



NATIONAL PLAN TO END VIOLENCE AGAINST WOMEN AND CHILDREN 2022–2032

Juno Submission to the Consultation
on the Second Action Plan

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Executive Summary

Juno welcomes the opportunity to contribute to the development of the Second Action Plan under the National Plan to End Violence against Women and Children 2022–2032.

Juno works alongside women, trans and gender diverse people, and their children experiencing family violence, homelessness, housing insecurity and financial hardship.

Through specialist homelessness and family violence services, recovery programs, systems advocacy and lived experience co-design, we have witnessed progress made under the National Plan and the ongoing barriers that prevent victim-survivors from achieving long-term safety and independence.

We strongly support the priorities outlined in the Consultation Paper, particularly the focus on strengthening prevention, early intervention, recovery and healing, and system integration through evidence-informed action. The Consultation Paper acknowledges that while Australia's response has evolved considerably, many victim-survivors continue to experience fragmented services, housing insecurity and barriers to long-term recovery. It also recognises the need to build on existing evidence and invest in approaches that improve outcomes across the life course.

The Second Action Plan presents an opportunity to strengthen Australia's response by moving beyond a predominantly crisis-focused system towards one that supports victim-survivors across the full continuum of their experience – from preventing violence before it occurs, to intervening earlier, securing safe housing, supporting recovery and enabling long-term independence.

While crisis services remain essential, they are only one part of the response required to end violence against women and children. Long-term safety depends on whether people are able to access safe housing, rebuild economic security, restore confidence, reconnect with their communities to create a future free from violence.

Our submission draws on Juno's frontline practice, lived experience leadership and evidence generated through two innovative Australian initiatives.

The first is an independently evaluated Australian recovery model, which demonstrates that long-term, trauma-informed coaching can significantly improve financial capability, employment participation, housing stability, wellbeing and social connection for women, trans and gender diverse people recovering from family violence. The evaluation demonstrates that recovery is both measurable and achievable when victim-survivors receive sustained, capability-building support beyond crisis.

The second is the Housing Safety model, a co-designed Australian early intervention approach developed through the Women's Housing Alliance. Housing Safety addresses a significant gap in Australia's current system by supporting women, trans and gender diverse people experiencing unsafe or unsustainable housing and family violence risk before their risks escalate. Through community activation, peer-led support and integrated housing and family violence responses, the model seeks to demonstrate how earlier intervention can reduce trauma, prevent homelessness and an escalation in family violence, and reduce demand on crisis services.

Together, these initiatives demonstrate that prevention, supporting recovery and strengthening economic participation are not separate objectives. They are interconnected components of an effective strategy to end violence against women.

Based on this evidence, Juno recommends that the Second Action Plan:

Based on this evidence, Juno recommends that the Second Action Plan:

- 1 **Recognise recovery as a core pillar of Australia's response** by investing in evidence-based recovery programs that strengthen executive functioning, economic security, housing stability, wellbeing and long-term independence.
- 2 **Recognise housing as violence prevention infrastructure** through increased investment in safe, affordable housing and integrated housing pathways for victim-survivors.
- 3 **Invest nationally in early intervention homelessness and gendered violence responses** that identify and respond to housing insecurity and violence before it occurs.
- 4 **Embed lived experience leadership** across policy development, governance, service design, implementation and evaluation.
- 5 **Strengthen economic recovery** following family violence by investing in financial capability, employment participation and long-term economic independence.
- 6 **Strengthen integrated service responses** across housing, homelessness, family violence, health, justice and employment systems to improve outcomes and minimise the need for victim-survivors to continue to retell their stories.

1. Introduction

About Juno

Juno is a specialist homelessness and family violence organisation that works alongside women, trans and gender diverse people, and their children across Melbourne's north. We support people experiencing family violence, homelessness, housing insecurity and financial hardship through an integrated range of specialist services, prevention initiatives, advocacy and system reform.

Our work is founded on the belief that everyone has the right to live free from violence, in safe and secure housing, with the opportunity to recover, rebuild and participate fully in their communities.

Our services span crisis response, homelessness support, family violence case management, financial wellbeing, recovery programs, housing advocacy and community-based prevention initiatives. This breadth of knowledge provides a unique understanding of how violence is experienced across the life course and how systems can better support victim-survivors before, during and after crisis.

Juno also plays an active role in system reform through advocacy, policy development and co-design with people who have lived and living experience of family violence and homelessness. This work is undertaken in partnership with government, community organisations, researchers and the Women's Housing Alliance to improve responses to gendered violence and housing insecurity.

Juno's experience across family violence, homelessness and recovery

Violence against women cannot be separated from housing insecurity or economic disadvantage.

Daily, Juno sees how family violence, homelessness and poverty reinforce one another. Victim-survivors frequently face impossible choices between remaining with a person using violence or entering homelessness. Others experience prolonged housing insecurity, financial abuse and social isolation long after the violence has ended. These experiences demonstrate that safety is not achieved simply by leaving violence; it requires access to secure housing, economic security and opportunities to rebuild confidence, capability and wellbeing.

Juno has seen significant improvements in Australia's response to family violence, including stronger crisis services, increased public awareness and greater recognition of coercive control and economic abuse. However, our experience also reflects many of the challenges identified in the Consultation Paper, particularly fragmented service systems, growing demand for support, inequitable access for diverse communities and insufficient investment in recovery.

Importantly, our work demonstrates that recovery is both possible and measurable when victim-survivors receive coordinated, long-term support.

Similarly, Juno's leadership within the Women's Housing Alliance has contributed to the co-design of an innovative early intervention Housing Safety model that addresses one of the most significant gaps in Australia's current response: supporting women, trans and gender diverse people experiencing unsafe and unsustainable housing before they become homeless or the risk of violence escalates. The model integrates housing, family violence, peer support and community activation to prevent crisis, reduce retraumatisation and strengthen long-term housing security.

Together, these initiatives demonstrate that preventing homelessness, supporting recovery and strengthening economic participation are not separate objectives; they are interconnected components of ending violence against women.

Why Juno is contributing to this consultation

Juno strongly supports the direction proposed in the Consultation Paper and its emphasis on strengthening prevention, early intervention, response, recovery and healing through coordinated, evidence-informed action. The recognition that systems must better support victim-survivors across the whole continuum of their experience reflects what specialist services have long understood: ending violence requires more than crisis intervention alone.

This submission is informed by over decades of frontline practice, lived experience leadership, program evaluation and systems advocacy. It is offered to contribute practical evidence about where further investment can have the greatest impact.

In particular, Juno seeks to highlight three areas where the Second Action Plan presents a significant opportunity for national reform.

First, recovery should be recognised as a distinct and essential stage of Australia's response to family, domestic and sexual violence. While considerable investment has strengthened crisis responses, comparatively little attention has been given to supporting victim-survivors to rebuild after immediate safety has been achieved.

Second, housing should be recognised as essential violence prevention infrastructure. Access to safe, affordable and secure housing is one of the strongest protective factors against ongoing violence and homelessness. Earlier intervention for people experiencing housing insecurity has the potential to reduce trauma, improve outcomes and significantly reduce demand on crisis systems.

Third, Australia should continue to invest in evidence-informed, scalable models that demonstrate measurable improvements in safety, recovery and independence. The Second Action Plan presents an opportunity not only to strengthen existing responses but to embed approaches that have been shown to improve outcomes for victim-survivors and deliver long-term social and economic benefits.

Juno welcomes the Australian Government's commitment to ensuring the Second Action Plan is informed by evidence, practitioner expertise and lived experience. We hope the recommendations contained in this submission contribute to a national response that moves beyond responding to violence towards preventing it earlier, supporting recovery more effectively and enabling victim-survivors to rebuild safe, independent and fulfilling lives.

2. The Opportunity for the Second Action Plan

Australia has made significant progress in responding to family, domestic and sexual violence. Successive National Plans have increased public awareness, strengthened specialist services, improved workforce capability and embedded prevention as a national priority. These investments have contributed to greater recognition of violence, increased help-seeking and more coordinated responses across governments and communities.

The Consultation Paper recognises these achievements while acknowledging that violence against women and children remains unacceptably high and that many victim-survivors continue to experience fragmented systems, inequitable access to support and barriers to long-term recovery. It also highlights the need to strengthen prevention, early intervention, recovery and system integration through evidence-informed responses.

Juno strongly supports this direction.

Violence does not occur as a single event, nor does recovery follow a linear path. Victim-survivors often move between periods of risk, crisis, housing instability, recovery and rebuilding over many years. Effective policy therefore requires a continuum of responses that recognise these changing needs over time.

Rather than viewing prevention, crisis response and recovery as separate policy areas, the Second Action Plan should recognise them as interconnected stages of a single system that works to prevent violence, minimise harm and support long-term safety and wellbeing.

Prevention

Primary prevention remains fundamental to ending violence against women and children. Juno supports continued investment in initiatives that address the gendered drivers of violence, challenge harmful gender norms, promote gender equality and strengthen respectful relationships across communities, workplaces, schools and institutions.

The Consultation Paper appropriately identifies prevention as requiring a whole-of-community approach that addresses the structural drivers of violence while strengthening community capability to recognise and respond to harmful attitudes and behaviours.

Preventing violence before it occurs remains Australia's greatest opportunity to achieve long-term population-level change.

However, prevention alone is insufficient for the thousands of those already experiencing violence or living with its ongoing impacts.

Early Intervention

Early intervention provides one of the greatest opportunities to reduce both violence and homelessness.

Too often, women seek help when they first experience escalating violence or housing insecurity only to be told they do not meet eligibility thresholds for specialist support. Many continue to experience violence, remain in unsafe housing or become homeless before receiving assistance.

This represents both a human and economic cost.

Juno's experience demonstrates that earlier, flexible responses can prevent significant escalation. Intervening before crisis reduces trauma, improves outcomes and lessens demand on homelessness, health, justice and family violence systems.

The co-designed Australian Housing Safety model illustrates how integrated, community-based approaches can identify housing insecurity and family violence risk before homelessness occurs, providing practical support that enables women to remain safely housed or secure alternative accommodation before crisis escalates.

Housing

Housing is one of the strongest protective factors against ongoing violence, yet it is rarely recognised as violence prevention infrastructure.

For many victim-survivors, housing determines whether leaving violence is possible.

Without safe, affordable and secure housing, victim-survivors may be forced to remain with a person using violence, return to unsafe relationships or enter homelessness. Children experience prolonged instability, education is disrupted and recovery is delayed. Housing insecurity also increases reliance on crisis services and contributes to poorer health, social and economic outcomes.

Juno's work consistently demonstrates that housing is not simply an outcome following violence, it is a precondition for safety, recovery and independence.

The Second Action Plan should therefore recognise investment in safe, affordable housing and integrated housing support as essential components of Australia's strategy to end violence against women and children.

Recovery

Australia has invested substantially in crisis responses. The next phase of reform should ensure equal attention is given to recovery.

Recovery is not simply the absence of violence. It is the process of rebuilding safety, confidence, wellbeing, economic security, relationships and hope.

Many victim-survivors continue to experience the impacts of violence long after immediate safety has been achieved. Trauma, housing insecurity and disrupted employment frequently prevent women from rebuilding independent lives.

An independently evaluated Australian recovery model demonstrates that long-term, trauma-informed coaching can significantly improve executive functioning, confidence, financial capability, housing stability, employment participation, wellbeing and social connection following family violence. These findings highlight that recovery can be strengthened through evidence-based interventions that build capability alongside healing.

Recognising recovery as a distinct policy priority would strengthen the National Plan by ensuring victim-survivors receive support not only to become safe, but to rebuild their lives.

Long-Term Independence

The ultimate goal of Australia's response should extend beyond safety.

Success should be measured by whether women and children are able to live free from violence, participate in education and employment, maintain safe housing, achieve financial security, reconnect with their communities and build futures of their choosing.

Long-term independence is achieved when prevention, early intervention, housing and recovery operate as a coordinated system rather than isolated interventions.

Investment across this continuum reduces repeat victimisation, decreases demand on crisis systems and creates lasting social and economic benefits.

A National Opportunity

The Second Action Plan provides an opportunity to strengthen Australia's response by shifting from a predominantly crisis-oriented system towards one that supports victim-survivors across the full continuum of their experience.

This submission recommends that the Second Action Plan strengthen investment across six interconnected areas:

1. Make recovery a core pillar of the Second Action Plan
2. Recognise housing as violence prevention infrastructure
3. Invest nationally in early intervention housing and gendered violence responses
4. Embed lived experience leadership across policy and service design
5. Strengthen economic recovery following violence
6. Strengthen integrated service responses

Together, these investments would strengthen implementation of the National Plan by ensuring Australia's response does not end when violence stops, but continues until victim-survivors have the opportunity to recover, rebuild and participate fully in their communities.

3. Recommendations

Recommendation 1: Make recovery a core pillar of the Second Action Plan

Consultation Priority

Priority Area 1 – Victim-survivors

Priority Area 5 – System Integration and Workforce

The Consultation Paper appropriately identifies recovery and healing as central components of Australia's response. However, current service systems remain heavily weighted towards crisis intervention rather than long-term recovery.

For many victim-survivors, leaving violence is only the beginning of rebuilding their lives. Following crisis they frequently experience:

- financial insecurity
- housing instability
- disrupted employment
- social isolation
- trauma impacts that reduce confidence and decision-making
- ongoing economic abuse.

Without dedicated recovery supports these barriers can persist for years.

Recovery programs should therefore become an explicit investment priority under the Second Action Plan.

The Australian Government should commit to funding evidence-based recovery programs that build:

- economic security
- executive functioning
- wellbeing
- employment participation
- financial capability
- housing stability
- social connection.

Juno's EMPower Program demonstrates this approach by combining coaching, capability building and practical economic supports to assist victim-survivors to rebuild independent lives after violence. Evaluation demonstrates improvements in income, savings, employment, education, wellbeing and housing security.

Proposed Action

The Second Action Plan should include a national commitment to invest in recovery programs that strengthen long-term independence and reduce the likelihood of future violence.

Recommendation 2: Recognise housing as violence prevention infrastructure

Consultation Priority

Priority Area 1 – Victim-survivors

Priority Area 2 – Prevention and Early Intervention

Priority Area 5 – System Integration

The Consultation Paper recognises that victim-survivors often navigate multiple fragmented systems including housing, health, justice and specialist family violence services.

Housing should not simply be viewed as an outcome following violence. It is a fundamental violence prevention strategy.

Without safe and affordable housing:

- victim-survivors remain with people using violence
- children continue experiencing trauma
- homelessness increases
- economic abuse continues
- recovery is delayed.

Investment in social housing, affordable housing and dedicated housing pathways for victim-survivors should therefore be recognised as core violence prevention infrastructure.

Housing policy and family violence policy should be far more closely integrated.

The Action Plan should also recognise that housing insecurity disproportionately affects women experiencing family violence, First Nations women, migrant and refugee women, women with disability, and women experiencing intersecting disadvantage.

Proposed Action

The Second Action Plan should commit to:

- expanding dedicated housing pathways for victim-survivors
- increasing investment in social and affordable housing
- integrating housing planning into recovery services
- recognising housing as essential violence prevention infrastructure.

Recommendation 3: Invest nationally in early intervention housing and gendered violence responses

Consultation Priority

Priority Area 2 – Prevention and Early Intervention

The Consultation Paper asks:

What prevention and early intervention approaches appear most promising or effective, and what is needed to strengthen or expand them?

One of the largest gaps in Australia's response system occurs before homelessness. Too many experiencing unsafe housing are told they are "not homeless enough" to receive specialist assistance and consequently left to reach crisis before support becomes available.

Juno, through the Women's Housing Alliance, has co-designed the Housing Safety model to address this gap.

The model combines:

- universal housing safety information
- community activation
- peer-led Housing Safety Advocates
- integrated housing and family violence assessment
- personalised Housing Safety Plans
- support to remain safely housed or rapidly secure safe housing.

This model is designed specifically to intervene before homelessness occurs, reducing trauma and preventing avoidable demand on crisis systems. Modelling projects direct savings of at least \$9 million over three years, alongside preventing homelessness for approximately 1,440 women, trans and gender diverse people.

Proposed Action

The Second Action Plan should invest in nationally scalable early intervention housing safety models that integrate family violence and housing responses before crisis occurs.



Recommendation 4: Embed lived experience leadership across policy and service design

The Consultation Paper emphasises the importance of lived expertise informing future reform.

Juno strongly supports embedding lived experience leadership beyond consultation and into governance, policy development, service design and evaluation.

The Housing Safety Project demonstrates the value of genuine co-design with lived experience advisers throughout research, development and implementation.

Lived expertise should be recognised as a professional capability that strengthens policy, improves services and delivers better outcomes.

Recommendation 5: Strengthen economic recovery following violence

Economic abuse is one of the most persistent barriers preventing victim-survivors from rebuilding independent lives.

The Second Action Plan should include stronger commitments to:

- financial capability
- employment participation
- economic recovery
- addressing long-term poverty following violence.

Economic independence is not separate from safety.

It is one of the strongest predictors of whether victim-survivors can maintain safety over time. Recovery programs that build financial capability and confidence should therefore sit alongside housing and therapeutic recovery supports.



Recommendation 6: Strengthen integrated service responses

The Consultation Paper identifies fragmented systems as an ongoing challenge.

Juno supports greater integration between:

- family violence services
- housing
- homelessness
- health
- mental health
- employment
- financial counselling
- community organisations.

People should experience a coordinated pathway rather than navigating multiple disconnected systems.

Integrated, place-based partnerships should become a stronger feature of the Second Action Plan.



For more information:

[EMPower](#)

[Housing Safety](#)

4. Conclusion

Juno welcomes the Australian Government's continued commitment to ending family, domestic and sexual violence through the National Plan to End Violence against Women and Children 2022–2032.

The Consultation Paper recognises both the significant progress achieved under the First Action Plan and the substantial work that remains. Australia has strengthened prevention efforts, expanded specialist services, improved public awareness and built a stronger evidence base. At the same time, victim-survivors continue to experience fragmented systems, persistent housing insecurity, economic disadvantage and barriers to long-term recovery. The Consultation Paper rightly identifies the need for more integrated, evidence-informed approaches that strengthen prevention, early intervention, response, recovery and healing.

Juno strongly supports this direction.

Our experience working alongside women, trans and gender diverse people, and their children demonstrates that violence cannot be ended through crisis responses alone. While crisis services remain essential, they represent only one part of the broader continuum required to achieve lasting safety.

Safe housing, early intervention, economic security and recovery are not separate policy priorities. They are interconnected components of a comprehensive response that enables victim-survivors to rebuild their lives and reduces the likelihood of ongoing violence, homelessness and long-term disadvantage.

The independently evaluated Australian recovery model highlighted throughout this submission demonstrates that recovery is both achievable and measurable when victim-survivors are supported to rebuild executive functioning, financial capability, wellbeing, housing stability and social connection. Similarly, the co-designed Housing Safety model demonstrates the value of intervening earlier to prevent homelessness and reduce avoidable trauma before people reach crisis. Together, these initiatives illustrate how investment across the continuum of prevention, early intervention, housing and recovery can strengthen outcomes for victim-survivors while reducing long-term demand on homelessness, health, justice and family violence systems.

The Second Action Plan presents a significant opportunity to strengthen Australia's response by recognising recovery as a core policy priority, embedding housing as violence prevention infrastructure, investing in earlier intervention and supporting evidence-informed models that demonstrate measurable improvements in safety, wellbeing and long-term independence.

Juno looks forward to continuing to work alongside governments, specialist services, researchers, people with lived experience and community partners to achieve the shared vision of an Australia where all women and children can live free from violence, with safe housing, economic security and the opportunity to lead independent and fulfilling lives.

