Issues Paper

Violence and abuse of people with disability at home
Introduction

Violence and abuse of people with disability in their homes is a key area of inquiry for the Royal Commission into Violence, Abuse, Neglect and Exploitation of People with Disability (the Royal Commission). Violence and abuse may happen in all types of homes and accommodation, including:

- private and family homes
- group homes, large residential centres and other forms of specialist accommodation
- out-of-home care, including residential care, kinship and foster care and other arrangements such as independent living and hotels/motels
- boarding and rooming houses and hostels
- domestic and family violence shelters, homeless shelters and refuges.

While we use the term ‘home’ in this paper, the Royal Commission recognises that people may live in temporary accommodation, may not choose where they live, may not be safe where they live or may experience homelessness. We also use the term ‘violence and abuse’ to cover a broad range of violence, abuse, neglect and exploitation, which we discuss further under How we will look at violence and abuse in the home.

We welcome any information about violence and abuse of people with disability where they live. We would like to hear about what puts people with disability at risk of violence and abuse in the places they live. We are interested in understanding if experiences may vary if a person is living in an urban, regional, remote and very remote area. We also invite examples of good practice on preventing and responding to violence and abuse in the home.

A list of questions is included at the end of this paper. The questions are a guide. You do not have to answer every question. More information about how to respond to this issues paper is at the end of the paper.

If you wish to share an individual experience of violence and abuse experienced by you or another person with disability, please consider making a submission or registering for a private session. More information about these is on our website: disability.royalcommission.gov.au/submissions/Pages/default.aspx

Attachment A sets out the Royal Commission’s working definitions of violence and abuse, neglect and exploitation.
How we look at violence and abuse in the home

We are considering all forms of violence and abuse in the home. This is often referred to as domestic and family violence. Violence in the home includes but is not limited to physical violence, neglect, emotional or psychological abuse, sexual abuse, financial abuse, exploitation, restraint, coercive control, deprivation of liberty, intimidation and threats. We will consider violence and abuse inflicted by intimate partners (husbands or wives, boyfriends, girlfriends, or sexual partners), other family members (parents, children, siblings, grandparents, and extended family members) and First Nations kinship networks. We will consider violence and abuse by support workers, professionals, housemates, and co-residents in shared accommodation and group homes. We will consider whether certain places where people with disability may live, such as group homes and boarding houses, may make people more vulnerable to violence and abuse. We also consider violence and abuse of people with disability and the link to homelessness.

We look at women with disability throughout the paper, noting the intersection of discrimination based on gender and disability and how it may manifest in violence and abuse in the home. We also consider the multi-layered experiences of people with disability of different ages, sexes, gender identities, sexual orientations and races. We look at experiences of violence and abuse in the home for groups including First Nations people, culturally and linguistically diverse people, and LGBTIQ+ people with disability.

A human rights-based approach

We are committed to the rights of people with disability. Australia is required under the UN Convention on the Rights of Persons with Disabilities to respect, protect and fulfil the human rights of people with disability. Article 16 describes the right of people with disability to protection from all forms of violence and abuse – including gender-based aspects of that violence and abuse – within and outside the home. Article 19 describes the right of people with disability to live in the community, with choice in their place of residence and access to services equal to others, with the supports they need to facilitate this and to prevent isolation and segregation.

Article 6 recognises that women and girls with disability are subject to multiple forms of discrimination, and that governments are obliged to take all appropriate measures to ensure the equal rights of women and girls with disability. Article 7 states that children with disability should be treated on an equal basis with other children, including by protecting them from violence and abuse. The Committee on the Rights of Persons with Disabilities noted that girls with disability are ‘particularly at risk of violence from family members and caregivers’.

Australia has also endorsed the United Nations Declaration on the Rights of Indigenous Peoples, which includes the principles of safety and dignity. It identifies the rights of people with disability, and the need to protect all Indigenous people, particularly women and children, from all forms of violence.
A life-course approach

We want to understand how people with disability have experienced violence and abuse at home at different times in their lives.

People with disability may be at particular risk of violence and abuse in their homes at transitional stages in their lives. Transitions where there may be a risk of or increase in violence and abuse may include moving to a different home or accommodation or becoming homeless, entering a new relationship or becoming pregnant or a parent. If a person with disability is subjected to violence and abuse at one point in their life, or if the violence and abuse is ongoing, it may affect them in other parts of their life. Violence and abuse and related trauma can also increase the risk of other adverse life experiences, including contact with the criminal justice system.

Violence and abuse at home

People with disability are more likely to feel unsafe in their home than people without disability. Over a 12 month period, people with disability are almost twice as likely to experience violence and abuse as people without disability. Women with disability experience higher rates of intimate partner violence, emotional abuse, stalking and sexual violence than women without disability and men with disability. Men with disability are also more likely to experience all these forms of violence and abuse than men without disability, particularly physical violence. There have been calls to improve collection and reporting of domestic and family violence data so that governments can better understand and respond to violence and abuse against people with disability.

People with disability may be subject to distinct forms of violence and abuse in the home, including withholding of food, water, medication, or personal care such as toileting. They may be subject to restrictive practices, reproductive control, and seclusion. LGBTIQ+ people with disability may be subject to discrimination and abuse in the home based on disability, as well as sexuality, gender, relationships, or sex characteristics. People with disability may also experience the same kinds of violence and abuse in the home as people without disability, but they may have less access to supports to address it. Violence and abuse may take the form of limiting or controlling communication, activities, relationships with others, and lack of support to engage in their own lives and build informal networks. This may mean people with disability are isolated from family, friends, and community members, or lack opportunities and support to develop these connections. All of these types of violence and abuse may be one off or form a pattern of coercive control over time. People with disability are also more likely to be at risk of homelessness. Data from Specialist Homelessness Services shows housing crisis and domestic and family violence were the top reasons for people with “severe or profound disability” to seek assistance in 2018-19. Research shows low income and lack of employment are also causes. People with disability may also experience violence and abuse while homeless.
We would like to understand how laws, policies and practices could ensure people with disability live free from violence and abuse at home, and do not experience homelessness.

**Women and girls with disability**

Women with disability, including First Nations women and culturally and linguistically diverse women, experience violence at higher rates than women without disability. Research conducted for the Royal Commission into Institutional responses to Child Sexual Abuse found that ‘girls are more likely than boys to be sexually abused across all other settings such as in the family or community, where the majority of child sexual abuse occurs’. It also found that ‘girls are more likely to be the victims of child sexual abuse in contemporary institutional contexts.’

Representative organisations of women with disability attribute the high rates of violence experienced by women with disability to many factors, including intersectional inequality and discrimination, poverty, lack of independence, place of residence, exclusion from the labour market and dependence on others. The types of violence and abuse experienced by women and girls with disability may be perpetrated on the basis of both gender and disability, for example forced sterilisation. Mothers with intellectual disability are more likely to have their children removed, and this may prevent them seeking support for domestic and family violence. Threats to take children away from mothers with disability may also be a feature of violent and abusive relationships.

We would like to understand how laws, policies and practices could ensure women and girls with disability live free from violence and abuse at home.

**First Nations people with disability**

Although we know family violence significantly impacts First Nations families and communities, data and information on the direct experiences of First Nations people with disability and family violence is limited. Research conducted for the Royal Commission by the Australian Institute of Criminology found that First Nations women with disability were more likely to experience physical violence, sexual violence and coercive control than non-Indigenous women with disability. The report also showed that First Nations women with disability experienced high rates of emotionally abusive, harassing and controlling behaviours.

A recent snapshot on First Nations housing reports overcrowding as a risk factor for family violence. Other research suggests that there needs to be better integration between housing, family violence and child protection services to reduce high rates of First Nations children in out-of-home care and rates of injury from family violence. Brain Injury Australia reports high rates of brain injury for First Nations people experiencing family violence, particularly women.
Research indicates that older First Nations people, particularly women, may be subject to violence and abuse by family members wanting access to their pension money or housing, though it is unknown whether disability increases risk.\textsuperscript{36}

We would like to understand how laws, policies and practices could ensure First Nations people with disability live free from violence and abuse at home.

**Culturally and linguistically diverse people with disability**

People with disability who are culturally and linguistically diverse are underrepresented in data about violence and abuse at home.\textsuperscript{37} The Victorian Royal Commission into Family Violence reported that women from culturally and linguistically diverse backgrounds experience the same forms of family violence as the broader community.\textsuperscript{38} Additionally, family violence can manifest differently in specific cultural settings.\textsuperscript{39} The Australian Institute of Criminology report that women from non-English speaking backgrounds with disability were more likely to experience physical violence, sexual violence and coercive control than other women with disability.\textsuperscript{40}

We would like to understand how laws, policies and practices could ensure culturally and linguistically diverse people with disability live free from violence and abuse at home.

**Children with disability**

Children with disability can experience violence and abuse in all types of homes. Parents, step parents, other family members, carers, support workers or other children may be responsible for the violence and abuse. Children may also be exposed to family violence.\textsuperscript{41} Exposure may harm children and have adverse impacts on their growth and development, including poor social, behavioural and academic outcomes and experiences of homelessness.\textsuperscript{42} We would like to understand the experiences of children with disability, and people with disability who were subject to violence and abuse as children.

Children with disability can also experience violence and abuse when living in out-of-home care. Available research suggests that children with disability are overrepresented in out-of-home care, particularly in residential care settings.\textsuperscript{43} In examining out-of-home care, the Royal Commission into Institutional Responses to Child Sexual Abuse reported that children with disability were more likely to encounter circumstances that increase their risk of violence and abuse in institutions.\textsuperscript{44}

We have heard from parents that they lack support, cannot access the right support and can feel isolated managing their child’s needs. Access to appropriate early intervention and specialist services to support parents to care for their children is part of a public health approach to protecting children from violence and abuse, including neglect.\textsuperscript{45}

We would like to understand how laws, policies and practices could ensure children with disability live free from violence and abuse at home and that parents, kin and carers receive the support they need to care for children with disability.
Older people with disability

Many older people with disability live independent lives in their private homes, with varying levels of care and support provided by partners, family, friends, support workers or services. Older people with disability can experience the same forms of violence and abuse as younger people with disability. The violence and abuse may have started when they were younger and continued into later life. It may also begin as they get older. Older people may experience specific types of violence and abuse, including preventing access to their funds, theft or exploitation of assets, limiting or controlling communication or transport, and misuse of powers of attorney. Most violence and abuse of older people is committed by their adult children.

We would like to understand how laws, policies and practices could ensure older people with disability live free from violence and abuse at home.

Government approaches

National approaches to violence and abuse in the home

The Family Law Act 1975 (Cth) defines ‘family violence’ as behaviour by a person against a member of the person’s family. There are a number of national policies and plans to address violence against people with disability in their homes:

- The National Plan to Reduce Violence against Women and their Children 2010–2022, including the Fourth Action Plan, acknowledges the disproportionate rates of domestic, family and sexual violence against people with disability. National Priority Three of the plan includes delivery of policies and services to address this.
- The National Disability Strategy 2010–2020 includes a policy direction that people with disability be safe from violence, exploitation and neglect. This Strategy is currently under review.
- The National Framework for Protecting Australia’s Children 2009–2020 sets a national approach to child protection, and is relevant to parenting, removal and relinquishment of children. It includes actions to enhance support for children or parents with disability, including early intervention initiatives and safeguards such as disability support services for children and families.
- The National Plan to Respond to the Abuse of Older Australians 2019–2023 coordinates policy and legislation across states and territories to protect older people.

There are also national programs and systems to support people with disability experiencing violence and abuse at home, including 1800RESPECT, the NDIS Quality and Safeguards Commission, and the National Disability Abuse and Neglect Hotline.

We invite any information about the implementation, monitoring and effectiveness of these policies, plans, programs and systems for people with disability.
State and territory approaches
Many programs implemented to help people with disability experiencing violence and abuse in the home are state or territory based. They are often delivered locally, for example, domestic and family violence services, child protection or parenting programs, disability advocacy, and women’s safety services. State and territory jurisdictions also develop and maintain laws providing protection to people experiencing violence and abuse in their homes.

In Victoria, the Northern Territory, and New South Wales, domestic and family violence legislation covers carer relationships, paid support workers, and wider First Nations kinship networks. The Crimes (Domestic and Personal Violence) Act 2007 (NSW) covers the relationship between residents who live in the same residential facility. This allows the protections under the various legislation, such as domestic violence orders, to be enforced. Other jurisdictions have taken a narrower approach. We are interested in views on these variations and what should be included under relevant criminal law.

Child protection legislation is also different in each Australian jurisdiction, as is the extent to which disability is considered under the legislation. However, legislation in all states and territories has similar guiding principles, including best interests of the child, early intervention and the participation of children and young people in decision making processes.

While violence and abuse of older people may be dealt with under criminal law in all jurisdictions, there are currently ‘no specific legal frameworks dealing with this issue.’

We would like to hear about the effectiveness of laws and programs for people with disability experiencing violence and abuse at home.

Is all violence and abuse in the home domestic violence?
One of the issues the Royal Commission is exploring is whether all violence and abuse that occurs in places where people with disability live should be considered under domestic and family violence law and policy. As noted above, definitions of domestic and family violence vary under state and territory legislation, with some legislation excluding support workers, people in unpaid caring relationships, housemates, co-residents, or First Nations kinship networks. In some states and territories violence by carers, paid support workers or people in the same residential facility are included in domestic and family violence legislation.

Australia’s Fourth Action Plan to Reduce Violence against Women and their Children describes domestic and family violence as violence that takes place in intimate relationships, or in the family, mainly against women and children. Family violence also includes violence in wider family, kinship and cultural networks, and is the preferred term in First Nations communities.

We would like to hear from people about whether all domestic and family violence law should cover violence and abuse in all domestic relationships.
Barriers to getting help

People with disability can face barriers when trying to access services to assist them when they have experienced violence and abuse in the home. These barriers may include physical access, inaccessible information and communication, including lack of information in community languages. Barriers may include discrimination, attitudes and a lack of knowledge or confidence in assisting people with disability.

Some people with disability who have experienced violence and abuse in the home may face barriers to accessing justice. Barriers may include fear of punishment from family or community, fear of losing supports that a perpetrator provides, not being believed, or not being seen as a credible witness. There may also be physical access and communicative barriers. Some people with disability may require support or adjustments to participate in court processes and proceedings, such as support for decision making or to provide evidence. We want to hear about what would make the justice system more accessible to people with disability following violence and abuse in the home.

Research shows there is a lack of specific, culturally safe services for First Nations and culturally and linguistically diverse people with disability who have experienced domestic and family violence. Women from culturally and linguistically diverse backgrounds are also less likely to report domestic and family violence or may be ineligible for services due to immigration status. First Nations representative groups stress that First Nations families are less likely to report family violence or access supports due to the legacy of the Stolen Generations and the risk of child removal.

The Royal Commission into Institutional Responses to Child Sexual Abuse found that children with disability face additional distinctive barriers to disclosing abuse, compared to children without disability.

Reports have identified some gaps in safeguards for people using disability services and supports, mental and primary health services and accommodation supports, some of which may have appeared during the shift to the NDIS. For example, Community Visitors employed by states may lack authority to enter and inspect residences where people with disability receive supports through the NDIS. The Royal Commission welcomes information about this.

Questions

The following questions are to assist you in sharing your insights and expertise with the Royal Commission. Please answer as many of these questions as you wish. You do not need to answer them all and your response does not have to address any of the questions.

Question 1: How do people with disability experience violence and abuse in the home? What are the impacts across their life?
Question 2: What are the specific experiences of violence and abuse in the home for:
   A. women and girls with disability?
   B. First Nations people with disability?
   C. culturally and linguistically diverse people with disability?
   D. older people with disability?
   E. LGBTIQ+ people with disability?

Question 3: What drives violence and abuse in the home? What increases risk, and how do these ‘risk factors’ vary among people with disability?

Question 4: What are the gaps in safeguards for people with disability, including:
   A. women and girls with disability?
   B. First Nations people with disability?
   C. culturally and linguistically diverse people with disability?
   D. older people with disability?
   E. LGBTIQ+ people with disability?

Question 5: How do domestic and family violence services and disability services work to prevent and respond to violence and abuse of people with disability, including children, in their homes? Please describe any gaps as well as promising practices, for example co-designed models or creating communities of practice.

Question 6: Should legal and policy definitions of domestic and family violence include violence and abuse by support workers, unpaid carers, housemates, co-residents and wider First Nations kinship networks? Can you tell us why or why not?

Question 7: Can you tell us about the violence and abuse of children with disability in their homes, including out-of-home care:
   A. What risk factors contribute to the violence and abuse of children with disability where they live?
   B. What are the experiences of First Nations children with disability of violence and abuse where they live?
   C. What are the experiences of culturally and linguistically diverse children with disability of violence and abuse where they live?
   D. Are laws, policies and practices for children with disability experiencing violence and abuse where they live working well? If not, how could they be improved?
   E. How child focused, culturally safe and accessible are complaint and reporting mechanisms? How could they be improved?
   F. What trauma and healing programs, including First Nations traditional healing practices, are working for children with disability who are or have experienced violence and abuse at home?

Question 8: Have any national, state or territory government policies, plans or programs helped reduce the risk of violence and abuse in the home for people with disability? If so, in what ways? How could these polices, plans and programs be strengthened?
Question 9: What is the experience of people with disability when reporting violence and abuse at home to the police?

Question 10: What is the experience of people with disability with legal systems or processes when they have been subject to violence and abuse at home? Consider experiences with courts and tribunals, Apprehended or Domestic Violence Orders or parenting orders. How could legal systems and processes be improved for people with disability?

Question 11: What crisis support and accommodation is available to people with disability, including children, when they experience violence and abuse?

Consider domestic and family violence crisis support, NDIS and disability or mental health service responses, homelessness services, or other types of crisis support and accommodation.

Question 12: How has the COVID-19 pandemic, the recent bushfires and other emergencies affected people with disability experiencing violence and abuse at home? What would help people with disability experiencing violence and abuse in their homes who are impacted by emergency situations?

Question 13: Have we missed anything? What else should we know about people with disability experiencing violence and abuse at home?

Responding to this issues paper

Responses to this issues paper can be provided by:

- email to DRCEnquiries@royalcommission.gov.au
- letter to GPO Box 1422, BRISBANE QLD 4001
- phone on 1800 517 199 or +61 7 3734 1900 (between 9:00am to 5:00pm AEST Monday to Friday). We can make a time with you to take your response over the phone.

Responses can be in writing, an audio recording or a video recording. Responses can be in any language. The Royal Commission will translate the response to English.

We encourage responses by 26 February 2021. Responses will also be accepted after this date.

Support to respond to this issues paper

Blue Knot Foundation offers specialist counselling support and a referral service for anyone affected by the Disability Royal Commission.

For support please call their national hotline on 1800 421 468 (they are open every day).
In addition to the Blue Knot Foundation, the Australian Government provides support to assist people to engage with the Royal Commission. This support includes:

- free legal advisory services provided by National Legal Aid and the National Aboriginal and Torres Strait Islander Legal Services through the Your Story Disability Legal Service
- advocacy support services provided under the National Disability Advocacy Program.

Further information about these supports, including how to access them, is available on our website.

**How we will use your response**

All responses will inform the work of the Royal Commission.

We may make your response public, unless you tell us not to. You can request your response be anonymous.

If you refer to individual experiences or case studies, it is your responsibility to make sure the individual has consented to their information being published.

We may publish your response on our website and your response may also be referenced in any public document prepared by the Royal Commission, for example, our final report.

**Attachment A – Definitions**

The Royal Commission has provisionally defined key terms as follows:

**Violence and abuse** – include assault, sexual assault, constraints, restrictive practices (physical and chemical), forced treatments, forced interventions, humiliation and harassment, financial and economic abuse and significant violations of privacy and dignity on a systemic or individual basis.

**Neglect** – includes physical and emotional neglect, passive neglect and wilful deprivation. Neglect can be a single significant incident or a systemic issue that involves depriving a person with disability of the basic necessities of life such as food, drink, shelter, access, mobility, clothing, education, medical care and treatment.

**Exploitation** – means the improper use of another person or the improper use of or withholding of another person’s assets, labour, employment or resources including taking physical, sexual, financial or economic advantage.
unsafe at home after dark, compared with 3% of people without disability; Georgina Sutherland, Anne Kavanagh, Gwynnyth Llewellyn, Lauren Krnjacki, Sean Byars and Jen Hargrave, after dark; by whether has a disability. Around 8% of people with disability reported that they felt unsafe or very

number 4430.0, 24 October 2020. Results accessed using ABS Tablebuilder: Feelings of safety home alone

neglect and exploitation against people with disability in Australia,

Support Over the Lifecourse', (2016), Vol 22 (10),


Australiano Bureau of Statistics, Survey of Disability Ageing and Carers: Summary of Findings 2018, Catalogue number 4430.0, 24 October 2020. Results accessed using ABS Tablebuilder: Feelings of safety home alone after dark; by whether has a disability. Around 8% of people with disability reported that they felt unsafe or very unsafe at home after dark, compared with 3% of people without disability; Georgina Sutherland, Anne Kavanagh, Gwynnyth Llewellyn, Lauren Krnjacki, Sean Byars and Jen Hargrave, Nature and extent of violence, abuse, neglect and exploitation against people with disability in Australia, draft report, March 2020, p 7.

Georgina Sutherland, Anne Kavanagh, Gwynnyth Llewellyn, Sean Byars, Lauren Krnjacki, and Jen Hargrave, Nature and extent of violence, abuse, neglect and exploitation against people with disability in Australia, draft report, March 2020, p 7.

Georgina Sutherland, Anne Kavanagh, Gwynnyth Llewellyn, Sean Byars, Lauren Krnjacki, and Jen Hargrave,


Rights Report: All I want is a life free from violence - the impact of family and domestic violence on children, 2015, pp 102-103.


48 Family Law Act 1975 (Cth), s 4AB(1).


54 National Plan to Respond to the Abuse of Older Australians (Elder Abuse) 2019–2023, Council of Attorneys-General.

55 Family Violence Protection Act 2008 (Vic), ss 8(3)(d),(h); Domestic and Family Violence Act 2007 (NT) ss 10(2), 12; Crimes (Domestic and Personal Violence) Act 2007 (NSW) ss 5(1)(f),(h).

56 Crimes (Domestic and Personal Violence) Act 2007 (NSW) ss 5(1),(e).

57 Children and Young People Act 2008 (ACT); Children and Young Persons (Care and Protection) Act 1998 (NSW); Care and Protection of Children Act 2007 (NT); Child Protection Act 1999 (Qld), Child Protection Reform Amendment Bill 2017 (Qld); Children and Young People (Safety) Act 2017 (SA); Children, Young Persons and their Families Act 1997 (Tas.); Children, Youth and Families Act 2005 (Vic.); Children and Community Services Act 2004 (WA).


59 Family Violence Protection Act 2008 (Vic), ss 8(3)(d),(h); Domestic and Family Violence Act 2007 (NT) ss 10(2), 12; Crimes (Domestic and Personal Violence) Act 2007 (NSW) ss 5(1)(f),(h); see also NSW Domestic and Family Violence Prevention and Early Intervention Strategy, NSW Ministry of Health, 2018, p 2.


65 Lorana Bartels, Emerging issues in domestic/family violence research, Research in Practice no. 10. Australian Institute of Criminology, 2010.


69 Government of South Australia *Safeguarding Taskforce Report*, 31 July 2020, p 11; Corcoran, Maurice, *NDIS implementation and its impact on access to mainstream services for people with a disability*. A policy paper that examines Commonwealth, state and territories negotiations on implementing the NDIS that has resulted in boundary issues, funding disputes, service gaps and confusion for NDIS providers and participants, March 2020; Alan Robertson SC, *Independent review of the adequacy of the regulation of the supports and services provided to Ms Ann-Marie Smith, an NDIS participant, who died on 6 April 2020: Report to the Commissioner of the NDIS Quality and Safeguards Commission*, 31 August 2020.
