses to people using violence and enhance the safety of victim-survivors.

Recommendation 5: Increase funding to strengthen the workforce capacity of services working with people using violence

Significant investment is needed to improve renumeration, professional development opportunities, supervision practices and career pathways for the domestic and family violence workforce. The forthcoming 10-year NSW Domestic and Family Violence Workforce Strategy will provide a valuable vision to build a strong and sustainable workforce, but the degree to which initiatives are funded will ultimately determine changes to workforce capacity. Increased investment is needed for:

Better pay and working conditions

• The workforce working with people using violence is not adequately renumerated for the highly specialised and demanding work they provide. Working with people using violence requires practitioners to navigate complex, at times dangerous, situations and often brings significant emotional burden. Better pay, alongside improved working conditions, is essential to recruit, retain, and support a workforce that is already under immense stress.

• In addition to increased pay, the workforce should be provided robust non-wage compensation to mitigate burnout and safety risks, including additional personal leave and unlimited access to Employee Assistance Programs (EAP).

Professional development to support upskilling of workforce

- The ability to challenge behaviours and promote change in people using violence is a specialised skill set that requires continuous training. Practitioners and team leaders need regular access to evidence-based professional development and supervision to strengthen their ability to manage difficult cases safely and effectively. Professional development and supervision supports the development of practitioners' assessment skills, intervention techniques, ethical decision-making, and awareness of personal attitudes and biases.
- Collaboration within and across sectors is also crucial investing in stronger connections between practitioners will enhance the collective knowledge and ensure that best practices are consistently shared. A more cohesive and supported workforce will be better positioned to address the needs of people using violence and enable meaningful behaviour change.

Expanding pathways into the workforce

• To meet the growing demand for a larger workforce, we need to diversify the pathways into the domestic and family violence sector. This should include more accessible opportunities for people with lived experience and cultural knowledge to ensure services reflect the communities they serve. These pathways and the broader service system must recognise and value cultural knowledge to support more First Nations people and culturally and racially marginalised people to enter the workforce. Investment is also needed to improve the accessibility of student placements and graduate programs.

Recommendation 6: Implement the Government's election commitment of 5-year minimum funding contracts for all specialist domestic and family violence services

The NSW domestic and family violence sector is being stifled by short-term contracts and uncertainty around future funding. This lack of clarity has devastating workforce consequences, with employees working in fear of losing their employment and service providers struggling to recruit to short-term positions. It is vital the NSW Government implements its 2023 election commitment of 5-year funding contracts for all community services. While some progress has been made towards actioning this important commitment, this change must happen as soon as possible.

In addition to delivering the long-term funding security necessary to support sustainable service delivery and practice development, the NSW Government must move way from competitive tender processes. The current system encourages service providers to lower bids to unsustainable prices to win contracts, creating a 'race to the bottom' which undermines the value of services and disincentivises collaboration. The NSW Government must place greater emphasis on building a sustainable and specialist domestic and family sector, by encouraging service quality, innovation and collaboration.