EVALUATION REPORT

of

National Indigenous Family Violence Grants Programme

of the

Office of the Status of Women

A Partnerships Against Domestic Violence initiative

Report prepared by

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in association with the Aboriginal Environments Research Centre,
University of Queensland

For the Commonwealth Office of the Status of Women in the
Department of Prime Minister and Cabinet, Canberra.

06 August 2004
LIST OF ACRONYMS AND ABBREVIATIONS

ABS Australian Bureau of Statistics
ATSIC Aboriginal and Torres Strait Islander Commission
ATSIS Aboriginal and Torres Strait Islander Studies
C.G-S Carroll Go-Sam, Mentor of PMA
CHINS Community Housing and Infrastructure Needs Survey
CMS content management system
DCD Department of Community Development
D.V. domestic violence
excl exclusive
FaCS (Australian) Department of Family and Community Services
F.S. Fred Spring, Mentor of PMA
FV Family Violence
GST goods and services tax
HOFOW Healing Ourselves Our Way
Incl inclusive
I.T. Information Technology
I.V. Indigenous Violence
ISP Indigenous Service Provider (recipient of NIFVGP grant)
KLC Kimberley Land Council
kms kilometres
L.Me Linda McInnes, of OSW
Mac Macintosh
MCATSIA Ministerial Council for Aboriginal & Torres Strait Islander Affairs
M.M. Margaret Makeham, of OSW
MSN Microsoft Net
N.B. please note
N.C.P. National Crime Prevention, Commonwealth Attorney-General’s Department
NNAC Ngarinnga Ngurra Aboriginal Corporation
n.d. no date
NIFVGP National Indigenous Family Violence Grants Programme
NWAICA North West Aboriginal and Torres Strait Islander Community Association
OSW Office of the Status of Women
PADV Partnerships Against Domestic Violence
PC Personal computer
p.c. personal communication
PDF Portable Document Format
P.M. Paul Memmott, Mentor of PMA
PMA Paul Memmott and Associates
PM & C Prime Minister and Cabinet
R.S. Rachael Stacy, Mentor of PMA
SAAP Supported Accommodation Assistance Programme
SNAICC Secretariat National Aboriginal and Islander Child Care
S.T. Sandi Taylor, Mentor of PMA
TAFE Technical and Further Education
T.S. Trish Szirom, of Success Works, Melbourne
V.B. Vivienne Breen, of OSW

ACKNOWLEDGEMENTS

• The principal author of this report is Paul Memmott. Other contributing authors within Paul Memmott & Associates are Graeme Channells, Carroll Go-Sam, Rachael Stacy, Fred Spring, Sandi Taylor, Catherine Chambers and Linda Thomson. Word processing by Lee Sheppard.

• Assistance in providing information and feedback on the report has been received from the following personnel who have been or are still working within the Office of the Status of Women: Linda McInnes, Vivienne Breen, Mary-Anne Vine, Dianne Herriot, [others?]
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of the National Indigenous Family Violence Grants Program of the Office of the Status of Women
Funded by Partnerships Against Domestic Violence, a Commonwealth Government initiative.

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EXECUTIVE SUMMARY

NIFVGP Expenditure
Of the $6 million NIFVGP budget, approximately $5.5 million was allocated to ISP grants whilst the balance paid for Mentoring and intervention services, production of the current evaluation report and for a major rebuild of the NIFVGP website at the conclusion of the Programme. The total value of the 74 approved projects was $5,513,119 with an average value of $74,502 (exc. of GST).

In relation to the explicit aims of the programme, the NIFVGP did achieve:
- A large number of projects conceived and managed by Indigenous people at the community-based level;
- Increased awareness of family violence issues in ISP communities albeit with some varying success; however it should be qualified that these represent only a small proportion of Indigenous communities in Australia.
- Increased networking and partnerships (temporarily at least) between community based, local, regional, State and Commonwealth agencies concerned with Indigenous family violence; most success occurred at the local level;
- Recording of a range of good practice examples among the funded projects for the information for future projects;
- An increase, temporarily at least, in the number of grassroots agencies (especially men’s and women’s groups) available to assist Indigenous communities with issues such as family violence

In relation to the explicit aims of the programme, the NIFVGP failed to achieve:
- Effective self-evaluation of projects by the facilitating grassroots agencies.

The Indigenous Advisory Group and Grant Allocation Impact
An NIFVGP Advisory Group of Indigenous representatives and Commonwealth Department (OSW) representatives, assessed and made recommendations to the Minister on the awarding of grants for Rounds 1, 2 and 3. The assessment process was largely in terms of the advertised assessment criteria which ensured projects were largely in keeping with the NIFVGP principles, and that the ISPs had sufficient capacity to successfully implement the project. For Rounds 1 and 2, which were the two publicly advertised Rounds of NIFVGP, and which comprised the majority of the programme funding ($4.8 million)...
CHAPTER 1: OVERVIEW OF THE PROGRAMME

Introduction

Partnerships Against Domestic Violence (PADV) was a Commonwealth Government initiative, working with State and Territory governments, the community and business to find better ways of preventing and responding to domestic violence, that was active during the period 1998 to 2004. One of its programmes, the National Indigenous Family Violence Grants Programme (NIFVGP) was the first large-scale, national, anti-violence, grants programme conducted by the Commonwealth Government that specifically targeted the Indigenous sector. It occurred between 1999 and 2004. During this period a total of 74 grants were provided to non-profit Indigenous organizations or Service Providers (ISPs) throughout Australia. The NIFVG programme was administered by the Office of the Status of Women (OSW) within the Department of Prime Minister and Cabinet, and was one of a number of Partnerships Against Domestic Violence (PADV) streams.

The aim of this report is to evaluate the NIFVGP in an attempt to understand both its achievements and shortcomings, but in addition to generate a set of recommendations, principles or caveats, which will inform any future large-scale programmes of this sort in Indigenous Australia.

This Chapter aims to introduce the scope of the National Indigenous Family Violence Grants Programme (NIFVGP) and provide some background to its conception and implementation. It does not contain any evaluative analysis per se, but lays the foundations for the evaluation to occur in the following chapters. This commences in Chapter 2 where there is an overarching evaluation of the NIFVGP Programme from its early conception and visioning, through its various Rounds and accompanying administrative cycles, along with its parallel mentoring programme, and ending with a summary of its strengths and weaknesses.

Chapter 3 contains individual profiles of the Indigenous Service Providers (ISPs) who received grants during the four NIFVGP Rounds. A collective analysis of the outcomes of these projects and aggregated findings on ISP performance is contained in Chapter 4. A range of good practice findings are also incorporated into these Chapters.

The findings from Chapters 2, 3 and 4 are combined and summarized in Chapter 5, together with recommendations arising from the evaluative analysis.

Origins of the NIFVGP Programme

The following description of the origins of the NIFVGP is based on information obtained from Dr Dianne Herriot, formerly responsible for domestic violence issues in the Office of the Status of Women, Department of Prime Minister & Cabinet, the agency responsible for development and administration of the programme. Dr Herriot was in charge of its initial conceptualisation and early planning.

The Programme had bilateral origins within the Commonwealth Government during the 1990s. In the run-up to the 1996 Federal Election, the Keating Labor Government had formulated a “Violence-against-Women” Strategy. The Liberal-National Coalition also announced plans for a proposed Violence Summit during this election campaign, which it won. Dr Herriot became involved in organising a Domestic Violence Forum called by Senator Jocelyn Newman for September 1996. The Forum, held in Canberra, provided input to the proposed Summit. The Domestic Violence Summit (including all Australian Heads of Government) was held on 7...
November 1997 and culminated in the endorsement of principles for a joint national programme. During the 1998 election campaign, the Government pledged $25.3 million over three years for Partnerships Against Domestic Violence (PADV). This was later expanded into two parts, PADV1 and PADV2, with a total commitment of $50 million over six years (1999-2004). From this sum, $6m was later committed for the NIFVGP.

The issue of Indigenous family violence had been under consideration within the Office for the Status of Women for some time prior to the launch of Partnerships Against Domestic Violence. Few (if any) other agencies had Indigenous family violence on their horizon at that time. OSW had been involved with ATSIC’s Family Violence Intervention Programme, which had focussed on Indigenous women’s issues more widely. During PADV’s first round of funding, $1.31 million had been allocated to ATSIC for family violence projects and $2 million to the States and Territories for Indigenous violence projects focussing on prevention and early intervention, collaboration, counselling and therapeutic interventions, and community capacity building in Indigenous communities.2

The (then) Minister for Aboriginal & Torres Strait Islander Affairs, Senator John Herron called a ‘Round Table’ workshop on Indigenous family violence in July 1999. That discussion highlighted the need for practical help for communities. Findings and recommendations from this ‘Round Table’ were forwarded to the Ministerial Council for Aboriginal and Torres Strait Islander Affairs (MCATSIA), and the idea of a National Indigenous Family Violence Strategy was approved. A National Indigenous Family Violence Taskforce was appointed, and through OSW, developed the NIFVGP guidelines which were an attempt to embody all of the principles contained in the policy and research documents that had currency at that time.3 Above all there was a demand for a grants programme to fund locally-driven, community-based projects.

The development of Programme Guidelines
The National Indigenous Family Violence Grants Programme (NIFVGP) was targeted at the broad problem of family violence in Indigenous communities as distinct from the narrower concept of domestic violence, although the latter was considered to be a part of the former. (See opposite for the working definition of Indigenous Family Violence which has been adopted by PMA for the purposes of the NIFVGP.)

Further preliminary assumptions for NIFVGP were:-

- Approaches and solutions needed to be culturally appropriate.
- Approaches and solutions needed to be identified and implemented at the local level.
- Encouragement was needed for safe and open discussion of issues in the community, including family violence, substance misuse, sexual assault and child abuse, and the grief caused by these.
- Approaches needed to consider the range of factors contributing to family violence and its various forms and combinations.
- In many, but not necessarily all circumstances, Indigenous family violence was related to the breakdown of cultural traditions and erosion of self-esteem.

The NIFVGP was conceived as comprising several rounds of grants (four rounds were to eventuate).

2. Based on information provided by OSW, 20/04/04.
3. For example the previously agreed programme design principles from Senators Newman and Herron’s Round Table (Aust, OSW 2000C), Memmott and Stacy (1999), and the National Aboriginal Health Strategy, which all contained some guidelines and good practice principles related to violence prevention.
The programme initially provided for larger grants in Round 1 (up to $100,000), and it was envisaged that smaller capacity building grant applications would be encouraged in Round 2. The Office of the Status of Women embodied the concepts of seed funding and project sustainability in the Programme’s design. A key emphasis was violence prevention and there was a broadly shared view of what this would include, for example, cultural renewal. The idea of providing mentoring for Indigenous groups who were the recipients of grants, came from the experience of failures in the non-Aboriginal PADV streams, which had been running during 1998-99. Community groups carrying out domestic violence and associated legal projects had many good ideas but had often failed due to a lack of skills in implementing or reporting on their projects. Many of the people involved were volunteers working after-hours; report writing was not their role. It was considered that if mentors were made available to such organizations, they could circulate information that might bridge this gap. A mentoring service for Indigenous organizations receiving OSW grants thus became a design component of the NIFVGP.

Regional mentoring workshops were also discussed as a possible programme component. The idea was to share emerging knowledge of what might work amongst the local Aboriginal project groups within a particular region, and to stimulate dialogue on project outcomes, governance approaches and securing community engagement. However, it had not been possible to progress the concept of such workshops before the first round of grants were allocated.

The Sydney-based firm of Morgan Disney was engaged as a consultant to write the guidelines for the first round of grants for NIFVGP.

**Forming an Advisory Group**

Initially, it was agreed that an Indigenous Advisory Group would be appointed to assist with guiding and directing the NIFVGP. One agreed-upon function of the Advisory Group was that of assessing the grant applications, but whether such a Group would have additional functions in the Programme, and what those might be, was not resolved. Apart from representatives from OSW, only Indigenous people were to be considered for membership of this Group. OSW looked for appropriate candidates, seeking those without any conflict of interest; experienced and resourceful non-government people were wanted but were difficult to find.

**The Walking Into Doors Campaign**

In November 1997, the Heads of Government (Commonwealth, States and Territories) had endorsed the Partnership Against Domestic Violence (PADV) initiative, and committed their respective sectors to work together towards the common goal of preventing domestic violence and ameliorating its effects throughout Australia (Aust, OSW 2001D:2). Stage 1 of PADV ran from 1998 to 2001 and, at its conclusion, incorporated two programmes targeted at Indigenous people as a prelude to the NIFVGP.

One of these was the $300,000 *Walking Into Doors* Campaign, launched in April 2001 as a part of the PADV Stage 1. The campaign aimed to promote community discussion and understanding of the impact of family violence on the wellbeing of communities and families and, in particular, on children; to identify and promote discussion on measures to prevent domestic violence; and to increase knowledge about sources of assistance for individuals and families experiencing domestic violence.

Renowned Aboriginal singers/songwriters Archie Roach⁴ and Ruby Hunter were the public faces of the campaign.

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⁴ The campaign used the theme from one of Archie Roach’s most famous and powerful songs, *Walking into Doors*.
**Definition of Family Violence**

For the purposes of the programme, ‘Family violence’ has been defined in a broad manner to encapsulate not only the extended nature of Indigenous families but also the context of a range of forms of violence occurring frequently between kinspeople in Indigenous communities. The notion of ‘family violence’ can be summarised as follows:

- Family violence can involve all types of relatives. The victim and the perpetrator often have some sort of kinship relation.

- The term ‘family’ means ‘extended family’ which more technically means a kinship network of discrete intermarried descent groups living as a community.

- Violence within ‘nuclear families’ often cannot be addressed in isolation from the extended family and other inter-related families.

- The perpetrator of violence may be an individual or several people or a group.

- The victim of violence may also be an individual or several people or a group.

- The perpetrator and the victim may be one and the same person in the case of self-injury or suicide, although in these cases the act of self-violence is often a form of communication to and about the victim’s family.

- The ‘community’ may be remote, rural or urban; its residents may live in one location or be more dispersed, but nevertheless they behave as a social network.

- The acts of violence may be physical, psychological, emotional, social, economic, and/or sexual abuse.

- Some of the acts of violence are ongoing over a long period of time, one of the most prevalent examples being spousal violence.

Research had also shown that the majority of Indigenous violence was being committed in the ‘intra-cultural’ arena, ie. within communities and within families. (Memmott et al 2001.)
of the Walking Into Doors campaign, which comprised of the following components:

- print and radio advertising through Aboriginal owned and operated media;
- a series of ten community forums;
- educational brochures; and
- information cards featuring contacts for national, statewide and local services. (OSW 2001E.)

Although the Walking Into Doors campaign was not part of the NIFVGP in an administrative sense, it nevertheless overlapped with the latter’s start, making a strong impact. In this context it will be examined further in the next chapter.

Launch of the NIFVGP Programme

On 6 October 1999, Senator Jocelyn Newman, then Minister Assisting the Prime Minister for the Status of Women, announced the Government’s plan to launch PADV Stage 2\(^5\). This stage had four key priority areas that came to be referred to as ‘streams’. These were:

1. Working with perpetrators;
2. Children at risk;
3. Community education and awareness; and

For the Indigenous Family Violence Stream, the Government provided $6 million over four years through the establishment of the National Indigenous Family Violence Grants Programme. The Minister stressed that the programme would support practical grassroots projects and trial new approaches to address family violence in Indigenous communities (Aust, OSW n.d.).

The overall objective was to provide practical and flexible support for projects by:

- promoting and supporting community-based organisations to develop and implement innovative community-based ways of reducing and preventing family violence in Aboriginal and Torres Strait Islander communities;

- supporting projects with a holistic approach, which address the social, emotional, spiritual and cultural wellbeing of the whole community, and include where appropriate traditional approaches to family relationships including traditional lore;

- supporting effective solutions which involve all elements of the community, reflecting the important roles of men, women, children, Elders, and community leaders;

- increasing the skills of communities in understanding, preventing and responding to family violence, leading to stronger communities which are able to respond effectively to family violence beyond the life of the project;

- fostering collaboration between local agencies and community-based organisations in the prevention of family violence, including through mentoring and evaluation;

5. Also referred in OSW literature as ‘Phase 2’.
Figure 1: One of the many graphic designs of the *Walking Into Doors Campaign* featuring Archie Roach and Ruby Hunter, produced during Stage 1 of Partnerships Against Domestic Violence by OSW.
gathering information on a range of innovative and culturally appropriate responses to family violence that can inform government policy and other community organisations working to reduce family violence. (Aust, OSW 2002.)

The Programme was to fund projects such as cultural, recreational and communication initiatives that aimed to do the following sorts of things:

- Build self-esteem.
- Promote positive role models and personal and community leadership and responsibility.
- Empower communities to embrace their culture, identity and traditional lore.
- Promote individual, family and community grieving and healing.
- Lead to the rekindling of family relationships.
- Encourage safe and open discussion of issues in the community including family violence, substance misuse, sexual assault and child abuse and the grief caused by these.
- Address other factors contributing to family violence such as sexual assault and substance misuse.
- Encourage an understanding that issues are interrelated and that responses need to address family violence in its context.
- Foster community-based action research, needs assessment and feasibility studies.
- Improve non-Indigenous organisations’ understanding of and commitment to working with Indigenous culture. (Aust, OSW 2002.)

From 1999 to 2004, four rounds of grant funding occurred under NIFVGP. A total of 74 projects were funded in Indigenous organisations, to test and develop new or better ways of responding to and preventing family violence. There was to be a strong emphasis on a holistic, sustainable and culturally appropriate responses, which would strengthen the capacity of individuals, families and local communities to reduce family violence (Aust, OSW 2003).

A number of projects aimed to educate and revitalise cultural practices and principles that would empower communities to challenge and overcome family violence. Several projects were aimed at raising community awareness through activities such as publications, workshops, camps and training community members to be facilitators for ongoing education programmes. (Aust, OSW 2003.)

Many projects had a strong prevention focus. They included counselling and therapeutic programmes for children and young people aimed at building self-esteem and developing ways to deal with violence. Other projects were specifically interventionist being targeted at perpetrators to reduce recidivism and to teach better ways of dealing with problems. A large number of projects involved setting up men’s and women’s support groups. Quite a few projects used narrative therapy, music and art to engage their communities. (Aust, OSW 2003.)
Figure 2: The Logo for the *Rekindling Family Relationships* Forum. The design was the result of an Indigenous students competition won by Lynece Braeden from Warriappendi School, Adelaide.
Each of the four Rounds of the NIFVGP will now be described.

Description of Round 1 of the NIFVGP

Applications for Round 1 funding were invited on 8th March 2000 (Aust, OSW 2003). Guidelines for the programme were based on the Ministerial Council for Aboriginal and Torres Strait Islander Affairs working group’s principles (Aust, The Ministerial Council...1999). They were based on the expressed desire of Indigenous people “to take practical action to break the cycle of violence…” and provided for:

- funding to be offered directly to communities;
- the targeting of practical projects able to ‘break the cycle’;
- the targeting of projects needing minimal recurrent funding beyond the end of the PADV project;
- locally-based, community-owned projects, involving men, women and children;
- projects to be run by non-profit community-based Indigenous organizations; and
- local government, universities or other non-government organisations being allowed to sponsor unincorporated or newly incorporated community groups.

The NIFVGP Round 1 provided for a maximum grant size of $100,000 (excl. of GST) and for a maximum project duration of two years (Aust, OSW 2000B).

380 application kits were distributed, and the kit was also available on the OSW website. By 19 April 2000 (the closing date), 131 applications had been received. (Aust, OSW 2003.)

Grant Selection Criteria

Selection criteria for Round 1 of NIFVGP favoured applications that were:

- consistent with the programme’s key objectives and principles;
- received from sponsored or incorporated Indigenous non-government organizations;
- received from organisations locally-based with a high level of Indigenous community ownership;
- initiated and planned by a representative core group of local people who appeared able to implement and evaluate projects which would:
  - contribute to the reduction of Indigenous family violence in an Aboriginal or Torres Strait Islander community, or
  - enhance the community’s capacity to undertake such action in future;
- for projects which would actively involve the wider community in the evaluation and assessment of programme activities;
- from applicants with small, efficient and transparent administrative structures, accountable and based within the local community;
- from applicants with a demonstrated record in the area of violence and effective Indigenous community development including the ability to manage project funds; and
- from applicants with credibility in the local community and a demonstrated willingness to
Grant Selection Process

Staff from the Office for the Status of Women reviewed the NIFVGP applications for eligibility. Many were found to be ineligible for funding due to non-compliance with the Application Guidelines. The eligible applications were shortlisted for consideration by the Advisory Group. The NIFVGP Advisory Group assessed the applications against the specified selection criteria and made recommendations to the Minister Assisting the Prime Minister for the Status of Women (Aust, OSW 2003). The composition of this Advisory Group consisted of two representatives from the Department of Prime Minister and Cabinet (one from the Office of the Status of Women and one from the Office of Indigenous Policy) and nine Indigenous representatives from Australian or State/Territory government departments, ATSIC councils or non-government Indigenous organizations.

Members of the Advisory Group were provided with terms of reference (Aust, OSW: 2000D) by the OSW, which provided that the Advisory Group would consider each application on a merit basis according to the Guidelines, having particular regard of the programme’s objectives, key principles, eligibility and selection criteria. The Group were required to consider the activities and budgets of the project proposals and to identify possible revisions if proposals exceeded the grant ceiling. It was asked to reach a consensus in the prioritisation of projects, contributing on the basis of their individual expertise, declaring any conflict of interest (and abstaining from participation in such cases) and ensuring complete confidentiality. (Aust, OSW 2000E.)

(During 2000 and 2001 this Advisory Group maintained a significant continuity of its membership and met to consider applications for grants in two further funding rounds.)

Of the 68 applications shortlisted, the Advisory Group recommended 31 for approval by the Minister. The following table compares the number and value of those applications that were recommended to those which were not recommended. (Aust, OSW: 2004)

Table 1.1: Number and value of NIFVGP Round 1 applications that were recommended/not recommended for funding (GST incl).

<table>
<thead>
<tr>
<th>Recommended Projects</th>
<th>NSW</th>
<th>NT</th>
<th>QLD</th>
<th>SA</th>
<th>TAS</th>
<th>VIC</th>
<th>WA</th>
<th>TOTAL</th>
</tr>
</thead>
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<td>Projects Not Recommended</td>
<td>9</td>
<td>11</td>
<td>7</td>
<td>4</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>37</td>
</tr>
<tr>
<td>Value of Projects Recommended</td>
<td>$211,000</td>
<td>$235,000</td>
<td>$464,124</td>
<td>$263,384</td>
<td>$0</td>
<td>$249,280</td>
<td>$690,999</td>
<td>$2,095,787</td>
</tr>
<tr>
<td>Not Recommended</td>
<td>$871,545</td>
<td>$1,284,443</td>
<td>$692,599</td>
<td>$346,325</td>
<td>$135,270</td>
<td>$406,000</td>
<td>$55,000</td>
<td>$3,791,182</td>
</tr>
<tr>
<td>TOTALS: Number</td>
<td>13</td>
<td>13</td>
<td>13</td>
<td>10</td>
<td>2</td>
<td>7</td>
<td>10</td>
<td>68</td>
</tr>
<tr>
<td>Value</td>
<td>$1,082,545</td>
<td>$1,519,443</td>
<td>$1,138,723</td>
<td>$609,709</td>
<td>$135,270</td>
<td>$655,280</td>
<td>$745,999</td>
<td>$5,886,969</td>
</tr>
</tbody>
</table>

The following numbers and values of grant applications were finally approved for Round 1:

Table 1.2: Number and value of approved grants under NIFVGP Round 1 (GST incl).

<table>
<thead>
<tr>
<th>Number:</th>
<th>NSW</th>
<th>NT</th>
<th>QLD</th>
<th>SA</th>
<th>VIC</th>
<th>WA</th>
<th>TOTAL</th>
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<td>Amount:</td>
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<td>$474,430</td>
<td>$285,329</td>
<td>$257,048</td>
<td>$824,977</td>
<td>$2,478,508</td>
</tr>
</tbody>
</table>

6. P.c. V.B., OSW, 12/12/03.
7. The Advisory Group met on 22 and 23 June 2000 for Round 1; 19 September 2001 for Capacity Building; on 2 October 2001 for Major Projects in Round 2; and 24 September 2002 for Round 3 (E-mail communications, L.Mc, OSW 12/2/04).
Funding Agreements

Letters of offer were sent to grantee organisations in November 2000. These enclosed formal funding agreements. The initial part-payment of grants was made conditional upon the return of signed agreements, and the schedules for subsequent payments were linked to reporting milestones. Due dates were fixed for progress and final reports. The number of required progress reports varied according to the scale and complexity of the project. Schedules of activities and milestone dates were also appended to the funding agreements including expected qualitative short-term and long-term outcomes, key deliverables and expected links to be made with other organisations. (Note that grant recipients are often referred to in the current report as Indigenous Service Providers or ISPs.)

**Typical Example of Schedules for an NIFVGP contract between OSW and an Indigenous Service Provider**

**Schedule 1 Project Details**

*Project Title: Families Against Violence*

Project Aims and Objectives: The project aims to develop a strategy to reduce family violence in the community

*Project Activities and Dates for achievement*

- Advertise positions of project worker and facilitator 9 November 2001
- Hold interviews and appoint successful applicants 19 November 2001
- Access and collect information and organise community meeting 30 November 2001
- Community meeting and first meeting of steering committee 7 December 2001
- 2nd and 3rd meeting of steering committee - discussion and development of draft strategy 14 December 2001
- Meeting with other stakeholders 21 December 2001
- Prepare first draft 18 January 2002
- Organise meetings for following weeks and report to management committee 25 January 2002
- 4th meeting of steering committee - discuss draft 1 February 2002
- 5th and final meeting of steering committee - discuss 8 February 2002
- Present final draft strategy at community meeting 15 February 2002
- Finalise strategy and report to management committee 1 March 2002
- Write up final report OSW 8 March 2002
- Final report to management committee 15 March 2002
- Write up submission 30 March 2002

**Schedule 2 Funding**

*Total funding: $30,000 plus $3,000 GST (total $33,000)*

*Milestones and Grant Payments*

- Return to OSW of signed copies of Funding Agreement $15,000 plus $1,500 GST ($16,500)
- Receipt by OSW by 15 February 2002 of satisfactory Progress Report, which will report on activities completed to 1 February 2002 $12,000 plus $1,200 GST ($13,200)
- Receipt by OSW by 30 March 2002 of satisfactory Final Report, which will report on activities completed to 15 March 2002 $3,000 plus $300 GST ($3,300)

**Schedule 3 - Reporting requirements and due dates**

- Progress Report 15 February 2002 - See attached guidelines
- Final Report 30 March 2002 - Guidelines for final report will be provided at a later date
- Mentoring Ongoing - Work with OSW Mentoring consultant on project progress, outcomes and evaluation
- Audit Report - In accordance with clause 5.2 of the Funding Agreement
Appointment of a Consultant to assist with the NIFVGP

In April 2001 the consulting firm of Paul Memmott & Associates (PMA) [the authors of this report] were appointed to provide services under the PADV Mentoring and Evaluation Scheme. PMA's specific role was to “… assist projects funded under the National Indigenous Family Violence Grants Programme by supporting organisations in evaluating projects and documenting good practices emerging from activities, and to facilitate networking between organisations.” PMA was informed that it would be guided in its role by an Advisory Group to be established by the PADV Taskforce.

A few months prior to PMA’s appointment under the Mentoring and Evaluation Scheme a report written by this firm entitled “Violence in Indigenous Communities” had been released by the then Minister, Senator the Hon. Amanda Vanstone in her capacity as Commonwealth Attorney-General. That report comprised a review of literature on Indigenous family violence, an appraisal of existing research and intervention programmes, and a report on consultation with a wide range of stakeholders. The report included key Indigenous priorities for action which had been assembled both from the literature and stakeholder consultations. PMA’s capacity to take on its role in the NIFVGP partly arose from its experience in researching this national report (Memmott et al 2001).

PMA’s role included the establishment of a mentoring scheme which would provide both metropolitan, rural and remote area consultation to support organisations receiving funding under the NIFVGP. PMA’s objectives were to provide the Indigenous Service Providers with practical assistance with project management, monitoring and self-evaluation, to facilitate information sharing directly between Indigenous organisations, to encourage the wider implementation of good practice models to improve service delivery, and to assist organisations document case studies of their grant projects. To assist in achieving these objectives, PMA engaged four Mentors who would interface with and provide support for the grant recipients. Other support for ISPs included the preparation of a set of Work Notes, development of a website, monitoring and reading ISPs’ reports, and travel by Mentors to visit ISPs. Some contract variations were also required of PMA; firstly to carry out intervention visits to several dysfunctional projects in order to strengthen their viability; secondly to prepare an evaluation report of the NIFVGP (the current report); and thirdly to re-build and update the website at the conclusion of the NIFVGP so that it would be available for ongoing usage by ISPs and others.

The Rekindling Family Relationships Forum

In addition to the Walking Into Doors Campaign, a second Indigenous violence initiative was funded from PADV1 as a prelude to the NIFVGP. At a budgeted cost of $300,000 (GST excl.), the Rekindling Family Relationships Forum was to be held in Adelaide, and developed by a national Indigenous Working Group supported by OSW and members of the National PADV Taskforce. Other partners who sponsored the Forum were the Commonwealth Attorney-General’s Department and the South Australian Departments of Aboriginal Affairs and Human Services (OSW et al 2001). OSW had first held a planning workshop with Indigenous representatives from all States and Territories to plan the agenda and select the key speakers. They had then nominated whom they thought should be members of a smaller working group responsible for carrying out the actual planning of the forum. It was decided that the Forum be attended mainly by invitation. Of high priority for attendance were the recipients of NIFVGP Round 1 grants.
Every effort was made to have the majority of participants be of Indigenous identity. OSW had considered the percentage of the Indigenous population in every State and had tried to achieve a balanced level of attendance. OSW also provided sponsorship to help Indigenous people to attend. The aim was to have a forum that was designed, run and addressed by Indigenous people.8

The Forum, held in Adelaide between 9 and 11 April 2001, was attended by more than 350 Indigenous men and women from all parts of Australia, together with non-Indigenous policymakers and service providers. PMA’s sub-contracted Mentors attended the Forum to meet with the Round 1 NIFVGP grant recipients and establish their mentoring relationships.

The following summary of Forum outcomes is taken directly from the Forum Report (Aust, OSW 2001C) and outlines its recommendations:

(a) **Proposed National Strategic Framework for Indigenous Family Violence**

The following nine priorities derived from the Forum provided a proposed national strategic framework for the National Indigenous Family Violence Programme:

1. Counselling programmes, so all communities have access to culturally appropriate counsellors, who are trained in the areas of grief and family violence;
2. Coordination of all Indigenous Programmes and Grants, with continued funding to the ‘grass roots’ programmes putting money directly into the communities;
3. Examination of long-term solutions after evaluation of projects and, if successful, continued funding for periods of 10 years with regular reviews;
4. Work on education programmes where curriculum is developed to educate and inform all children in primary schools on Indigenous history and culture, with particular emphasis in those schools with Indigenous students;
5. Commonwealth, State and Territory Governments to develop joint approaches to funding, so that a holistic approach can be adopted;
6. Examination of Victorian Health’s Indigenous Strategies to see if they are easily transferable to other States and Territories;
7. Development of culturally appropriate training packages for Police, Detention Centre Staff, Teaching Staff, Youth Centres and Health Centres;
8. Implementation of principles enshrined in existing Reports, eg Stolen Generation, Royal Commission Investigation into Aboriginal Deaths in Custody; and
9. Examination of the design of a Community Awareness Campaign that will inform and educate all Australians on Indigenous history and culture, in order to promote the health and wellbeing of Indigenous Families and Communities, and to generate cultural pride and revitalisation.

(b) **Proposed Elders Network and Community Led Local Solutions**

A second major recommendation from the Forum was to examine the viability of a national Elders Network, which would include males and females who would meet regularly to discuss problems and solutions. Communities would nominate Elders to be included in this Network. As a voice to Government, they would report to Ministers, policymakers and leaders on community

8. V.B., OSW, personal communication 12/12/03.
solutions to community problems. A national Network of Elders could then relay information back to the communities. They could mentor youth within the communities with Indigenous Youth Networks being established and designed to feed information back and forth.

(c) Proposed Forums and Showcasing
Regional, State and National Forums were to be held that would work with State and Territory Governments and respond to community visions. They would provide opportunities for people to see the projects that were working in Indigenous Communities. Reports and findings were to be made readily available to all. Awareness Workshops were to be held in communities, allowing open talk about family violence and ways to reduce it.

(d) Proposals to address the Impact of Substance Abuse and to mount a Holistic Approach
The Forum called for recognition of the role of alcohol and other substances as triggers in family violence and sought to adopt a holistic approach to addressing the problem. Whole-of-family approaches were to be encouraged, encompassing males, females and children. An increase in available Men’s Programmes was requested. It was also requested that funding and resources be applied proportionately to the need and size of the problem in Indigenous communities throughout Australia.

Copies of the of the Rekindling Relationships Forum Report and its recommendations were distributed by OSW to National and State political leaders (government & opposition), Women’s and Aboriginal Affairs Ministers, the MCATSIA Working Party and all of the delegates that attended the Forum (Aust, OSW 2001C:7,8). It is to be noted that most of the recommendations were not implemented as part of the NIFVGP, a point that shall be returned to in due course. Nevertheless the Forum had a strong impact on the start of the NIFVGP (see discussion in Chapter 2).

Description of Round 2 of the NIFVGP
In July 2001 OSW invited applications for Round 2 projects9 for the NIFVGP. These were to be either Capacity Building Projects or larger Major Projects. Separate Guidelines and application forms were made available for these two categories (applications were required by 31 August 2001.) (Aust 2001A, B, 2002.)

Capacity Building Projects
Capacity Building grants in the range of $10,000 to $30,000 (excl. of GST) were available for Indigenous non-government organizations to work with local communities to identify factors that contributed to family violence. It was envisaged that these organizations would develop community strategies to address the problem, using holistic, sustainable and culturally appropriate responses, with the ultimate aim of strengthening the capacity of individuals, families and local community to reduce levels of family violence. (Aust, OSW 2001B:2.)

The Programme Objectives for Capacity Building Projects reflected those of the Programme as a whole (see earlier) and were as follows:
- Promoting and supporting community based organisations to develop community based ways of reducing and preventing family violence in Aboriginal and Torres Strait Islander communities.

9. Note that the ‘Rounds’ were also referred to as ‘Stages’ in the OSW literature and discourse.
- Supporting projects with a holistic approach, which address the social, emotional and cultural well-being of the whole community and include, where appropriate, traditional approaches to family relationships including traditional lore.

- Supporting effective solutions which involve all elements of the community, reflecting the important roles of men, women, children, Elders and community leaders.

- Increasing the skills of communities in understanding, preventing and responding to family violence, leading to stronger communities which are able to respond effectively to family violence, including through mentoring and evaluation.

- Fostering collaboration between local agencies and community based organisations in the prevention of family violence, including through mentoring and evaluation.

- Gathering information on a range of innovative and culturally appropriate responses to family violence that can inform government policy and other community organisations working to reduce family violence. (Aust, OSW 2001B:3.)

The Selection Criteria for the Capacity Building grants were as follows:

1. That the project was in accordance with the objectives of the National Indigenous Family Violence Grants Programme.

2. That the project would:
   - involve the community in effective consultations to identify contributing factors and priorities for action in relation to family violence; and
   - result in a well-developed and effective strategy, endorsed by the community, to reduce the level of family violence by rekindling family relationships.

3. That the project did not establish services that required ongoing funding after the NIFVGP funding period.

4. That the project would involve all elements of the community including men, women and children.

5. That the applicant was an Indigenous non-government organisation, which was a legal entity or sponsored by a legal entity.

6. That the applicant was locally-based, had a high degree of credibility in the local community, and had declared any possible or existing conflict of interest.

7. That the applicant could demonstrate relevant experience in relation to domestic violence issues and/or community development work or, as part of the project, would employ someone with this experience.

8. That the applicant had experience in project management or, as part of the project, would employ someone with this experience.

9. That the applicant had experience in grants management, would be sponsored by an organisation with demonstrated credibility in the administration of grants, or would employ someone with this experience.

10. That the applicant demonstrated a willingness to work collaboratively with government and other local agencies in the development of a community strategy. (Aust, OSW 2001B:4.)

**Major Projects**

OSW offered grants in the range of $30,000 to $150,000 (excl. of GST) to assist Indigenous non-government organizations to work with local communities to implement major projects that would reduce the level of family violence through the implementation of holistic, sustainable
and culturally appropriate strategies thereby strengthening the capacity of individuals, families and the local community to address family violence issues. The same Conditions and Objectives applied as for Capacity Building projects. (Aust, OSW 2002:2.)

Additional Selection Criteria were specified for Major Projects above those for Capacity Building Projects and were as follows:

1. That the project was in accordance with the objectives of the National Indigenous Family Violence Grants Programme [as specified for Capacity Building Projects].
2. That the applicant would work with the local community to implement a time-limited, developmental project which would implement elements of community strategies to reduce family violence, as identified in their 2001-2002 Capacity Building Project.
3. That the project would have benefit beyond the NIFVGP funding period.
4. That the project was innovative in the local community.
5. That the project had been/would be initiated, planned and implemented by a core group of local people representative of the diversity of the community.
6. That the applicant could demonstrate experience in project management including self-documentation and self-evaluation.
7. That the applicant would actively involve the local community in the evaluation of the project. (Aust, OSW 2002:2.)

Grant Applications in Round 2

The following table shows the number and value of eligible Capacity Building and Major Projects applications considered by the Advisory Group in Round 2. Details of the number and value of Capacity Building projects recommended to the Minister by the Group are also shown.

Table 1.3: Number and value of Capacity Building and Major Project Grant applications in the NIFVGP Round 2 (by State, GST incl.)

<table>
<thead>
<tr>
<th></th>
<th>NSW</th>
<th>NT</th>
<th>QLD</th>
<th>SA</th>
<th>VIC</th>
<th>WA</th>
<th>TAS</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Capacity Building</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number Value</td>
<td>8</td>
<td>5</td>
<td>13</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>-</td>
<td>38</td>
</tr>
<tr>
<td>Applications Shortlisted &amp; Considered by Advisory Group</td>
<td>$218,587</td>
<td>$148,093</td>
<td>$302,836</td>
<td>$38,556</td>
<td>$107,918</td>
<td>$127,932</td>
<td>-</td>
<td>$997,622</td>
</tr>
<tr>
<td>Number Value</td>
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<td>3</td>
<td>4</td>
<td>2</td>
<td>4</td>
<td>4</td>
<td>-</td>
<td>20</td>
</tr>
<tr>
<td>Applications Recommended by Advisory Group</td>
<td>$91,230</td>
<td>$89,000</td>
<td>$97,700</td>
<td>$44,550</td>
<td>$107,930</td>
<td>$121,250</td>
<td>-</td>
<td>$551,660</td>
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<td><strong>Major Projects</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number Value</td>
<td>7</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>3</td>
<td>8</td>
<td>1</td>
<td>26</td>
</tr>
<tr>
<td>Applications Shortlisted &amp; Considered by Advisory Group</td>
<td>$809,066</td>
<td>$125,000</td>
<td>$593,341</td>
<td>$369,000</td>
<td>$474,645</td>
<td>$951,637</td>
<td>$76,000</td>
<td>$3,322,689</td>
</tr>
<tr>
<td>Number Value</td>
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<td>3</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>Applications Recommended by Advisory Group</td>
<td>$785,316</td>
<td>$388,833</td>
<td>$433,974</td>
<td>-</td>
<td>-</td>
<td>$230,790</td>
<td>$76,000</td>
<td>$1,864,913</td>
</tr>
<tr>
<td><strong>Total Number Considered</strong></td>
<td>15</td>
<td>6</td>
<td>17</td>
<td>6</td>
<td>7</td>
<td>13</td>
<td>1</td>
<td>65</td>
</tr>
<tr>
<td>Total Value</td>
<td>$1,027,653</td>
<td>$273,093</td>
<td>$896,177</td>
<td>$407,556</td>
<td>$582,563</td>
<td>$1,079,569</td>
<td>$76,000</td>
<td>$4,320,311</td>
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</tbody>
</table>

A total of 20 Capacity Building grants were approved by the Minister for Round 2 to a total value of $603,416, ranging between $2,970 and $38,500; and a total of 16 Major Project grants were approved to a total value of $2,192,044, ranging between $79,200 and $170,676 (all figures incl. of GST).
Table 1.4: Number and Value of Grants finally approved in the NIFVGP Round 2 (by State, GST incl.)

<table>
<thead>
<tr>
<th></th>
<th>NSW</th>
<th>NT</th>
<th>QLD</th>
<th>SA</th>
<th>VIC</th>
<th>WA</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity Building</td>
<td>Number</td>
<td>Value</td>
<td>Number</td>
<td>Value</td>
<td>Number</td>
<td>Value</td>
<td>Number</td>
</tr>
<tr>
<td>Number</td>
<td>3</td>
<td>$100,353</td>
<td>3</td>
<td>$97,900</td>
<td>4</td>
<td>$107,470</td>
<td>2</td>
</tr>
<tr>
<td>Value</td>
<td>$100,353</td>
<td></td>
<td>$97,900</td>
<td></td>
<td>$107,470</td>
<td></td>
<td>$48,895</td>
</tr>
<tr>
<td>Major Projects</td>
<td>Number</td>
<td>Value</td>
<td>Number</td>
<td>Value</td>
<td>Number</td>
<td>Value</td>
<td>Number</td>
</tr>
<tr>
<td>Number</td>
<td>6</td>
<td>$865,150</td>
<td>3</td>
<td>$372,900</td>
<td>3</td>
<td>$477,276</td>
<td>1</td>
</tr>
<tr>
<td>Value</td>
<td>$865,150</td>
<td></td>
<td>$372,900</td>
<td></td>
<td>$477,276</td>
<td></td>
<td>$82,830</td>
</tr>
<tr>
<td>Total Number</td>
<td>9</td>
<td>$965,503</td>
<td>6</td>
<td>$470,800</td>
<td>7</td>
<td>$584,746</td>
<td>3</td>
</tr>
<tr>
<td>Total Value</td>
<td>$965,503</td>
<td></td>
<td>$470,800</td>
<td></td>
<td>$584,746</td>
<td></td>
<td>$131,725</td>
</tr>
</tbody>
</table>

In May 2002, PMA, the Mentoring and Evaluation Consultant to OSW, was appointed to provide a range of services for Round 2 projects similar to those it provided for Round 1 projects. In addition, PMA was contracted to carry out an Evaluation Study of the entire NIFVGP Programme, incorporating an investigation of both (i) the performance of the individual Indigenous grant recipients or service providers (ISPs), and (ii) the OSW’s overall project design and success in fulfilling its goals.

**Description of Round 3 of the NIFVGP**

Applications for Round 3 funding for Major Projects ($30,000 to $150,000 excl. of GST) were called for in July 2002 (Aust, OSW 2002), and were to be executed between 2002 and 2004. However, unlike Rounds 1 and 2, which were publicly advertised, invitations to apply for Round 3 grants were extended only to Indigenous organizations that had received Capacity Building grants in Round 2 and submitted acceptable Final Report to OSW on completion of their projects. These requirements limited the number of invitees to 15.

Whereas the purpose of the Capacity Building Project grants ($10,000 to $30,000) had been to assist Indigenous non-government organisations to work with local communities to identify factors contributing to family violence and develop a community strategy to address the problem, the purpose of the 2002-2004 Major Project grants was to assist organisations to work with local communities to implement projects that would actually reduce the level of family violence. Funding was to support the implementation of holistic, sustainable and culturally appropriate projects that strengthened the capacity of individuals, families and the local community to address this issue. (Aust, OSW 2002.)

Table 1.5: Number of eligible applicants for Round 3 NIFVGP grants, and number and value of applications that were recommended/not recommended for funding (by State, incl. of GST)

<table>
<thead>
<tr>
<th></th>
<th>NSW</th>
<th>NT</th>
<th>QLD</th>
<th>SA</th>
<th>VIC</th>
<th>WA</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. eligible applicants</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>15</td>
</tr>
<tr>
<td>No. rec'd projects</td>
<td>-</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>No. projects not rec'd</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Value rec'd projects</td>
<td>-</td>
<td>$330,693</td>
<td>-</td>
<td>-</td>
<td>$300,866</td>
<td>$631,559</td>
<td></td>
</tr>
<tr>
<td>Value projects not rec'd</td>
<td>-</td>
<td>$31,790</td>
<td>-</td>
<td>-</td>
<td>$125,070</td>
<td>$160,853</td>
<td>$317,713</td>
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<tr>
<td>TOTALS REC'D No.</td>
<td>-</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Value</td>
<td>-</td>
<td>$362,483</td>
<td>-</td>
<td>-</td>
<td>$125,070</td>
<td>$461,719</td>
<td>$949,272</td>
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</table>
Once again the assessment of applications was carried out by the Advisory Group, in accordance with the same criteria used for Round 2 Major Grant applications. A total of seven applications were received and of these, four grants were awarded in the range of $123,200 to $173,393 (incl. of GST).

Table 1.6: Number and value of grants finally approved in the NIFVGP Round 3 (by State, incl. of GST)

<table>
<thead>
<tr>
<th>State</th>
<th>Number</th>
<th>Value (incl. GST)</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td>-</td>
<td>$330,693</td>
</tr>
<tr>
<td>NT</td>
<td>2</td>
<td></td>
</tr>
<tr>
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<tr>
<td>VIC</td>
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<tr>
<td>WA</td>
<td>2</td>
<td>$273,515</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4</td>
<td>$604,208</td>
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</tbody>
</table>

Further variations to PMA's contract were made to secure similar services for Round 3 as were provided in previous grant rounds.

Description of Round 4 of the NIFVGP
During late 2003 it had become apparent to OSW officers that some surplus funds were accruing in the NIFVGP and it was decided to call a fourth round of grant applications. Round 4 was also by invitation and involved seven ISPs who had performed well throughout the Programme. Letters of invitation for Major Project Grants were dispatched in November with a requirement that any successful applicant would have to complete their project by 31st May 2004 and acquit their funds by 30 June 2004, which was the completion date for the NIFVGP stream of PADV. No limit was placed on the size of the grant that could be applied for.

In terms of monetary value, Round 4 was the smallest of the NIFVGP Rounds. The selection criteria for Round 4 were similar to those applied to Rounds 2 and 3 Major Projects. However, unlike Rounds 1 to 3, the Advisory Group was not used to assess and rank the Round 4 grant applications. Rather a panel consisting of OSW and Department of Prime Minister and Cabinet staff, and Paul Memmott (of PMA) carried out this task.

Table 1.7: Number of invited applicants for Round 4 NIFVGP grants, and number and value of applications that were recommended/not recommended for funding (by State, incl. of GST)

<table>
<thead>
<tr>
<th>State</th>
<th>No. invited applicants</th>
<th>No. rec’d projects</th>
<th>No. not rec’d projects</th>
<th>Value rec’d projects</th>
<th>Value not rec’d projects</th>
<th>Totals for rec’d projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>$117,624</td>
<td>$105,049</td>
<td>$376,660</td>
</tr>
<tr>
<td>NT</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>$27,170</td>
<td>$117,624</td>
<td>$144,800</td>
</tr>
<tr>
<td>QLD</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>$60,654</td>
<td>$67,162</td>
<td>$127,816</td>
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<tr>
<td>SA</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>$21,195</td>
<td>$60,654</td>
<td>$81,849</td>
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<tr>
<td>VIC</td>
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<td>2</td>
<td>1</td>
<td>$67,162</td>
<td>$164,703</td>
<td>$231,865</td>
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<tr>
<td>WA</td>
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<td>2</td>
<td>1</td>
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<td>$27,170</td>
<td>$94,332</td>
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<td>7</td>
<td>7</td>
<td>$211,957</td>
<td>$376,660</td>
<td>$588,617</td>
</tr>
</tbody>
</table>

A total of six applications were received and of these, four grants were awarded in the range of $26,400 to $58,300 (incl. of GST).

Table 1.8: Number and value of grants finally approved in the NIFVGP Round 4 (by State, incl. of GST)

<table>
<thead>
<tr>
<th>State</th>
<th>Number</th>
<th>Value (incl. GST)</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW</td>
<td>-</td>
<td>$101,530</td>
</tr>
<tr>
<td>NT</td>
<td>2</td>
<td>$27,170</td>
</tr>
<tr>
<td>QLD</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>VIC</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>WA</td>
<td>4</td>
<td>$58,300</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4</td>
<td>$187,000</td>
</tr>
</tbody>
</table>

Due to the occurrence of Round 4 at the very end of the NIFVGP, these projects have not been included in the more detailed evaluations carried out in this report. Nor were mentoring and evaluation services contracted by OSW from PMA, for the same reason.
Budget Analysis
The Overall budget for the NIFVGP (1999-2004) was $6 million (excl. of GST). This was expended in the following manner:-

- Round 1 Grants $2,253,189
- Round 2 Grants $2,541,327
- Round 3 Grants $549,280
- Round 4 Grants $170,000
- Mentoring Services (incl. website) $413,460
- Intervention contracts (dysfunctional projects) $49,857
- Major refurbishment of website at conclusion of NIFVGP $19,915
- Evaluation Report $56,652

Total (excl. of GST): $6,053,680

It can be seen that the large majority of grant funding (almost $4.8 million) occurred in Rounds 1 and 2, the two publicly advertised Rounds of the NIFVGP. It should also be noted that the expenditure ratio between mentoring services and grants was 7.5%.

Summary
NIFVGP Principles
Embedded in the design of the NIFVGP is a constellation of related and culturally specific principles comprising: (a) cultural appropriateness; (b) support for community-based organizations and initiatives - a local focus; (c) embracing all segments of the Indigenous community; (d) increasing community capacity and leadership to respond to violence; (e) embracing Indigenous culture and identity; and (f) enhancing family relationships. We can refer to this constellation as a culturally grounded approach or programme ideology.

By seeking to embrace all segments of the community and enacting a range of programme types and processes (both preventative and interventionist) related to family violence, the principle of a holistic approach is also emphasised.

A third key principle of the NIFVGP was its emphasis on fostering collaborations between local community-based Indigenous organizations and other agencies both in the government (all levels) and non-government sectors (e.g., Universities, industry). This links to an earlier set of NIFVGP principles (defined on page 6) in that a corollary is to improve non-Indigenous organizations’ understanding of and commitment to working with Indigenous cultural groups and approaches.

These key NIFVGP principles were thoroughly embedded in the vision, aims, and granting criteria of the Programme. We shall return to them throughout the remainder of this evaluation report.

NIFVGP Expenditure
Of the $6 million NIFVGP budget, approximately $5.5 million was allocated to ISP grants whilst the balance paid for Mentoring and intervention services, production of the current evaluation report and for a major rebuild of the NIFVGP website at the conclusion of the Programme. What remains uncosted is the value of the administration services provided by OSW, which are not included in the $6 million. Furthermore, the costs of the Walking Into Doors Campaign and the National Forum were drawn from PADV1 as a prelude to the NIFVGP and therefore were not paid from the NIFVGP budget.

Several maps of Australia follow. The first (Figure 3) shows the places from which grant applications were received during Rounds 1 and 2; the publicly advertised Rounds of the NIFVGP.
This map indicates the geographic extent of interest in NIFVGP funding. The second map (Figure 4) shows the geographic distribution of approved NIFVGP projects in all Rounds (1, 2, 3 & 4). The following table summarizes the numbers of eligible grant applications received by OSW in each round of the NIFVGP, those approved for funding, and their total value.

**Table 1.9: Summary of numbers of eligible Grant applications received and value of those approved for the NIFVGP**

<table>
<thead>
<tr>
<th>Round</th>
<th>Eligible Applications</th>
<th>Approved Grants</th>
<th>Value of approved grants excl of GST</th>
<th>Value of approved grants incl of GST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Round 1 (publicly advertised)</td>
<td>68</td>
<td>30</td>
<td>$2,253,189</td>
<td>$2,478,508</td>
</tr>
<tr>
<td>Round 2 (publicly advertised)</td>
<td>64</td>
<td>36</td>
<td>$2,541,327</td>
<td>$2,795,460</td>
</tr>
<tr>
<td>Round 3 (invited)</td>
<td>14</td>
<td>4</td>
<td>$549,280</td>
<td>$604,208</td>
</tr>
<tr>
<td>Round 4 (invited)</td>
<td>7</td>
<td>4</td>
<td>$169,323</td>
<td>$186,255</td>
</tr>
<tr>
<td>Totals</td>
<td>154</td>
<td>74</td>
<td>$5,513,119</td>
<td>$6,064,431</td>
</tr>
</tbody>
</table>

The total value of the 74 approved projects was $5,513,119 with an average value of $74,502 (excl. of GST).

**Note on project nomenclature**

In this Evaluation Report the successful recipients of NIFVGP grants are referred to as Indigenous Service Providers or ISPs. In order to preserve anonymity when analysing ISP performance, each ISP has been identified using a unique reference index which combines their home State and an identifying number, for example: NSW4, WA10 in the case of Round 1; and NSW CB16 and WA MP21 in the case of Round 2, where ‘CB’ refers to ‘capacity building’ and ‘MP’ refers to ‘major project’.
Figure 3: Origins of eligible NIFVGP Grant Applications for Rounds 1 & 2 (which were publicly advertised), showing the centres of interest in the National Indigenous Family Violence Grants Programme.
Figure 4: Distribution of the 74 NIFVG Grants by Location of Recipients (Funding Rounds 1, 2, 3 & 4)
Figure 5: Distribution and relative size of Indigenous population in Indigenous locations, rural towns and urban centres in Australia, at the time when PADV was being planned (based on “Urban Centre and Locality” classification of National Census) (ABS, CData 1996).
CHAPTER 2: EVALUATION OF THE NIFVGP PROJECT DESIGN AND ADMINISTRATION

Introduction

This Chapter aims to evaluate the design and administration of the overall NIFVGP Programme, as distinct from the efforts and achievements of the Indigenous organizations (ISPs) that received funding (the latter is the subject of Chapters 3 and 4).

In this chapter we shall consider each of the following components of the NIFVGP:

• The Indigenous Advisory Group.
• The NIFVGP funding distribution method.
• The Walking into Doors Campaign (not strictly a component of NIFVGP - see below).
• The National Forum for the NIFVGP.
• The Mentoring Workshop at the National Forum.
• Programme administration by OSW.
• The Mentoring Service by PMA.
• The Work Notes for ISPs.
• Intervention Processes in Dysfunctional Projects.
• The NIFVGP Website.
• The overall project design.

Each section in this chapter will combine further descriptive material on these Programme components additional to that contained in Chapter 1, with evaluative analysis and critical comment. It should be noted that the Walking into Doors Campaign was actually part of PADV Stage 1 and not strictly a component of the NIFVGP (PADV Stage 2). And the National Forum was funded both from the NIFVGP and the wider PADV initiative. However, both of these events became so closely allied with the start of the NIFVGP that they deserve inclusion in the evaluation study.

The Indigenous Advisory Group

OSW reported difficulty in forming an Advisory Group with a membership independent of government and involving a balanced range of representatives with both wider involvement in the Indigenous violence sector and the required expertise to contribute to the group. An Advisory Group was eventually formed, but it only operated for the purposes of the grant allocation process and was never available after this for Programme monitoring or, for example, to OSW and PMA for consultation, advice and leadership on critical issues. Advisory Groups for other PADV streams were based around consultancies; that is to say the stream was administered by a consultant on behalf of OSW. In these circumstances it was easier for the Advisory Group to facilitate and interface with the Programme via the consultant. Given the absence of Indigenous staff actively involved in OSW’s administration of the contract, it can be argued that the failure to implement an active hands-on Advisory Group for the Indigenous stream was a factor impeding the development of a culturally grounded approach at the administration level of the Programme.

The NIFVGP funding distribution method and its potential impacts

Despite the above shortcoming, OSW was keen to heed the advice of the Indigenous representatives on the Advisory Group to ensure that they had a key role in the grant selection process and some ownership of the process, even if it was limited to this one aspect. For this reason, OSW staff consciously decided to be ‘hands off’ in the grant selection process. The Indigenous people who participated in the selection process, whether from the government or non-government sectors, all
had a background in or knowledge of family violence.

Using the following criteria, we shall consider how grants were allocated by the Advisory Group during the two publicly advertised Rounds (1 and 2) of the NIFVGP:

- (a) Funding distribution by Family Violence Programme Type,
- (b) Funding distribution by State,
- (c) Funding distribution by Settlement Type, and
- (d) Funding distribution by Centres and Regions.

(a) Funding Distribution by Family Violence Programme Type

In this section of the Evaluation Report we consider how the funding was directed in relation to types or categories of Indigenous Family Violence. Two classification systems for Indigenous violence were considered for analysis. In the first, violence in Indigenous communities has been classified into twelve types (Memmott et al 2001:36) as follows: spouse assault, homicide, rape and sexual abuse, child violence, suicide, self-injury, same-sex, one-on-one adult fighting, intergroup violence, psychological abuse, economic abuse, cyclic violence, and dysfunctional community syndrome.

The intention was to analyse programmes according to the targeted type of violence using the above classification, however, almost all of the NIFVGP projects have targeted a wide but unspecified range of violence types. Further to this, most ISPs have not reported clearly on which particular types of violence they were targeting. A coarser-grain set of categories was then employed, also drawn from Memmott et al (2001), and involving the following categories: Early Reactive, Late Reactive, Early Proactive and Late Proactive Programmes. These four types are defined as follows:

1. **Early Reactive Programmes**: Are implemented during or immediately after the occurrence of a violent incident, but usually prior to any police prosecution. They include such methods as (i) Night Patrols; (ii) Youth suicide intervention strategies, and (iii) Women’s refuges.

2. **Late Reactive Programmes**: Are implemented some time after an act of violence has occurred and are preoccupied with resolving the negative outcomes of that violence. These programmes include such methods as (i) mediation and conflict resolution (eg ‘trouble meetings’), (ii) counselling and group therapy (eg men’s group, social-emotional wellbeing), (iii) Justice Group meetings, and (iv) offenders’ alternate programmes (prison-based).

3. **Early Proactive Programmes**: Aim to counter any likelihood of violence as early as possible on the assumption that there is some risk of violence occurring in the long-term future and that all members of a community need to be equipped to deal with such. These proactive programmes comprise: (i) diversionary activities aimed at preoccupying people with worthwhile pursuits; (ii) education methods, which can target all age groups from infancy; (iii) the promotion of definitions of acceptable and non-acceptable behaviour; (iv) the training of Indigenous Violence Counsellors to ensure resourced personnel are available in communities to counter any prospects of violence; and (v) alcohol management strategies.

4. **Late Proactive Programmes**: Occur prior to a violent incident, being triggered by signs of imminent violence and thus targeted at at-risk persons. These programmes include: (i) mediations in disputes; (ii) group therapy and counselling; and (iii) night patrols and wardens. Many of these methods are similar to those described in (1) and (2) but they are targeted at a different...
Types of Australian Indigenous violence in the late 20th century as described in “Violence in Indigenous Communities” (Memmott et al 2001: Sect 2).

1. **Spouse assault:** typically alcohol is a contributing factor; police are frequently called to couples in conflict but their response and involvement is minimal; there has frequently been a prior conviction and gaoling of the offender; the victim has typically tried many strategies including a women’s shelter, restraining orders and separation; the relationship is characterised by repeated abuse and reconciliation; in-laws may defend the offender; assaults may continue for years or end only when the victim dies; in up to 60% of cases a weapon may be used by the offender.

2. **Homicide:** occurs (both as victim and offender) at about 10 times the non-indigenous rate; most frequently, as with other factors of disadvantage (suicide, low life expectancy, high unemployment, poor education), in remote communities; correlated with high rates of alcohol abuse and family violence; women in communities are dying as a result of violence at a rate which exceeds the level of Aboriginal deaths in custody.

3. **Rape & sexual abuse:** reportedly increasing in frequency and intensity (e.g., group rape) in some communities; one estimate asserts that 80% of young Aboriginal females involved with the criminal justice system have been sexually abused and that 50% of children involved with the court system have been victims of incest; in some communities women are 16 to 25 times more likely to be raped than the State’s entire population.

4. **Child violence:** includes child neglect, incest, child assault by adult carers, paedophilia and rape of infants by youths; most common in remote communities; children often left unsupervised, especially when adults drinking at canteen; children may stay away from home to avoid potential domestic disputes; in some communities there are many offenders guilty of many offences against children.

5. **Suicide:** occurs at two to three times the rate of non-Indigenous suicide; most common in remote communities; largely affects adolescent males but with growing numbers of older males and females; appears to be a strong ‘copy-cat’ element in the timing and method.

6. **Self-injury:** includes self-mutilation; like suicide, occurring with increasing frequency; a prominent pattern is a history of interpersonal loss and unstable relationships; frequently associated with alcohol consumption; evidence of higher frequency among males and childless women; recent evidence of high frequency among victims of child sexual abuse.

7. **Same-sex, one-on-one adult fighting:** may be one of the most common kinds of Indigenous violence, regularly resulting in injury, but is the least reported and inadequately researched; the form of fighting has changed over the last 30 years – used to be controlled to some degree by elders and in some cases inter-family feuds would be confined to fights between their ‘champions’; fighting is now less structured and potentially more brutal.

8. **Inter-group violence:** major conflict between groups residing in one community but from different geographic origins; includes ‘reverberating’ violence where fight spreads quickly as relations from both sides are drawn into the conflict – at the same time the focus of the conflict may shift from the original protagonists to some older inter-group issue; some inter-group feuds reverberate for years; includes urban gang conflicts, which may be between groups (mainly young male) from different Indigenous enclaves within a major centre; inadequate research into this form of violence.

9. **Psychological abuse:** includes verbal abuse, threats, constant denigration and undermining of another person; is little reported or researched, possibly because of the high frequency of more physical forms of violence.

10. **Economic abuse:** the withdrawal or extraction of money or goods so as to hurt another; often involves the taking of welfare money or wages and its use for alcohol or gambling; frequently involves husbands, sons or grandchildren demanding money from wives, mothers or grandparents - community elders, traditionally respected, often suffer; a roll-on effect broadens outcomes to related families; offenders may be relatively welfare-deficient males or childless females.

11. **Cyclic violence:** endemic violence over a number of generations can mean that violent behaviours “become the norm in families where there have been cumulative inter-generational impacts of trauma on trauma on trauma, expressing themselves in present generations as violence on self and others” (Atkinson 1996:7).

12. **Dysfunctional community syndrome:** Communities wherein multiple violence types are occurring and appear to be increasing over generations, both quantitatively (number of incidents) and in terms of the intensity of violence experiences, for example, victims of sexual abuse include very small children. (Memmott et al 2001:51.)
category of people - at-risk individuals as opposed to offenders or victims. (Memmott et al 2001:74,75.)

Following in tabular form is classification of the monetary value of Rounds 1 and 2 according to the above programme types:

Table 2.1: Value of NIFVGP Projects in Rounds 1 and 2 by Violence Programme Type (GST incl)

<table>
<thead>
<tr>
<th>Programme Type</th>
<th>Round 1</th>
<th>Round 2</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Reactive Programmes</td>
<td>$60,500</td>
<td>$0</td>
<td>$60,500</td>
</tr>
<tr>
<td>Late Reactive Programmes</td>
<td>$967,737</td>
<td>$1,278,647</td>
<td>$2,246,384</td>
</tr>
<tr>
<td>Early Proactive Programmes</td>
<td>$1,391,771</td>
<td>$1,460,621</td>
<td>$2,852,392</td>
</tr>
<tr>
<td>Late Proactive Programmes</td>
<td>$60,500</td>
<td>$56,192</td>
<td>$116,692</td>
</tr>
<tr>
<td>Total Grants</td>
<td>$2,478,508</td>
<td>$2,795,460</td>
<td>$5,273,968</td>
</tr>
</tbody>
</table>

The outcome of the analysis in Table 2.1 is clear; the majority of OSW funding went to late reactive and early pro-active violence strategies. Very little money was spent on early reactive or late pro-active strategies, i.e. strategies that intervened in violence just before or just after it had started. This is despite literature findings that much Indigenous family violence occurs in public settings which enhances the prospects for speedy, communal intervention.

(b) Funding Distribution by State

Following is a table detailing population and grant amounts by State and Territory² in Rounds 1 and 2 combined.

Table 2.2: Indigenous Populations & Grant Allocations for Rounds 1 and 2 by State (GST incl)

<table>
<thead>
<tr>
<th>DETAILS</th>
<th>NSW</th>
<th>NT</th>
<th>QLD</th>
<th>SA</th>
<th>TAS</th>
<th>VIC</th>
<th>WA</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (ABS, 2001)</td>
<td>121,584</td>
<td>49,824</td>
<td>110,584</td>
<td>22,690</td>
<td>15,609</td>
<td>24,579</td>
<td>24,579</td>
<td>401,829</td>
</tr>
<tr>
<td>Population percentage</td>
<td>30.26%</td>
<td>12.4%</td>
<td>27.52%</td>
<td>5.65%</td>
<td>3.88%</td>
<td>6.12%</td>
<td>14.17%</td>
<td>100.0%</td>
</tr>
<tr>
<td>Round 1 Actual Grants</td>
<td>$257,224</td>
<td>$379,500</td>
<td>$474,430</td>
<td>$285,329</td>
<td>0</td>
<td>$257,040</td>
<td>$824,977</td>
<td>$2,478,508</td>
</tr>
<tr>
<td>Round 2 Actual Grants</td>
<td>$965,503</td>
<td>$470,800</td>
<td>$584,746</td>
<td>$131,725</td>
<td>0</td>
<td>$255,120</td>
<td>$387,563</td>
<td>$2,795,460</td>
</tr>
<tr>
<td>Total Actual Grants</td>
<td>$1,222,727</td>
<td>$850,300</td>
<td>$1,059,176</td>
<td>$417,054</td>
<td>0</td>
<td>$512,171</td>
<td>$1,212,540</td>
<td>$5,273,968</td>
</tr>
<tr>
<td>Grant funds if allocated on a per capita basis</td>
<td>$1,395,903</td>
<td>$4,653,972</td>
<td>$1,451,396</td>
<td>$297,979</td>
<td>$204,630</td>
<td>$322,767</td>
<td>$747,321</td>
<td>$5,273,968</td>
</tr>
<tr>
<td>Pro Rata under-funding</td>
<td>$373,176</td>
<td>$392,220</td>
<td>$204,630</td>
<td>$196,328</td>
<td>$119,075</td>
<td>$189,404</td>
<td>$465,219</td>
<td>$970,026</td>
</tr>
<tr>
<td>Pro Rata over-funding</td>
<td>$196,328</td>
<td>$392,220</td>
<td>$204,630</td>
<td>$119,075</td>
<td>$189,404</td>
<td>$465,219</td>
<td>$970,026</td>
<td></td>
</tr>
</tbody>
</table>

Considering the allocation of grants on a State by State/Territory basis in relation to their relative population size, it is evident that W.A., S.A, Vic and N.T. were favoured disproportionately (one third of all grants went to W.A. in Round 1). Significant under-funding occurred in both NSW and Qld, the states with the two highest Indigenous populations in Australia. It is probable that this was not due to the bias of the Advisory Group, but a function of where applications were well-prepared. Thus Tasmania received no grants, although it should be noted that one approved application from Tasmania was withdrawn by its organization after a NIFVGP grant offer had been made.

A bar-chart based on the above table now follows.

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2. Note: No applications were received from, nor funds distributed, to the ACT.
Table 2.3: Bar chart showing Rounds 1 and 2 grants (GST incl) and Indigenous Populations for States and Territories.

![Bar chart showing Rounds 1 and 2 grants (GST incl) and Indigenous Populations for States and Territories.]

More than 18% of total NIFVGP funds were not allocated in proportion to State/Territory populations. Approximately one third of all funds in Round 1 were allocated to Western Australian projects. A further $387,563 was again allocated to that State in Round 2. New South Wales and Queensland, the States with the highest Indigenous populations, were by comparison, under-funded by more than $765,000 in Rounds 1 and 2.

(c) Funding Distribution by Settlement Type

In an attempt to understand how the NIFVGP funds were distributed in terms of remote-urban or rural-metropolitan distinctions, PMA sought a classification of community or settlement types. In a recent document prepared for the Commonwealth on the classification of contemporary Indigenous settlements, Memmott & Moran (2001) proposed that Indigenous settlements may first be considered as divisible into two broad types: (a) discrete bounded settlements, and (b) dispersed urban housing across towns and cities. These two categories then break down into a further set of sub-categories as follows. There are three types of Indigenous discrete bounded settlements:

(i) Discrete settlements geographically separate from other centres.
(ii) Discrete urban settlements and town camps within or on the outskirts of an urban or rural centre.
(iii) Outlying discrete settlements dependant on a larger centre for infrastructure or services, eg outstations, homelands, and pastoral settlements.

There are also two types of Indigenous dispersed settlement in urban areas:

(i) Dispersed Indigenous housing and communal facilities in a capital city or major regional centre. (Two criteria: total population > 5000 and Indigenous population >1000.)
(ii) Dispersed Indigenous housing and communal facilities in rural centres including those with a majority Indigenous population. (Total population <5000.)

More detailed descriptions of these five sub-categories are contained on the opposite page.

Grants allocated in Rounds 1 and 2 were sorted by the settlement type that was served by the nominated project’s activity. In some cases one project was designed to serve populations in more than one settlement type. Those projects have been recorded against each of the settlement types in the following table, so that the number of settlement types served by grants exceeds the total number of grants.
Table 2.4: Funds Granted by Settlement Type (GST incl)

<table>
<thead>
<tr>
<th>Details</th>
<th>Discrete Settlement</th>
<th>Discrete Urban Settlement/Camp</th>
<th>Outlying Discrete Settlement</th>
<th>Dispersed Urban</th>
<th>Dispersed Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td>Round 1 – Number of Grants</td>
<td>9</td>
<td>1</td>
<td>0</td>
<td>15</td>
<td>8</td>
</tr>
<tr>
<td>Round 1 – Value of Grants</td>
<td>$912,673</td>
<td>$52,250</td>
<td>$0</td>
<td>$1,045,882</td>
<td>$467,703</td>
</tr>
<tr>
<td>Round 2 – Number of Grants</td>
<td>8</td>
<td>6</td>
<td>1</td>
<td>13</td>
<td>16</td>
</tr>
<tr>
<td>Round 2 – Value of Grants</td>
<td>$424,134</td>
<td>$193,391</td>
<td>$79,750</td>
<td>$1,116,962</td>
<td>$981,223</td>
</tr>
<tr>
<td>TOTAL NUMBER OF GRANTS:</td>
<td>17</td>
<td>7</td>
<td>1</td>
<td>28</td>
<td>24</td>
</tr>
<tr>
<td>TOTAL VALUE OF GRANTS:</td>
<td>$1,336,807</td>
<td>$245,641</td>
<td>$79,750</td>
<td>$2,162,844</td>
<td>$1,448,926</td>
</tr>
</tbody>
</table>

According to the Memmott & Moran (2001) classification, Discrete Settlements and Outlying Discrete Settlements contain approximately 22% of the total Indigenous population and can be categorised as remote settlements. The following table compares the combined funding of these two categories of settlement type against the urban (rural town and metropolitan) settlement types. Population calculations are based on Australian Bureau of Statistics 2001 estimates of Indigenous population by ATSIC Region (ABS 2003?). The table indicates that more funding was committed to remote as opposed to urban settlements ($16.02 as against $12.31 per capita).

Table 2.5: NIFVGP Funds to Discrete (remote) versus Urban Settlements (GST incl)

<table>
<thead>
<tr>
<th>Discrete &amp; Outlying Discrete (Remote) Settlements</th>
<th>All Other Settlement Types</th>
</tr>
</thead>
<tbody>
<tr>
<td>Funds Granted</td>
<td>*Popn. Estimate</td>
</tr>
<tr>
<td>Round 1 - Grants</td>
<td>$912,673</td>
</tr>
<tr>
<td>Round 2 - Grants</td>
<td>$503,884</td>
</tr>
<tr>
<td>TOTAL GRANTS ROUNDS 1 &amp; 2</td>
<td>$1,416,557</td>
</tr>
</tbody>
</table>

This comparison is relevant as there is persuasive evidence that family violence issues are both more prevalent and more acute in (remote) Discrete and Outlying Discrete Settlements (Memmott et al 2001:37-51). These are the communities most disadvantaged and least resourced to deal with family violence (sometimes called the ‘epicentres’ of violence). Whilst it is noted that the per capita expenditure of grant funds to remote communities reflects to some degree the higher incidence of family violence in remote communities, nevertheless, only a small number (18) of the total of Australia’s discrete Indigenous communities were reached by this funding. According to the 1999 CHINS survey there were 1,291 discrete Indigenous settlements in existence (ABS 2000:11). The majority of NIFVGP grants favoured applicants in metropolitan and regional cities and rural towns, accounting for more than 75% of the successful applications.

(d) Funding Distribution by Centres and Regions

To further understand the findings in (c) and (d), let us take a finer grained view of funding distribution by centres and regions.

In Round 1 of the NIFVGP, a total of 380 application kits were distributed to interested parties and 131 applications were received by OSW, of which 68 were assessed as being from Indigenous organizations eligible for funding. These figures give a rough quantitative indication of the national extent of interest in the NIFVGP. In Round 2 which was also publicly advertised, interest in NIFVGP had not decreased and there was a total of 64 eligible applications (see Table 1.3). The map in Figure 1 showing the places of origin of the applications in Rounds 1 and 2 indicates the geographic spread of these centres of Indigenous interest in these Rounds, whereas the map in Figure 2 shows the centres that were actually funded with grants in both the two publicly advertised Rounds and the invited Rounds (Rounds 3 and 4). Visual comparison of these two maps suggests the following outcomes of the NIFVGP. The distribution of grants awarded generally reflects the distribution of the centres of interest. The exceptional regions were the Top End (Arnhem Land/Daly River/Tiw...
A Classification of Indigenous Settlements (drawn from Memmott and Moran 2001.)

(i) Discrete Settlements
Discrete Settlements which are geographically separate or bounded from other centres and often referred to as ‘communities’, account for less than one third of the total Indigenous population.

- In 1999 … 1,291 discrete Indigenous settlements had a total population of almost 110,000.
- About 73% of discrete settlements had a population of less than 50 people (ABS 1999:1).
- A large proportion of these small settlements were outstations …
- Settlements with a reported population of 200 or more represented 12% of discrete settlements. These accounted for 69% of all people in discrete settlements. (ABS 2000:11, Cat. No. 4710.0.)

(ii) Discrete Urban Settlements
Discrete urban settlements usually comprise an enclave or precinct within a rural town or regional city. They have usually originated as a ‘fringe settlement’, town camp, ration depot or mission on the periphery of a town, with the land later becoming dedicated for Indigenous use, and administered by a government welfare department. Eighty-one discrete urban settlements were identified in this category (ABS 1999:11). However Memmott & Moran were of the view that a significant proportion of small discrete settlements had slipped through these various national surveys.

(iii) Outlying Discrete Settlements
Outstations or homelands are small family-based settlements often located on traditional Indigenous countries, ‘estates’ or ‘homelands’. They are generally … associated with a spiritual and territorial ideology of a ‘return to country’ from a larger Indigenous settlement. The residents retain close associations with the ‘parent’ settlement and there are often frequent movements of people between town and the outstation... Outstations are inherently remote, and can be located in some of the most isolated areas … A similar type of settlement in remote areas of Australia is the pastoral station ...

(iv) Dispersed Settlement in Urban Centres
A high proportion of the Indigenous population (46%) live in housing dispersed through capital cities and major regional centres. An urban centre is defined here as a settlement with an Indigenous population of greater than 1000 people, but with a Total population of not less than 5000. … There are 39 such urban centres in Australia.

(v) Dispersed Residence in Rural Centres
A high proportion of Indigenous people lived in smaller rural towns. However there were only 35 towns in Australia where the Indigenous population was in the range of 30-70% of the total. These towns represented only 2% of the total number of ‘Urban Centres and Localities’ recorded in the census.
Islands) in the Northern Territory and Tasmania, from where applications were received but which both did poorly. A second observation is that the comparatively competitive regions for NIFVGP grants were coastal NSW (18 applications), the Top End (13 applications), South-east Queensland (12 applications), the Perth area (8 applications), the Cairns district (6 applications) and Melbourne (6 applications).

By comparing these two maps with a third map in Figure 3, which shows the distribution of the Indigenous population throughout Australia (by Indigenous locations, rural towns and urban centres) one can see that there are a number of important Indigenous regions from which negligible interest was shown in the NIFVGP. These include: South-western and North-western Queensland, Central Queensland, the Torres Strait, the Anangu Pitjantjatjara Lands (north-west of SA), the Western Desert (WA part), the Pilbara (WA), the Barkly and Tennant Creek region (NT), northern Tasmania and the ACT. Most striking in this list is Queensland where applications were received from only coastal centres despite the very many rural and remote centres where a large proportion of the Indigenous population resides. (Queensland and NSW have proportionately the largest Indigenous populations.) The lack of applications from these regions further explains the findings in section (d) above, concerning the lack of dispersed funding into remote communities.

Why was there so little interest from these regions? Was it a case of poor advertising about NIFVGP in these regions, a lack of resources to prepare applications, general apathy, or an absence of violence? It cannot be assumed that there is an absence of violence. This point will be discussed further in Chapter 5.

**Evaluation of the National Forum**

As mentioned in Chapter 1, between 9 and 11 April 2001, OSW staff staged the *Rekindling Family Relationships* National Forum on Indigenous Family Violence in Adelaide. This occurred during the early part of Round 1 of the NIFVGP and cost approximately $300,000. In their capacity as the specialist mentoring sub-consultants employed by PMA, Rachael Stacy, Fred Spring and Sandi Taylor attended the Forum. Their objective was to establish a working relationship with representatives from the 30 community-based organisations or ISPs who had received NIFVGP Round 1 funding.

The aims of the Forum were stated in its programme as being to: (1) share knowledge and good practice across communities, organisations and institutions; (2) promote new linkages and collaboration between a broad range of stakeholders; and (3) identify steps to move forward. The programme also outlined a number of Forum principles:

- Observe Indigenous customs, protocols and traditions,
- Respect and acknowledge diversity,
- Demonstrate commitment to partnerships with Indigenous communities,
- Commitment to access and inclusion,
- No more shame and blame,
- Promote and enhance cultural family kinship ties,
- Promote community identified outcomes to build on community strengths,
- Reinforce and encourage local solutions that are community owned and driven to strengthen community,

3. Rachael Stacy is an anthropologist with extensive native title mediation experience. Fred Spring was originally from a Central Queensland Aboriginal community, but has lived in W.A. and worked in Aboriginal Affairs there for 25 years. He currently runs a consulting practice from Perth specialising in Indigenous projects. Sandi Taylor is a Queensland Murri with extensive community and public service experience.
• Ensure that solutions are developed in response to the underlying issues, and
• Provide a safe and non-judgemental environment (Aust, OSW et al 2001).

The first day was ‘Welcome to Country Day’ which was a community-managed programme affording
an opportunity for the local Kaurna people to welcome representatives from other States and
Territories. The theme of the Forum was developed around observance of cultural protocols, and
Country Day included traditional dance, theatre and music, meeting community, exchanging ideas
and telling stories. Here we see the NIFVGP principle of cultural groundedness being enacted.

“...Rekindling Family Relationships is about giving families the power to deal with family relations
and violence by ourselves. It is about gathering around the fire which gives warmth, well being
and healing. We need to rekindle the fire in our belly to bring out the strength we hold within so
that the violence we are experiencing can go away.” (Pat Waria-Read, S.A., cited in OSW et al
2001.)

<table>
<thead>
<tr>
<th>Focus</th>
<th>Theme and Title of Sessions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth</td>
<td>Hearing our voices - Reclaiming our youth.</td>
</tr>
<tr>
<td>Family Focus</td>
<td>Healing the Spirit - Growing Families.</td>
</tr>
<tr>
<td>Children</td>
<td>Stop the Hurting - Keeping Together and Keeping Safe.</td>
</tr>
<tr>
<td>Community</td>
<td>Tracks to Stronger Communities - a holistic approach to rebuilding our communities.</td>
</tr>
<tr>
<td>Elders</td>
<td>Reclaiming Culture.</td>
</tr>
<tr>
<td>Aboriginal determination and leadership</td>
<td>Community Empowerment, Determination and Leadership.</td>
</tr>
<tr>
<td>Health</td>
<td>Healing our bodies - Reclaiming our self.</td>
</tr>
<tr>
<td>Healthy Relationships</td>
<td>Respecting each other - building healthy relationships for men, women, same sex couples.</td>
</tr>
<tr>
<td>Legal/Moral issues</td>
<td>Law/Lore - more than one approach.</td>
</tr>
</tbody>
</table>

Guest Indigenous Speakers at the Forum included Alf Bamblett (Vic), Joseph Elu (Torres Strait),
Jackie Huggins (Qld), Winsome Mathews (NSW), Jane Lester (NT/SA), Bev Port-Louis (WA),
Greg Telford (NSW), Valma Tiffen (Tas), Kerrie Tim (Qld) and Rosemary Wanganeen (SA). Project
profiles were presented on Big hArt, NPY Women’s Council domestic violence service, Family
Well-Being model and Safe Living in Whyalla Project, Apunipima Family Violence Advocacy
Project, Jahadi Indigenous Experiences, Indigenous Young Fathers’ Support Group, Moree Family
Violence Legal Support Centre, Port Youth Theatre (Adelaide), Tangentyere Remote Area Night
Patrol, Ending Family Violence Program for Queensland Offenders, Victorian Indigenous Family
Violence Strategy and The Yitpi Kit project.

According to the Mentors, the Forum was useful in getting a bigger picture of domestic and family
violence issues and programmes. The reports, fact sheets etc on display were impressive. A lot of
‘big picture broad stuff” was presented by OSW at the Forum that despite being of interest to some,
did not always relate to the local grass-roots issues. In addition the intensity, scale and style of
conference presentations possibly intimidated the more traditional attendees. More opportunity for grass roots initiatives and local empowerment examples to shine through was needed. For example, a woman from Queensland told her traumatic and personal story (she stabbed a man and was jailed) and this had an impact on the attendees - the focus could have then moved to trauma healing but it did not. There was a need for a ‘chat room’ to allow better-practiced groups to help others.

Mentors were of the view that there was not enough emphasis on gender specific issues. Men felt alienated and alone, and many stopped attending as focus developed on women as victims and men as perpetrators. The problem of not having “the right support” for participants during the conference was raised. This was because Forum issues were at times overwhelming for some people. There was a need for an identified debriefing process – time out and a crying space as many powerful emotions were triggered in workshops. Some health workers were said to be in attendance to assist but they were not in a readily identified place.

The Forum venue, in an expensively decorated hotel was an alienating and inappropriate venue for remote people, who could only meet informally in the nightclub, the bar or the breakfast restaurant. It is recommended that Forums of this kind be planned by an Indigenous working party that deals with the programme, structure options, intensity and scale, and selection of menu items.

Nine broad recommendations arose from the National Forum and these were outlined in Chapter 1. No specific steps have been taken since the Forum to implement these recommendations. A connection being made between the Forum’s political outcomes and the NIFVGP was not planned for by OSW. Unless there is some capacity to follow-through such outcomes, the full potential value of such a National Forum remains unrealized. Enthusiastic requests were made by ISP representatives for ongoing regional forums between violence workers and their Mentors. These also did not eventuate despite OSW having carried out some pre-planning on such forums. In hindsight, a strategy of regular regional mentoring meetings of clusters of ISPs would have been very valuable.

Criticism was voiced by some attendees that the funds spent on the Forum would have been better spent in communities.

The Value of the Mentoring Sessions at the National Forum

An information workshop called ‘Meeting the Mentors’ was organised by the PMA consultants for Day One of the National Forum, in which PMA’s involvement in the Evaluation and Mentoring Scheme was outlined. The Mentors facilitated a discussion that revolved primarily around the following topics:

* Background of PADV;
* Objectives of the NIFVGP Programme;
* Aims of the Mentoring Scheme;
* Scope of the Mentoring Project; and
* Open discussion on ISP perspectives and problems.

The workshop was then broken up into smaller ISP ‘focus groups’ in which specific questions were answered, individual concerns more closely addressed, and a survey of individual ISP contact details and IT capabilities was conducted. The latter was achieved through distribution of PMA-designed proformas or question sheets, prompting representatives to provide new, additional or alternative information as necessary.

In general the Mentoring workshop was quite successful. The session broke into smaller groups and it was a very personalised first meeting. Margaret Makeham of OSW made a presentation on the overall PADV project.
However, the ‘Meeting the Mentors’ Session was not as well organized as it might have been. The Mentors found there was a lack of information concerning their role. Many contacts between ISPs and Mentors were not made. Mentors then had to track ISP representatives down and try to meet them during odd opportunities throughout the rest of the conference. Some ISP facilitators did not attend and less experienced or less involved people from their organizations took their place. During the Forum, the Mentors eventually contacted representatives from 26 of the 30 ISP groups.

During the course of the three-day conference, the Mentors met regularly both with individual ISP representatives and with groups of them, in order to gain an understanding of their needs and issues in relation to the NIFVGP Programme. For this purpose, a hotel room was made available by OSW staff and meetings were held throughout the day and in the evenings. Many representatives participated, and discussion was at times intense. The key issues discussed can be summarised as follows:

* Concern about the length of time taken for Round 1 NIFVGP funding to actually come through to the ISPs;
* Difficulties associated with raising community awareness of the programme in order to gain collective support for its aims/objectives;
* The professional isolation of violence prevention staff who were often on 24 hour call and in many cases were already showing signs of ‘burn out’;
* Many staff or workers had already been doing innovative community development work, but were not documenting this activity;
* Some staff or workers had access to computers and were computer literate, whilst other people felt reluctant to use this technology;
* ISPs were concerned about the issue of ‘intellectual property’ or who owned the material produced during the course of their NIFVGP projects;
* ISPs were concerned about project time management, in particular when writing their progress reports;
* Staff or workers were concerned about the second round of PADV funding and whether their organization would be successful in receiving further follow-up project funds.

Overall, the contacts made were very positive in nature and this, in PMA’s view, made the Mentors’ attendance at the conference productive. Meeting with representatives in person, building a rapport with them, and listening to them talk about their communities and Family Violence issues and impacts, significantly assisted each Mentor in establishing a strong preliminary communication network.

**The Walking into Doors Campaign**

The Walking into Doors Campaign was launched at the National Forum by Senator Amanda Vanstone, the Minister Assisting the Prime Minister for the Status of Women. Senator Vanstone said the campaign had been designed by Aboriginal people for Aboriginal people. In her words, “we know that local, culturally based solutions to problems are most likely to work...” ([Yamanji News](https://example.com), 25/4/01, p.10). Here the Minister aligned with the NIFVGP ideology of promoting a culturally-grounded programme.

Walking into Doors used a series of press and radio commercials to raise the issue of family violence in Aboriginal communities, coupled with ten community forums around Australia. The locations for these forums were Mt Isa, Cherbourg, Darwin, Alice Springs, Broome, Perth, Mildura, Port Augusta, Sydney and Lightening Ridge. Each forum was led by a panel consisting of service providers and respected members of the local community. A common feature for all ten was the
forum facilitator and prominent Indigenous performers, Archie Roach and Ruby Hunter, who already had a high profile among Indigenous Australians as advocates against family and domestic violence. (Cult. Persp., n.d.:5.)

“The structure of each forum, which ran for about three and half hours, followed approximately the same format including welcome from the local elder, introduction from the facilitator, discussion by Archie Roach and Ruby Hunter, discussions by panel members, descriptions of available services, open floor discussion, and finishing with songs by Archie Roach and Ruby Hunter.” (Cult. Persp. n.d.:5.)

In addition, campaign materials, such as brochures and posters, and overarching advertising items were developed and distributed in selected press and radio outlets, and during public relations activities (see Figure....).

Senator Vanstone was accompanied at the launch of Walking into Doors by Archie Roach and Ruby Hunter. This was effective and generated kudos for the Commonwealth Government. Forum attendees said later: “… it would be great for Archie and Ruby to come to our community as part of our project. How do we tap into this project? …” However there was limited or no ongoing availability to the NIFVGP of these spokespeople. No direct connection was made between the ten Walking into Doors Forums and the NIFVGP Round 1 projects, yet there was great potential for an ongoing national Mentoring role to be assumed by Archie and Ruby.

The Walking into Doors Campaign (which cost in the order of $300,000) was later evaluated by the consulting firm Cultural Perspectives. The following key findings have relevance to how of this Campaign was received by the NIFVGP grant recipients.

“The qualitative evaluation of Walking into Doors found that the campaign was well received by community members and service providers. In particular, the forum format was considered appropriate and successful for Indigenous communities, with many participants acknowledging the powerful impact the forum has had on all those who attended.” (Cult. Persp., n.d.:3.)

One of the forum’s central successes was the presence and music of prominent Aboriginal identities Roach and Hunter, who were able to speak personally and openly in a non-shaming way about family violence. They were viewed as ideal spokespersons because they were “grass-roots” people who had “actively worked through their own problems.” (Cult. Persp., n.d.:3.) This finding indicates the potential contribution highly regarded Mentors from the Aboriginal community could make to an anti-violence campaign.

“Opinion was divided over the aim of the forums and what they had achieved. The majority of those service providers interviewed felt that the forum functioned well as an awareness raising activity rather than something that might effect immediate or direct change, or provide tangible solutions for tackling domestic violence. In this vein, the campaign was viewed as an important part of a wider strategy to combat domestic violence.” (Cult. Persp., n.d.:4.)

Thus a recommendation of Cultural Perspective’s Evaluation Study was that “follow-up activities would have been beneficial to maintain the momentum and dialogue established by the forums.” A second key strategic recommendation was that “highly visual material and face-to-face workshops are effective methods of targeting Indigenous communities. In particular, Aboriginal people talking to other Aboriginal people about family violence is a powerful and appropriate strategy for promoting change ...” (Cult. Persp., n.d.:4).

The importance of having a grass roots location for the Walking into Doors Campaign had been stressed in that programme’s Evaluation Report (Cult. Persp., n.d.:4). This substantiates the previous criticism of the venue choice for the National Forum that launched the NIFVGP.
Programme Administration by OSW

The NIFVGP Programme was largely administered within the OSW by its Director (who also had responsibility for the oversight and direction of Partnerships Against Domestic Violence generally) and one dedicated Project Officer. This Project Officer was responsible for the project management of the NIFVGP including all work associated with contractual arrangements, meetings, liaison with applicants and clearance processes. The staff who filled this position changed a number of times. Other senior departmental staff were involved occasionally but not on a day-to-day basis (eg, involvement in chairing the selection panel and in the ministerial approval processes). The Minister Assisting the Prime Minister for the Status of Women approved the projects funded under the grants programme.

The NIFVGP grant administration functions performed by OSW can be summarized as follows. OSW officers were responsible for inviting grant applications, screening applications for eligibility, preparing application data for the Advisory Group to consider (and rank), and liaison with the Minister’s office re approval of applications. OSW officers then had to issue letters of offer to successful applicants, prepare draft contracts and negotiate contract signings. For each ISP project, the OSW project officers had to monitor milestones and deadlines, receive and assess the various progress and final reports, and authorize the payment of grant instalments in response to successful completion of milestones as set out in the Contract Schedules (see Chapter 1). Upon identification of a problem or lack of progress with respect to an ISP’s performance, the project officers had to investigate such a problem, confer with the Mentors and PMA, and then decide on a course of action to seek rectification of the problem, obtaining the necessary internal approvals if required. In certain very problematic circumstances, a decision had to be made whether to cost and subcontract a project intervention to be carried out by PMA (see later).

It should be noted that the OSW is primarily a coordination and policy organization and does not normally get involved in grant administration programmes, let alone Indigenous ones. The NIFVGP has been an exception and one that OSW staff have found quite challenging at times. This has been exacerbated by it being an ‘armchair’ administration process, or one without face-to-face contact between OSW staff and ISPs. The OSW does not have the management culture that develops with regular visitation to one’s clients. OSW staff have had to work hard at developing working relationships with Indigenous client groups all over Australia using phone, fax and e-mail. Project staff at the OSW also changed several times during NIFVGP. This lack of continuity presented some problems for all parties involved. OSW asserts that ISPs’ accountability to Commonwealth has been weakened by a lack of Commonwealth representation at project sites.

OSW staff were also responsible for administering the series of contracts with the Mentoring and Evaluation Consultant, PMA. The nature of communications between OSW and PMA generally improved as the programme progressed. Some early misunderstandings, which accompanied changeovers in OSW Project staff and involved some discontinuity of previously agreed methods or standards, were eventually overcome with teleconferences; these teleconferences also involving the Mentors and proving very useful in understanding and appreciating the mutual project administration roles. A key lesson taken from this experience was that both OSW and Mentoring personnel both had to share a common set of standards and goals regarding acceptable ISP reports. Either party varying their standards would likely result in ISPs developing negative perceptions and a negative impact being made on Mentor and ISP working relations. Communications between PMA and OSW were further assisted in Round 2 by the inclusion of some travel money for PMA’s Director to attend several higher level planning meetings with OSW.

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4. Information in the above summary of OSW’s role provided by the OSW personnel.
5. P.c. Project Officer, OSW 1/6/04.
The General Aims of the Mentoring Service

A principal role of Paul Memmott & Associates (PMA) was to assist projects funded under the National Indigenous Family Violence Grants Programme by supporting recipient organisations to evaluate and monitor their own projects and to document good practices emerging from their activities. PMA’s role was also to facilitate networking and information-sharing between organisations. It was envisaged that this assistance would increase the skills of communities in responding to family violence. (Aust, OSW 2000:2,3.)

Specifically PMA undertook, through its sub-contracted Mentors to:

- Encourage each ISP to document project progress, facilitating evaluation and information sharing by the ISP;
- Prepare and distribute culturally appropriate Work Notes to each ISP providing guidance in relation to the documentation, self-evaluation and reporting of their projects and information-sharing;
- Encourage ISPs in the formation of information-sharing networks and use of the website;
- Identify emerging good practice models in conjunction with ISPs (through their identification of such);
- Provide support for ISPs to engage in a process of self-evaluation;

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6. Referred to more commonly in the OSW contract documents and discourse as a ‘Mentoring and Evaluation Scheme’, where evaluation refers to self-evaluation by the ISPs.
CHAPTER 2

Deficient Timing of Early Mentor Involvement

In both Rounds 1 and 2, OSW finalised its contracts with the ISPs before doing so with the respective PMA contracts to provide mentoring services. The result was that Mentors only became involved some time after projects had begun. It is the Mentors’ view that they should have been involved in the projects, at least at the contract signing stage and ideally at the pre-selection phase, so as to provide support for project implementation from the outset, as well as to understand what type of mentoring service was required. Comments made by the Mentors to PMA on this problem include:

S.T.: “It was all about relationship building. But there was no easy opportunity to build it from the outset. It needed more lead-up time ... There were cases such as the woman ‘putting up the shutters’ ... Fixed in her mind what she was going to do, without understanding the big picture and value adding.”

R.S.: “The Mentors needed to come in at the start to understand the capacity and style of the ISP and tailor the service to suit; customise the response. The ISP’s perception of what a mentor was, varied...[Re Project ‘X’] ... her team didn’t talk to me at first. It was only when the shit hit the fan – a crisis with their project – that they phoned the mentor.”

F.S.: “Mentors or project management teams need to be appointed at the inception of the programme at the point submissions are received, assessed and selected by OSW...Capacity building support [was required] from the commencement of projects to ensure they were implemented to a ‘standard’ or best practice...many projects stumbled at the beginning making recovery difficult. Mentoring should include this project management capacity from the beginning of projects to assist ISPs to develop project implementation and systems for project control.”

In the case of Round 1, PMA’s contract occurred about nine months into the term of the projects. The expected relationship between the ISPs and PMA was not made precisely clear to the ISPs at the time their funding agreements were signed and some saw the mentoring relationship perhaps as an imposition. At the same time PMA were not given the opportunity to ensure appropriate data-collection and self-evaluation processes had been put in place by the ISPs while their projects were being established.

Mentors need to be appointed at the inception of annual programmes (at the point of application assessment) to be most effective. The stop/start nature of the NIFVGP mentoring appointment was confusing and unduly handicapped the delivery of services. Appointment of Mentors early in the cycle will allow them to understand the capacity and style of each ISP, tailor their service to suit each, customise their response, and also for the ISP to explore the potential styles of working relationship with the Mentor. There is variation within ISP’s perceptions of what a Mentor is, and the Mentor has to be adaptable to provide the service that is specifically needed.
The Mentors’ Ability to Communicate and Assist

Most mentoring contacts had to be made by telephone, as only limited funds were provided for face-to-face mentoring (see later in this section). The difficulty of making contact with Indigenous organisations by telephone was recognised early. Messages left were frequently not responded to, and it was not clear if or when messages had been relayed. It can also be very difficult to communicate effectively over the telephone, especially when dealing with speakers of variant forms of Aboriginal English. Mentors found that they did not necessarily bridge the communication gap when the matter under discussion was an administrative issue outside of the experience of the other party. There was a clear need, in these circumstances, for more face-to-face mentoring.

There were three general categories of ISP response to the Mentoring Service:

(i) One of sound two-way communication and cooperation (ranging from a state of reasonable professional cooperation to one of high dependency for assistance or advice).

(ii) One of mild cooperation. In these cases the ISP was sometimes over-confidant partly because their project had begun well. Enthusiastic communication may have occurred later when their project met a crisis, and often when an OSW officer was canvassing mechanisms for withdrawal of funding due to non-compliance with aspects of the granting agreement. Upon running into difficulties, the early failure to establish a working relationship with the Mentor often delayed any response from the ISP, resulting in the problem becoming rather acute before the Mentor was called in to assist.

(iii) A relationship in which communication with the Mentor was avoided to the maximum because the project was quite dysfunctional and ISP personnel did not want disclosure of this, because the ISP personnel were very confidant of their capacity to operate the project without assistance. In some of the latter cases the ISP did perform well, providing quality work, but there was an overall loss wherein good practice could not be readily extracted by the Mentor to disseminate to others. Some ISPs reacted to Mentor input as to a bureaucratic imposition. Some were somewhat protective of their own concept of the project and ‘put up the shutters’ to Mentor input, ignoring the opportunities for value adding, as well as the wider mentoring role.

It should be noted that Mentors had neither the will nor the capacity to compel ISPs to communicate with them. Although OSW actively encouraged ISPs to avail themselves of the mentoring service in Round 1 of the NIFVGP, their contracts did not require them to necessarily use or cooperate with the Mentors. This contractual loophole was rectified in the Round 2 contracts. A Mentor could give ISPs important information, but it was sometimes rejected. One effective strategy was to use a ‘broker’ or a more professional or authoritative person, if one was available in the organization to pass the information on. In other cases there was no difficulty in gaining acceptance. The response varied from individual to individual. Many ISPs sought help or support beyond what was possible from within the mentoring role and the Mentors had to continually assess how much beyond their brief they could assist. For some Mentors the role of listening while project workers let off steam was important. “It helped to just listen to their problems and validate what they were doing.” Working with violence is highly demanding of community workers and there was a need for more resources to provide debriefing and support.

In many cases mentoring services were successful in providing a basic service, to support the ISP when personal support was needed. However PMA’s budget constrained the amount of available contact time between ISPs and their Mentors. Mentors were paid for 15 to 30 minutes phone contact per month per ISP. There was also an allowance for the equivalent period to be spent writing up their notes on such contacts. This proved to be unsatisfactory in those cases where a strong rapport developed and ISPs came to be heavily dependent on Mentors for advice. In such cases a single phone conversation could last up to 30 minutes, or even 60 minutes on occasions, and
several such conversations may have occurred per month.

Funding restrictions for mentoring thus limited the amount of support available to organisations. Many of these could not use a computer and more mentoring was needed. Mentors required more flexibility to address problems early and vary their role in different projects. They required more lead time to establish trust, and there was a need for flexibility to assist in adapting programmes in different ways. This additional freedom would have required more time (and therefore funding) than were available.

**Face-to-Face Visitation by Mentors**

As noted above, due to limited funding, Mentors were forced to rely on telephone or email communication with Indigenous organisations who preferred regular face-to-face contact. From the outset it was clear that there was insufficient money in the mentoring budget to allow a visit to every ISP. PMA’s contracts stipulated the minimum number of visits to ISPs per Round, based on calculations of projected trips to remote locations. These calculations were speculative as it was uncertain to where the visits would occur. Extreme travel situations were for example: (i) Mentor F.S. flying from Perth to Broome, there hiring a car and driving 700 kms by bitumen to Halls Creek, then driving south some 230 kms on unsealed road to Balgo, and (ii) Mentor F.S. flying from Perth flying to Adelaide, changing planes to Broken Hill, then driving 110 kms to Menindee. An allowance in the budget had to be made for the sub-consultants’ travel time and per diems. The timing of an ISP visit was crucial as it was probable that only one would be possible to that ISP in a Round. Nevertheless achieving good timing was difficult. Often the community had been affected by political and social circumstances of which the Mentor was unaware until arriving on site. Sometimes a visit occurred when a group was getting started or going well, but when they later encountered problems there was no further funding to provide the necessary face-to-face assistance.

The key criteria for conducting a visitation were as follows:

(i) to respond to a request from an ISP due to their experiencing a difficulty;
(ii) to visit an ISP clearly having protracted problems in progressing their project;
(iii) to respond to a request to visit an ISP from OSW due to their perception of project problems;
(iv) to collect good practice examples for dissemination to other ISPs via the NIFVGP website.

Despite the budget limitations, more visits were able to be made than was originally projected. While PMA’s contract required a minimum of 32 visits in Rounds 1 to 3, some 53 visits were actually achieved (see Tables 2.6 and 2.7). This was due to several factors. Firstly, by coincidence a number of ISPs were clustered in a single area or district, and a visit to one was economically coupled with a visit to others. Secondly, since PMA is a consulting firm specializing in Aboriginal projects, visits were sometimes possible to ISPs during field trips paid for by other projects. Thirdly, an ample number of visits were possible in the home cities of the Mentors (Brisbane, Perth). The cost of visits was thus reduced from a projected average of $2,857 to $1,725 per ISP.

Note the dilemma in the Mentors’ capacity to use their visits to ISPs either for collecting and documenting good practice from stronger groups, or on the other hand, for helping weaker groups. This was a constant problem, generally reducing the Mentors’ ability to report widely on good practice, when they focused on weaker groups.
Table 2.7: PMA’s travel budgets for Mentor visits to Project Sites

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<th>No. of Projects</th>
<th>Travel Budget</th>
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<tr>
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<tr>
<td>Total</td>
<td>70</td>
<td>$91,435</td>
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</table>

Table 2.8: Number of actual visits by Mentors to NIFVGP Project Sites (by State)

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<tr>
<th>Round</th>
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<th>No. visits req’d by contract</th>
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<th>NT Visits</th>
<th>QLD Visits</th>
<th>SA Visits</th>
<th>VIC Visits</th>
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(Note that PMA was not contracted to provide Mentoring services for Round 4.)

A more flexible brief and budget for mentoring visits was needed in recognition of the capacity building potential of this service. Some projects were keen to take advantage of mentoring; they had a lot of potential but due to the limited brief and funds the Mentors sometimes could not provide all of the help that was wanted. On several occasions, visitation proposals were not approved and problems with those projects, which might have been sorted out, were not.

Use of Work Notes

Under the Mentoring and Evaluation Scheme PMA was obliged to produce ‘Work Notes’ as a mentoring aid for ISPs. PMA issued Work Note Nos 1, 2 and 3 on 19 June, 2001. Work Notes 4, 5 and 6 were issued on 9 November, 2001. All of those Work Notes (some with minor amendments) were re-issued for Round 2 ISPs on 8 August 2002, when Work Note No. 7 was also issued.

All seven Work Notes could be downloaded from the NIFVGP website at <www.indigenousviolence.net>. They were written in plain English. A step-by-step approach, with many examples and the use of flow-charting techniques helped to make them accessible to ISPs. The purpose of the Work Notes was to provide guidance to ISPs in:

- the documentation, self-evaluation and reporting of their projects;
- the use of the mentoring and evaluation website;
- networking and taking an holistic approach.

The Mentors were able to refer ISPs to particular Work Notes in addressing certain problems and guide the ISPs as they worked through them when preparing reports. They provided a standard for both written reporting and self-evaluation, to which all parties could refer (ISPs, OSW, PMA).

Brief details of the Work Notes issued are as follows:

No. 1 – Introduction to Project Self-Documentation (9 pages)

Topics dealt with: What is Project Self-Documentation?; Why do Project Self-Documentation?; and What should be put into the Project Document? (Project Aims or Goals; Methods or Techniques; Steps, Actions or Activities; Outcomes or Milestones) - Project Document Headings.
CHAPTER 2

No. 2 – Beginning the Project Self-Evaluation (4 pages)
Topics dealt with: What is Project Self-Evaluation?; Why do Project Self-Evaluation?; and How will we carry out Project Self-Evaluation? (Selecting the Measures with which to evaluate the project; Progress Measures; Goal Measures).

No. 3 – The Progress Report – An Example of How To Do It (6 pages)
Topics dealt with: Background with Format for the Progress Report (Step 1 Introduction; Step 2 Background of the Project and Community Context; Step 3 Project Aims & Objectives; Step 4 Methods; Step 5 Activities or Actions; Step 6 Outcomes or Milestones; Step 7 Problems/Issues; Step 8 Expenditure to Date; Step 9 Next Stages; Step 10 Conclusion); and Review & Feedback.

No. 4 – Accessing the Mentoring and Evaluation Scheme’s Website (5 pages)
Topics dealt with include The contents of the website: (Mentoring Materials; Who are the ISPs?; Links, Contacts & Docs; PADV Role/Details; PMA Mentoring Role; PMA Profile); How to navigate through the website; and Useful tips including downloading Acrobat Reader.

No. 5 – Networking (3 pages)
Topics dealt with include: The usefulness of networking; and Types of networks and using the networks (The Community Network; The Government Network; The Violence Response Network; The National Indigenous Violence Network).

No. 6 – Taking An Holistic Approach To Violence (5 pages)
Topics dealt with include: Classification of Holistic Violence Programmes (Early Reactive Programmes; Late Reactive Programmes; Early Proactive Programmes; Late Proactive Programmes); and “A Holistic Model for an Aboriginal Family Violence Programme” paper by Winsome Matthews & Paul Memmott: (A holistic approach needs to start with …; Essential components in an Indigenous approach to combating family violence …; Anti-Violence Strategies; Changing violent behaviour in the context of local economy and social change; Summary.)

No. 7– Writing Your Final Report (4 pages)
Topics dealt with include: Format for the Final Report (General Tips; Step 1 Introduction; Step 2 Background; Step 3 Activities; Step 4 Deliverables; Step 5 Outcomes; Step 6 Evaluation; Step 7 Review & Feedback).

Responding to Dysfunctional Projects – Intervention Processes

[Note: This section to be edited to make ISPs anonymous. Conclusions to be developed.]

During the course of the NIFVGP, the OSW became concerned about the viability of four particular projects, which had displayed sufficient symptoms of dysfunction or failure to warrant a decision as to whether they should either be discontinued or alternatively, investigated to ascertain whether they it could be re-designed or somehow re-invigorated. Such cases came to be termed ‘interventions’. In each of these four cases, special variations were made to the PMA contract in order for a PMA sub-consultant or Mentor to visit the particular ISP; collect relevant operation; historical and financial data on the project’s performance; analyze the reasons for failure; ascertain community commitment and motivation to continue the project; and then assist the ISP to design a revised strategy to restore project momentum and achieve completion. In all cases the PMA sub-consultant/Mentor who carried out the intervention was also the Mentor who had been servicing the ISP, since this was the person (from both PMA and the OSW) who most intimately understood the history of the project and its performance.
The four interventions which were authorised by the OSW were as follows:

- Kapalungu Aboriginal Women’s Association, Balgo Hills, W.A. (Round 1),
- Ngaringga Nguurra Aboriginal Corporation, Halls Creek, W.A. (Round 1),
- MiiMi Mothers Aboriginal Corporation, Bowraville, NSW (Round 2), and
- Menindee Family Support Group Aboriginal Corporation, Menindee, NSW (Round 2).

(i) Balgo Hills Intervention Report

Mentor Fred Spring was appointed to explore the performance of Kapalungu Aboriginal Women’s Association (KAWA) in executing their ‘Strong Culture, Strong Families’ Project, and the capacity and willingness of the agencies involved in this project to continue developing the key elements of the programme. The consultant conducted meetings with sixteen people representing eight organisations at Broome and Balgo Hills on 23 and 28 - 30 November 2001.

Project Status at Time of Intervention

The viability of the project was threatened by the sudden unexpected departure of the project coordinator who was essentially a volunteer, being personally funded by a University postgraduate scholarship. Someone with a corresponding level of cultural understanding and professional skill was required to monitor the project outputs for evaluation and reporting purposes in accordance with the original project design. However the budget contained no provision for her replacement. There had been a high incidence of other staff changes and the organisation lacked the capacity to manage the project.

It had been planned that six local agencies in the community would be sub-contracted to provide services to the project. These partner agencies had varying levels of commitment. Of these, the Mercy Community Health Service had fully withdrawn from the project (without expenditure), whilst both Wirrumanu Community Council and Palyalatju Maparnpa Health had withdrawn from the project, if only temporarily, due to staff shortages (but without any expenditure). Wirramanu Adult Education had sought to redirect project funds but KAWA was not satisfied about the new direction and no approvals had been formalized. Kutjungka Catholic Parish had been providing its service but its project management was poor and there was an overexpenditure of the $6,000 budget by approximately $4,200. Luurnpa Catholic School had provided its service with positive outcomes and on budget.

Little community input into project management had been allowed by these agencies. A meeting of agencies had suggested a project re-design that involved reporting and reduced deliverables. There was a general lack of coordination of various project elements and the sub-contracted agencies did not share a ‘big picture’ view of the projects vision and outcomes.

Recommendations

The Report recommended two options to the OSW. Namely that it:

1. Withdraw funding on a ‘frustrated contract’ basis; or
2. Approve an amended (smaller, simplified) project that would cater only for the needs of the women of Kapalungu (under the guidance of the Senior Law Women of Kapalungu and the management of a then newly appointed coordinator) and would not require any further funding.

7. The material on this intervention is summarised from a Report to OSW prepared by Fred Spring. It covers Round 1 Project WA 4 - Kapalungu Aboriginal Women’s Association (KAWA) - the “Strong Culture, Strong Families” Project.
The remaining unspent funding ($29,500) would be used to establish a shed for women’s activities and initiate those activities which would include ‘Living Together’ and ‘Good Tucker’ workshops, a video technology training workshop and a ‘Growing Up Girls, Making Strong Women’ camp.

Project Outcomes

Throughout the first half of 2002, following the intervention, this project continued to experience difficulties with regard to the tenure of their project officer. FS was asked by Wirrimanu to provide project management services in August of that year. This proposal was rejected by OSW due to the conflict of interest it represented, and the organisation made a concerted effort to fill the position of community development officer (CDO). However the person selected had reservations about going to the community as a health worker had recently been assaulted.

By the end of 2002, because of delays to project work, it was necessary to again revise the contract schedule. In April 2003 OSW spoke with the CDO who had finally taken up his position. He reported that no agencies in Balgo were willing to participate and that the project was not viable. In May the CDO was attempting to get the organisation to request a voluntary termination. However by July a new CDO had been employed and was attempting to re-establish the project. OSW sent a letter to ask Wirrimanu to show cause as to why the project should not be terminated. The new CDO was reviewing the project plan and timetable to come up with simpler project outline, and forwarded a request for variation of the contract in November 2003. This new CDO resigned in early 2004 and yet another one began preparing a revised project proposal and schedule, however nothing had been received by July and no information received from the project.

(ii) Halls Creek Intervention

Mentor Fred Spring was appointed to explore the position of relevant groups in Halls Creek in relation to the establishment of a Youth Drop-in Centre by Ngarinnga Ngurra Aboriginal Corporation (NNAC). He was also to determine a way to break an impasse between stakeholders and resolve a plan to progress the project. The Mentor was to identify key stakeholders and negotiate the essential elements for project success, then to report on outcomes to OSW.

The key issues included:

- Size and effectiveness of the Project Steering Committee;
- Earlier concerns of the WA Department of Community Development (DCD) regarding the apparent lack of capacity of the NNAC to manage its current DCD-funded programme;
- Obtaining Shire Council Planning Consent for the location of the proposed Drop-in Centre; and
- The location of the proposed Drop-in Centre which was not acceptable to the Shire Council.

The Mentor met with 25 people from eleven organisations. Meetings were generally with a single agency. They were held in Broome and Halls Creek between 24 and 28 November 2001.

Project Status at Time of Intervention

Further operations of the NNAC Steering Committee were on hold pending advice from the OSW on whether NNAC had the necessary agreed plan and capacity to manage the project. The Steering Committee had been established at a joint agency meeting, comprising two representatives from
each agency and four Halls Creek Indigenous youths. It was anticipated that after recruitment of a coordinator and renovations to the Family Centre building, its management would devolve to a Management Committee. The Management Committee was expected to comprise representatives of the NNAC, the Shire Council and DCD, as well as a strong youth representation. The latter were expected to play a significant part in management of the Centre.

Earlier comments had been made to the Mentor by a former DCD Area Manager regarding the apparent lack of capacity of the NNAC to manage its current DCD-funded programmes. These concerns were discussed with the DCD Area Officer who gave assurances that the Department now was satisfied that the NNAC was able to manage its programmes and that the risk management arrangements in place were adequate.

The DCD Area Officer advised that the Kimberley Zone Manager of DCD had offered an interim location for the Drop-in Centre in a suitable area at the rear of the Family Centre building (which was currently un-utilised). This offer was made at an unminuted meeting. The Family Centre building (the former Charles Perkins Hostel) now housed the offices of the NNAC, Kimberley Land Council (KLC) and Yarliyil Arts Centre.

The proposed site of the Drop-in Centre was the subject of a current Planning Application to the Shire of Halls Creek in respect of Halls Creek Lot 102. The application was due to be considered at an impending meeting of the Council but it was anticipated that the application would not be approved. The Council was of the view that the site was unsuitable and that use as a Drop-in Centre would be inconsistent with the land title.

The Uniting Church had transferred Lot 102 to the NNAC. However the Church’s title had been in Trust for use of the land as a church site; the trust status would not be lifted and the transfer approved unless the Church paid the Department of Lands Administration $55,075. The Church did not wish to pay that sum and the NNAC could not readily raise the money.

**Development of Revised Proposals**

The sub-consultant conferred and negotiated with the stakeholders and the following points were agreed:

- The Drop-in Centre to be located at the rear of the NNAC office in the Family Centre building;
- The development application for Lot 102 to be withdrawn and the NNAC office to remain as is, secured from the rear area by strong security doors;
- Upgrade of the building to accommodate the Drop-in Centre (estimated cost $30,000) to be met equally by the Shire Council and the OSW, subject to a favourable structural assessment report;
- The Shire Council to provide technical assistance for project management of the works and NNAC to release the OSW’s share of the cost to the council.

**Recommendations**

- That OSW endorse the Revised Proposal and fund the NNAC an additional $15,000 (subject to a satisfactory structural assessment report), to be matched by the Halls Creek Shire Council.
- In the event that an unfavourable structural report was received the project was to be terminated by OSW as a “frustrated contract”.

**Project Outcomes**

Following the intervention this project continued to experience difficulties. A Steering Committee was formed however tension arose between the Administrator of the NNAC and the committee’s Chairperson. By mid 2003 OSW was concerned both about the above issue and the lack of
transparency of the project expenditure, and would not release further funds. A Progress Report was not submitted and in October 2003 OSW sent the group a letter asking them to prove the viability of the project. The response received was considered adequate and a revised project schedule was designed.

The project successfully performed its final reporting task revealing the numerous initiatives that have been undertaken. These include: the distribution of flyers, posters and a specially made CD; regular meetings of various agencies, young men and women, and community elders; art classes; talks given in schools, a substance abuse intervention programme; camps and field trips; and disco and movie nights. The renovation of the Drop-in Centre took much longer than anticipated as it took up to four months for materials to be delivered to the remote community from Perth.

(iii) MiiMi Mothers Intervention

Mentor Rachael Stacy was appointed to explore the position of MiiMi Mothers at Nambucca Heads in relation to their ‘Healing Ourselves Our Way’ (HOFOW) project and a substantial breakdown of working relations with their sub-consultant, an Indigenous team from a regional University who had been contracted to facilitate workshops. Stacy conducted meetings with seven representatives of HOFOW and three from the University at Nambucca Heads between 27 and 29 January 2004.

Background

The aim of the HOFOW project was for Miimi Mothers and a group of researchers from Southern Cross University to develop and deliver a healing program, which could then be delivered in an ongoing manner by Miimi Mothers to Aboriginal and non-Aboriginal people. The personal and professional focus of the project was to identify and practice healing with Aboriginal women and their families from Gumbayngirr country, all of whom have experienced violence. The We Al-li Indigenous Therapies Program, designed by the SCU team, was to be used as the delivery model for the healing program.

Project Status at Time of Intervention

Between September 2003 and January 2004, the Mentor (RS) had been consulting by telephone with MiiMi Mothers representatives about a number of issues that were impacting directly and indirectly on the implementation of the HOFOW project. The most significant of these issues were as follows:

- At the beginning of the project and possibly even prior to it, there was insufficient rapport established between MiiMi Mothers and the University team. Given that the University personnel were from outside the Bowraville community the need to establish such a rapport was paramount.
- Insufficient time spent by University personnel and MiiMi Mothers at the beginning of the project discussing the methods and processes for the implementation of the project. This included how the budget would be spent and what money would be paid to MiiMi Mothers. A number of unpaid local debtors who had provided goods or services were angry, and suspicion and angst developed as to who deserved to be paid what amount for what services and whether value for money was being achieved.
- MiiMi Mothers personnel were unable to effectively articulate their position at the beginning of the project in relation to issues determining its implementation. A major issue was that the project budget did not allocate a wage for a project co-ordinator within MiiMi Mothers to act as their voice on contractual matters to their sub-consultant.
- Another critical issue that seems to have impacted on the project was that some MiiMi Mothers personnel were offended by information included in an early report written by the University
team that had been forwarded to OSW before MiiMi Mothers had commented on it. There was an absence of agreed-upon protocol in relation to this aspect of the project.

Following these problems, a meeting was arranged by MiiMi Mothers with the University team. Aspects of the meeting, including some of the exchanges impacted negatively on the confidence of the University team and on their ability to continue implementing the project in the way they had been prior to the meeting.

Outcomes of the Intervention
The Mentor consulted and mediated with the stakeholders and the following outcomes were achieved:
- Greater understanding and acceptance from all parties that they all had experienced problems in the process.
- A commitment by all parties to address the main problems in the interest of the project.
- The establishment of clear protocols regarding communication lines about future workshops.
- All remaining unspent money was to be handed over to MiiMi by the University so they could manage their own project finances and pay debtors.
- An outstanding project report to be written by the University personnel and forwarded to MiiMi Mothers for consideration giving ample time for their response and for them to request changes.
- Better defined relationship between the University team, MiiMi’s Board, the new MiiMi project co-ordinator, and the project participants.

Project Outcomes
Since the intervention undertaken in January 2004, the Miimi Mothers HOFOW project has delivered all of its workshops, despite the project suffering serious delays prior to assistance from the Mentor. An overdue Progress Report was finally accepted by OSW and funds released. By July 2004, the majority of funds had been released to this project group and OSW was anticipating receipt of the Final Report from the SCU team (it having been vetted by Miimi Mothers).

(iv) Menindee Intervention
Mentor Fred Spring was appointed to investigate the Menindee Family Support Group Aboriginal Corporation’s (MFSGAC) capacity to execute their ‘Family Violence’ project. The consultant conducted six meetings with the MFSGAC Management Committee, various members of the local community, and representatives of the relevant State agencies in Menindee between 8 to 12 March 2004.

Project Status at Time of Intervention
The aim of the Menindee Family Violence Project was to educate and raise the awareness of community members, particularly young people, about the issue of family violence. Dedicated project workers were to facilitate the establishment of women’s and men’s group, and organise family events. In early August 2002, a disgruntled community member who believed that the young woman appointed to the key project position would prove incapable of fulfilling the project’s aims contacted the Mentor. These concerns were forwarded to OSW and it was noted that the project had already been delayed by five months. At a PMA/OSW teleconference held in early September, the state of this project was discussed and the parties agreed that it should be monitored closely, although the specific complaints received were believed not to relate to a PADV-funded position.

By mid-November 2002 the project worker had resigned, community conflict was being reported from outside sources and OSW was seriously concerned about the project’s viability. When the Mentor was able to contact the project manager, he was assured that their issues were being resolved
through meetings of the Steering Committee, and a local government employee asked for their opinion reported that the project again seemed viable. The project manager requested a visit at this time and the Mentor was in agreement. However, the visit was not approved by OSW as it still doubted the project’s ability to achieve its aims.

Through December 2002 and early 2003, the Mentor received further calls from the concerned community member who believed funds were not being expended according to the project plan. This person was directed to speak to OSW, which informed PMA in March 2003 that there had been unsatisfactory changes made to the budget greatly increasing the hours for a bookkeeper. OSW believed this expenditure was outside the scope of the project’s family violence funding. The Mentor recommended an intervention be undertaken.

In June 2003 the concerned community member again contacted the Mentor. Further contacts throughout the end of this year suggested the project was failing, and the second project officer resigned in early November. An interim Management Committee was formed and had great difficulty finding a person to fill the vacant project position. The Mentor discussed a revision of the project and its timelines with the committee Chairperson and an intervention was finally agreed for March 2004. An options paper outlining a framework for continuing the project prepared by the Mentor was provided to the Management Committee for consideration.

Recommendations
A revised project plan was completed in late March 2004, which aimed to continue capacity building and family violence community education, as well as to develop strategic directions for both the men’s and women’s groups that were related to the Community Working Party regional planning processes developed as an initiative of COAG.

The detailed aims were defined as: developing the capacity of Menindee men’s and women’s groups, creating an environment for planning and coordinating community education on the issue of family violence. Priority plans for the men’s and women’s groups would be drawn up by two well-known sub-contracted agencies whose work would be overseen by the Management Committee. Final and Evaluation Reports would also be prepared by the first of these consultants. A feasibility process was also adopted to ensure that proper supports would be in place to successfully bring the project to practical completion.

These project aims would be achieved for the same cost as originally granted to the Menindee organisation.

Project Outcomes
While the intervention was successful in outlining a programme for completion, work had to be put on hold until the project officer had completed study commitments. As at June 2004 neither the signing of a Memorandum of Understanding with a regional health organisation, nor the employment of the high profile Aboriginal sub-consultant had taken place. However, the funds related to the project were rolled into the 2004/05 financial year and work is expected to progress.

Costs and Outputs of Interventions
The Round 1 interventions (i) and (ii) cost a total of $16,845; an average cost per intervention of $8,422. The Round 2 interventions (iii) and (iv) cost $22,714; an average cost per intervention of $11,357. These costs covered travel and expenses as well as provided for the following outputs from Mentors:
• Meetings with a wide range of project personnel, stakeholders and sub-consultants involved
  with the projects, sometimes undertaken as a cycle of events held with key organisation
  representatives to steer negotiations to a conclusion;
• Inspections of programme operations and infrastructure;
• Separate negotiations and revisions of practical project proposals;
• Agreement of revised project proposals with key organisations and stakeholders;
• Detailed reports on the interventions, including recommendations to OSW as how to proceed.

It should be noted that both Round 1 interventions were held in remote communities, compared
with those for Round 2, which were undertaken in rural/regional centres.

As at mid-July 2004, one Round 1 project has reached practical completion while the other continues
to experience difficulties, particularly with regard to a high turnover of project workers. Also at this
time, one Round 2 project appears to be heading toward practical completion while the other has
been put on hold for reasons unrelated to the project itself. The hiatus affecting the latter project is
due to the project officer’s study commitments and highlights the need to minimise delays as much
as possible to prevent future misalignments in project scheduling. The longer a project extends past
its original completion date, the greater the likelihood of such conflicts arising. In this case an
earlier intervention, which was suggested by the Mentor, would have prevented such an extended
delay.

However, in all cases the Mentor’s direct and intense involvement provided a way forward for each
stalled project and resolved longstanding problems and local misunderstandings. That each project
continued to experience certain difficulties after the intervention reflects the fact that they were
hampered by more deep-rooted or structural issues common to many Aboriginal organisations and
communities, not least of which are the serious affects family violence itself has on community
solidarity and already exhausted services and personnel. It is PMA's judgement that one or two
short, follow-up visits would have assisted these projects in completing in a more timely fashion
with clear cost effectiveness.

Establishment and Use of the NIFVGP Website
PMA was required under its initial Round 1 contract to develop a website comprising an
information sharing service and regular newsletters. These were intended to contain:
i  information regarding other violence prevention projects;
ii recent publications and press releases pertinent to family violence issues;
iii problem solving advice arising from PMA interaction with ISPs;
iv network addresses and contact details for Indigenous, State and Commonwealth government,
  and research sectors;
v  case studies and good practice documentation related to NIFVGP funded projects; and
vi specific links to the PADV and Australian Domestic Violence Clearinghouse websites.

Initial Set-Up During Round 1
PMA sub-contracted a Brisbane based IT firm to design the NIFVGP website and provide ongoing
services related to its construction, maintenance and hosting. A domain name was selected, approved
with OSW and registered. The website’s address became <www.indigenousviolence.net>. A draft
of its Home Page, designed to comply with the PADV Branding Guide and its security guidelines,
was submitted to OSW. The comments received were incorporated into a revised layout.
Information Technology Capacity of ISPs

PMA conducted research into the IT capacity of ISPs at the April 2001 Rekindling Family Relationships Forum. Questionnaires were distributed asking about the software and hardware ISPs had at their disposal, and their level of knowledge about how to use these packages and devices, and about how to access the internet and use e-mail. Responses were received from the majority of ISPs. It was determined that most ISPs lacked access to powerful computer equipment, speedy internet connections or a wide skills base. As a result, it was determined that all documents posted on the website were to have their file size limited. The number and complexity of graphic elements was kept to a minimum and reliance on associated plug-in packages to extend the operation of basic browser software was avoided. Portable Document Format (PDF) was chosen for downloadable documents on the website.

Hosting

The IT firm that designed the website was also responsible for carrying out the hardware upgrades to PMA’s in-house server that would allow it to host the Mentoring and Evaluation Scheme website. Unfortunately enormous difficulty was encountered in trying to delegate the registered domain due to an anomaly between PMA’s server operating system software and the overarching network in which it is situated at the University of Queensland. This delay could not have been foreseen. The solution was to seek outside hosting services. Such technical difficulties are not uncommon and it would be useful therefore to have a lead-time for establishment of the overall project, which takes this into account and ensures that a component like the website is available as soon as ISPs are beginning their project work. The launch of the ‘live’ website occurred at the end of the second phase of PMA work under Round 1 of the Mentoring and Evaluation Scheme.

Site Maintenance

Expansion and revision of the site was ongoing in the third and fourth quarters (June 2003-February 2004) of PMA’s Round 1 contract. The inclusion of materials received from ISPs required a heavy expenditure of time due to the many graphic elements that had been incorporated. Pictorial or graphical elements are frequently a component of good practice material being produced by ISPs, most particularly those working with people for whom English is not a first language and with young people.

Work Note No. 4 on Website Usage

To coincide with the launch of the website, a PMA Work Note (No. 4) was issued by post to all Round 1 ISPs. It covered access to the website, its general composition, specific contents, and the Username and Password required to access the ‘Mentoring Materials’ section. The Work Note included an image of the website’s Home Page. A number of basic tips were provided with regard to: common internet browser packages; obtaining Acrobat Reader freeware that enables users to read PDFs; and bookmarking the site for ease of future access.

Work Note No 4 was carefully designed to provide a visual tour through the site accompanied by explanatory notes so that ISPs could gain familiarity with the site before visiting it online. ISPs were encouraged, both in Work Note No. 4 and throughout the website itself, to submit to PMA (for inclusion on the website) information such as good practice examples, useful Internet links, contacts and documents. However, very little material was received during Round 1 of the project. The Mentors were essential in encouraging ISPs to offer what material did make it into the site.

Structure and Contents of Website at end of Round 1

The website at this stage of the project featured six main information areas or zones, namely:

- Mentoring Materials
- Links/Contacts
- PMA Role/Details
Revision of Website for Round 2

The project website was updated to accommodate Round 2 of the NIFVGP. The firm previously employed for the programming aspects of website construction, was again contracted. The primary goal was to improve user-friendliness and the site’s ability to support increasing amounts of information, including the details of Round 2 projects. Again this goal was to be achieved within the confines of the most standard Internet software so as not to exclude ISPs with basic equipment. Certain website features were redesigned, for example ensuring navigational buttons remained on screen while users scrolled through a page’s information. The programmer revised the page structure and renamed some navigational buttons. PMA was then responsible for reorganising existing material into the new structure, adding the new material and proofing all existing text. In an ongoing capacity, PMA was responsible for all maintenance and additions, and the ‘live’ upload of revised pages. Work Note No. 4 was duly updated to reflect the changes made at the beginning of Round 2, and it was forwarded to all operational ISPs, whether funded under Round 1 or 2.

Ongoing Updates and Information Bulletins

Throughout the course of Rounds 1 and 2, updates were made to the website. These were carried out directly by PMA. During Round 2 this process was carried out five times (not including a number of very minor adjustments). To inform ISPs about these updates and keep the website in their minds, a series of five Information Bulletins were distributed. These documents also gave ISPs without Internet access an opportunity to consider the website’s contents and request hard copies of items that interested them. Drafts of the Information Bulletins were sent to OSW for comment prior to issue and ISPs were encouraged to contact PMA with suggestions for inclusions in future website updates and Bulletins. Very few such suggestions were received from ISPs. OSW was also regularly invited to suggest inclusions to the website.

Revision of Website for Round 3

Minor adjustments were made to the website when Round 3 began in May 2003. These included: adding details about the four Round 3 projects, and revising text, web page titles and banners where necessary. News of these updates was disseminated to ISPs in the relevant Information Bulletin (see above). The Round 3 contract between OSW and PMA provided merely for the continued hosting of the website, the re-registration of the domain name, and its revision to reflect the projects receiving funding. No further additions were made to the website during the course of that contract period.

In addition to the background information on the website regarding ISPs, PADV and PMA, the primary contents on the web at the end of Round 3 are summarized in Table 2.9 below:
Table 2.9: Quantitative summary of material on NIFVGP website after the two contract periods of website construction [to be completed at end of May]

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<th>Middle of Round 3 (July 2003)</th>
<th>End of Round 4 (June 2004)</th>
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<tr>
<td>Mentoring Materials Section</td>
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<tr>
<td>Relevant Articles</td>
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<td>Funding Opportunities</td>
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<tr>
<td>Upcoming Events</td>
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<td>Case Studies</td>
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<td>Good Practice Documentation</td>
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<td>32 items + 24 NIFVGP items</td>
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<td><strong>Total</strong></td>
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<tr>
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<td>Press/Media Releases</td>
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<td>Consulting Reports</td>
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<td>Manuals, Guides and Fact Sheets</td>
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</tr>
<tr>
<td><strong>Total</strong></td>
<td>over 106</td>
<td><strong>225 items</strong></td>
</tr>
</tbody>
</table>

In addition to the items in Table 2.9 all covering letters, Work Notes, and Information Bulletins issued by PMA in relation to the NIFVGP were included on the website in Mentoring Material section.

Use of the Website by ISPs

During the course of Round 1, the Mentors were asked to conduct an informal survey with their allotted ISPs regarding use of the website. Generally, more pressing discussions regarding project progress and fulfillment of grant requirements were given precedence. Some Mentors received replies to questions about website usage from their ISPs. Of the replies received a majority indicated that they would be unlikely to access the website as a routine reference, many indicating that they lacked internet access or the skills to utilise the connection available to them.

The ISP’s use of the website was influenced by a number of factors. These included:
- their technological capacity and level of skill
- the perceived relevance of its contents and functionality to them.

Even prior to the website going ‘live’ the Mentors had raised with PMA their concern that many project workers would have low levels of familiarity with computer and internet technology. This situation was compounded by the lack of reliable connections in remote locations and the lack of up-to-date equipment. The Mentors had also predicted that many groups would struggle to initiate and maintain their projects, so participating in the website and its information sharing intentions would not be a priority. Many workers would not recognise the benefits that using the website
would have for their project. Grassroots projects particularly would be less interested in the website. Their need would be for more practical, locally focussed material. The question then became how it would be possible to provide this information within the budget and time constraints pertaining to PMA’s work.

While PMA did issue a Work Note (No. 4) aimed at all levels of users, it could not replace the basic training many groups had requested and obviously needed. Such training could be seen as a general but vital component of capacity building. The Mentors also advised that for many communities the internet had not been accepted as a means of communication. Mentors struggled to maintain even telephone contact with some groups.

A related point regarding the website material was the limited degree to which projects were actually providing PMA and OSW with a standard of self-evaluation and good practice documentation sufficient to be transferred onto the website. Similarly, very few groups produced high quality case study material; this kind of data might have been very useful in drawing ISPs into the website and giving it a more inviting ‘face’. A gallery or board of stories about family violence situations and running a project in a community (wiped of all identifying information) might have enticed users into the other components of the site.

The question also has to be asked whether many groups, even those fully capable of running their designated projects, have the ability to participate in the information sharing elements of the scheme that were envisioned. As groups struggle to complete their project tasks on time and budget, and to report adequately on their progress, the burden falls to PMA to convert their experiences into material for the website. There has not been an allocation in the budget that recognises the extent of effort required to complete this task successfully.

**Overall Use of the Website**

During the first seven months of 2003 (January to July), the website received on average 191 unique visitors per month. During the months of March to July (after the holiday period) over 200 unique entities visited the website per month.

In June and July 2003 an average of between 9 and 10 daily visits were made to the website. User preference was clearly for accessing the website on weekdays, particularly Monday, Wednesday and Thursday. Some use was indicated to occur in the three hours before midday. Some was shown to occur in the afternoon and early evening. A significant component of use did occur in the late evening and early morning. A component of this may have been off-peak users in one of Australia’s time zones, however it could very well have been overseas users.

Taking June and July as representative months, it would appear that between about 79% and 84% of visits during both months lasted no longer than thirty seconds. Only between 4% and 6% could have lasted as long as two minutes. Only about 8.8% of visits lasted between 2 and 15 minutes. Between 0.7% and 1.4% of visits lasted from 15 to 30 minutes.

In July just under 35% of connections to website pages were made using the direct address. Further information suggested that no July visitors added the website to their list of favourites or bookmarks. 37% of page connections were made through Internet Search Engines such as MSN and Google. Only 3.4% of page connections were made through external pages, the most common being the Australian Domestic Violence Clearinghouse. And, 24.4% of page connections were made through links on pages internal to the website.
These statistics suggests it might have been useful to pursue ‘advertising’ on other relevant agency and government websites more rigorously. This may have brought interested parties into contact with the projects and the ISPs. Very few enquiries were received by PMA through the website. While the gathering of these statistics on site usage was provided free, this may not always be available. It would be useful to provide a budget sum to conduct an ongoing survey of who uses such a website and according to what patterns.

**Major Redesign and Refurbishment of Website during Round 4**

At a meeting between OSW and Paul Memmott held in September 2003 the issue of the Mentoring and Evaluation Scheme website’s future was raised. Further discussion led, in February 2004, to the signing of a contract requiring that a major upgrade of the website be carried out. This would ensure that it remained accessible beyond the June 2004 end of PADV and the NIFVGP until June 2005. PMA developed a brief detailing the work to be undertaken (this included posting the current Evaluation Report and the Good Practice Report on it) and sought quotes from various web designers. A Brisbane graphic design firm was the successful applicant and discussions regarding the nature of the website’s graphical presence began. PMA also trialled an alternate website format that would appeal to a wider user base. Taking into consideration the cost effectiveness of revising its layout, the decision was taken to maintain the present structure. However through this exercise, a number of improvements to the website’s functionality were elaborated. These included: drop-down text boxes that would appear when users moved their pointer tool over the various navigation buttons and that describe what each area contains; and a search function with an index of search terms, such as men, women, children and youth, that allows users to access information via subject categories. The list of search terms can be added to if alternatives become apparent. The last function makes the wide range of information contained in the website accessible as though it were contained in a database, without incurring the cost of installing one.

The website design process was completed by mid-April 2004, after which its construction was embarked upon. During this time additional raw material was collected, for example, a long list of family violence contacts in each state was compiled. All existing text was proofed and all hyperlinks were checked for currency. ISP information was updated. There was also a strong focus on increasing the amount of data contained in the good practice, case study, upcoming events and funding opportunities sections of the Mentoring Materials area. The good practice material was drawn from the ongoing documentation process that PMA has been conducting and that is contained in its Interim Good Practice Report and in Chapter 3 of this Report.

A ‘new look’ website went live in mid-May, containing all the information from the old website but featuring the new layout. The programmer then built the content management system (CMS) that would enable PMA staff to upload new material to the website. This replaced Adobe GoLive, which was the software package originally used to maintain it. The new CMS allows staff to update pages through any internet browser package like Internet Explorer or Netscape Navigator and gave the programmer more flexibility in constructing the site. This process was complete in early June, however a number of technical problems had to be resolved before data could be smoothly uploaded. The uploading of new material took over a week, so the new website in its entirety was present online by mid-June. A process of checking all web and document links has been undertaken.

A technical problem arose with the hosting of the website in mid-June. This was remedied by the provision of access by certain Internet Service Providers. A great deal of effort was expended to resolve this issue by early July. It interrupted
the process of final checking of website content. However, as is shown in Table 2.9, the amount of content was greatly enhanced through the refurbishment process.

Summary of Findings on Website:

Much useful resource material has been compiled on the NIFVGP website including documents, project profiles, research findings and good practice on Indigenous family violence, and the site has experienced a reasonable level of visitation. It has much potential as an ongoing community asset, particularly for the better-resourced regional Indigenous organizations, but needs to be adapted as a more user friendly service, especially for lesser-resourced low-tech Indigenous organizations.

Specific problems that have been identified in the development of the website are as follows:

1. The website is of limited short-term use to small under-resourced ISPs because of:
   - The limited availability of up-to-date computer hardware, software and skills/training within their organizations;
   - The generally high levels of resource poverty experienced by ISPs;
   - The generally higher priority of addressing critical project needs – most ISPs do not have the time and resources to ‘share information’ in the way originally anticipated.

2. Development of the website was limited by the lack of quality reporting from ISPs. Much potentially valuable case study and good practice material was not provided by ISPs, who lacked time and, in some cases, the necessary reporting skills. The lack of funding for adequate face-to-face mentoring also prevented the direct collection of much appropriate material by Mentors. The website and the programme generally would benefit from the funding of additional mentoring and/or training to:
   - Improve ISPs’ reporting abilities, and
   - Improve ISPs’ internet hardware, software and skills.

3. The usefulness of the website would be improved by some re-organisation of material, the addition of more case study material and the provision of more contact links. The question still remains as to whether the website would be used fully by ISPs unless considerable capacity building was undertaken in regard to IT. The major redesign undertaken in May and June 2004 has addressed the points made in the first sentence. Visits by other users might also be enhanced by an appropriate site promotion budget.

4. Ensuring that a website such as this is in existence as ISPs are beginning their projects is important, rather than it coming online once projects are well established. This means there must be an adequate lead-in time allowed for its design and construction, which has implications for when the mentoring and evaluation consultant’s contract begins. This would also ensure that the effects of technical difficulties were minimized.

A Critique of the Overall Project Design

PMA sought out OSW officers who had been involved in the early conceptualization of the project to ask them to retrospectively consider whether the original vision was achieved and if not, why not in their view. And furthermore, they were asked if the opportunity to do the project again arose, would they implement it differently. What were the project’s deficiencies? Two such officers were located neither of whom was employed by the OSW at the time of interviewing. As noted in Chapter 1, Dr Dianne Herriot, was the OSW officer responsible for the early planning of the NIFVGP and she contributed some evaluative comment. The second officer, Mary-Anne Vine, was a former advisor with the OSW and involved in the planning and implementation of Round 1 of the NIFVGP. Whilst absent from the OSW, she was interviewed by PMA and commented on the NIFVGP Project.
Design.

Vine considered the overall goal of the NIFVGP Project to be very sound, as was the grant selection process. She stressed that two fundamental assumptions were very important to the programme: community control of projects and trying new and innovative techniques to deal with family violence.

The Imposed Parameter of Short-term (Non-Recurrent) Funding

Dr Herriot noted that although communities often voiced their need for an ongoing or recurrent funded service, only non-recurrent funding was possible under PADV. The Government was not interested in recurrent funding. This was an imposed constraint, not a part of the Strategy. The OSW had to make the best possible use of a non-recurrent resource. It meant that funds were not allocated according to need but according to how well proposals were planned, prepared and written. From the perspective of occupying a different position in government at the time of her interview (five years later), Dr Herriot could appreciate that such programmes can be very difficult to administer, and that not a lot of feedback may come back to support on-going policy formation. From her more recent experience in disability projects, Dr Herriot had found that one-off funding was potentially damaging due to the problem of maintaining continuity, and at times could result in the withdrawal of community organisations from government-funded programmes.

Vine also had strong views on this matter. She concluded that running short-term pilot projects in communities is a poor strategy as it sets organisations up to fail in many cases, due to the unavailability of on-going funding (she contrasted the case of SAAP funding availability for non-indigenous communities). This limited approach also added to the difficulties in recruiting staff in remote areas due to their reluctance to take a short-term contract. A likely result within the ISP organisation is a perception of failure (even where the project succeeded), when funds for continuation are not available and the project must be wound down). This is a very demoralising experience for the community.

Vine indicated there were three further project design problems with the NIFVGP:

Understanding Indigenous timelines

The difficulties faced by local community-based Indigenous organisations were underestimated by the OSW. These included staff shortages, difficulties in recruiting and retaining staff, and lack of infrastructure; twelve month timelines are impossible to meet when it may take up to six months to recruit staff.

Insufficient size of grants

The funding limit (ceiling of $100,000 in the Round 1) made it very difficult to run a successful project in a remote location. A higher ceiling level of around $300,000 to $400,000 had originally been envisaged to allow for staff recruitment and accommodation, salaries for a small local team, office rental, and vehicle and running costs, but this had not been possible. Poorly funded one-off projects impose immense strain on many remote communities which often lack adequate accommodation, transport and administrative support. They are forced to make the choice between ignoring an opportunity to address community problems or risking staff burn-out and breakdown as a result of accepting the challenge.

The need for more face-to-face mentoring

Lack of sufficient funding limited the amount of mentoring available to organisations (and especially the extent of face-to-face visits to grass-roots projects). These organisations cannot use a computer interface as a substitute and more mentoring was needed.

In summary, according to these two former OSW officers, the programme needed a higher level of funding given out in larger amounts, and better supported by mentoring. The programme also
Summary of Findings on the NIFVGP Elements

The Indigenous Advisory Group and Grant Allocation Impact

An NIFVGP Advisory Group containing a mix of independent Indigenous representatives and Commonwealth Department (OSW) representatives, assessed and made recommendations to the Minister on the awarding of grants for Rounds 1, 2 and 3. The assessment process largely followed the terms of the advertised assessment criteria, which ensured projects were largely in keeping with the NIFVGP principles, and that the ISPs had sufficient capacity to successfully implement the project. For Rounds 1 and 2, which were the two publicly advertised NIFVGP Rounds, and comprised the majority of the programme funding ($4.8 million), this allocation process had the following implications.

The majority of OSW funding was spent on early proactive or late reactive strategies, with very little money being spent on late proactive or early reactive strategies, i.e., strategies that intervened in episodes of violence just before or just after they had started. More than 18% of total NIFVGP funds were not allocated in proportion to State and Territory populations. Approximately one third of all funds in Round 1 were allocated to Western Australian projects. A further $387,563 was again allocated to that State in Round 2. New South Wales and Queensland, the States with the highest Indigenous populations were, by comparison, under-funded by more than $765,000 in Rounds 1 and 2.

Whilst it is noted that the per capita expenditure of grant funds on remote communities reflects to some degree the higher incidence of family violence in those communities, only a comparatively small number of the total of Australia’s discrete Indigenous communities (about 1.5%) were reached by this funding. The majority of NIFVGP grants favoured applicants in metropolitan and regional cities, and rural towns, accounting for more than 75% of successful applications. The distribution of grants awarded generally reflected where interest in the NIFVGP was centred. Exceptional regions were the Top End (Arnhem Land/Daly River/Tiwi Islands) in the Northern Territory, and Tasmania, which both did poorly given the original number of applications received from them. A second observation is that the comparatively competitive regions for NIFVGP grants were: coastal NSW (18 applications), the Top End (13 applications), South-east Queensland (12 applications), the Perth region (8 applications), the Cairns district (6 applications) and Melbourne (6 applications).

There were nine important Indigenous regions from which negligible interest was received in the NIFVGP. Most striking were Queensland regions where applications were received from only coastal towns despite the very many rural and remote centres where a large proportion of the State’s Indigenous population reside. (Queensland, along with NSW have the largest Indigenous populations on a State basis.)

One dilemma may have involved larger, more articulate organisations having the capacity to write the best grant applications and thereby win the grants, while many small under-resourced grassroots groups who need support may have been unable to submit an application. However the precise reasons for funds not being evenly disbursed among the Indigenous population, as discussed above, are unclear.

The National Rekindling Family Relationships Forum

From the perspective of mentoring, the National Forum was generally a successful component of PADV. The Forum enabled a constructive face-to-face rapport to be established between most Round 1 grant recipients and their Mentors. However there was never any indication that the Forum’s recommendations would be implemented, which undermined the commitment of the
Indigenous people who developed those recommendations and continued to participate in the NIFVGP.

**The Walking Into Doors Campaign**

The *Walking Into Doors* Campaign was launched at the National Forum on Indigenous Family Violence by Minister Vanstone as a culturally-grounded initiative. She was accompanied at the launch by Archie Roach and Ruby Hunter, whose presence generated an immediate enthusiasm for the Campaign from Indigenous participants. This finding indicates the potential contribution that highly regarded Mentors in the Aboriginal community could make to such an anti-violence programme as the NIFVGP. Unfortunately no direct connections were made between the ten *Walking Into Doors* Forums and the NIFVGP Round 1 projects, despite there being significant potential for Archie Roach and Ruby Hunter to assume an ongoing national mentoring role.

Whereas the Campaign was well received by those community members and service providers in the ten forum communities, the Evaluation Study found that follow-up activities, which would have been beneficial to maintain the momentum and dialogue established by those forums, did not occur. A second finding was that highly visual material and face-to-face workshops were effective methods of targeting Indigenous communities. In particular, Aboriginal people talking to other Aboriginal people about family violence was a powerful and appropriate strategy for promoting change. (Cult. Persp., n.d.:4.)

A further evaluative finding from both this Campaign and the National Forum was the importance of choosing a culturally appropriate venue for workshops or conferences.

**Programme Administration by OSW**

OSW, through its Project Officers performed all of the basic grant administration functions for the NIFVGP. However OSW’s traditional role in government has primarily been one of coordination and policy development rather than large-scale decentralized grant administration. The challenge of administering NIFVGP has been exacerbated by the lack of field staff and opportunities for face-to-face contact with their client ISPs. The role of the Mentors has only partially compensated for this. Staff turnover within OSW temporarily impacted on project continuity on some occasions, highlighting the need for clearly understood and documented administration goals, methods and standards between all parties (Government, ISPs, Mentors).

**The Mentoring Service**

The value of Mentors in providing basic support and debriefing to violence workers should not be underestimated given the stressful and demanding nature of the latter’s role. One lesson to be drawn from the NIFVGP is that Mentors need to be appointed at the inception of a programme (at the point of application assessment) to allow them to achieve a mutual understanding with the ISPs of capacities and styles of operation. The ISPs’ perceptions of what a Mentor was varied significantly, and the Mentors needed to adapt to these in order to provide the service that was needed. The Work Notes were useful in providing a common standard for both written reporting and self-evaluation by ISPs.

Early appointment of the Mentor can ensure that ISPs receive capacity building support from the commencement of their projects to ensure they are implemented to a best practice standard (many projects stumbled at the beginning making later recovery difficult). Mentors can assist ISPs to develop project implementation and control systems; similarly they can help to ensure that project documentation is begun immediately, thereby avoiding late, hasty and crisis-induced reporting.

Ample funding needs to be available for travel by the Mentor to meet with the ISP (suggest at least 10% of budget). Mentoring by telephone, email and/or fax with Indigenous organizations has only limited effectiveness unless it is supplemented by face-to-face meetings, one of which must occur...
at the commencement of the project. A more flexible brief and budget for mentoring visits was needed in recognition of the capacity building potential of this service. Face-to-face mentoring and interventions were valuable and under-utilised aspects of the NIFVGP Programme.

**Intervention Processes**

Four interventions were undertaken, with two Round 1 and two Round 2 projects, between November 2001 and March 2004 at a total cost of $39,559. Of these, one project has reached practical completion, one continues to experience difficulties, another is temporarily stalled but not faltering, and another is close to practical completion.

It is concluded that such direct interventions and face-to-face mentoring in general are valuable tools with which to assist struggling projects, ones that were underutilised during the NIFVGP. For future grant schemes it would be preferable to envisage the intervention process as a series of visits rather than just one, so that projects experiencing serious problems can receive ongoing support. It is unrealistic to expect certain situations to be resolved in a short space of time. The course of each of the projects described in the preceding chapter section shows how underlying or structural problems within organisations and communities can affect project operation and need close monitoring.

It would be useful to define a set of criteria by which projects are judged to be in need of intervention prior to funds being released. These should be determined with the advice of the Mentors, and a clear protocol by which concerns can be raised and discussed between the Mentoring team and the auspicing agency should be elaborated. This would ensure problems are dealt with quickly and that project delays are minimised. The intervention process will most frequently represent a capacity building opportunity that should be embraced as an opportunity to extend the capabilities of often stressed and needy communities and organisations.

**Construction and use of Website on Indigenous Family Violence**

Much useful resource material has been compiled on the NIFVGP website—including documents, project profiles, research findings and good practice on Indigenous family violence—and the site has experienced a reasonable level of visitation. It has much potential as an ongoing community asset, particularly for the better-resourced regional Indigenous organizations but needs to be adapted as a more user-friendly service.

The small-scale community-based ISPs were less interested in the more ‘academically oriented’ information on the website (eg. research on violence), and needed more practical information, but then such grassroots groups were probably less able to access the website in any case (lack of equipment, expertise and time to devote).

It remains unclear as to what extent ISPs had the time, opportunity, resources and interest to ‘share information’ in the way originally intended in the mentoring project’s design, even though a Work Note on the website was issued and Mentors did their best to encourage its use. In hindsight, it would have been useful to have ‘advertised’ the website, and to have encouraged other relevant Indigenous agencies and organisations to provide links to it on their website. It would also have been useful to have a component in the budget to conduct an ongoing survey of who was using the site, for how long, on which days, and what was downloaded, using a system of keywords.
Overall project design

OSW personnel have indicated that the grant funding could not have been distributed on the basis of need due to the short-term nature of the NIFVGP. Distribution was thus largely based on the quality of the applications. The impacts of these decisions are outlined above and include certain needy regions (some 10 in number) receiving negligible resources and certain States receiving inequitable resources on a per capita basis.

In hindsight key OSW staff involved in the project recognized the limitations of a short-term grant programme. Firstly that it led to the above-mentioned imbalances of resource distribution. Secondly for those who did receive resources the difficulties of establishing a viable project without secure prospects of ongoing funding could have resulted in a lowering of motivation, morale and withdrawal from government partnerships (contrary to the NIFVGP goal of establishing such partnerships).

The ideology of cultural-groundedness was embedded in the NIFVGP through two fundamental assumptions which proved to be critical: these were the need for community control and the encouragement of new and innovative techniques to deal with family violence.
CHAPTER 3: INDIVIDUAL PROFILES OF NIFVGP PROJECTS

Introduction

This Chapter provides a brief summary profile of the 70 projects which were provided with grants during Rounds 1, 2 and 3 of NIFVGP. The project summaries are organized by Rounds, and within the Rounds by States. Each summary contains the following information:-

1. Name of the ISP (Indigenous Service Provider);
2. Amount of funding in the grant;
3. Project Title;
4. Project Aims;
5. Project Profile information;
6. The Mentor’s Assessment of the Project;
7. Any Good Practice elements as noted by the Mentor.

This information was compiled from the ISP grant contracts, the ISPs’ project reports, the Mentor contact reports with ISPs and a questionnaire on individual project performances designed by PMA and completed by the Mentors at the conclusion of NIFVGP. Unfortunately, this quality of information was not available to PMA for profiling Round 4 projects in the same manner, as PMA was not contracted by OSW to provide Mentoring Services for this last Round of NIFVGP. However a simple descriptive statement is provided at the end of this Chapter for each of the four Round 4 projects.

A further source of profiling and evaluative material, particularly for Round 1 projects, was a report by the consulting firm Success Works (2003) which was engaged by OSW to carry out a meta-evaluation study on PADV. This meta-evaluation report was written during Round 2 with contributions by PMA.

The findings embedded in these individual project profiles will be combined and analysed in Chapter 4 as a collective evaluation of ISP performance.
### Project Summaries – Funding Round 1 of NIFVGP

<table>
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<tr>
<th>Project</th>
<th>NSW 1 - Coffs Harbour Aboriginal Family Community Care Centre - $55,000.</th>
</tr>
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<tbody>
<tr>
<td>Project Title</td>
<td>Coffs Harbour Indigenous Family Violence Programme</td>
</tr>
<tr>
<td>Aim</td>
<td>Introduce, educate about, and undertake culturally appropriate intervention and prevention programmes; forge links with relevant service providers (including schools) to disseminate information about support services.</td>
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</table>

**Good Practice Features**

<table>
<thead>
<tr>
<th>Community Ownership</th>
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<tr>
<td>In-depth consultation (one on one with service providers and in cluster groups) developed processes and mechanisms that increased community participation.</td>
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<table>
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<tr>
<th>Cost Effectiveness</th>
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<tr>
<td>Used existing platforms to launch Family Violence project.</td>
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<tr>
<th>Project Strategies</th>
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</thead>
<tbody>
<tr>
<td>Arising out of community workshops was a suggested strategy to create a ‘safe house’ or more appropriately termed ‘cooling off house’ for perpetrators (so that women and children did not have to leave the family home). To enable cooling off and access to appropriate services for the perpetrator. [Extract Success Works 2003:2.23]</td>
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</tbody>
</table>

**Project Profile:**

Extending the primary aim outlined above, this project was to:

- Recognise and provide support to Indigenous families experiencing or who might potentially experience, family violence,
- Prevent and reduce levels of violence,
- Raise consciousness about family violence in the community, particularly through networking and the use of resources available through service providers, and
- Monitor behaviour patterns of children, and respond with culturally appropriate support.

The project was divided into four key stages based around broad project aims. The first entailed mapping relevant cultural service providers and services, with a view to identifying models of ‘best practice’ for dealing with cases of domestic violence. The second was an educational phase, consisting of workshops and training for various schools and local organisations in order to raise awareness about domestic violence. The third was the production of an information kit, and continued educational liaison with community members. The fourth was an evaluation phase. (Extract Success Works 2003:2.23)

**Project Reporting Outcomes:**

- The initial extensive consultation process helped clarify and direct the strategy and acted as a useful vehicle for raising awareness about domestic violence as a community issue.
- The consulting process also made clear which organisations formed part of an active and useful matrix of service provision.
- The project was facilitated by a number of experienced domestic violence educators. Workshops were convened with a number of groups to deal with:
  - Women’s business
  - Men’s business
  - Family business
  - Local schools
  - Community business (Extract Success Works 2003:2.23).

**Mentor’s Assessment:**

- Achieved all aims, effective networking, raised awareness, well targeted.
- Extensive consultation in community, continuous liaison, good networks and relationships.
- Staff turnover reduced consistency in project delivery.
- No evidence documented of reduced incidence of family violence.
Project: NSW 2 - Gudu Wondjer Safe House sponsored by Eden Local Aboriginal Land Council (Eden) - $92,224.

Project Title: Gudu Wondjer/Respect Project

Aim: Consult and workshop with men on family violence solutions, establish male mentors, increase partnership links to other services.

Project Profile:
In addition to the above, the Respect Project also aimed to:
- develop male community support through a series of ‘circle talks’, workshops, camps and fishing clubs which sought to bring men of all ages together to discuss issues of family violence
- reduce family violence by creating awareness and promoting healing
- create links in the community through which the men could access relevant resources to other services

The project grew out of the ‘Anti-Violence Against Koori Women and Children Project’, and focused specifically on Aboriginal men in the Eden district of NSW.

Project Reporting Outcomes:
- A strong organizational approach of the project was the stakeholder’s ability to “network and capacity build”. Such effective networking skills enabled consistency and good communication amongst those involved in running the project.
- The project was focused largely on practical activities rather than a theoretical framework.
- Group sessions and gatherings provided information which actively implemented early intervention and preventative strategies.
- Men’s Meetings also provided information about training sessions and culturally appropriate community resources. It was intended that a standing ‘men’s committee’ and a ‘mentor’ programme will be formed.
- The Project worker also took on the role of Family Court support person with the aim of building links between himself and the men in the community.

(Extract Success Works 2003:2.25.)

Mentor’s Assessment:
- Unclear whether all aims were achieved - structural changes in organisation may have created barriers that hindered the progress of the project.
- Strong evidence of good practice around cultural response to family violence but objectives and outcomes were not documented consistently or thoroughly.
- Project was well promoted through word-of-mouth as well as effective campaigning.
- Good networking strategies amongst both Indigenous & non-Indigenous stakeholders.
- Final report & evaluation of project have not been submitted, unable to assess project outcomes.

Good Practice Features

Staffing
Worker was a local Aboriginal man of integrity and high standing acceptable to different cliques in community.

Worker treated clients with respect and diplomacy.

Used ice-breakers and conciliation; gave groups ‘food for thought’; linked perpetrators with non-perpetrators; encouraged a mutually caring attitude among all clients; established constructive activities for men.

[Auditing incomplete at 22/4/04.]
Project: NSW 3 - Southern Women’s Housing Inc. (Bega) - $11,000.

Project Title: Koori Domestic Violence Inter-agency Group and Working with Children who have Experienced Domestic Violence

Aim: Establishment of a Koori Worker's Network to develop local solutions and scope to develop alternatives for existing services.

Project Profile:
In addition to the above, the project also aimed to:
- increase the effectiveness of Indigenous FV services,
- provide a forum for peer support, interagency networking and information sharing, and
- identify community needs for services and support for Koori women and children who had experienced FV.

An interagency approach was sought with local/regional agencies, government representatives, police, health services and women’s shelters.

Project Reporting Outcomes:
The project was based on the recognition that there was a lack of Aboriginal employees within key service areas such as drug and alcohol services, mental health services and youth and children’s services. Importantly, the region did not have a coordinated response in place that dealt with FV issues, nor were there any services that addressed the effects of FV on children and youth.

Measures were taken to identify gaps in services and support for women and children who had experienced FV and to address problems of access to mainstream services. To do this, an interagency family violence group was formulated to conduct a number of tasks including:
- Preparing a FV survey questionnaire for agencies,
- Employing two workers to promote, conduct and collate survey information,
- Promoting itself to mainstream services to provide cultural awareness training to workers, and
- To collaborate in case study work. (Extract Success Works 2003:2.36.)
- Survey and data completed for publication and a draft copy was submitted to OSW (OSW 2004).

Mentor’s Assessment:
- The organisation had adequate management skills and good links to other service providers, however, it was not successful in recruiting a worker to implement the project. Difficulties could have been attributed to organisational structure, management or reluctance to explore all avenues?
### Project: NSW 4 - Yawarra Meamei sponsored by Namoi House Inc. (Lightning Ridge, NSW) - $99,000.

### Project Title: Yawarra Meamei – Safe Families Project

### Aim: Educate and train group members to pursue roles within their communities as peer educators and mentors.

### Project Profile:
Under the Yawarra Meamei group, a Safe Families Mentor Training Programme was set up to achieve the following goals:
- to establish leadership, mentoring and training skills of members of the group who could then provide peer education and support to women experiencing FV,
- to establish networks and partnerships with schools, police, health service, women’s shelter, Indigenous and State agencies,
- to conduct workshops and community meetings/forums,
- to provide support for perpetrators, victims, men, women and children with the overall goal of preventing violence.

### Project Reporting Outcomes:
A series of workshops and community activities were organised to generate awareness and support for individuals and families dealing with FV issues:
- Men and women were encouraged to use traditional painting to express their meaning of ‘Strong Families’ and the vision they had for their grandchildren. Traditional methods of communication and knowledge of customary kin networks and relationships could help a family in times of crisis.
- Other workshops addressed issues of sexual assault, FV, legal issues and grief and loss.
- A Youth programme held for girls and young women focused on grooming, self-care, self-defence and self-assertiveness.
- A Cross Cultural Family Day was organised.
- monthly interagency meetings were held aimed at enhancing awareness of anti-FV methods and service availability.
- a Domestic Violence Core Training initiative was put in place.
- Work was carried out with other agencies and groups to seed a Men’s Group whose members would provide a court support service at the Lightning Ridge Magistrates Court.

(Extract Success Works 2003:2.43.)

### Mentor’s Assessment:
- Achieved more than original aims,
- Exelled in service provision in a remote area,
- Good level of Indigenous community participation,
- Detailed and well documented reports, and
- Well promoted throughout the town and region.

### Good Practice Features

#### Community Ownership
- Excellent networking in community to provide healing and at regional level to enhance services.
- Culturally appropriate strategies and activities saw the participation of many members of the community.
- Included women from Indigenous, non-Indigenous and non-English speaking backgrounds.

#### Cost Effectiveness
- Workshops provided in community at low cost.
- Creative budget use allowed project extension.

#### Staffing
- The project worker has become a point of contact and referral for families in crisis and has done outreach to the Goodooga and Collarenebri communities. (Extract Success Works 2003:2.43.)

#### Technical Effectiveness
- Holistic approach - providing education, skills development and empowerment of individuals.
- Provides an education/training service that all members of the community can be involved in - perpetrators, victims, men, women and children.
**Project:** NT 1 - Miwatj Health Aboriginal Corporation (Nhulunbuy) - $126,500.

**Project Title:** Aboriginal Cultural Family Mediation Project - *Raypirri Rom* - Healing Yolngu Families

**Aim:** Consultation to identify culturally appropriate models of dealing with family violence, employ family mediators to implement the model, strengthen partnerships with service providers.

**Project Profile:**
The underlying aim of the project was to develop a model to deal with FV by way of customary law process known as *Raypirri Rom* (discipline). As opposed to the western legal procedure of institutionalising either the perpetrator or victim/s, thereby separating individuals from their family, the Yolngu model enables the whole family to work together to resolve disputes with the following long term goals in mind:
- the reduction in FV episodes so that women will not have to leave the community,
- a revival of traditional men’s responsibilities to their families and their culture,
- increased awareness of the effects of FV on children,
- a reduction in incarcerations and assaults.

The model was to be implemented in three communities and evaluated by a Reference Group of clients, local agency stakeholders and traditional Elders from the targeted communities. Goals were to be consistently monitored with the aim of establishing a whole-of-family approach to dealing with family violence, that would eventually involve the whole community.

**Project Reporting Outcomes:**
This project demonstrated good practice through the achievement of direct results of project consultations including:
- the production of culturally located diagrams explaining, and for use in, dispute resolution (see figure 7),
- the revival of the Night Patrol, run by Yolngu women,
- the need for the establishment of a Healing and Reconciliation *Rapirri Rom Centre* where customary law processes could be focused upon.

(Extract Success Works 2003:2.30.)

**Mentor’s Assessment:**
- Most aims and milestones were achieved including operational and assessment procedures and policy; with the exception of the establishment of the men’s group.
- Project was impeded to some extent by staff turnover. Project also had to compete with others for workers’ time and other limited resources. Worker performance was inconsistent over time.
- Meetings with women and senior law people and the use of traditional law (*raypirri rom*) were good practice as a cultural response to family violence. The documentation and translation of *raypirri rom* would be valuable.

**Good Practice Features**

### Cultural Response
- Use and documentation of "*Raypirri Rom*", traditional law and relationships, restorative justice as a strong cultural tool, especially among traditional people.
- Engagement of traditional Elders to guide and inform on customary law processes.
- Project model could be utilized for communities with similar customary law base.

### Staffing
- Organizational instability and industrial dispute stalled project.
- Good replacement coordinator got project back on track.
- Elders used to implement culturally appropriate methods in dealing with FV.

### Execution Problems

#### Management/Staffing
- Staff turnover: workers engaged on multiple projects lacked focus; project had to compete for attention; inconsistency of worker performance.

[Project incomplete as at 11/5/04.]
Project: NT 2 - Tiwi Health Pty Ltd (Tiwi Islands) - $132,000.
Project Title: Tiwi Family Violence Prevention Project
Aim: Training and development workshops to increase community awareness, men's responsibility group to re-skill men.

Project Profile:
The project sought to provide support and direction to the community by addressing FV in a holistic and sustainable manner. The project coordinators aimed at increasing community awareness and addressing the high rates of violence in the community through the following avenues:
- Coordinate a 6 month awareness campaign through monthly gatherings and community activities,
- Deliver 12 training and educational workshops to relevant Tiwi Islands service workers to develop violence support and case management skills,
- Establish a leadership, training and healing programme for men and women with the intention of forming a steering committee that would advise and coordinate family violence services on the Tiwi Islands,
- Establish a responsibility group for men who wanted to change their behaviour.

Project Reporting Outcomes:
‘Strong Men Strong Women’ was the initial training programme developed by the Tiwi Family Violence Prevention Project. The programme consisted of a group of recognised leaders who trained community members on the belief that ‘those who are healing others’. From this group two others formed, the ‘Responsibility Group of Men’ and a women’s leadership and healing group. These groups conducted various cultural activities into which DV activities were integrated.
The formation of the leadership groups and the revival of culturally appropriate Dispute Resolution and discussion processes was seen as an important outcome of the project. The Tiwi regarded it as important that cultural infrastructures and authority relations were used to resolve issues of social dysfunction. (Extract Success Works 2003:2.39)

Mentor’s Assessment:
• Unfortunately, this project did not achieve all its aims due to a number of delays.
• The establishment of men’s and women’s forums was perceived as good practice, however, the lack of a FV facilitator made it difficult to keep the momentum going in regards to discussion and further development of FV issues and strategies.
• The project was well promoted both in the Tiwi Islands as well as with Darwin agencies.

Good Practice Features
Cultural Response
Establishing men's & women's focus groups and linking groups to community activities, was considered an effective approach to addressing FV issues.

Execution Problems
Management/Staffing
Delays and a variety of problems made it difficult for the project to achieve its full potential. Such problems included stress caused by short-term funding of projects, transport and access difficulties and problems finding experienced trainers with background in Indigenous FV issues and psychology. Consequently, a planned child protection training series had to be cancelled.
The project was not adequately self-documented nor did it self-evaluate. (Extract Success Works 2003:2.39)
Difficulties were also experienced in liaising with key people involved in the project. (S.T.)
Project: NT 3 - Tangentyere Council (Alice Springs) - $121,000.
Project Title: Remote Area Night Patrol (RANP) Support

Aim: To assist patrols to develop accountability procedures by purchasing administrative support and training.

Project Profile:
Funding for this project was directed towards support, training, resourcing, networking, planning and accountability for the already established RANP programme run by Tangentyere Council. The main aims of the project were to assist the RANP with the following:

- to develop and implement reporting procedures that took account of the literacy abilities of remote community members and record-keeping capacities of volunteers;
- to create records that would situate the work of the Night Patrols in a ‘white fella’ reporting framework that would ensure ongoing funding; and
- to record incident information in a way that would allow community or police follow-up if needed.

Project Reporting Outcomes:
15 – 20 remote community Night Patrols operated under PADV funding. The RANP coordinator developed a visual reporting system based on drawings of the most common incidents and trained RANP volunteers in their use. Training was also provided in legal skills, occupational health and safety, first aid and mental health and in duty-of-care responsibilities.

In some communities, the RANP had successfully limited substance abuse and violence in the community and played an instrumental role in deciding which incidents would be dealt with by police and which by the council itself.
The Night Patrols play a vital role in policy development at the local and territory level and have been influential in resolving issues of family violence and social breakdown.
The Night Patrol staff also organised pro-active community crime prevention programmes such as youth events or assisted tourists in road accidents. (Extract Success Works 2003:2.37.)

Mentor’s Assessment:
- The success of the RANP project is an example of good practice (see figure ?) demonstrated by effective planning and a culturally appropriate reporting strategy that could be adjusted to meet the needs of each community;
- Reports were detailed and comprehensive;
- The project was well documented and contained many examples of report sheets for specific communities;
- Councils, Police, RANP Officers, Curtin Uni researchers & other workers were included in planning.
Project: QLD 1 - The Cairns & District Regional Indigenous Men’s Groups Aboriginal & Torres Strait Islander Corp (Cairns) - $127,050.

Project Title: “The Countrypmen Programme” aimed at reducing recidivism of known perpetrators.

Aim: Train pre and post prisoners to educate others about violence; introduce buddy system for inmates, seek employment opportunities for participants.

Project Profile:
This project targeted perpetrators in detention. Initially, the aim was to heal the men and provide them with training thereby creating a pool of men who were then able to, upon release, act as counsellors for other Indigenous men whom were involved in abusive and violent relationships. The project aimed to:

- provide holistic spiritual healing courses,
- introduce a ‘buddy system’ for ex-inmates with kinship ties, and
- provide accredited workplace training to inmates who could then deliver family violence educational programmes to their own communities once released from prison.

The formation of community Men’s Groups would provide a voice for men’s health issues and act as a support network for health workers (Extract Project Description – RHSET Project Tasks).

Project Reporting Outcomes:
Unfortunately, the initial aim of training prisoners as counsellors who could educate members of their home community on issues of FV did not eventuate. Such a goal proved unachievable due to difficulty in the implementation of training services and the personal extent of problems of the inmates themselves. As a result, the project aims were redirected to address other areas such as establishing Men’s Groups in communities to deal with issues of FV, health and abuse.

Mentor’s Assessment:
- On-going project evaluation indicated at an early stage that the initial aim of the project was not achievable, thus allowing the project to be redirected to focus on other goals.
- Achieved progress in providing counselling for men during and after incarceration, focusing specifically on individual needs.
- Detailed documentation and reporting of activities, outcomes, problems, responses to problems and future directions. All levels of work evaluated thoroughly.
- Extent of community discussion not recorded but high level evident from achievements.
- Evidence of reduction of family violence not achievable in timeframe.

Good Practice Features

Targeted Response

Management Practice
Ability of coordinators to evaluate and recognise problems and re-direct project from original aims into new directions.

Execution Problem
Plan to train incarcerated perpetrators of FV as counsellors to work in own communities had proved unrealistic.

Project: QLD 2 - Cairns & District Aboriginal & Torres Strait Islander Corporation - $82,856.

Project Title: Bedtime Stories by Auntie Dee - CANCELLED IN EARLY 2001.
Project: QLD 3 - Aboriginal & Torres Strait Islander Corporation for Welfare Resource & Housing – Krurungal (Gold Coast) - $77,000.

Project Title: Family Domestic Violence Prevention & Intervention Programme

Aim: To identify and educate about issues leading to violence, including drug and alcohol abuse; and to educate about available services.

Project Profile:
The central aim of this project was prevention and intervention. Through education and cultural/social activities, a healthier lifestyle was promoted for those who had experienced domestic violence.

The project aimed to focus on the following issues:

- identifying factors which contributed to violence, eg. substance abuse;
- identifying families who may benefit from culturally appropriate intervention;
- family counselling;
- conducting special cultural awareness programmes for members of the Stolen Generation and others who want to strengthen their cultural identity; and
- producing resources such as emergency contact number manual.

Project Reporting Outcomes:
There were many positive outcomes that derived from this project. A series of men’s meetings, workshops and conferences, men’s breakfasts, one-on-one identity talks, family camps, surfing activities, learning traditional song and dance and a cultural exchange programme to New Zealand stimulated cultural identity and positive attitudes amongst the participants. Issues of DV were incorporated into these activities and participants were encouraged to learn about and speak about their experiences.

Concern for lack of ongoing support once project had ended.

(Extract, Project Final Report:2002)

Mentor’s Assessment:
- Achieved key deliverables on small scale; long-term aims unachievable in short-term.
- Good one-on-one & small group discussions.
- Good practice in work with youth & cultural identity and in establishing men's groups (affecting only a small number).
- Coordinator had good interpersonal skills but lacked documentation skills – this also prevented written self-evaluation.
- All reports completed but lacked detail & self-evaluation.
- Large dispersed community; attempts to network were hampered by factionalism.
- Indication of increased awareness & self-esteem but no evidence of reduced Family Violence was provided.

Good Practice Features

Cultural Response
Working with Indigenous young men from dysfunctional families in context of surfing culture to promote healthy, drug-free lifestyle. Focus on nurturing cultural identity to develop individual self-esteem in young men & boys.

Positive feedback from participants eager for more programmes like this to be run.

Technical Effectiveness
Produced very good resource book of all community organizations relevant to Family Violence.

Men's group activities, especially men's breakfasts were effective.

Good use of incorporating educational strategies regarding domestic violence into a variety of activities which kept participants interested.
**Project:** QLD 4 - Gumbi-Gumbi Aboriginal & Torres Strait Islander Corporation (Rockhampton) - $94,380.

**Project Title:** Family education as family healing: education workshop activities for the whole family.

**Aim:** Education campaigns and workshops to promote healing in victims, children, men, and families, particularly linked to drug and alcohol abuse.

**Project Profile:**
This project was conducted in conjunction with Halo House – an accommodation, education and awareness facility used by Indigenous and non-Indigenous people affected by alcohol and drug abuse.

The main aim of the project was to trial a series of educational workshops and cultural activities for victims and perpetrators of FV and drug and alcohol abuse. The activities were based on educational, cultural, spiritual and emotional healing strategies and included the following:
- Family weekend activities,
- Individual counselling sessions,
- Children’s art therapy,
- Emotional first aid workshops,
- Workshops for victims of sexual assault/FV,
- Men’s recovery programmes, and
- Diversionary and recovery strategies.

**Project Reporting Outcomes:**
An effective component of the project was that it combined ‘holistic’ Aboriginal methods and strategies with other associated mainstream programmes including Alcoholics Anonymous, Alanon and Nar-Anon.

In addition to providing intensive work and counselling with individual families, project workers organised additional workshops and activities to deal with the associated effects of alcohol and FV. These included:
- a FV and suicide support group,
- organised ‘sober dances’,
- held FV workshops, and
- organised cultural camps that highlighted Aboriginal cultural continuity and spirituality.

Organisers had hoped that the provision of education and healing activities would encourage local courts to mandate offenders to partake in this programme. (Extract Success Works 2003:2.26)

**Mentor’s Assessment:**
- Some aims were not achievable within the timeframe given,
- Project aims adjusted to suit community needs,
- High interagency networking,
- Men’s detox centre well supported,
- Good individual & group work done with women, and
- Evidence of competent action and high workloads but no direct evidence of reduced FV.

**Good Practice Features**

**Cultural Response**
Culturally sensitive approach with good community knowledge and networking.
Co-ordinator was a key Elder with a strong awareness of cultural protocols in regards to FV.
Open door policy – catered to needs of Indigenous and non-Indigenous clients.

**Technical Effectiveness**
Group work with women in safe environment to identify personal issues and focus on loss and grief trauma.
Establishment of Detox Centre for males.

**Staffing**
Highly dedicated workers – Coordinator in high demand for healing work.

**Execution Problems**

**Project Design**
Over-ambitious aims.

**Resourcing**
Centre under-staffed, unable to cope with all presenting problems; worker burn-out resulted.
Resources insufficient to meet high demands.
Project: QLD 5 - Murrigunyah Aboriginal & Torres Strait Islander Corporation for Women (Logan, Brisbane) - $88,000.

Project Title: Family Violence – Service Model Assessment Project

Aim: Develop, trial and assess model prevention strategy.

Project Profile:
This project aimed to develop strategies which would prevent and minimise violence within the Indigenous community of Logan, with a focus on consulting and negotiating with mainstream service providers to make them more culturally sensitive towards Indigenous issues and to generate an understanding of Aboriginal English.

Participant concerns in relation to FV included:
- No FV after-hours service in the region,
- Youth homelessness,
- Lack of crisis/refuge accommodation in the region results in women and children returning to violent family situations,
- Inadequate support for women with children with the threat of losing children to “the welfare”,
- On-going funding for the project.

Workshops and preventative activities were developed targeting perpetrators, victims, men, women, children and focused on a variety of problems prevalent in the community.

The ‘Tiddas Talking Together Support Group’ sought to empower women and provide awareness and responsibility to men and young people by providing practical support services to address a range of problematic issues.

Project Reporting Outcomes:
A number of workshops were conducted addressing issues such as drug and alcohol abuse, child neglect, DV and sexual violence. The project also provided support and counselling in dealing with court issues and government departments, child care and child custody, prison issues and cultural activities.

A men’s focus group was also formed aimed at identifying men’s needs and issues in relation to family violence. Some of the outcomes from this group included:
- The need to re-establish traditional law processes, kinship and culture,
- The need for a cool down place, where information, support and family activities could also be centred, and
- Establishment of local Men’s Support group and healing centre.

Mentor’s Assessment:
- A range of measures and tools were recorded and used effectively for self-evaluating and reporting.
- Establishment of a Men’s group resulted in reduced FV.

Good Practice Features
Cultural Response
Conduct of talking circles; facilitation of peer mentoring; facilitation of support through Elders and family members; facilitation of support through other Indigenous organisations. Focused on a good range of issues that were problematic in the community.

Technical Effectiveness
Strong commitment of stakeholders and effective planning resulted in overcoming organisational deficiencies to achieve project aims. The project was very well promoted (including in media) and widely accessed by youth and community.
Project: QLD 6 - Sandgate Indigenous Community Network (Brisbane) - $88,000.

Project Title: Safety in Families Project

Aim: Consult to establish resources for groups and activities identified as decreasing family violence.

Project Profile:
The aim of this project was to identify and test strategies designed to reduce FV. Workshops and activities targeted all groups: perpetrators, victims, men, women, children & prevention. Networking and partnerships were established with both Indigenous and non-Indigenous non-government agencies. The Safety in Families project provided support to families experiencing violence or who were at risk of violence. It was a case-centred service and delivery was tailored to the requirements of individual cases.

Project Reporting Outcomes:
The network held a number of workshops and provided an in-centre counselling service which dealt with individual cases, some of which centred around:
- youth and men’s support services,
- transport and outreach support around domestic violence,
- welfare,
- court support,
- housing support, and
- advocacy services.
Activities organised included men’s and women’s hunting/camping events.
The network offered a range of support services ranging from hands-on assistance in emergencies with domestic tasks, child-care, negotiations with emergency children’s services, palliative care agencies, and so on.
PADV funds were used to:
- train an Indigenous worker,
- attempt to make mainstream services and the network’s own domestic violence service more accessible to Indigenous clients,
- sponsor youth programs,
- mentor local leaders, and
- sponsor a parent-managed play group which deliberately fostered community relationship building and respect.

Mentor’s Assessment:
- Involvement of all stake-holders in planning plus passion and commitment gave tangible results – aims achieved.
- Documentation was very good, self-evaluation effective and reports very good.

Good Practice Features

Management/Staffing
Successful planning framework and effective networking involving all relevant stakeholders, produced tangible results.

High degree of respect between workers; good integrated approach between all service providers.

Collaboration of mainstream and Indigenous services and groups to achieve safety for families.

Technical Effectiveness
Workshops and support services designed to target all groups and include both Indigenous and non-Indigenous peoples.

Hands-on assistance and support for a variety of issues.

In-centre counselling service tailored to meet individual requirements.

Project was highly promoted, good use of media, effectively planned campaign during DV week.
Project: SA 1 - Aboriginal Legal Rights Movement Inc (Ceduna) - $14,829.

Project Title: Community Family Violence Programme

Aim: Community consultation to identify and develop priorities and strategies to support future grant applications and programmes.

Project Profile:
This project aimed to extensively consult with community members in order to identify key issues and factors that surrounded the issue of FV. From these consultations, a project plan would be devised and key stakeholders trained as facilitators to implement the plan.

It was envisaged that such a project would contribute to breaking the cycle of violence and empowering community members to solve their own problems.

All groups were targeted including perpetrators, victims, men, women, children & prevention.

The goal was to establish networking and partnerships with schools, police, health service, other State agencies, women’s shelter, Elders and other Indigenous and non-Indigenous non-government agencies.

Project Reporting Outcomes:
At the initial stages of the project, a community workshop was conducted which appeared to have been successful. However, after this a number of factors stalled the project:
- community involvement decreased,
- turnover of staff,
- insufficient data collected, and
- limited capacity of the organization,
all resulted in the termination of the project.

Mentor’s Assessment:
- There were difficulties liaising with this ISP and obtaining documentation.
- Insufficient data was provided to judge whether project aims were achieved, good practice demonstrated, documentation kept, self-evaluation performed or FV reduced.

Execution Problems

Project Design
Project was designed as a scoping exercise but insufficient data was gathered for the identification of priorities and strategies.

Staffing
Turnover of staff and limited capacity of organization.

Project terminated.
Project: SA 2 - Goreta Aboriginal Corporation (Point Pearce) - $104,500.

Project Title: Family Support Workers to assist in relevant issues, community education referral, co-ordination

Aim: Develop an Early Intervention and Prevention Strategy, identify services and provide information on culturally appropriate services, general community awareness and education.

Project Profile:
The project was developed in response to FV on Point Pearce Aboriginal Community. Five main components were considered necessary to the operation of the project:
- Employment of family support workers,
- Implementation of community workshops,
- Establishment of partnerships between service providers,
- Culturally appropriate service provision, and
- Development and implementation of an early intervention and prevention strategy.

All groups were to be targeted: perpetrators, victims, men, women, children & prevention, and networking and partnerships were to be established with groups such as federal agencies, schools, police, health services, women’s shelters, Elders, and Indigenous and non-Indigenous non-government agencies.

Community meetings and forums, Family Fun Days and sporting events were to be held to educate the community on issues of FV.

Project Reporting Outcomes:
The following is an outline of some of the outcomes achieved:
- Workshops were conducted, focused on raising awareness about the level and impact of violence on individuals, families and community.
- A referral service was implemented for victims and perpetrators of FV.
- Local members of the police force were invited to sports days and other community events, in order that they might have a presence in the community other than at times of crisis.
- The facilitation of a ‘Living Skills Program’ was initiated.
- Effective parenting, life skills, sexual health and anger management courses were run.

Mentor’s Assessment:
- There were some achievements for all aims. Lack of a male FV worker was a limitation.
- Project worker was highly motivated and overworked but project documentation was evident.
- There was no written evidence of self-evaluation but good verbal evaluation with Mentor.
- Reports addressed projected vs. real outcomes. More detail required.
- Unable to estimate reduction in FV. Many problems addressed but no figures kept.
**Project:** SA 3 - Mee Wee Community Coalition Inc (Stirling) - $27,500.

**Project Title:** To reduce and prevent domestic violence in Indigenous Communities and their families with emphasis on Aboriginal cultural alternatives and prioritising the safety and security of women.

**Aim:** Capacity building through running educational and recreational workshops to assist self-esteem and cultural identity; also identification of needs for development of further programmes.

**Project Profile:**
The aim of this project was to conduct community-wide consultation in order to determine the needs required by families and individuals experiencing DV and to develop strategies to meet their specific needs. Mee Wee recognised that families experiencing DV usually experienced a range of other problems that needed to be dealt with. As such, they employed a multi-agency, community collaborative approach in addressing the effects of FV, with a special focus on young children. Counselling services and activities were tailored to suit the unique circumstances of the clients. Education and practical relief was provided through workshops and volunteer and interagency assistance.

**Project Reporting Outcomes:**
Mee Wee were successful in achieving all of their aims. The strategies they employed were effective in addressing the problem of FV and associated issues. Important developments included:
- The capacity to rescue people from violent situations,
- The provision of safe and secure environments for victims,
- Collaborative multi-agency approach for client issues,
- Access to medical and counselling services,
- Negotiation with police and access to a 24 hour legal service,
- Assistance in removing victims and their belongings from violent situations to safe locations, and
- Food distribution service.

The project also utilised a ‘no-blame’ information resource kit, designed for children, that proved to be an effective way of raising awareness of DV. Volunteers were specially trained in the use of this kit. Mee Wee also reconnected displaced persons with their heritage origins and organised family reconciliations.

The organization has expanded its services to meet its clients’ needs and has achieved a high profile with other agencies. The project was regularly reviewed by volunteers and Committee to ensure effectiveness and to maintain cultural appropriateness.

**Mentor’s Assessment:**
- Met all short-term aims,
- Successfully worked with a range of service providers,
- Good promotion and high network participation including with government and educational institutions, and
- The project probably did reduce the incidence of family violence but this was not documented.

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**Good Practice Features**

**Cultural Response**
A regional organisation supporting local ISPs in crisis intervention and with cultural perspectives; use of the ‘No Blame’ kit for children.

Organisation is grass-roots based and diversity sensitive.

Widespread consultation to determine problems and needs in community. Network of Elders to contribute in breaking cycle of violence.

**Technical Effectiveness**
Effective use of multi-agency collaborative approach in order to address multiple problems experienced by victims of DV.

Networking and partnerships with: psychologists, psychiatrists, lawyers, church, health services, prison support personnel.

Immediate response to crisis effective in preventing violence.

**Management/Staffing**
Commitment and dedication from volunteer and agency workers.

(Audit Incomplete at 2/8/04)
Project: SA 4 - Nunga Mi:Minar (Adelaide) - $34,000.
Project Title: Nunga Child’s Play

Aim: Developing resources and training facilitators in administering an Aboriginal specific therapeutic programme to increase child/mother and family bonding.

Project Profile:
The funding for this project was used to improve an existing therapeutic package aimed at renewing and strengthening the relationship between mothers/carers and their children, especially those who have left situations of family violence.

Nunga Child’s Play is a creative, song, dance and movement based form of intervention for mothers and children.

The goal is for the mother and child to reconnect so they are both able to deal with the effects of violence they have experienced, in a fun, cooperative and mutually enhancing way.

Funds were used to include a training element into the existing programme, to train facilitators and to test the success of the new course and facilitators in the trial settings.

Groups targeted included perpetrators, victims, men, women, children & prevention.

The programme involved other agencies on the committee and operated through networking and partnerships with legal services and other Indigenous agencies.

Project Reporting Outcomes:
The previous programme had a number of effective outcomes including the development of communication and conflict resolution skills and effective parenting skills.

Unfortunately, the subsequent NIFVGP project experienced a number of problems which prohibited the initial programme’s continued success. An important part of the initial programme was the support and availability of the professional worker to the clients outside of group hours. Staff employed on this project were not available at times suited to the client. Other problems included:

- Lack of dedication and commitment from workers,
- Lack of resources and poor project coordination skills, and
- Change of staff resulting in the loss of knowledge from previous programme.

Project revitalised and was able to complete with some reported outcomes. They developed presentations at workshops which were included on their web site.

Mentor’s Assessment:
- Benefit of manual produced and training delivered is unknown (in regards to the reduction of family violence),
- Management problems resulted in patchy and poorly coordinated service delivery and inadequate documentation,
- The project floundered but reports eventually submitted.

Execution Problems

Project Design
Project conceived as an extension of earlier professional work, yet failed when no professional workers were employed and continuity was lost.

Materials needed to be developed and the project became “desktop” rather than community based.

The project lacked dedicated resources; major organisational and methodological assumptions were not justified.

Management/Staffing
Project was dogged by management issues including staffing, timing and commitment.

A professional worker (psychologist) and resources available in earlier project were not available to this one.

(Audit Incomplete 2/08/04)
Project: SA 5 - Weena Mooga Gu Gudba Inc. (Ceduna) - $104,500.

Project Title: Kunta Wia – No Shame

Aim: To raise awareness in children through education campaigns.

Project Profile:

This project was designed for 12 to 17 year old students known to have violence in their family background. It aimed to strengthen their self-identity, cultural identity and life skills through a number of activities and techniques implemented into the flexible learning curriculum at Ceduna Area School. Activities included:
- The involvement of role models as instructors and guest speakers,
- Teaching life skills and personal hygiene,
- Developing self-esteem and self-respect through positive thinking and self-talk, goal setting and managing change,
- Exploring existing relationships to identify commonalities and differences in family relationships, and
- Camps to experiment with the learnt skills.

Networks and partnerships were established with other government and non-government agencies including ATSIC, State agencies, schools, police, health service, women’s shelter, legal service, Elders and Indigenous agencies.

Project Reporting Outcomes:

The results from this project reflected the use of best practice elements which enhanced the culture of the community. The following techniques were utilised to promote healing and create awareness amongst youth about FV.
- talking circles aimed at identifying and mentoring future young community leaders,
- creating ‘space’ for students to speak freely and openly about FV and its associated issues, and
- a research programme with Elders to enhance intergenerational relationships and understanding.

Issues addressed:
- sexual abuse of women and children,
- FV, and
- effects of colonialism. (Extract Success Works 2003:2.41.)

Project did not achieve all objectives eg. talk sessions with children affected by f.v., program plan & implementation for children at risk, camps and trips to practice life skills and video (OSW 11/5/04)

Mentor’s Assessment:

- Aims were achieved through open-ended activities; high achievement with youth generated good practice examples.
- Good detail of youth programs in report suggests good documentation (this is not clear in other areas of project).
- Addressed problems of youth but no recorded reduction of family violence.
- Outstanding final report.

Good Practice Features

Community Ownership
Involvement of all community organisations in delivery of services to youth in this community.

Cultural Response
‘Bush Breakaway’ program for youth offenders.

Technical Effectiveness
Use of ‘story-boarding’ as a creative tool for expression of family problems by youth – inclusion of this in school activities.

Execution Problems

Project Completion

Although the project appeared to gain good momentum in the major phases of execution, they failed to submit a final report and the project floundered unable to complete.
Project: VIC 1 - Secretariat of National Aboriginal & Islander Child Care (Melbourne) - $108,548.

Project Title: National Family Violence and Child Abuse Community Awareness and Prevention Campaign

Aim: Production of leaders, community information resources; resource and train support workers; run workshops to identify strategies.

Project Profile:
The aim of this project was to produce a resource package aimed at improving the awareness of the prevalence, impact and appropriate responses to FV and child abuse, amongst Indigenous communities and their leaders. The project specifically targeted:
- Community leaders and Elders,
- Indigenous workers within child/family agencies, and
- Families experiencing FV and/or child abuse.

The organisation established a nation-wide network base and partnerships with ATSIC, State agencies, the media and Indigenous and non-Indigenous non-government agencies.

Project Reporting Outcomes:
This project demonstrated good practice in that it met the aims it set out to achieve. (See figure ?). The resource package consisted of three publications:
- Community leaders guide,
- Community workers’ handbook titled “Through Young Black Eyes”, and
- Information leaflets for parents and children titled “How Safe is Your Family”.

The resource package was developed to:
- improve the understanding of the nature and background of family violence and child abuse,
- ensure community leaders were committed to the prevention of family violence and child abuse,
- provide resources and equip workers in Indigenous community agencies to assist families in the prevention of FV and child abuse, and
- provide information and raise community awareness of FV and child abuse in such a way as to encourage individuals to respond.

Prior to the release of the publications, a national workshop was held in which the draft version of the community workers’ handbook was piloted. Agency members who attended the workshop provided further input into the content, layout and style of the draft.

Mentor’s Assessment:
- Well-resourced and experienced organisation equipped to meet project deliverables,
- Established a strong national network, and was a
- Well-documented project ran by qualified skilled staff.
Project: VIC 2 - Victorian Aboriginal Community Services Association Limited (Melbourne) - $110,000.

Project Title: ‘Hear Me Now’

Aim: Delivering a parenting program through group work, community education and counselling.

Project Profile:
The focus of this project was to identify pre-existing support structures from three or four communities in order to develop new strategies for keeping Indigenous children and their families safe. Campaigns and workshops were organised to:
- increase awareness of the extent and nature of FV,
- enhance usage of existing services, networks and structures, and
- increase knowledge of how to identify abuse and neglect and how to protect children

Part of the project involved:
- improving self-esteem, resilience and protective behaviours in children,
- creating safe places and people, and
- establishing mentor and support groups.

Project Reporting Outcomes:
The project resulted in the publication of two books and a CD or cassette to be used in schools across Victoria, as teaching tools for Koori students to help empower them to feel safe. The first book “Hear Me Now: Strengthening Young Koories” was designed for Koori students in upper primary and secondary schools. The second book, “Hear Me Now” was a training manual for educators of Koori students.

The books were culturally adapted from the resource materials of the Personal Safety and Protective Behaviours Program developed by the Children’s Protection Society Inc., 1996. Aboriginal artists contributed to the design of the books and two songs were also included along with the publications. In addition, the Children’s Protection Society provided training for teachers in the use of these resources and provided training for staff to deal with and manage child abuse issues.

Posters were used to advertise the resources throughout Koori organizations in Victoria.

Mentor’s Assessment:
- The project conveyed good ideas but was not well executed.
- Project was adequately self-documentated.
- The project was widely promoted, discussed and a wide range of service providers were included in project planning.

Good Practice Features
Management/Staffing
A number of government and non-government agencies were represented on the Committee. Networking and partnerships were established with a range of schools, state agencies, Indigenous and non-Indigenous agencies.

Execution Problems
Management/Staffing
Initially, staff turnover resulted in project being slow to get off the ground. Co-ordinator was employed on a 3-day part-time basis. This was considered a limiting factor.
Project: VIC 3 - Winda Mara Aboriginal Corporation (Heywood) - $38,500.

Project Title: Prevent Domestic Violence Programme

Aim: Raise community awareness through workshops, and develop an incident protocol.

Project Profile:
The aims of this project centred on the high level of FV in Winda Mara. It was considered a priority to educate the community about the services available to those experiencing FV and to highlight the support networks that could help perpetrators break the cycle of violence. Fundamentally, the project aimed to promote the unacceptability of violence in Indigenous society. Consequently, a range of workshops and activities were designed to tackle these issues.

Youth and families were encourage to attend events which focused on having ‘fun away from alcohol’ and which brought families together in a fun and relaxed atmosphere. This project also aimed to establish a clear protocol which could be followed after a FV incident, when emergency child care was required. To achieve these goals, networks and partnerships were established with police, women’s shelter and Indigenous and non-Indigenous non-government agencies.

Project Reporting Outcomes:
The co-ordinator indicated that the workshops and activities were attended by a wide array of people and that feedback was positive. Many people were eager to attend future events. Some of the activities included:
- A series of men’s groups, women’s groups, youth and family nights addressing issues of FV and substance abuse,
- A canoe trip,
- Family camps,
- Community consultation regarding setting up a protocol to deal with child care in emergency situations,
- Community consultation concerning the drafting of an information leaflet on DV and services available, and
- Movie nights, festivals, karaoke, games nights.

Agency workers, drug and alcohol counsellors, youth workers, refuge workers and DV support group representatives were present at the above events to provide information and support.

Mentor’s Assessment:
- Successfully engaged community to discuss family violence but lacked documented strategies to explore those discussions and develop responses around matters such as parenting, behavioural management, counselling etc,
- Documentation inconsistent,
- No effective self-evaluation or reporting, and
- Project had been widely promoted and discussed in the community and there was good networking & collaboration with other agencies.

Good Practice Features

Concept & Design
- The concept of developing protocols for emergency child-care was good.
- Used a range of fun and informative activities designed to bring families together in an enjoyable and relaxed atmosphere to deal with important issues.

Management/Staffing
- Good networking and collaboration with other service providers.
- Professional workers in attendance at events and workshops to provide information and support.

Cultural Response
- Events and workshops were well attended.
- Positive feedback from participants wanting to be involved in future activities.

Execution Problems

Cultural Response
- Co-ordinator believes that the greatest problem was the lack of total support from the community.

Project Design
- Some organised activities had little relevance to the issues being raised and had little to do with meeting the stated objectives.
- Project’s short time span seen as a limiting factor in establishing facilities and infrastructure needed to deliver the programme.
Project: WA 1 - Burdiya Aboriginal Corporation (Armidale) - $109,915.

Project Title: Strengthening the Heart Project

Aim: Training mentors and leaders, facilitation support groups, information and referral and advocacy service.

Project Profile:
The aim of this project was to “strengthen the heart” of self, family and community with a particular focus on healing children from the intergenerational effects of FV.

Further aims were:
- To provide an information, referral and advocacy service to deal with FV issues,
- To work towards creating a safe community environment by mentoring with identified Indigenous community leaders,
- To assist in the facilitation of family and child healing groups and the resolution of family issues, and
- To empower Indigenous communities to utilise their knowledge and abilities to protect children and break the cycle of violence for past, present and future generations

Project Reporting Outcomes:
Funding was used to employ a Family Violence Community Development Officer (FVCDO) who worked at a grass roots level to facilitate change within the following Indigenous communities - Gosnells, Armadale and Coolbellup. The FVCDO undertook the following initiatives:
- ran a number of workshops, conferences and meetings which focused specifically on DV,
- worked at the Cannington Police Station assisting police with DV issues and providing support for victims,
- conducted workshops at various schools and at the Police Academy for Aboriginal Police Liaison Officers, and
- supervised Women’s Groups which promoted intercultural understanding.

This project was successful in achieving most of its objectives. In particular, increased awareness of DV and support opportunities, has led to increased referrals and community attitudinal change that DV was unacceptable.

Mentor’s Assessment:
- The model is transferable, promotes cultural understanding and partnerships, has led to referrals and provision of on-going support;
- Self-evaluation was indicated by adjustment of the project (placement of worker at police station for FV follow-up, safety plans etc); and
- Regular community and school meetings; along with other government agencies were a highly effective strategy in educating the community about DV/FV.

Good Practice Features

Cultural Response
Intercultural understanding was facilitated through various women’s groups, whose participants were from a number of different cultures.

Technical Effectiveness
Development of “safety plans” was critical in winning community trust and effectively linking existing services.

Management/Staffing
Well developed partnerships and alliances with a number of agencies.

Execution Problems
Final report outstanding.

[Auditing incomplete as at 22/4/04.]
Project: WA 2 - Burringurrah Community Aboriginal Corporation (Meekatharra) - $151,253.

Project Title: Strong Families, Strong Community, Strong Culture

Aim: Establishing a community resource centre, training 'Aunties' to implement strategies and protect children.

Project Profile:
The Burringurrah project centred on improving family and community relationships by putting control back into the hands of the Custodians and Elders. The community aimed to take responsibility in breaking the cycle of violence and protecting the children through the following objectives:
- Establishing a Community Resource Centre,
- Developing a program (in consultation with community, Custodians and other agencies) incorporating strategies, programmes and activities targeting DV,
- Introduce and train ‘Aunties’ to implement the programme and to provide information, support and referral,
- Develop community education programmes designed to increase the awareness of DV, and
- Generate awareness about the link between DV and substance abuse.

Project Reporting Outcomes:
A number of activities took place as part of this project: community meetings were held, fliers distributed, camps, talks, competitions for kids, workshops, training courses and networking opportunities.

A correlation was drawn between the implementation of youth programmes such as family fun days and a School Holiday Youth Development Program and the decrease in vandalism, bullying, and violence in the community. School art competitions and community ‘discos’ also played a valuable role in generating an awareness of the negative impacts of substance abuse.

Community members were trained in the detection of sexual abuse, first aid and other health skills which were urgently required due to the lack of health services and resources.

The project reports argued that an approach built on self-empowerment, and which received regular feedback about the success or failure of various approaches, would reap positive results.

(Extract Success Works 2003: 2.20.)

Mentor's Assessment:
- Reports did not show that the project’s aims were achieved.
- Two non-Indigenous women controlled the project. “Aunties” were engaged but did not have a program to support their roles.
- Reports indicate that there was little project documentation
- Unable to establish evidence for any identified effect on family violence.

Good Practice Features
Cultural Response
Activities which specifically focused on youth were designed to decrease violence and vandalism in the community.

Programme provided a good range of activities for community to get involved in.

Technical Effectiveness
Training was provided in first aid, health issues, sexual abuse and managerial skills.

Execution Problems
Management/Staffing
Although one of the project’s objectives was to promote self-empowerment, the community was not permitted to own the project resulting in conflict between the community and project managers.

[Final Report not submitted as at 11/05/04.]
Project: WA 3 - Jarlmadangah Buru Aboriginal Community (Broome) - $104,940.

Project Title: Promoting Life for Indigenous Young People Living with Family and Community Violence in the Kimberley Region of WA

Aim: Implement education and evaluation strategies to increase community awareness, gather data, and develop a vehicle for intervention with adolescents.

Project Profile:
The aim of this project was to assist young people to develop life skills and knowledge to help them handle crises and reduce risk-taking behaviour associated with FV. The focus was on preventing depression by building life skills and resilience through discussion, role-plays, self-reflection and learning and practicing non-violent behaviours.

Youth were introduced to a range of practical activities, linking them to vocational and educational providers and employers. Community cultural trips were conducted to widen their experience of their history, geography, and their relationship to land, family and culture.

The programme targeted young people aged 11-13 and employed Cognitive Behaviour Therapy (CBT) and Interpersonal Therapy (IPT) models to promote self-esteem in stressful interpersonal situations.

Project Reporting Outcomes:
Six boys and five girls completed the program. Eleven sessions of two hours each were conducted over three weeks. The children were asked to demonstrate what they had learned from the sessions.

They found it difficult to reflect on their strengths, behaviour and responsibilities resulting in disruptive classroom sessions.

As a result, the project co-ordinators decided to adapt the program by implementing a planned video project. Through this process students were made aware of the benefits of being reflective about their own behaviours and the need to consider others. The video produced by the children records them planning, problem solving, team negotiating, resolving conflicts, keeping the peace and making the video. The co-ordinators considered this a successful outcome.

The report concluded that “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.” (Extract from Success Works 2003:2.27).

Mentor’s Assessment:
• The project aims were met. This was a research project with limited aims and impact.
• Additional budget funds were provided for contract self-evaluation: but self-evaluation not sighted by Mentor.
• No evidence of reduced family violence was provided.
Project: WA 4 - Wirrimanu Aboriginal Corporation (was Kapululangu Aboriginal Women’s Association - Aboriginal Corporation) (Balgo via Halls Creek) - $74,965 (revised)

Project Title: Developing a cultural response to family violence in the Kutjungka region and a comprehensive plan of action

Aim: Present activities aimed to build stronger families, develop information resources and develop partnerships with key agencies.

Project Profile:

This project aimed to address DV/FV in the following ways:
- Develop the capacity of the Wirrimanu community members to respond to violence and take responsibility in a culturally managed way;
- Implement traditional law processes that are recognised between communities;
- Address the underlying causes of violence by way of Indigenous initiated activities;
- Provide community support for social and mental well-being through counselling services, education and awareness activities and prevention and treatment programmes;
- Ensure support services are set up for special needs groups such as petrol sniffers, drug and alcohol abusers, perpetrators of violence, youth, men and women’s health, young mothers, school children and so on; and
- Increase the availability of primary health care services to the community and address their inadequacy with respect to family violence issues.

The project was to target all groups including perpetrators, victims, men, women, children & prevention, and was to establish networks and partnerships with schools, health services and drug & alcohol services. The co-ordinators planned to conduct workshops, women’s, youth/children’s events and plan hunting/camping trips.

Project Reporting Outcomes:
Reports have not been submitted for this project.

Mentor’s Assessment:
• The project was not commenced, although regular follow-up has been conducted.

Project: WA 5 - Geraldton Regional Domestic Violence Project sponsored by Yulella Aboriginal Corporation (Meekatharra) - $112,044.

Project Title: Building a Better Community – Meekatharra

Aim: Community consultations to develop a prevention plan; enhance linkages between agencies; develop community resources for victims and offenders.

Project withdrawn by auspice organisation.
**Project:** WA 6 - Ngaringga Ngurra Aboriginal Corporation (Halls Creek) - $115,000

**Project Title:** Children’s Drop in Centre

**Aim:** Establishment of a Drop-in Centre for Children and Adolescents.

**Project Profile:**
The aim of this project was to establish a youth drop-in centre that would be used as a safe place for young people where they would be taught positive ways to use their time.
The centre was to be resourced with videos, books, floor mats, bean bags, educational computer package and a ping pong table. The children were to be encouraged to experiment with art and craft, drama and educational computer software and get involved with sport, music, reading and story telling. Women and youth/children were to be targeted and networking and partnerships were to be established with State and Federal agencies, schools, police, health service, women’s shelter, legal service, hospital and drug & alcohol service.
The co-ordinators were to hold community meetings/forums and were to conduct hunting/camping and sporting events for youth/children.

**Project Reporting Outcomes:**
The youth Drop-In Centre project was to be co-ordinated by a Management Committee made up of service agency workers, government department representatives, individuals from the community and youth. A committee meeting was held in October 2002 and 32 youth were invited to brainstorm on ideas concerning what they wanted from the Drop-In Centre project. Program activities were to be centred on a low-key anti-FV focus.
Links were established with other youth agencies and associated projects, following participation in a Community Development Conference in Perth. Discussions were also held with Elders to ensure the project was conducted in a culturally appropriate way.

(Extract Success Works 2003:2.31).

A number of activities have taken place ie. field trips, fishing competition, art classes, music lessons, disco and movie nights, young women’s group. Although, it is unclear if these activities occur as a result of the project or are developed around the youth workers and coordinator.
The final report identifies that some members of the community reject Aboriginal law; it is PMAs understanding that this is most probably influenced by acquired Christian beliefs and that programme development needs to be sensitive to this development.

**Mentor’s Assessment:**
- Project was incomplete for a very long time and had continual difficulties starting and continuing.
- State of documentation unclear – mentoring ceased in 2003 and regular project monitoring was conducted by OSW, until the projects completion.
- Self-evaluation and outcomes unknown.
- Reporting was poor, although revitalised in June, 2004. Extensive assistance and an intervention service was provided by the Mentor, although remoteness and lack of onsite coordinator remained problematic to completion.
- A local Safer WA Committee oversaw the project.

**Good Practice Features**

**Community Ownership**
The youth involved in the project compiled a list of rules for participants. This role has empowered them, built self-respect and enhanced their decision-making abilities and their ownership of the project.
Volunteer involvement may enhance community ownership.

**Execution Problems**

**Concept & Design**
Planning issues not resolved prior to project approval resulting in added complexity – management capacity was limited.

**Management/Staffing**
The absence of a dedicated project co-ordinator has seen volunteers take on the role of running the project.

**Intervention occurred.**

**Project Execution/Reporting**
Final report was supplied on 2nd June, 2004 a considerable time after the project was due for completion.

[Auditing incomplete as at 15/6/04.]
Project:       WA 7 - South West Aboriginal Medical Service (Bunbury) - $77,000.

Project Title:  Lets not Blame - Collaborative Model

Aim:  To provide training and workshops to develop solutions and community ownership of process, and to develop partnerships

Project Profile:
An information and training workshop package was utilised as part of the programme to assist communities in determining local solutions to FV.

Workshops were designed to:
- provide a safe forum for communities to discuss FV issues,
- provide communities with skills and knowledge to plan local strategies and prepare their own educational workshops,
- utilise a training manual and video to assist the workshops, and
- provide children’s programs aimed at building self-esteem and to educate children on how to handle situations in which they feel vulnerable.

Networks and partnerships were established with a number of agencies including schools, health service, women’s shelter, legal service, State, Federal and non-government Indigenous agencies including other NIFVGP ISPs.

Project Reporting Outcomes:
The project incorporated the presentation of the Let's Not Blame training package that features a video which was developed in collaboration with Nyungar community members. The video highlights the misconception that FV is part of Aboriginal culture.

Six training sessions were conducted and participants were encouraged to talk about their experiences of FV and other associated matters.

The project also aimed to build community capacity in order to deal with FV issues in a culturally appropriate way and in conjunction with other agencies. Title and content of workshops were (i) Yarning about Feelings; (b) Stopping the Circle of Family Violence; (c) Healing our Community; (d) Changing Attitudes Forming Partnerships with Non-Aboriginal Service Providers; (e) Sexual Abuse; (f) Cultural Awareness.

Mentor’s Assessment:
• Achieved all aims including consultation and networking, healing process, capacity building, collaboration, assessment and evaluation, and establishment of a children’s program;
• An effective tool in raising the FV issue in a culturally appropriate manner, providing a healing process and changing people’s lives;
• Identified family violence myths and misunderstandings;
• Much of the data collected was used in a workshop for service providers;
• Project received a national award and is being used by Curtin University in its School of Social Work & Social Policy.

Good Practice Features

Cultural Response
Production of a video giving powerful family violence insights plus visual impact and workshop talking points.

An effective and culturally appropriate tool for creating community ownership and control of family violence.

Programme designed to be culturally sensitive and promote cultural understanding about FV issues and the impact on community.

Technical Effectiveness
The Let's Not Blame training package was an effective tool used in the reduction of FV.

The package formed the basis for FV awareness presentations and cultural sensitivity training in a long list of services which dealt with Aboriginal clients.

Links to non-Indigenous agencies achieved.
Increased reporting of family violence incidents.

[Audit Report Incomplete]
Project: WA 8 - Yorgum Aboriginal Corporation (Perth) $42,900.
Project: WA 9 - Yorgum Aboriginal Corporation (Perth) $19,800
Project Title 1: Indigenous Men’s Psychological Health
Project Title 2: Booklets on Family Violence

Aim: Produce men's workshops/group therapy sessions; establish mentors.
Aim: Publish booklets to challenge myths about violence and abuse.

Project Profile:
The project had two parts: the production of a Discussion Booklet for Men’s Healing and a Men’s Psychological Health Project. These projects were developed in recognition of the lack of legal and personal support services available to men after a family break-up due to violence.

The men’s health project provided counselling and training for a small group of men, focusing on healing and family counselling techniques which could be used to share with male kin and Yorgum clients undergoing similar problems. The content of the booklet derived from discussion and issues undertaken in the men’s group.

Project Reporting Outcomes:
Yorgum was successful in achieving positive outcomes from both projects. The counselling service provided an outlet for men, women and families to talk about the hurt that had come from their past and issues such as lack of employment, family disputes and raising children in a dysfunctional family. The outcome of the counselling group was the development of a self-initiated men’s group where men have learnt to value talking and meeting and consequently have become role models who provide guidance to other men.

Local community workshops were conducted focusing on FV and other related issues. Seven workshops were attended by 200 women and 18 men. Positive feedback was recorded from those who attended and a strong interest in future workshops on local issues of concern was raised.

The second part of the project was the production of a Men’s Healing Booklet produced with the participation of the men’s core group. The booklet focuses on a healing approach and conveyed a clear message that violence and abuse – in all forms – is not typical of Aboriginal culture. (Extract Success Works 2003:2.44.)

Mentor’s Assessment:
• The booklets complemented group activities and achievements;
• Both the men’s programme and the booklet led to more balanced and effective services which recognised men’s suffering;
• Identification of a need for a structured development project to directly support men in the family setting; and
• Several extensions of time were required for reports but this reflected the nature of and demand for the project’s services to Aboriginal people.

Good Practice Features

Cultural Response
This project aimed to establish a ‘core’ group of men who had experienced some personal healing due to FV and were able to mentor and support other men who were currently ‘in family violence’.

Good example of responding to men’s needs in the community.

The project was based on a model that does not stereotype men, supports men’s priorities and allows men to challenge the behaviour of brothers with respect.

Use of combined men’s and women’s groups (within a non-tribal, non-traditional client base) created momentum for the formation of self-initiated men’s groups.

The project created strong networks and interest from Port Hedland to Albany.

Management/Staffing
Partnerships and networks were established with State and Federal agencies, police, health service, women’s shelter, drug & alcohol service, Elders and other Indigenous and non-Indigenous agencies.

Technical Effectiveness
Self-initiated groups lasted well; achieved significant changes in people’s lives.
**Project:** WA 10 - Regional Yamatji Murni Wangga Aboriginal Corporation (Geraldton) - $17,160

**Project Title:** Cultural Training on Family Violence

**Aim:** To deliver a culturally appropriate training package for service providers.

**Project Profile:**
The aim was to deliver a Cultural Training Package to mainstream service providers titled ‘Wrong way: Understanding and Responding to Aboriginal Family Violence’. The programme aimed to educate service providers on how to deal with Indigenous people and FV issues in a culturally appropriate manner.

**Project Reporting Outcomes:**
Two regional workshops were held allowing the Indigenous community to tell their stories of colonial history and the long-term effects: substance abuse, FV and family breakdown and fear of police. The workshops were developed and delivered by Indigenous women whose aim was to build capacity amongst themselves to become equal participants within the region by strengthening their social, economic and cultural knowledge, skills and values.

The Cultural Training Package was designed to educate non-Indigenous service providers about the structure of the local Indigenous communities: different language groups, different leaders, internal hierarchies of influence and why Indigenous people find mainstream services unapproachable and culturally unsuitable.

Participants at the Cultural Training Package included employees of health and government agencies, Elders and interested members of the community. Organisations that were invited but did not attend included the Meekatharra Police, High School, Health Service and Youth Centre.

While a moderate level of satisfaction was achieved from the workshop sessions, the ‘where to from here’ session at the end of day two was ‘extremely disheartening’ in that the participants ‘seemed drained in finding local solutions’ to FV.

*(Extract from Success Works Summary 2.17, 2003)*

**Mentor’s Assessment:**
- Documentation was excellent but there was a lack of partnering with a funding agency to realise an on-going program;
- The package was widely and actively marketed;
- The project encountered difficulties working with the State-run Regional Domestic Violence committee due to a lack of shared vision and goals; and
- The project was an education and awareness opportunity but without continued funding and support would not be effective in reducing FV.

**Good Practice Features**

### Cultural Response
The project was designed and delivered by Indigenous people who workshoped to develop strategies to deal with FV.

This empowered women and families: increasing awareness and self-esteem.

### Technical Effectiveness
The Cultural Training package was trialed successfully by the State domestic violence unit.

It was found to be flexible and could be adapted between communities.

Workshops were successful in achieving the following: effective design and planning, presentation experience and training, community networking, enhancement of self-esteem, cultural and historic awareness building, narrative telling and support, amongst other effects.

### Execution Problems

#### Governmental Environment
Differences occurred with a Government sanctioned advisory body exercising a degree of control over Indigenous community organizations. This had a negative impact on staff morale.

#### Management/Staffing
There were problems of rapid turn-over of project staff and separation of service providers from community.
Project Summaries – Funding Round 2 of NIFVGP

**Project:** NSW-CB2 - Bawruna Aboriginal Medical Service Inc (Bowraville) - $34,353

**Project Title:** Jinda's Talking Against Violence

**Aim:** This project provided workshops for women who were involved in family violence, particularly for those not using existing support services. The workshops were educational and developmental, and aimed at building self-esteem and empowering the Aboriginal women participants.

**Project Profile:**
- Project attempted to respond to widespread fear of police and of the ramifications of engaging police into FV disputes.
- Two women’s talking circle gatherings were held early in 2002, under the title of ‘Jindas Talking’.
- Raised awareness of FV amongst women had not resulted in a quantifiable decrease in FV incidents because that is a long term process. [Extract Success Works 2003:2.45.]

**Project Reporting Outcomes:**
- The reference to “Violence” was dropped from the title workshops and gatherings because men in the community were clearly threatened by the open discussion of FV.
- Informal contacts and meetings led to the formation of an advisory group of young women and Elders.
- Following initial opposition from men in the community, the formation of a men’s group to look at FV was seen as a major breakthrough for the project. [Extract Success Works 2003:2.45]

**Mentor’s Assessment:**
- Most project aims were achieved.
- The project appeared to be adequately documented.
- Indications of wide discussion in community.
- Many relevant organizations were involved but another NIFVGP project (Mimi Mothers) was excluded.
- Raised awareness of issues but reduction of FV not measurable.

**Execution Problems**

**Erosion of Project Focus**
The initiation of the project triggered community focus on other problems and pressure was exerted upon project staff to direct attention to these matters.
Project: NSW-CB16 - Yoorana Gunya Family Violence Healing Centre (Forbes) - $33,000

Project Title: Yoorana Gunya Needs Assessment and Feasibility Plan

Aim: This project will develop an assessment of the service requirement of the Cowra catchment and will develop a strategy for meeting service obligations, resulting in enhanced organisational capacity to manage the Healing Centre as a regional resource. It will prepare a business plan for new premises in Forbes.

Project Profile:
- Project employed a well respected Aboriginal Elder to assess the service requirements of Cowra catchment and to promote Yoorana Gunya’s services to the community and to service agencies in the region;
- Prepared a business plan for new premises in Forbes with a view to establishing a one-stop-shop with training facilities, crisis accommodation and youth and children’s recreation and study facilities. [Extract Success Works 2003:2.13.]

Project Reporting Outcomes:
- The project established the need for the extension of its holistic services to Cowra, has made other services aware of what it offers and increased profile amongst local Indigenous communities. [Extract Success Works 2003:2.13]

Mentor’s Assessment:
- Project aims were met.
- Organisation provided a wide range of services in the region.
- Regional Needs Assessment was documented.
- Final report was not initially accepted and had to be revised.
- Board has representation from all parts of its region and had maintained wide consultation.

[No Good Practice identified by Mentor due to lack of contact between Mentor and ISP.]
Project: NSW-CB19- Wirringa Baiya Aboriginal Women’s Legal Centre (Marrickville) - $33,000
Project Title: Leadership Forums and Best Practices Models

Aim: This project aimed to hold leadership and best practice model forums in five regional areas throughout NSW, to showcase family violence services working in the area of family violence. It aimed to:
- Identify strong Elders within the Aboriginal community who would speak out against family violence and assist in the showcasing of service models that were addressing these issues;
- Increase the Indigenous communities’ understanding of the nature of family violence and of what Aboriginal service providers were doing to address it; and
- Set up networks to assist communities to set up culturally appropriate models to address family violence.

Project Profile:
Identified five NSW community organisations that addressed FV to showcase. The five model services selected were:
- Rekindling the Spirit (Lismore)
- Many Rivers Violence Prevention Unit (Kempsey)
- Koori Community Caring for Women, Child and Family Health
- Mudgin-Gal (Chippendale)
- Helping Ourselves Outreach project (Newcastle region)

Projects were showcased in Campbelltown, Bega, Wagga Wagga, Dareton, Albury/Wodonga, and Foster. [Extract Success Works 2003:2.12]

Project Reporting Outcomes:
Forum outcomes included the following recommendations:
- urgent need for preventative services for men,
- more qualified Aboriginal counsellors,
- women wanted more gender specific cultural camps where they could disclose personal information regarding FV,
- rights of grandparents acknowledged in legal framework, and
- Legislation to ensure that services addressing FV are culturally appropriate for Aboriginal clients.

Project held a Sydney ‘women’s corroboree’ called Reclaiming Back our Rights’ in conjunction with Reclaim the Night events. It was attended by 100 women and Wirringa Baiya presented information about the model projects. [Extract Success Works 2003:2.12]

Mentor’s Assessment:
- Project initially found difficulty in locating Indigenous organisations successful in reducing FV (for showcasing).
- Project used Elders as key speakers which was a positive cultural approach.
- Good documentation of workshops and project procedures was evident in the final report.
- Some verbal and written reflection on service delivery but no thorough evaluation.
- Appears that a good number of organisations were included after initial hurdles were overcome.

Good Practice
Cultural Response
Information exchange by showcasing successful Indigenous organizations; establishing networks of similar organizations; use of elders in primary role, imparting information.
Project: NSW-MP24 - Menindee Family Support Group Aboriginal Corporation (Menindee) - $165,000

Project Title: Menindee Family Violence Project

Aim: This project will work with service providers and community groups to ensure a more concerted effort is focused toward building a stronger community. Community education on family violence issues will be implemented at a grass roots level. There will be a focus on young people, although support from workers will be given to all community groups, through such things as the formation of women’s and men’s groups and organising family events. The employment of a part time secretary will provide the required infrastructure for the implementation of the project.

Project Profile:
- The project aimed to build a stronger community through youth support, formation of men’s and women’s groups, and the running of family events. The worker intended to approach existing groups to gain their support for education and dissemination of information on FV.
- The project worker conducted a forum with police, schools, health agencies titled “Keeping Kids Safe”, conducted an Aboriginal culture day at the Central School and influenced the Menindee Child Care Centre to conduct Protective Behaviours activity. It was not continued due to lack of community support. [Success Works 2003:2.48]

Project Reporting Outcomes:
According to the project report, Menindee experiences a continuing cycle of fear, violence and payback often associated with substance abuse.
The project worker attempted to network with community agencies and existing community groups but reported a general lack of community support. [Success Works 2003:2.48]

Mentor’s Assessment:
- Reporting schedule extended because of staffing and committee problems.
- The project has been widely discussed, but more because of community politics than service goals.
- Good support from agencies – a sponsor funded by DoCS.

Project Execution Problems

Community Ownership
Lack of community support reflective of lack of support and confidence in auspicing organisation.

Management
Disunity amongst auspicing organisation’s Board of Directors.
Several changes in Board of Director’s, resignation and replacement of committee, however continued ongoing disunity and factionalism of Boards members.

Staffing
Unsuitable, non-Aboriginal staff; high staff turnover, poor internal administration structure, lack of accountability.

[Auditing incomplete as at 22/4/04.]

Intervention occurred.

[Incomplete]
Project: NSW-MP26 - MiiMi Mothers Aboriginal Corporation (Bowraville) - $161,700

Project Title: Healing Our Families Our Way

Aim: This organization will work with Southern Cross University to develop and deliver a healing program, which can become an ongoing package of workshops that Mimi Mothers can deliver to Aboriginal and non-Aboriginal people. The personal and professional focus of the project is to identify and practice healing with Aboriginal women from Gumbayngirr country and their families, all of whom have experienced violence. The We Al-li Indigenous Therapies Program will be used to deliver the healing program.

Project Profile:
- The project targeted women as victims of family violence.
- The original project content was an academically structured delivery of the We Al-li program, with the aim to identify healers to achieve accredited training with SCU.
- The revised project delivered the We Al-li workshops (Healing Through Capacity Building) but with an emphasis on healing rather than on an accredited diploma for participants.

Project Reporting Outcomes:
The project commenced extremely well with adjustment of project aims by ‘Healing through Capacity Building’. But then project delivery of workshops and reporting fell behind.

Mentor’s Assessment:
- The project’s original aims were too high and the project had to be adapted to a more achievable form.
- The project had a good focus and a target group but had setbacks in implementation.
- The project was culturally appropriate, being designed for the community.
- There was little evidence of adequate documentation.
- Participant evaluation was part of the process; but was incomplete.
- Mentor was uncertain of the extent of community discussion.
- A community organisation/ committee was established as part of the project.

Good Practice

Cultural Response
Detailed focus on healing involving women; adjusted implementation of We-Ali program to ‘Healing through Capacity Building’.

Project Execution Problems

Concept & Design
Original aims too ambitious.

Management
Lack of internal management procedures and understanding between project deliverer and recipients caused project to stall with a communication breakdown.

[Auditing incomplete as at 22/4/04.]

Intervention occurred.

[Incomplete]...
Project: NSW-MP28 - Kamilaroi Aboriginal Legal Service – Family Violence Legal Support Centre (Moree) - $79,200

Project Title: Kamilaroi Family Violence Project

Aim: The project has two components: music workshops and camps. The aims of the project are:
- To provide the opportunity for youth and community members of Moree to explore songwriting and performing as means of expressing themselves especially on issues relating to family violence;
- To increase community awareness of issues surrounding family violence thereby initiating communication in relation to personal experiences;
- To promote Indigenous culture to Aboriginal men, women and children using music as an avenue of expression;
- To address issues of social wellbeing such as self-identity, self-esteem and confidence;
- To discover and record the grassroots voices of Moree Aboriginal community in the form of songs, music and oral histories;
- To encourage participants to showcase their songwriting and performing talents at Festivals; and
- To prepare a CD of songs for the community both written and/or recorded during the sessions;
- To have participants learn song writing skills for their favourite music styles;
- To demonstrate and teach singing skills associated with the above styles;
- To introduce participants to the Music Industry and associated technical skills;
- To record songs written and performed by participants;
- To provide a performance opportunity during the Festival for participants to showcase skills acquired in workshops.

Project Profile:
- The Project had a focus on mainly young males, with some minor inclusion of young females, working in music workshops.

Project Reporting Outcomes:
- Project reporting was very poor and assessments were based on two visits to the project by the Mentor.

Mentor’s Assessment:
- Project aims were very ambitious; after initial set-backs the project was on the way to achieving most aims.
- The project objectives were good, but the project was only starting to produce deliverables such as music workshops, towards the conclusion.
- Camps for young people have received some positive response and good attendance, but it has not been possible to correlate camp content with positive feedback due to a lack of reporting.
- Good photographic documentation despite poor written reporting;
- Workshops remain in early stages.
- Consultations were widespread including neighbouring communities.

Project Execution Problems

Concept & Design

Overall aims very ambitious and project budget appeared insufficient to support such considerable aims.

Staff

Several changes in project coordinator; one earlier appointment was not qualified to deliver the project outcomes, with staff overwhelmed by internal management constraints and project objectives.

[Auditing incomplete as at 22/4/04.]
Project: NSW-MP31 - Warlga Nguura Women’s and Children’s Refuge (Wallsend) - $141,900

Project Title: ‘Helping Ourselves’ Community Based Outreach

Aim: The overall aim of the project is to reduce the incidence of domestic violence within the Indigenous community. Community-based outreach will provide information, support, education and referral to meet the needs of women, men and young people affected by family violence. A Men’s Group will raise awareness of family violence, address violent behaviour and offer support, advocacy and referral. An Elders’ forum will identify issues and solutions, educate and establish renewed communication with young people. Children’s and youth groups will address personal and social issues and risky behaviour.

Project Profile:
- The project employed separate men’s, women’s and youth workers to provide Outreach services,
- It actively promoted Aboriginal community and family linkages,
- Workshops were conducted on relationships, accessing the legal system, employment, health and hygiene, and accessing education,
- Inter-generational cultural activities also occurred.

Project Reporting Outcomes:
- Extensive networking and meetings with community Elders and youth, police, health workers, community councils, schools, housing workers, the Community Restorative Centre, Drug Action Strategy workers, and Land Council meetings. Activities included fishing competition, cultural camps, movie nights, Men’s Dinners, home visits, court support.
- The project unintentionally became a referral point in the wider district producing severe demand on workers. It highlighted the lack of awareness of available services, the lack of culturally appropriate services and the insensitivity of mainstream services. In particular it highlighted the lack of services and support for men, addressing violent behaviours and family/parenting issues. The project has taken on the development of men’s education and information programs as a priority. [Success Works 2003:2.51.]

Mentor’s Assessment:
• Some difficulty with staff turnover but otherwise good achievement – aims achieved.
• Engagement of male, female and youth outreach workers at women’s refuge.
• Very thorough documentation including daily and monthly workers’ report sheets.
• There appears to have been good networking within and outside the community.
• Many problems were tackled by this project and some good outcomes; whether a decrease in family violence occurred is not clear.

Good Practice
Cultural Response
Introduction of male, female and youth workers providing outreach from women’s refuge expanded access to and role of shelter; was a good prevention strategy.

Camps for schoolboys with elders empowered elders and provided support to boys.

Responded to community needs in addition to project aims and objectives by providing additional services eg. set up a Homework centre regularly attended by nine students; encouraged community participation on a mainstream committee – seven Indigenous men now serve on the Port Stephens Men’s Advisory Committee. [Success Works 2003:2.51.]
Project: NSW-MP32 - Walgett Aboriginal Medical Service (Walgett) - $156, 200

Project Title: Dharriwaa Walaay (Elders Group)

Aim: The Dharriwaa Elders Group will supervise a program, which aims to restore family health to the community. The program will give assistance to victims of family violence and will develop and implement programs to assist healthy community development. A component of the program is Elders and youth camps aimed at providing young people with cultural knowledge and skills.

Project Profile:
- The program aimed to restore family health in the community by working with health service workers, other Walgett agencies, and community youth.
- Camps were attended by Aboriginal Medical Service staff who provided health information and support.
- An integral part of the project was training an Aboriginal project worker from Walgett who underwent training at the Walgett Aboriginal Medical Service, enrolled in TAFE to enhance literacy and computer skills, and participated in FV and legal issues workshops.
- The project worker met with Elders at a range of community facilities, including the Day Care Centre at Walgett Hospital, the Aboriginal Homecare Service, and the Walgett Respite Service.

Project Report Outcomes:
- Elders and Youth contributed to planning and presentations at the first Walgett ‘Family Day’ held in conjunction with the ‘Bulldust to Bitumen’ Festival.
- Project attempted to actively rebuild family and inter-generation relationships, fostered cultural knowledge and pride in both the young and the old, and enhanced community capacity by training a community worker and activating community networks.

Mentor’s Assessment:
- Initial project problems were overcome.
- Through empowering Elders it attempted to strengthen the community. The Elders’ roles and responsibilities were re-invigorated.
- The monthly magazine ‘Yundiboo’ engaged the youth and elders.
- Some evaluation of the project was done orally between Mentor and the workers and between the Elders and the workers.
- Insufficient data to say whether incidence of family violence was affected.

Good Practice
Cultural Response
Elders/community magazine monthly and increasing in size and content.
Establishment and empowerment of Elders in a strong community role.
Using a number of public forums and festivals such as Walgett ‘Family Day’ and ‘Bulldust to Bitumen’ Festival to rebuild inter-generational relationships.

Execution Problems
Project had problems securing suitable staff to coordinate the project. ATSIC funds for two camps was withdrawn by the funding body when the project was delayed due to the resignation of the original project coordinator.

[Auditing incomplete as at 22/4/04.]
Project: NSW-MP33 - Barkuma Neighbourhood Centre Inc. (Kurri Kurri) - $161,150

Project Title: Message Prints

Aim: The project aims to produce Indigenous Message Prints for use in community education relating to family violence, in order to:

- expose the intolerance that the Indigenous community has toward family violence;
- empower individuals and families to speak out against violence;
- further develop the awareness of family violence and its impact on families and the wider community;
- provide the opportunity for skill development in preparation for employment; and
- allow opportunities for cultural exchange and bridge building between Elders and youth.

Project Profile:
- The project established an advisory committee, and held both staff meetings, and meetings with related services and domestic violence committees.
- A regular program of engaging youth in ‘Stop DV Day’, ‘Stop DV Day Presentation Night’, NAIDOC, mural at Kurri High School and mural at Carries Place Women’s and Children’s Refuge.
- Volunteer meetings and training as well as art skills workshops eg. screen printing, painting, dried flowers and mosaics.
- Production of Message Prints website.

Project Reporting Outcomes:
- Large number of youth in Maitland, Hunter & Cessnock area total targeted – 395; comprising 312 (age range 18-25) and 83 (age 25+). Additional youths targeted include ‘Karuah’ Mission (Port Stephens) total targeted - 665 (age range 0-25+ and children’s playgroup total 134).
- Produced water carrier bags, shoulder bags, inspiration boxes, key rings, wall hangings, pens, boomerangs, table tennis tables, children’s puzzles, glass painting, door hangers, worry dolls, skateboard room.
- Art products included one for project and one for the house of residence and portable items ie. Fridge magnets, key rings etc.

Mentor’s Assessment:
- Project aims were achievable and the project was well organised.
- Using art as a tool for expressing FV issues was a good practice example. (See figure ?).
- Coordinators provided support for young people.
- Good visual (photographic) documentation.
- Oral evaluation with Mentor; unclear whether written evaluation done.
- Good involvement of young people but not yet clear if discussed more widely in community.
- The school and other Indigenous community organisations were involved – not clear whether all other organisations were involved.
- The project provided a good forum for addressing kids problems – there are some unqualified comments that FV was reduced due to a more open atmosphere to discuss FV.

Good Practice

Cultural Response
An extensive art program with a strong FV message was a good technique for communicating with young people and a less confrontational means of expressing problems.
Project: NT-CB7 - Intjartnama Aboriginal Corporation (Alice Springs) - $33,000

Project Title: Families Against Violence

Aim: This project aims to work with a steering committee of local people to discuss options for reducing the levels of violence in the community. The outcome will be to work out a feasible and workable strategy that can be implemented in the area.

Project Profile:
- The Intjartnama out-station near Hermannsburg was to produce a strategic plan for addressing Family Violence across the whole Western Arrente region.
- A local community project worker began the project with discussions at cultural events according to customary law.
- A Women’s Committee was formed as the project ‘ownership’ group. The Committee revised the approach and included influential men, recognising that Family Violence occurred across a complex matrix of clan groups and dysfunctional families.
- Five communal meetings were held early in 2002 to raise awareness about FV in the Western Arrernte communities and to identify strategies for addressing it.
- The need for processes of Aboriginal dispute resolution and restorative justice processes for clan members were identified, as well as education in ‘white man’s’ law.
- ‘Making the family unit strong again’ was emphasised as the backbone of community anti-violence strategies.

Project Reporting Outcomes:
- The enthusiasm of the committee generated support for the project throughout the community and the government services connected with it. Police, Health and the Ntaria Council offered various forms of support, including a building and vehicle.
- While a range of initiatives were proposed by the five community meetings it is unclear from the project reports which of them were implemented.
- It was agreed that the existing resources at the substance abuse centre at Intjarnama would be utilised for rehabilitation.
- At the final meeting the project worker presented a flow chart of existing services and the proposed plan of action.
- Organisation received funding under PADV Round 3.

Mentor’s Assessment:
- Most project aims were achieved.
- Program integration at the local level and use of senior people of authority constituted good practice: reliance on senior people with authority supported cultural protocols.
- Cultural practice examples were not adequately documented.

[No Good Practice identified by Mentor due to late engagement of PMA and practical completion of project by ISP was in final stages of project schedule.]
Project: NT-CB12 - Tapatjatjaka Community Government Council (Titjikala via Alice Springs) - $32,450

Project Title: Respecting Others, Respecting Yourself

Aim: This project’s aim is to assist men of the community to identify and address high-risk behaviours. Consultations will be held with the community to identify high-risk behaviour issues in the community, potential solutions and how these could be implemented. A storybook will be developed to document the project and the community outcomes.

Project Profile:
- Training provided to community client group.
- Cultural maintenance activities, community meetings/forums, family fun days, women’s events, men’s events, school events, hunting or camping events and sporting events conducted. [Extract Success Works 2003:2.9]

Project Reporting Outcomes:
- Indigenous group discussions addressing social behaviour and community issues were held.
- Inability to establish an Indigenous Steering Committee.
- Established links with Territory Departments and Federal agencies ie Health, Sport & Recreation, Local Government, Education, Family & Children Services, ATSIC.
- Overnight camps discussed football team rules and social behaviour. Hunting trips were held. [Extract Success Works 2003:2.9.]

Mentor’s Assessment:
- Project was completed prior to mentor being engaged.
- Project obtained major project funding under PADV Round 3.
Project: NT-CB17 - Yuelamu Community Council (Yuelamu via Alice Springs) - $32,450

Project Title: Women’s Recreation

Aim: This project aims to provide the women of the community with a designated recreation area that will enable them to have a safe haven if there is a domestic dispute, and as a basis for mutual support.

Project Profile:

- The project aimed to set up a designated women’s area with recreation facilities to act as a ‘safe haven’ in the event of FV incidents. The community already had a designated men’s facility. [Extract Success Works 2003:2.14]

Project Report Outcomes:

- This project was reported on by their designated community councillor, however no activities were undertaken and the project was not executed as reported.
- OSW discovered anomalies in the project audit and that project monies had not been spent

Mentor’s Assessment:

- Project was not executed.
Project: NT-MP23 - Ngaanyatjarra Pitjantjatjara Yankunytjatjara Women’s Council (Alice Springs) - $159,500

Project Title: Atunypa Wiru Tji Tji Uwanaraku – Good Protection for All Children

Aim: The project will trial the establishment of a sustainable and independent schools-based program to assist children exposed to domestic violence, or victims of sexual/physical abuse. It will educate them about appropriate behaviours and improve schools’ capacity for supporting children, particularly through improved referral processes.

The ISP sought voluntary termination of the project.

Project: NT-MP29 - Tangentyere Council Inc (Alice Springs) - $119,900

Project Title: Community Well Being

Aim: The project is designed to identify factors contributing to family violence in the defined target group and to provide training through the Family Wellbeing course to empower participants with problem-solving and relationship skills to assume greater responsibility and control over the conditions influencing their lives. The Family Wellbeing Coordinator will work with other agencies in the community to identify people at risk and encourage them to participate in the training.

Project Profile:
- Working with the existing Men’s Council, the project engaged in drawing up cultural protocols to make the program suitable for presentation in camp communities. It aimed to develop a senior Women’s Council. The project staff had a strong reputation and community and agency support. [Extract Success Works 2003.]

Project Reporting Outcomes:
- By the end of November 2002, eight people had completed nine sessions and had qualified as Family Well Being Program Trainers.
- It was recognised that grief and loss issues had to be addressed before commencing the main training program. Project workers and participants conducted less formal talking circles and smoking ceremonies. This preliminary procedure was regularly attended by 20-30 people and respected community grieving practices. The project established links with the Town Camp communities.

Mentor’s Assessment:
- An Indigenous researcher was engaged to review key result areas, including cultural maintenance, service provision, family well-being course, staff capacity/skill development and evaluation.
- Widely discussed including in meetings and workshops with families, men and women.
- Partnering agreements established with education & other agencies: was a strategic community development approach to improve people’s lives.
- Not enough information to verify any reduced family violence.

Good Practice
Technical Effectiveness
The ISP selected an established course with support for training and implementation
The project aimed to produce a pool of qualified facilitators with a realistic chance of impact on individuals, families and communities over a longer timeframe.
Promotion and conduct of family wellbeing course, training facilitators, meetings (and Club) at camps.
Good practice in the development of pictorial report sheets & A/V documentation relevant to the context.

Cultural Response
The training program was found to be culturally transferable.
A culturally sensitive response to healing, family evenings, community development planning and development of cultural protocols for project delivery.
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06 August 2004

Project: NT-MP30 - Lajamanu Community Govt Council (Lajamanu via Katherine) - $93,500

Project Title: Lajamanu Community Violence Prevention and Rehabilitative Program

Aim: The project has several aspects:
• The Outstation Diversionary Program will target family violence offenders referred through courts or community interventions.
• Lajamanu Safe House Management and Training Workshops (with Ali-Curung and Lajamanu Communities) will contribute to the effectiveness of the Women’s Community.
• A Safe House to be operated for victims of violence.

Project Profile:
Lajamanu Community Law and Justice Committee sought funding for a comprehensive FV strategy incorporating Aboriginal Dispute Resolution processes. The Justice Plan encompassed ten government organisations, five community organisations and approximately fifteen separate justice-related initiatives. The grant was utilised for:
- the establishment of an Outstation Diversionary Program for mandated and community referred FV offenders.
- Safe House Management Training, to enhance skills of service deliverers and Management Committee members and to define operational and management procedures for the Safe House that reflected community views and needs. [Extract Success Works 2003:2.56]

Project Reporting Outcomes:
The only project report indicates negotiations were still on-going with police and the Circuit Magistrate prior to the Programme’s registration as an approved juvenile Diversionary Unit. Council administrative restructuring delayed the process as did a large amount of ‘sorry business’. Capital works and site access spending of $19,000 went on constructing facilities, improving road access, communications systems and for the purchase of equipment to be used in on-site diversionary programs. Some Safe House Training sessions, though initially delayed by staff turn-overs and renovation delays, were conducted by Ali-Curung Safe House staff with Night Patrol participants. The involvement of the Ali-Curung workers contributed valuable networking and service links. [Extract Success Works 2003:2.56.]
The report stressed that Aboriginal decision-making systems are relatively slow but when successfully undertaken ensure a stable foundation for the success of the program. An action plan for a revised program was submitted to OSW on 19th April, 2004 due to inability to fulfil original aspects of proposal because cultural incompatibility of mixed clans using an outstation on another clan country, lack of transport for Corrections Officer to out station, and lack of resources and remote location of diversionary out station.

Mentor’s Assessment:
• The project attempted to build on the community's ownership and to create a strong cultural support for the project.
• The initial attempts at project delivery produced some benefits in strengthening law and order initiatives.
• Project not completed at end of PADV – two reports not provided.
• Safe House managed successfully.
• No evidence of reduction in statistics.
Project: QLD-CB4 - Caloundra Aboriginal Corporation (Caloundra) - $2,970

Project Title: Shield of Strength

Aim: This project is targeted at Indigenous girls between 13 and 17 who are facing domestic violence issues. It aims to strengthen these girls with ongoing coping skills and support mechanisms. Two camps will be held to educate and inform participants in a culturally appropriate manner.

Project Profile:
The project group organised two camps at Stradbroke Island during which 25 young women engaged in culturally appropriate activities and workshops on sexual health, self-esteem, and a yarning circle in which FV issues were discussed. Other activities included craft workshops and physical activities, and were specifically designed around tasks that would address self-esteem issues, build support, friendship networks and enhance self-confidence. [Extract Success Works 2003:2.4.]

Project Reporting Outcomes:
The project worker made contact with clients through local schools, youth groups, and the local community centre. The project worker regarded the principal outcomes of the camp as:

- the formation of friendship networks between some of the girls, and
- enhanced awareness of issues around self-respect, personal rights and family violence issues.

The project report contained examples of feedback sheets and workshop tools and responses which suggest that the experience gained by the project worker could be utilised in future projects. [Extract Success Works 2003:2.4.]

Mentor’s Assessment:
- The project was completed, but the organisation collapsed before an audit report was submitted. OSW terminated the project.

[No Good Practice identified by Mentor as the organization disbanded and PMA were engaged after the final report was submitted.]
**Project:** QLD-CB6 Goobidi-Bamanga C.A.C.S. Ltd (Mossman - Sponsor) $33,000

**Project Title:** Capacity Building for Family Well Being

*Aim:* This project seeks to motivate and empower people to become involved in group healing processes led by Indigenous people who have themselves passed through a healing process. It will train and resource local Indigenous people to the point of commitment to an ongoing process.

**Project Profile:**
- The project was executed by Douglas Shire Indigenous Support Service (DSIFSS) and involved conducting workshops with community workers and members of community.
- One proposed method was to develop a family violence strategy and increase awareness about domestic violence.
- A second method was to develop preventative and responsive strategies to family/domestic violence.

**Report Outcomes:**
- Two workshops in total were conducted, one with community workers and another with community participants.
- Attendees of Workshop No. 1 were Community Health Worker, Family support Co-ordinator, Douglas Shire Council Liaison Officer, Indigenous Student Support Officer and TAFE administrator.
- Workshop No. 2 conducted in three sessions was attended by six community members, four women and two men.
- Workshop topics included leadership, basic human needs, relationships, life journey, conflict resolution, emotions, crises, beliefs and attitudes, leadership styles, personal and community development.
- One meeting was held with 11 elders throughout the duration of the project, but was not a part of the workshop program.
- Another meeting was conducted by the Apunipima Indigenous Men’s Group.

**Mentor’s Assessment:**
- Mentor contact was extremely limited as the project was completed before the appointment of consultants for Round 2.
- Project personnel submitted the required reports and engaged North Qld Health Equalities Promotion Unit School of Population Health to evaluate the project.
- The project had a low participation with a total of twelve participants of whom only nine completed the survey form.
- Evaluation key findings must be treated with some caution due to the low participation rate.
- No immediate effect on the incidence of family violence was intended by the project.

[No Good Practice identified by Mentor due to lack of contact between Mentor and ISP.]
**Project:** QLD-CB9 - Mura Kosker Sorority Inc (Thursday Island, Torres Strait) - $33,000

**Project Title:** Meriba Buai Giz – Phase II

**Aim:** This project aims to revive and re-establish the practices of traditional and cultural remedies for the issues of family violence. It will build on the work done on raising community awareness of the issues of family violence undertaken under Partnerships Phase I (Queensland project).

**Project Profile:**
- The proposed method was to establish a steering committee and conduct workshops with members of representative eastern and western Torres Strait Islands;
- Also to conduct consultation with all Torres Strait Island communities to identify needs in relation to family violence strategies;
- And identify FV strategic models including Commonwealth and State agencies dealing with family violence and network with same.
- And develop a strategy for all of the Torres Strait.

**Project Reporting Outcomes:**
- Steering committee was established but was inactive for much of the duration;
- Survey data was not located and a new survey was being developed incorporating a range of social issues (including FV);
- Minimal consultation (occurred only four out of 21 communities) under the original project proposal and this was to be reviewed;
- Only minimal resources were identified but late in the project there was an attempt to develop a localised model;

**Mentor’s Assessment:**
- Project commenced and proceeded in an ad hoc manner with three changes of project officer.
- Did not report in detail until in January 2004 and struggled to generate good practice on any level.
- A FV Strategy had not been developed by early 2004.
- The project’s original aims were extremely ambitious and only partially fulfilled.
- The project’s revised aims based around data collection and development of a holistic model including prevention and community education in the region was more attainable.
- The project was coordinated and executed from Thursday Island; there is no documentation to indicate that any other organisation was involved.
- An early attempt to hold a meeting of Island representatives was made: it is not clear who attended or what was discussed.
- A draft final report was submitted.

**Execution Problems**
- Project in early phases was poorly executed and managed by both inexperienced Board and project officers.
- Activities were poorly documented and project aims were clearly not being carried out.
- The project experienced two changes in Board of Directors and three changes in project officer.
- After a considerable lapse of time, the project was able to initiate revised project aims and reporting requirements.

**[Auditing incomplete as at 2/8/04.]**
**Project:** QLD-CB18 - Yuenmanda Elder Clan Women Aboriginal Corporation (Mornington Island) - $38,500

**Project Title:** Remote Communities Women’s Workshop

**Aim:** This project’s main aim is to deliver culturally appropriate workshops designed to provide discussions about family violence, so that communities have the skills and knowledge to plan local strategies and conduct their own workshops. Further aims of the project are to:

- Provide an information and training package to assist in determining local solutions to family violence; and
- Promote a new intercommunity network around the Gulf and Cape York on family violence issues, to enable sharing of knowledge and good practices across remote communities.

**Project Profile:**
- Three-day workshop based around three themes:
  - Theme 1: The Role of a Woman Against Family Violence in Today’s Generation within her Cultural Environment.
  - Theme 2: The Role of a Man Against Family Violence in Today’s Generation within his Cultural Environment.
  - Theme 3: The Role of Youth and Through our Eyes.

**Reporting Outcomes:**
- The only report indicated that invitations had been sent to 18 communities.
- A steering committee was established with ten members.
- Presentations about the forthcoming workshop content were made on Mornington Island to the Gubadanka Men’s Group, the Youth Group, School children and the Church group (but details on the nature of these groups or participants were not provided).

**Mentor’s Assessment:**
- Project struggled to impact on the community, which is affected by many social/health/legal/housing issues.
- A regional workshop was conducted by an employee on leave from Apunipima Cape York Health Council, but as a private consultancy.
- Unable to qualify if workshops were effective as the project was poorly reported.
- A Final Report was not submitted by the consultant engaged by Yuenmanda.

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**Execution Problems**

**Support & Resourcing**
Yuenmanda engaged an external consultant to co-ordinate and conduct workshops as there were limited capabilities within the ISP to execute project objectives and activities.

The external consultant failed to submit the final report and the ISP was unable to find an alternative to fulfil reporting requirements.

[Auditing incomplete as at 22/4/04.]
Project: QLD-MP22 - Murri Men’s Group Incorporated (Brisbane) - $170,676

Project Title: Changing Our Ways

Aim: The project will establish a mentoring program for men, incorporated with a life skills awareness program, as a prevention measure for reducing family violence. Information gathered through the project will be used to develop a standard basic principle booklet for government and non-government service providers to improve access for Indigenous men to non-Indigenous services.

Project Profile:
The project had a Steering Committee of approximately fourteen people. The aims of this project included:
- Establishing office facilities for the project;
- The facilitation of educational forums for community members and service providers;
- The publication of a service providers’ booklet relating to indigenous male clients;
- Facilitation of workshops and retreats for Indigenous men through a ‘Life Skills’ program;
- Raising community awareness of Indigenous male issues; and
- Running a positive parenting program. [Extract Success Works 2003: 2.58.]

Project Reporting Outcomes:
- A number of community consultation meetings were held ranging from administrative to the substantive (eg. retreat planning, issues discussion and consideration, etc)
- Forums included one on community issues (attended by in excess of 100), a men’s retreat (attended by 15), ‘yarn sessions’ for men, mentoring skills for young fathers (attended by 15), and administration skills (attended by 3) and these were positively received.
- Measures were limited to attendance figures and anecdotal feedback.
- The project officer highlighted the difficulty of gaining access to appropriate transportation. Volunteer transportation was provided, however this ad hoc approach made reaching outlying clients a difficulty. The project officer also highlighted the need for funds to support a Counsellor to advise the Indigenous men accessing support from the group. [Extract Success Works 2003: 2.58.]

Mentor’s Assessment:
- A promising idea with initial momentum but the project did not complete; little contact occurred with the Mentor.
- Evidence of involvement of other community agencies in project planning was not sighted.
- No evidence of self-evaluation.
- Failure to complete the project; project reporting lapsed and Murri Men’s Group collapsed.
- Project terminated by OSW due to failure to respond to notice
Project: QLD-MP25 - North West Aboriginal And Torres Strait Islander Community Association (Keperra) - $143,000

Project Title: Yugar Bumi [no violence] through Empowerment & Self-Healing

Aim: The project aims to address the complex issues of family violence, and reduce and prevent its incidence through facilitating and supporting empowerment and self-healing for young Indigenous people and their community in the north Brisbane region.

Project Profile:
- The project approach was to develop a program for five separate focus groups i.e. young fathers, young mothers, elders, male youth and female youth;
- Also to develop self-healing program incorporating naturopathic, health and sociology techniques; and
- Workshops, family fun days, hunting or camping events were also to be conducted.

Project Reporting Outcomes:
- Workshop 1 aimed to identify domestic and family violence law/lore and was conducted with 15 participants comprised of male and female youths who were each given a journal, asked to complete a questionnaire and record their diet over a two week period.
- Workshop 2 recognised cultural issues and differences. It was reported that journals were not completed and some participants left. The workshop presented findings from the questionnaires that were distributed in Workshop 1.
- A further two separate male and female workshops were conducted on issues relating to breakdown in relationships and on personal development and information on support systems.
- Self-healing techniques utilising naturopathic and health techniques did not eventuate.
- Family fun days, hunting and camping events were not conducted in the original project phases.
- Latter phases of the project note two camps conducted, one at Meebun-bia and Tallebudgera. A Christmas Day in the park was conducted.
- OSW informed that NWATSICA engaged an Indigenous consultant to complete their final report.

Mentor’s Assessment:
- The project had clear aims but execution was uncoordinated and detail of activity was only partially reported.
- Questionnaires and reports generated by the project failed to show evidence of culturally appropriate responses.
- Participation and attendance was only partially documented and the project seems to have had very low participation.
- Details of workshops, meetings and networking only partially reported.
- Project intention to network widely, but the purpose and outcome was not clear.
- Unlikely any impact on family violence.
- Failure to execute aims connected to failure to self-evaluate.
- Three reports were submitted – but two required further detail.
- A final report was submitted.

Execution Problems

Management & Reporting

Project failed to complete and collapsed due to internal management problems.

The project was executed by a recent graduate in Sociology who coordinated and delivered two workshops to female participants. Two Murri Men’s representatives delivered two workshops to young male participants, but were not clearly identified as such in the reporting.

The project had a sociological focus and failed to complete two key components of the original aims which involved self-healing and family fun days, hunting and camping. Although later delivery did occur of one family day – Christmas Day and two camps.

Networking was reported as attending meetings and lasting supportive networks were not formed. This became apparent when the organisation suffered from internal management problems and the project collapsed as a consequence.

[Auditing incomplete as at 2/8/04.]
**Project:** QLD-MP34 - Apunipima Cape York Health Council (Cairns) - $163,600

**Project Title:** "Stepping Up" Establishing Community-based Counselling Services

**Aim:** This project will be a first step towards establishing a community controlled local counselling service for Social and Emotional health care. The project will also focus on skilling or up-skilling local people and clinic staff to provide this service so that the benefits may continue beyond the project period.

**Project Profile:**
- This project aimed to initiate a community-controlled counselling service located in the Cape York Region for social and emotional health care.
- It also aimed to build community capacity to respond to FV events and presentations by training counsellors from the community.
- It utilised the ‘triage’ model of providing support, healing and training for recognised ‘Natural Helpers’ so that they can provide a first port of call and appropriate referrals.
- Recognising the need to address physical, emotional, sexual and cultural violence. [Success Works 2003:2.60.]

**Project Report Outcomes:**
- The project recognised there was no common shared awareness or understanding of basic family violence issues. Violence was regarded as a culturally sanctioned ‘norm’. Recognised ‘natural healers’ had no sense they could make a difference, and clinical staff also required basic awareness and assessment training.
- Five communities were involved and FV Awareness programs (both Stages 1 and 2) were delivered at health clinics and in schools.
- Key agencies have been engaged in each community.
- High staff turnovers, a perennial issue in remote communities, created problems; other problems were lack of agency protocols in dealing with family violence incidents, limited safe places for victims, avoidance of dealing with sexual assault issues, poor consistent leadership from men and high levels of substance abuse in communities, by men in particular.
- 252 meetings were held, 81 training sessions delivered to a total of 854 people, 32 agencies requested more training. [Success Works 2003:2.60.]

**Mentor’s Assessment:**
- Some adjustment of outputs occurred to better serve community needs, but overall project aims were fulfilled.
- A good practice project (see GP column). (See figure ?)
- Detailed information on successes not included in reports. Time constraints “did not allow self-evaluation”.
- Project information was disseminated to all participating communities and their major organisations.
- Extensive participation in five remote communities was involved, eg. schools, health clinics, police, CDEP, churches, community justice groups, men’s and women's groups.
- Measurement of reduced violence was not documented.

**Good Practice**

**Technical Effectiveness**
Effectiveness was demonstrated in the following aspects of the project:-
- The holistic nature of the ‘Stepping Up’ project: participation encouraged by non-threatening events (BBQs & video nights); age appropriate delivery (eg. puppetry and role plays for children’s issues); role playing of ‘Walk away, Cool down’ program demonstrated alternative responses.

**Staffing**
Trained, experienced professionals with history of working in Indigenous communities, along with developed strategies, were employed to conduct the project.

**Cultural Response**
Capacity building of communities, community leadership and ‘natural healers’ is a slow process that requires patience and persistence both from within communities and from funding bodies.

Use of non-literate methods to transfer skills and information to low literate participants eg. role playing technique to demonstrate alternative roles in ‘Walk away, Cool down’ initiative.

**Project Delivery Response**
Good cultural response in project delivery engaging community structures such as justice groups; use of non-literate resources for delivery; use of behavioural modification programs; broad involvement & discussion in community.
Project: SA-CB5 - Gerard Reserve Council Inc. (Gerard Reserve via Winkie) - $16,005

Project Title: Youth Camp

Aim: The project will hold a camp, which will target youth between 12 and 19 years of age. The camp will be held at Camp Coorong and will educate participants in traditional ways and raise awareness that domestic violence is not acceptable.

Project Profile:
- Hold a six-day camp at Camp Coorong for youth from this small (150 people) Ngarrindjeri community outside Berry.
- The community is largely without access to transport and experiences isolation, a high level of family violence, suicide, self-harm, substance abuse and cultural breakdown. The project aimed to develop a youth program as a means towards community rebuilding through cultural maintenance activities at the youth camp. [Success Works 2003:2.5.]

Project Reporting Outcomes:
- Workshop sessions were presented by:
  Aboriginal Community Constables,
  Relationships Australia worker,
  Riverland Domestic Violence Unit and refuge worker,
  Riverland Aboriginal Health worker,
  Community nutritionist, and
  Mental Health nurse-counsellor.
- As a result of the camp, a combination of ongoing FV awareness and healthy relationships and mental health sessions, have been collaboratively offered to the Gerard Community by the Riverland Domestic Violence Unit, the Mental health worker and the Relationships Australia group. The community council intended to seek out a funding source to enable youths in the community to attend these sessions. [Success Works 2003:2.5.]

Mentor’s Assessment:
- Some raised awareness of family violence and rebuilding of cultural knowledge achieved in the youth camp.
- Insufficient information available to Mentor to fully assess what extent this project exhibited good practice.
- The project was only partly self-documented.
- The only self-evaluation of the project was through the project worker’s subjective evaluation of change in participants’ lives.
- The reporting schedule was revised and the ISP had difficulty in completing the final report.
- Gerard Reserve is a discrete community: the project was conducted by the community council which followed its usual processes of community representation and consultation.
- The anecdotal evidence of reduced family violence is subjective and inconclusive.

Good Practice
Cultural Response
Cultural maintenance as a means to deliver awareness of family violence, suicide and health issue.
Partnerships
The potential for a collaborative approach with non-Indigenous Service Providers was clearly progressed, although outcomes are unclear.
Project: SA-CB 20 - Aboriginal Family Support Services (Adelaide) - $32,890

Project Title: Women & Children Learning Development Centre

Aim: The project will provide opportunities to develop and maintain social and support networks, peer systems, family kinship and cultural development, and positive parenting. The target group is 15-24 year old Aboriginal youth, and children to the age of 10 years who are, or were, residents of Youth Accommodation Support Services.

Project Profile:
- Program targeted young Indigenous women and their children who had experienced FV at any point in their lives.
- Project aimed to address the inter-generational nature of FV.
- Planned to focus on raising self-esteem, positive parenting, FV education and awareness, in a holistic framework of peer support, culture and family wellbeing.
- Cultural maintenance and fun activities were included. [Success Works 2003:2.1.]

Project Reporting Outcome:
- The program was delayed due to staff and steering committee turnovers, but it eventually established an Art and Healing Group for women.
- Participants were involved in a series of grief and loss workshops, and engaged Adelaide Healing Centre to conduct a healing workshop session; they also established a Play Group for young Indigenous women and their children, who had sought refuge at the Olga Fudge Lodge.
- A young Indigenous woman was being trained as a play group co-ordinator after which she was to become the first registered Indigenous play group co-ordinator.
- The programme provided peer support, life skills support (presented by past hostel clients who had ‘exited’ into independent living), a youth program (with child-care) that focused on developing leadership, decision-making skills, basic cooking classes, a budgeting and grocery shopping group, and recreation activities.
- The program also conducted a camp at the completion of the funding period at Halls Gap, Victoria, where they participated in cultural activities at the Brambuk Aboriginal Cultural Centre.

Mentor’s Assessment:
- The project was for young women and was adequately discussed with age appropriate groups. It provided young women (as family violence victims) with education and self-awareness, self-esteem, peer support, and cultural well-being.
- Numerous Supported Accommodation Assistance Program (SAAP) services became involved in activities as information about the project spread.
- There is no evidence that the project was adequately self-documented.
- This was a successful program for young women at risk of family violence and it assisted change in their lives: a complementary men's program was also required.

Good Practice Cultural Response
Incorporation of Indigenous healing practices into a workshopping process which developed holistic care plans for young women; accessing resources of other agencies to improve skills of young women suffering domestic violence; peer support from survivors with jobs and healthy, independent lives.

Project Management
Strategic use of funds by utilising existing programs to transfer skills to participants.
Project: SA-MP35 - Mama Makulya Tjitjiku (Concerned Fathers For Children) (Coober Pedy) - $82,830

Project Title: Mama Mukulya Tjitjiku (Concerned Fathers for Children)

Aim: This project will promote, support and build on a community-based organisation called the Mama Mukulya Tjitjiku (concerned fathers for children). The group has identified domestic violence as an issue in their community, specifically the effects of violence on their children’s future ability to learn, socialise effectively and emotionally respond to conflict. The project aims to:

- Provide role models and guides to the Fathers Group;
- Facilitate ways for the men in the group to deal with their own emotional issues and healing process;
- Assist the men to increase their self-esteem and confidence to take their rightful place in their families thus providing appropriate role models to their children; and
- Explore opportunities with the Fathers Group to assist their children to balance the transition between Aboriginal and non-Aboriginal culture.

Project Profile:
- The project was to employ a project officer within the Mama Mukulya Tjitjiku group.
- Its proposed method was to rebuild relationships between Anangu children and their families by developing leadership skills and participate fully in community and family life.
- There was to be a focus on anger management whilst also providing educational activities.
- The project aimed to develop alternative lifestyle behaviours to counteract the effects of domestic violence on families.

Project Reporting Outcomes:
- Project group had problem securing a successful applicant for the position as project officer.
- The Project Report was compiled by an Interim Project Officer who had commenced meeting with Umoona Community Council, Aboriginal Services Division and an application was made for a grant for musical equipment.
- Report flagged that Mama Mukulya Titjiku was seeking autonomy to access project funds.

Mentor’s Assessment:
- Project was visited by the Mentor 21-25 October, 2002.
- Auspice organisation Iwara Kutju CDEP ceased functioning in May 2002 and the funds for the project were not recoverable.
- Mama Mukulya Tjitjiku marginalised culturally as a group representing uninitiated men.
- Project was terminated by OSW.
Project: VIC-CB1 - Ballarat and District Aboriginal Co-Operative (Ballarat) - $30,965

Project Title: Strengthening Family Within the Community

_Aim:_ A Project Worker is to be employed. Their consultation with the community will bring issues of family violence into the open. They will provide information to the community about family violence issues and develop networks with other agencies for community members to access more easily. The consultation with community members will help to develop strategies to deal with family violence in a culturally sensitive way. The project will strengthen families and the community for future generations.

**Project Profile:**
- The project sought to establish a steering committee with a view to identifying family violence resources in the region, to advertise its own services and to create links with service and government agencies to ensure culturally appropriate services.
- A project officer was to be employed to identify FV prevention resources and models.
- Also to consult with community and develop community strategies, including a draft strategy to reduce the level of family violence and strengthen family relationships.
- Officer was to obtain comment on draft strategy from stakeholders. [Success Works 2003:2.62.]

**Project Reporting Outcomes:**
- The project worker assisted in the development of an Indigenous FV Action Group as a participatory group of the Regional FV Network and addressed the issue of FV in the co-operative’s existing men’s, women’s and youth groups.
- The report noted difficulty addressing sensitive issues and the need to establish trust and to avoid blaming.
- The Indigenous FV project worker’s presence in the regional network led to the forum looking at how FV can be prevented, not just reacted to after the fact.
- Consideration was being given to the implementation of the Victorian Indigenous FV Strategy and the FV Protection Framework in Ballarat.
- The report noted difficulties with the short-term time frame for a project that requires slow preliminary work to build trust and to begin to address a problem located in a long history of colonial dispossession, trauma, grief and loss. [Success Works 2003:2.62.]

**Mentor’s Assessment:**
- It is doubtful whether the project achieved all of its aims (due to late start and community sensitivities) but it did raise awareness and acknowledgment of family violence.
- The Mentor sighted no evidence of adequate project self-documentation.
- There was no formal self-evaluation but oral self-evaluation was conducted with the Mentor.
- It is not clear whether the project was widely discussed in the community or whether all relevant community organisations were included in its planning.
- No evidence of reduced family violence.
Project: VIC-CB11 - Njemda Aboriginal Corporation (Echuca) - $33,000

Project Title: Looking After Our Own

Aim: This project will train Aboriginal workers in counselling and community support. It will build the skills of existing workers who are the key support people working in the community. The training will build on people’s existing experience and wisdom about what is needed in their community, and it will provide a wide range of practical skills to support their current roles.

Project Profile:
- Project intended to recruit training facilitators and organise residential training for ten participants;
- Conduct residential training blocks ranging 5-10 days; and
- Evaluate training process and review participant skills.

Project Reporting Outcome:
- This project aimed to train current Aboriginal workers in counselling and community support. Project participants undertook training in responding to sexual assault and counselling practice.
- The project worker ran a public awareness campaign around family violence issues, secured funding for a Safe House for women, sponsored the formation of a men’s group (which was setting up a men’s healing place) and established partnerships with CASA, EASE and local service deliverers.
- The project ran into difficulties when project workers became the brunt of community anger and one actual assault occurred in mid-2002. As a result, in the latter half of 2002, the Corporation focused on the production of a staff training package, staff training and debriefing. [Success Works 2003:2.63]
- OSW reports that the Centre had to close on one occasion for three days after an assault on staff took place, in order to debrief staff. Aggressive behaviour from impatient community members demanding immediate services was used to threaten staff and other patients, which resulted in physical violence. The frequency of community violence was a major problem (OSW, 11/5/04)
- Training package completed included two day sexual assault training at CASA; counselling training for two days. Formation of community family violence group, development of a Women’s Crisis house, establishment of a mens group, two day counselling for staff to debrief on violence issues.

Mentor’s Assessment:
- No mentoring was provided to this project and supervision of project activities was completed by OSW.
**Project:** VIC-CB14 - Wathaurong Aboriginal Co-Operative Ltd (North Geelong) - $32,230

**Project Title:** Koe-wore Morom (Healed Soul)

**Aim:** This project will provide workers with a greater understanding of the nature and causes of domestic violence. This knowledge will enable them to better identify individuals and families at risk. The project will plan programs and strategies to reduce domestic violence and provide an integrated community service.

**Project Profile:**
- A project officer was employed to network with local Indigenous groups and workers and local schools.
- Existing family violence resources were identified and liaison occurred with Commonwealth and State agencies, other Koori communities and community welfare agencies.
- Community consultations and workshops followed a fixed timetable.
- One method was to identify and develop strategies arising from workshops.
- Meetings were organised with consultation groups to revise strategies.

**Project Reporting Outcomes:**
- The project sought to map FV in the community to identify its causes, to audit services and identify gaps, to plan strategies and to frame a plan for improving service delivery.
- The project worker compiled a survey questionnaire which was used to interview community members and agencies. The information was collated and a report written.
- A community forum, attended by 18 people, mostly women, was subsequently held to inform the community of the findings and to discuss solutions and options.
- The project formed the focus for valuable networking between service providers in the region and for open discussion in the community about FV issues. As a result of the project, it was planned to develop an integrated system of tracking their clients. [Success Works 2003:2.10.]

**Mentor’s Assessment:**
- This was a needs assessment & planning project that was successfully completed.
- The project was a good practice example due to its professionalism in execution.
- A resource report was produced and adequately documented the project.
- Self-evaluation embraced implementation process, impact in the community and report publication. It showed evidence of increased community ownership of the project and solutions.
- The project was widely discussed within the community and all relevant community organisations were involved in planning.
- There is evidence of improved organisational capacity & sustainability.
Project: VIC-CB15 - Winda Mara Aboriginal Corporation (Heywood) - $19,228

Project Title: Strengthening Families

Aim: The project aims to strengthen the family unit within the community, provide support to families and increase community knowledge of family violence issues. The working group will organise family activities and work with the community to develop strategies to address family violence issues. It will form regular men’s, women’s and youth groups.

Project Profile:
- Project planned to recruit facilitators to run men’s, women’s and youth groups but relied on volunteers due to a funding shortfall.
- Workshops, forums, community meetings, family fun days, hunting/camping events, and events for women, men, youth, and school children were conducted.

Project Reporting Outcomes:
- A Camp at the old Lake Condah Mission site was held.
- Men’s groups were to meet on a monthly basis to formulate a service agreement to increase Koori men using mainstream services.
- Women’s group were to meet at Lake Condah Mission on a monthly basis and also went to Robe in the SE of South Australia.
- Youth groups evolved around activities with a viewing of the Rabbit Proof Fence at the Portland Cinema attended by 60 people.
- School camp was attended by 100 people.

Mentor’s Assessment:
- The project developed a strategy and a counselling/referral service to deal with family violence; an MOU was signed with service providers.
- Project demonstrated good practice in use of volunteers & an holistic approach including conduct of a well persons’ health clinic.
- Cultural good practice in recruiting volunteers from the community.
- High staff turnover may have impacted on documentation.
- Attempted limited self-evaluation processes.
- The project was widely discussed within the community and all relevant community organisations were involved in planning.
- Unable to measure change in incidence of family violence due to lack of evidence.

Good Practice
Cultural Response
Project developed Well Person’s Clinic which was an holistic approach.
Recruitment of volunteers from the community due to funding shortfall.
Project: VIC-MP36 - Goolum Goolum Aboriginal Co-Operative Ltd (Horsham) - $139,700

Project Title: Strengthening Koori Families

Aim: This project will address family violence within a holistic framework of family relationships. It will build self-esteem, improve general health and nutrition, and spiritual and emotional health. It will reduce substance abuse and family violence, and promote positive relationships.

Project Profile:
- The project proposed to address family violence in a holistic framework of family relationships.
- Through collaboration with mainstream services it sought to enhance self-esteem, general health, financial security, hygiene and nutrition, spiritual and emotional health and substance abuse.
- It aimed to negotiate with mainstream services to make them more culturally appropriate, as community members had indicated a reluctance to use those services. [Success Works 2003:2.64]

Project Reporting Outcomes:
- The project has also initiated a Men’s group whose participants, in conjunction with Child and Family Services, Ballarat, were involved in a 13 week Men’s Behaviour Change Program and linked up with two Koori Alcohol Rehabilitation Programs in Melbourne.
- The Project Officer completed a Certificate in Community Service.
- Links were made with other Koori FV workers and services in the Region.
- In conjunction with the Men’s Group, the project worker approached Ballarat University to run a Mentor Program. Four potential leaders/mentors were identified and Elders were engaged to mentor them.
- The men’s group initiated the formation of sports teams for young men and boys and for women and girls, and held a sports carnival.
- A series of successful ‘Family Days’ were held, bringing community members together around sporting, music activities, bush walks.
- The success of the Men’s Group stimulated the formation of a Women’s and Girls’ Dance Group. The two groups have combined for culture camps.

Mentor’s Assessment:
- Program developed holistic approach to family relationships, counselling, health and where necessary intervention support.
- Lack of ongoing funding has impaired the momentum to address family violence.
- Final Report submitted.

Good Practice
Community Ownership
Involvement of community in family orientated activities has contributed to a holistic approach recognizing the usefulness of the kinship network in addressing problems at a community level.
**Project:** WA-CB3 - Port Hedland Sobering Up Centre Group Inc. (Sponsored By Bloodwood Tree Association Inc.) (Port Hedland) - $32,670

**Project Title:** Families Against Violence: A north-west community response

**Aim:** The project aims to work with families and individuals, who are temporarily residing in South Hedland but are originally from surrounding communities, to address family violence issues. The project proposes to use community consultation to identify, develop and endorse strategies to address family violence for Indigenous communities and their transient residents.

**Project Profile:**

There are two aims to this project:

- to identify factors contributing to family violence within the transient communities and their communities of origin;
- to develop a community strategic plan to address these factors.

This project provided an opportunity for the community to address issues that have been prevalent for some time yet not addressed due to the limited resources needed for information collection and to research appropriate strategies.

**Project Report Outcomes:**

A number of successful achievements have resulted from this programme:

- A Men’s group was formed due to the lack of services existent in the community. ‘Strong Men’ have emerged as community leaders who now assist transient population men. The group provides counselling and respite services specifically for men.
- Formation of a Women’s Group focused on issues of:
  > alcohol abuse
  > effects of FV on children
  > parenting
  > truancy issues
  > ‘life skills’
  > budgeting
  > meal preparation.

Community facilities were made available for cooking, transport was provided to facilitate school and community health centre visits and camping trips for women and children. Project workers believe that this group has “been instrumental in improving relationships amongst our regular clients”.

- Awareness Workshops have been conducted to discuss causes and issues of FV.

(Extract Success Works 2003:2.3.)

**Mentor’s Assessment:**

- A community strategic plan referred to by ISP was not sighted.
- A FV survey conducted, but not clear by whom or for which project.
- Project discussed with "captive audience" of homeless people who use the sobering-up centre. Also discussed with representatives of their possible home communities.

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**Good Practice Features**

**Community Ownership**

Community members were engaged in the development and implementation of the FV strategic plan. This has actively fostered ownership of the project by its principal users and built momentum. (Extract Success Works 2003:2.3).

Such a programme has enhanced decision-making skills and built self-esteem and confidence.

Through the establishment of these groups, the awareness of existing services has been enhanced.

**Execution Problems**

**Project Execution**

Report lacked content details and was inconsistent. Unsure of what services were actually implemented or what aims were achieved.

Activities were carried out ineffectively.

No evidence of reduced FV.

Establishment of separate men’s and women’s groups was appropriate but achievements were not demonstrated.
Project: WA-CB10 - Ngnower-Aerwah Aboriginal Corporation (Wyndham) - $31,130

Project Title: Keeping Our Families Together

Aim: The aim of this project was to develop community-based strategies designed to reduce the high rate of family violence in the community.

Project Profile:
The project focused on community consultation and input as a means of collecting information and ideas to develop strategies to address the high rate of FV. Through this process, the project coordinator gained valuable insight into what previous strategies had proven to be effective in reducing FV. The information gathered was then to be used as a stepping stone to develop culturally appropriate, grass-roots strategies aimed at effectively addressing the problem of FV in the Wyndham Community.

Project Reporting Outcomes:
The project was successful in meeting its aims. A number of formal and informal meetings took place consisting of members from the community, local government and other agencies. These meetings focused on how to deal with FV.

Feedback on the project was a mixture of positive and negative responses from agencies and the community. The community did not feel comfortable speaking at large gatherings and preferred to communicate with the project officer in an informal one-on-one or family group setting. The remainder of meetings were conducted in this manner.

Outcomes and proposed strategies included:
- Educating children on issues of health and FV, including where to go for help and personal safety. Early intervention was considered vital in breaking the cycle of violence.
- Fostering and support for young men’s and young women’s groups. There is a high rate of youth suicide in the community. Members of the Wyndham young men’s group approached the project worker and offered their insights into the causes and problems associated with FV.
- Young parents were taught culturally appropriate parenting skills and responsibilities.
- A ‘family fun day’ was organised promoting awareness of FV. A family camp was also planned. An application was to be made for further funding in order to implement these strategies.
- Partnerships were established with other agencies such as youth services and the local hospital and health services as a means of covering all areas associated with FV incidents.

(Extract Success Works 2.67.)

Mentor’s Assessment:
- Consultation with government and non-government agencies highlighted issues facing kids; a community forum was proposed.
- The Community Forum and interagency meetings were conducted, including family and camp activities.
- Lack of response from community members on a one-on-one basis.

Good Practice Features

Cultural Response
Consultation with community members in an informal setting was found to be more effective than large community meetings; also considered to be more culturally appropriate.

Project Design
Project was largely community-focused and community-driven. This was a major factor in the success of the project.

Execution Problems

Community Response
Limited time considered a factor in establishing trust with community members.

Issues are deeply ingrained and it was recognised that a long-term approach was required to achieve effective results.

Cost Effectiveness
Some of the scheduled workshops did not take place due to lack of project time and personal commitments of community.

There was a lack of funding for the Young Women’s and Young Men’s groups.

Management Issues
Lack of resources available in the community in relation to FV.

Initially the project had trouble getting off the ground due to unforeseen circumstances, losing two months on the project.
Project: WA-CB8 - Jardamu Women’s Group Aboriginal Corporation (Wyndham) - $36,575

Project Title: The Cycle of Violence

Aim: The project will hold a workshop (using an already developed programme) to educate women in the community about the cycle of violence. This project is specifically targeted at Aboriginal women and is designed to be culturally appropriate.

Project Profile:
Jardamu Women’s Group are local women who are committed to identifying and solving social issues within their community. One of the major problems in the Wyndham community is the level of violence that occurs. This project was designed to educate women about the cycle of violence through a number of workshops held in the community.

Project Reporting Outcomes:
The project team initially aimed at delivering 15 workshops on FV throughout the Wyndham community. However, due to numerous social/cultural circumstances, only three eventuated. Nevertheless, some significant milestones were reached:
- The workshops generated an awareness amongst other agencies about the project’s objectives;
- Project workers met with the Gordon Inquiry Panel to talk about violence in the community;
- The DV police unit in Perth were interested in seeking advice on how to direct and conduct their training in Kimberley communities;
- A ‘safe place’ was located within the community for women and children to go for time out;
- Some perpetrators were taken out bush to ‘cool off’; and
- A workshop at Warmun community called for the sessions to be delivered in gender groups.

The workshops have proven to be positive as they refocused communities and agencies on the issue of Indigenous FV.

Mentor’s Assessment:
- Workshopping proved a useful approach in establishing whether enough is being done to address FV in the community.
- The Project aimed to involve mainstream service providers in order to develop support and input in developing a community response to violence.
- Evaluation sheets were utilised but responses were poor.
- Little work was done with perpetrators as the focus was on women and children.
- No Final Report submitted.
Project: WA-CB13 - Together Aboriginal Women’s Group Sponsored by Anglicare WA (Cannington Region)) - $33,000

Project Title: Rekindle the Flame

Aim: This project will consult with community to develop strategies to address the problems raised by family violence in the local community.

Project Profile:
This project was established due to the recognition that the Cannington region lacked culturally appropriate local services that could deal with Indigenous FV issues. Issues such as isolation, cultural insensitivity and cultural misunderstanding had resulted in an influx of Aboriginal people accessing the Royal Perth Hospital rather than local services. The main aim of this project was to identify gaps in service delivery and to educate people about what culturally appropriate services were available through the following methods:

- Consultation with community agencies to develop a coordinated response to Aboriginal family violence;
- Group meetings and workshops designed to encourage participation;
- Establishment of a working group focused on supporting Aboriginal families who experienced FV;
- Formation of a Self-Managing Working Reference Group to support the prevention of FV beyond the life of the project.

The project’s goal was to strengthen and empower the Aboriginal community to take control of their situation by being aware of what services were available to them in times of crisis.

Project Reporting Outcomes:
A number of workshops were conducted focusing on two main themes, Aboriginal FV and Aboriginal healing.

- Workshops were designed to foster friendships and support and to promote healing and well-being for all participants.
- Children’s workshops were held in the school holidays for children who had experienced DV.
- Visiting and talking with people generated much support throughout the region and highlighted the devastating effects especially experienced by women and children. Consequently, a group of young women organised a workshop on FV attended by 65 people.
- Men have come forward and expressed their hurt and their need to be supported as well.
- Working relationships were established with agencies, highlighting the cultural inappropriateness of mainstream services and the need to establish Aboriginal-run services.

Mentor’s Assessment:
- Minimal interaction by ISP with Mentor.
**Project:** WA-MP21 - Southern Aboriginal Corporation (Albany) - $90,508

**Project Title:** Mount Barker Family Conflict Project

**Aim:** The focus of the project is on addressing severe inter-family and inter-community conflict. This will involve working with families, including with children, on understanding and dealing with feuding, using family tracing and narrative therapy techniques.

**Project Profile:**

Project methods were as follows:

- To employ a project officer and part-time counsellor;
- Circulate a community newsletter about the project; and
- To identify and select families and develop counselling sessions for a total of twenty-five families

**Project Reporting Outcomes:**

- The program developed family violence awareness forums, meetings with individual families involved in inter-family feuding, narrative therapy and counselling with referral and coordination of service delivery between departments of health, education, justice, family and children’s services. Focus was on breaking the generational cycle of feuding.
- Children (10 years +) were engaged in activities geared towards enhancing self-esteem, conflict resolution skills and coping in a situation of trans-generational trauma that is associated with grief and loss. At the other end of the age spectrum, two key family figureheads, nominated by the community, have been drawn in to the planning and implementing of the program as Community Development Officers.
- Education of children was severely effected by feuding with some opting out of school to avoid bullying, shame and degradation. Five Year 11 students have since returned to school.
- An immediate outcome of the program has been the containment of one outbreak of violence through negotiation and continued support from the program and other agencies. [Extract Success Works 2003: 2.65.]

**Mentor’s Assessment:**

- The Mentor reported that family representatives were appointed to work with counsellors and be trained in a narrative therapy, called ‘Just Therapy’ a social justice model developed in New Zealand by Maori, Pacific Island and Pakeha workers which uses a restorative justice approach to healing. Expressive arts therapy and creative journal therapy as ways of ‘telling the story’.
- The project identified key leaders from separate camps and a series of meetings were held bring feuding parties together (for the first time in 12 years).
- The project developed inter-agency meetings in order to develop joint approaches to solutions.

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**Good Practice**

**Project Effectiveness**

Narrative therapy technique:

- Developed technique for participants to share stories about their lives, thereby identifying shared themes, values, purposes and commitments.
- Assists participants in exploring knowledge and skills for living that are relevant to addressing their problems.
- Presents options for people to become other than who they are.

Recognition that techniques are not effective if people do not recognise their own need to change their violent behaviours and are open to enlisting the involvement of community leaders and interagency and intercommunity co-operative support.
Project: WA-MP27 - Yirra Yaakin Noongar Theatre Aboriginal Corporation (Perth) - $163,680

Project Title: Yirra Yaakin Noongar Theatre

Aim: The Kutta Kutta project will be a grass roots cultural activity, presenting a performance piece and follow-up workshops in order to:
- Initiate and encourage open discussion of family violence issues and the wider context in which they occur;
- Provide positive role models of family relationships;
- Provide referrals to appropriate support services;
- Use Aboriginal cultural activity to directly address the Aboriginal community;
- Increase skills of individual and communities in responding to family violence; and
- Reach an audience that may not generally attend the theatre.

Project Profile:
- The project aimed to employ a project manager.
- It developed a research script based on consultation with FV agency representatives, resource material on FV, and personal experiences of victims and perpetrators.
- Consultation occurred with target audiences, detentions centres, TAFE colleges, schools with high Aboriginal enrolments, prisons and community centres.
- A performance season was to run with a minimum of twenty-five shows
- Another aim was to develop, collect and collate survey data.

Project Reporting Outcomes:
- On 26th May, 2003 the ‘No Excuse’ play was launched at Coodanup House in Mandurah as part of a two-day Peel & Yorgum (Aboriginal FV & Sexual Abuse Agency) community workshop.
- The play has been performed at a number of schools and community centres eg. 14 High Schools and Colleges, 2 Detention Centres and Women’s prisons.
- The project also produced the ‘No Excuse’ poster, booklet and t-shirt to promote the play and performers were provided with a top-and-pants costume with the ‘No Excuse’ design.
- Project raised awareness and elicited personal information about different types of abuse revealed by some members of the audience and highlighted the need for support as Yirra Yaakin was not in a position to provide counselling. The Yirra Yaakin project was an example of good practice as all aims were achieved and more. (See figure 2).

Mentor’s Assessment:
- A total of twenty-nine performances were conducted.
- Using the medium of theatre to promote awareness about FV – the ‘No Excuse’ message was delivered to an audience with limited theatre experience.
- Project experienced start-up and staff problems.
- Project developed a media strategy and a form to obtain feedback.
- Key health agencies were represented on the steering committee.

Good Practice

Project Effectiveness
Innovative use of theatre to stimulate awareness in the community of FV issues and to initiate a profile for Aboriginal theatre to tackle a range of community issues eg. family violence, sexual abuse, emotional abuse, financial abuse etc.

Execution Problems

Staff and Steering Committee Problems
Maintaining stability in the Steering Committee and having a clear vision early in the project were both problems.

The difficulties of sustaining suitably qualified Indigenous staff early in the project to develop overall coordination of project development and timely delivery resulted in extended project time frames.
Project Summaries – Funding Round 3 of NIFVGP

**Project:** NT- MP03 - Intjartnama Aboriginal Corporation (Alice Springs) - $143,000

**Project Title:** Relahka Project: Western Arrernte Families Against Violence

**Aim:** This project aimed to address community violence as a result of substance abuse and to support, negotiate and mediate on matters of intra-family and inter-family disturbances.

**Project Profile:**
The Relahka Project was a capacity building project under the project name ‘Families Against Violence’ (Round 2) and received major funding under Round 3. It was run by a committee of 20 senior Arrernte men and women who had been trained as mediators or ‘family liaison agents’ to deal with matters of intra-family and inter-family disputes. The committee’s aim was to initiate peaceful action against violence caused by alcohol and substance abuse. This was done through negotiating with the families involved, developing an action plan and implementing appropriate cultural and practical intervention strategies.

Strategies that discouraged drug and alcohol use and promoted a healthier lifestyle included:
- The maintenance of working relationships between the committee and family members;
- To deal with each dispute as it arises;
- To engage with agencies and to encourage the community to use them;
- To keep the Night Patrol in operation to discourage substance use; and
- To run workshops/events with educational, cultural, sport, artistic and musical contents.

The project aimed to promote an atmosphere and attitude that violence was not acceptable.

**Project Reporting Outcomes:**
The project facilitator consulted with many Indigenous groups throughout country areas of NSW and SA, to see how other communities addressed similar problems. Since the establishment of the Relahka Committee there has been a substantial decrease in the number of violence incidents occurring (eg. statistics provided by the Ntaria police and medical clinic).

The provision of a forum in which family members can come together for open discussions, has proven successful in settling disputes and easing tension amongst family groups and members. Networking between Indigenous people, service providers and funding bodies has contributed to reducing, preventing and stopping substance abuse and violence in communities.

**Mentor’s Assessment:**
- 
- 
- [incomplete]

**Good Practice Features**

**Community Ownership**
The Relahka Committee is owned by the Indigenous people of the Western Arrernte region. Ownership has promoted confidence and enthusiasm from people wanting to become involved in the Committee.

**Cultural Response**
Wide consultation between Indigenous communities, external agencies and community members has prompted increased attendance at meetings resulting in positive feedback and willingness to talk and negotiate.

The mediators offer peer group support, advice and practical backup to family members who are settling disputes.

Ongoing support from funding bodies and the Indigenous community, is considered vital to the long-term prevention of DV.

Family members involved in violence have come forward to seek support.

**Technical Effectiveness**
Project’s success is due to a combination of the right people with local experience and standing, plus the support of Intjartnama.

**Management/Staffing**
Networking and partnerships have been established with ATSIC, State & Federal agencies, police, health service, drug & alcohol service and community Elders.
Project: NT-MP 04 - Tapatjatjaka Community Government Council (Titjikala via Alice Springs) - $157,630

Project Title: Strengthening Community

Aim: This project aims to adopt a more positive strategy to address alcohol abuse and boredom and to reduce domestic violence in the community.

Project Profile:
The “Strengthening Community” project built on the successes of its earlier capacity building project titled “Respecting Others Respecting Yourself”. The project was based on an all-of-community approach and strategies were developed around three core areas:

- Recreation activities and recreation events,
- Cultural knowledge, and
- Cultural exchanges and cultural employment.

The project aimed to create positive community interaction through the above strategies, as a diversion from destructive drinking and violence, in order to create a safe environment for the young. It also promoted a healthy lifestyle and aimed to build knowledge, self-esteem and cultural pride.

Project Report Outcomes:
A major part of the project was the establishment of a ‘Council of Elders’ whose responsibility it was to direct the project and make sure the aims were achieved. A number of activities, events, workshops, field trips, meetings, training sessions, video recordings, recordings of traditional knowledge and project review sessions were conducted, providing opportunities for all community members to build their knowledge and self-esteem.

A major component of the project was the documentation of traditional knowledge regarding plants of cultural significance. This information was recorded onto an internet database which is to be accessed by future generations of Titjikala people.

Both the employment of a sport and recreation officer and small business training officers, provided a range of opportunities for local people to build their self-esteem through sports, art, cultural heritage and work opportunities, thereby, expanding their knowledge and strengthening their cultural pride.

Mentor’s Assessment:

• It is hard to see any primary good practice in relation to FV in this project, although some secondary features are worthy of mention (see adjacent).
• Cultural knowledge was used to engage community members.
• Documentation (by Curtin University) lacked content & focus.
• The project lacked a strategic focus.

[Incomplete]
### Project Profile:
This project aimed to address the key areas of need identified in the Capacity Building Project “Families Against Violence” (Round 2). This project was to target the following areas:

- The development of promotional materials and discussions identifying positive behaviours for community interaction,
- The development of better relationships between communities,
- The development of a local women’s group who would provide support, education and information to women and families at fringe dwellers camps,
- To develop and deliver education and information forums for community members and residents of surrounding communities to increase awareness of FV, and
- To collaborate and network with other agencies in order to provide referral to other services for clients.

### Project Reporting Outcomes:
Interaction within the community and the need for information, education and referral regarding FV, between Port Hedland and the outlying communities, was prevalent from the initial project. Accordingly, follow-up visits were planned to strengthen relationships with communities and help them understand the detrimental effect of violence.

The project has operated over 18 months in which time a number of cultural activities were planned aimed at increasing awareness of FV. Consultation took place with Elders in target communities to determine what assistance and information they required in relation to FV and to ensure these community visits were effective. Community consultation workshops involved community agencies, members of the community and the client group and project aims and implementation were discussed. Awareness workshops were held in a number of outlying communities and t-shirts were given to the kids. [check]

### Mentor’s Assessment:
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- 
- 
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- 
- 
- [incomplete]

### Execution Problems
**Management/Staffing**
High staff turnover due to conflict with management style.
Project Manager had difficulty delegating organisation and administration tasks.

**Project Execution**
Objectives and activities did not differ greatly from those stated in the Capacity Building Project; there seemed to be much repetition.
Project: WA-MP 02 - Ngnowar-Aerwah Aboriginal Corporation (Wyndham) - $123,200

Project Title: Keeping Our Families Together II

Aim: This project aims to take a whole-of-community approach to reducing the incidents of family violence by implementing strategies focused on three target groups: (1) young men, (2) children between 5 to 17 years and youth, and (3) young parents. A preventative and intervention programme will equip the target group with skills that can be utilised in situations where they feel threatened or unsafe.

Project Profile:
The primary aim of this project was to educate children and youth about FV and provide them with necessary skills and options that are needed to break the cycle of violence. The target group was identified through consultation with the community who considered it necessary to create awareness amongst young people about FV and how to cope with it. The following strategies were developed as a means to achieve this:

- educating young people about their Cultural Heritage and FV issues,
- supporting those who live with FV and providing them with skills to ensure their safety,
- educating young parents in appropriate life skills, raising awareness of FV issues and providing support in addressing family issues and problems,
- Involving Elders in Cultural Heritage education, and
- Working with other community agencies.

There was a special concern for children already damaged by constant exposure to FV. This programme aimed to identify, monitor and work with them and attempt to help them by:

- rebuilding self-confidence and self-esteem through appropriate age counselling and activities appropriate to their situation,
- educating and counselling on the misuse and abuse of alcohol and drugs to ensure all areas contributing to FV are covered,
- using Elders to teach them about their culture, including language, history, food and bush survival skills, in order to raise awareness of their cultural heritage and instil a sense of pride, belonging and identity.

This was designed to be a holistic programme owned by the community with a focus on the importance of family and their responsibilities.

It was envisaged that at the end of the project, participants would have the necessary skills to further develop, implement and ultimately deliver the programme themselves. They would then be encouraged to deliver the programme to other communities.

Mentor’s Assessment:

- [incomplete]
Project Summaries - Funding Round 4 of NIFVGP

The NIFVGP projects which were funded by OSW in Round 4 during January to June 2004 were as follows (no detailed profiles available).

Project:       NT-MP05 Tangentyere Council Incorporated (Alice Springs, NT)
Project Title: Remote Area Night Patrol Picture Database
Aim:           This project will install a picture database reporting system in a limited number of remote communities to record and support the work of the community night patrols. The project has broader applicability to remote communities.
$47,323

Project:       NT-MP-06 Tangentyere Council Incorporated (Alice Springs, NT)
Project Title: Community Well-being
Aim:           This project will provide a number of training courses to upgrade skills of staff and this will ensure an enduring legacy for the area.
$45,000

Project:       QLD-MP01 Cairns & District Indigenous ATSI Corporation (Qld)
Project Title: Countrymen’s Programme
Aim:           This project will train 12 staff to certificate level in solution oriented counselling and case management; and train selected staff in solution oriented supervision of trained staff. The outcome will be improvements in the skill of all workers and improved quality of services provided to service users. It is to be noted that the demand for this programme has outstripped the ISP’s ability to supply places on the programme.
$24,000

Project:       WA-MP03 Yirra Yaakin WA - Noonga Theatre Group (WA)
Project Title: Kutta Kutta - No Excuse
Aim:           This project is a grassroots cultural activity - using theatre to convey an anti-violence message. The theatre performances will encourage open discussion of family violencein Indigenous communities. The project will increase the skill level within the community in terms of an ability to deal with family violence. The final theatrical performance for this grant was delivered to the Amnesty International Conference, titled ‘Stop Violence Against Women’, held in Perth.
$53,000
CHAPTER 4: EVALUATION OF THE INDIGENOUS SERVICE PROVIDERS’ PERFORMANCE

Introduction

This chapter aims to provide an overall evaluation of the performance of the Indigenous Service Providers (ISPs) who were recipients of NIFVGP grants. It is an aggregated stream-outcome evaluation of all ISP projects undertaken in Rounds 1, 2 and 3. (Note that the task of evaluating the four Round 4 projects has not been attempted because: (a) PMA was not contracted to provide mentoring services for Round 4, and (b) Round 4 reports arrived at the very end of PADV after the drafting of this Evaluation Report.)

Project and programme outcomes will be considered in this Chapter using the specific criteria mentioned in the authors’ brief for this Evaluation Study. They comprise the following:

- Documentation skills (self-documentation of project, self-evaluation, progress reports);
- Extent of networking and sustainability of partnerships;
- Extent of focus on cultural traditions and self-esteem;
- Extent of structural discussions in community;
- Extent of training and skills acquisition;
- Development and/or adaption of good practice techniques and processes;
- Fulfilment of project aims.

The capacity of the ISPs to collect information on FV and disseminate it within their communities is also examined, as are categories of project execution problems experienced by ISPs. Project evaluation conducted by parties other than the authors of this report is included; both the self-evaluations done by ISPs and those performed by the Mentors. In this Chapter we also examine the ISPs’ projects in relation to the three broad ideologies underlying NIFVGP outlined in Chapter 1: cultural groundedness, developing holistic approaches to family violence and fostering collaborative partnerships with other agencies and government groups. The Chapter will conclude with an aggregated evaluation summary of all projects.

The findings in this Chapter are partially drawn from the profiles contained in the previous chapter, which were in turn based on the set of source documents listed in its opening paragraphs. A methodological limitation of the current Chapter is that the outcomes are only as accurate as the documents on which they are based. If there are discrepancies in the source documents then inaccuracies may have crept into the current analysis. Nevertheless PMA staff have made every effort to analyse the source documents as accurately as possible.

Another source of data was a questionnaire provided to each of the Mentors in which they were asked to evaluate the execution of the individual Rounds 1 and 2 projects and the performance of the ISPs with whom they had worked, according to the criteria of the Evaluation Study brief (the dot points listed above). This questionnaire was completed in late 2003 and early 2004, prior to the late completion of some Round 3 projects. Some Round 1 projects that had completed early were not included either, due to the lack of engagement between those particular ISPs and the Mentors. Taking terminated projects into account, the questionnaire responses therefore are largely based on a sample of between 60 to 65 ISPs, out of a total number of 70 grant recipients in...
Rounds 1, 2 and 3. With regard to the questionnaire findings, the precise sample range will be cited under each criterium that is considered herein.

**ISP performance in documentation and report writing**

The number of Progress Reports required of ISPs varied from one to three depending on the size and term of the project. In addition, all projects were required to produce a Final Report that included a self-evaluation component. An Audit Report was also required before release of the final grant payment. In evaluating the reporting to OSW required of ISPs, the following three questions need to be asked:

(i) Were the required reports written?

(ii) How well were the reports written?

(iii) Were the reports delivered on time in accordance with the contract?

The answers to these questions will also tell us something of the kinds of administrative cultures operating within Indigenous Service Provider (ISPs) organisations.

**Completion of reports**

Table 4.1 records the completion status of all projects in Rounds 1, 2 and 3 at the time of completion of this Evaluation Report (Round 4 figures are included for interest sake).

**Table 4.1: Completion of Required Reports [as of 4/8/04]**

<table>
<thead>
<tr>
<th>No. of Projects</th>
<th>Progress Reports No. required</th>
<th>No. completed</th>
<th>Final Reports No. completed</th>
<th>Audit Report No. completed</th>
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<td>3</td>
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<td>139</td>
<td>129</td>
<td>55</td>
</tr>
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</table>

This table includes seven projects that were terminated either by OSW or by the ISP.

As NIFVGP drew to a close in August 2004, the projects which had passed their completion dates by a considerable period of time were as follows. In Round 1, there were six ISPs originally due to complete their projects in 2002 that had failed to submit final reports. One ISP failed to implement the project due to frequent changes of staff. Four ISPs failed to submit final reports because a project staff member had neglected to prepare reports prior to leaving the organisation; the organisation was then either unable to resource the completion of the report or lacked proper project documentation. One ISP submitted a final report on incomplete activities, which was not acceptable to OSW and negotiations were underway to enable the completion of the project.

In Round 2, five projects, originally due for completion in 2002/03, were incomplete by August 2004. The majority of these projects had also failed to submit their final report. One involved the failure of project staff to submit a report before their departure. Two ISPs experienced conflict in the management of the project, delaying project completion. Two ISPs experienced extreme difficulty retaining qualified staff and had progress and final reports outstanding. Poor record-keeping was also a problem with several of the projects. Three further Round 2 projects were terminated by OSW because problems similar to those listed above had proved to be intractable.

In Round 3, one ISP, due for completion on 31 May 2004, was experiencing difficulty completing their project and submitting the final report due to loss of key staff and record-keeping problems. (p.c. L.Mc, OSW, 3/6/04.) The other three projects had submitted their required reports.
Thus a recurring and critical problem with report completion has been the departure from various ISPs of key project personnel (coordinator, consultant) prior to the writing of reports, with the associated loss of essential project information (p.c. L. Mc., OSW 1/6/04).

Of a total of 139 required progress reports, 129 were completed, and of a total of 74 required final reports, 55 were completed. Only .8 audit reports have been submitted at the time of this report’s submission. Obviously a great percentage of Audit Reports are overdue, the reasons for this be partly enumerated in the following section entitled Time performance of ISPs’ reporting.

The Quality of the ISPs’ Reports

There was much variation in the quality of the ISPs’ reports. Some provided high quality reports displaying structural clarity and giving detailed descriptions of project performance in relation to project schedules; while others provided very poor quality material lacking in the necessary structure, detail, and level of reflection.

PMA’s role included supporting ISPs in documenting, reporting and writing evaluations of their project. The Mentors’ main form of contact with ISPs was by monthly phone call. Face-to-face contact with project coordinators and direct observation of projects in operation was limited and, even then, only a small number of visits were provided for in the Mentoring Scheme (see Chapter 2). Mentors gave reminders, advice and encouragement to project coordinators in relation to reporting, in most cases by telephone.

PMA issued three Work Notes providing guidance in relation to record keeping and reporting (all Work Notes were distributed to ISPs as hard copies but were also available for download from the Mentoring and Evaluation Website). Work Notes 1, 2 and 3 were first issued to Round 1 ISPs on 19 June 2001. Work Notes 4, 5, 6 and 7 were issued on 9 November 2001. All of these (with some minor amendments) were re-issued to Round 2 ISPs on 8 August 2002. The following Work Notes had direct relevance to reporting:

• No. 1 – Introduction to Project Self-Documentation (9 pages)
• No. 3 – The Progress Report – An Example of How To Do It (6 pages)
• No. 7 – Writing Your Final Report (4 pages).

Mentors also encouraged ISPs to submit their reports to them for checking. Unfortunately high quality reports were more the exception than the rule and many lesser quality reports were submitted to OSW. Mentors recorded a range of reasons this was so:

(i) An attitude by certain ISPs that report writing was an unnecessary task imposed by bureaucrats and that it wasted important resources better spent on addressing urgent violence issues;

(ii) A general lack of writing skills compounded by a lack of self-confidence about report writing amongst ISP staff;

(iii) Report writing, if not actually late, was often left to the last minute, with ISPs tending to submit their reports directly to OSW in response to pressure to perform (ie the need to report in order to trigger the release of progress payments);

(iv) In many cases ISPs chose not to have their reports checked by their Mentors for feedback and advice, even though they were encouraged by their Mentors to do this (certain ISPs only came to Mentors for help with report writing when their reports were rejected by OSW);

(v) Even when Mentors made editorial suggestions to improve reports, such advice was
sometimes ignored, without any response being made (this was possibly because of poor writing skills, lack of time or perhaps in certain cases, OSW’s failure to insist on higher standards;)

(vi) Due to staff changes within OSW, on one or two occasions some unevenness in the reporting standards required of ISPs was displayed. (Occasionally some poorer quality reports were approved, and this may have discouraged these particular ISPs from again seeking Mentor assistance with reporting advice.)

It should be noted that the failure to produce good quality reports did not necessarily imply that the service delivery components of projects were not being proficiently executed. Several ISPs were found to be executing innovative community development work but not documenting it well (eg NSW-MP33, SA2, Qld4).

**Time performance of ISPs’ reporting**

NIFVGP has been administered on the assumption that projects will be completed with all necessary reports submitted in timelines of six, twelve or eighteen months, and with final completion geared to precede the end of financial years. This allows OSW to comply to their government reporting and acquittal deadlines by the end of financial years. Although a significant proportion of ISPs diligently delivered their reports on time in accordance with their contract schedules, in the majority of cases the reports were received late. Once again there was a wide range of reasons for this:

− Staff turnover within an ISP and subsequent disruption to project continuity and timelines;
− ISPs not allowing sufficient time at the commencement of the project to recruit staff (ISPs would not necessarily advertise for staff until project funds were in the bank);
− Lack of report writing capacity within ISP staff;
− A reluctance to report due to project failures or problems;
− Project interruptions caused by external factors such as sorry business, ceremonies and inclement weather (cyclones, floods, drought, bush fires etc);
− Failure to apply for extensions of time even when they were valid.

In a few instances, certain OSW administration staff became so frustrated that they prepared the necessary reports for an ISP, based on details of their progress obtained in phone interviews. Generally OSW showed flexibility in accommodating Aboriginal community time-frames, which prolonged the project timelines originally specified in funding agreements. Many projects had one schedule change, whilst some had two or three.

Another problem relating to community timelines involves community audit cycles when concentrated auditing services are executed for all organizations operating in a community by a single firm. These times have often not coincided with the audit requirements of the ISPs’ contracts under NIFVGP (p.c. L. Mc., OSW, 1/6/04). It would also be accurate to say that because so little money is attached to the submission of an acceptable Audit Report, many projects are choosing not to exert the effort required to complete them. This is a problem as they provide clear evidence that funds have been expended as described.

**Networking and Partnerships**

It was stated in Chapter 1 that a key principle of NIFVGP was the emphasis on fostering collaborations between local community-based Indigenous organizations and other agencies both in the government (Commonwealth, State, local) and in a various non-government sectors (eg Universities, industries). ISPs’ performance in achieving this goal is examined in this section.
under the alternate title of ‘networking and partnerships’. A corollary was to improve non-Indigenous organizations’ understanding of and commitment to working with Indigenous groups and approaches.

Table 4.2 below sets out the extent of networking and partnerships planned into a sample of 65 ISP projects according to the methodologies stated in their project reports and in accordance with the Mentors’ questionnaire.

Table 4.2: Networking and partnerships planned into ISPs’ projects

<table>
<thead>
<tr>
<th>Project Networking Actions</th>
<th>ISPs projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other local/regional agencies on Committee</td>
<td>22</td>
</tr>
<tr>
<td>Other State/Federal agencies on Committee</td>
<td>11</td>
</tr>
<tr>
<td>Networking/partnerships ATSIC</td>
<td>8</td>
</tr>
<tr>
<td>Networking/partnerships State Agencies</td>
<td>34</td>
</tr>
<tr>
<td>Networking/partnerships Commonwealth Agencies</td>
<td>15</td>
</tr>
<tr>
<td>Networking/partnerships Other NIFVGP Projects</td>
<td>10</td>
</tr>
<tr>
<td>Funding application(s) made to other agencies</td>
<td>13</td>
</tr>
<tr>
<td>Networking/partnerships local/regional media</td>
<td>4</td>
</tr>
<tr>
<td>Networking/partnerships local/regional schools</td>
<td>21</td>
</tr>
<tr>
<td>Networking/partnerships local/regional police</td>
<td>26</td>
</tr>
<tr>
<td>Networking/partnerships local/regional health service</td>
<td>33</td>
</tr>
<tr>
<td>Networking/partnerships local/regional women’s shelter</td>
<td>23</td>
</tr>
<tr>
<td>Networking/partnerships local/regional legal service</td>
<td>15</td>
</tr>
<tr>
<td>Networking/partnerships local/regional hospital</td>
<td>7</td>
</tr>
<tr>
<td>Networking/partnerships local/regional drug &amp; alcohol</td>
<td>21</td>
</tr>
<tr>
<td>Networking/partnerships local/regional Elders</td>
<td>26</td>
</tr>
<tr>
<td>Networking/partnerships other Indig. Agencies</td>
<td>45</td>
</tr>
<tr>
<td>Networking/partnerships any other agencies</td>
<td>34</td>
</tr>
<tr>
<td>Information on project provided to other agencies</td>
<td>15</td>
</tr>
</tbody>
</table>

It is clear that most projects aimed for a high level of partnership formation, identifying a minimum of four or five partners or networks. Some ISPs ensured partnership formation by including representatives of selected partner groups on their project steering committees. But it is not possible from available ISP records to say much about the quality of these partnerships, nor what precisely they may have achieved. Further issues which are unclear are whether these partnership/networking arrangements were entirely new or a pre-existing part of the ISPs’ working patterns, and whether new partnerships were sustained after their original formation or activation under NIFVGP.

It is clear from ISPs’ reports however that most were successful in productively liaising and developing partnerships with relevant government departments or with other relevant community groups, especially local health services, police, schools, local government, women’s shelters, Elders groups and other Indigenous groups. Despite this overall success, only 8 out of 65 projects (about 1 in 8) recorded a partnership or networking with ATSIC, despite the $1.3 million provided to ATSIC for family violence projects under PADV Stage 1. This might reflect the minimal contribution that ATSIC was able to make to programmes of this kind since reduction of its programme funding (especially health funding) by the Commonwealth Government. Only 16 of 65 projects (about 1 in 4) recorded partnerships or networking with a Commonwealth agency, which may reflect the lack of ready local access to Commonwealth programmes relevant to violence. Only a small proportion of projects (10 out of 65) recorded an intent to network with another NIFVGP project. There were no known examples of partnerships that simultaneously embraced all levels of government (local, State, Commonwealth, ATSIC).

The regional networking between ISPs, originally proposed at the National Forum, did not eventuate. The support that may have been derived from this type of networking could have made a significant contribution to struggling ISPs. Note that such regional networking events were done as part of PADV for two years in the non-Indigenous sector, where they were called...
show-casing’ sessions and where good practice was described and discussed. OSW’s proposal was to extend these sessions to the Indigenous sector but unfortunately this was not realized.

Cultural grounding of projects

In Chapter 1 we identified the ‘culturally grounded’ ideology of NIFVGP that encompasses a constellation of principles underlying the design of this PADV programme including: (a) cultural appropriateness of projects, (b) supporting community-based organizations and initiatives (having a local focus), (c) embracing all segments of the Indigenous community, (d) increasing community capacity and leadership to respond to violence, (e) embracing Indigenous culture and identity, and (f) enhancing family relationships. One of the project evaluation criteria also encompasses the issue of cultural groundedness, referring to the “extent of focus on cultural traditions and self-esteem.” To what extent did this ideology of cultural groundedness extend into the ISP projects?

A perusal of the Rounds 1 and 2 project profiles in Chapter 3, despite the limited summary information, indicates that at least 54 (out of 66) projects had a culturally specific approach of some sort. Of the four Round 3 projects three incorporated such approaches. We shall review these approaches starting with the general and working through to the more specific.

General cultural methods that are repeatedly mentioned in project profiles and also generate a substantial degree of implicit cultural groundedness are as follows. Customary kin groups and networks were widely used by ISPs in their project execution; specifically nuclear and extended families, gendered groups (men’s and women’s groups), and Elders’ groups. Some of these techniques emphasised male and female roles or the roles of particular kin such as ‘aunties’ and ‘uncles’ in addressing family violence problems. Of repeated significance in projects, was the use and empowerment of individual Elders, Councils of Elders and Elders’ groups. Elders played high-profile roles in ISPs’ projects to guide and inform, exert their authority, do their own research, act as project officers, and to be key speakers, cultural educators, and mentors for younger leaders.

In many projects community cohesion was strengthened through communal activities such as ‘Family Days’ and the wide use of talking or ‘yarning’ circles. Also cultural camps including gendered camps1, as well as gendered hunting and fishing trips, and cultural trips to traditional sites and places of Indigenous historical significance were used.

Indigenous names were adopted for a number of projects, programmes or ideologies (eg the Relahka Project which signifies ‘ownership’ (NT-MP03) and the Kunta Wia Project meaning ‘no shame’ (SA-5, see Figure 9). A further culturally grounded method was that of networking with other Indigenous violence organizations.

More culturally specific approaches to project methodology included the following:

- Role development and training of local community people as FV counsellors eg the ‘Natural Helpers’ approach (Qld-MP34);
- Traditional painting including (a) pictorial formats for teaching, skills transfer, reporting on project activities for use by low-literacy groups, and (b) use of Aboriginal artists to illustrate books, objects etc with anti-violence messages and symbols;
- Customary law methods including the actual identification and revival of customary law processes, healing and reconciliation (eg Rapirri Rom Centre - NT1), customary dispute resolution, and cultural group leaders (camp leaders, family Elders) mediating between feuding groups (eg WA-MP21);

1. Eg Camp Coorong/SA-CB5; a camp at Halls Gap to access the Brambuk Cultural Centre/SA-CB20; and a camp at old Lake Condah Mission/ VIC-CB15.
• Healing programmes, including grief and loss workshops, talking circles, spiritual healing, promoting Aboriginality and spirituality, strengthening cultural identity and self-esteem, and smoking (cleansing) ceremonies for grief and loss issues;

• Recognition and use of sociospatial cultural groups in regional strategic planning (Qld CB9);

• Use of customary song and dance as teaching/learning media (eg Reclaiming Back Our Rights Women’s Corroboree NSW-CB19);

• Strategies that rejected the acceptance of FV as a sanctioned norm within Aboriginal cultures;

• Achieving a balance of Indigenous and non-Indigenous project staff to obtain a mix of cultural appropriateness as well as a new skills base.

Two projects involved cross-cultural exchanges with other Indigenous groups: Qld3 included a cultural exchange programme to NZ, and WA-MP21 adapted a Maori narrative therapy and restorative justice approach to healing.

Innovative projects using cultural techniques

A number of innovatory approaches stand out in the project profiles. They involve the application of traditional cultural techniques, ideologies or knowledge to contemporary contexts. These include: the use of a Cultural Theatre to raise awareness of FV issues (WA-MP27); the grounding of cultural ideology on FV within the Aboriginal surfing culture of young men (Qld3); a storyboarding technique allowing youths to tell their personal history of family violence (SA5); a bush breakaway programme for young offenders (SA5); use of music to encode FV messages and lessons (NSW MP28); use of role playing in low literacy communities to achieve information and skills transfer (Qld-MP34); and use of Night Patrols (NT3, NT-MP30, NT-MP05).

A consequence of trying innovative approaches was that some failed due to the lack of a realistic understanding of the implementation problems involved. (Examples include Qld1, WA3, NSW-MP26.) With better pre-planning some of them may have been very successful and should be considered for future development. In some cases such projects tapered off with poor resolution, but for others the particular methods and selected target groups were revised and the emphasis of the project shifted to still achieve positive outcomes (eg Qld1). The role of effective interim self-evaluation was critical in these cases to enable a revised approach to be developed with advice from the Mentors and OSW (refer to page 136 for self-evaluation discussion).

Information collection and dissemination

Information on the nature of FV and options for response were provided to communities in most projects through structured activities, including cultural maintenance activities (see above), workshops, community meetings or forums, ‘family fun’ days, women’s and men’s events, children’s and youth events, school and sports events, and hunting or camping events. In most cases this information transmission was verbal, in keeping with Indigenous tradition. See Table 4.3 below which reports on a sample of 64 projects.
Table 4.3: Common types of information dissemination activities planned into ISPs’ projects

<table>
<thead>
<tr>
<th>Project Networking Actions</th>
<th>ISPs’ projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training accessed by workers or Committee</td>
<td>14</td>
</tr>
<tr>
<td>Training provided to Community or Client Group</td>
<td>16</td>
</tr>
<tr>
<td>Information on project provided to other agencies</td>
<td>15</td>
</tr>
<tr>
<td>Brochures, booklets, posters, videos etc developed</td>
<td>11</td>
</tr>
<tr>
<td>Workshops conducted</td>
<td>25</td>
</tr>
<tr>
<td>Community Meetings/Forums conducted</td>
<td>17</td>
</tr>
<tr>
<td>Family Fun Days conducted</td>
<td>13</td>
</tr>
<tr>
<td>Women’s Events conducted</td>
<td>18</td>
</tr>
<tr>
<td>Men’s Events conducted</td>
<td>20</td>
</tr>
<tr>
<td>Youth/Children’s Events conducted</td>
<td>8</td>
</tr>
<tr>
<td>School Events conducted</td>
<td>12</td>
</tr>
<tr>
<td>Hunting/Camping Events conducted</td>
<td>11</td>
</tr>
<tr>
<td>Sporting Events conducted</td>
<td>13</td>
</tr>
</tbody>
</table>

Information dissemination within communities was further enhanced by the various NIFVGP projects (at least 11) that generated a range of educational and media products. A number of ISPs produced videos or CD/cassette items (NT3, VIC2, WA7), the most successful of which were Tangentyere Council’s Video News Series distributed to some 20 or so Night Patrols operating in remote communities throughout Central Australia. In Round 4, Tangentyere Council was funded to convert its graphical incident report for low-literacy Night Patrollers (originally produced in Round 1) into a computer software product to facilitate the electronic recording and evaluation of Night Patrol operations throughout Central Australia (NT3, NT-MP05).

A range of project products were developed in print media - various booklets and community newsletters as well as a monthly magazine ‘Yundiboo’ (see projects VIC1, VIC2, WA9, NSW-MP32, WA-MP21). Figure 19 contains a good practice feature on Yorgum Aboriginal Corporation’s Discussion Booklet for Men’s Healing (WA9). Of outstanding professional quality was the book published by the Secretariat of the National Aboriginal and Islander Child Care (SNAICC) and titled Through Young Black Eyes: a handbook to protect Indigenous children from the impact of family violence and child abuse (VIC1, see Figure 20).

A range of ISPs engaged Indigenous artists to illustrate the products described above. One project named Message Prints (NSW-MP33) focused largely on the application of anti-violence messages and symbols to a wide range of objects and products (eg key rings, pens, fridge magnets, boomerangs etc), as well as building a website through which these items could be sold and painting school murals. Many of the drawings were done by youth in the community who had experienced FV.

Training and skills acquisition

According to the Mentors’ questionnaire, some 16 out of 64 projects reported that training was provided to a community or client group, and 14 recorded that training had been accessed by ISP workers or Committee members during the course of the project (see Table 4.3) (eg WA-MP27 and its ‘family liaison agents’, and VIC-CB11 and its FV workers). A number of projects provided cultural awareness training for non-Indigenous workers, other agencies and members of the Stolen Generation. Several training packages were developed (WA7 packages were provided in workshop setting to assist the community develop locally relevant FV solutions; and WA10 workshops to increase community women’s cultural knowledge) as well as Community Resource Books containing profiles of available FV related services (eg Qld3, VIC-CB14). Mee Wee Community Coalition Inc (Stirling) produced an effective ‘no-blame’ information resource kit for children (SA3).

Unfortunately there is no objective way within this Evaluation Study of assessing to what extent skills were transferred using these methods and techniques.
Mentor’s evaluation of projects

Four of the more general criteria for this Evaluation Study that are difficult to assess are: (i) fulfillment of project aims; (ii) documentation skills; (iii) extent of structural discussions in the Indigenous community; and (iv) the extent to which the Indigenous community became safer. To assist with evaluating these four criteria, a questionnaire in early 2004 was prepared by PMA containing nine propositions or questions and then used by Mentors to rate the ISP projects on a five-point scale. Some 60 projects were assessed in this way, this figure comprising all 30 of the Round 1 projects and 30 (of 36) Round 2 projects. The remaining six Round 2 projects were either completed before mentoring commenced or had been terminated by OSW (thus there was insufficient information on which to base any judgement of these).

The four criteria and the nine related propositions were as follows:

**Fulfilment of project aims:**
1. The project achieved all its aims.
2. The project is a good practice example.
3. The project shows good practice around cultural responses to family violence.

**Documentation skills:**
4. The project was adequately self-documented.
5. The project self-evaluated and used the results effectively.
6. All required reports were submitted in accordance with the approved schedule.

**Extent of structural discussion in community:**
7. The project was widely discussed within the community.
8. All relevant community organizations were included in the project’s planning.

**Extent to which community is safer:**
9. The project’s final report provided evidence of reduced family violence in the community.

Mentors’ responses to the questionnaire for all Rounds 1 and 2 projects were analysed according to the direction of each response (positive/agree or negative/disagree) and its strength; strength being scored 2 for “strongly agree”, 1 for “agree”, 0 for “undecided or don’t know”, -1 for “disagree” and -2 for “strongly disagree”.

The following Table 4.4 shows the distribution of individual project scores, out of a range of possible scores from -18 to +18, organized by Rounds (1 and 2) and with totals for both. For the positively scoring projects, there is a fairly equitable distribution of results for the two funding Rounds. The main difference is that a larger number of high scoring projects (15-18 points) occurred in Round 1 than 2 (four in the former, two in the latter). The number of positively scoring projects in Round 1 is recorded as 25, whilst in Round 2 the figure is 23. However, taking into account that three Round 2 projects were not assessed in the questionnaire due to their termination, we can conclude there was a slight fall-off in overall performance in Round 2.
Table 4.4: Range of scores for individual projects, each project being scored on a scale of -18 to +18 for Rounds 1 and 2 (sample of 60 projects)

<table>
<thead>
<tr>
<th>Range of project scores</th>
<th>Nos of Round 1 Projects (30 projects)</th>
<th>Nos of Round 2 Projects (30 projects)</th>
<th>Total Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Projects Scoring:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(negative)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-18 to -15</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>-14 to -11</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>-10 to -7</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>-6 to -3</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>(neutral)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-2 to 0</td>
<td>0</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>1 to 2</td>
<td>6</td>
<td>5</td>
<td>11</td>
</tr>
<tr>
<td>3 to 6</td>
<td>6</td>
<td>7</td>
<td>13</td>
</tr>
<tr>
<td>7 to 10</td>
<td>7</td>
<td>7</td>
<td>14</td>
</tr>
<tr>
<td>11 to 14</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>(positive)</td>
<td>15 to 18</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Total projects</td>
<td>30</td>
<td>30</td>
<td>60</td>
</tr>
</tbody>
</table>

– Round 2 is based on a sample of 30 out of 36 projects.

Although the scores were generally found to be widely distributed (from +18 to -18), it appeared that Mentors were unwilling in most cases to rate projects negatively (ie “disagree” or “strongly disagree”). Instead many projects were given an uncommitted (ie “undecided or don’t know”) rating. It may have been that the Mentors chose to give such uncommitted ratings rather than rate projects negatively.

The following Table 4.5 shows an aggregated assessment of the projects’ strengths and weaknesses. It compares the number of projects with positive scores to those with uncommitted or negative scores on each of the nine questions for both Rounds 1 and 2. The questions have been reordered by the aggregated strength of response; the highest scoring response is the first question and the rest are graded down to the lowest scoring response. This analysis shows that five questions received predominantly positive responses from the Mentors for the majority of projects and that negative responses predominated on the remaining four questions.

These responses show a generally positive evaluation of the projects in Rounds 1 and 2. In most projects an inclusive approach was taken within the community with widespread internal discussion of violence issues (45 out of 60 projects). There was a strong emphasis on networking and developing partnerships in most projects (41 out of 60). Similarly, the majority of projects (35 out of 60) were implemented in a culturally grounded and sensitive manner. A significant number of projects (35 out of 60) exemplified some aspect of good practice in that or some other respect. The issue of good practice is discussed in detail in the next section. Again, a significant proportion of projects (35 out of 60) were considered to have achieved all of their aims.

Three of the four questions rated by the Mentors as uncommitted or negative for the majority of projects, relate to aspects of documentation by the ISP; namely self-documentation, reporting and self-evaluation. These ratings are taken as a reflection of the generally poor level of human resourcing within ISPs and the low level of Indigenous numeracy and literacy skills. The relevant resource deficiencies experienced by ISPs are believed to encompass low levels of administrative resources generally and inadequate, unstable staffing. Despite this relatively negative evaluation, the above table does demonstrate that at least 21 out of 60 projects still received a positive overall evaluation on each of these three questions.

One interesting aspect of the evaluation Mentors were asked to complete is that the relative ratings or scores for projects change very little if those for questions 4, 5, and 6 (that is, three of
the questions on which the projects were rated most poorly) are not taken into account. Only two Round 1 projects move more than two rankings when those scores are ignored. A review of the relative ratings or scores for Round 2 shows a similar result. Conducting a statistical analysis on the aggregate project scores for Rounds 1 and 2: (a) on the nine questions, and (b) on the remaining six questions when Nos. 4, 5 and 6 (ie those related to documentation, self-evaluation and reporting) are excluded, results in 0.99 and 0.966 positive correlations respectively. This is a highly significant correlation (a positive correlation of 1.0 would indicate a perfect match), and indicates that (on the basis of Mentor ratings or scores) good documentation, self-evaluation and reporting performance is highly predictive of project success on the other dimensions of inclusiveness, networking & partnerships, cultural response, good practice achievement, achievement of project aims and evidence of reduced family violence. This suggests that the strengths and resources required for the effective conduct of a project are the same strengths and resources that lead to good documentation, self-evaluation and reporting. (There are some exceptions to this generalization however as noted previously.) The conclusion could be therefore drawn that if government hopes to improve the performance of its grant recipients it could readily do so by supporting them to improve their literacy, numeracy and management skills.

Table 4.5: Assessment of Project Strengths and Weaknesses by Mentors (based on a five point scale) and by Rounds 1 and 2

<table>
<thead>
<tr>
<th>Project Criteria arranged in descending order by how positively rated in all Rounds</th>
<th>No. of Round 1 Projects</th>
<th>No. of Round 2 Projects</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Positively rated</td>
<td>Negatively rated</td>
<td>Positively rated</td>
</tr>
<tr>
<td>The project was widely discussed within the community (Q7)</td>
<td>25</td>
<td>5</td>
<td>20</td>
</tr>
<tr>
<td>All relevant community organizations were included in the project’s planning (Q8)</td>
<td>22</td>
<td>8</td>
<td>19</td>
</tr>
<tr>
<td>The project shows good practice around cultural responses to family violence (Q3)</td>
<td>19</td>
<td>11</td>
<td>16</td>
</tr>
<tr>
<td>The project is a good practice example (Q2)</td>
<td>17</td>
<td>13</td>
<td>18</td>
</tr>
<tr>
<td>The project achieved all of its aims (Q1)</td>
<td>16</td>
<td>14</td>
<td>19</td>
</tr>
<tr>
<td>The project was adequately self-documented (Q4)</td>
<td>13</td>
<td>17</td>
<td>12</td>
</tr>
<tr>
<td>All required reports were submitted in accordance with the approved schedule (Q6)</td>
<td>14</td>
<td>16</td>
<td>13</td>
</tr>
<tr>
<td>The project self-evaluated and used the results effectively (Q5)</td>
<td>13</td>
<td>17</td>
<td>8</td>
</tr>
<tr>
<td>The project’s final report provided evidence of reduced family violence in the community (Q9)</td>
<td>6</td>
<td>24</td>
<td>4</td>
</tr>
</tbody>
</table>

- Based on 30 Round 1 projects and 30 Round 2 projects that were complete as of early 2004.
- Note the term ‘negatively rated’ also includes Mentors’ responses that were uncommitted or neutral ratings.

Self-evaluation of projects and assessing decline in family violence

These two aspects are treated together for it is only through evaluating their own projects that ISPs would have been in a position to objectively identify (and communicate through their reports) a decline in FV in their community. Performing formal self-evaluation was a contractual requirement of all NIFVGP funding but in general it was not well done and was of limited benefit to the ISPs (as well as OSW).

The Mentors described some 21 projects out of a sample of 60 as having self-evaluated and having used the results effectively. A reading of Chapter 3 provides documentation to indicate that seven projects in Rounds 1 and 2 became significantly involved in self-evaluation (Qld6,
SA5, WA3, Qld-CB6, VIC2, VIC-CB14, WA-CB8). Of these, the first two were said to have effectively self-evaluated, the third and fourth were carried out by external consultants (but not necessarily in a highly effectively manner), and the last three engaged in some sort of evaluation process (eg questionnaires and survey sheets) but performance and/or responses were poor, rendering the process only partially effective.

The final checklist question in the Mentors’ questionnaire asked whether the project’s final report provided evidence of reduced family violence in the community. Only 10 out of 60 projects were rated positively on this question. Clearly, Indigenous family violence has highly complex origins and a project with a nominal life of only twelve to twenty-four months cannot be expected to provide a remedy. On the other hand it is quite encouraging that 10 of 60 projects (16.7%) were evaluated by the Mentors as having achieved some reduction in family violence (eg Qld5, NT-MP3).

Despite this outcome, throughout the project profiles in Chapter 3, the Mentors make repeated comment that ISPs failed to self-evaluate and further, that it was not possible to measure change in the incidence of FV due to a lack of collected evidence. This failure of about two-thirds of ISPs to self-evaluate appears to have been due to: (a) the widespread low literacy amongst ‘natural helpers’ in Indigenous communities, (b) the poor administrative capacity amongst many ISPs, and/or (c) the perception that self-evaluation was a low-priority activity in the daily response to violence.

In the case of project WA3, although it was conducted by highly professional workers, it still outsourced the evaluation process. This project had specifically provided a sum of $20,000 in its budget for the engagement of outside consultants to perform the evaluation. Had an obligatory item been included in all NIFVGP project budgets a better ISP response to evaluation may have been obtained. Comments included in Round 1 project’s self-evaluation included:

> 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... [It noted also that] projects of minimal duration and investment such as this one have the capacity to generate mistrust...as communities become vulnerable and at risk of being labelled violent from their exposure to public scrutiny, without hope of ongoing support to build community capacity. (Success Works 2003:17.)

This is an example of a group recognizing the advantages of employing an outsider to write their reports.

Another issue raised on numerous occasions by one Mentor was that many projects showed evidence of effective informal self-evaluation. These groups clearly monitored their progress against the project aims and made appropriate adjustments to their action plans to account for changed circumstances or clarified community needs. Some of these ISPs however, did not record their project reflections and changes of plan in any of their formal reports. We see here an example of good evaluation practice but a lack of capacity to report on it.

There were in fact a range of possible relationships between project performance and report writing demonstrated by ISPs:

(a) good practice and capacity to write good reports;
(b) good practice but lack of capacity to write good reports;
(c) lack of good practice but a capacity to write what appear to be good reports; and
(d) lack of both good practice and capacity to write good reports.
Considering these options, one can see how the relationship between self-reporting and writing ability can sometimes artificially enhance or mask how a project appears to have performed. Thus a self-evaluation does not necessarily tell us what happened on the ground. The value of self-evaluation may be doubtful. For example, there was a Northern Territory group that wrote their reports, including self-evaluation, in a positive manner but had not actually commenced the project. Hence they had falsified their reports. In some cases, ISPs self-reported favourably but either recorded a low rate of participation in their project or avoided clearly quantifying their participation rates throughout their documentation in a suspicious manner.

**Targeting of projects at subject groups and violence types**

In considering further whether ‘communities are safer’ after NIFVGP, we need to return to the issue of targeting projects at violence types and subject groups. In Chapter 1 it was stated that NIFVGP aimed to embrace both a cross-section of the Indigenous community and a range of the types and processes of response (including both preventative approaches and interventions) to family violence, thereby embodying the principle of a holistic approach. Assessment of whether FV was addressed by NIFVGP in a holistic manner can be partly achieved by examining how projects were targetted at violence types and subject groups.

**Targetting of subject groups**

The Mentors questionnaire yielded the following general findings on the targetting of subject groups, based on a sample of 64 projects.

**Table 4.6: Categories of people in the Indigenous community targetted by ISP projects**

<table>
<thead>
<tr>
<th>Project Networking Actions</th>
<th>Total Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project targetted Perpetrators</td>
<td>50</td>
</tr>
<tr>
<td>Project targetted Victims of Abuse</td>
<td>55</td>
</tr>
<tr>
<td>Project targetted Men</td>
<td>45</td>
</tr>
<tr>
<td>Project targetted Women</td>
<td>56</td>
</tr>
<tr>
<td>Project targetted Youth/Children</td>
<td>52</td>
</tr>
</tbody>
</table>

This table indicates that a broad range of groups was targetted either by gender, age or whether they represented victim or perpetrator. At least 20 projects did not emphasize any explicit focus in their profiles concerning target groups according to the member’s status as perpetrators, victims, or relatives of victims. They described themselves as generally targetting all such categories. It is clear that most projects purported to target more than one group and in most cases several or more such groups. But once again we must qualify that there is often ambiguity in the documentation as to what extent, or with what effectiveness, an intention to target such groups was achieved.

A reading of the limited profiles contained in Chapter 3 yields the following further findings on targetted groups from Rounds 1 to 3.

A number of projects were said to target children in general (e.g. NSW1, WA7, NT-MP23, WA-CB13, VIC-CB1). Of these one was said to target school children and one to target children (via workshops) who had experienced FV. One involved monitoring children’s behaviour patterns. An additional seven projects targetted those who broadly fell into the age range from the start of puberty to the end of teenagehood, or roughly from 11 to 19 years old (SA5, WA3, WA6, WA-MP02, WA-MP21, NSW-MP31, SA-CB20).
From a gendered perspective we find further projects that overlap into the under 19 age group. There was one project specifically for young men (WA-CB10), one for female youth (Qld-CB4), and two for female youths and young women combined (WA-CB10, NSW4). Another two projects targetted young mothers and their children (SA4, SA-CB20, although the former was not realized), whereas one project targeted fathers and their children (SA-MP35). Two focused on young parents (WA-CB10, WA-MP02).

Of those projects focusing on adults, six were targetted specifically at women (Qld5, part-WA-MP01, NSW-CB2, NSW-MP31, NT-CB17, VIC-CB1, WA-CB8), using such things as women’s support groups, talking circles, and the establishment of a women’s centre. Eleven projects were targetted at men (NSW2, NSW4, NT2, Qld5, WA9, WA-CB3, WA-CB10, VIC-CB1, NSW-MP31, Qld-MP22, VIC-MP36), including ‘Strongmen’ leadership (WA-CB10), support for men in court (NSW4), men after FV caused marriage break-up (WA9), and various other focus and healing groups. A twelfth men’s project targeted male perpetrators in prison (Qld1) but this only progressed to the pilot stage.

Only one project addressed Indigenous public-place dwelling people. This was WA-CB3 in Port and South Hedland (WA) which focused on transient families (sometimes known locally as ‘ditches’).

Targetting by violence type

Most projects were generally aimed at the prevention of family violence, however few were specifically designed to target family violence according to its type.

A reading of project profiles in Chapter 3 indicates that for Rounds 1, 2 and 3, only six projects were documented as involving some late proactive or early reactive strategies (threatening, imminent, actually occurring or very recently occurring violent incidents), and five of these were from Round 1 while the remaining one was from Round 3. So most projects did not get very close to actual violent incidents. Those that did, comprised several Night Patrol projects (NT3, NT-MP30, NT-MP03), one that provided ‘hands-on’ assistance in emergencies (QLD6), one that claimed it rescued people from violent circumstances (SA3), and one that implemented an emergency childcare scheme (VIC3). By definition, Night Patrols involve “local Aboriginal people self-police[ing] their localities, either by vehicle or on foot, to prevent crime and anti-social behaviour and/or offer a safe transportation service to a place of safety for those at risk” (Blagg & Valuri 2004:1).

This issue was also identified by OSW, one of its Project Officers including in a list of ISP problems the tendency for project planning to “address the symptoms of FV, but not the underlying causes”. Many ISPs did not attempt to intervene directly in FV but ‘tip-toed’ around the edges of the violence in their communities (p.c. L. Mc, OSW, 1/6/04).

It has to be recognised that becoming directly involved in violent incidents is dangerous for those intervening. Even well trained and physically equipped police professionals approach such situations with great caution and endure a level of risk and frequency of injury not acceptable to most community project workers.

Categories of Project Execution Problems

A range of project problems have already been described, including with respect to reporting, self-evaluation and adhering to timelines. The following kinds of execution problems are also judged to have recurred throughout NIFVGP.
Staff and Board problems

Staff stability, management, continuity and skills, and support mechanisms, as well as competing agendas and conflict between staff and influential community people, all had an impact on project success. A perusal of the project profiles in Chapter 3 for Rounds 1, 2 and 3 indicate that at least 23 projects are described as suffering from staff turnover problems.

As early as April 2001, some Round 1 ISPs had reported at the Rekindling Family Relationships Forum that some of their staff were on call 24 hours a day in response to FV and were showing signs of ‘burn-out’. Staff experience of emotional clients and first-hand violence impacted heavily on NIFVGP resulting in such ‘burn-out’ and rapid staff turnover. Staff turnover usually had a negative impact on project continuity and the meeting of goals and timelines by ISPs. (For example in the case of NT-MP30, the project commenced with very good intentions and some initially promising outcomes, but it was never fully realised during the term of PADV, because of high staff turnover resulting in a gradual loss of continuity or connection with the original project objectives.)

Staff turnover and emotional stress has been exacerbated in various cases by excessive client loads, the stress induced by clients themselves and threats received from relatives or spouses of clients (perpetrators). Worker assaults were noted by two ISPs (VIC-CB11, Qld3) and no doubt ISP staff bore the brunt of psychological violence in certain cases.

At the end of NIFVGP there were also two reported cases of ‘Co-ordinator burnout’ (Qld4, NT-MP23), one of Co-ordinator departure (WA7), and one of Co-ordinator dismissal (WA4). Another consultant who, although already employed full-time by another Indigenous organization, was participating in a NIFVGP project whilst on leave. They returned to their employee without completing the final report for the ISP (Qld-CB18). In addition, four projects suffered from project discontinuity or disruption arising from the turnover of or disunity amongst Board Directors. The stability of an ISP’s Board or Governing Body was often variable, impacting negatively on projects at times. The consistency with which the project was understood by Boards, and the extent of their support was correspondingly variable.

Quality of human resources

One of the OSW Project Officers noted that certain ISPs had built unrealistic expectations into their project’s aims, proposed outcomes or the extent of work they thought achievable. Projects were sometimes too ambitious in terms of the quantity of work specified and the time set down to do it, thereby stretching the available resources, both human and financial, beyond their capacity (p.c. L. Mc., OSW 1/6/04).

A lack of capable staff was a common problem within ISPs. There were a number of instances where a project depended entirely on one capable person, who may well have become overcommitted. There was a corresponding lack of back-up staff to take over when that person left, became overly stressed, or was sacked by a hostile Board. Projects that failed or seriously floundered in this manner included WA4 and NTMP-23. Another dimension of this problem was an over-reliance in some cases on project leaders and Elders who had many other responsibilities within the community and whose capacity to participate was thereby limited, to the point of impeding (at least temporarily) the project’s progress (L. Mc., OSW, 1/6/04).

Another example of how human resources and project requirements could be mismatched involved, in some cases, the lack of expertise retained by ISP staff (and even consultants) to design and apply a methodology that would achieve the stated project aims (p.c. L. Mc., OSW, 1/6/04).
There was an inequitable level of computer skills and usage across ISPs. Some staff or workers had access to computers and were computer literate, whilst other people felt reluctant to use this technology. Another training shortfall that was a problem for some groups, is exemplified where those conducting counselling and workshops did so without any professionally qualified staff (also reflected in the quality of reports being received).

In some cases ISPs and their project staff experienced difficulty maintaining commitment to their project goals and were distracted by other competing and pressing agendas within the community. For some projects, their operation opened up or revealed new kinds of problems in a community and lead to increased pressure to address those problems. Workers then became over-committed and the funding over-stretched.

ISPs reported with a variable quantity and quality of information on their projects reflecting the level of report writing skills retained by project staff.

Problems associated with auspicing

There are some interesting findings that concern the engagement of auspicing agents. OSW provided contractual opportunities for ISPs who felt they had low administrative capacities to establish a partnership with an auspicing agent who would administer the project funds and assist with other support. In the case of one project (WA5), the auspicing agent withdrew the project due to the failed performance of the ISP thereby bringing about its termination. In the case of another, the ISP wished to continue with its project but was unable to do so, due to the auspicing agency ceasing to function and the project funds subsequently being rendered ‘unrecoverable’ (SA-MP35).

A third case reveals how difficult it is for a funding body such as OSW to avoid being deceived by project personnel exerting considerable effort in this direction, particularly if there are no physical inspections being made of a project’s operations and reports are being wholly relied upon as evidence of project progress (refer to the following section entitled ISP self-evaluation beginning on page 146). In this instance the project manager from a Round 3 project, which had received Capacity Building funding under Round 2, convinced OSW that funds should be sent directly to her organisation rather than through the auspicing organisation (WA-MP01). Suspicions had been aroused for PMA and the Mentor by earlier contact with this person, a review of submitted reports, and a visit to the organisation. However, these concerns were set aside by the OSW project officer as the woman being dealt with had a very convincing telephone manner, had submitted professional reports, and had successfully steered the earlier Round 2 project to completion. Unfortunately the project manager disappeared after she had received her final payment, before it was revealed that the material contained in the reports submitted to OSW were fabrications. The new CEO of the organisation is now endeavouring to fulfil the project requirements despite project funds having been directed elsewhere by the absent project manager.

The issue of recurrent funding

Concern had been voiced about the need for and uncertainty surrounding follow-up funding for projects at the Rekindling Family Relationships Forum in April 2001. Overall there was a general lack of integration of funded projects into a wider strategic violence plan and within other community development plans to ensure continuity and linkages. Where projects were well supported within a broader regional strategy they seemed to obtain ongoing funding.

Difficulties were produced by short timeframes for projects that required slow preliminary work to build trust and to begin to address a problem located within a long history of colonial dispossession, trauma, grief and loss. Such issues are deeply ingrained and it was recognised that
long-term approaches were required to achieve effective results. (Success Works 2003:2.62.)

For example, Apunipima’s *Stepping Up Project*, ‘Establishing Community-based Counselling Services’ (QLD-MP34) was based on a ‘triage’ model of providing support, healing and training that aimed to build community capacity using ‘natural helpers’ who responded to family violence events and presentations. The project was carried out in a number of Cape York’s discrete communities. The project team anticipated that a minimum three-year timeframe was required to execute a project of this scale and that five years was more appropriate in order to have sustained delivery.

The need for additional rounds of recurrent funding to keep successful projects ongoing after PADV was consistently raised as a problem amongst ISPs (eg Qld3, VIC-CB1, WA-CB10). Much stress and angst was experienced in searching for funds to continue (eg in writing numerous applications), but there were few opportunities arising from ATSIC, State Governments or FaCS to pick up recurrent, dedicated funding for Indigenous family violence. This only worsened the negative attitude of ISPs towards the government sector.

In these cases there was an understandably higher priority given to the stability and sustainability of the Indigenous host organization (the ISP). There was a sense among a number of ISPs, that the NIFVGP funding should serve the needs of the broader organisation and if necessary be used to prop up other projects. Thus projects were at times not given the necessary focus and this resulted in an evasive or non-cooperative attitude towards the mentoring service.

*Hidden levels of community resistance to NIFVGP projects*

As ISP’s projects progressed, OSW staff and Mentors became aware of covert levels of resistance occurring within certain communities. In one or two communities there was widespread resistance to participating in NIFVGP, which was based on past experiences of unsuccessful projects (Qld-MP34), whilst in others there was resistance from family-based political factions. In some cases the latter were in turn based on a division between local traditional owners and historical community residents (eg WA4, NSW-MP24).

Another critical oppositional outcome involved gender, with the men in certain communities either formally or informally failing to support and to take responsibility for project implementation, or alternatively providing inconsistent support after giving token agreement for the project to commence. The worst outcome in this regard has been men taking political control of project resources or assets that were originally intended for women’s activities (eg NT-CB7). This outcome may also be partly a result of poor project planning with a lack of clear agreement about male and female roles and responsibilities. (L. Mc., OSW, 1/6/04.)

All of these forms of opposition, resistance or usurping of project control had a counter-productive and sometimes destructive impact on ISPs’ projects.

*ISPs’ lack of experience and understanding of basic contract law*

Many ISPs lacked a fundamental understanding of contract law and failed to appreciate or even understand (or read in many cases) the many clauses contained in their funding agreements that outlined their duties, responsibilities and obligations in relation to their project. Contracts were too often signed without adequate advice to ISPs on these matters. Particular examples include some ISPs ignoring their obligation to spend NIFVGP funds on agreed project activities and spending them on alternate ones without an approved variation to the agreement. A second common problem was a failure to appreciate the timelines in funding agreements and the concomitant requirements upon OSW to acquit government funds in financial year cycles. (p.c., L. Mc., OSW, 1/6/04.)
Compound problems

Further problems, compounding those listed above, included in various cases: lack of agency protocols in dealing with family violence incidents, limited safe places for victims, avoidance of dealing with sexual assault issues, poor and inconsistent project leadership, and high levels of substance abuse in communities, among men in particular.

Categories of successful projects and fulfilment of project aims

The Mentors were asked to estimate project success rates: Out of the 70 projects from Rounds 1, 2 and 3 the rate of individual projects meeting their objectives was given by the Mentors as follows:

- Fairly good performance: only 10-15% of projects were placed in this category, embracing project delivery and execution, and completion of goals, as well as project reporting.
- Middle performing projects: 50-60% of ISPs conducted middle-of-the-road projects that may or may not have made a significant difference in their particular communities, depending on the follow-up possibilities for continuity of service, service growth and strengthening; they often involved an uneven mix of good, medium and poor practices.
- Poorly performing projects: 20-30% of ISPs either totally failed or failed to deliver a significant number of their project outcomes.

The Mentors were asked what, in their view, was a successful project. The following responses were obtained:

- Mentor F.S. stated that the success of a project should be measured on the effect it had on individuals, families and communities in changing their lives, or on the prevention activities that continue long after the project has finished. A best practice project model needed to have an Aboriginal cultural focus that identified the core values to be embraced within that project and in turn informed an assessment tool developed to measure the project success. (F.S.)
- Mentor R.S. argued that success was usually due to a particularly skilled individual and a community-based organisation working together, with the vision, the knowledge of community, the commitment, the ability to identify the problem, and creative ideas for addressing problems. All of these things were necessary for a good performance outcome. (R.S.)
- Good projects were able to achieve a lot once momentum was started. Funds were stretched a long way, partly through the use of volunteers, which in turn doubled the project time. There was a need to acknowledge how resourceful the best organisations were, those identified as displaying good practice. (S.T.)
- Projects that were effective in changing behaviour, with a view to the long term change of people committing and experiencing violence, to some extent must be the basic criteria for success. Particularly, successful projects were those that had a large community participation rate, holistic vision and with effective programme delivery by suitably trained deliverers. Projects that were able to work cooperatively with community dynamics and existing community service delivery practices in order to maximise their address of family violence and its impact were the most successful. For example: school; men’s and women’s groups; health clinics/service; and police; hospitals, and child welfare agencies. And finally, projects that had developed a momentum beyond the duration of the limited funding cycle of the PADV should be deemed a success. One off projects with low participation rates and a short life span confined by a restricted funding cycle, even if well executed, have little impact within individual extended family networks. Also their impact overall within the community is negligible. (CGS)
Good Practice by ISPs

Under its mentoring and evaluation contract, PMA had a responsibility to identify, document, and analyse emerging ‘good practice’. Its responsibility extended, as a product of this analysis, to the description of effective strategies and approaches used by projects and the identification of good practice principles and operational features. ‘Good practice’ might apply to an approach, a technique, a method, a process, a document, a media product, a role, a concept or a message being used for the prevention or reduction of family violence. A ‘good practice’ example showed evidence of several of the following traits:

- An approach or technique that was creative, effective and culturally appropriate.
- No major problems being experienced with the approach or technique.
- Any minor problems being experienced were readily rectified.
- The approach or technique could be clearly articulated or described (and hence was reproducible or able to be readily replicated).
- The approach or technique was adaptable or flexible, and could be implemented in different communities or contexts, while still being responsive to needs as they arose.
- The approach or technique logically contributed to the prevention or reduction of family violence.
- The approach or technique was part of a planned process that could be readily linked together with other components of an anti-violence strategy or program (i.e. showed evidence of an integrative process).
- One that could enhance existing practices and invigorate existing levels of social capital.
- One that was cost-effective and sustainable, ie did not require large expenditure of resources.

Mentors identified good practice during their visits to ISPs. Their profiling material was then supplemented by further information from the ISP reports and products where these occurred (eg booklets, videos, reports).

The Mentor’s dilemma, as outlined in Chapter 2, was having to choose to use their ISP visits either for collecting and documenting good practice from stronger groups, or for helping weaker groups. This was a constant dilemma, generally reducing the Mentors’ ability to report widely on good practice when they focused on weaker groups rather than see them fail.

Initial good practice documentation was included on the mentoring and evaluation website (www.indigenousviolence.net) as well as in PMA’s reports to OSW. Further qualitative analysis of good practice and website display of such will hopefully follow the receipt of the final project reports from Rounds 3 and 4.

Table 4.7: Extent of NIFVGP good practice amongst ISPs (Rounds 1 to 3)
As noted earlier, in their questionnaire the Mentors ranked 35 out of a sample of 60 NIFVGP projects as demonstrating some aspect of good practice. 49 Rounds 1, 2 and 3 projects had displayed some degree of good practice, as is recorded in Chapter 3 of this study. PMA office staff had identified and further documented 17 projects displaying a high level good practice at the time of writing. It was possible that up to 6 further projects would be similarly identified when all projects were completed.

As mentioned elsewhere good practice was demonstrated in some projects that did not have the time or resources to document it. For example, Apunipima (Qld-MP34) was identified as displaying good practice by its Mentor. This ISP employed highly trained, literate staff who identified communities who were interested and willing to participate in the project. In each community a set of ‘natural helpers’ came forward. These ‘natural helpers’ generally did not have much formal education, nor did they have strong literacy or numeracy skills; some of them may also have had their own personal and family problems. The Apunipima staff made three visits to each community in their region; each visit lasting two weeks. The staff visited every organization in the community, including the school, police, and Council, and made a presentation to each one, disseminating information on family violence. The natural helpers participated in all of these presentations. Despite this being a good practice example, Apunipima did not have time to thoroughly self-document the project, due to their large workloads, although they had the ability and the Work Notes to do so.

Summary of Evaluation Findings

This Chapter has evaluated 70 projects funded by OSW as part of Rounds 1, 2 and 3 of the NIFVGP. The collective findings concerning the individual evaluation criteria are as follows.

Report writing by ISPs

The Mentors identified 21 out of a sample of 60 NIFVGP projects that performed well with their reporting requirements. About two-thirds of ISPs produced poorer quality reports and/or insufficient reports for a combination of reasons including: poor human resources in administration, a widespread lack of writing skills, high staff turnovers, deferment of reporting, the low priority placed on reporting, failure to obtain assistance and respond to advice from the Mentors, as well as some occasional unevenness in administering this requirement within OSW. Most reports were also received late due to disruptions to project timelines despite OSW’s flexibility in adjusting contract schedules. Of the 213 reports required from ISPs in NIFVGP, only 184 had been received as at August 2004 when the programme ended (excluding Audit Reports). There was in general a correlation between project execution and project reporting performance, although several projects were exceptions, displaying good project execution but poor reporting.

<table>
<thead>
<tr>
<th>Projects featured on Good Practice website at end of Round 1</th>
<th>Round 1</th>
<th>Round 2</th>
<th>Round 3</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project featured on Good Practice website during Round 2</td>
<td>11</td>
<td>11</td>
<td>11</td>
<td>28</td>
</tr>
<tr>
<td>Projects featured on Good Practice website at end of NIFVGP</td>
<td>11</td>
<td>12</td>
<td>3</td>
<td>26</td>
</tr>
<tr>
<td>Projects documented in this report with one or more</td>
<td>25</td>
<td>21</td>
<td>3</td>
<td>49</td>
</tr>
<tr>
<td>elements of good practice (in Chapter 3 and figures)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chapter 4</td>
<td>9</td>
<td>7</td>
<td>1</td>
<td>17</td>
</tr>
</tbody>
</table>

Also refer Table 2.9.
Networking and partnerships

NIFVGP was generally successful in its broad aim of fostering collaborations with partnership proposals, these being both embedded in project aims and methods as well as realized in actual practice in most cases. A large number of ISPs were able to productively liaise and develop partnerships with other community groups. However it is not possible within the scope of this Evaluation Study to comment on the quality of these partnerships and networks. Project partners included Commonwealth and State government departments, local governments, local hospitals, schools, police, media, health services, legal services, women’s shelters, drug and alcohol services, and other Indigenous agencies.

Cultural grounding of ISPs projects

NIFVGP was also generally successful in promoting and fostering a culturally grounded approach to ISP project design and execution. The ideological framework of a cultural infrastructure was initially established in the large majority of projects through the explicit or implicit inclusion of several or all of the following general principles: (i) ensuring community involvement in the project; (ii) ensuring community ownership of the project so that they were community-driven; (iii) using community volunteers; and (iv) selecting projects that were community focused.

Other cultural methods utilized include the use of customary names for projects, use of kinship networks, a high significance being placed on the role of Elders, and strengthening community cohesion through planned events such as family days, yarning circles, camps, hunting trips and site visits. Specific cultural techniques included the development of local community people as ‘natural helpers’, use of Aboriginal art to convey anti-violence messages, customary dispute resolution and healing, strengthening spirituality and cultural identity, corroboree and dance. A further eight projects were identified as employing culturally innovative techniques in their application of traditional cultural methods to contemporary social contexts (eg Qld3 involved the gounding of a cultural FV ideology within young men’s surfing culture).

Information collection and dissemination by ISPs

Information on the nature of FV and options for response were provided to communities through most projects in structured activities conducted by ISPs and involving verbal transmission. However, a number of NIFVGP projects also generated a range of educational and media products for distribution, including videos, cassettes, booklets, newsletters and graphics. The raised community awareness of family violence issues was thus a positive outcome of NIFVGP.

Training and skills acquisition within ISP’s projects

A substantial number of NIFVGP projects involved training either a community or client group, ISP workers or Committee members, non-Indigenous personnel or members of the Stolen Generation. Several training packages were developed as well as community resource books, including one for children.

ISP Self-evaluation

Only about a third of ISPs were noted by Mentors as having engaged seriously with self-evaluation in an effort to understand the relative strengths, weaknesses and achievements of their projects. About two-thirds of ISPs failed to self-evaluate in any meaningful way. Two projects chose to outsource their evaluation reports to non-Indigenous consultancy groups. Although self-evaluation was a contractual requirement for all ISPs, in general it was not undertaken in the majority of projects and this aspect of the programme was of limited benefit to the ISPs (as well as to OSW). Many ISPs did not seem to have the capacity or the vision to carry out this task.
There was a lack of understanding by ISPs of self-evaluation techniques and how these methods needed to be incorporated into the project plans. Even though mentor support and guide notes were provided, there needed to be some additional capacity-building, training, and support in the design of the project framework to ensure that the right data was effectively collected and documented. Alternatively, the evaluation of projects by ISPs should have been provided through an external source.

Note also that the relationship between self-reporting and writing ability can either artificially enhance the appearance of reporting or mask its reality. The result is that self-evaluation if misapplied, does not necessarily tell us what happened on the ground and is of doubtful value.

**Reduced family violence as a result of NIFVGP**

The Mentors positively ranked only 10 out of a sample of 60 projects as clearly contributing to a reduction in F.V. However this needs to be qualified by two observations. Firstly, this finding is based on those ISPs who were able to demonstrate this achievement in some way. Others may have achieved such a reduction but been unable to demonstrate it. Secondly, the Indigenous family violence literature warns that such reductions in F.V. should not necessarily be expected in clear statistical terms from short-term, one-off projects of the sort funded through NIFVGP (eg see Memmott et al 2001:94-95). Raised community awareness, changes in attitudes and in the levels of acceptance of violence, are critical outcomes which will not readily appear in conventional violence indicators utilized by government, but which represent the more positive outcomes of the NIFVGP projects.

**Project Targeting and holistic approaches within NIFVGP**

ISPs’ projects targetted a broad range of groups both by gender (men/women), age (children/young/adults) and whether victim or perpetrator, with most projects targeting several such groups but not being especially designed for any one. Some projects did have a more narrow approach by delineating specific age groups (about 20 projects) or by focusing on parent-child combinations, perpetrators in court, men after their violent marriage break-up or children who had experienced FV (about another 20 projects).

Few NIFVGP projects were specifically designed to target family violence according to violence type, with only about six projects involving late proactive or early reactive type intervention strategies. Of these, the Tangentyere Council Night Patrol Project (NT3, NT-MP05) appears to have been the most successful, being in fact a regional coordination service provided to some 15 to 20 communities and their own respective patrols.

The NIFVGP aim of embracing a wide cross-section of people within Indigenous communities was largely fulfilled. However the programme did not deal with all the types and processes of responses (including both preventative and intervention approaches) to family violence, thus limiting the overall success in terms of generating a holistic approach to F.V.

**ISPs’ project execution problems**

ISP staff stability, management, continuity and skills, and support mechanisms, as well as unrealistic project expectations, competing agendas, and conflict between staff and influential community people all had an impact on the success of projects. In particular, projects suffered from loss of co-ordinators, high staff turnover, and staff emotional stress (‘burn-out’). Emotional stress could emanate from excessive client loads, the stress produced by clients themselves, unreasonable problems imposed by ISP Boards, and threats received from the relatives of clients (perpetrators).

A range of methodology and execution problems arose from the imbalance of human resources within ISPs. A lack of capable and trained staff was a common problem, as was over-reliance on
a single staff member whose performance situation became vulnerable or who left the organisation. Reporting has already been discussed as a category of execution problem in its own right. Some ISPs encountered levels of resistance to their projects within their communities for various political reasons, which impacted negatively.

The general lack of recurrent funding following NIFVGP generated a stressful circumstance for many ISPs as they realized the necessity for their programmes to continue on a long-term basis to have a significant effect, combined with the extreme difficulty of finding alternate government funding sources.

Community perceptions about the timelines of their project execution were often at variance from the milestone dates in their contracts and from OSW’s auditing needs to higher-level government. There was also a range of other agreement transgressions that partly arose from a lack of understanding or respect for contract law.

Development and/or adaptation of good practice techniques and processes

Some 49 out of 70 projects were identified by PMA staff and Mentors as displaying aspects of good practice and 25 have been placed on the NIFVGP website. Of the 25 included on the website, 16 are the good practice features included in this Chapter.

Certain examples were excluded because their profiles (featured in Chapter 3) contained some negative or critical comments regarding project operation, staff performance, the ISP organisation or the behaviour of community members, even though evidence of some good practices was described. PMA deemed it inappropriate for such details to be published online. Those profiles that were selected for display were representative of the kinds of good practice being enacted throughout the range of NIFVGP projects.

To raise awareness of what constitutes good practice and how it is identified, and to supplement the NIFVGP examples, a range of other material was included in the Mentoring and Evaluation Scheme's 'Good Practice' section. The criteria developed by PMA, PADV and the National Domestic Violence Clearinghouse for identifying good practice in FV programmes or projects were laid out. Links to three databases containing information about FV prevention projects were provided, as were further definitions of good practice in relation to FV and allied areas of concern. The section also featured examples of good practice in other social justice areas pertinent to Indigenous Australians, as well as a listing of the relevant winners of the Australian Institute of Criminology's Violence Prevention Awards from the past three years.

Aggregated evaluation of all ISPs’ projects

A general finding from the Mentors’ assessment was that 35 out of a sample of 60 NIFVGP projects had achieved all of their aims. A total of 54 Rounds 1, 2 and 3 projects completed all of their required reporting and thus contractually completed their projects. A further 2 projects executed their projects but failed to complete all of the required reporting and thereby forfeited their final grant instalment. Seven projects were terminated or withdrew due to their incapacity to perform or continue.

Mentors assessed that about 15% of projects performed very well or fairly well, with all goals being met, sound project execution and proficient project reporting. Approximately 60% of projects were placed in a middle category having a lower level of performance (a mix of positive and negative achievements) but creating a potential for future development and growth if recurring resources could be found to supplement the momentum generated. And some 25% of projects either totally failed or failed to deliver a significant number of their project outcomes, accompanied by poor (if any) reporting.
The most successful Indigenous projects have tended to occur within larger well-established Indigenous regional organizations displaying relative stability, and retaining the appropriate infrastructure and resources [e.g., Tangentyere (NT3, NT-MP06), Apunipima (QLD-MP34), SNAICC (VIC1)]. However, some smaller organizations have also done well by designing their project at a small manageable scale and having it driven by a committed individual or family with a strong community support base. A statistical analysis of the ISP performance questionnaire completed by the Mentors clearly shows that if the performance of funding recipients is to improve—even with regard to such things as displays of good practice, networking & partnerships, the reduction of FV in the community, and inclusiveness—their literacy, numeracy and basic management skills must be greatly enhanced.

Nevertheless, programs generally run within smaller organizations have been hindered or have failed due to a lack of managerial and administrative experience and/or capacity. This problem has been exacerbated by limited vision and poor execution. Irrespective of whether the ISP was a larger, stable organization or a less stable, smaller organization, even if they did deliver their service, a small proportion of ISPs did not necessarily report on it, which was disadvantaged government policy review and planning.

A further finding from the Mentors’ assessment was that ISP performance in the two larger Rounds of NIFVGP, 1 and 2, was fairly even, albeit with a slight fall-off in overall performance in Round 2.
CHAPTER 5: SUMMARY OF EVALUATION FINDINGS AND RECOMMENDATIONS

The NIFVGP Principles

The following key principles embedded in the design and articulated at the launch of NIFVGP have provided a basis for the evaluation of the programme. Firstly, there was a constellation of related and culturally specific principles that we have called a culturally grounded approach, and which comprise: (a) cultural appropriateness; (b) support for local community-based organizations and initiatives; (c) embracing all segments of the Indigenous community; (d) increasing community capacity, skills and leadership to respond to violence; (e) embracing Indigenous culture and identity; and (f) enhancing family relationships.

By seeking to embrace the social, emotional, spiritual and cultural wellbeing of all segments of the community and promoting a range of programme types and processes (both preventative and interventionist) related to family violence, the principle of a holistic approach was also emphasised. A third key principle of the NIFVGP was its emphasis on fostering collaborations between local community-based Indigenous organizations and other agencies both in government (all levels) and non-government sectors (eg Universities, industry). A corollary was to improve the understanding of and commitment to working with Indigenous cultural groups and approaches maintained by non-Indigenous organisations.

In addition to these principles, a range of further criteria have been defined throughout this report and will be drawn upon in the following summary of NIFVGP’s strengths and weaknesses.

Overall Summary of NIFVGP’s strengths and achievements

In the Indigenous sector, an approach to government-sponsored programme support has been tried by OSW and will serve as a useful model (adapted as necessary) to inform future government-sponsored programs on Indigenous family violence. NIFVGP demonstrated a wide range of approaches which were enthusiastically received and supported by Indigenous community members, and were in many cases delivered effectively by community organizations.

It is estimated that about 60% of NIFVGP projects achieved all of their stated aims. In addition, a total of 54 out of 74 projects completed all of their required reporting and thus contractually completed their projects (excl. Audit Reports). Mentors assessed that 15% of ISPs performed very well or fairly well, with all goals completed, sound project execution and proficient project reporting, and that 60% of ISPs although having a lower level of performance (a mix of positive and negative achievements) developed projects with a potential for ongoing application and growth. Unfortunately only 21 out of a sample of 60 NIFVGP projects were identified as performing well with their reporting requirements. There was in general a correlation between good project execution and good project reporting performance, although several projects were exceptions displaying good project execution but poor reporting.

The following strengths and achievements were dominant:

The National Forum and Walking Into Doors Campaign

The National Forum on Indigenous Family Violence was generally a successful component of PADV. The Forum enabled constructive face-to-face rapport to be established between most Round 1 grant recipients and their Mentors. The Walking Into Doors Campaign was also launched at this Forum, assisted by Archie Roach and Ruby Hunter who as Aboriginal role-models, generated an immediate enthusiasm for the NIFVGP among the Indigenous participants.
Cultural grounding of ISPs’ projects

NIFVGP was successful in promoting and fostering a culturally grounded approach to ISP project design and execution. An ideological framework conducive to this was initially established in the large majority of projects through such principles as: ensuring community involvement in projects, ensuring community ownership of projects, using community volunteers, and selecting projects that were community-focused. Most projects also combined various cultural methods and techniques, some of which were innovative in their application to contemporary bi-cultural circumstances.

Project targeting and holistic approaches within NIFVGP

ISPs’ projects targeted a broad range of groups both by gender (men/women), age (children/youth/adults) and whether victim or perpetrator, with most projects targeting several such groups but not being especially designed for any one. Some projects did have a more narrow approach by delineating specific age groups (about 20 projects) or by focusing on parent-child combinations, perpetrators in court, men after their violence marriage break-up, or children who had experienced FV (about another 20 projects). The NIFVGP aim of embracing a wide cross-section of people within Indigenous communities was largely fulfilled.

Networking and partnerships

NIFVGP was generally successful in its broad aim of fostering collaborations with partnership proposals, these being both embedded in project aims and methods as well as realized in actual practice in most cases. A large number of ISPs were able to productively liaise and develop partnerships with other community groups. Project partners included Commonwealth and State government departments, local governments, local hospitals, schools, police, media, health services, legal services, women’s shelters, drug and alcohol services and other Indigenous agencies.

Information collection and dissemination on Indigenous Family Violence, including website

Information on the nature of FV and options for response were provided to communities through most projects in structured activities conducted by ISPs and involving verbal transmission. However, a number of NIFVGP projects also generated a range of educational and media products for distribution, including videos, cassettes, booklets, newsletters and graphics. The raised community awareness of family violence issues was thus a positive outcome of NIFVGP.

Much useful resource material has been compiled on the NIFVGP website including links to government reports, project profiles, research findings and good practice on Indigenous family violence, and the site has experienced a reasonable level of visitation. It has potential as an ongoing resource but needs to be adapted as a more user-friendly service, particularly for under-resourced Indigenous organizations with low levels of technological skill.

In order for a website of this kind to serve as a portal for disseminating the products of ISP projects, more resources must be injected into the process of collecting this material from the project groups. Relying on them to regularly and comprehensively self-document their progress, in a format that could be communicated on a website, would be a largely fruitless exercise. Mentors could have a valuable role in helping projects self-document and thereby generate such material. And it should also be recognised that these products will often only be supplied to the funding body at the end of a project, not at a time when they would be greatly useful to other project teams.
Training and skills acquisition within ISP’s projects

A substantial number of NIFVGP projects involved training either a community or client group, ISP workers or Committee members, non-Indigenous personnel or members of the Stolen Generation. Several training packages were developed as well as community resource books, including one for children.

Development of culturally adapted good practice methods

Some 49 [recount Ch 3] out of 70 projects were identified by PMA staff and Mentors as displaying aspects of good practice and 25 have been placed on the NIFVGP website. Of the 25 included on the website, 16 are the good practice features included in this Chapter.

The project profiles contained in Chapter 3 enumerate a number of areas in which good practice might appeal, if not throughout all aspects of a project. These include such things as: cultural response; technical and cost effectiveness; project design, management and execution; staffing; partnerships; and community ownership. The good practice features scattered throughout this Chapter help describe those projects that displayed a number of strong good practice examples, and they are available on the website. Some of the lesser examples given in Chapter 3 are also displayed on the website, however those projects whose profiles contained negative or critical comments were excluded for privacy reasons.

It was difficult for the Mentors and PMA to collect more detailed good practice information for a number of reasons. Firstly, project teams, even successful and capable ones, were frequently unable to devote enough time to a thorough self-evaluation process therefore good practice was not documented in the reports submitted to OSW. Mentors were quick to identify that good practice material cannot readily be collected over the phone or via email, the methods of communication they largely had to rely on in communicating with their ISPs. There was a continual tension between the desire to use the visits that did fall within the budget range for assisting those groups that struggled and collecting good practice in a face-to-face manner.

National Mentoring Scheme

Where good working relationships were established between the Mentor and ISP, mentoring proved to be of significant value to NIFVGP. Independent support, advice and encouragement were provided to many ISPs while good practice examples were collected and performance problems documented. The Mentors were also well positioned to carry out interventions in four poorly performing projects that required a sensitive approach to how they were reinvigorated (using contract variation), and the prospect of outcomes restored.

Summary of NIFVGP’s weaknesses and deficiencies

Despite the its projects displaying strengths and achievements listed above, NIFVGP execution was marred by a range of deficiencies, both in its overall design and in the performance of ISPs.

In the order of 20 out of 74 Rounds 1, 2 and 3 projects executed their projects but failed to complete all of the required reporting and thereby forfeited their final grant instalment. Seven projects were terminated or withdrew due to incapacity to perform or continue.

Some 25% of NIFVGP’s projects either totally failed or failed to deliver a significant number of their project outcomes, accompanied by poor (if any) reporting.

The following specific categories of problems were noted in relation to NIFVGP:
Difficulty of achieving equitable distribution of funds using a national grant system

OSW personnel have indicated that the grant funding could not have been distributed on the basis of need due to the short-term nature of NIFVGP. Distribution was thus largely based on the quality of the applications. The impacts of this decision were outlined in Chapter 2 and included certain needy regions (10) receiving negligible resources while certain States received inequitable share of NIFVGP resources on a per capita basis.

Failure to establish a Indigenous Advisory Group that met regularly and cultural grounding

Although NIFVGP was reasonably successful with demonstrated cultural grounding, a potentially stronger programme may have emanated if an Indigenous Advisory Group had been formed and met regularly to steer the project. Furthermore, the Rekindling Family Relationships Forum’s recommendations were not implemented, which undermined the commitment of the Indigenous project representatives who had developed them and who then continued to participate in NIFVGP.

Poor report writing and self-evaluation by ISPs

About two-thirds of the ISPs produced poor quality and/or insufficient reports for a combination of reasons including poor administration staff, a widespread lack of writing skills, high staff turnover, reporting being made a low priority, failure to obtain assistance and respond to advice from the Mentors, as well as some occasional unevenness in OSW’s administration of this requirement. Additionally, most reports were submitted late because of disruptions to project timelines, despite OSW’s flexibility in adjusting contract schedules.

About two-thirds of the ISPs failed to self-evaluate their projects in any meaningful way because they lacked understanding of self-evaluation techniques and how these had to be incorporated into the project plans. This aspect of the programme was of limited benefit to most ISPs (as well generally to OSW). Cultural issues, such as Indigenous attitudes to and skill with the written word, cannot be ignored. The expectation that written documentation will be either of assistance to or the final arbiter of whether a project has succeeded is a concept foreign to many Indigenous people in remote and rural areas.

Project targeting and limitation to achieving holistic outcomes

The majority of NIFVGP grant funds were spent on projects involving early proactive or late reactive strategies, with very little being spent on early reactive or late proactive strategies, or those that intervene in episodes of violence just before or after they have started. (Of these, the Tangentyere Council Night Patrol Project (NT3, NT-MP06) appears to have been the most successful, being in fact a regional coordination service provided to some 15 to 20 communities and their own respective patrols.) The Programme did not deal with all the types and processes of responses (including both preventative and intervention approaches) to family violence, thus limiting the overall success in terms of generating a holistic approach to FV.

Project execution problems

A range of factors impacted on the success of projects, including ISP staff stability, management, continuity and skills, and support mechanisms, as well as competing agendas, and conflict between staff and influential community people. In particular, projects suffered from loss of co-ordinators, high staff turnover, and staff emotional stress (‘burn-out’). Emotional stress emanated from excessive client loads, the stress produced by clients themselves, unreasonable problems imposed by ISP Boards, and threats received from the relatives of clients (perpetrators). A range of execution problems arose from the imbalance of human resources within ISPs. A lack of capable and trained staff was a common problem, as was over-reliance on a single staff member whose
performance situation became vulnerable.

**Mentoring deficiencies**

The Mentor program was only partially successful, because it lacked a more substantial travel budget that would have accommodated more face-to-face contact between Mentors and ISPs (phone contact is of limited use). It is recommended that mentoring arrangements be in place before projects are up and running, so that Mentors can assist with planning, early implementation, and organization resourcing, as well as provide forewarning of likely problems. This opportunity did not arise in NIFVGP. Unfortunately no direct connections were made between the ten Walking Into Doors Forums and the NIFVGP Round 1 projects; yet there was significant potential for an ongoing national Mentoring role to be assumed by Archie Roach and Ruby Hunter. A regional peer-group workshop and networking scheme for ISPs proposed by OSW also did not eventuate, but in hindsight it could have made a significant contribution, especially for a number of struggling ISPs.

**Lack of recurrent funding**

In hindsight key OSW staff involved in the project recognized the limitations of a short-term grant programme. A significant number of ISPs faced difficulties in establishing a viable project without secure prospects of ongoing funding, which sometimes resulted in a lowering of motivation and morale, and could have made possible withdrawals from government partnerships (contrary to the NIFVGP goal of establishing such partnerships). Whilst ISPs appreciated the necessity for their programmes to continue on a long-term basis to have any significant effect in reducing FV, many of them experienced severe difficulty in finding alternate government funding sources.

To be sustained, any gains made in the short-term must be followed with long-term support. Violence problems have to be solved across generations; the framework of a few years is unrealistic. Only consistent community-based programs given government support over generations are likely to result in fully-sustained, safe social environments. In this regard some groups were inadvertently set up for failure, with the end result being a rise in pessimism and apathy about Government programmes in their communities.

**Vulnerability of smaller organizations**

Small Indigenous organizations were at a disadvantage both in terms of winning grants and effectively spending them. A dilemma emerging within the NIFVGP was that larger and more articulate organisations had the capacity to write the best grant applications and hence to win the grants, whilst many small under-resourced grassroots groups who needed support may have been unable to submit an application. The precise reasons for this failure were unclear.

Although some smaller ISPs performed well in NIFVGP because their projects were designed at a small manageable scale and driven by a committed individual or family with a strong community support base, programmes generally run within smaller organizations have been hindered or have failed due to a lack of managerial and administrative experience and/or capacity. This problem has been exacerbated by limited vision and poor execution. Irrespective of whether the ISP was a larger stable organization or a smaller, less stable one even if they did deliver their service, a small proportion of ISPs did not necessarily report on it, which disadvantages government policy review and planning.

**Lack of evidence on reduction of Indigenous FV**

Only 10 out of a sample of 60 projects were identified as clearly contributing to a reduction in FV. However this needs to be qualified by two observations. Firstly this finding is based on those
ISPs who were able to demonstrate this achievement in some way. Others may have achieved such a reduction but have been unable to demonstrate it. Secondly, such reductions in FV should not necessarily be expected in clear statistical terms from short-term, one-off projects of the sort funded in NIFVGP. Raised community awareness, and changes in attitudes and the levels of acceptance of violence, are critical outcomes that will not readily be reflected in conventional violence indicators, but which represent the more positive outcomes of NIFVGP projects.

**Recommendations regarding future programme design**

The existing demonstrated project strengths of NIFVGP should be preserved in any nationally or state-funded Indigenous violence programmes. As outlined previously, these include the use of national Indigenous role models, strong cultural grounding of projects, holistic approaches in communities across genders and generations, networking and partnerships, information collection and dissemination on FV, culturally-adapted good practices, the Indigenous FV website, mentoring services for ISPs, and cross-cultural training for workers and service providers. The development of programme feedback and review processes also needs to be ongoing (including ISP reporting, peak administration body oversight and data collection, and the mentoring and evaluation scheme). The following further recommendations are made for the planning of any future large-scale Indigenous FV programmes, and based on the findings of this Evaluation Study.

**Pre-planning the programme**

NIFVGP has highlighted the need for a careful match to be achieved between the scope and nature of a proposed project and the capacity of the applicant organisation and its human resources. There is widespread under-resourcing, instability and dysfunction in many Aboriginal organizations, a fact of life for any service delivery. Since addressing family violence is one of the most challenging and demanding service delivery areas, ISPs need to have additional capacity-building strategies designed into their projects to ensure positive outcomes. The use of Mentors in project design and assessment phases would be advantageous in overcoming these difficulties.

**More culturally grounded approaches**

A range of constructive proposals that were conceived as part of the project were never implemented. However they have the capacity to further ensure culturally grounded approaches. These need to be revisited in future initiatives against Indigenous family violence, and include regional peer-group workshops and networking, and use of an informed and representative Indigenous Advisory Group or Committee in relation to any government Indigenous family violence programmes, not only for grant selection and awards, but for programme guidance and monitoring.

**Maintaining the partnerships approach**

NIFVGP reinforced the need to develop a cross-sectoral approach to Indigenous violence (community-controlled but with support from Local, State and Federal governments and Indigenous and private sector organizations). Ten year Memorandums of Agreements are recommended to sustain the established partnerships across the first generation of clients.

**Assessing applications**

The selection criteria for future programmes like NIFVGP should be based on the existing criteria used by OSW, but supplemented by additional criteria derived from the outcomes of this evaluation study and based on the identified project failures. Consideration should be given to such criteria as:

- Workers are or are reasonably likely to be available;
– Workers’ skills are in place;
– The board or committee of the ISP is functional and relatively stable (perhaps assessed through referee reports);
– Other resources needed are budgeted for or actually available (housing, transport, office facilities);
– Administrative capacity for report writing, budgetary control and acquittal is identifiable, in place and stable;
– Community support is based on a demonstrated understanding of the proposed project;
– There are no organisational conflicts likely to impinge on project performance;
– Project design is technically valid for the project aims;
– Any project accommodation that might be needed is actually available.

There is also a need to take into account the degree to which the project is integrated into community development plans and wider (eg regional) violence strategic plans.

**Reporting requirements**

For future programmes of this kind, more resources and effort need to be put into providing capacity and support for prioritised ISPs to fulfill their reporting requirements. For example, it could be valuable to provide ISPs (when their project is approved) with assistance in cash-flow budgeting and project scheduling (eg written guidance, proforma documents and one-on-one mentoring) and to develop implementation and reporting milestones only after revised cash-flow budget and implementation schedules are submitted.

A financial incentive (such as the release of a final payment including compensation for the ISP’s administrative and audit costs) could be made conditional upon receipt of the final and audit reports for the project; this would help to motivate ISPs which have often dragged toward the end. Similarly, staged project achievements with accompanying reports should perhaps be the trigger for release of progress payments rather than dates fixed within the contract. These steps would need to be assessed and applied differently to each project depending on its content. It may be valuable to identify the due date for progress reports as being within a project stage (rather than a fixed date per se) and linked to a project milestone, albeit not later than an ultimate deadline.

Cultural contexts that emphasize practical action and response, and devalue reporting, perhaps due to Indigenous attitudes to the written word, may be dealt with by additional resourcing of ISPs (perhaps additional mentoring). It is not feasible to lower expectations of response by and to written documents when political expectations of transparency and accountability are increasing.

Requirements on projects for self-evaluation need to be more strongly recognised in initial stages. One suggestion which could improve the formal evaluation process, is for project workers to complete specially designed self-evaluative ‘tick sheets’, recording quantitative information with Mentor assistance. Mentors could then do additional qualitative evaluations to supplement these sheets. A milestone good practice example that is relevant here is Tangentyere Council Night Patrol’s picture database reporting system. Alternatively, resources should be provided for specialised external evaluation support.

**Administering the Programme**

In a programme such as NIFVGP that extends over a number of years (in this case four to five
years), turn-over of administrative staff can have some negative impacts on relationships with ISPs and Mentors, and can also impact on project continuity. Could the issue of staffing turnover be overcome by establishing a distinct National Indigenous Family Violence Unit (either out sourced or with staff on three-year contracts) to discharge the government’s duties? Such a unit could also be given the role of further developing, promoting and distributing valuable materials and methodologies initially developed under NIFVGP, which may be now ignored because the particular programme is completed. The proposed unit could include a small number of specialists able to assist, advise or intervene in the different areas of project execution problems. The unit could integrate the experience of Rounds 1 to 4 and promote a number of preferred models for action, but at the same time leave a smaller portion of the funding available for on-going innovative projects.

Improving the Mentoring Service

Whereas the Mentoring Scheme was of significant value to ISPs, it would be greatly improved in value if it was extended in several ways and more closely integrated into the project design. Funding could be made available (subject to an appropriate and speedy approval process) for the engagement of other formal, informal and specialist mentors. It has been suggested that some may be available from within the ISP organization, for example in operational or cultural roles. ‘Informal’ implies that the project coordinator could call in particular types of Mentors when they are needed. It would be possible to have a number of local Mentors and a regional Mentor (to effect face-to-face contact and reduce travel costs), as well as the national Mentors that were utilized in NIFVGP.

Mentors should be appointed at the inception of programmes (at the point of assessment of applications) to allow them to achieve a mutual understanding with the ISPs of their capacities and styles of operation. Early Mentor appointment would enable ISPs to receive capacity building support from the commencement of their projects and ensure they are implemented to a best practice standard. Mentors could assist ISPs to develop project implementation and control systems; similarly they could help to ensure that project documentation is implemented from commencement, avoiding late crisis reporting. The idea of the NIFVGP Work Notes is useful in providing a common standard for both written reporting and self-evaluation by ISPs.

Ample funding needs to be available for Mentors to travel and meet with the ISPs (suggest at least 10% of mentoring budget for national Mentors). A flexible brief and budget for these visits is needed in recognition of the valuable capacity-building potential of this service.

Importance of national Indigenous Mentors

A finding of the Walking into Doors Campaign was that highly visual material and face-to-face workshops were effective methods of targeting Indigenous communities. In particular, Aboriginal people talking to other Aboriginal people about family violence was a powerful and appropriate strategy for promoting change. (Cult. Persp., n.d.:4.) This finding indicates the potential for highly regarded Mentors in the Aboriginal community to participate in such an anti-violence programme as NIFVGP. Both national and regional Indigenous role models and Mentors should be considered in designing FV programmes. Given the level of opposition to projects that occurred in several communities, male role models are particularly important. (A further evaluative finding from both this Campaign and the National Forum was the importance of choosing a culturally appropriate venue for workshops or conferences.)

Need for community policing initiatives

Remote communities have long sought improved policing services, but there was no overt focus on policing (or even, specifically, on night patrols) in the MCATSIA strategy for the reduction of
Indigenous family violence (Aust, OSW 2000C) or in the NIFVGP. Given wider community attitudes demanding improved policing when high crime rates are experienced, it is surprising that the issue of policing and patrols is not higher on the agenda in relation to Indigenous family violence. However, the provision of cultural awareness training for police (and other government agency workers in communities) was one of the priorities adopted by the Rekindling Family Relationships Forum (see Chapter 1).

Construction and use of Website on Indigenous Family Violence

An Indigenous family violence website containing good practice information and research findings was built and maintained as a part of the NIFVGP, but is at risk of being rendered obsolete because secure, ongoing funding will not be in place after June 2005. There is a need to provide financial support to maintain this website, as well as to expand the scope of its service both to appeal to grass-roots Indigenous organizations, and be viable as a research clearinghouse that could maintain its links, produce publications, commission new work, and collect and disseminate new material produced by other sources. Another coordinating role for such a clearinghouse would be the cooperative development, transfer and use of research amongst interested parties. The website budget would require a component to conduct an ongoing survey of who is using the site, for how long, on which days, and what was downloaded using a system of keywords. It would be useful to advertise the website, and encourage other relevant Indigenous agencies and organizations to provide links on their websites to it.

Matching project timelines to community timeframes

As evidenced by the extent of late completion in NIFVGP, there is a need to accommodate the nature of Aboriginal community time frames, which in turn prolong project timelines. There are a range of problems associated with attempting to fit community-based projects into the government’s financial year. ISPs need the freedom to design their own implementation schedules after the date of receipt of funds is known. ISP workloads vary (for example: wet/dry seasonal factors in the north) and the applicant does not know whether their application will be successful and when funds will be released; by the time they are released the ISP may be submerged in additional crises that have a new array of priorities.

Recommendations concerning policy development for Indigenous family violence

Future portfolio responsibility for Indigenous family violence action

What are the issues for the sustainability of PADV Partnerships and in particular, the National Indigenous Family Violence Grants Programme? During the course of NIFVGP, the Commonwealth responsibility for Indigenous family violence remained dispersed between several portfolios. The situation had not become particularly clearer as NIFVGP drew to a close, given the dismantling of ATSIC and the prospect of increased mainstreaming of the Australian Governments’ services to Indigenous people.

Will there be ongoing funding for an Indigenous Family Violence Programme? Will OSW or some other Commonwealth agency (eg FaCS) act as the lead agency in this field, or would such a programme be facilitated through the States (this has major implications for project support and mentoring arrangements)? What is the commitment of Government to an on-going programme and to continuous improvement in the targeting, technique and scale of the programme?

There is a most urgent need for the rationalisation of Indigenous family violence funding and programme administration under a single umbrella. Ideally bi-partisan support and long-term commitment would be provided by the Australian Government and the Opposition. Some sort of
Steering Committee is needed that can draw on the leadership, expertise and resources of the former national government stakeholders in the Indigenous FV sector (ATSIC, ATSIS, the Office of the Status of Women, Reconciliation Australia, FaCS, and Health) to act as a peak national body in combating Indigenous violence. This Committee should obviously be responsible for the maintenance of active partnerships and linkages between all State and Territory Governments, as well as for links to the current counterpart of the former Ministerial Council for Aboriginal and Torres Strait islander Affairs (MCATSIA).

Another issue is to what extent Indigenous FV funding might be passed across to State Government administration? There is a contrast in administrative style between NIFVGP and the more typical Commonwealth and State administrations of community programmes. State agencies tend to have field staff to provide mentoring and oversight of ISP performance. In most cases this substitutes for the contract mentoring that has typified NIFVGP programme delivery.

**Longer-term funding arrangements**

Whatever the case for portfolio responsibility, the issue of long-term political funding commitment is fundamental to progress on the issues of Indigenous family violence. Desperate communities will participate in programmes whether or not they have a long-term assurance of support. However, actual projects will yield limited results as long as they have only a short-term structure, and the development of appropriate supporting knowledge and skills will be rendered potentially unusable without a degree of longitudinal stability. A relevant recommendation of the National Forum on Indigenous Family Violence (Aust, OSW 2001c:7,8) was that funding be for ten-year local projects with reviews and evaluations, and with specific funds for culturally appropriate violence counselling and education programmes.

It has been noted that the per capita expenditure of grant funds to remote communities in NIFVGP reflected to some degree the higher incidence of family violence in those communities, nevertheless, only a comparatively small number of Australia’s discrete Indigenous communities (about 1.5%) were reached by this funding.

Funds allocated to the NIFVGP were about 12% of the total PADV expenditure of $50M. However, whilst making up only 2.4% of the Australian population, Indigenous people actually experience 52.5% of the total domestic/family violence incidents in Australia, or at about 45 times the frequency of the rest of the population. Only a very small proportion of Indigenous communities have been the clients of an OSW-funded NIFVGP project. From these figures one might conclude that the NIFVGP budget allocation was unrealistic, in terms of making a significant change to Indigenous family violence across Australia.

**Use of targeted regional services rather than an open competitive grant system**

A related question that has been raised by this study is how to engage Indigenous regions that have shown negligible response to advertised competitive grant programmes like NIFVGP. Why was there so little interest in NIFVGP from some ten needy regions? Was it a case of poor advertising about NIFVGP in these regions, a lack of resources to prepare applications, or general apathy? It cannot be assumed that there is an absence of violence. We conclude that any future programme should not be solely an advertised competitive grant programme, but as a matter of policy must have a capacity to direct funds into identified and targeted needy regions and to foster regional capacity building in community-based organizations.
Recognizing the stability and capacity of larger regional organizations

NIFVGP demonstrated that the best Indigenous projects have tended to occur within larger well-established Indigenous regional organizations with relative political stability and established infrastructural resources (eg Tangentyere, Apunipima, Tiwi Health, SNAICC). There is a need for long-term support for these more stable Indigenous Aboriginal organisations providing family violence services for communities within their region. A firm recommendation of this Evaluation Study is for the establishment of regional FV programmes based in large stable Indigenous organizations, accompanied by a process of accreditation.

Such regional organisations should also be funded to provide an Indigenous mentoring service for community-based organisations tackling violence at a local level. Such Mentors could carry out independent evaluations of local projects. Another local possibility is the creation of staffing positions in CDEP-based violence prevention projects.\(^1\)

It would seem appropriate for the Australian Government to fund some Indigenous Family Violence Pilot Projects for entire regions, providing support for both local community organisations and a regional support organisation, with evaluation leading to an expanded approach to other targeted regions in Australia.

Need for a training policy for Indigenous Family Violence Workers

There is a general lack of training opportunities in the Indigenous family violence sector. A Commonwealth funded policy initiative via TAFE colleges would be in order. The Australian Government could fund a trial programme of courses of accredited training for: (a) community violence workers (some of which to be carried out within their communities), and (b) regional Mentors for violence projects; all to be planned in conjunction with Indigenous stakeholders who understand training needs, and mindful of current initiatives being tried in this field.

Conclusion

In relation to the explicit aims of the programme, the NIFVGP achieved, albeit with some varying success:

- A large-scale programme and accompanying administration methodology to address Indigenous FV with a design ideology that emphasized cultural groundedness, community control and implementation, promotion of networking and partnerships, use of mentoring and performance evaluation, that can act as a model for future programmes of this type;
- A large number of projects conceived and managed by Indigenous people at the community level;
- Increased awareness of family violence issues in some 70 or more ISP communities, however it should be qualified that these represent only a small proportion of Indigenous communities in Australia;
- Increased networking and partnerships (temporarily at least) between community-based, local, regional, State and Commonwealth agencies concerned with Indigenous family violence (most success occurred at the local level);
- Recording of a range of good practice examples among the funded projects, useful for the informing of future projects;
- An increase, temporarily at least, in the number of grassroots agencies (especially men’s and women’s groups) available to assist Indigenous communities with issues such as family violence.

NIFVGP delivered a number of finite outputs comprising:
– Information resources (materials and methodologies) relevant to understanding, preventing and dealing with the effects of FV;
– Educational products on FV in textual and audio-visual media formats;
– The development of networks and support groups for the prevention of and coping with the effects of FV;
– Training in skills relevant to the prevention of FV and assisting others to cope with the effects of FV;
– The only national website on Indigenous FV with a wide range of information drawn from the last 15 years or so;
– A range of good practices in addressing Indigenous FV, that have been documented and placed on the NIFVGP website.

The overall success of NIFVGP although impressive, was handicapped by the following weaknesses and deficiencies in its design and administrative approach:

– in some regards an inequitable distribution of funding with respect to community needs and types of strategic response to violence;
– Insufficient resources to compensate for the lack of capacity (report writing, self-evaluation) in many ISPs confronted by a wide range of execution problems;
– A lack of some form of recurrent funding to enable good practice projects to be maintained after the completion of PADV;
– No clear methodology to measure reduced levels of FV.

In short, the programme needed a higher level of funding, given out in larger amounts and better supported by mentoring. The programme also required some guarantee of on-going funding.

It is recommended that OSW attempt to persuade all relevant arms of government to hold a Round Table for OSW and PMA personnel and Mentors to report on the process, achievements and associated problems of NIFVGP along with other key government stakeholders, with a purpose of establishing a new five (or ten) year policy and programme, and to consider how the findings and recommendations of this Evaluation Study might contribute to such.
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