

The Northern Territory's Domestic, Family and Sexual Violence Reduction Framework 2018-2028: Safe, Respected and Free from Violence

Evaluation Plan

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1. Executive Summary

The Northern Territory's [Domestic, Family and Sexual Violence Reduction Framework 2018-2028: Safe, Respected and Free from Violence](#) (the Framework) outlines the Northern Territory government's approach to domestic, family and sexual violence prevention and reduction, improved service delivery for those experiencing violence, and better mechanisms for perpetrator accountability. The Framework will be implemented by a series of three-year action plans.

The Evaluation Plan was commissioned by Territory Families and has been developed to guide agencies measuring performance and outcomes of the Framework. A separate document, titled *Action Plan 1: Changing Attitudes, Intervening Earlier and Responding Better (2018-2021) Implementation Monitoring Framework* has been developed to monitor implementation of the Northern Territory's first Action Plan.

The Framework aims to contribute to the long-term vision that 'Territorians are safe, respected and free from violence wherever they choose to live, work, learn and play' through a set of five outcome areas:

- Domestic, family and sexual violence is prevented and not tolerated;
- Territorians at risk of experiencing violence are identified early and provided with effective interventions;
- People experiencing domestic, family and sexual violence are protected and helped to recover and thrive;
- Perpetrators are held accountable and connected early to responses that change their behaviours and reduce violence; and
- Legislation, policy and funding models enable a responsive, high quality and accountable domestic, family and sexual violence service system.

The purpose of the Evaluation Plan is to provide government with guidance on how to capture and measure change as a result of policy implementation and targeted interventions. The Evaluation Plan is designed to guide periodic high-level performance assessment at the outcomes level. This acknowledges that it takes time to measure the impact of policies and targeted interventions, particularly in the field of domestic, family and sexual violence. Consequently, the Evaluation Plan is a guide to enable periodic production and/or collation of qualitative and quantitative data to measure outcomes and impact.

The components of the Evaluation Plan include; a program logic for the Framework, process and impact evaluation questions, indicators and data sources, and suggested evaluation questions, indicators, and data sources across each of the five outcome areas.

Existing data sources were identified through a data mapping process and consultation with Northern Territory Government data custodians. Aspirational data has been suggested where there are no existing data sources, or where the existing data sources provide only partial measurement. For example, prevalence rates of domestic, family and sexual violence, as identified by numbers of domestic violence offences, provide an indicative blunt measure of increased community awareness and knowledge of how to act/respond, rather than a purely quantitative measure of such offences. In these cases, qualitative data evaluation processes have been suggested to provide a more nuanced understanding of the impact of policy implementation and targeted interventions.

The Evaluation Plan was developed through consultation with government and non-government organisation stakeholders in urban and regional areas of the Northern Territory. It was drafted with input from Territory Families' Cross Agency Working Group that oversees implementation of the Framework and its associated action plans. The Cross Agency Working Group comprises membership from government and non-government networks across the Northern Territory.

2. Background

In November 2017, the Northern Territory government (NTG) released the [Northern Territory's Domestic, Family, and Sexual Violence Reduction Framework 2018-2028: Safe, Respected and Free from Violence](#) (The Framework). Subsequently the first three-year action plan under the Framework, [Action Plan 1: Changing Attitudes, Intervening Earlier and Responding Better \(2018-2021\)](#) (AP1) was released in early 2019.

In 2017, Charles Darwin University (CDU) and the Menzies School of Health Research (Menzies) was commissioned by Territory Families (TF) to develop:

1. Good practice review to identify and provide details on examples of good practice, to inform TF's activities and initiatives for the Framework.
2. Monitoring and Evaluation Plan aligning with the NT Domestic, Family and Sexual Violence Reduction Framework: Safe, Respected and Free from Violence (2018 – 2028), including action plan scorecards and review processes; mapping specific indicators, measurements and data sources against outcomes in Action Plan 1: Changing Attitudes, Intervening Earlier and Responding Better (2018-2021)

This document provides guidance on how to implement the Evaluation Plan (EP) for the Framework, including suggested approach and methodology. As the implementation of AP1 was already underway at the time of this document's development, it was agreed that a document that focussed on monitoring the implementation of AP1 would be more useful. As a result, a separate document titled *Action Plan 1: Implementation Monitoring Framework* (IMF) was developed, inclusive of an annual progress report template in lieu of action plan scorecards. A more detailed document, with performance measures for both AP1 and the Framework, has also been provided to TF. Together, these three documents deliver the second and final project objective.

Principles

The Principles for the EP are taken directly from the Framework. They have guided the process of consultation and development of the EP. As such, these principles should underpin implementation of the EP. In practical terms this means that evaluation activities, data collection, and stakeholder engagement should adhere to the principles outlined below. They are:

- Women and children's safety and wellbeing is at the centre
- Shared responsibility, partnerships and local responses
- Evidence- and needs-based and outcomes- focused
- Accessibility, equity and responsiveness
- Focus on long term social and cultural change
- Challenging systemic racism and inequality
- Shared awareness and understanding of domestic, family and sexual violence.

Overview of the National Context

Domestic, Family and Sexual Violence (DFS) has a profound and negative impact on individuals, families, and communities, with the legacies of trauma radiating beyond those directly experiencing violence. Across Australia, considerable resources are invested to address the drivers of violence, respond better to victims experiencing violence, and hold perpetrators responsible and accountable for their actions. These resources are aiming to change the story enumerated by the statistics.

According to the most recent Personal Safety Survey (PSS) published by the Australian Bureau of Statistics (ABS), since the age of 15 approximately one in four women (23% or 2.2 million) experienced at least one incident of violence by an intimate partner, while one in six women (17% or 1.6 million) experienced at least

one incident of violence by a partner. Approximately one in five women (18% or 1.7 million) experienced sexual violence. On average, one woman a week in Australia is killed by an intimate partner.ⁱ

Within the national Aboriginal and Torres Strait Islander population, in the 12 months prior to the PSS in 2016, one in seven Aboriginal and Torres Strait Islander women had experienced physical assault. Intimate partner violence contributes an estimated 10.9% to the burden of disease in Indigenous women aged 18-44, which is more than any other risk factor. These statistics should be interpreted cautiously as there is significant evidence that the PSS does not adequately capture Aboriginal and Torres Strait Islander women's experiences; the actual rates of physical assault and intimate partner violence are likely to be much higher.ⁱⁱ

In February 2011 the [National Plan to Reduce Violence against Women and their Children 2010-2022](#) (the National Plan) was released and endorsed by the Council of Australian Governments. The National Plan is a long-term strategy for sustainably reducing violence against women and their children through rolling action plans agreed by Commonwealth, State and Territory governments. The National Plan is currently rolling out the fourth and final Action Plan 2019 – 2022. The activities in AP1 and outcomes in the Framework are aligned with outcomes in the National Plan.

Overview of the Northern Territory Context

In 2017-18, the NT had the highest domestic and family violence (DFV) offender rate of all Australian jurisdictions (this figure does not include sexual violence outside of a DFV context)ⁱⁱⁱ. Through the release of the Framework, the NTG has committed to addressing the drivers of violence against women and their children, strengthening services to help victims recover and thrive, and ensuring perpetrators are connected to services and held to account.

In the NT, Aboriginal women are disproportionately affected, with statistics showing that while 9% of the population were victims of DFSV between 2010 and 2014, that number increased to 75% when only considering Aboriginal women.^{iv}

In 2016-17, Aboriginal people were more likely to be hospitalised for family violence compared with non-Indigenous people.^v Compared to the rest of Australia, Aboriginal women and young girls in the NT are more likely than males to be victims of sexual assault, 8.3 times as likely as males in the NT (compared with 7.9 times as likely in South Australia, and 3.4 times as likely in New South Wales), with most victims knowing the perpetrator.^{vi} Aboriginal women living in remote and very remote areas are more likely to be hospitalised for family violence, which makes DFSV services in these areas for these vulnerable populations a key priority.^{vii}

The Framework is linked to a number of other government strategies and plans including the TF [Strategic Plan Refresh 2017-2020](#), the Northern Territory Police, Fire and Emergency Services' (NTPFES) [Police, Fire and Emergency Services Strategic Plan Strategy 2023: Prevention. Integrity. Unity](#), the Department of Local Government, Housing and Community Development (DLGHCD) [Pathways Out of Homelessness: Northern Territory Homelessness Strategy 2018-23](#), and the Reform Management Office's [Safe, Thriving and Connected: Generational Change for Children and Families](#).

Additionally, a number of papers and reviews have been developed collaboratively with NT organisations, or have utilised NT data to progress research on DFSV. This research contributes to the evidence base in the NT, the jurisdiction with the highest rates of DFSV in Australia. These include (but are not limited to):

- Schools-based research [Reducing the Impact of Bullying Victimisation on Children's Mental Health Outcomes](#) (Macquarie University, 2019),
- [Breaking the Silence](#), program evaluation, (University of Technology, Sydney 2018),
- [Young People as Agents of Change in Preventing Violence Against Women](#), Australia's National Research Organisation for Women's Safety (ANROWS), 2019,
- [Innovative Models in Addressing Violence Against Indigenous Women: Key Findings and Future Directions](#), ANROWS, 2018,

- [*Exploring Aboriginal Women from the Northern Territory's Views and Perspectives of Family Violence Support Services Available Following a Family Violence Incident*](#), ANROWS, 2019,
- [*Evaluation of Innovative Models of Interagency Partnerships, Collaboration, Coordination and/or Integrated Responses to Family and/or Sexual Violence Against Women in Australian Indigenous Communities*](#), ANROWS 2019,
- [*Housing Outcomes after Domestic and Family Violence*](#), Australian Housing and Urban Research Institute, 2019,
- [*Aboriginal and Torres Strait Islander People: A Focus on Housing and Homelessness*](#), Australian Institute of Health and Welfare, (AIHW) 2019,
- [*Impact Evaluation of the Banned Drinker Register*](#), (Menzies, 2019).

3. Guidelines

Purpose

The purpose of the EP is to provide a plan and guidance for measuring and assessing progress across the five outcomes of the Framework. Given the scope of the Framework (five long-term outcomes each containing four to five medium-term outcomes), the EP is designed to guide rather than be prescriptive.

Recognising the difficulty in directly attributing separate actions within the Framework to outcomes, the EP focuses on high level long-term outcome measures. This format will provide guidance on measuring the Framework's performance against its longer-term goals (ten years) and allow evaluation flexibility over the life of the Framework. This will also allow evaluation activities to be undertaken in the context of resource, policy, and program timetables.

A separate guidance document providing detailed outcomes, indicator and data sources (both existing and aspirational) across the actions in AP1 and in the Framework has been provided to TF. Evaluating the effectiveness of detailed initiatives in the Framework will provide information on understanding the outcomes of specific interventions in the NT context.

The time required to effect change in DFSV often extends beyond policy, intervention and evaluation cycles. It can appear that targeted interventions are not working, or that monitoring and evaluation measures are not capturing change. To obtain a more nuanced picture of the Framework's progress, questions pertaining to process evaluations, outcomes evaluations, and impact evaluations are suggested.

The EP includes a program logic that describes the objectives of the Framework and how it will achieve its outcomes. The program logic provides a visual representation of the causal relationship between the inputs and activities in AP1 and the Framework, and expected outcomes and impacts.

Governance

Implementation of the Framework is overseen by the Cross Agency Working Group (CAWG). The EP will guide agencies responsible for implementing actions in AP1 and the subsequent action plans, to prioritise evaluation questions and data requirements as medium and long-term activities are implemented. The format of the EP will assist agencies to align their evolving data sources to assist measurement of the medium and long-term outcomes of the Framework.

This will enable evaluators to coordinate available qualitative and quantitative data and report on the performance of the Framework. The CAWG will then be able to make investment and resourcing decisions for future policies and targeted interventions. As overseen by the CAWG, with interagency collaboration, periodic review of the EP and Framework will continue to clarify and identify different data sources within agencies, as well as the relevance and effectiveness of policies and targeted interventions.

Implementation

The EP has been developed to reflect a whole of government multi-agency approach to the Framework, with relevant agencies nominated for data analysis and reporting of their activities.

It is important to note that the EP provides a ‘balcony view’ of the Framework. As such, the content is designed to guide the CAWG in making decisions about the different ways (quantitative and qualitative) to capture performance and progress. The EP is flexible and can be adapted to workload and resource requirements over the life of the Framework or used to guide agencies to develop their own evaluation questions and indicators.

Evaluation Timeline

The evaluation timeline closely follows that of the Framework and action plans. It is not considered necessary to undertake substantive evaluation activities annually, as this is costly, takes time, and is not likely to highlight any areas of impact. Therefore, evaluation activities have been concentrated at or close to the end of action plan cycles. Evaluation data will be complemented by annually reported high level quantitative data. This process will allow implementation and quantitative data to flow into the evaluation phases and long-term outcome measurement phases and provides opportunities for decisions on changes to implementation and reframing of evaluation questions and indicators.

The first evaluation phase could commence in 2021 and incorporate the results of monitoring the final two years of AP1. As a guide, evaluations should be undertaken in areas in which data does not exist or where it does not provide a comprehensive picture of progress towards outcomes. Evaluators can utilise the suggested evaluation questions and indicators in the EP or use these as a guide to design evaluation questions and indicators based on available data and emerging priorities at the time.

The second evaluation phase could commence in 2025. This phase will build on evaluations conducted during the previous phase. Evaluations undertaken during this second phase should aim to utilise existing data, identify data gaps, and provide more nuanced information on progress.

At the end of the Framework cycle, an impact evaluation could be undertaken to quantify the success of the Framework in achieving effective and sustainable long-term positive impacts in the five outcome areas.

The evaluations undertaken in phases one and two could also consider:

- An overview of relevant national and territory level policies and targeted interventions;
- Review of challenges to implementation of the Framework, if any;
- Qualitative evaluation of outcomes, both anticipated and unexpected; and
- Identification of data gaps and recommendations for future data collection processes.

Existing Data

Data sources utilised for the EP include regularly collected offence data from the NT Department of the Attorney General and Justice (DAGJ), Specialist Homelessness Service (SHS) data, national level prevalence data, NTG-funded non-government organisation (NGO) financial and narrative acquittal reports, Family Safety Framework (FSF) data, NT Police and NT Correctional Services operational and program data, and published data sets.

Data mapping was undertaken during the development of the EP. While NTG agencies collect a sizable amount of narrative data, this is often not included in reporting or analysis of service delivery or client profile changes. For example, narrative reports from NTG funded DFSV service providers are not utilised in agency reporting in any systematic way.

Current existing data sources have limited ability to measure the impact of a targeted intervention on Aboriginal people, as the experiences of Aboriginal people and remote communities are not routinely disaggregated in large data sets. The exception to this is hospital and offence data. Where available, these quantitative datasets are identified in the EP.

Aspirational Data

Qualitative and quantitative aspirational data have been suggested as potential mechanisms of measuring and assessing impact in the long-term, as resources become available and government agencies improve their ability to design and collect relevant DFSV data. Aspirational data is presented in a separate table, noting that systems for collation, extraction and reporting will need to be resourced and developed.

If resourced and implemented, the aspirational data sources could provide Territory-wide detail against the outcomes. Qualitative data at this level would assist in the explanation of inconsistent or counter intuitive quantitative data trends, such as an increased demand for services over the short-term due to increased community understanding and awareness of available DFSV services.

The generation of new qualitative and quantitative data sources, particularly survey instruments and stakeholder interviews, would require significant ongoing investment. In cognizance of resource limitations, suggestions for aspirational data sources have been designed as broadly as possible.

Some of the aspirational data sources suggested refer to Aboriginal and/or remote service providers and clients. These suggestions could provide more information on the impact of targeted interventions on these specific groups. Of importance in this context is increasing awareness about Indigenous data sovereignty and the importance of Indigenous evaluation. Best practice guidelines for Indigenous evaluations include co-design processes and implementation to ensure the relevance, legitimacy, and utility of any findings.

Challenges and Risks

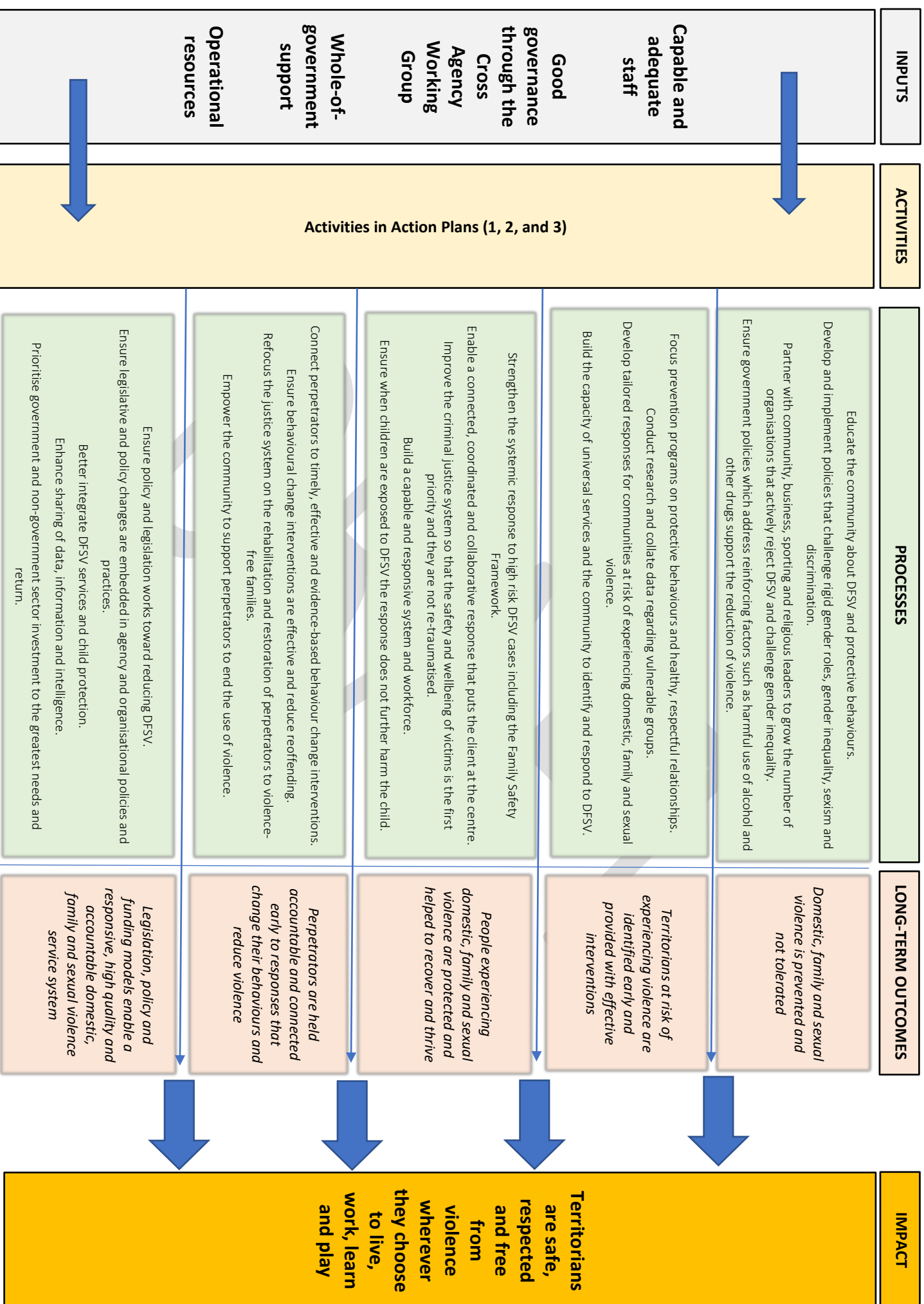
Several challenges and risks associated with the implementation of the EP are outlined below:

- For practical reasons, the EP relies on existing data sources. Where a significant data gap has been identified, potential alternative sources have been suggested in a separate aspirational data table, recognising that in the short- to medium-term, the resources required to collect this data are unlikely to be available.
- There are many policy developments and targeted interventions working to reduce DFSV in the NT. Some of these come from the NTG, while others occur at the national level. Beyond government and outside the Framework, NGOs and philanthropic organisations are also contributing to DFSV reduction policies and interventions. For this reason, it is difficult to directly attribute actions within the Framework to the outcomes, although with the correct evaluation techniques, some statement of contribution can be made.
- Reduction in DFSV rates, offender, and re-offender rates are a blunt instrument for measuring impact. However, in the short and medium term these are the only data sources that are readily available. To obtain a more nuanced picture of the Framework's progress and impact, longer term qualitative evaluations have been suggested. The suggested time frame for these allows for some measure of change to have occurred.

4. Program Logic

The EP has been developed based on the program logic included below on page 10. The program logic outlines the causal links between the activities in AP1, and the actions and outcomes in the Framework. The logic was developed in consultation with the CAWG.

Figure 1: Program Logic for the Northern Territory's Domestic, Family and Sexual Violence Reduction Framework 2018 - 2028



5. Evaluation Plan for the Framework

National Action Plan

The EP references a number of indicators and data sources against the Framework outcomes. The NTG is committed to working toward the high-level outcomes of the National Plan and consequently the Framework aligns to the National Plan and 4th National Action Plan. The table below provides suggested indicators and data sources from the EP that can be used for evaluation and reporting purposes for the National Plan. A national implementation and reporting plan for the 4th National Action Plan is currently being developed; further refinement of the indicators below may be required, in order to fulfil NTG reporting requirements for the 4th National Action Plan.

National Plan Vision: *Australian women and their children live free from violence in safe communities.*

End of Plan Outcome: *A significant and sustained reduction in violence against women and their children during the next 12 years, from 2010 – 2022.*

Six National Outcomes:

1. Communities are safe and free from violence
2. Relationships are respectful
3. Indigenous communities are strengthened
4. Services meet the needs of women and their children experiencing violence
5. Justice responses are effective
6. Perpetrators stop their violence and are held to account

Table 1: Alignment to National Plan

National Plan Indicators	Existing NT Data Sources	Relevant Framework Outcomes
Reduced prevalence of domestic violence and sexual assault	Offence Data (DAGJ) DVO data (DAGJ) DFV mandatory reports (NTPFES) DFV referral (Support Link) Number accessing DFV services (SHS)	1, 2, 4
Increased proportion of women who feel safe in their communities	PSS (ABS) NCAS (DSS/ANROWS)	1, 2
Reduced deaths related to domestic violence and sexual assault	NT Crime Statistics (NTPFES) Coronial data for DFV related deaths in the NT (NCIS)	1, 4
Reduced proportion of children exposed to their mother's or carer's experiences of domestic violence	# of children witnessing DFV (PSS)	3

Process Evaluation

The table below provides suggested evaluation questions, indicators, and data sources to measure implementation of the Framework. As such, the questions relate to resourcing and processes, rather than outcome. The questions are intentionally broad and do not focus on particular actions or outcomes, in order to guide a high-level process evaluation. Evaluations of this type often require specific forms of data collection which do not routinely exist. A range of potential data sources have been suggested.

Table 2: Process Evaluation - Suggested Questions, Indicators and Data Sources

Evaluation Questions	Indicators	Potential Data Sources
What progress had been made against the five Outcome Areas? Namely what actions, programs, systems or practice reform has been implemented under each Outcome Area?	Activities and processes are implemented within the specified timeframe in each Outcome Area % of actions, programs, and systems implemented (as a proportion of the Framework total) within each Outcome Area	Action Plans annual progress reports NTG agency budget allocations for relevant activities (specifically budgets for TF, DAGJ, DoH, DoE, DLGHCD) NTG agency annual reports
What are the key factors that have enabled or acted as barriers to progress in each Outcome Area (including consideration of resources, governance and capacity building mechanisms)?	Adequate budget for Framework implementation is available Adequate and qualified staff are available to implement the Framework Whole of government processes and governance support the Framework's implementation	NTG agency budget allocations for relevant activities (specifically budgets for TF, DAGJ, DoH, DoE, DLGHCD) Qualitative evaluation using environmental scanning, interviews and surveys (this would need to be resource and developed) NTG Workforce development reports
How has the implementation of the Framework aligned to relevant DFSV National and Territory policy agendas?	Number of actions, programs and systems implemented that link to DFSV Territory policies Number of actions, programs and systems implemented that link to National policies	NTG reports to the national action plan to reduce violence against women and their children 2010-2022 NTG report to the 4 th national action plan CAWG agency update reports

Impact Evaluation

The table below provides suggested evaluation questions, indicators and data sources to measure the impact of the Framework. As noted elsewhere, measuring impact in DFSV reform is difficult. The measures detailed here focus on impacts from 2028 and beyond. The questions are intentionally broad and do not focus on particular Framework outcomes, in order to guide high-level impact evaluations. The suggested data sources are based on what is currently known and available. These may change over time, and particularly by the end of the current Framework. These impact measures should be considered in the context of how the Framework has been implemented (process evaluation above).

Table 3: Impact Evaluation - Suggested Questions, Indicators and Data Sources

Evaluation Questions	Indicators	Data Sources
Has the percentage of Territorians who feel safe increased?	<p># of Territorians with improved feelings of safety, specific to DFSV</p> <p>Decrease in the attitudinal support for violence against women in the NT</p> <p>Increase in Territorians' likelihood to take action when witnessing abuse or disrespect towards women</p>	<p>PSS</p> <p>NCAS</p>
Has the incidence of DFSV reduced?	<p>Decrease in the number of reported DFV offences</p> <p>Decrease in the number of reported SA offences</p> <p>Decrease in the number of mandatory DFV reports</p>	<p>DFV and SA Offence Data (DAGJ)</p> <p>DVO data (DAGJ)</p> <p>DFV mandatory reports (NTPFES)</p> <p>DFV referral (Support Link)</p>
Have deaths related to DFSV reduced?	Decrease in the number of deaths related to DFSV	<p>NT Crime Statistics (NTPFES)</p> <p>Coronial data for DFV related deaths in the NT (NCIS)</p>
What measures have been implemented to support better prevention and response for vulnerable groups?	<p>Vulnerable groups and their needs have been identified</p> <p>Increased service and response for vulnerable groups</p>	<p>Offence data (NTPFES)</p> <p>Hospital data – emergency department admissions (DoH)</p> <p>Qualitative evaluation and mapping on services for vulnerable groups in the NT (this would need to be resource and developed)</p>

Outcomes Evaluation: Questions, Indicators and Data

Outcome One – Domestic, Family and Sexual Violence is Prevented and Not Tolerated

Outcome 1 is focussed on prevention and education activities. As outlined in Our Watch's [Change the Story](#), prevention activities are inherently difficult to measure at the outcomes level in the short and medium term.^{viii} In the NT, this is compounded by national level data, such as the PSS and National Community Attitudes Survey (NCAS), that poorly reflect the realities on the ground. In particular, the nature and type of surveys tend to exclude the voices of Aboriginal and culturally and linguistically diverse (CALD) people, and those living in remote communities.^{ix}

Evaluation Questions	Indicators	Data Source & Frequency
Has the number of reported DFV offences changed over time? (NB: An increase in the number of reported DFV offences can indicate greater community understanding about DFV and how to act)	# of reported DFV offences	<p>Offence data – NTPFES Crime Statistics (2021, 2025, 2028)</p> <p>DVO data – DAGJ (2021, 2025, 2028)</p>

Has the number of reported sexual assault offences changed over time? <i>(NB: An increase in the number of reported offences can indicate greater community understanding about sexual violence and how to respond)</i>	# of reported sexual assault offences	Offence data – NTPFES Crime Statistics (2021, 2025, 2028) NTADC and AHRC data on sexual harassment cases (2021, 2025, 2028)
To what extent do Territorians demonstrate an understanding of the behaviours that constitute domestic, family and sexual violence?	Increased number of Territorians show an improved understanding of respectful relationships, consent and how to respond	NCAS – DSS/ANROWS (2021, 2025) PSS – ABS (2020, 2024, 2028)

Outcome Two – Territorians at Risk of Experiencing Violence are Identified Early and Provided with Effective Interventions

Outcome 2 is focussed on early intervention activities. There are few shared definitions of effective early intervention, as resources are often diverted to primary prevention and service response. In this context, outcomes measurement of early intervention initiatives is difficult. The outcomes table below is designed to provide a high-level measure of the range of early interventions being introduced across the NTG under the Framework, using existing and available data.

Evaluation Questions	Indicators	Data Source & Frequency
Have early intervention initiatives responded to the needs Territorians?	# of individuals who access specialist DFSV services	SHS data (2021, 2025) FSF operational data – NTPFES (2021, 2025)
	# of women citing DFSV as the main reason for seeking assistance	SHS data (2021, 2025) FSF operational data – NTPFES (2021, 2025) Support Link data – TF/NTPFES (2021, 2025)
	% use (over all specialist services) of shared risk assessment and management framework	Reports - DFV and SV specialist service (2021, 2025)
Do universal and specialist services have capacity and systems to identify DFSV and refer appropriately?	# of DFSV referrals received from universal and specialist services	FSF operational data – NTPFES (2021, 2025) Support Link data – TF/NTPFES (2021, 2025) SHS data (2021, 2025) Evaluation report from NT Health Domestic and Family Violence Clinical Guidelines trials in four sites (DoH)
	# of DFV mandatory reports received from universal and specialist services	FSF operational data – NTPFES (2021, 2025) Support Link data – TF/NTPFES (2021, 2025)
	# of women citing DFSV as a main reason for seeking assistance (and this is	Support Link data – TF/NTPFES (2021, 2025)

	recorded by the service provider as the main reason)	SHS data (2021, 2025)
	Development and implementation of a standard risk assessment tool	CAWG agency update reports
	DFSV training accessed by staff of universal and specialist services	Evaluations from training sessions Training reports from NTWWC (2021 and as offered thereafter)
Are there service responses to meet the needs of diverse population groups?	# of identified at-risk individuals that access DFSV services (understanding that SHS data can currently provide limited detail on ATSI/CALD clients)	SHS data - TF/DLGHCD AIHW project Reports Project data from specialist NTG funded DFV services Project data from specialist NTG funded SV services Project data from specialist DFSV services with vulnerable clients eg. DAIWS, Melaleuca Refugee Centre (2021, 2025)

Outcome Three - People Experiencing Domestic, Family and Sexual Violence are Protected and Helped to Recover and Thrive

Outcome 3 directly relates to improved service delivery and response to those experiencing DFSV. The evaluation questions are designed to measure outcomes of existing NTG service responses, and those that may be introduced under the Framework. Existing data sources for use in measuring outcomes include specialist DFSV services project level data (as reported to TF and via Specialist Homelessness Services, SHS), FSF data, and police operational data.

Evaluation Questions	Indicators	Data Source & Frequency
Have service responses to women, children and men experiencing DFSV increased over time?	# and % (over all DFSV referrals) of referrals/requests for specialist DFSV children's services	SHS data – TF/DLGHCD (2021, 2025) Implementation and outcomes report on 'Safe and Together' model
	# and % (over all DFSV referrals) of children seen by specialist DFSV services	SHS data – TF/DLGHCD (2021, 2025) Implementation and outcomes report on 'Safe and Together' model
	# of people experiencing DFSV who disclosed that children in their care witnessed DFSV	PSS (2020, 2024, 2028)
	# of repeat referrals into FSF	FSF data - NTPFES (2021, 2025)
	# Child Protection notifications referred to DFSV specialist services from areas in which 'Safe and Together' practice has been implemented – TF (2021, 2025)	Implementation and outcomes report on 'Safe and Together' model
Have service responses reduced repeated incidences of violence for women, men and children?	# of repeat referrals into FSF	FSF data - NTPFES (2021, 2025)
	# of repeat offenders charged with DFV or SV offences	Offence data - DAGJ (2021, 2025)

Have services (including FSF) responded to high risk clients?	# of high-risk cases managed through the FSF	FSF data extracted from FSF report form and risk assessment - NTPFES (2021, 2025)
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Outcome Four - Perpetrators are Held Accountable and Connected Early to Responses that Change their Behaviours and Reduce Violence

Outcome 4 focuses on holding perpetrators to account for their actions and investing in evidence-based behaviour-change programs. Historically, perpetrator programs have a poor evidence base, which make outcomes evaluations difficult.* The data sources in this outcome largely rely on offence data produced by the NT DAGJ and NTG-funded DFSV specialist services funding reports.

Evaluation Questions	Indicators	Data Source & Frequency
Have numbers of DFV and SV repeat offenders changed?	Reduction in reoffending rates for DFV and SV by perpetrators	DFV and SV offence and re-offence Statistics - DAGJ (2021, 2025) NT Crime Statistics - NTPFES (2021, 2025)
	# experiencing repeat DFV and SV	Project data from DFSV specialist services – TF (2021,2025) Project data from specialist DFSV services with vulnerable clients eg. DAIWS, Melaleuca Refugee Centre (2021, 2025)
Has there been a change in the age of DFSV offenders?	Offender rates by age	DFV and SV offence and reoffence statistics -DAGJ (2021, 2025)
To what extent have perpetrators shown an improved understanding of how to stop violent behaviour?	Reduced numbers of DFSV re-offences amongst perpetrators	DFV and SV offence and re-offence statistics – DAGJ (2021, 2025)
	# and % (of all charged perpetrators) in perpetrator programs	Corrections program data – DAGJ (2021, 2025)

Outcome Five – Legislation, Policy and Funding Models Enable a Responsive, High Quality and Accountable Domestic, Family and Sexual Violence Service System

Outcome 5 is focussed on measuring DFSV service system health through legislation and policy implementation and investment. While some of this can be measured through changes in the rates of those experiencing and perpetrating DFSV, it is an imperfect measure of the health of the system. Systems analysis and process mapping are recommended techniques to understand discrete components of system health such as governance frameworks, leadership, formalised inter-agency collaboration, and shared understanding.

Evaluation Questions	Indicators	Data Source & Frequency
To what extent have legislation and policy changes in relation to DFSV been embedded across agencies?	# of DFSV-related leave applications approved in the NTPS	OCPE (2021, 2025)
	# of agencies with DFSV internal policies in place	CAWG agency update reports
	# of agencies with DFSV policies in place in relation to their client service delivery	CAWG agency update reports
Have legislation, policies and funding models increased service delivery over time?	# of individuals who access specialist DFSV services	SHS data (2021, 2025) FSF data - NTPFES (2021, 2025)

	# and % of repeat clients in specialist DFSV services	SHS data (2021, 2025)
		FSF data - NTPFES (2021, 2025)
	# of women citing DFSV as a main reason for seeking assistance (and this is recorded by the service provider as the main reason)	Support Link data – TF/NTPFES (2021, 2025)
	# and % (of all charged perpetrators) in perpetrator programs	SHS data (2021, 2025)
		Corrections program data – DAGJ (2021, 2025)

6. Consolidated Data

Table 4: Existing Data

Data Type	Relevant Indicators	Source	Frequency	Relevant Outcomes
Offence Data - NT Crime Statistics	# of reported DFV offences # of reported sexual assault offences # experiencing repeat DFV and SV	NTPFES	2021, 2025, 2028	1, 4
Offence data - DAGJ	# of repeat offenders charged with DFV or SV offences Reduction in reoffending rates for DFV and SV by perpetrators Offender rates by age (DFV and SV offences and reoffences) Reduced numbers of DFSV reoffences amongst perpetrators	DAGJ	2021, 2025	3, 4
DVO data	# of reported DFV offences	DAGJ	2021, 2025, 2028	1
FSF operational data (including data from report and risk assessment forms)	# of individuals who access specialist DFSV services # of DFSV referrals received from universal and specialist services # of DFV mandatory reports received from universal and specialist services # of repeat referrals into FSF # of high-risk cases managed through the FSF # and % of repeat clients in specialist DFSV services # of women citing DFSV as the main reason for seeking assistance	NTPFES	2021, 2025	2, 3, 5
Program data - corrections	# and % (of all charged perpetrators) in perpetrator programs	DAGJ	2021, 2025	4, 5
Prevalence data	# sexual harassment cases	NTADC	2021, 2025, 2028	1
Prevalence data	# sexual harassment cases	AHRC	2021, 2025, 2028	1
NCAS	Increase in # Territorians showing improved understanding of respectful relationships, consent and how to respond	DSS/ANROWS	2021, 2025	1
PSS	Increase in # Territorians showing improved understanding of respectful relationships, consent and how to respond # of people experiencing DFSV who disclosed that children in their care witnessed DFSV	ABS	2020, 2024, 2028	1, 3
SHS data	# of individuals who access specialist DFSV services # of women citing DFSV as the main reason for seeking assistance # of DFSV referrals received from universal and specialist services # of identified at-risk individuals that access DFSV services # and % (against all referrals) of referrals/requests for specialist DFSV children's services # and % (against all referrals) of children seen by specialist DFSV services	TF / DLGHCD	2021, 2025	2, 3, 5

	# and % of repeat clients in specialist DFSV services			
Support Link data	# of women citing DFSV as a main reason for seeking assistance # of DFSV referrals received from universal and specialist services # of DFV mandatory reports received from universal and specialist services # of women citing DFSV as a main reason for seeking assistance	TF / NTPFES	2021, 2025	2, 5
Reports -DFV and SV specialist Services	% use (overall specialist services) of shared risk assessment and management framework # of identified at-risk individuals that access DFSV services # experiencing repeat DFV and SV	Specialist TF funded DFV and SV services	2021, 2025	2
Training Reports	DFSV training accessed by staff of universal and specialist services	Training Reports - Universal and specialist services	2021 and as offered thereafter	2
	DFSV training accessed by staff of universal and specialist services	NTWWC	2021 and as offered thereafter	2
Project data - NT Specialist DFSV Services	# of identified at-risk individuals that access DFSV services Reduction in reoffending rates for DFV and SV by perpetrators # experiencing repeat DFV and SV	NTG funded specialist DFV and SV including services with vulnerable clients e.g. DAIWS, Melaleuca Refugee Centre	2021, 2025	2, 4
Evaluation reports from NT Health DFV Clinical Guidelines trials in four sites	# of DFSV referrals received from universal and specialist services	DoH	2021	2
AIHW Project Reports	# of identified at-risk individuals that access DFSV services	AIHW	2021, 2025	2
Implementation and outcomes report on 'Safe and Together' model	# and % (over all DFSV referrals) of referrals/requests for specialist DFSV children's services # Child Protection notifications referred to DFSV services data from areas in which 'Safe and Together' practice has been implemented # and % of children seen by specialist DFSV services	TF	2021, 2025	3
NTG workforce data	# of DFSV-related leave applications approved in the NTPS	OCPE	2021, 2025	5
CAWG agency update reports	# of agencies with DFSV internal policies in place # of agencies with DFSV policies in place in relation to their client service delivery Development and implementation of a standard risk assessment tool	CAWG	Annually	2, 5

Table 5: Aspirational Data

Aspirational data sources have been listed below. These have been limited as they require resources that are currently unavailable. They have been suggested as mechanisms to add nuanced qualitative and quantitative data across each of the five outcomes. Cost and effort will, in large part, depend on the timing and preferred methodology of data collection. As an indicative guide most of the aspirational data listed below could be undertaken by small to medium sized firms and would take between 45-55 days.

Suggested Aspirational Data	Relevant Outcomes	Suggested Frequency	Recommended Responsibility
NT specific attitudinal survey. Could be based on PSS and NCAS format, including attitudes, experiences and responses. Noting an NT specific survey would require significant investment, questions could be added to existing surveys/research on related harms including gambling and alcohol	1	Twice over Framework (2023, 2027)	External or partnership survey with NTG
Case studies on selected clients from TF-funded services including client interview, case mapping, FSF data, specialist DFSV service data, policy mapping (governance, leadership, implementation)	3, 5	Twice over Framework (2023, 2027)	External – research/M&E entity
Client outcomes - specialist DFSV service – program data (part of the performance reporting framework in the NTG five-year contracts with services)	3	Twice over Framework (2023, 2027)	External – research/M&E entity
Case studies to provide narrative analysis on selected high-risk/CALD/remote cases using case mapping, outcome narrative, referral and re-referral into FSF, Safe House data and FSF data, and client interviews	3	Twice over Framework (2023, 2027)	External – research/M&E entity
Outcome evaluation including client interviews, interviews with partners/ex-partners, service provider interviews with government and non-government perpetrator program staff, interviews with specialist DFSV service providers	4	Once - 2027	External - research/M&E entity
DFSV workplace policy and practice mapping across key agencies (TF, DoH, DLGHCD, NTPFES, DoE, DAGJ, DCM) to ascertain level of implementation. NTPS survey/interviews to evaluate process and implementation. The survey could be paired with pre and post knowledge questionnaires administered during DFSV training for NTPS by the NTWWC	5	Once - 2027	Internal – TF, DoH, DLGHCD, NTPFES, DoE, AGJ, DCM, OCPE) and external – research/M&E entity

7. Future Considerations

Through consultation undertaken during the development of the EP, a number of potential priority areas for future investment and attention emerged. These are divided into the following areas.

Data

It is broadly agreed that there is a lack of relevant, regularly reported NT-specific data on DFSV. The NT is not the only jurisdiction to face this challenge, yet it remains an important issue when considering the implementation of the Framework and associated action plans.

The generation of a baseline will be possible for some outcomes in the Framework through regularly reported data. At the time the IMF and EP were delivered, there were a number of reviews and research projects commissioned by government (including the NT Council of Social Services' Building the Capacity of the Non-Government DFSV Sector, DoH implementation of Clinical Guidelines for preventing and responding to DFSV, and a review of DFSV services and systems in the Barkly and Big Rivers region). These may provide qualitative baseline data across selected outcomes.

The launch of the NTG's Open Data Portal may also assist in measuring the outcomes and impact of the EP. As at 7th January 2020, the Open Portal had 633 datasets from 21 organisations and 12 groups. Current relevant datasets include:

- Average Weekly Juveniles in Detention
- School List
- Enrolment and Attendance by Validation 2013
- Enrolment and Attendance by School 2013
- NT Crime Statistics
- Australian Burden of Disease Study (Statistical Report)
- Alcohol and Other Drug Treatment Services in the NT
- School Suspensions
- Awarded Government Contracts
- Alcohol Attributable Emergency Presentations by Hospital
- Youth Justice in Australia (Statistical Report)
- Youth Detention Australia
- Child Protection Australia
- NT Population Projections
- Potentially Preventable Hospitalisations in Australia (Statistical Report)
- Emergency Department Care Hospital Statistics
- Number of Alcohol Related Assaults in NT by area
- Police Services (Statistical Report, Australia wide)
- Child Protection Services
- Youth Justice Services

As the number of data sets within this portal increases, it may become a useful source of data for future action plans.

Research

Strategic research could be undertaken to assist with service and evidence gaps. For example, Commonwealth investments in improved data collection underpinning the Fourth National Action Plan could be targeted as a way of improving Territory-level data, especially in flagship data areas such as the PSS and National Community Attitudes Survey (NCAS). Equally, a research strategy outlining key research and evidence gaps in DFSV in the NT could be developed based on gaps identified through annual progress reports and presented to ANROWS for consideration.

Building Monitoring and Evaluation Capacity

Although there are many national-level organisations and evaluators with expertise in the field of DFSV, very few of these have the Territory-specific contextual information required to undertake relevant and effective evaluations.

The NTG program evaluation framework and toolkit, currently under development by the NT Department of Treasury's Program Evaluation Unit are important resources as the Framework and action plans are implemented.

Through consultation it was highlighted that many NGOs and DFSV specialist service providers seek further tools and capacity to undertake their own evaluations. Some of the services consulted for the EP had already undertaken significant work on program logic models and theory of change development, with a view to evaluating their programs.^{xi} These services routinely collect narrative and quantitative data for reporting to funders and for their own reporting purposes. These resources provide a good source of qualitative and quantitative data for both the EP and the organisations themselves.

8. Abbreviations

ABS	Australian Bureau of Statistics
AHRC	Australian Human Rights Commission
AIHW	Australian Institute of Health and Welfare
ANROWS	Australia's National Research Organisation for Women's Safety
AP1	Action Plan 1: Changing Attitudes, Intervening Earlier and Responding Better (2018-2021)
ATSI	Aboriginal and Torres Strait Islander
CALD	Culturally and Linguistically Diverse
CAWG	Cross Agency Working Group
CDU	Charles Darwin University
DAGJ	Department of the Attorney-General and Justice
DAIWS	Darwin Aboriginal and Torres Strait Islander Women's Shelter
DCM	Department of the Chief Minister
DFSV	Domestic, family and sexual violence
DFV	Domestic and Family Violence
DLGHCD	Department of Local Government, Housing and Community Development
DoE	Department of Education
DoH	Department of Health
DSS	Department of Social Services
DVO	Domestic Violence Order
EP	Evaluation Plan
FSF	Family Safety Framework
IMF	Implementation Monitoring Framework
M&E	Monitoring and Evaluation
Menzies	Menzies School of Health Research
National Plan	National Plan to Reduce Violence against Women and their Children 2010-2022
NCAS	National Community Attitudes Survey
NCIS	National Coronial Information System
NGO	Non-government organisation
NT	Northern Territory
NTADC	Northern Territory Anti-Discrimination Commission
NTCOSS	Northern Territory Council of Social Services
NTG	Northern Territory Government
NTPFES	Northern Territory Police, Fire and Emergency Services
NTPS	Northern Territory Public Sector
NTWWC	Northern Territory Working Women's Centre
OCPE	Office of the Commissioner for Public Employment
PSS	Personal Safety Survey
SA	Sexual Assault
SHS	Specialist Homelessness Services
SV	Sexual Violence
The Framework	Northern Territory's Domestic, Family and Sexual Violence Reduction Framework (2018-2028) Safe, Respected and Free from Violence
TF	Territory Families

9. Definitions

The following definitions have been used throughout this document.

Aboriginal and Torres Strait Islander people/Indigenous people

This document uses the term Aboriginal and Torres Strait Islander people to include Aboriginal peoples, Torres Strait Islander peoples and people with both Aboriginal and Torres Strait Islander heritage. On a few occasions it refers only to one group, for example when referring to local organisations that use only Aboriginal or Torres Strait Islander to reflect the local population in that part of the country. On occasion, in keeping with international human rights language, this document uses the term Indigenous to include both Aboriginal and Torres Strait Islander people, or to distinguish from the non-Indigenous Australian population.

Clients

This document uses the term clients to refer to women, men, and children who are engaged with DFSV services. The term also includes those people engaged with associated services, such as drug and alcohol services, legal services, or health services, as these often overlap with the DFSV sector.

Intimate partner

A current partner (living with), previous partners (has lived with), boyfriend/girlfriend/date and ex-boyfriend/ex-girlfriend (never lived with).^{xii}

Partner

A subset of intimate partner that refers to a person the respondent lives with, or lived with at some point, in a married or de facto relationship.^{xiii}

Physical assault

Physical assault takes place when an individual or a group provokes and attacks a person physically, with or without the use of a weapon. It may also include the threat of physical harm if the threat is coupled with an apparent ability to cause harm. Types of physical assault can include, but are not limited to, provocation (insults, death threats), intimidation (making a fist, pushing, throwing objects, stalking), brutality (attacks, fights), punches and injuries (bites, bruises, dislocations), assault with a weapon, armed robbery (with firearm or using force or threat of force).^{xiv}

Protective behaviours

Protective Behaviours can refer to a framework for the development of personal safety skills. A Protective Behaviours course teaches children and young people about their rights to safety, identifying and responding to internal and external indicators of risk or safety (feelings, thoughts, behaviours) and problem solving for help seeking.^{xv} Protective behaviours or protective factors are considered to be variables that 'enhance the likelihood of positive outcomes and lesson the likelihood of negative consequences from exposure to risk'.^{xvi}

Sexual violence

Sexual violence refers to behaviours of a sexual nature and covers a wide range of criminal and other behaviours committed against children and adults. This includes child sexual abuse; problem sexual behaviours; sexual harassment; sexualised bullying; unwanted kissing and sexual touching; sexual pressure and coercion; and sexual assault including rape.^{xvii}

Violence

The Framework refers to violence associated with DFSV as a pattern of behaviour aimed at controlling a partner or family member through fear, such as using behaviour which is violent and threatening, and to place at risk their immediate and longer-term safety and wellbeing. Forms of violence can include physical, sexual, stalking, emotional or psychological, technology facilitated and financial abuse and it can include criminal and non-criminal behaviour'.^{xviii} The definition of violence includes violence against children,

acknowledging their experiences of violence can also include physical, sexual, and emotional abuse as well as neglect and deprivation. Children being made witness to or exposed in any form to DFSV is also considered as abuse towards the child.^{xix}

Youth

In Australia, youth is generally considered to refer to a person aged between 12 – 24 years of age.^{xx}

ⁱ Australia's National Research Organisation for Women's Safety, [Violence against Women: Accurate use of Key Statistics](#), ANROWS Insights 05/2018, Sydney, 2018

ⁱⁱ [National Plan to Reduce Violence Against Women and their Children: Fourth Action Plan \(2019-22\): Background and Evidence Summary](#), Department of Social Services, September 2018, p. 12.

ⁱⁱⁱ [Offence Statistics](#), Northern Territory Crime Statistics, NTPFES. This figure does not include sexual assault.

^{iv} Sorenson, H, 'NT's domestic violence epidemic laid bare', *NT News*, 2 September 2017.

^v Australian Institute of Health and Welfare 2019. [Family, domestic and sexual violence in Australia: Continuing the national story 2019](#). Cat. no. FDV 3. Canberra: AIHW, p. 106

^{vi} Australian Institute of Health and Welfare 2019. [Family, domestic and sexual violence in Australia: continuing the national story 2019](#). Cat. no. FDV 3. Canberra: AIHW, p. 110

^{vii} Australian Institute of Health and Welfare 2019. [Family, domestic and sexual violence in Australia: continuing the national story 2019](#). Cat. no. FDV 3. Canberra: AIHW, p. 114.

^{viii} [Counting on Change: A Guide to Prevention Monitoring](#), Our Watch, 2017, p.100.

^{ix} Mitra-Kahn, T., Newbigin, C., & Hardefeldt, S., [Invisible women, invisible violence: Understanding and improving data on the experiences of domestic and family violence and sexual assault for diverse groups of women](#), State of knowledge paper, ANROWS Landscapes, DD01/2016, Sydney, 2016.

^x [Evaluation of the Second Action Plan to Reduce violence against women and their children 2010-2022](#), Department of Social Services, March 2017, p.1.

^{xii} Australia's National Research Organisation for Women's Safety, [Violence against women: Accurate use of key statistics](#), ANROWS Insights 05/2018, ANROWS, Sydney, 2018.

^{xiii} Australia's National Research Organisation for Women's Safety, [Violence against women: Accurate use of key statistics](#), ANROWS Insights 05/2018, ANROWS, Sydney, 2018.

^{xiv} Ordre des CRHA et CRIA du Quebec, *Prevent violence at work*, <http://www.prevention-violence.com/en/intro.asp>.

^{xv} Protective Behaviours Association, *Protective behaviours – what's that?* PBA, 2019.

^{xvi} World Health Organisation, *Determinants (risk and protective factors) indicators*. WHO, 2004.

^{xvii} Territory Families, [Northern Territory Sexual Violence Prevention and Response Framework: Discussion Paper](#). Northern Territory Government, 2019.

^{xviii} Territory Families, Northern Territory's [Domestic, Family and Sexual Violence Reduction Framework 2018-2028 Safe, respected and free from violence](#), Territory Families, Northern Territory Government, 2017, p 11.

^{xix} United Nations International Children's Emergency Fund, *Violence against children*, UNICEF, 2015, <http://data.unicef.org.au/topic/child-protection/violence/>.

^{xx} Australian Government, *National Strategy for Young Australians*, 2010, https://www.youthpolicy.org/national/Australia_2010_National_Youth_Strategy.pdf.