Implementing the first three-year action plan, 2009-2012

Protecting Children is Everyone’s Business

National Framework for Protecting Australia’s Children

An initiative of the Council of Australian Governments
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All illustrations kindly donated by children, including some children living in care
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Foreword

On 30 April 2009, the Council of Australian Governments endorsed the *National Framework for Protecting Australia’s Children*, an ambitious and long-term agenda to improve the safety and wellbeing of Australia’s children.

This Implementation Plan 2009-2012 is the next step in this important journey. It demonstrates the commitment of governments, non-government organisations, and the Australian community as a whole, to follow through in achieving better outcomes for children.

Based on the premise that *protecting children is everyone’s business*, the National Framework was developed through a strong partnership between governments and the non-government sector and extensive consultation. It is critical that we continue to work together in this way to implement and deliver the National Framework.

The development of this Implementation Plan 2009–2012 is a joint effort between Commonwealth and State and Territory governments, with input from the non-government sector and State and Territory Children’s Commissioners. We thank these stakeholders for their invaluable contribution.

This Implementation Plan 2009–2012 is for the first of a series of three-year action plans under the National Framework. It sets out how we will move forward on our commitment, measure our success and work in partnership. It will build a foundation upon which we can continue to improve child safety and wellbeing, and will help to shape future actions under the Framework.

...to improve the safety and wellbeing of Australia’s children.

Endorsed at the Community and Disability Services Ministers’ Conference on 11 September 2009 by:
The Hon Jenny Macklin MP, Minister for Families, Housing Community Services and Indigenous Affairs, Commonwealth
The Hon Bill Shorten MP, Parliamentary Secretary for Disabilities and Children’s Services, Commonwealth
The Hon Linda Burney MP, Minister for Community Services, New South Wales
The Hon Lisa Neville MP, Minister for Community Services, Victoria
The Hon Maxine Morand MP, Minister for Children and Early Childhood Development, Victoria
The Hon James Merlino MP, Minister for Sport, Recreation and Youth Affairs, Victoria
The Hon Karen Struthers MP, Minister for Communities and Housing, Queensland
The Hon Phil Reeves MP, Minister for Child Safety, Queensland
The Hon Jennifer Rankine MP, Minister for Families and Communities, South Australia
The Hon Jay Weatherill MP, Minister for Early Childhood Development, South Australia
The Hon Tom Koutsantonis MP, Minister for Youth, South Australia
The Hon Robyn McSweeney MLC, Minister for Child Protection, Western Australia
The Hon Lin Thorp MLC, Minister for Human Services, Tasmania
The Hon Malalndirri McCarthy MLA, Minister for Children and Families, Minister for Child Protection, Northern Territory
Ms Katy Gallagher MLA, Minister for Community Services, Australian Capital Territory
Mr Andrew Barr MLA, Minister for Children and Young People, Australian Capital Territory
Section 1: Approach to implementation
1. Approach to implementation

What is the Implementation Plan 2009-2012?

The Council of Australian Governments (COAG) endorsed the National Framework for Protecting Australia’s Children: Protecting Children Is Everyone’s Business, 2009 – 2020 on 30 April 2009. The National Framework will operate through a series of three-year action plans, each of which will identify actions and strategies aimed at ensuring that Australia’s children and young people are safe and well through a substantial and sustained reduction in child abuse and neglect in Australia over time.

This Implementation Plan 2009-2012 sets out how all governments will take forward the actions identified in the first three-year action plan of the National Framework. It explains how progress will be measured and monitored, sets out roles and responsibilities and discusses how everyone can get involved in achieving better outcomes for children.

The action plan contains more than 70 actions, and many more have been announced by governments since the National Framework was endorsed by COAG. This Implementation Plan 2009-2012 focuses on the priority actions that are important first steps under the National Framework.

As implementation progresses, elements of this Implementation Plan 2009-2012 will grow and change, with new actions added or shifts in focus from some actions to others. States, Territories and the Commonwealth will need to review and adjust actions over time, and the Community and Disability Services Ministers Conference (CDSMC) will also consider new policy directions and decisions for inclusion at a later date.

This Implementation Plan 2009-2012 is part of a learning process. Outcomes and lessons learnt from actions undertaken in the first three years will be used to inform the development of the next action plan.

Everyone has a role to play in protecting Australia’s children. This key message was reflected in the approach taken by governments, the non-government sector and the community more broadly by working together to develop the National Framework. Continuing this approach throughout the implementation and operation of the National Framework is critical if we want to achieve better outcomes for children. This Implementation Plan 2009-2012 outlines opportunities for continued collaboration and encourages people from across the Australian community local government, non-government organisations, business, families, children and young people to get involved.

We recognise that Indigenous children are over-represented in child protection systems. To close this gap, governments and service providers will need to work in partnership with Indigenous families, communities and organisations in implementing and delivering the first three-year action plan of the National Framework.

Context

The National Framework commits the Australian, State and Territory governments to a range of actions over the next three years to ensure children are safe and well.

All of the actions contained in the first action plan are linked to each other and to broader social reform measures. The actions aim to provide an integrated perspective on protecting children, from prevention and early intervention right through to statutory services. This public health model approach focuses on early intervention and places priority on having universal supports available for all families, with more intensive services provided to those families that need additional assistance.

The Community and Disability Services Ministers Conference (CDSMC), the Commonwealth State Ministerial Council that developed the National Framework for the Council of Australian Governments (COAG), has responsibility for the ongoing management and implementation of the National Framework.

This Implementation Plan 2009-2012 is a joint effort, with all governments, the non-government sector and State and Territory Children’s Commissioners contributing.

A copy of the National Framework, which contains the first three-year action plan, is available online at www.coag.gov.au
Section 2: The first three-year action plan
2. The first three-year action plan

What is in the action plan?

The first three-year action plan of the National Framework contains more than 70 actions. Together, these actions will help to reduce child abuse, sexual assault and neglect, and over time will contribute to the body of evidence and assist in the setting of priorities in relation to child safety and wellbeing.

Improving the wellbeing and safety of children is a complex issue with many parts. Actions identified in the National Framework build on existing work and are joint undertakings between Commonwealth, State and Territory governments and non-government organisations. At the same time, actions will be led by specific jurisdictions, portfolios or non-government organisations, depending on who has overall responsibility for taking a particular action forward.

Groups of actions

While CDSMC is the overall manager of the National Framework, it will not have the day-to-day responsibility for many of these actions. What CDSMC will do is monitor the progress of actions in the National Framework to ensure they are moving forward. This will be done through a range of governance mechanisms, as described in section 4, enabling some of the National Framework’s broader actions to be more effectively tackled.

The actions in the first three-year plan have been grouped according to their focus and who is responsible for their day-to-day management. The grouping of actions is likely to be fluid, reflecting the shifts in priority and focus that happen as projects and initiatives develop. However, this Implementation Plan 2009-2012 will help you see who is taking forward the particular action you are interested in, and find out more about it.

We have identified four broad groupings of actions in the first three-year plan:

- national priorities – these cover areas of need and are the foundation for future work that will assist in building the evidence base
- major reforms – these relate to broader social reform agendas
- ongoing initiatives for children and families – actions already under way
- community initiatives – actions undertaken within community organisations, independent of government.

Figure 1 links groups of actions to the spectrum of child protection services under the public health model.
While there are formal reporting and management arrangements for each grouping of actions (see section 3), members of the community can become involved in the implementation of any action and watch its progress.

**National priorities**

National priorities are those actions under the National Framework that will be a major focus for the Commonwealth, State and Territory governments and the non-government sector in the first three years. These actions will deliver significant outcomes.

Priorities such as enhancing the evidence base, filling research gaps, and developing on national standards for out-of-home care are important because they set the foundation for the work ahead. Other priorities have been identified because they are areas where it has been agreed that immediate action is necessary, for example sexual abuse, the safety and wellbeing of Indigenous children, young people leaving care and improved support for grandparent, kinship and foster carers.

These national priorities will take considerable commitment and resources from all partners to deliver, and some encompass more than one action under the National Framework. If successful, these priorities will go a long way to improving the safety and wellbeing of Australian children.

While there is a national priority directly related to Indigenous children, we would like to note that each of the national priorities have the capacity to achieve better outcomes for Indigenous children and families. Throughout the implementation and delivery of national priorities and the National Framework as a whole we will explore ways to address the specific needs of Indigenous and other vulnerable children.
2: Children and families access adequate support to promote safety and intervene early (Actions 2.1.A and 2.4.A).

Implement a joined up approach to service design, planning and delivery, targeted to the hard to reach, most disadvantaged families and children, by leveraging services and support from Commonwealth, State and Territory Governments. This includes refocusing the Communities for Children services under the Family Support Program, and influencing other Family Support Program services to focus on vulnerable families and children who are at risk of entering the child protection system.

Existing Communities for Children Plus services will also be realigned to target the most disadvantaged communities, and eight demonstration sites will be established to test a model of joined up service delivery and intensive early intervention and prevention support to children at risk.

States and Territories will continue with initiatives to increase the availability of additional family support services.

First year
- Realign existing Communities for Children sites to target the most disadvantaged communities.
- CDSMC endorsement of the phased implementation of Communities for Children Plus sites.
- First four Communities for Children Plus sites to be operational.
- States and Territories will report to COAG/CDSMC on reforms to their family support services and programs and negotiations between governments about aligning State and Territory support services with the Family Support Program.

Within first three years
- All eight Communities for Children Plus sites will be operational.
- All existing Communities for Children sites will be fully transitioned to the Family Support Program and will be delivering integrated services.
- The Family Support Program will be implemented.

The Commonwealth, State and Territory governments and the non-government sector will work together to take forward this action.

Performance indicators will be developed for national priorities, as outlined in Section 3.

Support Indigenous community-building activities in areas such as culture and connectedness, strengthening families and communities in targeted areas that put children at-risk, and speaking up about abuse.

**First year**
- Announcement of locations of all 35 Indigenous Children and Family Centres and linking of these centres to programs for at-risk children, such as the Family Support Program.
- Announcement of locations of 50 new Indigenous Parenting Support Services, with 32 operating by July 2010.
- Develop a workshop agenda, engaging with key Indigenous and other Closing the Gap stakeholders.
- Deliver the workshop in December 2009, as part of the Aboriginal and Torres Strait Islander Family and Community Strengths Conference, to determine national priorities for Indigenous community based activities and child protection, using a strengths based approach.

**Within first three years**
- A plan will be developed on priorities for Indigenous children under the National Framework following the December 2009 workshop. The plan will build on the substantial work already underway as part of the Closing the Gap agenda.
- The majority of 35 Indigenous Children and Family Centre sites will be operating by December 2012, providing child care, early learning, and family support.
- All 50 Indigenous Parenting Support Services operating.

The Commonwealth, State and Territory governments will work with key Indigenous and other Closing the Gap stakeholders to take forward this action.

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Seeing early warning signs and taking early action

**Supporting Outcome**

2: Children and families access adequate support to promote safety and intervene early (Action 2.2.C).

3: Risk factors for child abuse and neglect are addressed (Action 3.5.B).

**What/Action**

Improve identification of early indicators of the needs of at-risk children and their families through a common approach to assessment, referral and support in universal and secondary prevention services, with appropriate information sharing.

Governments are working with the non-government sector to develop a common assessment tool/s and options for shared approaches to better identify and refer children at risk. This work is being done through the Common Approach to Assessment, Referral and Support (CAARS) Taskforce, which includes a broad spectrum of participation from government and non-government sectors.

**When/How**

**First year**

- CAARS Taskforce established in May 2009.
- Working groups established under the Taskforce to support technical aspects of this national priority and explore the cultural change implications that may arise from common assessment.
- Conduct literature review and focus group with stakeholders to inform development of a common assessment tool/s.
- Conduct workshops with stakeholders to explore implementation options.
- Agreed tool and trial options to be ready for approval by July 2010.

**Within first three years**

- Once the tool is developed it will be trialled and evaluated.

**Working Together**

The Commonwealth, State and Territory governments and the non-government sector will work together through the CAARS Taskforce to take forward this action.

**Measures**

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Improving support for carers

4: Children who have been abused or neglected receive the support and care they need for their safety and wellbeing (Action 4.2.A, 4.2.B and 4.2.F).

Continue to explore options for improving financial and non-financial support to grandparent, kinship and foster carers, provide specialist supported playgroups for grandparent and other carers, and provide enhanced support for grandparent and kinship carers as a specified target group under the Communities for Children program.

First year
- The new Community and Family Partnerships Guidelines 1 July 2009 for children and parenting services (including Supported Playgroups and Communities for Children) include Indigenous families, including kinship carers and grandparent carers as specific target groups for all funding recipients.
- Negotiations will commence on the establishment of specialised supported playgroups for grandparent and other carers.
- Research scope determined and approach for improving overall support for carers agreed.
- A consultation process, including a targeted consultation with carers, will be undertaken and recommendations delivered in 2010.

Within first three years
- Once the findings of this work are announced, CDSMC will consider further action.

The Commonwealth, State and Territory governments and non-government sector will work together, in consultation with carers across the Australian community, to take forward this action.

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Developing national standards for out-of-home care

**SUPPORTING OUTCOME**

4: Children who have been abused or neglected receive the support and care they need for their safety and wellbeing (Action 4.4.A).

**WHAT/ACTION**

The development of national standards for out-of-home care will aim to improve the outcomes and experiences of children and young people who are unable to live with their families. This priority will involve analysing relevant international and Australian literature, and consulting with key stakeholder groups to inform the development of new national standards. Current out-of-home care standards vary across jurisdictions and are not reported on consistently. This lack of consistency makes cross-jurisdictional data collection difficult and hampers the identification and development of best practice and service delivery gaps. COAG has agreed that nationally consistent standards for out-of-home care will benefit vulnerable children and young people.

**WHEN/HOW**

- Analysis of state, territory and international out-of-home care policies, practices and standards.
- Communicate and consult with key stakeholders, including State and Territory governments, non-government out-of-home care service providers, children and young people in out-of-home care and their families.
- Identify new standards, based on the analysis and consultation with key stakeholders by June 2010.

**First year**

- New national standards are implemented.
- These national standards will be monitored and evaluated using an agreed reporting framework.

**WORKING TOGETHER**

The Commonwealth, State and Territory governments and the non-government sector will work together to take forward this action.

**MEASURES**

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Building capacity and expertise

SUPPORTING OUTCOME

3: Risk factors for child abuse and neglect are addressed (Action 3.5.A and 3.5.D).

5: Indigenous children are supported and safe in their families and communities (Action 5.3.A).

WHAT/ACTION

This priority has two distinct elements:

1. Support the education, professional development, and retention of the child protection and welfare workforce, including a focus on enabling the Indigenous workforce to be more actively involved in tertiary child protection.

2. The Commonwealth takes a broader human services definition of workforce to look at ways that professionals in a range of fields can contribute to the protection of children, including with cultural sensitivity.

WHEN/HOW

First year

- Working group formed, child protection and welfare workforce issues scoped and best practice identified.
- Best practice models in Indigenous child protection identified and strengths and barriers to child protection by Indigenous organisations identified.
- Report on education, development, and retention of the workforce produced.
- Structural Issues in the Workforce - CDSMAC Community Services Workforce Profile Project final report considered.
- Professional development training program in child and family sensitive practice developed and trialled.
- Other development and training programs monitored for best practice and broader roll-out.
- Other Commonwealth workforce development reforms across disciplines influenced.

Within first three years

- National strategy implemented to develop the child protection and welfare workforce in the areas of education, recruitment, professional development and retention.
- A national strategy implemented to develop the Indigenous child protection and welfare workforce.
- Service delivery standards across disciplines developed.
- Promising multi-disciplinary training trials extended across selected socially disadvantaged sites, including Indigenous-specific sites.

WORKING TOGETHER

The Commonwealth, State and Territory governments and the non-government sector will work together, through the Structural issues in the Workforce - CDSMAC sub-committee, to take forward this action.

MEASURES

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Enhancing the evidence base

**SUPPORTING OUTCOME**

4: Children who have been abused or neglected receive the support and care they need for their safety and wellbeing (Action 4.4.D).

**WHAT/ACTION**

The data collection priority will review and improve data collections relating to child protection, homelessness and juvenile justice to improve national reporting. This priority aims to enhance knowledge of children’s interactions with the child protection system in order to inform future policy and service provision.

**WHEN/HOW**

**First year**
- Begin the review of existing data definitions and unit record data for child protection (Australian Institute of Health and Welfare (AIHW) in conjunction with States and Territories).
- Review of data collections.
- States and Territories to participate in data project and commit to improving data sets.
- Invite the Australian New Zealand Child Death Review and Prevention Group to submit a proposal to develop more consistent data to help better understand the circumstances of child deaths and how these could be prevented.

**Within first three years**
- After the roll-out of this national priority has been completed, CDSMC will consider future directions.

**WORKING TOGETHER**

The Commonwealth, State and Territory governments and non-government sector will work together to take forward this action.

**MEASURES**

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Filling the research gaps

SUPPORTING OUTCOME

4: Children who have been abused or neglected receive the support and care they need for their safety and wellbeing (Action 4.4.E.)
Note: this priority will contribute to all supporting outcomes in the National Framework.

WHAT/ACTION

Develop a national research agenda in consultation with key academics and expert practitioners.
This aims to inform future policy and service delivery through the identification of research opportunities and priorities and an expanded evidence base in Australia.

WHEN/HOW

First year
- Hold a workshop in October 2009 involving governments, key academics and the non-government sector to inform the direction of a national research agenda.
- Based on the outcomes of this workshop, develop a proposed national research agenda for approval.
- A national research agenda will be approved and under way by early 2010.

Within first three years
- A number of research projects under the national research agenda will be completed between early 2010 and June 2014.

WORKING TOGETHER

The Commonwealth, State and Territory governments, key academics, the non-government sector and children and young people will work together to take forward this action.

MEASURES

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Transitioning to independence

**Supporting Outcome**

4: Children who have been abused or neglected receive the support and care they need for their safety and wellbeing (Action 4.3.A.).

**What/Action**

To increase support through non-government organisations for young people leaving care to better establish their independence and for State and Territory government initiatives to better support young people as they leave care.

**When/How**

First year
- In July 2009, the Commonwealth Government increased the Transition to Independent Living Allowance for young people leaving care from $1,000 to $1,500.
- Commonwealth, State and Territory governments will consult with stakeholders to develop working arrangements to achieve consistency across Australia in the non-financial support that young people receive when leaving care.

Within first three years
- A review of the increase to the Transition to Independent Living Allowance will be conducted and reported on, to determine improved outcomes for young people leaving care.
- Work will continue on the development and implementation of nationally consistent approaches to support young people leaving care.

**Working Together**

The Commonwealth, State and Territory governments and non-government sector will work together to take forward this action.

**Measures**

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Responding to sexual abuse

SUPPORTING OUTCOME

6: Child sexual abuse and exploitation is prevented and survivors receive adequate support (Action 6.2.B.).

WHAT/ACTION

This priority undertakes research to present a national picture of therapeutic services to all Australian children including research, training, promising practice, gaps in service provision, and challenges within the sector.

WHEN/HOW

First year
- Consultations have been held with key government and non-government agencies that provide specialised therapeutic responses to young people with sexualised behaviours.
- Undertake research to highlight service delivery challenges and identify initiatives that are working well.

WORKING TOGETHER

The Commonwealth, State and Territory governments and non-government sector will work together to take forward this action.

MEASURES

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Advocating nationally for children and young people

**Supporting Outcome**


**What/Action**

To explore the potential role for a national (Australian) Commissioner for Children and Young People.

**When/How**

**First year**
- Continuing consultation with key stakeholders, including existing State and Territory commissioners and guardians, State and Territory governments, and the community, particularly children themselves, on views and potential options for an Australian Commissioner for Children and Young People.
- Advice will be provided to the Commonwealth Government in late 2009.

**Working Together**

The Commonwealth, State and Territory Children’s Commissioners and Guardians, and children and young people will work together to take forward this action.

**Measures**

Performance indicators will be developed for national priorities, as outlined in Section 3.
National Priority: Sharing information

Supporting Outcome
2: Children and families access adequate support to promote safety and intervene early (Action 2.2.8).

What/Action
Expand the information sharing protocol currently operating between Centrelink and child protection agencies to Medicare Australia and the Child Support Agency. This will increase the sharing of appropriate Commonwealth information with State and Territory child protection agencies, and assist them to better protect children.

When/How
First year
- Approval of the Medicare Australia and Child Support Agency appendices to the information sharing protocol.
- Formal review of the information sharing protocol.
- Information sharing protocol between Medicare Australia, the Child Support Agency and State and Territory child protection agencies has been signed off.

Within first three years
- After first-year roll-out of the information sharing protocol, future directions will be considered, including expanding the information sharing protocol to other relevant Commonwealth agencies.

Working Together
The Commonwealth and State and Territory governments, through a CDSMC cross-jurisdictional information sharing working group, to take forward this action.

Measures
Performance indicators will be developed for national priorities, as outlined in Section 3.
Major reforms

Major reforms are actions relating to broader social reform agendas that have an impact on Australian children and families. They include reforms in disability, housing and health, initiatives such as income management and Time for Action: The National Council’s Plan for Australia to Reduce Violence against Women and their Children 2009-2021.

Many of these actions, such as mental health programs and housing and homelessness initiatives, address risk factors for child abuse and neglect. These actions are the responsibility of many portfolios across jurisdictions. A number are led by COAG Ministerial Councils. Due to their size and complexity they also involve cross-portfolio engagement.

While CDSMC will be monitoring all actions identified in the first three-year action plan, reporting on major reforms will be the primary responsibility of another governance mechanism such as another Ministerial Council, COAG or another mechanism altogether (for example, the Northern Territory Emergency Response is progressed through bilateral negotiations).

Although these actions would usually have existing consultative processes (which we will use, rather than duplicate), they still need to be approached as joint actions in order to be successful. CDSMC will generally take the role of supporting these actions, and reminding stakeholders and the broader community of their importance and links to other activities under the National Framework. Information about these actions can be found in Appendix A.

Ongoing initiatives for children and families

Ongoing initiatives for children and families generally refer to initiatives under way as part of Commonwealth or State and Territory government reforms of child protection systems, children’s or family support programs. These initiatives often focus on early intervention. They are generally the work of one jurisdiction, have existing consultative mechanisms and are the responsibility of the relevant Minister in the relevant jurisdiction, with CDSMC playing a monitoring role.

As many of these actions identify areas where a number of jurisdictions are trying to reform in a similar direction, they can share resources and are valuable sources of information.

These actions, and any future reforms in this area, are critical to the success of the National Framework. They are often rolled out in partnership with the non-government sector, which has ongoing working relationships with both the Commonwealth and with the States and Territories through its representation on consultative forums. Information about these actions can also be found in Appendix A.

Community initiatives

Community initiatives are actions initiated by the non-government sector, independent of government. They will have publicly described governance and consultative mechanisms, which have been set up by the organisation, and will be the responsibility of the non-government sector.

New Actions

Over the life of the National Framework’s first three-year action plan, jurisdictions and organisations will introduce and implement new actions. A list of new actions that the Commonwealth has introduced is available at www.fahcsia.gov.au. New actions initiated by States and Territory governments and the non-government sector will be reflected on their respective websites.
Section 3: Reporting on progress
3. Reporting on progress

The National Framework is designed to provide the foundation for national reform to ensure that Australia’s children and young people are safe and well. As a measure of this high-level outcome, governments and the non-government sector have set the target of a substantial and sustained reduction in child abuse and neglect in Australia over time. Both will take time to achieve. In the meantime, this Implementation Plan 2009-2012 sets out how we intend to measure progress over both the short and long term.

Short and long-term progress needs to be clearly and regularly communicated to stakeholders in the community, to government and, specifically, to children and young people.

Reporting will need to make the best use of work already being done by State, Territory and Commonwealth governments to improve and focus the evidence base on the safety and wellbeing of Australia’s children.

A long-term approach

The National Framework is designed to achieve long-term change over the period to 2020; all of the actions and strategies outlined under this first three-year action plan will contribute to this change.

A critical component of reporting is the links across a range of other national plans to the National Framework. Many associated reporting frameworks will inform the National Framework’s outcomes for children, for example the achievements of the National Early Childhood Agenda, National Indigenous Reform Agreement, the National Mental Health Strategy, and national reforms in the areas of disability, housing and drugs and alcohol.

Achievement of the National Framework’s high-level outcome that Australia’s children and young people are safe and well will not be immediately measurable, due to its long-term focus. Some of the 29 indicators of change can be mapped against the outlined priority areas and can be reported on within the next three years, while others will require substantial data development work and will be tracked against future rounds of action plans. However, there are a number of ways that we will be able to track the success of the actions under the first three-year action plan. These include:

- reporting to CDSMC annually on:
  - delivery of national priorities
  - progress against the 29 identified indicators of change
  - State and Territory government reforms
  - community initiatives through the Children’s Commissioners and Guardians and the Coalition of Organisations Committed to the Safety and Wellbeing of Australia’s Children
- presenting a report card to COAG annually, for the life of the first action plan, which will be publicly released.
- documenting the stories of families and children in Australia about everyday improvements in their lives.

Services delivered largely or wholly by non-government organisations (Independent of governments), will be reflected in the annual status report to COAG. Formally evaluating actions undertaken in the first three-year action plan, and ultimately the National Framework as a whole, will also help to work out whether we’ve achieved long-term change.

The trends we will use to measure progress towards a substantial and sustained reduction in child abuse and neglect in Australia over time are set out below.

### Trends to measure progress towards high-level target

- Trends in key national indicators of children’s health, development and wellbeing
- Trends in hospital admissions and emergency department visits for neglect and injuries to children under three years
- Trends in substantiated child protection cases
- Trends in the number of children in out-of-home care
The Australian Institute of Health and Welfare (AIHW) reports on trends like these on an annual basis, and other organisations, such as State and Territory Children’s Commissioners, also have substantial child protection data expertise. However, because of the National Framework’s long-term focus, it may be a number of years before the full impact of the measures agreed in the first three-year action plan are reflected in AIHW and other data. These trends are influenced by well-known difficulties such as the extent of under-reporting of abuse and substantiating notifications. An increased focus on child protection combined with enhanced reporting could mean that, at least initially, some of the trends may go up, not down.

The National Framework outlines 29 indicators of change to measure achievement of the six supporting outcomes it identifies.

Some of these indicators rely on data that is currently collected, while other indicators will need further data development. Further indicators may also need to be included as work on the actions progresses. Table 2 lists all indicators of change, including those that require further development.

Table 1: Indicators of change

<table>
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<th>DATA CURRENTLY COLLECTED</th>
<th>TO BE DEVELOPED</th>
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<tbody>
<tr>
<td>• Rate per 100,000 babies born with low birth weight</td>
<td>• Community attitudes towards and value of children</td>
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<td>• Proportion of communities with improved measures against the Australian Early Development Index</td>
<td>• Children’s perception of their value within the community</td>
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<td>• Proportion of disadvantaged 3 year olds in early childhood education</td>
<td>• Measure of children’s and young people’s participation in administrative and judicial proceedings that affect them</td>
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<td>• Proportion of children aged 4 to 14 years with mental health problems</td>
<td>• Proportion of pregnant women who receive perinatal care</td>
</tr>
<tr>
<td>• Rate of child protection notifications</td>
<td>• Number of at-risk children and families accessing support services</td>
</tr>
<tr>
<td>• Rate per 1,000 children accessing assistance through homelessness services (accompanied &amp; unaccompanied)</td>
<td>• Rate per 1,000 children living in households where there is adult abuse of alcohol and/or other drugs</td>
</tr>
<tr>
<td>• Proportion of investigations finalised by time taken to complete investigation</td>
<td>• Number of children living in jobless families</td>
</tr>
<tr>
<td>• Proportion of children on guardianship and custody orders achieving national reading and numeracy benchmarks</td>
<td>• Rate per 1,000 children living in households where family violence occurs</td>
</tr>
<tr>
<td>• Number of out-of-home carers, by type of carer</td>
<td>• Proportion of parents with a mental illness who are accessing mental health services</td>
</tr>
<tr>
<td>• Rate per 1,000 Indigenous children with substantiated cases compared to other children</td>
<td>• School retention rates (Years 10 &amp; 12) of young people in out-of-home care or under guardianship</td>
</tr>
<tr>
<td>• Rate per 1,000 Indigenous children in out-of-home care compared with other children</td>
<td>• Retention rate of foster carers and child protection workers</td>
</tr>
<tr>
<td>• Proportion of Indigenous children placed in accordance with the Indigenous Child Placement Principles</td>
<td>• Number of individuals and organisations prosecuted for sexually exploiting children</td>
</tr>
<tr>
<td>• Proportion of Indigenous 3 to 4 year olds participating in quality early childhood education, development and child care services</td>
<td>• Ratio of Indigenous out-of-home care placement through mainstream or Indigenous services</td>
</tr>
<tr>
<td>• Rate of hospitalisations for injury and poisoning for Indigenous children aged 0 to 4 years</td>
<td>• Rate per 100,000 children aged 0–4, 5–9, 10–14, and 15–19 reported with sexually transmitted diseases</td>
</tr>
<tr>
<td>• Ratio of Indigenous out-of-home care placement through mainstream or Indigenous services</td>
<td>• Number and rate of children with substantiations related to sexual abuse</td>
</tr>
</tbody>
</table>
Well-known sources of existing data include the Australian Institute of Health and Welfare’s *Child Protection Australia*, the Productivity Commission’s *Report on Government Services* and the Australian Institute of Family Studies’ *National Child Protection Clearinghouse*. Many of our universities and tertiary institutions undertake valuable research and much can also be gained by studying international best practice.

These valuable sources of information and data may sometimes appear slow to respond to developing policy priorities. As actions get under way, it will be important to connect existing and future data collections and streamline reporting to avoid duplication.

A set of performance indicators will be developed as part of the Implementation Plan 2009-2012, providing another opportunity to measure progress and outcomes.

CDSMC has agreed that it will simplify reporting in the first three-year action plan so that people will know how things are going and the community can get engaged. One of the national priorities is to fill the research gaps, which will be done in consultation with key academics and expert practitioners. Agreement on terminology is also critical and investments will be made in reviewing, refining and developing existing data.

Reporting on the actions in the National Framework will contribute to an increase in knowledge about child protection, safety and wellbeing in Australia. It will also reinforce key messages such as *child protection is everyone’s business* and *early intervention is important*.

Figure 2 shows the short and long-term measures of success under the National Framework.

**Figure 2: Measures of success**
Section 4: Working together
4. Working together

For the National Framework to deliver better outcomes for Australia's most vulnerable children, everyone needs to continue with the important work they have been doing and make a start on the new initiatives they have committed to.

To make this as easy as possible, we have developed a partnership arrangement. This arrangement balances the need to touch base on the progress of actions with recognising the importance of getting on with the work that has to be done. It also allows for extensive engagement with stakeholders to inform the future direction of the National Framework.

Our partnership arrangement

Within our partnership arrangement, different groups serve different purposes. Some perform a high-level oversight role in tracking the progress of the National Framework and will have the capacity to change its direction if necessary; others will be directly involved in the day-to-day management of certain actions; and still others will focus on engaging with external groups. On top of this, we will keep key stakeholders involved through ongoing consultation.

In turn, these different groups will also support the different groupings of actions in the National Framework outlined in section 2.

The groups involved in the National Framework's implementation and delivery are described below.

> **COAG**, which endorsed the National Framework on 30 April 2009, will perform an oversight role, and keep watch over its progress through annual reports (for the life of the first action plan) submitted by CDSMC. Given its high-level role, COAG will have an equal interest in all types of actions outlined in the first three-year action plan.

> **The CDSMC** consists of Commonwealth, State and Territory Ministers responsible for portfolios such as family, community, disability, youth, children, ageing and social welfare. CDSMC meets at least once a year and will be responsible for tracking and making decisions about the overall direction of the National Framework. It will monitor all National Framework actions, but will only be responsible for the day-to-day management of national priorities. The Community and Disability Services Ministers’ Advisory Council (CDSMAC) supports CDSMC, and consists of senior officials from relevant departments. CDSMAC meets bi-annually.

> **Ministerial Councils** could include forums such as the Australia Health Ministers’ Conference, Ministerial Council for Education, Early Childhood Development and Youth Affairs, the Commonwealth, State, Territory and New Zealand Ministers’ Conference on the Status of Women and the Ministerial Council for Aboriginal and Torres Strait Islander Affairs. These bodies have been included in the National Framework partnership because they could be responsible for the day-to-day management of major reforms under the first three-year action plan. Members of CDSMC will engage with colleagues on these councils to build links and ensure approaches are child centred.
The Ministerial Forum, hosted by CDSMC, will involve a meeting of Ministers from a range of jurisdictions and portfolios (including those from relevant Ministerial Councils, as discussed above), non-government organisations and the broader Australian community, including children and young people. This mechanism is particularly useful for engaging with relevant Ministerial Councils on major reform actions under the first three-year action plan, exploring social issues that have an impact on children and families, and influencing future broad social reform agendas to be child centred.

The National Framework Advisory Committee is an opportunity for CDSMAC officials, non-government organisations (including members of the Coalition of Organisations Committed to the Safety and Wellbeing of Australia’s Children) and children and young people, to review progress and consider priorities and advice on key issues related to the National Framework. National priorities are likely to be the focus of this group, although other actions in the first three-year action plan, and actions to be included in future action plans, could be addressed. CDSMC will convene this group as an interactive process to engage on the National Framework’s operation and to better inform decision-making processes.

The National Framework Implementation Working Group will meet quarterly and has a hands-on role in the implementation and delivery of the National Framework. The Commonwealth Government, all States and Territories, and community representatives (including members of the Coalition) will be represented on this group. The Working Group will consult with external stakeholders such as State and Territory Children’s Commissioners, local governments and professional bodies about the practical aspects of implementing and delivering the National Framework.

Two working groups will sit under the National Framework Implementation Working Group:

- The Performance and Data Working Group will work on enhancing the evidence base, which is one of the national priorities outlined in section 2. It will also be involved in the development of key performance indicators and the simplified reporting system, as addressed in section 3. The work of this group is important in developing the infrastructure to set the direction of future action plans and the National Framework as a whole. It includes Commonwealth, State and Territory government and non-government sector representatives.

- The Information Sharing Working Group was set up in 2008 to work on the national priority Sharing information. It includes Commonwealth and State and Territory government representatives, and meets as required.

To ensure flexibility and respond to the evolving nature of the first three-year action plan of the National Framework, these working groups may change and new working groups may be established over time.
Throughout the life of the National Framework there will be many opportunities to jointly explore complex issues, including through consultation processes and by directly seeking input from stakeholders. This will provide an avenue for a broad range of stakeholders to engage in the development, refinement and implementation of actions. Targeted consultations may include grandparents, service providers, peak bodies, welfare groups, professional associations, children and young people and their representatives, advocates, researchers, policy officers and legal and statutory officers.

An example of this type of work already under way is through the national priority! Seeing early warning signs and taking early action! . Funding has been provided to the Australian Research Alliance for Children and Youth to convene a high-level taskforce, with government and non-government representatives working together to inform the development of a common assessment and referral tool. The National Framework Implementation Working Group will be responsible for organising such broad engagements.

States and Territories will have their own governance arrangements for the work they do on ongoing initiatives for children and families, as they are responsible for managing these on a day-to-day basis.

Non-government organisations will also have their own way of managing the day-to-day actions of community initiatives.

Ways to effectively consult and engage with children and young people themselves, as opposed to just those who represent them, will be explored as part of implementing the actions under the National Framework. This consultation is essential to getting the implementation and delivery of the National Framework right, because it is children and young people who will be most affected by it. To inform our approach, we will engage with the non-government sector and State and Territory Children’s Commissioners, as necessary, and look at previous work done in this area, including the Queensland Biennial Surveys and the NSW Commission for Children and Young People’s ‘Taking Participation Seriously’ kit.

The Coalition of Organisations Committed to the Safety and Wellbeing of Australia’s Children (the Coalition) represents non-government organisations who work with vulnerable families and children across Australia. It was set up in November 2007 to work with governments to develop the National Framework. The Coalition will continue to work in partnership with governments on the implementation and delivery of the National Framework.

The Coalition is responsible for coordinating a nomination process for the participation of non-government organisations and community stakeholders in the groups involved in the National Framework’s implementation and delivery, as described in this section. This process calls for nominations from organisations both within and outside the Coalition.
Figure 3 outlines the links between groups in the National Framework partnership arrangement.

**Figure 3: Partnership arrangement**

- **Australian Children and Families**: Families have the primary responsibility for raising their children, giving them loving care and ensuring they access services they need to succeed in life.

- **Ministerial Involvement**: COAG, CDSMC, Relevant Ministerial Councils, Ministerial Forum.


- **Community Engagement**: National Priorities, Major Reforms, Ongoing Initiatives for Children and Families, Community Initiatives.

Including specific workshops, structured consultative forums and issues-based forums.
Expectations – who do we need to report to on progress?

As outlined in section 3, the National Framework is a long-term initiative and it is unlikely we will see changes in its high-level target for many years to come. However, some groups in the National Framework partnership arrangement have reporting responsibilities. These will allow us to see short-term achievements of individual actions which, in time, will all contribute to the success of the high-level target.

- **COAG** will receive annual report cards from CDSMC. These reports will contain high-level information about each action under the National Framework. COAG will release this information to the public so that everyone in the Australian community can view a snapshot of the National Framework’s progress on a yearly basis. This is one way in which we will be accountable to the broader Australian community, and organisations and individuals can track the progress of actions they are particularly interested in.

- **CDSMC** and **CDSMAC** will receive reports from the National Framework Implementation Working Group twice a year. These reports will have a particular focus on the national priorities that CDSMC is responsible for managing but will also contain high-level information about all actions under the National Framework, reflecting CDSMC’s overall management and monitoring role.

- In addition to the reports that COAG will release annually, the broader Australian community can track the progress of actions they are particularly interested in independently of National Framework reporting mechanisms through the website links provided in Appendix A.
Appendix A:
where to find more information on actions
## Table A1: Major reforms

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<tr>
<th>STRATEGY</th>
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<tr>
<td><strong>Supporting outcome 2:</strong> Children and families access adequate support to promote safety and intervene early</td>
<td>2.2 Develop new information sharing provisions between Commonwealth agencies, State and Territory agencies and NGOs dealing with vulnerable families</td>
<td>2.2.A. Nationally consistent approach to working with children checks</td>
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<td></td>
<td>2.3 Ensure consistency of support and services for all children and families</td>
<td>2.3.A. National approach to early childhood education and care</td>
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<td>2.3.E. Increase funding for disadvantaged schools <a href="http://www.deewr.gov.au">www.deewr.gov.au</a></td>
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<td>2.4 Enhance services and support for children and families to target the most vulnerable and protect children at risk</td>
<td>2.4.C. Evaluate income management trials in WA, NT and Cape York <a href="http://www.fahcsia.gov.au">www.fahcsia.gov.au</a> <a href="http://www.centrelink.gov.au">www.centrelink.gov.au</a></td>
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<td></td>
<td>2.5 Provide priority access to services for children who are at serious risk of abuse and neglect</td>
<td>2.5.A. Enhance access to childcare services for children at serious risk of harm Special Childcare Benefit (SCCB) guidelines <a href="http://www.deewr.gov.au">www.deewr.gov.au</a></td>
</tr>
<tr>
<td><strong>Supporting outcome 3:</strong> Risk factors for child abuse and neglect are addressed</td>
<td>3.1 Enhance alcohol and substance abuse initiatives to provide additional support to families</td>
<td>3.1.A. National Binge Drinking Strategy <a href="http://www.health.gov.au">www.health.gov.au</a></td>
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<tr>
<td>STRATEGY</td>
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<td>3.2.B. Expand models of integrated support to enable women and children experiencing family violence to remain at home safely</td>
<td><a href="http://www.fahcsia.gov.au">www.fahcsia.gov.au</a></td>
</tr>
<tr>
<td>3.3 Increase services and support for people with mental illness</td>
<td>3.3.A. Develop a <em>National Suicide Prevention Strategy</em></td>
<td><a href="http://www.health.gov.au">www.health.gov.au</a></td>
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<td></td>
<td>3.3.C. Enhance support for children or parents with disabilities</td>
<td><a href="http://www.fahcsia.gov.au">www.fahcsia.gov.au</a></td>
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<tr>
<td>3.4 Expand housing and homelessness services for families and children at risk</td>
<td>3.4.A. Increase availability of affordable and social housing</td>
<td><a href="http://www.fahcsia.gov.au">www.fahcsia.gov.au</a></td>
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<td></td>
<td>3.4.B. Targeted support to assist children and families who are homeless</td>
<td><a href="http://www.fahcsia.gov.au">www.fahcsia.gov.au</a></td>
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**Supporting outcome 4: Children who have been abused or neglected receive the support and care they need for their safety and wellbeing**

| 4.2 Support for grandparent, foster and kinship carers to provide safe and stable care | 4.2.C. Support and services available for grandparent and kinship carers through Indigenous Child and Family Centres | www.deewr.gov.au |
| | 4.2.E. Healthcare needs of children entering and in out of home care | www.health.gov.au |
| 4.3 Improve support for young people leaving care | 4.3.C. Implement policy of no exits into homelessness | www.fahcsia.gov.au |
| 4.4 Support enhanced national consistency and continuous improvement in child protection services | 4.4.C. Support Australian New Zealand Child Death Review Group to develop more consistent data | www.ccypcg.qld.gov.au |

**Supporting outcome 5: Indigenous children are supported and safe in their families and communities**

| 5.1 Expand access to Indigenous and mainstream services for families and children | 5.1.B. Link 35 Indigenous Child and Family Centres with the range of family and community programs for at risk children and improve Indigenous access to child and maternal health services | www.deewr.gov.au |
| 5.2 Promote the development of safe and strong Indigenous communities | 5.2.A. Support and strengthening of the Northern Territory Emergency Response | www.fahcsia.gov.au |
### STRATEGY

**Supporting outcome 6:** Child sexual abuse and exploitation is prevented and survivors receive adequate support

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<th>STRATEGY</th>
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| 6.1 Raise awareness of child sexual exploitation and abuse, including online exploitation | 6.1.A. Cyber safety initiatives | www.dbcde.gov.au  
www.afp.gov.au  
www.acma.gov.au |
| 6.3 Strengthen law enforcement and judicial processes in response to child sexual abuse and exploitation | 6.3.A. Detection, investigation and prosecution of online sexual exploitation | www.afp.gov.au  
www.ag.gov.au |
Table A2: Ongoing initiatives for children and families

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<th>STRATEGY</th>
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<tr>
<td><strong>Supporting outcome 1: Children live in safe and supportive families and communities</strong></td>
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</table>
| 1.1 Strengthen the capacity of families to support children | 1.1.A. Continue to establish and support family and children’s centres | www.dhcs.act.gov.au  
www.communityservices.qld.gov.au  
www.childrenscentres.sa.gov.au  
www.education.tas.gov.au/childandfamily  
www.education.vic.gov.au |
| | 1.1.B. Refocus community programs within Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) | www.fahcsia.gov.au |
| | 1.1.C. Improve family support services | www.community.wa.gov.au |
| 1.2 Educate and engage community about child abuse and neglect and strategies for protecting children | 1.2.A. Support community organisations to deliver cost-effective, community-based initiatives | www.napcan.org.au |
| 1.3 Develop and implement effective mechanisms for involving children and young people in decisions affecting their lives | 1.3.B. Approaches through the Supporting Children After Separation Program to assist children from separating families | www.fahcsia.gov.au |
| | 1.3.C. Information booklet for children entering foster care | www.acf.org.au |
| | 1.3.E. Participation of children in decision making | www.gcyp.sa.gov.au |
| **Supporting outcome 2: Children and families access adequate support to promote safety and intervene early** | | |
| 2.3 Ensure consistency of support and services for all children and families | 2.3.B. Quality assurance processes for registered community based child and family services and out-of-home care services | www.cyf.vic.gov.au |
| 2.4 Enhance services and support for children and families to target the most vulnerable and protect children at risk | 2.4.B. Expand and/or target State and Territory support programs for vulnerable families and children at-risk | www.community.nsw.gov.au  
www.dfc.sa.gov.au |
| 2.5 Provide priority access to services for children who are at serious risk of abuse and neglect | 2.5.B. Alternative pathways for children at risk | www.community.nsw.gov.au  
www.dfc.sa.gov.au |
## Supporting outcome 3: Risk factors for child abuse and neglect are addressed

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| 3.3 Increase services and support for people with mental illness | 3.3.B. Personal Helpers and Mentors Program | www.fahcsia.gov.au  
www.health.gov.au |
| 3.5 Increase capacity and capability of: | 3.5.C. Resources guide on responding to the needs of traumatised children | www.fahcsia.gov.au  
www.childhood.org.au |
- adult-focused services to identify and respond to the needs of children at risk
- child-focused services to identify and respond to the needs of vulnerable families
- the broader system to identify children at risk

## Supporting outcome 4: Children who have been abused or neglected receive the support and care they need for their safety and wellbeing

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| 4.1 Enhance access to appropriate support services for recovery where abuse or neglect has occurred | 4.1.A. Target the Personal Helpers and Mentors Program | www.fahcsia.gov.au  
www.health.gov.au |

**4.1.B. Support community-based recovery programs for survivors of child abuse**

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| 4.2 Support for grandparent, foster and kinship carers to provide safe and stable care | 4.2.D. Support programs for grandparents, kinship and foster carers | www.cyfvic.gov.au  
www.community.nsw.gov.au  
www.childsafety.qld.gov.au  
www.timeforkids.com.au |

**4.3 Improve support for young people leaving care**

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| 4.3.B. State and Territory initiatives targeting young people as they leave care | 4.3.B. Continuous improvement of child protection services | www.dfc.sa.gov.au  
www.dhhs.tas.gov.au  
www.dhcs.act.gov.au  
www.cyfvic.gov.au |

**4.4 Support enhanced national consistency and continuous improvement in child protection services**

## Supporting outcome 5: Indigenous children are supported and safe in their families and communities

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<tr>
<td>5.1 Expand access to Indigenous and mainstream services for families and children</td>
<td>5.1.C. Support SNAICC to develop resources and materials</td>
<td><a href="http://www.fahcsia.gov.au">www.fahcsia.gov.au</a></td>
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**5.1.D. Focus new activities in the Indigenous Family Violence Partnership Program and Indigenous Family Violence Regional Activities Program**
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<tr>
<td>5.2 Promote the development of safe and strong Indigenous communities</td>
<td>5.2.B. Continued support for Indigenous community building activities</td>
<td><a href="http://www.fahcsia.gov.au">www.fahcsia.gov.au</a></td>
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Supporting outcome 6: Child sexual abuse and exploitation is prevented and survivors receive adequate support

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<td>6.4.B. Review service delivery options and approaches for survivors</td>
<td><a href="http://www.hearthealthouse.org.au">www.hearthealthouse.org.au</a></td>
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