

report

EVALUATION FRAMEWORK FOR THE DOMESTIC AND FAMILY VIOLENCE PREVENTION STRATEGY (2016-2026)

FINAL REPORT

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Evaluation Framework for the Domestic and Family Violence Prevention Strategy
(2016-2026)

Final Report

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ACRONYMS

AFHS	Aboriginal Family Health Workers and Coordinators
ANROWS	Australian National Research Organisation for Women's Safety
CJG	Community Justice Group
COAG	Council of Australian Governments
DCCSDS	Department of Communities, Child Safety and Disability Services
DET	Department of Education and Training
DFV	Domestic and Family Violence
DFVEG	Domestic and Family Violence Executive Group
DJAG	Department of Justice and Attorney General
DPC	Department of the Premier and Cabinet
DVCS	Domestic Violence Crisis Service
FSM	Family Safety Meeting
FVIP	Family Violence Intervention program
GREVIO	Group of Experts on Action against Violence against Women and Domestic Violence
IFVRAG	Indigenous Family Violence Regional Action Group
ISSR	Institute for Social Science Research
LGBTI	Lesbian, Gay, Bisexual, Transgender, Intersex
MIS	Management Information Systems
NCAS	National Community Attitudes towards Violence against Women Survey
NGO	Non-Government Organisation
PSC	Public Service Commission
PSS	Personal Safety Survey
QGSO	Queensland Government Statistician's Office
QPS	Queensland Police Service
QWIC	Queensland Wide Inter-linked Courts
WSS	Women's Safety Survey

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EXECUTIVE BRIEF

The ‘*Queensland says: not now, not ever*’ – Domestic and Family Violence Prevention Strategy 2016-2026 (the Strategy) describes the Queensland Government’s response to the recommendations of the Special Taskforce on Domestic and Family Violence. It outlines the Government’s ten-year plan to realise its key outcome that “all Queenslanders feel safe in their own homes and children can grow and develop in safe and secure environments”.

The Strategy will be delivered through a series of four successive action plans designed to recognise the need to continually build on reform achievements. Each of which will be monitored and evaluated over time to ensure its ongoing relevance and effectiveness. The evaluation framework established against the Strategy provides a mechanism for ongoing critical thinking about the conditions that influence the Strategy’s implementation, the motivations and contributions of stakeholders and other actors, and the different interpretations about how and why a sequence of change may occur. Key components of the evaluation framework are:

<p>Process Evaluation: A structured review of the way in which the Strategy is being implemented</p>	<p>The evaluation framework includes ongoing process evaluation to understand progress of the Strategy. As this is a lengthy reform program with periodic outcomes evaluations for each action plan, ongoing process evaluation will ensure that program delivery is continuously improved. The evaluation framework aims to:</p> <ul style="list-style-type: none"> - support continuous learning and improvement through a cumulative approach; - encourage collaborative effort so that there is participatory orientation; - apply a program theory-driven approach; - simplify data collection and use of evaluation findings; and - align with existing activities, research and data.
<p>Flagship evaluations: Detailed evaluation of key initiatives under the Strategy</p>	<p>Regular process evaluations incorporate flagship initiatives to determine the extent to which these initiatives have contributed to intermediate and supporting outcomes. The flagship initiatives included in this evaluation framework were selected for their contribution to specific supporting outcomes of the Strategy. They will be evaluated to assess their effectiveness, efficiency of delivery and long-term outcomes and impacts. New flagship initiatives may also be included in the evaluation framework over time.</p>
<p>Outcomes Evaluation: Regular reporting on high level core indicators (developed in consultation with key stakeholders across Queensland) and feature indicators of interest to identify success over time</p>	<p>The evaluation framework includes a matrix of indicators collected from both pre-existing and new data sources, to evaluate specific outcomes over each Action Plan, and the entire strategy implementation period. These outcomes include the key outcome, supporting outcomes, intermediate outcomes and flagship initiatives. The matrix specifies indicators, data sources, and collection and reporting strategies against each of these outcome levels.</p>
<p>Capacity Building: Enhancing capacity to ensure that meaningful implementation and outcome data are embedded in the design of programs under the Strategy.</p>	<p>Policy makers and program providers may need support to enhance their evaluation capacity and skills, in order to integrate evaluation into their activities. This will help to ensure that, where appropriate, mechanisms for collecting meaningful implementation and outcome data are embedded in the design of all programs and policies”.</p>

The implementation of the evaluation framework will be directed by DPC. Lead agencies will be responsible for managing and maintaining the collection of data to support their relevant intermediate outcomes.

In order to operationalise the evaluation framework, a matrix of indicators has been developed that outlines data collection and reporting activities. These include: establishing a baseline through first use of data collection instruments (where relevant), process evaluations using an Annual Scorecard, and outcomes assessments through Action Plan Reviews and flagship evaluations. Outcomes evaluations will include semi-structured stakeholder interviews and an annual Queensland attitudes and perceptions survey. Operationalisation of the framework and evaluation activities will be directed by DPC in collaboration with participating state agencies.

EXECUTIVE SUMMARY

The ‘*Queensland says: not now, not ever*’ – *Domestic and Family Violence Prevention Strategy 2016-2026* (the Strategy) describes the Queensland Government’s response to the recommendations of the Special Taskforce on Domestic and Family Violence. It outlines the Government’s ten-year plan to realise its key outcome that “all Queenslanders feel safe in their own homes and children can grow and develop in safe and secure environments”.

The Strategy recognises that domestic and family violence is a societal issue that requires community involvement. For this reason, there is a strong focus on the prevention and early intervention of domestic and family violence through changing culture and attitudes, as well as encouraging partnerships between the government, community and business. The key outcome of the Strategy relies on the fruition of seven supporting outcomes that reflect the change expected to occur over time:

1. *Queenslanders take a zero-tolerance approach to domestic and family violence*
2. *Respectful relationships and non-violent behaviour are embedded in our community*
3. *Queensland community, business, religious, sporting and all government leaders are taking action and working together*
4. *Queensland’s workplaces and workforce challenge attitudes contributing to violence and effectively support workers*
5. *Victims and their families are safe and supported*
6. *Perpetrators stop using violence and are held to account*
7. *The justice system deals effectively with domestic and family violence*

The Strategy will be delivered through a series of four successive action plans designed to recognise the need to continually build on reform achievements. Each action plan will be monitored and evaluated over time to ensure its ongoing relevance and effectiveness. Implementation will continue to reflect the evolving priorities and ideas of agencies and key stakeholders. Experimentation and innovation will be encouraged in activities, to best achieve the desired outcomes. The results of this experimentation will be captured through feedback loops supported through the evaluation framework, with a Program Logic being used to regularly test assumptions and adapt strategies and activities, so that workable solutions can be scaled-up and unsuccessful strategies discarded.

The evaluation framework adopts a Theory of Change approach for the reform program and includes intermediate outcomes against each supporting outcome. This provides a mechanism for ongoing critical thinking about the contextual conditions that influence implementation, the motivations and contributions of stakeholders and other actors, and the different interpretations about how and why that sequence of change might come about. The resulting evaluation

framework enhances the Queensland Government’s capacity to identify domestic and family violence programs that are successful and effective in addressing issues of violence, as well as those that may be inefficient or ineffective. Key components of the evaluation framework are:

<p>Process Evaluation: A structured review of the way in which the Strategy is being implemented</p>	<p>The evaluation framework includes ongoing process evaluation to understand progress of the Strategy. As this is a lengthy reform program with periodic outcomes evaluations for each action plan, ongoing process evaluation will ensure that program delivery is continuously improved. The evaluation framework aims to:</p> <ul style="list-style-type: none"> - support continuous learning and improvement through a cumulative approach; - encourage collaborative effort so that there is participatory orientation; - apply a program theory-driven approach; - simplify data collection and use of evaluation findings; and - align with existing activities, research and data.
<p>Flagship evaluations: Detailed evaluation of key initiatives under the Strategy</p>	<p>Regular process evaluations incorporate flagship initiatives to determine the extent to which these initiatives have contributed to intermediate and supporting outcomes. The flagship initiatives included in this evaluation framework were selected for their contribution to specific supporting outcomes. They will be evaluated to assess their effectiveness, efficiency of delivery and long-term outcomes and impacts. New flagship initiatives may also be included in the evaluation framework over time.</p>
<p>Outcomes Evaluation: Regular reporting on high level core indicators (developed in consultation with key stakeholders across Queensland) and indicators of interest to identify success over time</p>	<p>The evaluation framework includes a matrix of indicators collected from both pre-existing and new data sources, to evaluate specific outcomes over each Action Plan, and the entire strategy implementation period. These outcomes include the high-level outcome, supporting outcomes, intermediate outcomes and flagship initiatives. The matrix specifies indicators, data sources, and collection and reporting strategies against each of these outcome levels.</p>
<p>Capacity Building: Enhancing capacity to ensure that meaningful implementation and outcome data are embedded in the design of programs under the Strategy.</p>	<p>Policy makers and program providers may need support to enhance their evaluation capacity and skills, in order to integrate evaluation into their activities. This will help to “ensure that, where appropriate, mechanisms for collecting meaningful implementation and outcome data are embedded in the design of all programs and policies”.</p>

Evaluation framework indicators relevant for examining a reduction in family and domestic violence are sourced from both community surveys and administrative records. Existing surveys that collect relevant information include: The National Community Attitudes towards Violence against Women Survey, the Women’s Safety Survey, the Personal Safety Survey, and the Crime Victims Survey. Administrative data will be available from government and non-government organisations, as well as other agencies that respond to, or provide support services around, domestic and family violence.

Although many indicators are available from existing survey and administrative data, it is recommended that a new survey of Domestic and Family Violence be prepared by the Queensland Government to be administered to a large sample of individuals from the Queensland population to inform reliable estimates of indicators at the state level and for vulnerable groups within the state, where possible.

The framework specifies activities and reporting mechanisms to support performance management, quality oversight and review, including:

The **Structured Review** of the strategy for each action plan will be conducted to measure which activities are being implemented successfully, and which require adjustment to secure the outcomes an action plan set out to achieve.

The **Annual Scorecard** to monitor strategy implementation progress through the provision of operational, management and administrative data by agencies to DPC. Data for specific Intermediate outcome indicators will also be accessed from agencies and other national/state surveys. Not all indicators will be reported each year – only those that provide evidence of achievement or momentum within each supporting outcome.

The **Action Plan Review**, conducted prior to the end of each action plan, will consolidate all evaluation activity that has occurred over the period of that Action Plan. It will combine the findings of each data collection instrument into a single narrative to assess the extent to which the Action Plan has realised the goal of the Strategy. The Review will provide a summary of progress to date, and will be structured to address each of the key Evaluation Questions in turn.

Key evaluation questions:	
Impact	<p>Has the incidence of domestic and family violence reduced?</p> <p>Have deaths related to domestic and family violence reduced?</p> <p>Has the percentage of Queenslanders who feel safe in their own homes increased?</p>
Effectiveness and Relevance	<p>To what extent do Queenslanders take a zero tolerance approach to domestic and family violence?</p> <p>Are respectful relationships and non-violent behaviour embedded in our community?</p> <p>To what extent do Queensland community, business, religious, sporting and all government leaders take action and work together?</p> <p>Do Queensland’s workplaces and workforce challenge attitudes contributing to violence and effectively support workers?</p> <p>To what extent are victims and their families safe and supported?</p> <p>To what extent have perpetrators stopped using violence and are they held to account?</p> <p>Does the justice system deal effectively with domestic and family violence?</p>
Efficiency	<p>Have initiatives and activities been economical, efficient and effective to optimise success and deliver value for money to Queensland?</p> <p>To what extent do policy makers and program providers feel empowered to design and implement programs that are evaluation ready?</p>
Equity	<p>To what extent has progress been made to address equity priorities for vulnerable groups?</p>

It is recommended that DPC commissions or conducts an annual Queensland **Survey of Attitudes and Perceptions** focussed on domestic and family violence in Queensland to provide critical information that is not currently available for Queensland.

The Action Plan Review will also solicit perceptions of changes that have occurred through the Reform process, through **semi-structured interviews and focus group discussions with representatives of state agencies, and non-government agencies** that provide domestic and family violence services. Each interview or focus group discussion will be framed by the relevant elements of the program logic, to assess the extent to which agencies, and agency counterparts, perceive that outcomes have been achieved, and to understand the individual perspectives on what processes are most effective, or least effective, in achieving the desired outcomes.

Flagship evaluations will provide deeper insight into representative and catalytic reform activities, and the extent to which these have contributed to intermediate and supporting outcomes. It is anticipated that Flagship Evaluations will typically be defined during the planning stage of the activity (or group of activities). At a minimum, specified Flagship Initiative outcomes will align with the Evaluation Framework program logic to explore the validity of the Reform Strategy program logic and its underlying assumptions, as well as identifying patterns or emerging success factors across the strategy.

Optional Evaluation Components: The Evaluation Framework makes provision for optional evaluation activity to add further insight and analytical rigour to evaluation findings.

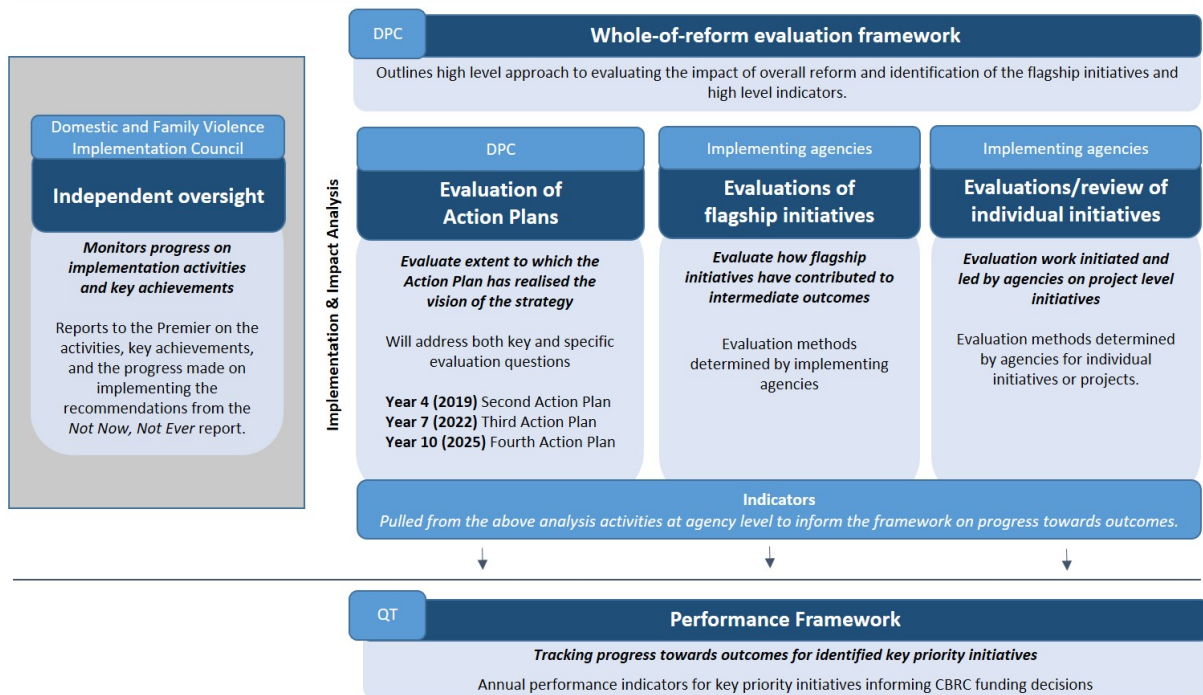
Case Studies can provide an important means to investigate specific cases in detail, to provide depth to compliment the broad coverage of routine evaluation and enhance understanding of reform activities. Case selection will enable the preparation of individual case studies for a diverse group of participants to capture their insights as well as those of other stakeholders. **Academic Research** within subject areas related to domestic and family violence can provide recommendations for revised approaches to activity specification and implementation. Such recommendations would be based either on emerging evidence that points to innovative ways of doing things or through the identification of best practice as applied elsewhere.

The evaluation framework will typically report relevant periodic data, with reference to the **baseline**, unless such reporting is not meaningful or is not possible. The matrix of indicators outlines baseline values that may be established through the first use of data collection instruments, rather than through the commissioning of a separate baseline study.

Domestic and Family Violence - Evaluation Roadmap

Strategic Direction

Domestic and Family Violence Prevention Strategy
Vision: A Queensland free from domestic and family violence.
Key outcome: All Queenslanders feel safe in their own homes and children can grow and develop in safe and secure environments



The nature of this reform program and its evaluation requirements of three-yearly reviews and evaluations, requires clearly defined roles and responsibilities from the outset. DPC is responsible for coordinating the implementation of the Strategy. Among other things, it will perform a high-level oversight role in supporting the progress of the action plans and enable the incorporation of learnings into subsequent action plans under the Strategy. DPC should consider appointing an **Evaluation Officer** to work closely with those managing the broader reform program to ensure that the findings of evaluations are timed and relevant in order to influence program decision-making and implementation. DPC may also recruit an evaluator and/or evaluation team for higher level evaluations studies, such as the Action Plan Review.

Lead agencies will have the responsibility of managing and maintaining the collection of data to support the intermediate outcomes of change relevant to them. In some instances, this will include coordinating with other agencies involved in the initiative. Flagship evaluations will be the responsibility of lead agencies, according to evaluation methodologies that align with the evaluation framework.

Evaluation Capacity Building for participating agencies will be provided so that staff who interact with the framework are familiar with what the framework is, how it will be applied, and its usefulness for agency reporting and management. Evaluation capacity building requires ongoing dialogue, demonstration and mentorship and will be the responsibility of DPC.

The evaluation framework has been informed by key stakeholder consultations and a review of literature of evaluations for government-led domestic and family violence prevention strategies, frameworks, plans and programs undertaken in Australia and internationally. Challenges and lessons learned from these evaluations that are considered within the evaluation framework include:

- ❖ Complex strategies require mixed methods
- ❖ Ongoing evaluation enables continuous improvement
- ❖ Consistent and comparable data requires coordination between agencies
- ❖ Internal and external stakeholders must be consulted throughout the evaluation process
- ❖ Disaggregation of data regarding vulnerable groups is crucial when determining whether needs are met
- ❖ It is important to understand and account for differing measurement requirements when measuring actions and outcomes
- ❖ Strategies must be responsive to emerging priorities and issues and focus on continuous improvement

1 BACKGROUND

This document describes the overarching approach to the evaluation of the ten-year reform program for ending domestic and family violence in Queensland. Specifically this Evaluation Framework will address evaluation activities required to produce a robust impact assessment of the *‘Queensland says: not now, not ever’ - Domestic and Family Violence Prevention Strategy 2016-2026* (the Strategy).

This section provides background information about the reform program, the national agenda and outlines the scope of the Evaluation Framework.

1.1 BACKGROUND TO THE DOMESTIC AND FAMILY VIOLENCE REFORM PROGRAM

In response to increasing levels of reported occurrences of domestic and family violence in Queensland, a Special Taskforce was established to investigate domestic and family violence and make recommendations on how to bring about change in its incidence. After undertaking extensive, state-wide community engagement and consultation, the Special Taskforce released the report titled *Not Now, Not Ever: Putting an end to domestic and family violence in Queensland*, in February 2015 (the *Not Now, Not Ever* report). This report made 140 recommendations that are grouped under the broad reform areas of culture and attitudes, service system responses, and functions of the legal and justice systems.

In August 2015, the Queensland Government accepted the 121 recommendations directed at government and supported the 19 recommendations directed at non-government organisations and sectors of the Queensland community in their subsequent response.

In February 2016, the Queensland Government released the Strategy and *First Action Plan 2015-16* in response to the *Not Now, Not Ever* reports identified need for a comprehensive and co-ordinated approach to reform. The outcomes of the Strategy will be delivered through four action plans over a ten-year period.

The Strategy was developed through engagement with the community, focussing on how the community and government could work together to make a significant and sustained reduction in levels of domestic and family violence. The Strategy sets out the logic for the ten-year reform program including a vision of “a Queensland free from domestic and family violence.” This vision will be successfully achieved when the key outcome of the Strategy is achieved which is “all Queenslanders feel safe in their own homes and children can grow and develop in safe and secure environments.”

Supporting this key outcome are the seven supporting outcomes¹ below, where change is expected to occur over time, are:

1. Queenslanders take a zero tolerance approach to domestic and family violence.
2. Respectful relationships and non-violent behaviour are embedded in our community.

¹ These seven supporting outcomes in the Strategy align closely with the six national outcomes set out in the *National Plan to Reduce Violence against Women and their Children 2012-2022*.

3. Queensland community, business, religious, sporting and all government leaders are taking action and working together.
4. Queensland's workplaces and workforce challenge attitudes contributing to violence and effectively support workers.
5. Victims and their families are safe and supported.
6. Perpetrators stop using violence and are held to account.
7. The justice system deals effectively with domestic and family violence.

Efforts to achieve the seven supporting outcomes are supported by immediate, short-term and long-term actions, which cover the specific initiatives, programs and activities undertaken by the Queensland Government and community. Implementation of actions is staged and delivered through a series of four successive action plans. The first of these being of one-year duration and the remaining three action plans being three yearly cycles. The action plans were designed in this way to enable government to evaluate and review the reform program in order to inform the following action plan and refine the program accordingly.

The first and second action plans have been developed. The purpose of the first action plan was to build a strong foundation for the Strategy, establish the necessary frameworks for the projects that will drive change over the longer term, create a positive environment for fostering change, and create momentum for change in the community.

Each action plan will be monitored and evaluated over time to ensure ongoing relevance and effectiveness. Subsequent action plans will be modified to address any learnings identified through evaluation. A process evaluation was undertaken on the *First Action Plan (2015-16)* and a report was produced in August 2016 to inform the development of the *Second Action Plan (2016-17 to 2018-19)*. The overall finding from the process evaluation of the first action plan was that it had been "broadly successful" and had "...provided evidence of success in achieving each of its aims, as well as areas for further attention" (Encompass family & community pty ltd, 2016, p.i).

A diagram summarising the domestic and family violence reform program is provided in Appendix I.

1.2 NATIONAL PLAN TO REDUCE VIOLENCE AGAINST WOMEN AND THEIR CHILDREN 2010-2022

In February 2011, the *National Plan to Reduce Violence against Women and their Children 2010-2022* (the National Plan) was endorsed and released by the Council of Australian Governments (COAG). The National Plan is a long-term strategy for sustainably reducing violence against women and their children, which brings together the Commonwealth, state and territory governments and the broader community. It has a strong focus on stopping violence before it occurs, building respectful relationships and changing community attitudes and behaviours about gender equality and violence in order to effect long term change. The National Plan is delivered through a series of four three-year Action Plans, with each Action Plan developed to address contemporary priorities and build upon the successes of its predecessor. The National Plan and its Action Plans will be evaluated over the course of their implementation, to assess their effectiveness in reducing violence against women and their children, and provide evidence to support their development over time.

A commitment under the National Plan is to develop a national minimum data set to provide a systematic way of organising data about the experience of family, domestic and sexual violence.

Also occurring under the National Plan is the development of national outcome standards for perpetrator interventions performance indicators. The intention is for performance indicators to be reported against national outcome standards annually to measure Australia's performance over time.

1.3 PURPOSE AND SCOPE OF THE EVALUATION FRAMEWORK

1.3.1 Process to develop the evaluation framework

The Institute for Social Science Research (ISSR) at The University of Queensland was engaged by the Department of the Premier and Cabinet (DPC) to develop an evaluation framework for the Strategy in consultation with reform stakeholders.

This piece of work is in response to recommendation 5 of the Not Now, Not Ever report –

'The Queensland Government develops a detailed evaluation framework to evaluate implementation of the Taskforce's recommendations and as part of the Domestic and Family Violence Prevention Strategy and which allows for the assessment of:

- a. *The impact of the reform overall in terms of driving change.*
- b. *The specific impact of key initiatives to be progressed under the recommendations and the Strategy in terms of improving outcomes' (p. 19).*

1.3.2 Purpose and scope of the evaluation framework

The purpose of the Evaluation Framework is to enhance the government's capacity to identify domestic and family violence programs that are successful and effective in addressing issues of violence as well as those that may be inefficient or ineffective.

The Evaluation Framework will also inform the process for how government will assess:

- i) Ongoing relevance, effectiveness and efficiency of implementation efforts;
- ii) The outcomes from key initiatives under the Strategy; and
- iii) The impact of the overall reform program.

The Evaluation Framework will achieve this by providing mechanisms for:

- i) Learning and understanding what works and what does not, and why;
- ii) Continually improving the design, delivery and performance of the reform program and its initiatives;
- iii) Determining the changes that have occurred as a result of the program; and
- iv) Using the results to inform decision making about the future direction of the program to improve outcomes.

The Strategy described four components to be included in the overarching evaluation framework:

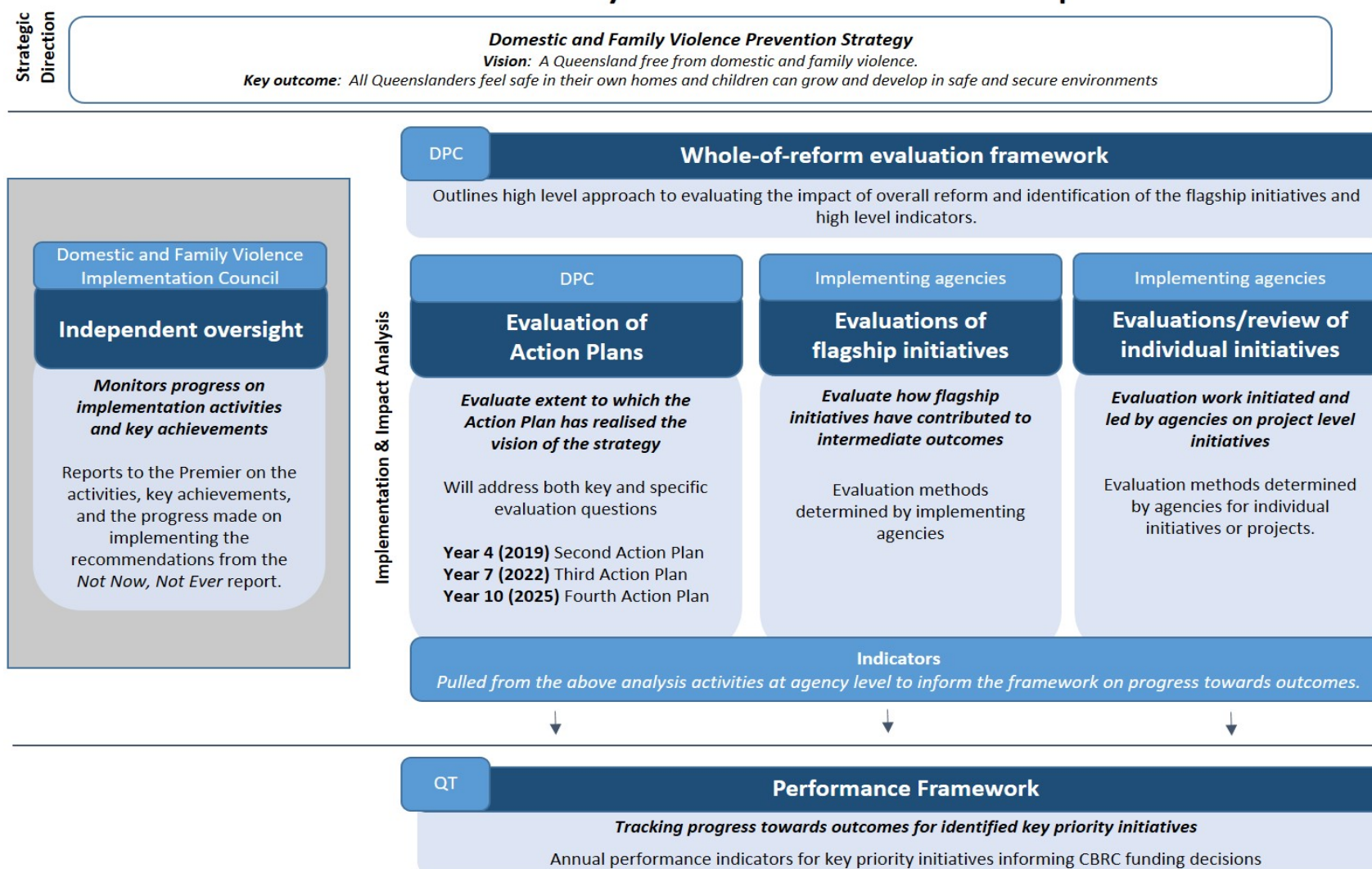
1. **A structured review** of the way in which the Strategy is being implemented, giving particular consideration to the governance, resourcing and practices associated with implementation.
2. The initiation of **a number of flagship evaluations** of Strategy-related initiatives to assess the implementation process, outcomes and cost-benefits.
3. **Regular reporting** on families' well-being and exposure to violence over time as an indicator of our success in responding to domestic and family violence.
4. **A capacity building component** designed to encourage and support evaluation of initiatives implemented in the Strategy.

The Strategy is a whole of government program to address domestic and family violence, comprising many initiatives, programs and activities that are being led by multiple government agencies and non-government organisations. Evaluating the Strategy is critical to ensure that what is being delivered in both the broader reform program and specific key initiatives is improving the safety of all Queenslanders. This document describes the overall framework for evaluation of the Strategy over its ten years and comprises of: underpinning principles, key research questions, indicator matrix, implementation approach, guidelines to implementation, and challenges.

An overview of the framework for evaluating the success of the Strategy over its ten year span is mapped out in Figure 1. This roadmap shows the responsibilities and contributions to the evaluation of the Strategy by the participating agencies and Domestic and Family Violence Implementation Council.

Figure 1. Evaluation roadmap

Domestic and Family Violence - Evaluation Roadmap



2 EVALUATION FRAMEWORK

2.1 PRINCIPLES UNDERPINNING THE EVALUATION DESIGN

The approach taken to the design of the Evaluation Framework was informed by the following key principles identified through consultations with stakeholders and to align with the principles underpinning the evaluation of the National Plan. These principles should be used to guide all domestic and family violence evaluations across the state.

- **Cumulative approach:** The evolving evidence base will be routinely synthesised and analysed throughout each action plan and will support stakeholders to continue to adjust and enhance the Strategy overtime.
- **Collaborative approach:** Recognising the importance of stakeholder contributions (including the voice and perspectives of victims of domestic and family violence) and participation in the evaluation of the broader reform program as well as specific initiatives will make sure that the range of values, perspectives and interests are recognised.
- **Overarching perspective:** The evaluation framework recognises that evaluations are occurring at different levels and that this evaluation has an overarching perspective that will not focus on the individual initiatives which will undergo their own evaluations. However, the processes related to information sharing gathered from the initiatives that inform the high level indicators will be in scope of the three-yearly evaluations of the action plans.
- **Leveraging existing data:** The evaluation framework will recognise the benefits of leveraging existing data, where appropriate, and utilise existing data collection systems and program staff. It will also leverage value from flagship evaluations. However, indicators will not currently exist to measure change for all supporting and intermediate outcomes. For example, the outcome that Queenslanders take a zero tolerance approach to domestic and family violence will require the development and implementation of a new State-wide survey to collect this information directly from individuals.
- **Program theory-driven approach:** A program theory-driven approach will be taken to make explicit the relationships that exist between what actions a program achieves and the results it intends to achieve and why these results are expected from the program.
- **Alignment:** The evaluation framework for the Strategy should broadly align with the National Plan to ensure timely and efficient reporting at the national level. All evaluations that fall within the remit of the evaluation framework for the Strategy should align with the principles, guidelines and outcomes of this framework to ensure that their results may be used by DPC to evaluate the success of the Strategy.
- **In-built capacity building:** A variety of approaches to capacity building for agency personnel may need to be used to support their contribution to and participation in the evaluation of the action plans and initiatives implemented throughout the ten-year Strategy.

2.2 KEY EVALUATION QUESTIONS

The evaluative focus of the reform strategy is guided by the list of evaluation questions that will be investigated through the framework. The list of questions defined in consultation with stakeholders, and through literature review are presented below.

The evaluation questions related to the key outcome of the Strategy (that all Queenslanders live safely in their own homes and children can grow and develop in safe and secure environments) would be considered the overall **Impact** questions:

- Has the incidence of domestic and family violence reduced?
- Have deaths related to domestic and family violence reduced?
- Has the percentage of Queenslanders who feel safe in their own homes increased?

In reference to the 'all Queenslanders' component of the key outcome, stakeholders also identified an **Equity** question:

- To what extent has progress been made to address equity priorities for vulnerable groups²?

The evaluation questions related to the seven Supporting Outcomes would be considered **Effectiveness and Relevance** questions:

- To what extent do Queenslanders take a zero tolerance approach to domestic and family violence?
- Are respectful relationships and non-violent behaviour embedded in our community?
- To what extent do Queensland community, business, religious, sporting and all government leaders take action and work together?
- Do Queensland's workplaces and workforce challenge attitudes contributing to violence and effectively support workers?
- To what extent are victims and their families safe and supported?
- To what extent have perpetrators stopped using violence and are they held to account?
- Does the justice system deal effectively with domestic and family violence?

Several process related questions were also identified which may be considered **Efficiency** questions:

- Have initiatives and activities been economical, efficient and effective to optimise success and deliver value for money to Queensland?³
- To what extent do policy makers and program providers feel empowered to design and implement programs that are evaluation ready?

² Vulnerable groups mentioned in the Strategy include: Aboriginal and Torres Strait Islander people, culturally and linguistically diverse communities (CALD), lesbian, gay, bisexual, transgender or intersex (LGBTI), older people and people with disabilities.

³ This line of enquiry will require comparisons between activities that contribute to similar outcomes both within and outside of the activities being evaluated by the framework – the latter will require comparisons through literature review, expert assessment and/or analysis of emerging best practice.

2.3 MATRIX OF HIGH LEVEL INDICATORS

The matrix comprises of the Key Outcome, Supporting Outcomes, Intermediate Outcomes and specifies potential indicators, data sources and collection strategies against each. The complete matrix of indicators is provided in Table 5 in Appendix V. Table 1 presents a condensed version of the matrix of indicators, including possible evaluation questions for the intermediate outcomes and data sources. Information on data sources is in Appendix III and in the sections to follow.

The intermediate outcomes specified in the program logic were used to inform these evaluation questions. Due to the linear model of change upon which the indicators and intermediate outcomes are based, the indicators and associated intermediate outcomes have been positioned under the supporting outcome it can inform the most. However, it should be noted that it is possible that an indicator may support more than one supporting outcome.

Table 1. Matrix of indicators

SUPPORTING OUTCOME 1 – QUEENSLANDERS TAKE A ZERO TOLERANCE APPROACH TO DOMESTIC AND FAMILY VIOLENCE	
Specific Evaluation Questions (for intermediate outcomes)	Data Sources
<ul style="list-style-type: none"> To what extent have Queenslanders shown an improved understanding that all types of domestic and family violence are unacceptable? How effective has the Strategy been in informing victims and perpetrators about where to go for help? How effective has the Strategy been in facilitating bystanders to take appropriate and safe action to prevent domestic and family violence? To what extent do Queenslanders demonstrate an understanding of the reason and need for cultural change when it comes to tackling domestic and family violence? To what extent has the Queensland community worked together to prevent domestic and family violence? 	<ul style="list-style-type: none"> National Community Attitudes Survey New Attitudes and Perceptions Survey Annual Scorecard data collection Independent research Flagship evaluation data

SUPPORTING OUTCOME 2 - RESPECTFUL RELATIONSHIPS AND NON-VIOLENT BEHAVIOUR ARE EMBEDDED IN OUR COMMUNITY	
Specific Evaluation Questions (for intermediate outcomes)	Data Sources
<ul style="list-style-type: none"> To what extent has the school community shown an improved understanding of the importance of respectful relationships and non-violent behaviour? To what extent has there been an increase in the capacity of schools to implement respectful relationships education? 	<ul style="list-style-type: none"> National Community Attitudes Survey New Attitudes and Perceptions Survey Annual Scorecard data collection Indicators of respectful relationships implementation within schools Flagship evaluation data

<ul style="list-style-type: none"> • Is there an increased awareness within the school community of the value of respectful relationships education? • To what extent do students have improved understanding of and skills in respectful relationships? • To what extent has the broader community supported programs aimed at increasing gender equality, respectful relationships and non-violence across community, workplaces and education? 	
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SUPPORTING OUTCOME 3 – QUEENSLAND COMMUNITY, BUSINESS, RELIGIOUS, SPORTING AND GOVERNMENT LEADERS ARE TAKING ACTION AND WORKING TOGETHER	
Specific Evaluation Questions (for intermediate outcomes)	Data Sources
<ul style="list-style-type: none"> • To what extent has the Queensland community been working together to protect and support victims and model respectful relationships? • How effective have the networks between and across communities and organisations been in enabling the sharing of supports, resources and ideas? • Has the Strategy helped promote cultural change in the broader Queensland community? 	<ul style="list-style-type: none"> • New Attitudes and Perceptions Survey • Queensland Crime Victims Survey • Annual Scorecard data collection • In-depth stakeholder interviews (Providers) • Flagship evaluation data

SUPPORTING OUTCOME 4 – QUEENSLAND’S WORKPLACES AND WORKFORCES CHALLENGE ATTITUDES CONTRIBUTING TO VIOLENCE AND EFFECTIVELY SUPPORT WORKERS	
Specific Evaluation Questions (for intermediate outcomes)	Data Sources
<ul style="list-style-type: none"> • How have workplaces promoted the prevention of domestic and family violence and influenced cultural change? • How effective have workplaces been in raising awareness of domestic and family violence support? • How have workplaces built capability to recognise signs of domestic and family violence, and respond and refer appropriately, to better support affected employees? 	<ul style="list-style-type: none"> • Work by external accreditation programs • Annual Scorecard data collection • Public sector employee opinion survey • New Attitudes and Perception Survey • Flagship evaluation data

SUPPORTING OUTCOME 5 – VICTIMS AND THEIR FAMILIES ARE SAFE AND SUPPORTED	
Specific Evaluation Questions (for intermediate outcomes)	Data Sources
<ul style="list-style-type: none"> • Has the Strategy helped build culturally appropriate service responses that meet the needs of victims? • How effective have integrated services been in supporting victims’ needs? • To what extent has the Strategy facilitated improved access to appropriate and responsive 	<ul style="list-style-type: none"> • Annual Scorecard data collection • New Queensland DFV Victim Survey (optional) • Queensland Homelessness Information Platform ad hoc data • Specialist Homelessness Collection • In-depth Stakeholder Interviews (Users)

<p>services to victims of domestic and family violence?</p> <ul style="list-style-type: none"> • Has the access to, and responsiveness of, services helped victims to rebuild their lives, gain independence, and avoid re-victimisation? 	<ul style="list-style-type: none"> • Flagship evaluation data
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SUPPORTING OUTCOME 6 – PERPETRATORS STOP USING VIOLENCE AND ARE HELD TO ACCOUNT	
Specific Evaluation Questions (for intermediate outcomes)	Data Sources
<ul style="list-style-type: none"> • Has the Strategy helped build a more seamless and integrated service response that meets the needs of perpetrators? • To what extent have services to perpetrators been accessible? • To what extent have perpetrators shown an improved understanding that their violence is a problem? • How effective have integrated services been in enabling perpetrators to overcome their domestic violence? • To what extent has the capacity in individuals working in perpetrator interventions been developed to respond to the dynamics and impacts of domestic and family violence? 	<ul style="list-style-type: none"> • In-depth Stakeholder Interviews (Users) • Annual Scorecard data collection • New Queensland Perpetrator Survey (optional) • Flagship evaluation data

SUPPORTING OUTCOME 7 – THE JUSTICE SYSTEM DEALS EFFECTIVELY WITH DOMESTIC AND FAMILY VIOLENCE	
Specific Evaluation Questions (for intermediate outcomes)	Data Sources
<ul style="list-style-type: none"> • How effective has the justice system process been in providing coordinated, consistent and timely responses to domestic and family violence matters? • To what extent has the justice system been supported to provide comprehensive and integrated services that meet the needs of perpetrators, victims and their families? • To what extent have victims been kept safe leading up to, during and after court? • How effective has the justice system process been in implementing actions to hold perpetrators accountable for their actions? • To what extent have Indigenous perpetrators, victims and their families shown an increased understanding of and confidence in the process? • How have Community Justice Groups in 18 discrete Aboriginal and Torres Strait Islander communities demonstrated an increased capability to support and respond to domestic and family violence? • How effective has the Strategy been in supporting local justice authority structures to respond to domestic and family violence? 	<ul style="list-style-type: none"> • Annual Scorecard data collection • Queensland DFV Victim Survey (optional) • Queensland Wide Inter-linked Courts records • Flagship evaluation data

2.4 EVALUATION COMPONENTS

The review of progress with the implementation of activities will be provided through structured reviews of each action plan and systematic annual reporting of routinely collected data from agencies. Information on successful implementation of activities will inform the development of the following action plan.

2.4.1 Structured Reviews

A structured review of the strategy for each action plan will be conducted to measure which activities are being implemented successfully, and which require adjustment to secure the outcomes an action plan set out to achieve.

Areas of focus will include:

- The effectiveness and efficiency of governance arrangements.
- The resources allocated to implementation.
- The processes and practices underpinning implementation, including communication processes, data collection, evaluation and the timing of implementation.

2.4.2 Annual Scorecards

Much of the quantitative monitoring of Strategy implementation progress will be undertaken through the provision of operational, management and administrative data by agencies to DPC. Data for specific Intermediate Outcome indicators will also be accessed from agencies and other national/state surveys so that DPC can compile and release an Annual Scorecard for the Strategy.

The Annual Scorecard is lent from the presentation of Year One Highlights in the Second Action Plan (see Figure 2 below) that focuses on budget allocation and service provision against each supporting outcome. Over time, and as data is available the focus of the Annual Scorecard will transition from resourcing and outputs to intermediate outcomes.

The matrix of indicators has been specified so that all information and data required from each contributing agency and national/state survey can be specified on one form. Each year, DPC will request each agency to provide specific data on an information request form that lists each indicator for which data is sought. DPC will also access the latest state/national survey to document indicator values reported through those instruments. Although the list of information required will not change year on year, each agency will require its own custom list that will be generated from the matrix of indicators.

Figure 2. Year 1 highlights card



DPC will input all data provided into the DPC Database/Information System, and assess the extent to which data demonstrated progress and successes. Indicators with particular relevance to the current environment and those that show significant movement, especially in year on year comparison, will be selected and reported in the Annual Scorecard. This means that the content of the Scorecard will change from year to year, that is, not all indicators will be reported each year. Any indicators that represented lack of achievement should be noted, and analysed to further contribute to Scorecard recommendations that identifies any significant barriers to progress alongside significant enablers. If necessary, this review of barriers and enablers may result in the initiation of case studies (described below). However, it is anticipated that a core set of indicators should be captured by the Scorecard to demonstrate continuity of reporting. As the reform program is still fairly new, some core indicators may continue to increase, such as prevalence of domestic and family violence as victims feel more confident/comfortable to seek help. Ultimately, the Strategy seeks to reduce the prevalence of domestic and family violence, however it is expected that it will increase in the short to medium term. These indicators are listed in Table 2.

Table 2. Core set of indicators

Indicators	Data sources
Level of community confidence to report incidents of domestic and family violence to Queensland Police Service	QPS
Increased intolerance towards domestic and family violence	New Attitudes and Perceptions Survey
Reduced deaths related to domestic and family violence	Domestic and Family Violence Death Review Unit
Increased percentage of Queenslanders who feel safe from domestic and family violence	New Attitudes and Perceptions Survey
Increased percentage of domestic and family violence victims who feel safe and supported	In-depth Stakeholder Interviews (Users)

2.4.3 Optional Evaluation Component 1: Case Studies

Case studies can provide an important means to investigate specific cases in detail, to provide depth as a complement to the broad coverage of routine evaluation and enhance understanding of reform activities. Cases will be chosen purposively to provide the greatest opportunity to learn through ‘substantive representativeness’, rather than statistical representativeness. Case selection will enable the preparation of individual case studies for a diverse group of participants to capture their insights as well as those of other stakeholders (for example, vulnerable groups identified in the Strategy or workplace initiatives in the private sector). This methodology also enables the cross-case analysis that may identify shared patterns that, because they have arisen from a heterogeneous group of cases, will have greater significance.

As mentioned, the identification of cases will generally arise from an analysis of barriers and enablers of success as part of the Annual Scorecard review. Once a case is selected, DPC

will prepare a brief Case Study Terms of Reference outlining intended methods and work plan for the case study, the design and implementation of which may be procured by DPC.

2.4.4 Optional Evaluation Component 2: Academic Research

Academic Research within domestic and family violence related subject areas can result in recommendations for revised approaches to activity specification and implementation. Such recommendation would be based either on emerging evidence that points to innovative new ways of doing things, or, through the identification of best practice being applied elsewhere. The inclusion of academic research as an optional evaluation component within the evaluation framework would support the evaluative focus of the framework by looking to external data sources and emerging national and international best practice. The nature of research would be determined in the same way that case studies are identified, with the key difference being that case studies are calibrated within the reform strategy and academic research will look outside of existing reform strategy activities. The scope of each research assignment would be determined by DPC and be commissioned across a range of options from short term studies to full scale PhD research.

2.5 OUTCOMES EVALUATION

Prior to the end of each action plan, DPC will commission or conduct an evaluation of the Action Plan, to provide an assessment of the projects and identify key findings and recommendations to be considered for the next Action Plan.

The Action Plan Review will consolidate all evaluation activity that has occurred over the period of that Action Plan, combining the findings of the structured reviews and each separate data collection instrument into a single narrative that assesses the extent to which the Action Plan has progressed the reform program towards its key outcome. The Action Plan Review will provide a summary of progress to date, and then be structured to address each of the Evaluation Questions in turn. The combination of disparate qualitative and quantitative data to collectively provide insight to each evaluation question will rely on the skill and intuition of the Action Plan Review team, who will be required to apply deductive reasoning and value judgements. The Action Plan Review will qualify the extent to which objectives have been achieved, as well as considering whether there might have been alternative ways of applying the action plan – leading to a set of recommendations for the next action plan. The final Action Plan Review will provide recommendations around what type of response, if any, would be needed at the end of the Strategy.

2.5.1 Action Plan Reviews

A key analytical process as part of the Action Plan Review will be to compare the movement in year on year data through the Annual Scorecards, using case studies and evaluations of initiatives (described later) as insight to why these changes have occurred. Whilst most data within the framework will be collectively included in the Action Plan Review, it makes sense for the Action Plan Review to coincide with a Survey of Attitudes and Perceptions, as well as any in-depth stakeholder interviews so that the review process adds depth to the analysis and findings. It is suggested that the Survey of Attitudes and Perceptions occurs immediately prior to the Action Plan Review, whilst in-depth stakeholder interviews will occur concurrently.

- **Survey of Attitudes and Perceptions:** All of the supporting outcomes in the Strategy refer to desired changes in attitudes and perceptions so that Queenslanders will adopt a zero tolerance attitude to domestic and family violence. The evaluation of the Strategy will not be possible unless a credible mechanism for assessing changes

in attitudes is applied in Queensland. The National Community Attitudes towards Violence against Women Survey (NCAS) provides some useful attitudinal data for Australia, however the sample size of this survey will limit the extent to which there is statistical representativeness across all regions in Queensland. Further, the scope of the survey focuses on women's safety, which is only one aspect of domestic and family violence. For these reasons, it is recommended that DPC commissions or conducts a Queensland wide Survey of Attitudes and Perceptions focussed on domestic and family violence in Queensland.

The NCAS survey provides a useful line of questioning and survey approach that could be expanded to cover all aspects of domestic and family violence, as well as ensuring representation of all marginalised groups. Further, the Survey of Attitudes and Perceptions will provide useful data to support ongoing learning and management of initiatives, particularly for the flagship evaluation initiative: "A communication and engagement program to help change attitudes and behaviours of Queenslanders towards domestic and family violence" (Table 3 – List of flagship evaluations).

DPC will commission the design of the Survey of Attitudes and Perceptions to define a sampling strategy and research protocol for the survey. The survey questions will be informed by those relevant indicators specified within the Matrix of Indicators, but may also be widened to support other lines of enquiry and thereby economise on data collection activity. The Survey of Attitudes and Perceptions is the key evaluation mechanism for the Strategy and will provide critical information that is currently not available for Queensland.

- **In-depth stakeholder interviews and focus groups with agency representatives:** The Action Plan Review will solicit, through semi-structured interviews and focus group discussion with representatives of Queensland Government agencies, and non-government agencies that provide domestic and family violence services perceptions of change that has occurred through the reform process. Each interview or focus group discussion will be framed against the relevant elements of the program logic, to assess the extent to which agencies, and agency counterparts, perceive outcomes have been evidenced, and to understand the individual perspectives on what processes are most effective, or least effective, in achieving desired outcomes.

Individual interviews will be conducted face-to-face or by telephone depending on the most suitable approach that can be agreed on between stakeholders and the Action Plan Review team. Focus group discussion will promote interaction and dialogue between stakeholders so that knowledge sharing and learning occurs simultaneously to results analysis. The aim of this data collection is to collect first-hand information from people involved in the provision of domestic and family violence services, and those implementing change initiatives to supplement the information drawn from the qualitative data. A mechanism for the consultation of persons or organisations that have an interest in what will be learned from the evaluation will also be developed as part of this process. This approach allows for the engagement of implementing stakeholders so that they engage, support and take ownership of evaluation findings because the findings will address stakeholders' questions or values.

- **In-depth stakeholder interviews with key DFV reform service users:** The nature of the Strategy identifies victims, perpetrators and bystanders, including those from vulnerable groups, as key stakeholders whose behaviour and outcomes might be changed through the reform program. Any analysis of reform outcomes needs to consider the views of these stakeholders on the adequacy of services (access,

experience and quality) as well as the changes that they have been able to effect, or not effect, through exposure to services.

The Action Plan Review will include semi-structured interviews with these stakeholders, who will be broadly classified as having made use of, or potentially having needed to make use of, domestic and family violence support services covered within the Strategy. The aim of the semi-structured interviews will be to examine knowledge around access to services and the efficiency of service implementation, including challenges and benefits experienced. The approach also allows for the evaluation of service integration, perceptions of safety, and perceptions of economic and social impact. Interviews may be undertaken via telephone and where required, due to cultural consideration, in person. Stakeholders will need to be identified and targeted based on their potential to provide information relevant to informing specific evaluation outcomes. These persons should be confidentially identified in consultation with the relevant government agencies, who may be the custodian of relationships with participants and thus may be required to facilitate and participate in the interview process.

2.5.2 Flagship Evaluations

Flagship evaluations provide an assessment of a subset of reform activities and the extent to which these have contributed to the intermediate and supporting outcomes. Flagship Evaluations are likely to be conducted by the agency that is principally responsible for the activities being evaluated – at initiative design, the responsible agency will provide evaluation methods and a work plan for data collection, analysis and reporting. The Flagship Evaluation description does not prescribe evaluation procedures as these will vary on the nature of the initiative being evaluated. The evaluator will specify appropriate methods as part of the evaluation plan, that will likely include mixed methods – that is a blend of quantitative (statistical) and qualitative (stakeholder interviews) approaches. DPC should be included in each flagship evaluation design to provide guidance on how to meet the requirements of the evaluation framework. In cases of limited evaluation capacity within the agency, training and/or evaluation advisory services may be required. At a minimum, each Flagship Evaluation should:

- Be conducted at the end of the initiative;
- Provide a credible link to at least one Supporting Outcome;
- Identify the results chain that maps an intended theory of change from the initiative outputs to the evaluation framework and other (if necessary) intermediate outcomes under the supporting outcome/s⁴;
- Assess the extent to which the initiative has impacted upon each relevant intermediate outcome reflected in the Evaluation Framework⁵, identify any other intermediate outcomes that have occurred (positive and negative), and identify whether intermediate outcomes have in turn contributed to the supporting outcome;

⁴ If an initiative maps to more than one supporting outcome then its Evaluation should investigate its contribution to all Supporting Outcomes, and all related intermediate outcomes specified for these.

⁵ The scope of a Flagship Evaluation is likely to be narrower than that specified for each intermediate outcome.

- Provide an assessment of any intermediate outcomes that have not been achieved, and how this has affected the achieving of the Supporting Outcome;
- Provide a process review to understand process and implementation methods associated with successful outcomes; and
- Synthesise key findings and recommendations of relevance to future activities.

Whilst a Flagship Evaluation will provide specific, deep information on how an initiative contributes to intermediate outcomes, it will not be obligated to utilise the Evaluation Framework indicators against each relevant intermediate outcome. Flagship Evaluators may take direction from the indicators specified in the Evaluation Framework, and may use data collected within the framework as part of the overall evaluation, however each flagship evaluation needs to demonstrate attribution and/or contribution to reform strategy objectives arising from the flagship initiative. Flagship evaluations should contribute to providing evidence for the high level indicators and intermediate outcomes. Flagship evaluations should provide progress reports and where possible evidence each year it is funded.

2.5.3 Optional Evaluation Component 3: Queensland DFV Victim Survey

The in-depth stakeholder interviews prescribe in 2.5.1 will add valuable insight to the perceptions of domestic and family violence service users, including victims of domestic and family violence. To enhance the validity of conclusions drawn from the stakeholder interviews, particularly around support provided to and for victims of domestic and family violence, it is proposed that DPC could conduct a Queensland DFV Victim Survey⁶ as an additional evaluation component. A Queensland DFV Victim Survey would solicit satisfaction rating from victims of domestic and family violence around the extent to which services are accessible, integrated, appropriate and prioritised. Importantly, participants would be asked to assess the services they have experienced as well as, if they are able, their perceptions around perpetrator services. It would also include questions to assess perceptions of safety, risk and re-victimisation. The Queensland DFV Victim Survey need not be a standalone survey, but could be included within the QGSO Crime Victims Survey if the QGSO can modify the survey instrument so that it is able to provide specific measures of family and domestic violence. Further, the Crime Victims Survey might be expanded to solicit victims' experience with the service providers other than the police.

2.5.4 Optional Evaluation Component 4: Queensland Perpetrator Survey

The in-depth stakeholder interviews prescribe in 2.5.1 will add valuable insight to the perceptions of domestic and family violence service users, including perpetrators of domestic and family violence. There is limited, if any, other data available to inform an analysis of the perceptions of perpetrator service users about their experience in any or all of the domestic and family violence early intervention, prevention, crisis response and recovery services.

Whilst service providers, particularly for perpetrator rehabilitation programs, do report on activity data (reported through the Annual Scorecard), it is important that perpetrators provide feedback on the appropriateness of services, as well as the intrinsic and extrinsic motivations that have caused them to change, or not, their behaviour.

⁶ The name of this survey will be sensitively determined.

Whilst it is not possible to engage with perpetrators whilst they are still 'in process' for example part of an ongoing court deliberation. A perpetrator survey can focus on rehabilitation programs, where service providers of discreet rehabilitation services are required to have each participant complete an end of program evaluation survey. The survey instrument would be standardised across all service providers to enable aggregation of data⁷, and reported by service providers⁸. The application of a standard template provides an ideal opportunity to further build capacity in evaluation, by first providing guidance and training in the deployment and reporting of the instrument, and then following up with support on how to interpret and use survey findings to optimise successor programs and activities.

2.6 BUILDING CAPACITY FOR EVALUATION

The Evaluation Framework will include a capacity building component designed to ensure that processes for meaningful implementation and for recording outcome data necessary for evaluation are embedded in the design of programs under the Strategy.

For agencies participating in the design and delivery of activities and programs for the Strategy it is critical that staff are trained to understand the key elements of evaluation methods and data that will be required to accurately report on the success of program implementation and outcomes. While evaluation specialists will be engaged to evaluate key initiatives and programs, the approach to evaluation should be embedded into the design of programs before they are implemented by the agencies. It is therefore necessary that capacity for designing and interpreting evaluations is developed within the agency workforce.

In this Section, a capacity building strategy is proposed for staff within DPC and participating agencies to develop the skills and knowledge needed to support evaluation specialists in the design, implementation and interpretation of program evaluations. This strategy should include, at a minimum, the regular delivery of customised workshops and the advice and guidance of an experienced monitoring and evaluation consultant. In addition, online training resources and communities of practice could be established to further support staff and encourage an evaluation culture within and across participating agencies in the Queensland Government.

It is proposed that DPC coordinates the development of the following capacity building activities for relevant agency staff:

- 1 **Workshops on evaluation design and methods:** Two different levels of customised hands-on training workshops should be developed to train relevant staff, including policy officers and their teams, engaged in coordinating program evaluations and data collection for this purpose. The content of the two workshops would include:
 - a) *Understanding Evaluation:* An introduction to program evaluation design and methodology including case studies relevant to the participating agencies from programs under the Strategy. This workshop would also include an overview of the Evaluation Framework for the Strategy.
 - b) *Doing Evaluation:* Implementation of outcomes evaluation techniques including identifying and measuring indicators, analysing the data, interpreting and reporting the evaluation findings.

⁷ The application of this type of survey would require a supplementary database design so that information can be collected, synthesised into a management information system, reported and used.

⁸ Self-reporting by service providers can lead to a positive bias in results, however the alternative would require significant investments in data management infrastructure, which is not warranted.

It is recommended that the first workshop, *Understanding Evaluation*, be delivered early in each year to up-skill selected staff engaged in coordinating program evaluations from across participating agencies. The second workshop, *Doing Evaluation*, would be delivered later in the year in anticipation of the release of indicator data following implementation of the programs. Both workshops would include hands-on sessions where the participants are able to seek advice on the evaluation of their own related programs from the instructor and peers.

The workshop material would be developed to be delivered over a two-day period in intensive mode, however, the delivery time could be flexible with an option of two one-day sessions delivered one week or more apart, depending on other work commitments.

These customised workshops should include detailed written guidelines that can be used as reference material following the workshop. The workshop training and guideline document should also be sufficient to allow workshop participants to train other staff in their teams.

It is recommended that all participating agencies are provided with training so that staff who interact with the Evaluation Framework are familiar with what it is, how it will be applied, and its usefulness for agency reporting and management. Ideally, skills and knowledge developed through the workshops will enable participants to better support their team members in conducting and/or managing an evaluation.

The number of times that each workshop is delivered annually will depend on the number of staff required to attend the workshop and the physical location of attendees. It is recommended that the number of workshop participants is restricted to 15 to allow an adequate level of interaction.

Following participation in a workshop it is useful to have access to expert advice for a period of time to address outstanding questions and to assist with translating learnings to practice. Following a workshop, the instructor or an alternative evaluation expert could be made available to provide practical advice to workshop participants for a limited period of time.

- 2 **Experienced evaluation consultant:** An evaluation professional should visit or be temporarily assigned to DPC at opportune times throughout the year. This would provide DPC and participating agencies with evaluation expertise at key evaluation time points (e.g. at the start of Annual Scorecard data collection) and provide additional support to agency staff who are engaging in evaluation and data collection.
- 3 **Online training modules:** Online training resources could be developed from:
 - a) The program evaluation guidelines produced by the Queensland Government.
 - b) The workshop guideline documents to serve as a refresher to workshop participants and for self-directed learning about components of evaluation for staff who do not attend workshops. These would comprise information about the Evaluation Framework and evaluation methods, activity and assessment components. Team members who complete the modules would be provided with a certificate of completion.
- 4 **Networks and communities of practice:** Developing an evaluation network and community of practice allows a varied group of people, including agency policy makers, evaluation staff and external experts, to share experiences, improve practice, and gain support. Such meetings would encourage cross-fertilisation of ideas across different areas of service delivery and increase the connection between evaluation staff and policy makers. These could be scheduled monthly and organised to align with other existing evaluation network meetings. Additionally, an online share-point space could be created to allow for the sharing and non-duplication of documents and information.

- 5 **On-going evaluation support:** Staff from participating agencies who have developed a sufficient skill in evaluation after completing appropriate training, could be identified as within-agency evaluation advisors to provide on-going support for other staff. These individuals would be instrumental in determining whether additional workshop or online material should be developed for further training.

The capacity building strategy should align with the Evaluation Framework for the remaining three Action Plans. It will be important that relevant staff from participating agencies are introduced to the Evaluation Framework and receive at least the workshops training on *Understanding Evaluation* at the commencement of each new Action Plan, or as a refresher at the beginning of each year. Similarly, staff involved with co-ordinating program evaluations and gathering data, should receive at least the workshops training on *Doing Evaluation* prior to the Annual Scorecard being produced. It is also possible that a third workshop is required in the third year of each action plan prior to reporting findings from the evaluation using data gathered across all three years. The need for this and other more advanced evaluation workshops should be assessed in the second year of the action plan.

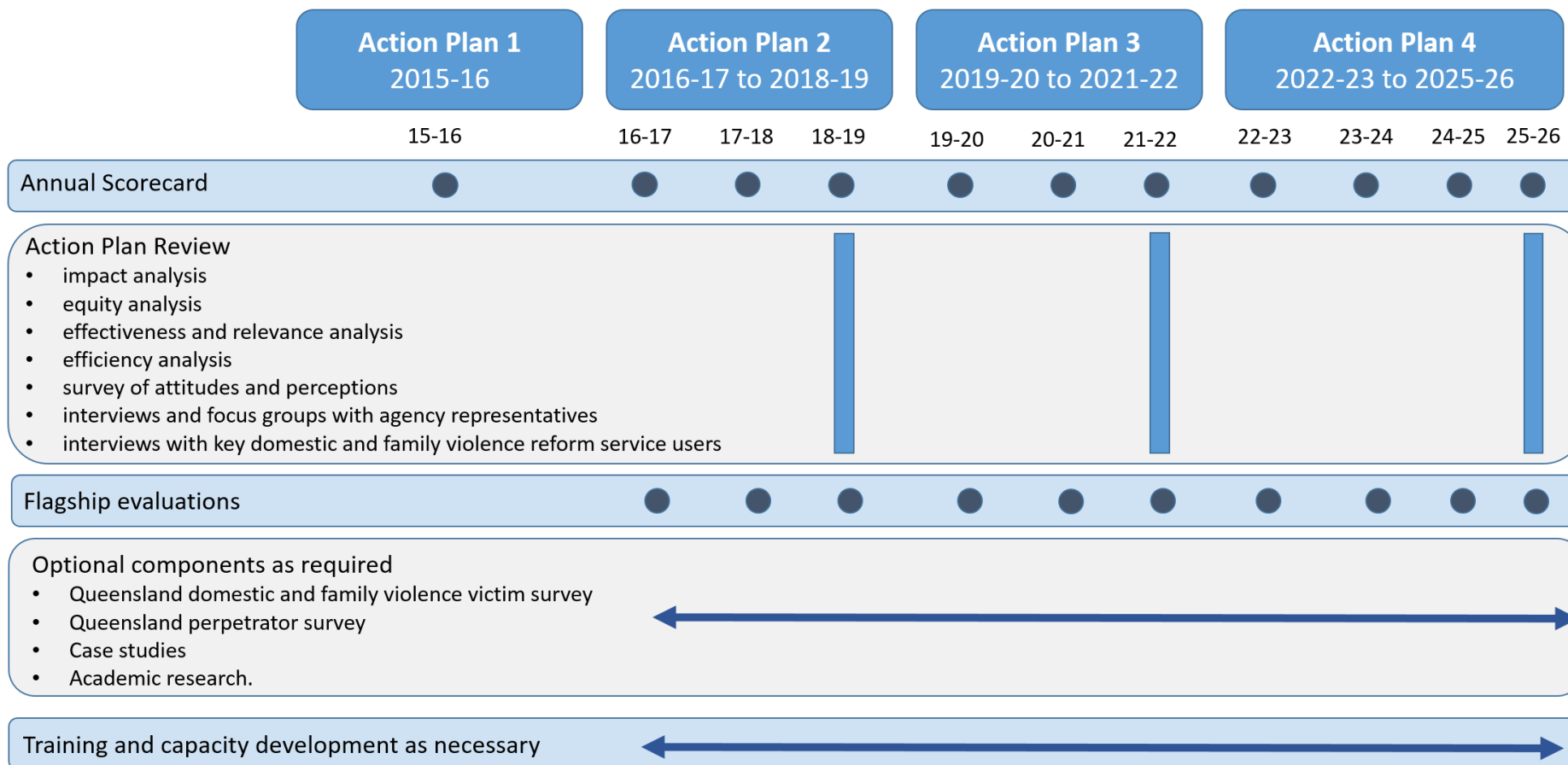
The development of online modules to deliver training material from the workshops will be an efficient and effective way of providing evaluation training over a nine year period. This will enable staff to receive the required level of training as needed at any time of the year and without needing to physically attend a workshop at an allotted time. However, some individuals prefer learning in a classroom environment with an available instructor and it is recommended that the two workshops are presented once each year for the first two-three years to determine demand while the online modules are being prepared.

Establishing networks and communities of practice will also be an important activity for enabling staff involved in evaluation activities to connect within and across agencies, and provide a mechanism for on-going internal evaluation support.

2.7 WORKPLAN AND REPORTING SCHEDULE

Figure 3. Implementation schedule

Implementation Schedule



2.8 GUIDELINES TO IMPLEMENTATION

2.8.1 Establishing the baseline

The evaluation will typically report relevant period data, with reference to the baseline, unless such reporting is not meaningful or is not possible. The matrix of indicators provides a useful mechanism through which to collect baseline indicator values, although there are a few considerations in so doing:

- The baseline needs to be established prior to any reform strategy activities occurring, given that the first action plan has already concluded, in some cases it may not be possible to absolutely verify the values of indicators in earlier time periods.
- Some indicators have been identified for collection in future time periods through planned data collection that is either still conceptual, or in design. Establishing a baseline for these indicators can only occur later once data collection methods have been confirmed.
- Agencies that will be interacting with the Evaluation Framework may have limited familiarity with it and will require support to understand each indicator required, as well as the intended use of such indicators. Evaluation capacity varies by agency, and as such in establishing the baseline, there is a concurrent need to build evaluation capacity to a common minimum standard.

It is recommended that baseline values for the framework are established progressively upon first use of data collection instruments, rather than through the commissioning of a separate baseline study. Data collection methods and tools were explained in the preceding sections however; to establish a baseline the following supplementary actions are required for first use of each instrument:

- Immediately upon finalisation of the evaluation framework, DPC will initiate a baseline Annual Scorecard. DPC will prepare information requests/queries for each participating agency (see Column 4 in Table 5 in Appendix V for agency specific information) that will in turn supply values for each specified indicator at: i) the indicator's latest measurement (providing date of measurement); ii) the value as at January 2016 (if available), iii) the value five years prior⁹ and date of measurement.
- The progressive establishment of the baseline implies that targets against the framework will also be agreed progressively. It is recommended that not all indicators are assigned targets, particularly for those that may be negatively perceived, or those for which the trend movement offers greater insight than their value. Indicator targets will be established following the completion of the baseline annual scorecard, as well as being reviewed, and if necessary revised, following the Annual Scorecard thereafter.

2.8.2 Variables for disaggregation

Disaggregation of data and associated indicators (or variables) enables researchers and policymakers to consider how different groups of individuals may experience domestic and family violence, and may be targeted by different initiatives and programs. For example, the

⁹ Although preceding year values do not form part of the baseline, they are collected to provide an indication of previous direction of change.

context in which victims, perpetrators, and bystanders experience family and domestic violence may differ. Victims, perpetrators, and bystanders may also differ in their attitudes towards domestic and family violence, or in their experiences with service providers.

Another form of disaggregation could be in consideration of particular vulnerable groups, such as people with disabilities; older people; Aboriginal and Torres Strait Islander people; Lesbian, gay, bisexual, transgender and intersex (LGBTI) people; and individuals from culturally and linguistically diverse (CALD) groups. These groups face unique challenges, and may require specific support. Therefore, tracking whether the needs of these vulnerable populations are met over the duration of the framework is important. Additionally, this type of data disaggregation would provide evidence for whether the incidence and types of domestic and family violence are being reduced in one or more of these vulnerable groups, or whether there may be a need for further targeted programs.

Disaggregation of indicators may also be examined for other groups such as: by gender; for employees and managers; for organisations (e.g., private, public or non-governmental agencies); by geographical location; and by type of violence (e.g., physical violence, sexual abuse, economic and social deprivation, and verbal abuse).

2.8.3 Data management, reports and information flows

Data demand and use (in evaluation) takes cognisance of multiple existing management information systems (MIS) that already exist to support admin data within agencies. Although possible, the development of a stand-alone MIS for this evaluation framework is deemed to add a level of complexity to evaluation activities – both in terms of administrative capacity as well as enabling systems and IT. It is recommended that DPC utilises existing agency level MIS to support the management of data required for monitoring and evaluation of all aspects of the program.

The Matrix of Indicators (see Appendix V) specifies each indicator against its requisite collection of information. The Matrix has been designed as an Excel spreadsheet, so that it can be used to consolidate all disparate data and information to a single location. Such an approach will avoid unnecessary duplication of content and deliver efficiency in evaluation report preparation.

Data will be collected and recorded by responsible agencies¹⁰ and provided to DPC. Capacity in data collation and management will be retained at DPC that will establish a quality assurance process for data collection and storage. This process should include data spot-checks and secure back up of data regularly.

Where possible, surveys will be correlated against variables to assess the strength of the relationships between them. Any qualitative data will be coded (e.g. opinion questions in surveys; interviews; case studies) and triangulated against other data. The coding of data will be in line with the anticipated information needs of specified evaluation questions.

¹⁰ Data that is obtained through non-agency processes will be deemed to be the responsibility of DPC and is denoted in 'Responsibility (for Collection)' at Appendix V.

2.8.4 Evaluation roles and responsibilities

The nature of this reform program and its evaluation requirements of three-yearly reviews and evaluations requires that its roles and responsibilities be clearly defined from the start.

As stated in the process evaluation of the First Action Plan (2015-2016), DPC is responsible for coordinating the implementation of the Strategy. Among other things, they perform a high-level oversight role in supporting the progress of the action plans and enabling the incorporation of learnings into subsequent action plans under the Strategy.

While the overall evaluation will be managed centrally by DPC, the flagship evaluations will be the responsibility of lead agencies who will conduct the evaluation, or contract it out. This framework does not describe methodologies for flagship evaluations, but it does include indicators and data collection and reporting time lines which could guide their design.

Lead agencies will have the responsibility of managing and maintaining the collection of data to support their relevant intermediate outcomes of change. In some instances, this will involve coordinating a number of other agencies involved in the initiative.

Some of these indicators rely on data that is currently collected, while other indicators will need further data development if no data are currently available. The lead agencies are responsible for putting the necessary processes in place to collect these new data.

2.9 CHALLENGES

Challenges that may impact the capacity of evaluators to comply with all aspects of the framework, and identified through review of the literature and interviews with stakeholders, include the following:

- Evaluation capacity of agencies is limited due to time and capability constraints; they may not have capacity to include additional indicators in administrative data or collect new data without the funding to facilitate this.
- Privacy concerns relating to information provided by victims, perpetrators and witnesses may discourage the sharing of information.
- Consent required for some information can make pertinent information inaccessible/unavailable for evaluations.
- Evaluators may need to put in place additional safeguards for victims of domestic and family violence who are asked to participate in surveys and other forms of data collection that can endanger or cause distress to victims.
- Not all measures have a baseline prior to the implementation of the Strategy, or accommodate/allow for longitudinal tracking.
- The direction in which outcome indicators move over time is not always clear. For example, increased awareness of domestic and family violence may result in increased reporting, which will be reflected in higher prevalence rates.
- It is not straightforward to measure some outcomes such as change in culture and collaboration among organisation, without the considerable time commitment and financial support data collection would entail.
- Social and cultural factors influence data quality. For example, underreporting typically occurs in relation to crime, and social desirability or acceptability may lead to bias in survey responses.

- Collaboration across the public and private sectors may be challenging in terms of using existing data sources.
- A variety of external factors may interact with and influence domestic and family violence which makes it difficult to isolate and therefore measure the Strategy's success. For example, domestic and family violence may be exacerbated by drug or alcohol abuse, unemployment and the economy and mental health.

3 DEVELOPMENT PROCESS

3.1 PROCEDURE

The development of the evaluation framework for the Strategy was informed by data gathered from the following activities:

- A review of relevant government reports, including the Domestic and Family Violence Implementation Council reports and the Domestic and Family Violence Prevention Strategy 2016-2026 reports. See reference list.
- A review of relevant literature and policy reforms in the domestic and family violence field in Australia and internationally. See Appendix II.
- A review of the availability of existing data sources that are in the process of being collected. See Appendix III.
- Consultation with Queensland government senior officials, members from government agencies involved in the implementation of the Strategy and research experts in the domestic and family violence field. Consultations took the form of a workshop, roundtable and individual meetings.
- Consultation with an Expert Advisory Group which was established to provide direction on key aspects of the framework.

3.2 SELECTION OF INITIATIVES FOR FLAGSHIP EVALUATIONS

The flagship initiatives for evaluation were selected through consultation with the Domestic and Family Violence Executive Group (the DFVEG) during a workshop facilitated in a scheduled meeting. The purpose of this workshop was to identify the significant new initiatives for 2016-17 that could be considered as flagship activities for evaluation within the framework and to be recommended for approval to the Child Protection and Domestic and Family Violence Inter Departmental CEO Committee of the Queensland Government.

Preliminary discussions between DPC and ISSR identified two options and proposed flagship evaluation initiatives. Option 1 identified three initiatives, which mapped against each of the three foundational elements (Community attitudes and behaviour, Integrating service responses or Strengthening justice system responses). Option 2 included the three initiatives from Option 1 and four additional initiatives mapped against all seven supporting outcomes.

The DFVEG gave consideration to the following seven criteria in selecting appropriate initiatives for flagship evaluations which are not ranked in any order of importance:

1. Feasible – The potential to conduct a rigorous, timely and meaningful evaluation.
2. Measurable – The extent of contextual limitations on being able to demonstrate whether the initiative is associated with observed changes over time.
3. Track record – Whether the initiative is new and innovative or a continuation of an established program.
4. Size of investment – The level of investment in the initiative.
5. Capability – Financial and human resources required to conduct the evaluation.
6. Existing evidence base – Evidence that the program or a similar program has been effective in another location (either nationally or internationally).

7. Target group – The extent to which the initiative specifically targets domestic and family violence.

After discussion and clarification regarding the inclusion criteria for the flagship evaluation initiatives and the number of initiatives required to usefully inform the outcome areas of the reform program, the approach taken was to select initiatives that spread across the seven supporting outcomes. The flagship evaluation initiatives selected and approved are summarised in Table 3. The Community Justice Group (CJG) initiative was proposed as an additional flagship evaluation initiative following the workshop.

Table 3. List of flagship evaluations

Flagship evaluation initiatives	Primary Supporting Outcome	Lead Agency
Communication and engagement program to help change attitudes and behaviours of Queenslanders towards domestic and family violence	1	Department of the Premier and Cabinet
Our Watch Pilot: a whole of school approach to Respectful Relationships Education in up to 10 Primary Schools	2	Department of Education and Training
To support the Queensland Police Service to pursue cultural change in line with the recommendations of the Not Now, Not Ever report	3	Queensland Police Service
Workplace package for public sector employees affected by domestic and family violence	4	Public Service Commission
To trial contemporary integrated domestic and family violence service delivery models in three locations (one urban community, one regional community, and one discrete Indigenous community)	5	Department of Communities, Child Safety and Disability Services
To trial an approach to engage with perpetrators of domestic and family violence known to Child Safety through the Walking with Dads initiative as part of Government's commitment to expand perpetrator intervention programs across the state	6	Department of Communities, Child Safety and Disability Services
Trial of a domestic and family violence specialist court at Southport, to inform the rollout of specialist approach in other locations	7	Department of Justice and Attorney-General
Building capacity of Community Justice Groups in 18 discrete Aboriginal and Torres Strait Islander communities to respond to domestic and family violence	7	Department of Justice and Attorney-General

3.3 IDENTIFICATION OF OUTCOME AREAS AND INDICATORS

Following the identification of flagship evaluation initiatives, the government agencies leading the implementation of these initiatives were contacted to request information on the objectives and the processes involved in implementing the initiatives. This information was used to inform the development of draft program logics to prompt discussion with key stakeholders and experts during a half-day roundtable in Brisbane. Most initiatives were still in their planning stage so there was only limited information available to develop the program logics prior to convening the roundtable.

During the roundtable the key stakeholders and experts were provided with information about the purpose and constructs of the program logic and asked to draw on their knowledge and understandings of the reform program and their key initiatives to identify what actions could be expected from program outputs and the anticipated outcomes from key initiatives. The roundtable also enabled preliminary scoping of the availability of existing data sources for identifying appropriate indicators and the requirement for new data collections.

Following the initial broader consultation, stakeholders were invited to participate in smaller consultation meetings to engage with individuals and groups in a deeper way than is possible during group discussions. The interviews assisted with the further review of the program logics and identification of indicators and the availability of data sources. The interviews were also used as a means to engage with stakeholders who were unable to attend the roundtable.

3.4 PROGRAM LOGIC AND THEORY OF CHANGE

The Strategy recognises that a number of complex political, systemic, and cultural factors will influence the Queensland's capacity to achieve its Strategic Vision. Whilst implementing agencies will progressively build domestic and family violence prevention, early intervention, crisis response and recovery actions to influence these factors, they will need to be monitored to inform an evolving understanding of the service and implementation context so that resources, relationships and common interests can be leveraged to contribute to change. The Program Logic representing the Strategic Vision and the seven supporting outcomes required to achieve it is presented in Figure 4 in Appendix IV. The Theory of Change against this program logic considers key 'influencing factors' for change to occur, discussed against each supporting outcome:

1. For *Queenslanders to take a zero-tolerance approach to domestic and family violence* requires that Queensland society does not accept domestic and family violence in any circumstance. This rests causally on an increased awareness about domestic and family violence and domestic and family violence support. Queenslanders need to understand that there is a need for cultural change and that all types of domestic and family violence are unacceptable. On this understanding, both victims and perpetrators need to know where they can get the right type of help at the right time, whilst potential bystanders recognise and take appropriate and safe action to prevent domestic and family violence.
2. That *respectful relationships and non-violent behaviour are embedded in our community* is progressively evidenced by an improved knowledge and demonstration of respectful relationships by the school system. This is achieved by the school system embodying and modelling respectful principles and behaviours so that wherever people live, learn, work and play, they respect and value each other. The premise of this logic is that if school children are exposed to, and adopt, respectful behaviours at school, then they are likely to behave in a similar way outside of school

and after completing school. Once outside of the school environment and as active members of the communities, participants who behave respectfully will reinforce appropriate non-violent dispute resolution in their clubs, associations and sporting organisations so that families, friends and neighbours value and support one another.

3. That *Queensland community, business, religious, sporting and all government leaders are taking action and working together* is evidenced through an increase in relationships with government and non-government organisations at a strategic and operational level. These enhanced relationships result from networks that are formed between and across communities and organisations to share supports, resources and ideas so that cultural change is led by communities across Queensland, working together to protect and support victims and model respectful relationships. This supporting outcome is modelled and led by public sector agencies that forge and mobilise partnerships with the non-public sector to demonstrate how change can occur.
4. That *Queensland's workplaces and workforce challenge attitudes contributing to violence and effectively support workers* is shown by victims and perpetrators being able to access the right support from their workplaces. If workplace cultures are changed to recognise that domestic and family violence is a workplace issue and uphold support for domestic and family violence victims and perpetrators, then they will actively support the prevention of domestic and family violence and contribute to the supporting outcome.
5. That *victims and their families are safe and supported* means increased access to and responsiveness of services for victims of domestic and family violence so that victims and their families can rebuild their lives, gain independence, and avoid re-victimisation. This in turn is achieved by an increased knowledge and capability of the workforce to enable them to respond appropriately to domestic and family violence so that all service users (perpetrators, victims and their families) have access to appropriate and coordinated support services that are responsive. Further influencing this outcome is the safety of victims and their families as the core priority of all services and interventions (including perpetrator interventions, probation/parole, courts and police) and services that are proactive in monitoring perpetrators' risk level and taking action to keep victims and their families safe.
6. That *perpetrators stop using violence and are held to account* is demonstrated by a decrease in reported perpetrator re-offence rates. This outcome is achieved through a combination of activities across most other supporting outcomes that support recovery efforts. It is based on the logic that perpetrators will stop using violence if they receive streamlined pathways through the service system with a seamless multiagency response in a timely manner within an integrated framework. Further, if services meet the needs of perpetrators, providing them with opportunities to change and/or improve their family relationships and welfare whilst at the same time perpetrators engage with education and utilise tools to change their violent behaviours and attitudes then they will acknowledge that that violence is wrong and harmful to victims and their families, and ultimately change their behaviour.
7. That *the justice system deals effectively with domestic and family violence* is evidenced by an improved victim perception of service delivery and the adequate resourcing and support for justice system domestic and family violence services, including CJGs. This in turn is influenced by the justice system process being accessible and leading to the provision of a coordinated, fair, supportive, consistent and timely response to domestic and family violence matters so that victims are kept safe through their justice system journeys and are empowered to participate. These outcomes rely on the increased capacity of the justice system to provide comprehensive and integrated services that meet the needs of perpetrators, victims

and their families. This supporting outcome includes a theory of action for increased support by CJGs to Indigenous perpetrators, victims and families (at all stages of the legal process) and increased capacity of CJGs in responding to domestic and family violence and supporting community-led, placed based approaches to domestic and family violence.

Given the complex and evolving environment, the assumed logical sequence of activities and initiatives to contribute to the achievement of the Strategic Vision will be strengthened by ongoing critical thinking about the contextual conditions that influence implementation, the motivations and contributions of stakeholders and other actors, and the different interpretations about how and why that sequence of change might come about. Critically, the activities and outputs included in the Program Logic provide a basis for evaluation and may be adjusted in line with progressive research on the nature of interventions that effectively bring about reform.

Implementation will continue to reflect the evolving priorities and ideas of agencies and key stakeholders. Instead of pre-determined linear processes, experimentation and innovation in the activities to be trialled to achieve agreed desired outcomes will be encouraged. The results of this experimentation will be captured through feedback loops (for example the flagship evaluations) supported through the evaluation framework, with the Program Logic being used to regularly test assumptions and adapt strategies and activities so that workable solutions can be scaled up and unsuccessful strategies discarded.

A diagram of the Program Logic is in Appendix IV.

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APPENDIX I: DIAGRAM OF THE DOMESTIC AND FAMILY VIOLENCE REFORM

Domestic and Family Violence Prevention Strategy

VISION: a Queensland free from domestic and family violence

STRATEGY



APPENDIX II: LITERATURE REVIEW

Overview of Literature

Evaluations of government-led domestic and family violence prevention strategies, frameworks, plans and programs have been undertaken in Australia and internationally on both national and state/territory levels. These evaluations utilised a range of methodologies and provided rich knowledge to inform the development of this evaluation framework for Queensland's Reform Program on Domestic and Family Violence. This section describes some of the approaches taken since 2008 to evaluate government-led programs for the prevention of domestic and family violence in Australia and internationally, the aims and methods of the evaluations, and key lessons learned.

Previous Approaches to Evaluation of Domestic and Family Violence Prevention

1. The National Plan

The National Plan is a long-term strategy for sustainably reducing violence against women and their children, which brings together the Commonwealth, state and territory governments and the broader community. The National Plan is delivered through a series of four three-year Action Plans, with each Action Plan developed to address contemporary priorities and build upon the successes of its predecessor. The National Plan and its Action Plans will be evaluated over the course of their implementation, to assess their effectiveness in reducing violence against women and their children, and provide evidence to support their development over time.

The framework for the evaluation was developed by Health Outcomes International in consultation with the National Plan Implementation Panel in 2014 and comprises an overarching evaluation informed by four three-year evaluations. The first evaluation establishes baseline data through a review of the National Plan's Foundation Stage (2010-13), and is followed by Short Term (2013-16), Medium Term (2016-19) and Long Term (2019-22) evaluations. Each of these evaluations will focus on the strategies and outcomes of one Action Plan. They will be guided by four key evaluation principles:

1. cumulative approach (three-yearly evaluations and annual progress reports build on each other);
2. collaborative effort (involvement of stakeholders from the whole of government and community, feed-ins from initiative evaluations);
3. overarching perspective (focus on overall approach not individual initiatives); and
4. leveraging existing data (using established data sources and supplementing with jurisdiction-led and initiative evaluations).

Monitoring and evaluation of the National Plan requires multiple forms of data, primarily from existing data collections and evaluations of related initiatives and strategies. Data utilised includes: consultations with government and non-government stakeholders; literature review of policies and reports; national surveys (National Personal Safety Survey; National Survey on Community Attitudes towards Violence against Women; National Aboriginal and Torres Strait Islander Social Survey; National Aboriginal and Torres Strait Islander Health Survey); Australian Gender Equality Indicators; analysis of media coverage; National Data Collection and Reporting Framework; and state- and territory-based data. This data will be supplemented by research undertaken by Australia's National Research Organisation for Women's Safety (ANROWS) and the Foundation to Prevent Violence against Women and their Children.

Some of these data sources are used to measure long-term high-level indicators of change (e.g. Personal Safety Survey, National Community Attitudes Survey), while shorter-term measures of success are obtained from data on reporting against actions and initiatives (e.g. state- and territory-based data).

The first progress report of the National Plan was prepared by the Department of Families, Housing, Community Services and Indigenous Affairs in 2013. It draws on input from all jurisdictions under the National Plan and details the key activities and initiatives conducted in 2010-2012 that align with the National Plan (Department of Families Housing Community Services and Indigenous Affairs, 2013). These actions and initiatives are framed against the four National Priorities and six National Outcomes of the National Plan, to demonstrate the progress being made towards the achievement of the priorities and outcomes. The progress report also outlines key lessons learnt from the review and the future directions for the National Plan, with emphasis on the challenges of large-scale collaboration across the public and private sectors, the task of working with diverse groups to effectively address complex problems, and the importance of continuously improving and being responsive to emerging priorities.

The first Action Plan was reviewed by Department of Social Services in 2014 (Department of Social Services, 2014). The reviewers engaged in extensive consultation with academics and stakeholders from the business and community sectors through national roundtables, written submissions and state- and territory-level engagement. These consultations were used to affirm progress made, highlight deficiencies and barriers, and identified initiatives that should be continued in the Second Action Plan. A number of data issues were highlighted in the consultations, namely: the need for consistent data collection across the states and territories; the importance of collecting data on ‘what works’ in order to improve responses to domestic and family violence; and the critical need for data collection regarding diverse groups of women such as Indigenous women, culturally and linguistically diverse women, and women with a disability. The reviewers reported that baseline data has been established for many long-term measures of success, and although these were not expected to change significantly during the implementation of the first Action Plan, they were expected to change as the National Plan progresses.

2. State and Territory Strategies and Plans

This section describes some of the evaluations undertaken since 2008 that assessed strategies (i.e. programs, strategies, frameworks and plans) developed by Australian state and territory governments to tackle domestic and family violence. The evaluations are discussed in alphabetical order of the state/territory in which they were conducted (see Table 4).

Table 4. List of programs and evaluation timeframes and methods by state/territory

Location	Program	Program Timeframe	Evaluation Timeframe	Evaluation methods & data collected
ACT	Family Violence Intervention Program	1998 – ongoing	2012 (2007-08 data)	<ul style="list-style-type: none"> • Literature review • Single time-point telephone survey with victims • Case audits • Stakeholder interviews
NSW	Domestic and Family Violence Framework for Reform	2014 – 2019	2014 – 2019	<ul style="list-style-type: none"> • Minimum practice standards • Professional & skills development monitoring • Program implementation monitoring • Cost-benefit analysis • DFV assault, death & victimisation rates

NSW	Aboriginal Family Health Strategy	2011 – 2016	2016	<ul style="list-style-type: none"> • Document review • Analysis of program monitoring data • Staff & stakeholder interviews
NT	Family Safety Framework	2012 – ongoing	2012 – ongoing	<ul style="list-style-type: none"> • Case data analysis • Workshops • Case audits
SA	Family Safety Framework	2007 – 2013	2008	<ul style="list-style-type: none"> • Participant observation • Analysis of child protection data for children linked to program • Document analysis • Criminal justice data • Stakeholder interviews
TAS	Safe at Home Strategic Plan	2004 – ongoing	2008 – 2009	<ul style="list-style-type: none"> • Literature review • Analysis of data collated by Department of Justice • Workshop consultations • Written consultation submissions
TAS	Safe at Home Strategic Plan	2004 – ongoing	2014	<ul style="list-style-type: none"> • Audit of previous recommendations • Document analysis • Internal stakeholder interviews • Internal stakeholder questionnaire • External stakeholder online survey
TAS	Safe Homes, Safe Families Family Violence Action Plan	2015 – 2020	2015 – 2020	<ul style="list-style-type: none"> • Government agency data • National data sources • Service provider data
VIC	Indigenous Family Violence 10 Year Plan	2008 – 2018	2014	<ul style="list-style-type: none"> • Individual and group interviews with stakeholders, data specialists, policy personnel • Survey of governance partners • Focus groups with regional action groups • Secondary data analysis of DFV incidence reports and service utilisation • Evaluation feedback sessions

2.1 Australian Capital Territory

The Australian Capital Territory *Family Violence Intervention Program (FVIP)* was established in 1998 to provide a coordinated criminal justice system and community response to domestic and family violence through two core initiatives: a coordinating committee that identifies and implements reforms across the FVIP agencies; and weekly multi-agency meetings to provide coordinated responses to domestic and family violence cases that come to the attention of police and proceed to prosecution (Victim Support ACT, 2016). The FVIP was evaluated in 2012 by the Australian Institute of Criminology, using data on the program's activities and outcomes from 2007-08 (Cussen & Lyneham, 2012). The evaluation methodology was devised through consultation with a Project Reference Group consisting of the Office of the Victims of Crime Coordinator, the manager of Domestic Violence Crisis Service (DVCS) and the manager of Victim Services ACT.

Mixed data was used in the evaluation, including: a literature review of criminal justice system responses to domestic and family violence; domestic and family violence data compiled by ACT Policing and the Magistrates' Court; a telephone survey of 40 victims of domestic and family violence; an audit of 72 DVCS cases; and in-depth semi-structured

stakeholder interviews conducted with government and non-government agency staff. The evaluation team identified a number of barriers to evaluating the Program, such as data not always being comparable across agencies, agencies having limited capacity to refine their collection methods, and data not being available for analysis due to its confidential or sensitive nature. They recommended that performance measures be developed by the FVIP Coordinating Committee, based on identifiable outcomes against which the FVIP can be assessed, to help FVIP partners allocate resources and identify strengths and areas for improvement. They also recommended that a central database be created for the access, collection and dissemination of data; which would ensure that data is comparable across agencies and avoid placing extra administrative burden on agencies with limited capacity for altering or expanding their existing data collection methods.

2.2 New South Wales

The current New South Wales *Domestic and Family Violence Framework for Reform: It Stops Here*, was developed to put support and services for victims and their families at the centre of the state's approach to domestic and family violence from 2014 to 2019 (NSW Government, 2014). The Framework includes an evaluation strategy that will be implemented in stages throughout its implementation and was developed with reference to the National Plan and consultation with representatives from the human services sector, advocacy groups, service providers and community members. This evaluation strategy includes a process evaluation of the effectiveness of the implementation of framework initiatives, and an outcome evaluation to assess the success of the Framework in achieving its intended outcomes. The outcome evaluation will include analyses of the costs and benefits of implementing the Framework, assessment of the number of people undertaking professional and skills development under the Framework, and changes in state- and national-level measurement of the rates of domestic and family violence assaults, deaths and victimisations. The evaluation strategy also includes separate monitoring and evaluation of key initiatives and strategies within the Framework (i.e. Domestic and Family Violence Skills Development Strategy, Domestic Violence Justice Strategy, Men's Telephone Counselling and Referral Service), and establishing and promoting minimum practice standards against which, performance in the sector will be measured (e.g. time standards for court processes, support referrals and legal advice provision).

The NSW *Aboriginal Family Health Strategy 2011-2016* was established by NSW Health to improve their response to family violence in Aboriginal communities by working in partnership with the communities through Aboriginal Family Health Workers and Coordinators, Aboriginal Community Controlled Health Services and non-government organisations. The Strategy was evaluated in 2011-2016 by the Cultural and Indigenous Research Centre Australia (Centre for Aboriginal Health and Centre for Epidemiology and Evidence, 2016). The evaluation described the implementation, achievements and challenges of the strategy using a mixed methods approach including a document review and analysis of program monitoring data, as well as interviews with Aboriginal Family Health Workers and Coordinators and key stakeholders at the state and local level. The evaluation team identified that program monitoring systems have limited capacity to capture qualitative data regarding work undertaken by Aboriginal Family Health Workers and Coordinators (AFHS), such as data around community engagement, service partnerships and change in families and communities. They recommended that the AFHS program monitoring systems be improved to better capture such program activities and reach, produce period reports for NSW Health and be available for use as a quality improvement tool.

2.3 Northern Territory

The Northern Territory government's *Family Safety Framework* (Northern Territory Government, 2013) is a crisis intervention response that includes a risk assessment tool,

referral processes, information sharing protocols and Family Safety Meetings (FSMs). It was implemented to provide an integrated service response to victims and families who are at high risk of serious injury or death as the result of domestic and family violence. After being introduced in 2012 in Alice Springs, the Framework was expanded into Katherine, Tennant Creek and Darwin in 2015 as part of the Northern Territory *Domestic and Family Violence Reduction Strategy 2015-17* (Northern Territory Police, 2016). The Framework is now incorporated into the ongoing Northern Territory response to domestic and family violence and includes the following built-in monitoring and evaluation activities: data collection on cases tabled at FSMs; annual workshops to assess and improve FSMs and the Framework; and annual audits of a sample of cases' characteristics, FSM actions and safety outcomes (which may include an analysis of referral sources).

2.4 South Australia

The *Family Safety Framework* was originally developed and implemented in South Australia from 2007 to 2013, with the aim of providing an improved, integrated service response to violence against women and children. It began with an initial one-year pilot in three sites that was evaluated by the South Australian Office of Crime Statistics and Research in 2008 (Marshall, Ziersch, & Hudson). The evaluation used a mixed method approach, which included the following: participant observation at Family Safe Meetings (FSMs); analysis of Families SA child protection data for children linked to FSMs (referrals to and from FSMs, number of children linked to both Families SA and FSMs, re-victimisations rates); FSM document analysis; pre- and post-offending criminal justice data on perpetrators whose partners were referred to a FSM; and semi-structured stakeholder interviews with agency representatives, the implementation committee, a state-wide group and women whose cases had been referred to a FSM. The key deliverables for the evaluation included regular reports regarding the evaluation progress as well as a final report, made to the FSM Implementation Committee.

2.5 Tasmania

The Tasmanian *Safe at Home Strategic Plan* was established in 2004 as a whole-of-government criminal justice approach to domestic and family violence that focuses on victim safety and supports the arrest and prosecution of perpetrators. It was reviewed in 2008-2009 by Success Works (Success Works, 2009), with the aim of contributing to the revision and improvement of the Tasmanian legislative framework and integrated response to domestic and family violence, of which *Safe at Home* is a part. The review was based on: a literature review regarding national and international best practice; analysis of Safe at Home data from 2004 – 2008 collated by the Department of Justice (regarding police and court activity, adult and child counselling, offender program, court support, case coordination); a review of a report on the Family Violence Act 2004; 15 consultation workshops held over three rounds in multiple regions and 258 individual participants; and 18 written consultation submissions from stakeholders responding to a discussion paper created by the evaluation team based on the literature review and first round of consultation workshops.

The *Safe at Home Strategic Plan* was further reviewed after ten years of implementation, in 2014, to ensure it was based on evidence-based best practice and continued to meet its four objectives (improved safety and security for victims and their children; ensuring offenders are held accountable and change their behaviour; reducing the incidence and severity of domestic and family violence; minimising the negative impact that contact with the justice system can have on adult and child victims). The review was conducted internally by the Tasmanian Department of Justice (Department of Justice, 2015), and included: an audit of recommendations from the aforementioned 2009 review to determine which recommendations had and had not been implemented; analysis of strategy and service documents; targeted interviews and a questionnaire conducted with key internal

stakeholders (managers and senior team members of Safe at Home services, current and former Safe at Home staff); and an online survey with key external stakeholders. The evaluators identified difficulties in evaluating the strategy's progress in the absence of performance indicators, and recommended the development of such indicators as well as a data collection and reporting framework to assist future progress evaluations.

The *Safe at Home Strategic Plan* has since been incorporated into Tasmania's *Safe Homes, Safe Families Family Violence Action Plan 2015 – 2020* (Department of Premier and Cabinet, 2015), in which all the *Safe at Home* evaluators' recommendations are set to be implemented. The Action Plan was developed in consultation with stakeholders and the community, and comprises 18 actions that aim to: establish a state-wide collaborative unit that coordinates victim support and holds perpetrators to account; change attitudes and behaviours regarding domestic and family violence; support families affected by domestic and family violence; and strengthen the legal responses to domestic and family violence. Monitoring and progress evaluations of the Action Plan's key actions will be conducted over its course, with annual progress reports comparing data from government agencies, national data sources and service providers against baseline data. The first of such evaluations is of a 2016 pilot to "support children affected by family violence in non-government schools", which is being evaluated from October to December 2016.

2.6 Victoria

The Victorian government's 2008 *Indigenous Family Violence 10 Year Plan* was developed as a whole-of-government response to Aboriginal family violence that is both initiated and led by the Aboriginal community. A mid-term evaluation of the Plan was conducted in 2014 (PwC's Indigenous Consulting, 2015), the framework of which was developed with assistance from representatives from departmental agencies and the community, and seven key evaluation questions were developed. It was deemed premature to assess the Plan's core outcomes regarding DFV in the mid-term evaluation, so these key questions focused on accountability, governance, implementation and the role of Indigenous Family Violence Regional Action Groups (IFVRAGs) within the Plan. Methods utilised include: individual and group interviews with stakeholders, data specialists and policy personnel; a survey of key governance partners; focus groups with IFVRAG members; secondary data analysis of state-wide DFV incidence reports and service utilisation; and an evaluation feedback session with IFVRAG chairpersons.

The Plan's evaluators recommended the following actions be taken to enhance future evaluation capacity: review the Plan's progress annually; create an inter-departmental committee to support departments in reporting against the Plan's objectives; hold three community forums per year to obtain feedback and guidance regarding the Plan's implementation; instigate an annual community survey to benchmark and measure the Plan's progress and outcomes; develop mechanisms to collect feedback data from service users; and undertake additional in-depth research on the impact of domestic and family violence in Aboriginal communities and vulnerable groups.

3. International Evaluations

Evaluations of strategies for reducing domestic and family violence have also been undertaken internationally in response to major strategies and domestic and family violence initiatives overseas. The frameworks for similar and recent strategies implemented in England, Europe and USA are summarised below.

3.1 England

The *Violence Against Women and Girls Strategy 2016-2020* was developed by the British Home Office with extensive consultation with the public, the statutory sector and voluntary organisations, with the aim of transforming service delivery to achieve sustainable long-term reductions in DFV (Home Office of United Kingdom, 2016). It includes an Action Plan comprised of 95 actions that will be taken over the strategy's four years, split across five focus areas. Within each of the focus areas there are review, monitoring and evaluation activities that will be designed and conducted by relevant agencies across the course of the strategy, to provide ongoing evidence of the strategy's effectiveness across the different focus areas and provide direction for activities within the strategy.

3.2 Europe

The Council of Europe is a human rights organisation consisting of 47 member states, 28 of which are members of the European Union (Council of Europe, 2016c). In response to widespread demand from member states (e.g. European Ministers of Justice and Parliamentary Assembly) for changes in legislation to protect women from gender-based violence, the Ad Hoc Committee on Preventing and Combating Violence against Women and Domestic Violence developed the *Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence* (Istanbul Convention) in 2009-2010. This arose from negotiations with member states and recommendations from the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence (Council of Europe, 2011). The Istanbul Convention describes a pan-European framework, with policies and measures proposed for use by member states to prevent, prosecute and eliminate domestic violence and violence against women. It was enacted in 2010, and as of December 2016 has been signed by 21 members of the Council of Europe and ratified by a further 22 members (Council of Europe Treaty Office, 2016).

The Istanbul Convention includes provisions regarding member states' data collection and research, stating that they should regularly collect disaggregated data on domestic and family violence cases, conduct regular population-based surveys to assess the prevalence and trends of domestic and family violence, support research in the field of domestic and family violence, and provide all relevant collected data to the public and the Council of Europe. The Council of Europe established an international group of experts to monitor the implementation of the Istanbul Convention, the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO). GREVIO have provided a framework for countries to report the requisite data as well as any activities undertaken towards fulfilling their obligations under the Istanbul Convention (Secretariat of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (GREVIO and Committee of the Parties), 2016). The framework includes: definitions of the reporting requirements, a questionnaire to use as a basis for preparation of the report, two table templates to use within the report, and specifications for additional appendices to include with the report. The framework also provides conditions for the data reported, stipulating that: all data and information should apply to the two complete calendar years prior to receiving the questionnaire (i.e. 2016 reports include data from 2014 and 2015); all financial data should be provided in euros; and all administrative and judicial data should be disaggregated by sex, age and type of violence, as well as other relevant factors such as victim-perpetrator relationship and geographic location.

The Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) oversees each country's reporting as part of facilitating the overall evaluation of the Istanbul Convention's implementation. The evaluation is carried out country by country, and consists of: preparation of the aforementioned report by the member state; data

collection by GREVIO from non-government organisations, national human rights institutions, Council of Europe bodies, other international treaty bodies and other members of civil society; an evaluation by GREVIO of the report and a subsequent visit with member state officials to discuss the report; preparation of a report by GREVIO; and delivery of the GREVIO report to the Committee of the Parties and national parliaments. This process takes approximately 17 months to complete for each country. The first questionnaires for the initial (baseline) evaluation were sent to Austria and Monaco in March 2016 to prompt them to start preparing their report, with the relevant GREVIO report due for publication in July 2017. GREVIO will continue to send questionnaires to member states (two or three countries at a time) every four months until January 2019, with the final GREVIO report for the initial evaluation phase due in 2020 (Council of Europe, 2016b).

In 2016 the Austrian and Monegasque governments submitted the first reports to GREVIO (Council of Europe, 2016a). The Austrian report was coordinated and prepared by the *National Coordination Centre for Violence Against Women* in the Federal Ministry of Health and Women's Affairs, in consultation with federal government ministries, regional governments and non-government organisations (Federal Ministry of Health and Women's Affairs, 2016). The report uses the GREVIO questionnaire to report on the activities undertaken in 2014 and 2015 towards preventing, prosecuting and eliminating domestic violence and violence against women, and includes the tables and appendices outlined in the evaluation framework. It draws on data collected from Austrian police, judicial system, health sector and specialised support facilities (violence protection centres, women's shelters, counselling services, perpetrator programs), in addition to an Austrian domestic and family violence prevalence survey of 1,292 women and 1,042 men and an EU-wide violence prevalence survey of 42,000 women (1,500 of whom were in Austria). The evaluators note that due to confidentiality and reporting constraints, Austrian health data does not contain socioeconomic information besides age, gender and location of residence, and it is not possible to determine which health records relate to instances of DFV.

The Monegasque report was coordinated and prepared by the Directorate of International Affairs, with input from the government departments of: the interior; social affairs and health; foreign affairs and cooperation; equipment, environment and town planning; justice; human resources and public service training; and legal affairs (Directorate of International Affairs, 2016). In addition to providing information on activities contributing to the Istanbul Convention, the report draws on data collected by the departments of justice, public safety and social assistance (the numbers of domestic and family violence-related court applications, police records of domestic and family violence-related complaints and alerts, and people receiving support for domestic and family violence, respectively). The report notes two significant challenges to reporting. Firstly, the Monegasque judicial data system does not allow for disaggregation of data as per the requirements of the evaluation framework, and secondly, a recent administrative reorganisation of a key government ministry precludes the reporting of some of the main results of actions taken under the Istanbul Convention.

3.3 Northern Ireland

The Northern Ireland *Stopping Domestic and Sexual Violence and Abuse* seven-year strategy covers the period 2016-2022. It was developed by the Department of Health, Social Services and Public Safety together with the Department of Justice on behalf of the Northern Ireland Executive, in consultation with the public, government departments and agencies, community sector, and voluntary sector (Department of Health Social Services and Public Safety, 2016). The strategy aims to provide a robust response to domestic and sexual violence and abuse, and will continue to be developed through a series of action plans across the seven years. It includes in-built ongoing evaluation activities such as: setting objectives against each action undertaken within the strategy; ongoing evaluations of the outcomes of the strategy and its

action plans; and a comprehensive mid-term review of the strategy to inform the second half of its implementation. The strategy notes that the complex nature of domestic and family violence means that it is not possible to directly measure the success of some actions taken under the strategy, so some proxy measures may need to be used (e.g. increased reports of domestic and family violence may be used as a measure of domestic and family violence awareness following a media campaign).

3.4 United States of America

The USA 2016-19 *Strategy to Prevent and Respond to Gender-based Violence Globally* was developed by the United States of America Federal Government in consultation with government departments and civil society organisations, to establish a whole-of-government approach that coordinates and leverages current efforts and resources towards preventing and responding to gender-based violence across the globe (United States Agency of International Development, 2012). The strategy includes an initiative to integrate sex-disaggregated data into Federal agencies' reporting mechanisms to allow for ongoing research, monitoring and evaluation of gender-based violence such as domestic and family violence. It also includes the following in-built evaluation activities: ongoing monitoring of outcomes by the Federal agencies carrying out the strategy; a mid-term progress evaluation; and a full-term evaluation that will inform future directions. Agencies will choose whether to report against a common set of existing indicators or develop other measures to monitor and evaluate their activities. Baseline data on attitudes and activities regarding gender-based violence will be collected at the country-level to enable the evaluators to set targets and metrics against which progress can be monitored.

4. Key lessons learned:

- i) Major initiatives within larger strategies often require dedicated evaluations. Such evaluations may need to be externally conducted, for example in cases where the agency/ies responsible for the initiative have limited capacity for additional data collection and evaluation activities.
- ii) Mixed methods approaches allow for the comprehensive evaluation of complex strategies that may present barriers to evaluators such as having multiple components and stakeholder groups, limited evaluation capacity within agencies responsible for the strategy's implementation, and administrative data that is confidential, sensitive or lacking in rich qualitative information.
 - Methods include: document review, administrative data analysis, surveys, individual and group interviews, cost-benefit analysis, workshops, case audits, participant observations, focus groups, feedback sessions
 - Informants include: Government and non-government representatives, service personnel, perpetrators, victims and their families, the community
- iii) Large-scale strategies benefit from evaluation activities that are conducted throughout their implementation, to identify opportunities for improvement in the approaches taken by both the strategies and their evaluations. Previous evaluations have included methods and recommendations such as: annual program progress reports; feedback workshops; case audits and outcome data collection; community forums on strategy implementation held three times per year; mid-term strategy evaluations; timely evaluations of key strategy actions, and regular evaluation progress reports.
- iv) Data must be obtained from multiple agencies involved with the development and implementation of strategies, which requires a coordinated effort and resources from all involved, particularly when attempting to report consistent and comparable data.

Performance indicators, standards, and frameworks outlining data collection and reporting requirements can assist with this. A centralised reporting database has been recommended by previous strategy evaluators. The development of a data collection and reporting framework is a key component of the National Plan. An evaluation framework such as that used by the Council of Europe to evaluate the Istanbul Convention can help to coordinate data collection from multiple jurisdictions, ensure comparability of data and reduce the administrative burden of conducting a large scale evaluation.

- v) Internal and external stakeholders must be consulted when evaluating domestic and family violence strategies, to draw upon their rich knowledge and allow them the opportunity to influence decisions that may affect the stakeholder themselves or their organisation, community and/or clients. Previous evaluations have consulted with stakeholders through a range of methods including forums, workshops, written submissions, focus groups, surveys and interviews. A multi-stage approach to stakeholder consultation can help guide the evaluation by providing feedback and clarification on findings as the evaluation is being conducted.
- vi) It is crucial that data be collected regarding people from diverse backgrounds and vulnerable groups, to determine whether the needs of these groups are being met by the activities within the strategy, and help guide the future direction of the strategy to best meet the needs of all people in Queensland.
- vii) Some indicators may not significantly change over short periods of time, so require longer term monitoring. Baseline data and indicators may not exist for some measures and their development requires substantial resources and expertise. Some actions may not have directly measurable outcomes, so proxy measures may need to be used.
- viii) In order to be effective over the long term, strategies must be responsive to emerging priorities and issues, and have a focus on continuous improvement. Regular assessments of progress and outcomes, together with consultations with stakeholders and agency representatives, can help to highlight successes, challenges and deficiencies, and guide future directions to ensure that activities are effective, targeted and continuously improving.

APPENDIX III: DATA SOURCES

Indicators that are relevant for examining a reduction in family and domestic violence can be sourced from both community surveys and administrative records.

Four recent or existing surveys that collect relevant information include:

- (i) The National Community Attitudes towards Violence against Women Survey (NCAS). This survey has been implemented previously three times by VicHealth, in 1995, 2009 and 2013. The next survey has been scheduled for 2017 and will be administered by Australia's National Research Organisation for Women's Safety (ANROWS). NCAS is an oft-cited survey by researchers and government organisations, with the latest wave of the survey in 2013 capturing responses from 17,500 people. It captures community attitudes and knowledge pertaining to violence against women, as well as attitudes towards gender roles and relationships.
- (ii) The Women's Safety Survey (WSS) was conducted by the Australian Bureau of Statistics in 1996. It captured women's experiences with different forms of violence since age 15, with detailed information about experiences in the 12 months prior. It obtained a sample size of 6,300 women.
- (iii) The Personal Safety Survey (PSS) was also conducted by the Australian Bureau of Statistics. This was first conducted in 2005, and again later in 2012. It was modelled after the Women's Safety Survey but also collected information about men's experiences with partner violence. In 2012, it captured responses from 17,050 men and women (<http://www.abs.gov.au/ausstats/abs@.nsf/mf/4906.0>).
- (iv) The Crime Victims Survey, conducted by the Queensland Government Statistician's Office (QGSO), documented victims' experience with the police after experiences with offences, such as sexual offence. The latest Crime Victims Survey conducted by QGSO was in 2016, with a target of capturing 1,800 completed surveys. Details of the survey are not currently publicly available, although the 2014 Crime Victims Survey comprised responses from 793 respondents. There is also a similar survey conducted by the ABS at the national level, The Crime Victimization Survey. This survey may be useful as it captures victims' satisfaction with services provided by police. However, it is limited in that it does not capture specific measures of family and domestic violence, but rather is an indicator of the prevalence of violence.

Administrative data will be available from government and non-government organisations and other agencies that respond to or provide support services around domestic and family violence. These may include schools, workplaces, hospitals, courts, police, housing and child safety. For example:

- The Department of Education has a mandatory reporting obligation for teachers, school staff and nurses if they suspect a child is at harm or abuse.
- The Department of Housing records data on women and children who access Specialist Homelessness Services through family and domestic violence.
- The Department of Housing also captures applications for social housing, with information about whether the reason for the application was related to family violence.
- The Queensland Police Services, records count of police responses related to domestic and family violence, number of domestic violence applications, and indicators on breaches of domestic violence protection orders.

- Were domestic violence orders breached, the Queensland Wide Inter-linked Courts (QWIC) also has the ability to identify incidents as related to domestic violence criminal offences, providing information on re-offending. QWIC also records information on applications on domestic violence orders.
- DVConnect, a NGO, is a crisis telephone response service for individuals experiencing domestic and family violence and records data on telephone calls.
- White Ribbon Australia conducts the White Ribbon Workplace Accreditation program, which recognises workplaces that are taking steps to stop violence against women, accrediting them as a White Ribbon Workplace. Workplaces need to meet 15 criteria under three standards to be accredited.

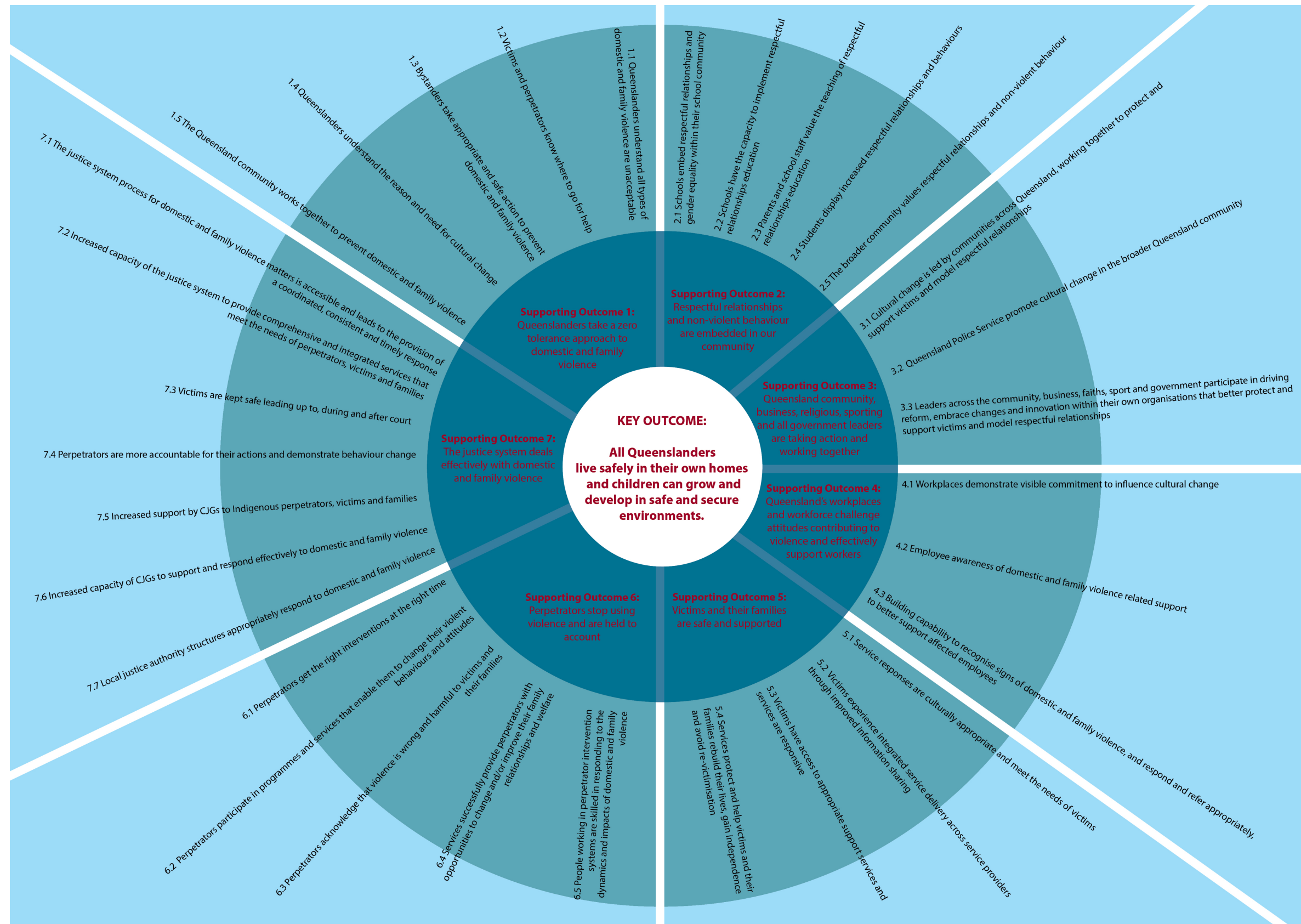
While administrative data are essential to evaluate the strategy, a challenge with administrative data is that they are subject to under-reporting, as individuals may face barriers to disclosing their experiences with family violence for a variety of reasons including stigma, shame, fear of not being trusted, and fear of retaliation by the perpetrators. Therefore, incidences of family and domestic violence will only be recorded if individuals interface with any of the government departments, non-government organisations or other agencies.

Shortcomings associated with survey data include the relatively small sample size. Even when national surveys, for example those conducted by ABS, typically collect data from a larger sample from the national population, to the sample can become too small at the state level which leads to difficulties in producing reliable statistics to quantify the experiences of individuals and families in vulnerable groups.

Although many indicators are available from existing survey and administrative data it is recommended that a new survey of domestic and family violence be prepared by the Queensland Government to be administered to a sufficiently large sample of individuals from the Queensland population to allow reliable estimates of indicators at the state level and for vulnerable groups within the state. This survey would capture data on the attitudes, incidence, and experiences of the communities with organisations and service providers relative to domestic and family violence. A new survey may also have the ability to capture a variety of perspectives (from victims, perpetrators, bystanders), and to understand possible differences or similarities across vulnerable groups (people with disabilities; older people; Aboriginal and Torres Strait Islander people; Lesbian, gay, bisexual, transgender and intersex people; and individuals from culturally and linguistically diverse groups).

APPENDIX IV: DIAGRAM OF PROGRAM LOGIC

Figure 4. Program logic



APPENDIX V: EVALUATION FRAMEWORK INDICATOR MATRIX

Table 5. Indicator Matrix

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Key Outcome: All Queenslanders live safely in their own homes and children can grow and develop in safe and secure environments							
	Level of community confidence to report incidents of domestic and family violence to Queensland Police Service	QPS data	QPS	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Increased intolerance towards domestic and family violence	New Attitudes and Perceptions Survey with items similar to NCAS	DPC	New Attitudes and Perceptions Survey	Annually	Annual Scorecard	Every Year
	Reduced deaths related to domestic and family violence	Domestic and Family Violence Death Review Unit	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Increased percentage of Queenslanders who feel safe from domestic and family violence	New Attitudes and Perceptions Survey	DPC	New Attitudes and Perceptions Survey	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
	Increased percentage of domestic and family violence victims who feel safe and supported	In-depth Stakeholder Interviews (Users)	DPC	In-depth Stakeholder Interviews	3 yearly	Annual Scorecard	Every Year
Supporting Outcome 1: Queenslanders take a zero tolerance approach to domestic and family violence							
Intermediate Outcome 1.1: Queenslanders understand all types of domestic and family violence are unacceptable	Increased Queenslanders are aware of the different types of domestic and family violence	New Attitudes and Perceptions Survey with items similar to NCAS	DPC	New Attitudes and Perceptions Survey, Review of NCAS	Annually	Annual Scorecard	Every Year
	Increased Queenslanders indicate that all types of domestic and family violence are unacceptable	New Attitudes and Perceptions Survey with items similar to NCAS	DPC	New Attitudes and Perceptions Survey, Review of NCAS	Annually	Annual Scorecard	Every Year
Intermediate Outcome 1.2: Victims and	Increased percentage of victims who know where to access help	Queensland Crime Victims Survey	QPS	Queensland Crime Victims Survey	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
perpetrators know where to go for help	Calls for domestic and family violence support/advice/help to women's and men's lines	DVConnect	DCCSDS	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Proportion of perpetrators who voluntarily access perpetrator programs or related services	DCCSDS administrative data	DCCSDS	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
Intermediate Outcome 1.3: Bystanders take appropriate and safe action to prevent domestic and family violence	Increased percentage of bystanders who are prepared to respond to domestic and family violence	NCAS; Independent research commissioned by DPC; New Attitudes and Perceptions Survey	DPC	New Attitudes and Perceptions Survey, Review of NCAS	Annually	Annual Scorecard	Every Year
	Increased percentage of bystanders understand how to safely intervene	Flagship Evaluation	DPC	Flagship Evaluation	TBD	TBD	TBD

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 1.4: Queenslanders understand the reason and need for cultural change	Increased percentage of Queenslanders believe it is important to change our culture	New Attitudes and Perceptions Survey	DPC	New Attitudes and Perceptions Survey	Annually	Annual Scorecard	Every Year
Intermediate Outcome 1.5: The Queensland community works together to prevent domestic and family violence	Measured through SO3						
Supporting Outcome 2: Respectful relationships and non-violent behaviour are embedded in our community							
Intermediate Outcome 2.1: Schools embed respectful relationships and gender equality within their school community	Increased understanding in students of positive, equal, respectful relationships	Baseline and follow-up student survey flagship evaluation	DET	Flagship Evaluation	TBD	Flagship Evaluation Report	
	Increased capacity of students to recognise and challenge gender stereotypes and roles	Baseline and follow-up student survey flagship evaluation	DET	Flagship Evaluation	TBD	Flagship Evaluation Report	

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 2.2: Schools have the capacity to implement respectful relationships education	Teaching staff report increased capacity to deliver respectful relationships education (through professional learning and ongoing support)	Flagship Evaluation	DET	Flagship Evaluation	TBD	Flagship Evaluation Report	
Intermediate Outcome 2.3: Parents and school staff value the teaching of respectful relationships education	Increased positive views indicating the value of providing respectful relationships education in schools	Flagship Evaluation	DET	Flagship Evaluation	TBD	Flagship Evaluation Report	
Intermediate Outcome 2.4: Students display increased respectful relationships and behaviours	Improved student behaviour in classrooms	Flagship Evaluation	DET	Flagship Evaluation	TBD	Flagship Evaluation Report	
Intermediate Outcome 2.5: The broader	Increased positive perceptions towards gender equality	New Attitudes and Perceptions Survey	DPC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
community values respectful relationships and non-violent behaviour	Decreased condoning of domestic and family violence	Measured through IO 1.1					
Supporting Outcome 3: Queensland community, business, religious, sporting and all government leaders are taking action and working together							
Intermediate Outcome 3.1: Cultural change is led by communities across Queensland, working together to protect and support victims and model respectful relationships	Queenslanders' involvement in community initiatives related to domestic and family violence	New Attitudes and Perceptions Survey	DPC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Number of community initiatives that support awareness and early intervention for domestic and family violence	Domestic and Family Violence Prevention Month events calendar	DCCSDS	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 3.2: Queensland Police Service promote cultural change in the broader Queensland community	Community satisfaction with the police response to domestic and family violence	Queensland Crime Victims Survey	QPS	Queensland Crime Victims Survey	Annually	Annual Scorecard	Every Year
Intermediate Outcome 3.3: Leaders across the community, business, faiths, sport and government participate in driving reform, embrace changes and innovation within their own organisations that better protect and support victims and model respectful relationships	Increased percentage of participating organisations that report changes in policy and/or approach to domestic and family violence	TBD	DPC	In-depth stakeholder interviews (Providers)	Every 3 years	Action Plan Review	2018-19 2021-22 2025-26
	Increased number of partnerships between government and non-government organisations to prevent domestic and family violence	TBD	DPC	TBD	Every 3 years	Action Plan Review	2018-19 2021-22 2025-26
Supporting Outcome 4: Queensland's workplaces and workforce challenge attitudes contributing to violence and effectively support workers							

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 4.1: Workplaces demonstrate visible commitment to influence cultural change	Participation of Queensland Government departments in domestic and family violence prevention-related external accreditation programs	External accreditation program/s	PSC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Workplaces engage in any domestic and family violence initiatives (i.e. employee support programs, leadership, awareness raising, fundraising, etc.)	New Attitudes and Perceptions Survey	DPC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
Intermediate Outcome 4.2: Employee awareness of domestic and family violence related support	Increased awareness of Queensland Government departmental employees of domestic and family violence workplace support policy	Public sector employee survey	PSC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 4.3: Building capability to recognise signs of domestic and family violence, and respond and refer appropriately, to better support affected employees	Increased number and percentage of Queensland Government departmental employees who have undertaken online domestic and family violence awareness raising programs	PSC administrative data	PSC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Increased confidence of Queensland Government departmental employees in responding appropriately to domestic and family violence	Public sector employee opinion survey	PSC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
	Domestic and family violence-related support provided by employee assistance providers to Queensland Government departmental employees and managers	Queensland Government departmental data from employee assistance providers	PSC	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
Supporting Outcome 5: Victims and their families are safe and supported							
Intermediate Outcome 5.1: Service responses are culturally appropriate and meet the needs of victims	Number of people whose housing needs are met	DHPW data; SHSC data	DHPW	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Number of domestic and family violence counselling service users with cases closed/finalised as a result of the majority of identified needs being met	DCCSDS measure	DCCSDS	DCCSDS data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 5.2: Victims experience integrated service delivery across service providers through improved information sharing	Proportion of multiagency safety plans closed after actions finalised	Flagship Evaluation	DCCSDS	Flagship Evaluation	Every 3 years	Action Plan Review	2018-19 2021-22 2025-26
	Proportion of victim referrals where contact with the victim occurred a) Domestic and family violence b) Sexual assault	Proposed NOSPI measure	DCCSDS	TBD	TBD	TBD	TBD
Intermediate Outcome 5.3: Victims have access to appropriate support services and services are responsive	Number of people supported to access crisis accommodation or housing appropriate to their needs	Queensland Homelessness Information Platform (QHIP) Adhoc data; Specialist Homelessness Collection (SHSC); DHPW data	DHPW	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Number of people whose housing needs are met in a timely way	DHPW data; QHIP Adhoc data	DHPW	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 5.4: Services protect and help victims and their families rebuild their lives, gain independence and avoid re-victimisation	Number of DV counselling clients who have been provided with brokerage for safety upgrades to the homes of victims	DCCSDS OASIS data (Home Security Upgrades)	DCCSDS	Data collection	Annually	Annual Scorecard	Every Year
	Increased percentage of victims assessed by the HRT as having improved safety	QT measure	DCCSDS	TBD	TBD	TBD	TBD
	Reduced percentage of children exposed to domestic and family violence	ABS Personal Safety Survey	TBD	TBD	TBD	TBD	TBD
Supporting Outcome 6: Perpetrators stop using violence and are held to account							

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 6.1: Perpetrators get the right interventions at the right time	Proportion of perpetrators who are assessed for perpetrator intervention programs	Proposed NOSPI measure	DCCSDS DJAG	TBD	TBD	TBD	TBD
Intermediate Outcome 6.2: Perpetrators participate in programmes and services that enable them to change their violent behaviours and attitudes	Proportion of perpetrators who commence behaviour change program or other perpetrator intervention	Proposed NOSPI measure	DCCSDS DJAG	TBD	TBD	TBD	TBD
	Proportion of perpetrators who <u>complete a</u> behaviour change programme <i>or other perpetrator interventions'</i>	Proposed NOSPI measure	DCCSDS DJAG	TBD	TBD	TBD	TBD

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
	Increased number of perpetrators that have been assessed by NGOs as having reduced their use of domestic and family violence	QT measure	DCCSDS	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
Intermediate Outcome 6.3: Perpetrators acknowledge that their use of violence is wrong and harmful to victims and their families	Positive change in perpetrators' beliefs and attitudes about domestic and family violence	Flagship evaluation	DCCSDS	Flagship Evaluation	TBD	TBD	TBD
Intermediate Outcome 6.4: Services successfully provide perpetrators with opportunities to change and/or improve their family relationships and welfare	Number of funded programs completing Accreditation Audits	QT measure	DCCSDS	TBD	TBD	TBD	TBD
	Proportion of funded programs undertaking audits each year assessed as meeting requirements	QT measure	DCCSDS	TBD	TBD	TBD	TBD

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 6.5: People working in perpetrator intervention systems are skilled in responding to the dynamics and impacts of domestic and family violence	Proportion of staff providing perpetrator interventions who meet minimum practice standards* (or other validated standards).	Proposed NOSPI measure	DCCSDS	TBD	TBD	TBD	TBD
Supporting Outcome 7: The justice system deals effectively with domestic and family violence							
Intermediate Outcome 7.1: The justice system process for domestic and family violence matters is accessible and leads to the provision of a coordinated, consistent and timely response	Reduced average time (in days) for considering a temporary protection order resulting from an application, Queensland wide	Queensland Wide Inter-linked Courts (QWIC) records	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Number of applications finalised within acceptable time standards	QWIC records	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
	Percentage of magistrates receiving professional development on domestic and family violence, as well as percentage of police prosecutors, police officers, duty lawyers and court registry staff receiving training on domestic and family violence and how to respond	DJAG/ Office of the Chief Magistrate (OCM)/QPS/LAQ	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
Intermediate Outcome 7.2: Increased capacity of the justice system to provide comprehensive and integrated services	Increased number of victims and perpetrators receiving advice from specialist domestic and family violence duty lawyers	LAQ	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
that meet the needs of perpetrators, victims and families	Increased numbers of court locations that are having stakeholder meetings monthly (specialist DFV courts and courts which have a civil DFV application list)	DJAG	DJAG	TBA	Annually	Annual Scorecard	Every Year
Intermediate Outcome 7.3: Victims are kept safe leading up to, during and after court	Increased satisfaction of victims with the court process	Client satisfaction survey (new survey)	DJAG	TBA	Annually	Annual Scorecard	Every Year
	Increased satisfaction of victims that they were safe at court	Client satisfaction survey (new survey)	DJAG	TBA	Annually	Annual Scorecard	Every Year
	Proportion of cases where alternative options for providing evidence (such as video conferencing) were available to the victim (when offered or requested)	Proposed NOSPI measure	DCCSDS	TBD	TBD	TBD	TBD

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
Intermediate Outcome 7.4: Perpetrators are more accountable for their actions and demonstrate behaviour change	Increased number of voluntary intervention orders made	DJAG	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Percentage of voluntary intervention orders completed	Approved provider	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
Intermediate Outcome 7.5: Increased support by CJGs to Indigenous perpetrators, victims and families	Increased number of perpetrators, victims and families assisted by the CJG	CJG Flagship	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
	Increased understanding of community members of the domestic and family violence process	Proposed data source: New survey	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year
Intermediate Outcome 7.6: Increased capability of CJGs to support and respond effectively to	Increased number of local domestic and family violence awareness initiatives and programs supported	CJG Flagship	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

Definition	Potential Indicators	Source of Information	Responsibility (for Collection)	Method	Collection Frequency	Reporting Format	Reporting Dates (Years)
domestic and family violence	Percentage of Domestic and Family Violence Coordinators attending domestic and family violence specific professional development/training opportunities	Proposed data source: New survey	DJAG	Flagship Evaluation	Annually	Annual Scorecard	Every Year
Intermediate Outcome 7.7: Local justice authority structures appropriately respond to domestic and family violence	Percentage of attendance by the Domestic and Family Violence Coordinators to local authority model meetings	CJG	DJAG	Annual Scorecard data collection	Annually	Annual Scorecard	Every Year

