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# **Evaluation of the Family Violence Regional Activities Program (FVRAP)**

**FINAL REPORT**

**APPENDICES**

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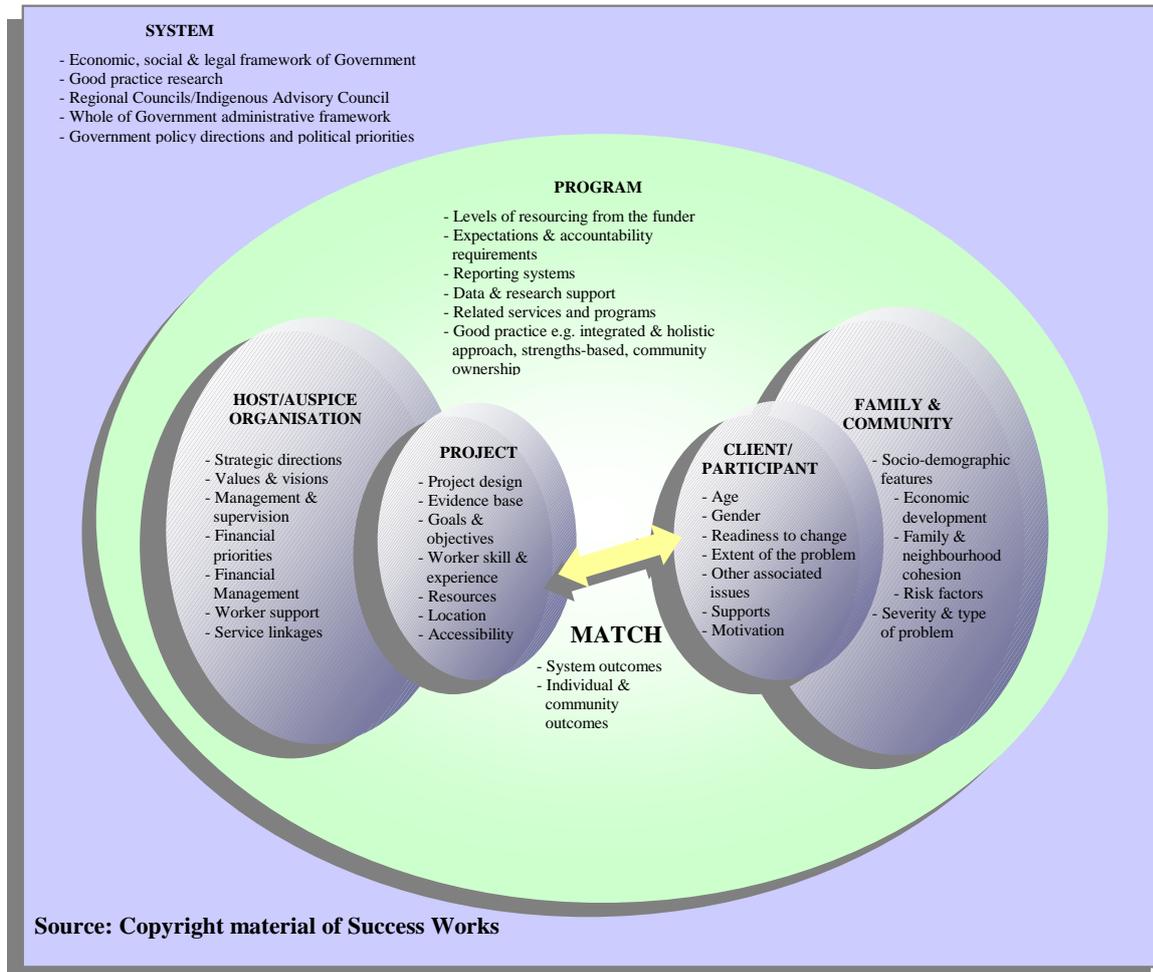
## **APPENDIX 1: EVALUATION FRAMEWORK AND METHODOLOGY**

### **Conceptual model underpinning the framework**

In order to obtain the information about how this Program is performing we have developed a Conceptual Model (illustrated below) that shows the components of the Program, their interrelationships and the complexity of the task being undertaken. These components, and how they interact, influence how the Program and the projects perform. Therefore, this model indicates the components and relationships that need to be examined to assess the performance – i.e. what is to be evaluated. Accordingly, the model has been used to help develop evaluation questions. The methodology which outlines how the evaluation will proceed is provided later in this framework. The overall approach is to collect data (qualitative and quantitative) from participants, workers, service provider organisations, funding decision makers and other key stakeholders and informants.

Further elements of the evaluation framework which we will be developing during the evaluation process are a Program Logic Statement and Outcomes Hierarchy for the FVRAP. The Program Logic is a further summary of the how the program works which informs, and is informed by, the evaluation as it proceeds. It refers to the causal assumptions about how the program will produce its intended outcomes i.e. what has to happen to address family violence, sexual assault and child abuse in the Indigenous communities in which these projects are working. The Outcomes Hierarchy indicates the outcome steps in the program enabling the evaluation to focus on measuring progress towards achieving the intended outcomes. The Program Logic and Outcomes Hierarchy will be developed as more information is gathered.

Below is a diagrammatic representation of the Conceptual Model as we have developed it so far. The conceptual model will be very important to the task of developing an understanding of the Program and of how to improve its coherence as a funding program.



## Evaluation Framework – Components of Program Performance

### The participants and the projects

At the centre of the model are the immediate components of the ‘individual projects’ and the ‘participants’ of the projects. The diagram shows that it is an assumption of this Program that the relationship between the project and the participants needs to be a ‘match’– i.e. that the project needs to meet the needs of the participants. It is also an assumption that the match may involve the project offering different responses for different individuals or groups to match their needs. The participants may be individuals, groups or communities. The result of the match or otherwise between the participants and the project affects the systemic outcomes (for example whether the possible cycle of intergenerational violence is broken) as well as the individual and community outcomes – this is shown in the middle of the diagram. The evaluation will be assessing these program

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assumptions and their contribution to program and project performance. Some of the characteristics about participants which need to be considered in an evaluation include:

- age
- gender
- readiness to change
- extent of the problem
- other associated issues
- supports
- motivation.

Aspects about the project or activity which will contribute to its success include but are not limited to:

- project design
- evidence base
- goals and objectives
- worker skill and experience
- resources
- facilities
- location
- accessibility.

### **The participants and their context**

The diagram further shows the close relationship between the participants and their families and/or communities. Around each participant or client is a network of people who will either support change or distract from any engagement with the project. The characteristics of this network or community also need to be taken into account. It is in this relationship between participants and their world that some of the project outcomes may be

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supported or negatively impacted according to the quality of the relationship and the way in which the project works with this reality. Some of the characteristics of this community include

socio-demographic features

economic development

family and neighbourhood cohesion

risk factors

severity and type of problem.

### **The individual projects and their organisational context**

The projects exist within the organisational context of the funded service provider. Compatibility between the purpose of the project and such organisational factors as the infrastructure, philosophy and staffing of the service provider may also have significant influence on the performance of the project. Data collection methods, designed to gather evidence in relation to the evaluation questions, will gather information on the factors in the organisational context for evaluation. Organisational factors need to be examined for their influence on sustainability of the project. Some of the issues which can affect project success include:

strategic directions

values and vision

workforce policies

management and supervision

financial priorities

financial management.

worker support

service linkages.

### **The broader service system**

Finally the diagram shows the various components in the overall systemic context. The funding program itself is part of this macro context and is influenced by the range of other policies, funding programs and activities in relation to Indigenous affairs, and to family violence, sexual assault and child abuse/protection more specifically. There are occasions when government initiatives cut across each other, and/or communities can be dealing with other issues which get in the way of domestic violence interventions. Considerable research has been undertaken on good practice responses to family violence and this forms the evidence base for development of the program and the projects. Some of the factors which can influence success of a project include:

- government policy directions
- political priorities
- support service networks
- regional and state office support
- levels of resourcing from the funder
- expectations and accountability requirements
- reporting systems
- data and research support.

### **Summary overview of the model**

In summary, the conceptual model of the components of program and project performance provides a coherent framework for evaluation of the Program and this has contributed to the development of the evaluation questions. By considering what issues and questions need to be examined in relation to each element and its interaction with the other components, a coherent approach to the evaluation of the model has been developed. In the section (5) below on the evaluation questions, this link is indicated in the table.

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## **APPENDIX 2: PROGRAM MANAGEMENT FRAMEWORK FOR FVRAP**

In order to develop a service delivery framework for a funding program in good practice, the following elements set out below need to be considered:

### **1. Elements of an overall social policy framework – in this case Indigenous Family Violence**

The purpose of the social policy area —the social issue to be addressed and the intended social benefit:

statement of the social issue to be addressed

a statement of the purpose and key definitions

a summary of research on the issue, the need for the policy, statistics and comparisons with national statistics etc.

identification of the macro level outcomes being pursued

Ways in which the issue occurs in a wide range of settings and how it is interpreted and understood in different organisations, groups and communities.

### **2. Service program policy framework - developed within the framework for the relevant social policy area – in this case policy framework for an Indigenous Family Violence**

The scope of the service program and its role in relation to the social policy issue scoped in component 1

The service program structure and resourcing:

issues such as e.g. adoption of a regional structure; the partnerships required across government, and between government and non-government; workforce training and development

the overall resourcing needs from which a more detailed funding policy would flow

Leadership, management and support

Partnership and linkages with other related service programs

What partners will need to do to provide leadership and how

Principles and objectives to guide the service program

Identification of the overall service model and the types of services and methodologies that would be included

A strategy to address sustainability including support for training and development of services, and to address issues such as auspicing and governance or management.

Policy in relation to evaluation and data collection.

### **3. Funding Policy Framework - flows from the direction statements above**

Source(s) of funds - which may be the result of multiple streams including income generation and must consider infrastructure costs - and a mechanism and process for distributing them if necessary

Selection and allocation policy —issues including such things as:

- competitive or select tenders, planning based or submission based funding,

- guidelines on transparency,

- levels of funding per project and length of time of the funding,

- issues of viability of funding levels and preconditions for organisations applying for funding

- selection criteria and mechanisms including whether peer review of applications will be included

### **4. Elements for program management – these are the specific processes to implement the policy framework in components 1-3 above**

Development of a statement on the

- Scope of the Program and the intended target groups ,

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Broad, overarching objectives of the program

Principles that will drive the program

Broad outcomes to be pursued across the program

Leadership and decision making structures and mechanisms—including particularly the selection and funding allocation process

Service models and methodologies—including coordination or integration models and mechanisms

Performance measures based on data (qualitative and quantitative)

Negotiated and achievable accountability requirements including accountability to consumers/service users

Project support and development processes to achieve quality improvement over the life of the program

Planning and participatory processes and mechanisms to contribute to forward planning and to gather feedback on need and progress of the program

Development and training strategies

Review and evaluation strategies.

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## **APPENDIX 3: LITERATURE REVIEW**

### **INTRODUCTION**

Several major studies have been undertaken in relation to Indigenous family violence in recent years, including through Partnerships Against Domestic Violence and the National Crime Prevention Program as well as State and Territory specific initiatives.

The purpose of this document is to record key findings from the literature that will have a bearing on the evaluation of the Family Violence Regional Activities Programs.

### **UNDERSTANDING INDIGENOUS FAMILY VIOLENCE**

It is well established that Indigenous<sup>1</sup> people experience family violence at a rate substantially higher than any other community in Australia. In some areas of Australia, Indigenous women are 45 times more likely to experience violence, and ten times more likely to die as a result. [Apunipima, 1999: p.11].

While violence existed in Indigenous communities prior to colonisation, traditional law ensured accountability (Quayle, 2002:207). The dispossession of lands, imposed control and discrimination through implementation of the legal system are linked to the current use of violence within indigenous communities. Judy Atkinson argues that, alongside the historical context, the violence used today by Aboriginal men against women and children

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<sup>1</sup> Different terminology is used around Australia to describe Aboriginal and Torres Strait Islander people. The term 'Indigenous' is used in this report as it is considered to encompass both Aboriginal and Torres Strait Islander peoples. There is considerable diversity amongst Indigenous peoples in Australia, with more than 250 Indigenous languages and dialects. Indigenous communities are located in remote, rural, regional and urban locations, in a range of geographic, socioeconomic and climatic settings. A diversity of lifestyles, opportunities, political and social views exists, and it is important to consider each individual and each community as unique, within the context of historical, cultural and sociological issues.

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must be viewed within the context of interconnected high rates of incarceration, harm, suicides and homicides (2002, p234).

As indicated by the Queensland *Aboriginal and Torres Strait Islander Women's Task Force on Violence Report* (1999) Indigenous people were diverse and dynamic before colonisation. Prior to colonisation, Indigenous people lived under a justice system closely regulated by community Elders and healers. As the Task Force notes,

*...the lives of Indigenous people were governed by principles and values that determined their cultural and social responsibilities through a process of socialisation. A breach of responsibilities was frowned upon and led to admonishment or more severe penalties. (ATSIWTFV Report, p.60)*

While that system employed physical sanctions against those who infringed community law, its application was monitored and regulated and its fairness was closely measured by all concerned stakeholders.

In the colonial period, Indigenous people experienced unregulated violence and discrimination on a daily basis and Indigenous culture was deliberately dismantled by settler colonists and governments. As the Task Force indicates,

*Dispossessed of both land and kin, many Aboriginal people have been subjected to a lifetime of social isolation and discrimination. They have been sustained by a diet of welfare and suffered poor health and economic instability. They have been profoundly affected by the removal process and haunted by the loss of their children. The consequences have been so disempowering that it is difficult for many non-Aboriginal people to comprehend.*

*Aboriginal people have been marginalised and ... have suffered from deep-seated and entrenched economic and social impoverishment, which has led to the multiple problems being experienced today. (ATSIWTFV Report, p.61)*

In many parts of Australia, Indigenous culture survived in part only because it went underground, to be maintained in extended family relationships and memory that continue to be transmitted to new generations (Success Works, 2003). In other parts of Australia, Indigenous culture remains vibrant and Indigenous justice and social mores still regulate Indigenous lives.

While many Aboriginal and Torres Strait Islander people function productively, many others experience ongoing trauma and grief associated with the loss of land, the loss of culture, the loss of children and the loss of self-esteem that is the legacy of colonisation (Memmott, 2001, Success Works, 2003). The collapse of local economies and their replacement by welfare sit-down money has produced profound alienation in communities and the dire state of Aboriginal health means that many

communities are overwhelmed by 'sorry business'. Suicides, premature deaths and high infant mortality rates compound the despair and depression that is the result of early removal from family and kin. The disproportionately high representation of Indigenous people in youth detention centres and adult correctional centres indicate that little progress has occurred.

## **RESPONSES TO INDIGENOUS FAMILY VIOLENCE**

There has been a range of responses to domestic and family violence over the past thirty years. However, the greatest focus has been on managing the crisis of violence through refuges and outreach support.

Intervention can be appropriate at a number of levels:

with children and young people, to break the cycle of violence

with children to address their trauma

with women to give them greater self esteem and the ability to take action

with men to change their behaviour.

The World Health Organisation's definition of health as a state of complete physical, mental and social well-being, and not merely the absence of disease or infirmity, is a sound basis for an holistic approach to dealing with family violence. This definition acknowledges that social factors contribute to health and illness, particularly in the area of family violence. An holistic approach encompasses a social model of health that develops links to strategies which address issues of social disadvantage such as unemployment, alcohol and drug abuse, housing and education.

### **Explanations of Domestic and Family Violence**

As the body of knowledge about domestic violence has grown, so too have the theoretical explanations for its existence. In a paper prepared for the Partnerships Against Domestic Violence Taskforce, Strategic Partners (2001) identified the range of explanations and the implications of these to various communities.

In considering these explanations, it should be kept in mind that in a diverse community the needs, attitudes and experiences of people living in situations of domestic violence will not be the same. It is important to understand these explanations as they influence the ways

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in which different professionals approach the issue. They also influence community responses. Explanations of domestic violence can be variously categorised as follows.

### **Biological Determinism**

This explanation suggests that men's behaviour is the result of 'biology': that men cannot help it, and can only be 'trained' to control their violence. Legal remedies would prevent or deal with men's violence. It assumes that all perpetrators of violence will be men and all victims will be women. It explains domestic violence as a natural instinct of men who are responding to threats in their natural environment. The theory has tended to be discredited, owing to its tendency to provide an excuse for men's behaviour and to assume violence against an intimate partner has its basis in biology and not in a social and personal context.

### **Individual Pathology**

This explanation assumes that there is some inherent psychological problem that results in a person (male or female) being more likely to use violence or more likely to experience violence. The individual pathology explanation has its roots in early medical science, which endeavoured to explain individual deviance. More recently, pathology theories have focused on identifying predictors of intimate violence and characteristics of men who might be predisposed to violent behaviour, and women who might be prone to be the targets of violence. These approaches can reduce perpetrators' responsibility for their decisions to use violence in particular contexts.

### **Social Stressors and Individual Risks**

This explanation concerns the broader social context in which domestic violence takes place. Domestic violence is portrayed as a response to stress, which includes pressures exerted upon the family. This includes external pressure such as that created by unemployment. Social stress (producing frustration) and socialisation (which condones the use of violence) are singled out as the two main factors producing an environment conducive to the use of violence. The more social stress, the more likely it is that violence will occur. Such an approach, however, cannot explain why some men only choose to behave violently and abusively with their partner and not in other contexts, such as the workplace or social situations.

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## Early Feminist Explanations

Early feminist theories of domestic violence focused on male structural power, where individual men have power over individual women in the private domain. Domestic violence is a mechanism that oppresses women and maintains male power over women. Therefore domestic violence is gendered violence. Its focus is on the structural power differentials between males and females and how these are played out at the level of intimate relationships, where men abuse power to maintain control over women. Male structural power in the public domain is reproduced in the private domain.

Feminist approaches have dominated much policy and practice in domestic violence in Australia. A criticism of early feminist explanations has been that they are too narrow in focus, only including the experiences of white people from English speaking backgrounds in heterosexual relationships.

Early feminist explanations initially focused on the experiences of women. Over time, however, they have also included the experiences of children as victims of domestic violence. A recent feminist debate over the use of the term 'children witnessing domestic violence', argues that this terminology underplays the impact on the child when, in fact, the child is a secondary victim if they have witnessed their parent being abused.

### **Interactive Systems and Individuals**

This approach has adopted the 'both and' position, bringing together understandings from the early feminist approach with systemic approaches which include psychological explanations. It recognises power differences and the importance of taking responsibility for violent acts, and it demands accountability. However, this approach looks at the various facets in the environment of those involved, facets which are required to change to bring about violence-free relationships. Adopting this position has not entailed developing 'new' or 'integrated' theories on intimate violence but rather using multiple perspectives in morally responsible ways that do not ignore the abuse of power in such relationships.

### **Family Violence Interventions**

There is general agreement in the literature that it is not possible to provide definite evidence on the effectiveness of specific family violence interventions (Memmott, 2002, Strategic Partners, 2001, 2003). Short-term projects cannot be expected to produce measurable change in what are entrenched behaviours. Measurable social change can not reasonably be expected from projects funded for short periods.

*'It is an unrealistic expectation for funding bodies to expect communities with marginal resources to generate an evidence base for better practice in addressing violence given the stressors they face on a daily basis.'* (Jarlmadangah Burru 'Resourceful Adolescents Program')

Communities frequently report a sense of frustration, distrust and cynicism with short-term project funding.

In 2001, Paul Memmott et al argued that 'few tried and tested, culturally-relevant programs aimed at prevention and re-education are in existence'. [Memmott, p27]. A range of programs has since been developed and piloted by Indigenous communities, although their efficacy in the short and long-term has not yet been established. Some of these will be the subject of this evaluation.

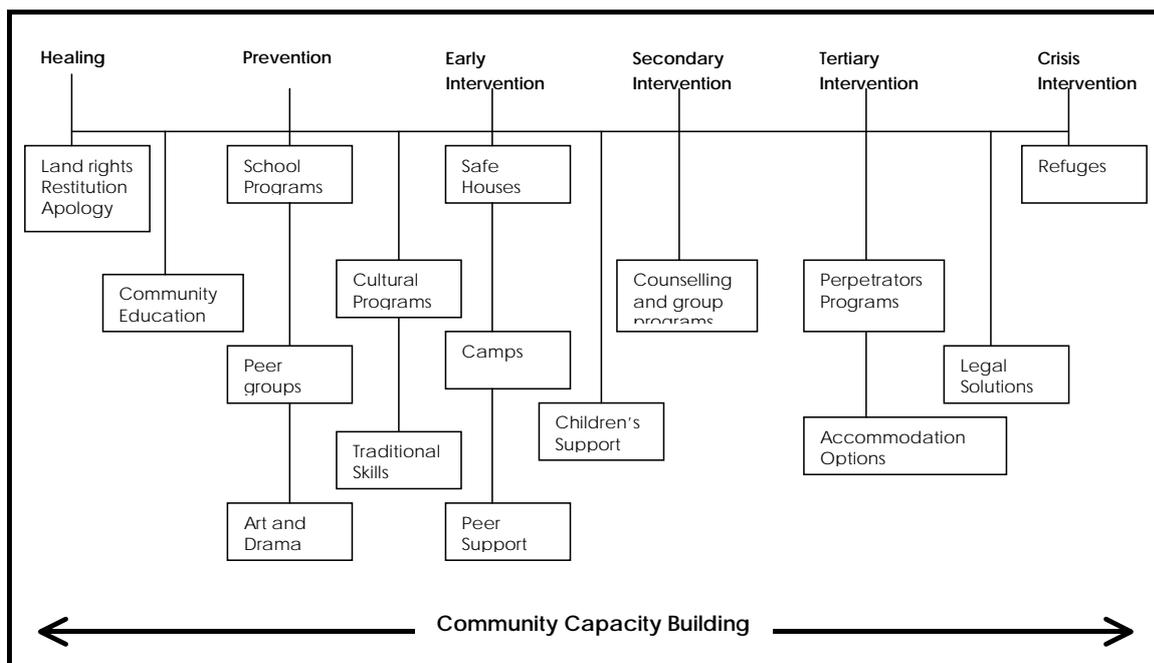


Figure 1: A Schema of Interventions

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As the above schema demonstrates, there are a number of points at which interventions can occur. In a review of Indigenous family violence projects funded by National Crime Prevention, Memmott et al (2001) identified eight major project types:

1. Support programs (counselling, advocacy)

2. Strengthening identity programs (sport, education, arts, cultural activities, group therapy)
3. Behavioural reform programs (men's and women's groups)
4. Community policing and monitoring programs (night patrols, wardens)
5. Shelter/protection programs (refuges, sobering-up shelters)
6. Justice programs (community justice groups)
7. Mediation programs (dispute resolution)
8. Education programs (tertiary courses, miscellaneous courses, media)

Put against the Schema, it is apparent that *strengthening identity* programs fit within the concept of healing; *education* and *justice* programs fit with the areas of prevention; *mediation* programs fit with the areas of early intervention; *support* programs fit within the area of secondary intervention; *behavioural reform* programs fit within tertiary intervention and *community policing* and *shelter and protection* programs fall within the crisis response area.

This framework should provide a useful tool for the evaluation of the FVRAP by allowing the purpose and relationships of programs to be clearly identified.

## **GOOD PRACTICE**

Since 1997, a range of government initiatives have been funded with a view to developing transferable good practice models that address family violence in Indigenous communities.

The term 'good practice' is used in preference to 'best practice' as it is considered that the latter terminology presents workers and communities with pre-established templates with which their initiatives should comply, while the former term invites the flexible adaptation of models in accordance with local requirements and reflective action based evaluation.

### **Indigenous Programs**

There is an emerging body of knowledge about good practice in Indigenous programs generally whether or not they are directed towards family violence. This material is based on the learnings from PADV Indigenous projects as well as the evaluation of Government

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Responses to *Bringing them Home* (Success Works 2003) and other research (eg Memmott 2001).

While not every Indigenous program needs to demonstrate all aspects of good practice, the research shows that successful programs targeting Indigenous communities have identified the need to:

Involve Indigenous communities in all aspects of policy, planning, governance and service delivery;

Ensure local community 'ownership' of the project.

Recognise that the goal of service delivery should be to overcome disadvantage, rather than simply to manage it.

Recognise the need for leadership and take time to support a leadership group when it is not already present.

Recognise that fostering project ownership in communities is a lengthy one;

Have a budgeted capacity to pay local people for their services;

Include training budgets (and travel budgets in rural areas) and access to accredited training and skills development which enhance community capacity;

Be timed in years rather than months, to allow for community development and capacity building, and to allow for difficulties in recruiting skilled workers to be overcome;

Adopt an holistic and integrated approach across government services, service sectors and communities;

Ensure effective accountability and transparency in decision making;

Develop a shared vision and agreed priorities for action between government and community sectors;

Adopt sustainable approaches to tackling the many issues associated with continuing Indigenous disadvantage;

Ground action in evidence and focus on the achievement of outcomes; and

Build in appropriate systems for monitoring outcomes.

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## Indigenous Family Violence Programs

Good practice in family violence programs in Indigenous communities has been established principally through PADV and National Crime Prevention research.

Whilst not every family violence program needs to demonstrate all aspects of good practice, the research shows that successful programs targeting Indigenous family violence have identified the need to:

Recognise the impact of past trauma and the continuing effects of grief across whole communities;

Provide Indigenous-specific services as well as facilitating Indigenous people's access to relevant mainstream services;

Give serious consideration to Indigenous cultural imperatives in the setting of project time-lines;

Pay respect to community Elders, traditional owners and significant influencers and seek to engage them in communicating support for the program;

Recognise that premature introduction of family violence awareness in communities that are not ready to address this difficult issue may lay workers open to violence, make them the brunt of community anger, cause rifts in communities and will almost certainly lead to failed projects;

Engage the existing strong commitment that Indigenous men and women have to the well being of their own children to draw them into programs that address family violence issues;

Foster self-esteem and community capacity by offering accredited training to graduates of first-stage family violence awareness programs.

Showcase successful projects to other communities. Establish training relationships between Indigenous communities.

Foster good relations between police and communities. Recognising that fear of police (and child protection workers) is a legacy of history;

Acknowledge the desire in Indigenous communities to prevent the ongoing cycle of family breakdown.

Devolve policing (eg night patrols) and appropriate legal functions to customary law/Aboriginal restorative justice/dispute resolution authorities along with the simultaneous training of Indigenous community members in 'white law'.

Provide early intervention in the cycle of family violence by enhancing the parenting skills, bonding relationships and self-esteem of young mothers —and fathers;

Ensure programs are funded to a degree that allows them to provide participants with the practical assistance that enable them to participate: such as meals, transport, child-care;

Encourage project workers to continuously evaluate projects and creatively redirect projects that are not effective (eg by adapting 'talking' approaches to include practically focussed activities (art, sport, drama, etc) where necessary as a means of creating and maintaining engagement and building self esteem, skills and trust);

Recognise that directly addressing the difficult issue of family violence might be counter-productive and alienating. Many successful projects focus instead on enhancing self-esteem, building support networks and talking circles, rebuilding relationships between parents and children through practical activities such as music, sport or camps. Family violence awareness can then be incorporated into such activities.

Interestingly, Memmott et al (2001) also identify areas of poor practice. In noting that program failings or difficulties are rarely included in the literature, the author's noted that the following poor practices in Indigenous family violence programs had a direct impact on program outcomes:

Lack of suitable sectoral partnerships for program delivery;

Lack of coordination at the local level;

Lack of training and skills amongst program staff;

Lack of funding or insufficient funding;

Unethical community politics interfering with program execution;

Programs not necessarily directly targeted at the worst forms of violence in a community which may appear too awesome to tackle;

Programs being predominantly reactive and not balanced with proactive components to reduce incidents of violence;

Lack of coordination or fragmentation between State and Commonwealth goals and programs;

Violence intervention staff themselves become threatened and/or assaulted by violence perpetrators;

Over-stress ('burn out') amongst program staff through regularly dealing (both during and out of work hours) with the constant stress inducing occurrences of violence in the community.

## **Children and Young People**

As part of the Partnerships Against Domestic Violence initiative, good practice in working with particular population groups was also identified. Children and young people were a particular focus.

Based on the PADV research, successful programs for children and young people have identified the need to:

Give priority to the safety and protection of women and children as their primary goal. Evidence for this should be seen in program documentation as well as the content of program delivery;

Promote the active deployment of strategies by front line workers that identify the child as a client in their own right and validate the child's experience of domestic violence;

Actively foster learning networks amongst agencies across the sector and between staff, management and policy makers within agencies focussed on learning about dealing effectively with children affected by domestic violence;

Promote improved services through the adoption of national standards and national competencies that are demonstrated as leading to better outcomes for children;

Work with the child's strengths and resources, rather than seeing the child as a victim or focussing on deficits. Using the child's strengths as the starting point for promoting their ability to change and to build resilience;

Appreciate that children may experience divided loyalties and may identify with the perpetrator or with other victims;

Build on the child's own networks of existing supportive relationships which may include teachers, childcare workers or others;

- 
- Remove the blame felt by children and others experiencing domestic violence;
  - Actively foster collaborative relationships between professionals associated with the child or interested in children's issues generally;
  - Promote reflective practice;
  - Develop culturally-appropriate practices in working with children and their families while upholding the principle of perpetrator responsibility despite culture and language background;
  - Appreciate that there is no static 'best practice' strategy when working with children living with domestic violence. Current best practice advocates dynamic responses from professionals;
  - Provide training which is responsive to the specific needs of a given group and sufficiently flexible to be delivered to workers, managers and policy makers within an organisation;
  - Recognise the need to incorporate front line children's services into integrated domestic violence responses;
  - Recognise the need to develop and promote prevention programs, particularly in schools.

## **Women**

Also based on the PADV research, successful programs for women have identified the need to:

- Include education and awareness raising for non-specialist services to ensure that family violence is recognised and that women gain the support and advice they need when they need it to make effective choices about their safety;
- Include the use of standardised checklists in hospital emergency departments and clinics as a means of identifying family violence and ensuring appropriate referral and support. These approaches are particularly important at known times of increased risk such as during pregnancy;
- Provide a range of options so that women and children are able to safely remain in their own home with strong support from courts, police, support workers and men's behaviour change program providers;

Include the development of collaborative arrangements between men's and women's services that give priority to the accountability of men for their violence and which give priority to the safety of women and children;

Provide integrated responses underpinned by committed management and leadership and relevant infrastructure.

Ensure that workers make sure that women are believed, understand the situation as family violence and are offered support according to what the woman has asked for or needs at the time.

### **Men who use Violence**

Based on the learnings from PADV, successful programs for men who use violence have identified the need to:

Promote the safety of women and children and view them as their primary clients;

Include policies which reflect an understanding of the impact of domestic violence on women and children and demonstrate knowledge of their duty of care responsibilities;

Operate in a complementary way to the criminal justice system, rather than as an alternative. Responsibility for violent and abusive behaviour rests with the perpetrator;

Take part in and support a coordinated and collaborative response to domestic violence;

Ensure workers delivering the programs have an extensive knowledge and understanding of the complex range of issues regarding domestic violence and demonstrate a commitment to ongoing domestic violence training and education and participant in professional supervision on a regular basis;

Maximise access and ensure that they are relevant to the diversity of the client population;

Provide flexible approaches geared to the needs of the range of men who attend requires, for example, group work is not suitable to all men and counselling may need to include identifying goals and strategies, focusing on concrete solutions through action plans and using diagrams and appropriately male language;

Treat personal information about clients of victim services and perpetrator programs in accordance with professional and public sector ethics. This may include, at times, disclosure of information where duty of care responsibilities require such actions, e.g. in relation to child protection issues;

Attract men to services by using non-threatening venues and going to where men are, e.g. having discussion groups for fathers when they are involved with their children's sport; using positive language in brochures and fliers; and

Demonstrate a commitment to ongoing external evaluation.

## **Community Education and Development**

Community education is an important aspect of a prevention strategy. Based on the learnings from PADV, successful approaches to community education and development in Indigenous communities have identified the need to:

Involve the Indigenous community in planning, administration and training.

Acknowledge the history of oppression of Indigenous Australians. Family violence has to be positioned as a manifestation of wounds to the community that need to be collectively healed, and not a cultural 'norm' nor a part of traditional culture.

Frame community education around family violence in terms of a problem that needs to be solved as a community, rather than take a blaming stance.

Changing community attitudes to lessen tolerance toward family violence, needs to include messages about rights, available support and services.

Maximise accessibility of accredited training.

Ensure Aboriginal presenters for Aboriginal participants and Torres Strait presenters for Torres Strait participants.

Make use of traditional stories to teach traditional law dealing with behaviour and responsibilities.

Work within the parameters of local community protocols and ensure that relevant skilled community members are employed in the development of particular teaching concepts.

Based on the learnings of PADV, good practice approaches to community education generally should:

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Ensure consistency and complementarity in the messages delivered across initiatives;

Provide multilayered and targeted approaches that allow the community to have ownership and input into the approach;

Ensure comprehensive evaluation in order to determine the effectiveness of the strategies, whether they achieved their outcomes and to identify the key factors contributing to the achievement of those outcomes;

Include preliminary market research to ensure that the appropriate messages are developed;

Focus on the benefits of change;

Create partnerships which strengthen the base and spread the message;

Focus on sustainability and on changing behaviours not just attitudes;

Reflect the diversity of the community needs and perspectives; and

Develop quality resource materials and provide training and support for staff to ensure the capacity to deal with increased demand for services as a result of raised awareness.

## **Counselling and Therapeutic Interventions**

Counselling and support provide important opportunities for Indigenous community members to speak about their experiences of trauma, racism and other life experiences in a culturally sensitive and safe environment. There is a strong underpinning in the Indigenous literature for such an approach where it is argued that individual healing is an essential part of community healing (Atkinson and Atkinson 1999) and that providing Indigenous communities with the cultural tools to work on healing in a holistic way is critical. The narrative therapy approach can be used in combination with Indigenous methods to enable Indigenous stories to be told, valued and respected. These innovative approaches are consistent with broader understandings of healing the trauma and violence in Indigenous community at the individual level with links to community change and regeneration.

PADV research found that successful counselling and therapeutic models in Indigenous communities have identified the need to:

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Ensure counselling models acknowledge and affirm Indigenous culture and experience.

Recognise that a process of healing should promote positive cultural identity.

Apply time frames that take account of cultural obligations.

Ensure collaborative approaches between service providers.

Provide female and male counsellors to deal with women's and men's business separately.

### **Capacity Building in Indigenous Communities**

Community capacity building involves a range of practices dedicated to increasing the strength and effectiveness of community life, improving local conditions, and enabling people to participate in public decision-making and to achieve greater long-term control over their circumstances.

Indigenous communities have clearly demonstrated the importance of an holistic approach to building the capacity of individuals and communities as a critical aspect of preventing family violence. Effective capacity building builds on existing strengths through empowerment.

Findings from PADV and elsewhere indicate that it is important to empower the communities to support and have ownership of the process of responding to family violence. Developing healthy relationships with opinion leaders such as Elders, teachers and community health workers, results in more harmonious and productive service delivery. Successful capacity building programs responding to family violence have identified the need to:

Include the whole community so that everyone has an opportunity to communicate about issues that are important for them. Older members can pass knowledge on to younger members of the community.

Encourage people to talk and listen to each other and to get to know more about other members of the community. Women have a strong desire to meet together, for discussion, information dissemination and planning.

Promote partnerships between Indigenous and non-Indigenous women and community organisations.

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Recognise that family violence is a complex matter and it is reasonable to expect that the resolution to violence will lie in a combination of responses.

Include alcohol and substance abuse as a fundamental component of family violence programs.

Learnings from this area of research also indicate that funding guidelines for Indigenous projects would be more successful if they pay attention to the following issues (Memcott, 2001, Success Works, 2003):

The capacity and functionality of communities.

The need to support the development of leadership and leadership structures in communities where capacity is limited, prior to funding being allocated. Skilled community development workers are ideally suited to initiating and supporting this process within a community.

The need to address community conflict through the allocation of specific resources to facilitate conflict resolution/mediation processes. These activities should be built into the framework of the funded project.

The need to establish formal partnership agreements between services and agencies in communities where a number of agencies and groups working to address violence and problem drinking (possibly an agreement between the funding agency, community auspice organisation and relevant local agencies and groups) in order to:

Identify resources available (local agencies) to the community and confirm how they can be applied to support the initiatives to be developed in the community.

Define roles and responsibilities of all participants in relation to the funded project.

The need to ensure that a minimum of two workers (one male and one female) are provided where organisations are funded as specialist service providers. Sole worker models in Indigenous communities are not effective.

The need to provide funding for an experienced on-site manager/coordinator in communities where capacity is limited and funding is being provided to provide a specialised service.

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## **RELEVANCE FOR THE EVALUATION OF THE FAMILY VIOLENCE REGIONAL ACTIVITIES PROGRAM**

The above material on understanding Indigenous family violence and the responses to it as well as the material obtained largely from PADV and National Crime Prevention in relation to good practice should all form part of the evaluation of the Family Violence Regional Activities Program.

Understanding the nature and complexity of Indigenous family violence is imperative to understanding the need for diverse approaches. Understanding the range of possible approaches and how they fit into an overall conceptual model is also important. There is no one-size fits all model for responding to Indigenous family violence.

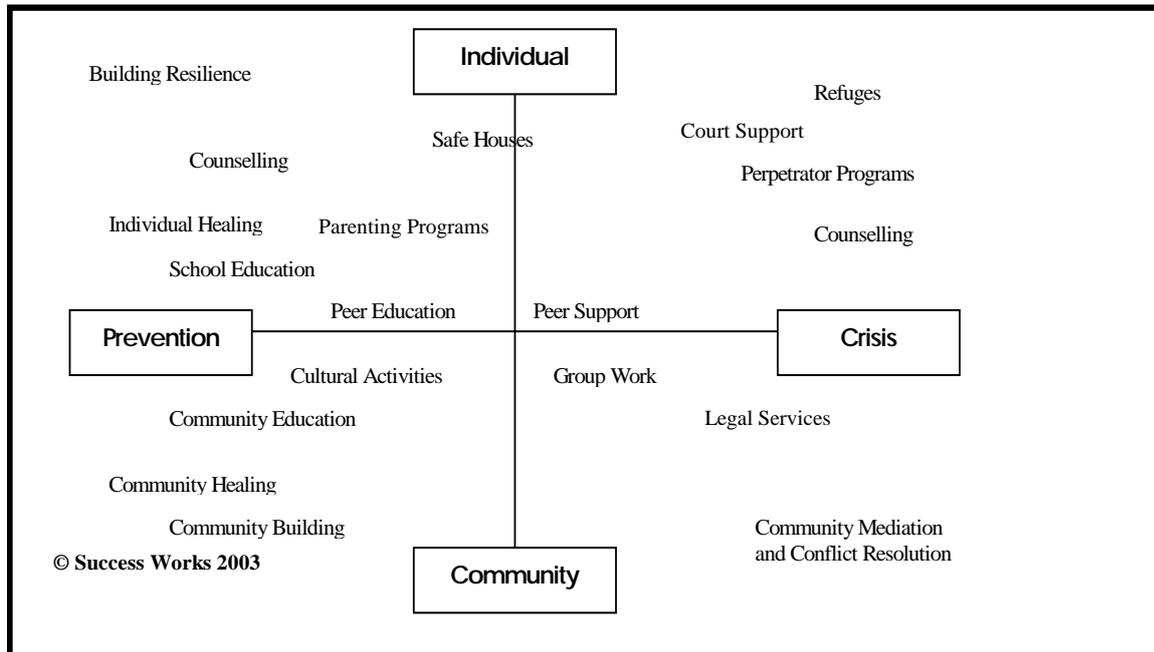
Good practice learnings from PADV and elsewhere provide a useful template to assess the achievements (and failures, if relevant) of the individual programs themselves. It is also likely that this evaluation will add to the store of knowledge about good practice in Indigenous family violence programs.

### **Intervention Map**

The literature review has identified a wide range of interventions. The types of intervention are mapped below around two axes: Prevention-Crisis and Individual-Community

Clearly all services on the map are necessary aspects of community responses. However the evidence from the research into family violence programs suggests that it is increasingly important to move the effort to initiatives which prevent violence rather than just respond to crisis.

Figure 2: Intervention Map



In addition to the Schema presented Figure 1 on page 5, this map should provide a useful tool for analysing the focus for programs funded under the FVRAP.

### Long, Medium and Short Term Approaches

Community building and building resilience are both long-term approaches which should have sustainable outcomes. These need to be supported by a series of short and medium term interventions such as education programs and cultural activities.

The chart below classifies various interventions into long, medium and short term with references and examples of each.

#### Long-Term

- Capacity Building
- Community and Individual Healing
- Building resilience

#### Medium Term

- Cultural awareness
- Family Violence Legal Services

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Childrens programs eg Head Start

Counselling

Group work

Sporting programs

Protocol development

### **Short Term**

Peer education

Community education

Traditional activities

Parenting programs

Camps

Educating Child Protection Workers

It may be that some projects that are essentially long or medium term in nature have only been funded on a short-term basis. This will have an impact on the capacity for outcomes to have been achieved.

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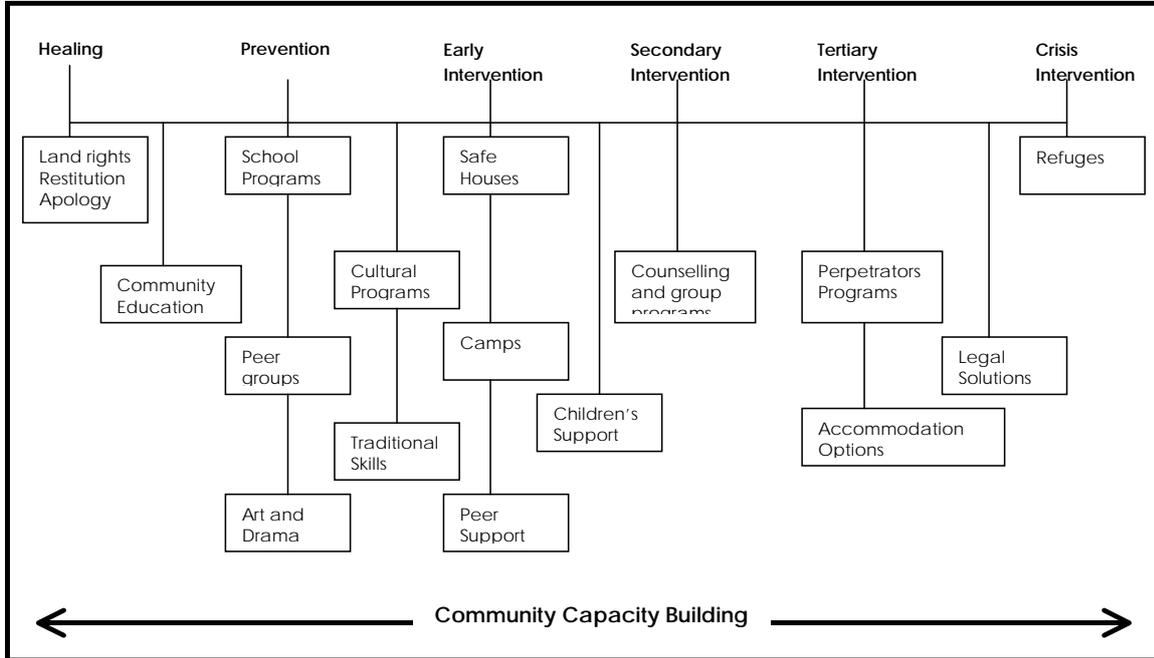
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**APPENDIX 4: ORIGINAL SUCCESS WORKS SCHEMA, 2003**



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## **APPENDIX 5: FVRAP PROJECTS FOR SITE VISITS AND PROFILES**

This is the list of sites for which we undertook a site visit or a profile. Underneath each site we have indicated very briefly the points about the site that have influenced their choice. One state and one territory are not covered in this way because they do not have current projects, namely Victoria and the ACT.

### **Site visits**

#### **NSW**

1. Many Rivers Legal Service (South Grafton) – Family Violence contingency funding.

Example of a small amount of funding in support of the FVPLS and this allows us to examine this as a category of service under this program. This area is known to the consultancy team

2. Anglican Counselling Service (Tamworth) – Coledale Support Project

Example of a Counselling service and it has been funded for several years so we can see the progress over time

3. NSW Premiers Dept – Toomelah/Boggabilla Capacity Building Strategy.

Project involving Australian and State government working together on capacity building – an important category of service to explore

4. Gudu Wondjer Aboriginal Corporation (Bega) – Family Violence Outreach Worker

Example of a crisis accommodation/safe house project – has been running for a few years which gives an opportunity to explore an example of this kind of initiative

#### **NT**

5. Yirrkala Dhanbul Community Association (Nhulunbuy) – Family Violence Video Production Message in a Bottle

6. Aboriginal Resource & Development Services Inc.(Nhulunbuy)- Family Violence Radio Programs

There are 3 projects in Nhulunbuy currently, which are all education resource projects – this provided an opportunity to visit them all (see one project on the profile site list) and

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look at the combined outcomes, whether this is a regional or local strategy and whether they are coordinated in any way

**Qld.**

7. Wuchopperen Health Service ( Cairns) - Aboriginal & Torres Strait Islander Family Support Services

The biggest project in the program and said to be an example of a coordinated regional strategy in an area with important initiatives in the governance and Aboriginal programs

**SA**

8. Pika Wiya Health Service Inc. (Port Augusta – Reduce Family Violence

Port Augusta is the major area of projects in SA and there is said to be a coordinated approach. This community known to the consultancy team.

**WA**

9. Yorgum Aboriginal Corporation ( Perth) – Family violence Advocate Counsellor

Largest project in WA; and a capital city project. This project funding adds to a considerable base of funding already being provided by the Commonwealth and to a well established infrastructure, and thus allows consideration of whether the greatest effect for dollars allocated in a program such as FVRAP is achieved by funding well established infrastructure or an organisation that receives no other support.

**Tasmania**

10. Tasmanian Aboriginal Centre (Hobart)– Violence Awareness

Only current project in the state

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## Sites profiled

### NT

1. Marthakal Homeland & Resource Centre Assoc. (Nhulunbuy )- Family Violence Prevention – (with visit)

See note for the Nhulunbuy site visit

2. Darwin Aboriginal and Islander Women’s shelter

Not currently funded but an example of a project that had more than one years funding in the past, for different activities, and would give some history of the outcomes for Darwin from RAP funding

3. Nyirranggulung Mardulk Ngadberre Regional Council (Katherine )– Family violence program – (no visit)

See below

4. Lajamanu Community Govt. Council (Katherine )– Women’s safe house operation

Important area of NT, community known to the consultancy team which makes doing these as profiles without a visit, more viable

### Qld.

5. Gallang Place Aboriginal & Torres Strait Islanders Corporation ( Brisbane)– Indigenous Women’s Counselling service

Capital city counselling service, with several years funding. We had selected this as a possible site for a profile. This service asked for a visit and we were able to accommodate it in our round trip through Qld. and the NT.

6. UCA PT – Bundaberg Indigenous Family Violence Prevention – men’s worker

Example of men’s worker project

### SA/NT

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7. Ngaanyatjarra Pitjantjara Yankunytjatjara Women's Council Aboriginal Corp. –  
Community awareness program

One of the range of services funded in the Port Augusta Council area but the auspice organisation is based in Alice Springs and the service is thought to cover a large area so we will explore this

**SA**

Pt Augusta 8. Mimili Community Inc – Night Patrol (with visit)

Example of a night patrol service. Done as part of the site visit to the area

**WA**

9. Shire of Derby/West Kimberly - Jayida Burru Abuse & Violence Prevention Forum

We believed it was important to cover this part of WA.

**NSW**

10. Murdi Paaki Regional Enterprise Corp. Ltd ( Bourke) – Family Violence Action Plan

This was a significant site to explore because of the COAG Shared Responsibility trial as a government platform in the area.