

# Monitoring, Evaluation and Accountability Plan

For the Northern Territory Domestic, Family and Sexual  
Violence Framework 2018-2028, and its action plans



# Acronyms

<b>ABS</b>	Australian Bureau of Statistics
<b>Action Plan 1</b>	Action Plan 1: Changing Attitudes, Intervening Earlier and Responding Better (2018-2021)
<b>Action Plan 2</b>	Action Plan 2: Taking Stock, Evaluating and Reviewing and Building on What Works 2022-2025
<b>AGD</b>	Department of the Attorney-General and Justice
<b>AIHW</b>	Australian Institute of Health and Welfare
<b>ANROWS</b>	Australia's National Research Organisation for Women's Safety
<b>CAWG</b>	Domestic, Family and Sexual Violence Cross Agency Working Group
<b>CRAT</b>	Common Risk Assessment Tool
<b>DFV</b>	Domestic and Family Violence
<b>DFV Act</b>	Domestic and Family Violence Act NT 2007
<b>DFSV</b>	Domestic, Family and Sexual Violence
<b>DFSV Framework</b>	Northern Territory Domestic, Family and Sexual Violence Reduction Framework: 2018-2028
<b>DFSVR</b>	Domestic, Family and Sexual Violence Reduction Division
<b>DOE</b>	Department of Education
<b>FSF</b>	Family Safety Framework
<b>LGBTIQ+</b>	Lesbian, Gay, Bisexual, Trans, Intersex and Queer/Questioning
<b>MBCP</b>	Men's Behaviour Change Program
<b>National Plan</b>	National Plan to End Violence against Women and Children: 2022-2032
<b>NGO</b>	Non-Government Organisation
<b>NT</b>	Northern Territory
<b>NTCS</b>	Northern Territory Correctional Services (AGD)
<b>NT PFES</b>	Northern Territory Police Fire and Emergency Services
<b>ODFSVR</b>	Office of Domestic, Family and Sexual Violence Reduction (TFHC)
<b>PSS</b>	Personal Safety Survey
<b>RAMF</b>	Northern Territory Domestic and Family Violence Risk Assessment and Management Framework
<b>RRE</b>	Respectful Relationships Education
<b>SHS</b>	Specialised Homelessness Services
<b>TFHC</b>	Department of Territory Families, Housing and Communities
<b>WSDP</b>	Northern Territory Domestic, Family and Sexual Violence Workforce and Sector Development Plan

# Acknowledgements

## Aboriginal acknowledgement

The Northern Territory Government respectfully acknowledges the Traditional Owners of this country and recognises their continuing connection to land, water and community on which we work, live and meet. We pay our respects to the Aboriginal and Torres Strait Islander people and their cultures; their Ancestors and Elders past and present, and all the leaders of today and future generations. Please note while we use the term 'Aboriginal' we respectfully acknowledge that it is inclusive of Torres Strait Islander people.

## Victim survivor acknowledgement

We acknowledge the women and children who have suffered and died in the Northern Territory as a result of domestic, family and sexual violence (DFSV). We are committed to honouring the lives of those killed, learning from these tragedies and translating those learnings into action to prevent future harm. We recognise those with lived experience who continue to recover from violence and manage the life-long impacts of trauma. We acknowledge the life-long disabilities and impairments that many live with as a direct result of violence. We acknowledge the disproportionate impact of violence on women in the Northern Territory, particularly Aboriginal women. We acknowledge the courage and dignity of all those who stand against domestic, family and sexual violence, who take action to challenge the violence, and who hold people who use violence accountable.

## Emergency contacts

Get help for domestic, family and sexual violence in the Northern Territory by following this link to available services: [nt.gov.au/gethelpdfsv](https://nt.gov.au/gethelpdfsv)



**If you or someone you know is in immediate danger, call the police on 000 for emergency assistance.**

## The language used in this plan

We acknowledge that no single set of terms suits all situations and people. No exclusion or harm of people is intended in the terms used in this plan. We use inclusive language while acknowledging that evidence indicates that domestic, family and sexual violence (DFSV) is primarily perpetrated by men against women. We also acknowledge that people of diverse sexualities and gender identities are impacted by gender-based violence, often in complex and intersecting ways. Language used in this document reflects the language of key national frameworks, as well as the terminology in the Northern Territory's domestic and family violence (DFV) Risk Assessment and Management Framework (RAMF). This Plan uses the terms "person who commits DFV" rather than "perpetrator" or "offender" to refer to the person who uses violence, abuse or coercive control against a current or former intimate partner, or a member of their family or household, regardless of whether they have been convicted of a crime. This term separates the behaviour from the person and recognises the potential for people to change their behaviour. This Plan uses the term "victim survivor" to describe a person against whom DFSV has been perpetrated including a child or young person. The term is often used to recognise a victim survivor's agency and individual capacity. These terms differ slightly to those used in the Domestic, Family and Sexual Violence Reduction Framework (DFSV Framework) and reflect the emerging evidence and stakeholder and practitioner preference in the Northern Territory.

# 1. Introduction

Domestic, family and sexual violence (DFSV) is a serious and widespread issue and is a key priority for the Northern Territory Government to address.

The Northern Territory has the highest rates of reported DFSV, including the highest domestic homicide rate, in Australia. Violence against Aboriginal women and children is disproportionately more frequent and severe than that experienced by other women and children in Australia, and in the Northern Territory.

However, DFSV is not inevitable or intractable. It is preventable. Furthermore, its impacts can be reduced.

The Northern Territory Government's work to prevent and respond to DFSV is guided by the [Domestic, Family and Sexual Violence Reduction Framework 2018-2028 Safe, respected and free from violence](#) (the DFSV Framework) and implemented through Action Plans. The DFSV Framework articulates our shared and long-term commitment to a future where all

Territorians are safe, respected and free of violence wherever they choose to live, learn, work or play.

Our approach is aligned with the National Plan to End Violence against Women and Children 2022-2032, to which the Northern Territory is a signatory.

Preventing and responding to DFSV is a long-term journey of reform at a local, national and international level, and requires leadership, sustained investment and commitment at all levels. There are, unfortunately, no 'quick fixes'. This is one of the most complex problems confronting the Northern Territory Government and the Northern Territory community.

The DFSV Framework and Action Plans recognise that preventing, responding to and reducing DFSV is a responsibility that is shared across all government agencies, non-government organisations, and the community, and requires cross agency and cross community responses.

## 2. Purpose of this document

DFSV is a complex problem, and there is no single, stand-alone system that can take responsibility for effectively preventing and responding to it. Instead, a multitude of overlapping systems, involving a broad range of government and non-government agencies working together in a coordinated manner, are required.

If these overlapping systems are not underpinned by strong governance, monitoring, evaluation and accountability, DFSV reforms will be ineffective.<sup>2</sup>

We are nearly five years into our 10-year DFSV Framework, with all key actions under Action Plan 1 implemented or ongoing. Key elements of the reforms and safety architecture established under Action Plan 1 will continue to be delivered over the coming years. These foundational achievements provide the bedrock for Action Plan 2.

To date, no formal evaluations have been completed of the DFSV Framework as a whole, although an evaluation of Action Plan 1 is underway. A new focus on monitoring, evaluation and accountability is a priority in the implementation of Action Plan 2.

This Monitoring, Evaluation and Accountability Plan (MEAP) is a sister document to the DFSV Framework and its action plans. It lays out our theory of change, and how the DFSV Framework and its Action Plans will be monitored, how we will measure the impact of our actions, and how we will communicate this information with our stakeholders to deepen

our collective understanding of DFSV. The MEAP will support us in establishing an evidence base to guide effective actions for the remaining period of the DFSV Framework, to inform future actions and strategies beyond its lifecycle, and to improve the DFSV service systems overall in the Northern Territory.

The MEAP links what we are doing (actions) with what we want to achieve (outcomes), why we anticipate these changes (theory of change) and how we will know if we are making progress (indicators). The MEAP increases our ability to track, monitor, and report change, providing a focus for continuous improvement. It also informs the strategic direction for policy and program design and unifies approaches through a shared vision and direction for change.

To the greatest extent possible, monitoring and reporting on the Northern Territory DFSV Framework and Action Plans will be aligned with the National Outcomes Framework for the National Plan to End Violence against Women and Children 2022-2032. The MEAP is also aligned to the [Northern Territory Government's Program Evaluation Framework](#), and the [Northern Territory Social Outcomes Framework](#).

The MEAP underpins not just the DFSV Framework and its Action Plans, but also the companion DFSV strategies, including the RAMF, the Northern Territory Sexual Violence Prevention and Response Framework (SVPRF), and the Northern Territory DFSV Workforce and Sector Development Plan (WSDP).

**International obligations – CEDAW**

**National Plan to End Violence against Women and Children 2022-2032, including action plans and outcomes framework, Standalone Aboriginal Plan Closing the Gap Target 13**

**NT Domestic, Family and Sexual Violence Framework, Safe, Respected and Free from Violence 2018-2028**

Our vision and scope for reform

**Action Plans – what we will do**

**Action Plan 1:**  
Changing Attitudes, Intervening Earlier and Responding Better (2018-2021)

**Action Plan 2:**  
Taking stock, evaluate and review, building on what works

**Action Plan 3:**  
Sustaining effort and measuring change and success

**DFV Risk Assessment and Management Framework**

**Sexual Violence Prevention and Response Framework**

**DFSV Workforce and Sector Development Plan**

**Monitoring, Evaluation and Accountability Plan -**  
how we will track, learn from, and communicate the change

**Figure 1** - The international, national and Northern Territory DFSV policy frameworks

## 2.1. A shared approach

Preventing and responding to DFSV is a collective responsibility that is shared across all government agencies, non-government organisations, and the community, and requires cross agency and cross community responses. Coordination is critical to ensure we are working together to create a web of accountability around people who are committing DFSV, create an integrated system to support victim survivors, and to change the underlying social conditions that drive DFSV.

The MEAP is intended to be used by all partners in delivering the reforms under the DFSV Framework, including all government agencies with responsibilities for actions. In this way, it supports transparency and consistency as we work towards shared outcomes, and helps in our efforts to create an integrated, coordinated, and joined up system.

The MEAP uses common language and terminology to set a shared direction, supporting us to work together to achieve our shared goals. It enables joint accountability for outcomes across government agencies and organisations. Tracking progress on outcomes helps us to ensure greater accountability of government strategies and investment and encourages a culture of peer review and continuous learning.

## 2.2. Continuous improvement is a dynamic process

The MEAP should be considered a 'living document'. It is based on the available evidence and is intended to be reviewed periodically so it remains relevant over time. This is especially the case in DFSV given the complex nature of the issues, the intergenerational changes we are striving for, and the context within which this is taking place. The evidence base and our understanding of DFSV is constantly growing, and the MEAP will respond to research into new priority areas, emerging outcomes, newly available data, lessons learned and innovative ways to measure change. This is especially important as the reform is being implemented through a continuous improvement approach.

Drivers of DFSV are further reinforced by factors which influence the severity and frequency of violence. One of the key reinforcing factors in the Northern Territory is high levels of harmful alcohol use across all parts of the community.<sup>29</sup> On its own, alcohol does not explain violence. It cannot be simplistically seen as a 'cause' of violence, both because violence occurs where alcohol is not involved and because many people consume alcohol but are never violent.<sup>30</sup> However, across Australia, for both Aboriginal and non-Aboriginal people, alcohol can weaken people's capacity for positive and respectful behaviour, thereby contributing to the likelihood and severity of violence.

Other social factors, like homelessness, insecure housing, financial insecurity, disadvantage, and interactions with the justice and child protection systems, do not cause DFSV but they may contribute to vulnerability, compound the conditions for violence, increase the severity of violence, and make it harder for victim survivors to seek help.<sup>31</sup>

Responding to the drivers of violence, as well as the reinforcing factors, must be central to our policy responses to DFSV.

There are specific levers that Government can use to effect change. The evidence shows that when we apply these levers we will see change. These levers provide the rationale for the DFSV reforms in the Northern Territory.

Our theory of change, outlined in section 4.2, involves a focus on actions in these key areas:

- Increasing our efforts in primary prevention and early intervention to build community understanding of DFSV and shift attitudes and behaviours. This includes Aboriginal community led solutions, and a focus on programs for people who commit DFV.
- Maintaining and improving supports for victim survivors to reduce the impacts of DFSV, and keep pace with growing demand.
- Supporting a coordinated response that values an evidence based, continuous improvement approach, underpinning the success of all other proposed reforms.

### 3. Explanation of the elements within the MEAP

The MEAP contains key elements that help us to describe what change looks like, how we aim to get there and how we will measure the impact. These elements are all featured in the theory of change, program logic and data matrix tools in the document.

**VISION** – is an aspirational statement describing what we want to achieve. The vision for the DFSV Framework is that Territorians are safe, respected and free from violence wherever they choose to live, work, learn and play.

**DOMAINS** – describe the broad areas in which action may occur. They help us prioritise where focus and investment are required, and they also provide a logical structure for grouping related activities. Actions usually fall under more than one domain since domains are intersecting. This reflects the reality that prevention, early intervention, response and recovery, and systemic enablers and reform, do not represent a linear progression. There are 4 domains under the DFSV Framework, pictured in Figure 2.

**OUTCOMES** – are the changes we want to achieve. They clearly articulate what success looks like, and what difference is being made to the lives of Territorians. Short- and medium-term outcomes help us to identify our desired changes on the pathway to longer term change. There are 5 long term outcomes under the DFSV Framework, pictured in Figure 2. These span across the four policy domains and should be seen as overlapping; without work to achieve each one of these outcomes, it will mean we cannot achieve our overarching vision.

**OUTPUTS** – are the actions (such as the actions under Action Plan 2) we are proposing to undertake to achieve the outcomes. These are grouped together under the domains.

**INDICATORS** – measure the specific detail about what will change and how we will know if we are making progress. They help us count the size, amount or degree of change required.

**INPUTS** – are what is needed to undertake the key actions and bring about change, such as the amount of funding, staffing or legislative frameworks.

These key elements of inputs, domains, outputs, outcomes and vision all come together in a **Theory of Change**, represented visually in a program logic. This explains how and why we expect change to occur as we work to achieve our vision. The program logic illustrates the identified actions to create change, and how they are connected to short-, medium- and long-term outcomes. It also describes the key inputs we need in place to facilitate change. This is a dynamic process and acknowledges that the expected pathways of change can be disrupted by external factors. The theory of change is described narratively at Section 4.2 and the program logic is at Section 4.4.

While the theory of change and program logic represent how and why we expect change to occur, the Data Matrix guides us in how we will measure this change. This tool outlines the indicators we have identified to monitor and evaluate the activities and the reform overall, and from where the data will be collected. The development of the Framework used a 'top down' approach, so identification of the outcomes, indicators and measures were intentionally not limited by data availability. Some data gaps have been identified through this process, and the Northern Territory Government will continue to work to identify suitable proxy measures or other ways to capture the required missing data. The data matrix is available at Section 5.1. Each of the major actions under Action Plan 2 will also have its own program logic and data matrix, developed by the lead agency in alignment with the MEAP, and with the support of the DFSVR Division, as part of the project management process.

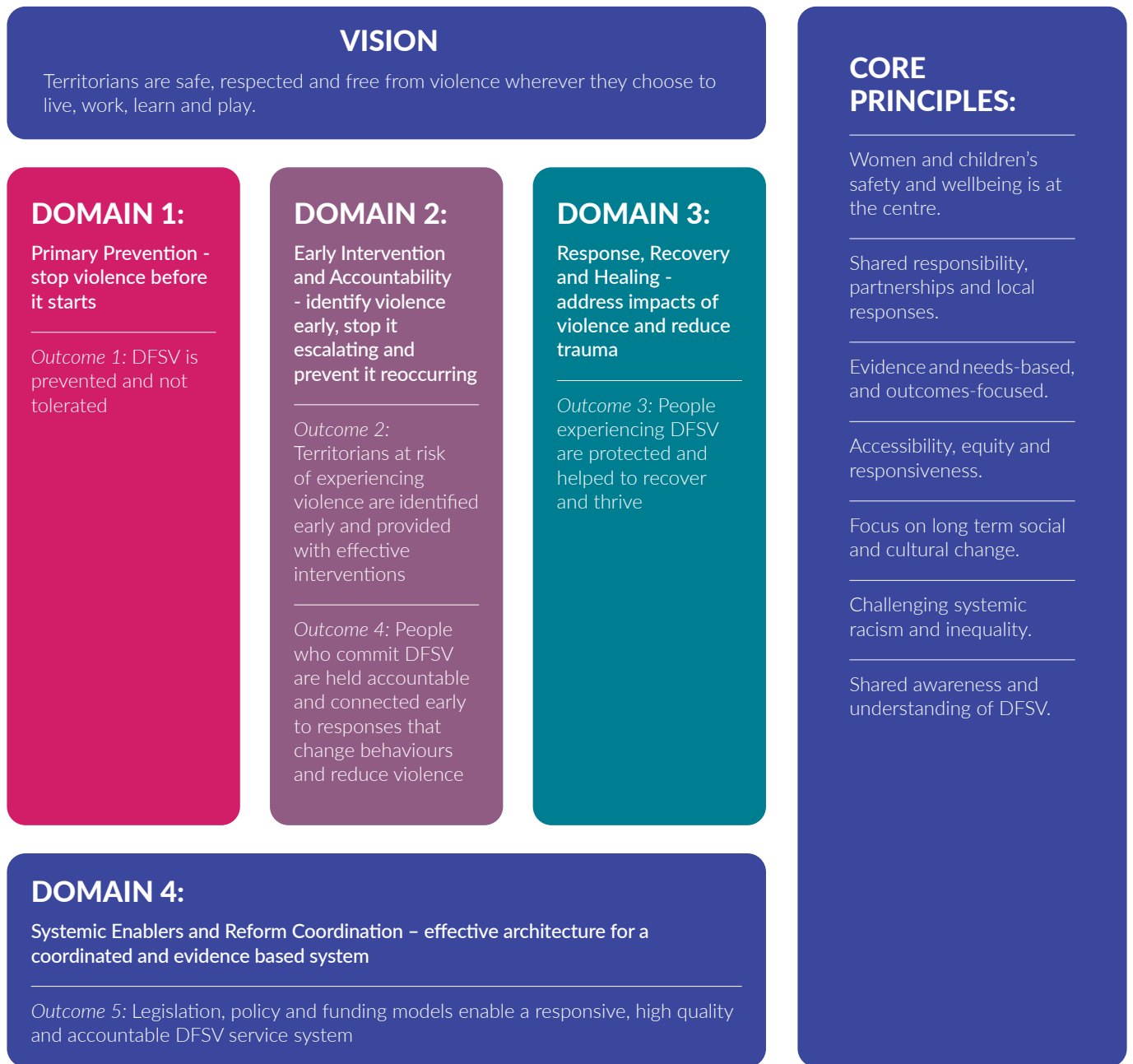


Figure 2 - NT DFSV Framework vision, domains and outcomes



## 4. How will we achieve change?

The evidence tells us that to prevent, reduce and ultimately end DFSV, actions must be taken to address its underlying drivers. While there is no single cause of DFSV there are certain factors that consistently predict or drive it.

### 4.1. What are the drivers of DFSV?

There is substantial evidence that gender inequality and rigid gender stereotypes are key drivers of DFSV. DFSV is more prevalent and severe where there are high levels of gender inequality. Gender inequality creates the conditions where DFSV can occur, is tolerated, justified and/or condoned.

Gender inequality intersects with other forms of inequality, influencing the experience, risk, and dynamics of DFSV, as well as the need for distinct service responses. For example, the experiences and intersecting needs of Aboriginal people, people from culturally and linguistically diverse backgrounds, refugees and migrants, people with disability, older people, people who identify as LGBTIQ+, people living in regional and remote areas, sex workers, and people who have been incarcerated must all be considered in our policy approach. These complex experiences intersect with gender inequality and result in unique and often compounding forms of oppression, discrimination and violence.

In addressing Aboriginal family safety, it is important to recognise the ongoing discrimination and inequality faced by Aboriginal people as a driver of and context for DFSV. The ongoing impacts of dispossession, colonisation, structural disadvantage, the destruction of culture, racism, intergenerational trauma, and the fracturing of families and communities must be acknowledged as key contributors to Aboriginal people's experience of DFSV.<sup>4</sup>

Aboriginal people and communities across the Northern Territory have consistently identified the problem and enormous impact of DFSV on their lives and wellbeing, especially on Aboriginal women and children. DFSV is not part of Aboriginal culture, and Aboriginal communities have also identified the important roles that Aboriginal men play in modelling positive and respectful relationships with women and children, each other and the broader community, and the critical importance

of Aboriginal culture and cultural strengthening as a protective factor against violence.<sup>5</sup>

While we all have a responsibility to work together to prevent violence against Aboriginal women and children, the solutions must be led by Aboriginal people and communities, in line with the principles of self-determination, community control and community leadership. The Northern Territory Government is committed to self-determination and the priority reforms of Closing the Gap, including a commitment to transfer decision making, control and resources, where appropriate, to Aboriginal communities and Aboriginal Community Controlled Organisations.<sup>6</sup>

Drivers of DFSV are further reinforced by factors which influence the severity and frequency of violence. One of the key reinforcing factors in the Northern Territory is high levels of harmful alcohol use across all parts of the community. On its own, alcohol does not explain violence. It cannot be simplistically seen as a 'cause' of violence, both because violence occurs where alcohol is not involved, and because many people consume alcohol but are never violent. However, across Australia, for both Aboriginal and non-Aboriginal people, alcohol can weaken people's capacity for positive and respectful behaviour, thereby contributing to the likelihood and severity of violence.

Other social factors, such as homelessness, insecure housing, financial insecurity, disadvantage, and interactions with the justice and child protection systems, do not cause DFSV but they may contribute to vulnerability, compound the conditions for violence, increase the severity of violence, and make it harder for victim survivors to seek help. The drivers of, and thus the solutions to, DFSV intersect with – and depend upon – addressing these “upstream” issues. Alignment with, and collaboration on, Territory and national reforms in these related policy areas is an important pathway to achieve this. The path to eliminating DFSV will require sustained and coordinated efforts beyond the scope and life of the existing DFSV Framework to address the complex social, economic and environmental factors that contribute to the attitudes, values and structures that support DFSV.

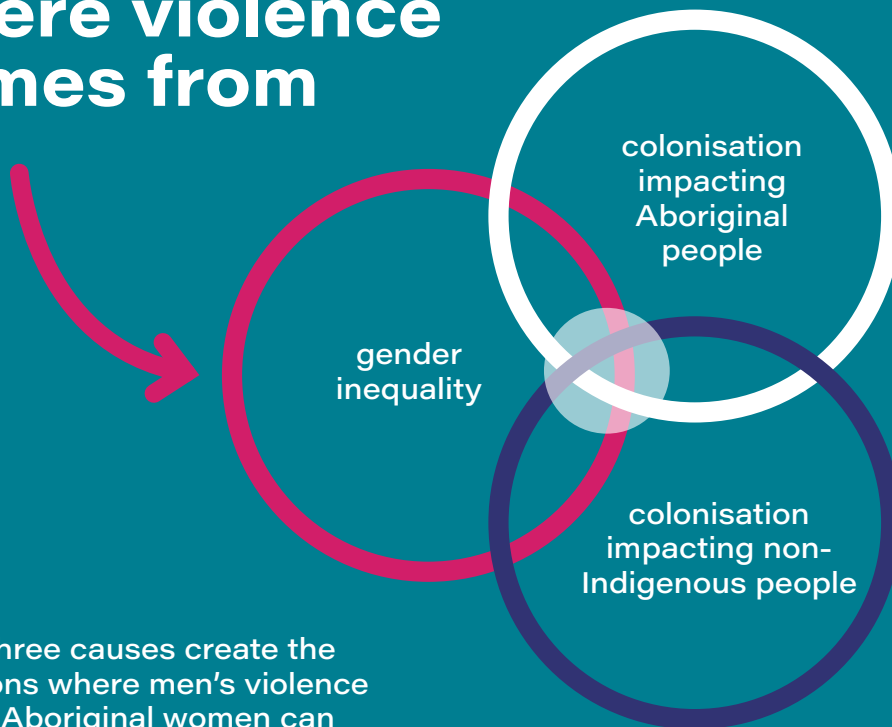
**Men's violence** against Aboriginal women is at increased risk due to three key causes:

**1. Women and men not being equal**

**2. The harm colonisation continues to do to** Aboriginal people, including

**3. The power and benefits that society gives non-Indigenous people** over Aboriginal people

## This is where violence comes from



These three causes create the conditions where men's violence against Aboriginal women can happen, or means that people don't take men's violence against Aboriginal women as seriously, or they think men's violence against Aboriginal women is normal.

**Figure 3** – This is where violence comes from, from Girls Can Boys Can Project Handbook (Tangentyere Council) reprinted with permission from M. Corbo and Dr C. Brown

## 4.2. Theory of change

Addressing the underlying drivers that drive the high rates of DFSV in the Northern Territory, including gender inequality, discrimination and inter-generational trauma, requires generational change. At the same time, we need to respond to the violence that has already occurred, and reduce the impacts of this violence on victim survivors.

The DFSV Framework recognises that no single approach on its own will achieve sustained changes in the long-term. Rather, focussed effort across all four domains (Prevention, Early intervention, Response and Recovery, and Systemic Enablers and Reform) must be made with contributions from all members of our society.

There are specific levers that Government can use to effect change. There are three key levers that underpin our theory of change for the DFSV Framework and its action plans:

### 1. Increasing our efforts in primary prevention and early intervention to build community understanding of DFSV and shift attitudes and behaviours.

Most investment in DFSV in the Northern Territory has been on the response end. The burden is heavy on crisis accommodation and refuges, legal services, police, courts, prisons, child protection, and hospitals. Comparatively little investment has been seen in prevention or early intervention.

To order to prevent DFSV, we need to stop violence before it starts, and prevent it escalating once it has emerged. A refocussing of attention is needed towards activities that aim to address gender inequality, educate community members about safe, healthy and respectful relationships from their earliest years, and support Aboriginal community led solutions in line with the Closing the Gap Priority Reforms. Men also have an important role to play in constructively engaging with and challenging attitudes and behaviours that condone inequality and DFSV.

We know that stopping DFSV is not possible without sustained interventions with people who are using violence. Programs for people who commit DFV are one of the most under-developed aspects of responses to DFV in the Northern Territory. While the evidence base for Men's Behaviour Change Programs is still emerging, they are recognised nationally as an important component in the DFSV service system. Significant expansion and coordination is required in programs in both prison and community settings for people who have committed DFV. This is also an essential component of the implementation of the Government's sentencing reforms, under which courts can sentence offenders to attend DFV programs as part of new orders.<sup>10</sup>

Any refocusing on primary prevention and early intervention should not come at the cost of investment and focus on response and recovery. If response and recovery are not fully supported, the cycle will continue no matter how much prevention work is funded.

We expect that increasing our efforts in prevention and early intervention will, in the longer term, begin to shift the burden away from the tertiary response system.

### 2. Maintaining and improving responses for victim survivors to reduce the impacts of DFSV and keep pace with growing demand.

The high (and growing) rates of DFSV in the Northern Territory mean that investment in response and recovery must be maintained and keep pace with existing and growing demand.

Increases in primary prevention and early intervention are likely to result in additional demand on crisis responses, as early identification and anti-violence messaging enable increased disclosures. Additionally, any premature reduction in response and recovery may imply that the Northern Territory does not prioritise the well-being of victim survivors. This would undermine prevention and early intervention messages and deter reporting and help-seeking behaviour.

Reducing the impacts of DFSV requires a strong response system that prioritises safety, respect, compassion and support for victim survivors, including children. It is very hard for victim survivors to report violence to police, engage in the justice system, and seek help from services. Coercive control and a range of other factors can trap victim survivors in violent relationships. Victim survivors say they can be ignored, blamed or treated disrespectfully when they reach out for help. This contributes to the continuation of violence.

### 3. Supporting a coordinated response that steers reform.

A coordinated response to DFSV is essential because of the serious risks of DFSV. If responses are inconsistent and siloed, there is a risk that relevant information may be fractured across organisations, under different legislative frameworks and service systems. This may result in unnecessary complexity, confusion, duplication, service gaps or inconsistent practices at best, and serious harm or death at worst.

Working together as part of one joined up system is the most important thing that Government can do to reform the response to DFSV and underpins good practice responses to DFSV across Australia and internationally. This is why the Government appointed a Minister for the Prevention of DFSV. This is why we have a Family Safety Framework where all relevant services work together. This is why we have one risk assessment and management framework so there are shared understandings and practices to help us communicate. These help the entire service system work together, keep people who commit DFSV in view, and keep victim survivors safe. These elements require ongoing attention to ensure implementation progresses.

A coordinated response also relies heavily on the involvement of the non-government and Aboriginal community-controlled sectors.

The Theory of Change includes a whole-of-government coordination mechanism (DFSVR Division) to wrap around all other activities and lead consistent and evidence-based DFSV policy and practice. The mechanism has stewardship for the reforms and the enablers; these are the foundations that support our actions to achieve our desired outcomes. They include supporting a skilled frontline workforce, progressing policy and legal reform, building and sharing the evidence base, a continuous improvement approach, evaluation, leadership, governance, workforce and accountability). A coordinated approach is critical to the success of all other proposed reforms.

### 4.3. Pace of change

Reducing DFSV requires long-term, sustained and collaborative efforts. It is acknowledged that our goal (the elimination of violence against women and their children) is a long term one. Change is generational and requires ongoing commitment, investment and monitoring.

We need to be careful in how we define and measure success. For example, we all want to see the rates of DFSV decrease. However, while it may seem counter-intuitive, demand for services and reporting of DFSV is expected to *increase* in the medium term as a result of improved responses and prevention efforts under the DFSV Framework. Improved attitudes towards and understanding of DFSV within the community will drive increased reporting and service demand.<sup>12</sup> A program aimed at improving access to support services or training universal workers in identifying DFSV at the earliest stages, may increase the rate of violence reported in the community. This may not actually reflect an increase in violence experienced but rather correct existing underreporting of violence. This can be seen as a measure of success, as victim survivors are more supported to disclose DFSV and seek help.

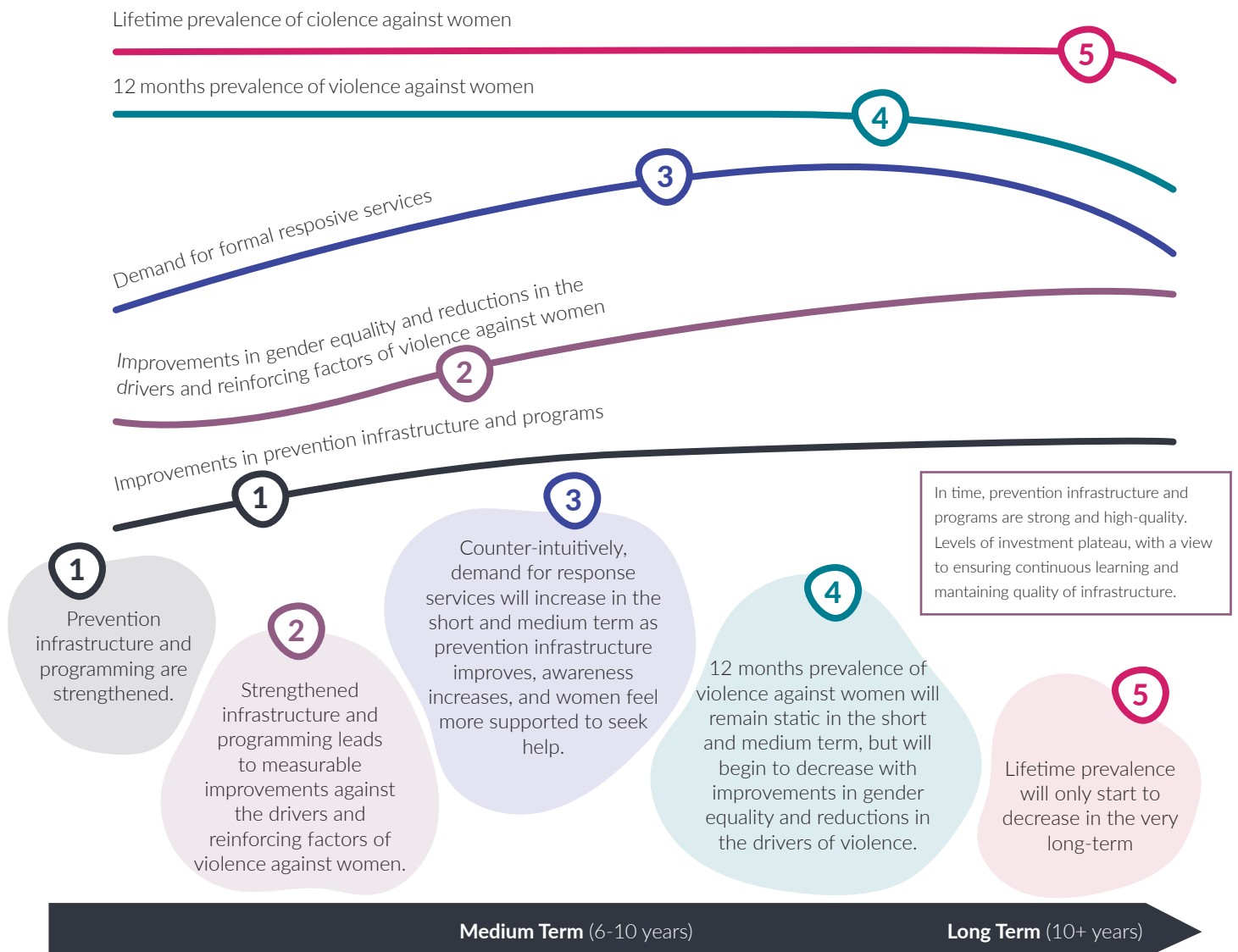
It is estimated that globally, less than 40% of violence against women is ever reported, and less than 10% is ever reported

to police.<sup>13</sup> Nine out of 10 women in Australia who have experienced sexual assault have never reported it or sought help of any kind.<sup>14</sup> Therefore, although the reported rates of DFSV are high, the actual prevalence rates are likely to be far higher. This is one of the many reasons why an increase in reports does not necessarily mean an increase in incidents – it may be that efforts to address DFSV will result in a spike in reporting, as victim survivors are more able to identify and report DFSV.

Within this context, an increase in reporting rates would be considered a measurement of program success.

The evidence shows that declines in the *prevalence* of violence will likely be a more objective indicator of a program's success in the very long term, as improvements to the service system and external influences that impact attitudes, values and structures that support DFSV are implemented and take effect.<sup>15</sup> As we have seen with the impact of COVID-19 on the rates of DFSV, factors beyond our control (such as pandemics, financial recessions and natural disasters) may also impact on prevalence rates.<sup>16</sup>

Understanding the pace of change is also useful in underlining the need for short-, medium- and long-term outcomes, and the ways we can measure and monitor changes and achievements along the longer-term reform journey.



**Figure 4** - The expected process of change: progress in prevention of violence against women in Australia, from Our Watch Counting on Change, reprinted with permission





### 4.4 System level program logic<sup>17</sup>

The program logic is a visual representation of the theory of change. This explains how and why we expect change to occur as we work to achieve our vision. The program logic illustrates the identified actions to create change, and how they are connected to short-, medium- and long-term outcomes. It also describes the key inputs we need in place to facilitate change. This is a dynamic process and acknowledges that the expected pathways of change can be disrupted by external factors. The program logic includes actions under Action Plan 2 and key ongoing initiatives under Action Plan 1 (pink)

**The problem: DFSV is a problem of epidemic proportions in the Northern Territory. Not only is it a human rights violation but it has devastating and long-term impacts for families, communities and society as a whole.**

Inputs	Domain	Output (Action)	Short term outcome (2-3 years)
<p>Shared vision, understanding, tools, policies and practice framework</p> <p>Investment</p> <p>Respect and compassion for victim survivors</p> <p>Strong governance</p> <p>Aboriginal leadership of solutions for DFSV in Aboriginal communities</p> <p>Capable, adequate and supported workforce – universal, statutory and specialist</p> <p>Integrated and coordinated service system</p> <p>Time, consistency, commitment – a long term reform view</p> <p>Monitoring, evaluation and continuous improvement</p>	<p><b>PRIMARY PREVENTION: STOPPING VIOLENCE BEFORE IT STARTS</b></p>	1.1: Respectful Relationships Education in education and care settings	<p>Territorians have access to evidence-based education about healthy, safe and respectful relationships Community members are engaged in conversations on healthy relationships and coercive control</p> <p>DFSV initiatives for Aboriginal people are designed and led by Aboriginal people and organisations</p> <p>The NT has a DFSV workforce that is capable and effective.<sup>18</sup></p>
		1.2: Community Awareness Campaign – Safe, Respectful and Healthy Relationships – What do they look like?	
		NO MORE Primary Prevention Campaign	
		1.3: Aboriginal community-led prevention initiatives	
		1.5 (a-c): Continue, expand and evaluate the Safe, Respected and Free from Violence prevention grants	
		1.6: Continue to support and grow Primary Prevention capability and capacity in the NT through the NT Primary Prevention Community of Practice and the Our Watch Primary Prevention Officer Partnership	
		1.8 Support actions under the NT Gender Equality Action Plan 2022-2025 to address the drivers of gender-based violence	
	1.4: Specialist Sexual Harassment Prevention Officer in NT Worksafe	Employers and employees have access to specialist information and support on sexual harassment	
	1.7: Implement the NT-relevant Respect@Work Report recommendations		
	<p><b>EARLY INTERVENTION AND ACCOUNTABILITY: IDENTIFY EARLY, STOP VIOLENCE ESCALATING AND PREVENT IT REOCCURRING</b></p>	2.1(a-c): Expand programs in prison and community settings for people who have committed DFV, under a single best practice inter-agency framework	<p>People who commit DFV receive programs in prison, on remand and in the community</p> <p>Programs are aligned to an evidence based and consistent framework</p> <p>DFSV initiatives for Aboriginal people are designed and led by Aboriginal people and organisations</p>
		2.3 Evaluate perpetrator programs in the NT	
		2.2(a-e): Strengthen the specialist DFV court in Alice Springs	Victim survivors have access to appropriate support to address immediate impacts of DFSV
		2.4-2.9: Implement the RAMF within NT Government agencies and universal services	
		2.10 Early intervention program for young people	Victim survivors have access to appropriate support to address immediate impacts of DFSV
2.11 Strengthen the understanding and response of disability and seniors' specialist services to DFSV including elder abuse		DFSV initiatives for Aboriginal people are designed and led by Aboriginal people and organisations	

Medium term outcome (3-5 years: timeframe is program dependent)	Long term outcome	IMPACT
<p>Territorians understand and can identify healthy, safe and respectful relationships</p> <p>Territorians report incidents of DFSV.</p>	<p>DFSV is prevented and not tolerated</p> <p>Territorians hold attitudes that reject DFSV</p> <p>Territorians support gender and racial equality</p>	<p><b>VISION: Territorians are safe, respected and free from violence wherever they choose to live, work, learn and play</b></p>
<p>Territorians report incidents of DFSV (sexual harassment).</p> <p>Victim survivors feel respected, safer and less traumatised when interacting with services, and are supported to make decisions about their situation</p>		
<p>People who have committed DFSV understand the impact of their violence, take responsibility for their violence and choose to change their behaviours</p> <p>The NT has a strong and integrated DFSV service sector<sup>19</sup></p>	<p>Territorians who commit DFSV are held accountable and connected early to responses that change their behaviours and reduce violence</p> <p>DFSV is prevented and not tolerated</p> <p>The long-term impact of DFSV on victim survivors' lives is reduced and they are helped to recover and thrive</p>	
<p>People who have committed DFSV understand the impact of their violence, take responsibility for their violence and choose to change their behaviours</p> <p>Victim survivors feel respected, safer and less traumatised when interacting with services, and are supported to make decisions about their situation</p> <p>The NT has a strong and integrated DFSV service sector</p>		

### 4.4 System level program logic<sup>17</sup> (continued)

Inputs	Domain	Output (Action)	Short term outcome (2-3 years)
(as above)	<b>RESPONSE, RECOVERY AND HEALING : ADDRESS IMPACTS OF VIOLENCE AND REDUCE TRAUMA</b>	3.1: Specialist supports for children experiencing DFSV	Victim survivors have access to appropriate support to address the immediate impacts of DFSV
		3.2: DFSV counselling for women prisoners	
		3.3 (a-d): DFV housing responses for victim survivors	
		3.4: Improve DFSV responses in NT hospitals and health settings	
		3.5: Specialist DFV Prosecutor and Enhanced Witness Support	
		3.6: Police and DFSV Specialist Sector Co-responder model	
		3.7: Increase funding for Specialist Services Grants	
		3.8: Consider DFSV risks in emergency response and recovery planning, to support DFSV emergency planning	
		3.9: Support NT public service to lead the way on DFSV responses in NT workplaces	
		3.10: Crisis accommodation & wraparound services for victim survivors	
		3.11 Establish culturally safe, Aboriginal-led, community-based, specialist sexual assault service(s)	
		3.12 Improve capability at the Ruby Gaea Darwin Centre Against Sexual Violence	
	<b>SYSTEMIC ENABLERS AND REFORM: EFFECTIVE ARCHITECTURE FOR A COORDINATED AND EVIDENCE BASED SYSTEM</b>	4.1(a-f): Whole of government coordination of DFSV reform	<p>There is a co-ordinated system to prevent and respond to DFSV in NT</p> <p>DFSV initiatives for Aboriginal people are designed and led by Aboriginal people and organisations</p> <p>The NT has a DFSV workforce that is capable and effective</p> <p>DFSV responses are subject to monitoring, evaluation and continuous improvement</p>
		4.2 Strengthen the FSF model and improve its ability to achieve DFV safety and accountability outcomes	
		4.3 Develop and publish DFSV data for the NT	
		4.4 Continue to strengthen DFV information sharing	
		4.5: Establish the DFSV Resource Centre	
		4.6: Continue to build workforce capability in DFV RAMF, including for universal service workers	
		4.7: Build DFSV research capacity in the NT	
		4.8: Review and reform the DFV Act and sexual offences legislation	
		4.9: Training in sexual violence identification and responses	
		4.10: Develop DFV practice and service standards for specialist services	
		4.11: Sharing and Strengthening Our Practice biannual conference	
		4.12: Continue to support DFSV sector development through NTCOSS DFSV Policy Officer Project and consider establishment of NT DFSV peak.	
		4.13: Align multi agency risk management approaches to DFSV under the RAMF	
4.14: Introduce performance measures for services providers that reflect objectives of prevention, victim safety, and accountability.			
4.15: Support supervision and practice management support for specialist services			



Medium term outcome (3-5 years: timeframe is program dependent)	Long term outcome	IMPACT
<p>Victim survivors feel respected, safer and less traumatised when interacting with services, and are supported to make decisions about their situation</p> <p>The NT has a strong and integrated DFSV service sector</p>	<p>The long-term impact of DFSV on victim survivors' lives is reduced and they are helped to recover and thrive</p>	<p><b>VISION: Territorians are safe, respected and free from violence wherever they choose to live, work, learn and play</b></p>
<p>The NT has a strong and integrated DFSV service sector</p>	<p>There is a coordinated and evidence based system to prevent and respond to DFSV</p> <p>Legislation, policy and funding models enable a responsive, high quality and accountable DFSV service system</p> <p>Territorians who commit DFSV are held accountable and connected early to responses that change their behaviours and reduce violence</p>	

## External factors

These may be risks, barriers and challenges outside of the control of the DFSV Framework that have the potential to derail this change process.

- Shifting political leadership at Northern Territory or federal levels.
- Shifting or inadequate DFSV-related investment and commitments within and across different communities in the Northern Territory from the Australian Government.
- Shifting investment and commitments in other policy areas that may influence determinants of violence.
- Structural, social, economic and demographic changes that may influence determinants of violence.
- Impact of ongoing efforts to improve the lives of Aboriginal and Torres Strait Islander people, including Constitutional recognition of a Voice to Parliament, Treaty, and the National Agreement on Closing the Gap.
- Natural disasters and significant events such as pandemics, emergency response activities, and community conflict that have an impact on increased DFSV.
- Changes to sector leadership and workforce and impact on workforce capacity and capability to prevent and respond to DFSV.
- Workforce constraints including inadequate investment, staff retention and burnout.
- Changes in the availability of alcohol and other drugs.
- Changes in policing practices and priorities.
- Changes in Northern Territory or federal legal and policy frameworks that inadequately protect victim survivors or respond to people who commit DFSV.
- Community resistance to social change.

## Assumptions

- Appropriate data is available for the identified indicators and measures to demonstrate effectiveness of initiatives.
- It is possible to demonstrate the impacts of a program on a specific indicator without the influence of other programs operating in the same community at the same time.
- The required data on specific population cohorts is available to measure program outcomes.
- Territorians are receptive to programs that aim to prevent and respond to DFSV.
- Aboriginal leaders, communities and organisations want to, and have capacity to, be involved in programs that prevent and respond to DFSV.
- There is a skilled and sufficient specialist DFSV workforce available in the Northern Territory.
- Aboriginal-led programs have an improved impact on the prevalence of violence.
- The choice of indicators is often limited, which may impact the ability to develop a clear causal link between the program activities and certain outcomes. Some measure may therefore only be indicative of a program's effect. For example, qualitative measures of program satisfaction or data on program use will provide some indication on a program's reach and/or quality but its effectiveness in changing attitudes to violence would require other information that may be more difficult to collect.
- Levels of receptivity and understanding of the gendered nature of DFSV will impact the pace of progress of primary prevention initiatives.
- In some cases it may not be possible to entirely isolate the impacts of a program on a particular indicator, for example, where there are other programs that have been introduced in a community at the same time, or where data is not collected at the right intervals of a program's lifecycle.
- Information on specific population cohorts, may not be available. Some assumptions may need to be made to match available data to these cohorts. These assumptions would be validated with appropriate engagement of affected cohorts.
- Program delivery is undertaken according to evidence based best practice.

## 5. System level data matrix - measuring change

While the program logic represents how and why we expect change to occur (the theory of change), the data matrix guides us in how we will measure change. This tool identifies the data that will need to be collected to monitor and evaluate the activities, and the reform overall.

Data is crucial to understanding DFSV, measuring our progress towards ending it, and informing decisions about funding, service design and delivery.

However, it is recognised in both the Northern Territory and nationally that DFSV data is spread across the system, with variable quality, alignment or availability, and with many gaps. This causes significant challenges, including:

- many of the datasets drawn upon to measure reform achievements are built on legacy requirements or designed for alternative primary functions
- the ability to disaggregate data for priority communities, for example Aboriginal people, young people, and culturally and linguistically diverse communities, is limited due to poor quality demographic data and the variability in accurately capturing and recording demographics. This causes gaps in data visibility for priority groups
- the ability to disaggregate the data based on relationship between victim and offender
- inconsistent ways of defining DFSV across services, sectors, agencies and jurisdictions
- different agencies use different regional areas to organise their data collections
- while national surveys can provide a more accurate picture of prevalence than administrative data, they face challenges collecting responses in very remote areas and so are limited in their ability to accurately reflect the true prevalence of violence in the Northern Territory.

As this is the first MEAP for the DFSV Framework, it is acknowledged that not all data required for a rigorous measurement of the identified outcomes is currently available and that it will take time to identify and collect. However, in the short to medium term, the DFSV Framework is not constrained by data availability. The DFSVR Division will identify priority areas for strengthening existing data sets and future data collection opportunities using a staged approach. This will include alignment with the Closing the Gap Priority Reform 4 (shared access to data and information at a regional level) as well as the principles of Indigenous data sovereignty.

For example, there would be benefit in working to expand the Northern Territory coverage of nationally representative surveys on experiences of violence and community attitudes, to better represent specific cohorts in the Northern Territory population. This will require close engagement with Australian Government agencies.

Integrating the MEAP into program planning and monitoring and evaluation activities to help create a more holistic picture of reform outcomes and impacts at the project, service and program level will be important. By clearly articulating to service providers (and agency program managers) the outcomes sought to be measured, and guiding the collection of relevant data, building consistent data into program design will be encouraged. This will need to be progressed within available resources.

The Data Matrix at 5.1 will be further developed by the DFSVR Division, including further consideration of indicators, baselines and data sources in collaboration with project leads from all agencies.

## 5.1. Data Matrix

Key Evaluation Questions	Program logic alignment	Indicator
(Program specific)	<b>Actions (outputs)</b>	
1. What actions, programs, systems or practice reform have been implemented under each policy domain?	1.1 Respectful Relationships Education (RRE)	Development and endorsement of the RRE model; RRE trainers employed and in place
	1.2 Community Awareness Campaign	Aboriginal organisation(s) commissioned to deliver the campaign; Campaign developed and delivered
2. Was the program implemented in accordance with the initial program design?	1.3 Aboriginal community-led prevention initiatives	Program guidelines and implementation plan designed with ACCOs; remote sites identified based on readiness and existing service infrastructure
	1.4 Specialist Sexual Harassment Prevention Officer	Specialist position created and filled
3. Was the program rollout completed on time and within the approved budget?	2.1(a-c) Expand programs for people who have committed DFV under new Framework	Inter-agency framework developed; Implementation plan developed; Increase in the number of DFV programs; Programs are aligned to evidence-based Framework
4. What are the key factors that have enabled or acted as barriers to progress in each policy domain (including consideration of resources, governance and capacity building mechanisms)?	2.2(a-e) Strengthen specialist DFV court in Alice Springs	New legal services in place; New non-legal support services in place; Development and delivery of education package
	2.4-2.8: RAMF Implementation	RAMF Implementation Plans in place
	3.1 Specialist supports for children experiencing DFSV	Grant guidelines developed; 6 new programs operational
	3.2 DFSV counselling for women prisoners	Service for women in prison is established and operational
	3.3 DFV housing responses	New DFV worker in visitor accommodation
5. Are there any adjustments to the implementation approach that need to be made?	3.4 Improve DFSV responses in NT hospitals and health settings	Project model and implementation plan developed; DFSV response procedures in place in identified settings
	3.5 Specialist DFV Prosecutor and Enhanced Witness Support	Specialist DFV Prosecutor and four new DFV Witness Assistance Services officers employed in the Local Court
6. Are more or different Key Performance Indicators required?	3.6 Police Co-responder model	Program model developed; Police CRAT modified; new teams established
7. Is the right data being collected in an efficient way?	3.8 DFSV in emergency responses	Framework co-designed
	4.1(a-f) Whole of government coordination <sup>22</sup>	Governance structure established; All roles recruited to; Monitoring, evaluation and accountability strategy developed; RAMF review and expanded RAMF modules completed; Death Review established; Aboriginal Advisory Board (AAB) members appointed and regular meetings held
	4.2 Strengthen the FSF model	FSF Coordinator and Nhulunbuy Intelligence Officer established, Intelligence Officer roles re-structured to AO4
	4.3 DFSV Data Snapshot	Data Snapshot developed
	4.7 DFSV Research	Funding identified and research priority program developed
	4.13 Align multi agency DFSV responses with RAMF	Guidelines aligned

Baseline	Target	Data source
N/A (new program)	Model developed and endorsed by 2023-24; RRE trainers employed within 6 months	Progress reporting
N/A (new campaign)	At least one Aboriginal organisation commissioned to deliver the campaign; Campaign developed within 12 months; Campaign delivered within 24 months	Program reporting
N/A (new program)	Guidelines designed, projects commenced by 2023-24	Program reporting
N/A (new program)	Specialist position created and filled within 6 months; Work plan created within 6 months	NT WorkSafe Program data
Prison (under 2 years) = 0 Remand = 0 Community = 2	Framework and implementation plan developed by end 2023-24; NT Correctional Services programs reviewed and commence by 2023-24; expanded community programs commence 2024-25; All DFV programs aligned to the Framework	Progress reporting (AGD, TFHC, DFSVR Division)
0 legal and 1 non legal currently funded for this purpose	Legal services and non-legal supports in place within 12 months; legal education package in place within 18 months	Progress reporting (AGD specialist court)
0	RAMF Implementation Plans in place within 12 months	Progress reporting (agency)
2 child-focussed positions	At least 6 new specialist DFSV programs for children experiencing DFSV established within 12 months	Progress reporting (TFHC program data)
N/A (new program)	Counselling service for women in prison established and operational within 12 months	Progress reporting (AGD program data)
N/A (new program)	One new worker in visitor accommodation within 12 months	Progress reporting (TFHC program data)
N/A (new program)	Project model and implementation plan developed within 12 months	Progress reporting (NT Health program data)
0 specialist prosecutors, 4 WAS	New WAS and prosecutor within 12 months	Progress reporting (AGD program data)
N/A (new program) Existing CRAT	Program model developed within 12 months; CRAT modified within 12 months; New team established within 12 months	Progress reporting (NT Police program data)
N/A (new program)	Framework co-designed within 12 months	Progress reporting
N/A	Structure and recruitment finalised by end Quarter 1 2023-24; RAMF review completed within 12 months; Death Review established within 12 months; 3 AAB meetings in 2023	Progress reporting
4 Intelligence Officers	Positions filled and re-structured within 6 months	Progress reporting (NT Police program data)
N/A (new program)	Data Snapshot developed within 12 months	Website analytics
N/A (new program)	Program in place within 24 months	Progress reporting
N/A	Guidelines aligned within 12 months	Progress reporting

Key Evaluation Questions	Program logic alignment	Indicator
<p>1. Were the intended outcomes achieved as set out in Action Plan Two?</p> <p>2. Did the program contribute to achieving the outcomes as anticipated? If so, to what extent?</p> <p>3. Were there any unintended consequences?</p> <p>4. Have other investments influenced the attainment of the program's aims and objectives? If so, in what way?</p> <p>5. Was the program delivered cost-effectively?</p> <p>6. What changes could be made to ensure outcomes are achieved more effectively and efficiently?</p>	<b>Short-term outcomes</b>	
	Territorians have access to evidence-based education about healthy, safe and respectful relationships	Increase in number of education and care settings delivering RRE and participants receiving RRE; Teaching staff report increased confidence to deliver RRE
	Community members are engaged in conversations on healthy relationships and coercive control	Increase in the percentage of remote community members who are aware of and participate in the program
	DFSV initiatives for Aboriginal people are designed and led by Aboriginal people and organisations	Increase in the percentage of DFSV initiatives for Aboriginal people that are designed and led by Aboriginal people and organisations; Number of Aboriginal people reached by Aboriginal designed and led DFSV initiatives; Increase in the percentage of surveyed participants who indicate that the initiatives are culturally safe; Increase in percentage of DFSV initiatives for Aboriginal people that have been reviewed by the AAB
	Employers and employees have access to specialist information and support on sexual harassment	Increase in percentage of NT Worksafe staff who feel confident and competent responding to reports of workplace sexual harassment; increase in percentage of surveyed employers and employees who have access to specialist information and support on sexual harassment;  Increase in percentage of NT Worksafe staff completing relevant training.
	People who commit DFV receive programs in prison, on remand and in the community	Increase in percentage of people who have committed DFV who participate in a DFV initiative in prison or community; Number of programs aligned with evidence based framework
	Programs for people who commit DFV are aligned to an evidence-based Framework	Increase in number of programs aligned to Framework
	Victim survivors have access to appropriate support to address the immediate impacts of DFSV	These are program specific and include (for example): <ul style="list-style-type: none"> <li>• Increase in percentage of victim survivors who have access to support to address the immediate impacts of DFSV</li> <li>• Increase in number of specialist children's workers in DFSV programs</li> <li>• Increase in number of women prisoners who have accessed the DFSV counselling service</li> </ul>
	DFSV responses are subject to monitoring, evaluation and continuous improvement	Number and percentage of DFSV initiatives undergoing evaluation and aligned with MEAP; Number and percentage of deaths subject to review; Number and percentage of death review recommendations implemented
	There is a co-ordinated system to prevent and respond to DFSV in NT	Increase in number of NGOs prescribed as ISEs; RAMF training attendance and outcomes; Increase in percentage of surveyed stakeholders who agree the NT DFSV system is coordinated
The NT has a DFSV workforce that is capable and effective	Increase number of Territorians who work with DFV victim survivors and perpetrators who have completed RAMF training; RAMF Training outcomes – increase in number of participants who understand and feel confident to implement their responsibilities under RAMF	

Baseline	Target	Data source
N/A – new measure	TBD in consultation with stakeholders	Progress reporting (DoE)
N/A – new measure	TBD by AAB in consultation with stakeholders	Community survey/focus groups; Program reporting
N/A – new measure	TBD in consultation with stakeholders	Program reporting; Participant survey/focus group; AAB records
N/A – new measure	TBD in consultation with stakeholders	Program reporting (NT Worksafe); Staff surveys; data on page hits and downloads; People Matter survey and People at Work tool
Zero programs on remand; 2 community programs in 3 locations (TFHC)	TBD in consultation with stakeholders	AGD (NTCS), TFHC program data, Specialist court data
N/A – new measure	TBD in consultation with stakeholders	AGD (NTCS), TFHC program data
Specific to each initiative, and will be outlined in each individual schedule's data matrix	TBD in consultation with stakeholders - Specific to each initiative and will be outlined in detail in each individual schedule data matrix	Progress reporting (AGD, TFHC, NT Police, NT Health program data); Specialist Homelessness Services Collection (SHSC) data data; Program evaluations; Acacia system; Staff and client surveys
N/A – new measure	All DFSV initiatives include evaluation aligned with MEAP All DFSV deaths undergo review	DFSV Framework process evaluation DFSVR Division annual reporting
RAMF training data #NGO ISEs at July 2023 (13)	TBD in consultation with stakeholders	Survey DFSV CAWG members and other stakeholders; RAMF Training data
RAMF training data as at 1 July 2023 95% achieved learning goals	TBD in consultation with stakeholders	RAMF Training data

Key Evaluation Questions	Program logic alignment	Indicator
<p>1. Were the intended outcomes achieved as set out in Action Plan Two?</p> <p>2. Did the program contribute to achieving the outcomes as anticipated? If so, to what extent?</p> <p>3. Were there any unintended consequences?</p> <p>4. Have other investments influenced the attainment of the program's aims and objectives? If so, in what way?</p> <p>5. Was the program delivered cost-effectively?</p> <p>6. What changes could be made to ensure outcomes are achieved more effectively and efficiently?</p>	<b>Medium-term outcomes</b>	
	Territorians understand and can identify healthy, safe and respectful relationships	Increase in percentage of surveyed Territorians who identify non-physical violence as a form of DFSV; and other NCAS measures on DFSV awareness and rejection of harmful attitudes
	Territorians report incidents of DFSV.	Increase in number of DFSV reports (including sexual harassment made to NT Worksafe)
	People who have committed DFSV understand the impact of their violence, take responsibility for their violence and choose to change their behaviours	Increase in number and percentage of DFV program participants and completions of programs; Increase in percentage of surveyed partners of DFV program participants who believe their partner understands the impact of their violence; Decrease in percentage of DFV program participants who re-offend (DFV) within 6 months / 2 years / 5 years
	Victim survivors feel respected, safer and less traumatised when interacting with services, and are supported to make decisions about their situation	<p>These are program specific and include (for example):</p> <ul style="list-style-type: none"> <li>• Increase in percentage surveyed victim survivors who indicate that they felt respected and safe in service response and process (specific measures for individual schedules)</li> <li>• Increased DFSV reporting</li> <li>• Self-reported frontline staff DFSV competency, awareness of pathways and service responses</li> </ul>
	The NT has a strong and integrated DFSV service sector	<p>These are program specific and include (for example):</p> <ul style="list-style-type: none"> <li>• Number of NGOs prescribed as ISEs</li> <li>• RAMF training attendance by sector and outcomes</li> <li>• Increase in percentage of DFSV staff that indicate that their work is underpinned by a shared practice framework</li> <li>• Increase in DFSV related referrals from frontline to specialists</li> <li>• Number of ISEs with RAMF implementation plan</li> <li>• Increase in percentage of surveyed DFSV staff who work collaboratively with other members of DFSV workforce</li> <li>• Increase in percentage of surveyed stakeholders who believe the DFSV service sector in the NT is integrated</li> </ul>



Baseline	Target	Data source
N/A –new measure <sup>23</sup>	TBD in consultation with stakeholders	Community level surveys at each site – pre and post initiative; Program data; National Community Attitudes towards Violence against Women Survey (NCAS) - Report for targeted population as well as all Territorians
Zero for sexual harassment (Current data system unable to record)	TBD in consultation with stakeholders	Reported incidents of sexual harassment– data capture to be developed; Australian Human Rights Commission (AHRC) Sexual Harassment Survey; NT Anti-Discrimination Commission (NTADC) and NT Working Women’s Centre (NTWWC) program data; ABS crime data
NA - new measure	TBD in consultation with stakeholders	Pre and post program surveys Criminal justice data AGD data (specialist court) MBCP Program data (TFHC and NTCS) Program evaluations (including partner interviews)
N/A – new measure	TBD in consultation with stakeholders - Specific to each initiative and will be outlined in detail in each individual schedule data matrix	Program data (AGD, NT Health, TFHC, NT Police); Client Surveys; Staff Surveys; Acacia system; Program evaluations; SHSC
N/A – new measure	TBD in consultation with stakeholders - Specific to each initiative and will be outlined in detail in each individual schedule data matrix	Survey of DFSV CAWG members and other stakeholders; RAMF Training data; ISE data; Potential workforce survey

Key Evaluation Questions	Program logic alignment	Indicator
	<b>Long-term outcomes</b>	
	Territorians hold attitudes that reject DFSV	Decrease in the NT mean score of NCAS composite measures of “community attitudes supportive of violence against women <sup>24</sup> ; Increased awareness of coercive control and unhealthy relationship factors, and rejection of harmful attitudes and behaviours
	There is a high level of support for gender and racial equality in the NT	Increase in the NT mean score of the NCAS composite measure of “attitudes that are supportive of gender equality <sup>25</sup> ; Increase in percentage of surveyed Territorians who indicate that they support racial equality
	People who commit DFSV are held accountable and connected early to responses that change their behaviours and reduce violence	Decrease in percentage of Territorians who have committed DFSV who re-offend (DFSV); Increase in percentage of Territorians who commit DFV who participate in a DFV program; Increase in percentage of Territorians who indicate changes in their attitudes and behaviours (as measured by questions such as those in the NCAS survey)
	The long-term impacts of DFSV on victim survivors' lives are reduced and they are helped to recover and thrive	These are program specific and include (for example): <ul style="list-style-type: none"> <li>• Increase in percentage of surveyed victim survivors who indicate that they have been well supported by DFSV and wraparound services</li> <li>• Increase in percentage of victim survivors who have safe, secure and affordable housing in program sites</li> <li>• Increase in number of referrals of victim survivors from frontline to specialist organisations</li> </ul>
	There is a coordinated and evidence-based system to prevent and respond to DFSV	Increase in parentage of stakeholders who indicate that they are satisfied with the NT Government’s responses to DFSV Increase in percentage of DFSV initiatives in the NT that are evidence-based and subject to evaluation
Legislation, policy and funding models enable a responsive, high quality and accountable DFSV service system	Increase in parentage of stakeholders who indicate that they are satisfied with the NT Government’s responses to DFSV Increase in percentage of DFSV initiatives in the NT that are evidence-based and subject to evaluation	

Baseline	Target	Data source
35 (2017 NCAS) N/A – new measure	TBD in consultation with stakeholders National average (NCAS) All forms of DFSV against Aboriginal and Torres Strait Islander women and children is reduced by 50% by 2031 as progress towards zero (Target 13, CTG)	Closing the Gap data (unpublished); NCAS; Potential for NT survey; ABS PSS (though NT representation low)
66 (2017 NCAS)	TBD in consultation with stakeholders	NCAS (4-year intervals) Potential for NT survey
N/A – new measure	TBD in consultation with stakeholders	Program data (TFHC, NTCS, AGD); NCAS; Potential for NT survey; IOMS data; Program evaluations
N/A – new measure	TBD in consultation with stakeholders - Specific to each initiative and will be outlined in detail in each individual schedule data matrix	Program data (TFHC, AGD, NT Health, NT Police); AIHW SHSC data; Program evaluations; Acacia system
N/A – new measure	TBD in consultation with stakeholders - Specific to each initiative and will be outlined in detail in each individual schedule data matrix	FSF data (NT Police, TFHC) New – Survey of DFSV stakeholders Program data
N/A – new measure	TBD in consultation with stakeholders	New – Survey of DFSV stakeholders Program data

## 6. Evaluation plan

It is not feasible, cost effective or appropriate to formally evaluate all aspects of the DFSV Framework, but review is required, particularly of its key components. The evaluation plan adopts a strategic approach, which includes a collective evaluation of the process and outcomes of implementing the Action Plans, as well as a selection of flagship reviews of key significant initiatives undertaken as part of Action Plans 1 and 2.

Robust program evaluation aims to ensure we achieve the best outcomes within the allocated resources and helps build a contextualised evidence-base of what works. Evaluation promotes accountability and a culture of continuous improvement by asking questions such as:

- have we achieved what we set out to do?
- could we have done things better or more efficiently?
- should we continue to do this or try something else?

To ensure accountability and inform decision-making, several individual actions in Action Plan 2 include an evaluation component for that action. These are listed under 6.3 below. In addition, a mid-point evaluation of the DFSV Framework and Action Plans will be implemented under Action Plan 2.

DFSV impacts many families and communities across the Northern Territory. Everyone has a part to play in working towards a Territory that is safe, respectful and free of violence. When designing evaluation of actions within the DFSV Framework, it is important that evaluation questions, methods, and governance, and dissemination of evaluation results reflect the perspectives and priorities of those most impacted by DFSV in our communities. These voices should be at the centre of evaluation design. The experiences and perspectives of Aboriginal women and children are particularly important when looking at groups that are disproportionately impacted by DFSV in our communities.

While evaluation design and outcomes should centre those most directly affected by the policy or program, the evaluation should also recognise DFSV specialist service expertise and the broad range of stakeholders that also play a role in affecting outcomes. This includes those directly supporting the service system aimed at responding to DFSV, such as women's services, specialist legal services and prevention services, (including Aboriginal community-controlled organisations), peak advocacy bodies, and government agencies directly funding or delivering programs or services. Depending on the actions being evaluated, evaluations would also consider the views of universal services, who play a critical role in identifying victim survivors of DFSV and opening their referral pathways to specialist help. Other external enablers, including community leaders or community governance bodies, evaluators or research specialists in the field of DFSV, and Australian government agencies responsible for policies and programs in this space, are also important stakeholders.

### 6.1. Process Evaluation

The DFSV Framework (including Action Plan 2) will have a process evaluation in 2025, which will be publicly shared. This evaluation will focus on the initial implementation of Action Plan 2 to allow decision makers to identify early issues regarding program administration and delivery and take corrective action

if necessary. The process evaluation will provide an opportunity for any adjustment to design as required.

The process evaluation will report on progress in implementing the actions defined in Action Plan 2 (as per the annual progress report) but also include broader questions on program design and whether Action Plan 2 is being implemented according to its original design. The process evaluation will also be informed by a finalised review of Action Plan 1, due in 2023. Evaluation questions will focus on the program logic and include:

1. Is Action Plan 2 being implemented in accordance with the initial program design? What actions, programs, systems or practice reform have been implemented under each policy domain?
2. Was Action Plan 2 rollout completed on time and within the approved budget?
3. What are the key factors that have enabled or acted as barriers to progress to date in each policy domain (including consideration of resources, governance and capacity building mechanisms)?
4. Are there any adjustments to the implementation approach that need to be made?
5. Are more or different indicators required?
6. Is the right data being collected in an efficient way?

Key evaluation questions may be added to or amended closer to the evaluations to account for changes in the policy context, key stakeholders, or performance indicators.

### 6.2. Outcomes Evaluation

Subject to ongoing investment, the DFSV Framework (including its Action Plans) will have an outcome evaluation by 2028, the final year of the DFSV Framework. This evaluation will assess the outcomes of key foundational initiatives from the action plans and will help design the next phase of work that will need to be undertaken following completion of the DFSV Framework in 2028.

This will likely be a complex evaluation that will require specific technical and cultural skills, including experience in evaluating a collective set of initiatives and wide range of policy domains.

This evaluation will also need to involve meaningful engagement with Aboriginal people, including potentially the engagement of Aboriginal evaluators to ensure that Aboriginal perspectives and knowledge are central to the evaluation approach taken.

Key evaluation questions for outcomes evaluation:

1. To what extent have the short- and medium-term outcomes been achieved?
2. Did the program contribute to achieving the outcomes as anticipated? If so, to what extent?
3. Were there any unintended consequences?
4. Have other investments influenced the attainment of the program's aims and objectives? If so, in what way?
5. Was the program delivered cost-effectively?

6. What changes could be made to ensure outcomes are achieved more effectively? What initiatives appear to demonstrate good value for money?

Key evaluation questions may be added to or amended closer to the individual evaluations to account for changes in the policy context, key stakeholders, or performance indicators.

### 6.3. Flagship reviews

The evaluation of the DFSV reforms will be further informed by a set of flagship evaluations and reviews undertaken by respective lead agencies of key elements of the broader DFSV Framework. This includes anticipated evaluations and reviews of initiatives pursued under both Action Plans 1 and 2.

A strategic approach to evaluation means that agencies responsible for initiatives under the Framework will prioritise monitoring and evaluation resources according to the relative benefit of undertaking a review or evaluation. For some programs, in particular smaller programs, assessment of performance could simply involve routine assessment of activities and outputs built into program reporting, while for others, evaluation will be more comprehensive, and assess whether the program is appropriate, effective and efficient.

Each key initiative under Action Plan 2 will include a program logic and data matrix, as well as high level evaluation proposals, to be undertaken by the agency lead, in alignment with the MEAP. These will be further refined as they are formally designed and implemented.

Flagship evaluations and reviews of existing and proposed initiatives identified under Action Plans 1 and 2 include:

- a review of Action Plan 1 in 2023 (TFHC)
- a 3-Year evaluation of the DFV specialist court model in 2023-24 (AGD)
- evaluation of the DFV RAMF in 2023-24 (TFHC (DFSVR Division))
- RAMF training evaluation (ongoing) (TFHC (DFSVR Division))
- Safe, Respected and Free from Violence Prevention Grants Program evaluation in 2024-25 (TFHC (DFSVR Division))
- evaluation of Men's Behaviour Change programs (MBCP) 2023 (TFHC (DFSVR Division))
- internal annual reviews of the Family Safety Framework (TFHC (DFSVR Division) and NT Police)
- review of the DFV Information Sharing Scheme by the Office of the Information Commissioner – 2-year review due 2023, 5 year review due 2025 (required under *Domestic and Family Violence Act 2007*)
- evaluation of the DFV Housing Response, funded under the National Partnership Agreement – 2025 (TFHC (DFSVR Division) and TFHC (Housing)).

### 6.4. Evaluation responsibilities

The DFSV Cross Agency Working Group (CAWG) will provide an Evaluation Steering Committee function, to advise on the evaluation work plan and review terms of reference for evaluations for centrally commissioned evaluations.

The CAWG will also provide feedback on draft findings and recommendations, and the draft evaluation reports (including relevant flagship evaluations commissioned by each agency).

Lead agencies of each respective initiative under Action Plan 2 will be responsible for determining the most appropriate way to assess performance, in alignment with the MEAP, and considering how they will effectively resource the evaluations they are responsible for implementing. The choice of monitoring or evaluation method for each initiative will be reported in the DFSVR Division's annual progress report, with an expectation that major initiatives will be formally evaluated.

Policy or program leads in each agency will be responsible for working with external evaluators on their actions as required, including providing relevant program information, providing regular updates to the DFSVR Division on evaluation progress, and monitoring the implementation of the flagship evaluation or review.

## 7. Governance

Strong governance arrangements are critical to the effective implementation of the DFSV Framework and its action plans. In complex whole-of-government and community sector reforms, they are both challenging to get right and particularly central for success.

The governance structures established under Action Plan 1 will be strengthened and further developed.

The DFSVR Division, as a cross agency body, will report quarterly to the Minister for the Prevention of DFSV, through the CEO Coordination Group, which comprises the Chief Executive Officers of the key human services agencies. This senior executive oversight is appropriate since whole-of-government strategies to address DFSV are a key focus of the reforms and reflects the joint responsibility all agencies hold for implementing the Framework and its action plans.

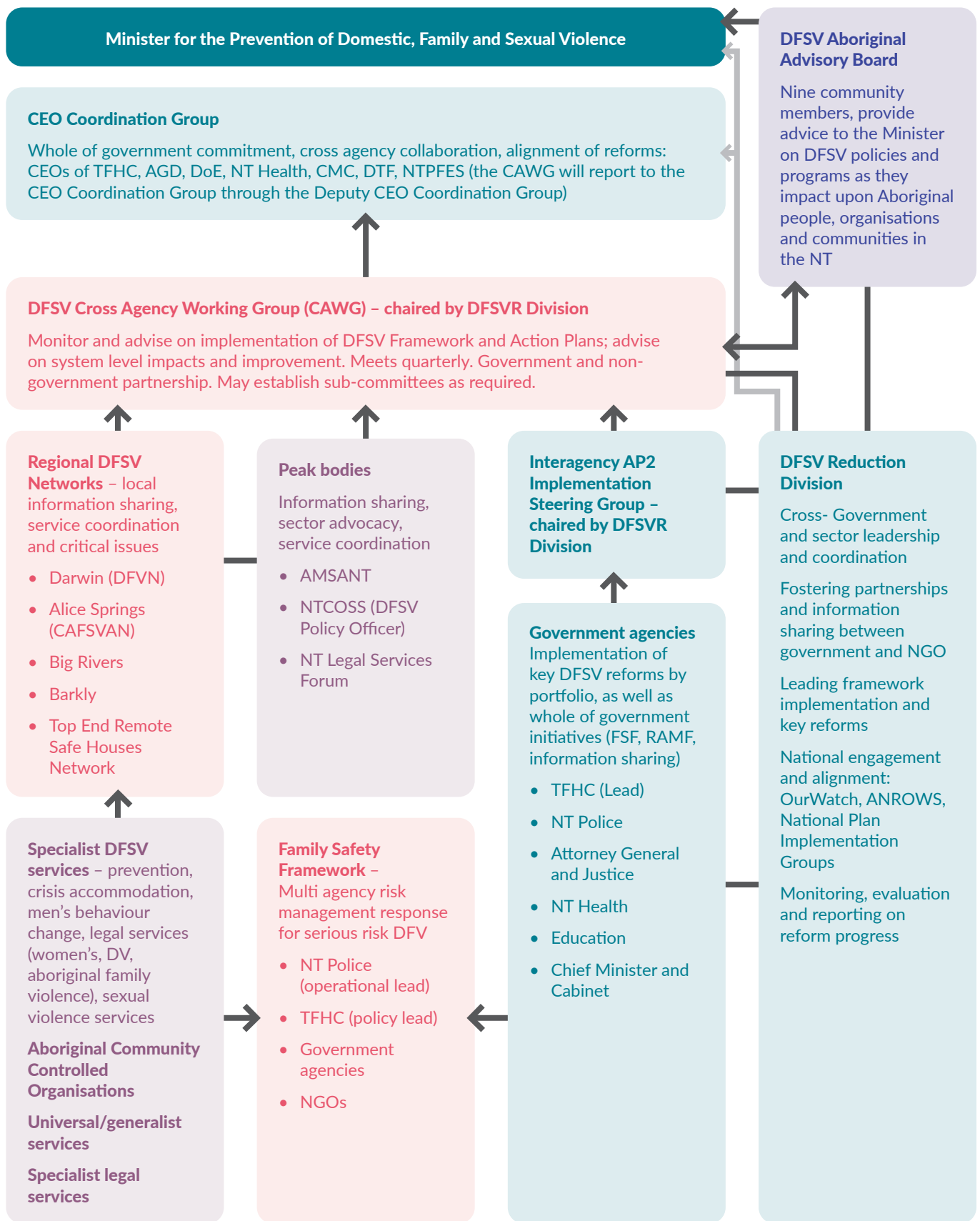
The CAWG will continue to drive collaboration, engagement and information sharing, and to advise on the implementation of the DFSV Framework and its Action Plans. The CAWG reports to the CEO Coordination Group and provides a forum for accountability and transparency for agency representatives reporting on action progress, through a broad membership including government, DFSV specialist services networks, and peaks. As for Action Plan 1, progress in implementing actions under Action Plan 2 will be reported to CAWG by each responsible agency. Agencies may also include status updates in their annual reports. The CAWG will continue to publish a Communiqué online after every meeting.<sup>26</sup>

A new sub-committee will be established, comprising agency action leads for each initiative, to support consistent and coordinated implementation progress. This Steering Group will enable action progress updates, as well as discussion of reform interdependencies, management of implementation risks, and opportunities to strengthen integration between reform elements.

The newly formed DFSV Aboriginal Advisory Board enables Aboriginal people and organisations to inform DFSV policy and program development so that initiatives have cultural authority, are culturally secure, are community-led and locally effective. This is aligned with the priority reforms under Closing the Gap.<sup>27</sup> A formal link between the Aboriginal Advisory Board and the CAWG has been established to increase communication and shared learnings.

Individual government agencies may also establish their own internal governance mechanisms to oversee implementation of allocated actions and their contribution to the whole-of-government DFSV reforms.

## 7.1. Northern Territory DFSV Governance Map



**Key:**

Purple = NGO    Teal = government    Pink = joint partners    Blue = community

## 8. Accountability

Transparency and accountability are at the heart of the reforms, which are dependent on shared information, reflective practice, collective enquiry, and growing a culture of peer review and continuous learning.

Relevant governance bodies must receive structured reporting on implementation progress, risks and issues to support their oversight and/or advisory role. Stakeholders (especially those who are not represented on the governance groups) require visibility of the reforms being progressed within individual agencies, and overall.

Commencing in 2023-24, the DFSVR Division will prepare and publish an annual report after the end of each financial year, monitoring the status in implementing the initiatives in Action Plan 2, and highlighting achievements and areas that require additional focus. It will also publish key indicators and/or case studies to monitor trends in how outcomes may be progressing – including key outcomes from completed evaluations and upcoming evaluation reports. This will also include updates on RAMF implementation across each relevant agency.

Accountability has been a critical component of the work of the ODFSVR and DFSVR Division to date, and the ongoing approach will include, but not be limited to:

- formal reporting to the Minister
- quarterly reporting, including Action Plan dashboard reporting, to the CEO Coordination Group, CAWG and other government agencies and committees as required (DFSVR Division will develop a standard and streamlined reporting template for agencies)
- ongoing guidance from and reporting to key advisory bodies, including the Aboriginal Advisory Board and the CAWG
- dynamic and meaningful consultation on action implementation with people with lived experience, DFSV specialist services, universal services and Aboriginal community-controlled organisations, peak bodies, subject matter experts, broader community stakeholders, and a range of government partners
- a DFSVR Division annual report published after the end of each financial year
- Action Plan 2 progress updates published online and updated bi-annually
- CAWG Communiqué published online after every meeting
- DFSVR Division will continue to produce the ODFSVR e-update to provide a quarterly snapshot of progress on key actions and general updates to stakeholders
- DFSVR Division will continue to engage regularly in DFSV sector and peak network meetings to share information and provide consultation opportunities including, but not limited to: the Barkly Family Safety Network, the Big Rivers Local Reference Group, the Central Australian Family Violence and Sexual Assault Network, the Darwin Domestic and Family Violence Network, the NTCOSS Domestic and Family Violence Network group, and the Top End Remote Safe House Network.

### 8.1. Lead reporting of actions

Each agency will have an executive sponsor to monitor progress on their agency's responsibilities under Action Plan 2.

Each action under the DFSV Framework and Action Plans has an agency action lead. The DFSVR Division will work closely with the agency leads, through the Implementation Steering Group, to support project management and reporting, and will provide templates to enhance consistency and reduce reporting burden as much as possible. This process will include:

- The development by each agency action lead of a project plan to a supplied template, including a program logic and data matrix, as well as high level evaluation proposals, in alignment with the MEAP, for each action. These will be further refined as they are formally designed and implemented. Budget allocation will be determined following finalised project plans.
- The development and implementation of progress reporting templates and protocols, including:
  - » quarterly agency reports on action status updates to CAWG, against a dashboard template
  - » progress on allotted actions to the Implementation Steering Group, against a reporting template
  - » contribution to the DFSVR Division annual report, including updates on RAMF implementation across each relevant agency.



# References

- 1 Australian Bureau of Statistics Recorded Crime Victims 2021 (released on 28 July 2022)
- 2 State of Victoria, Royal Commission into Family Violence: Summary and recommendations, Parl Paper No 132 (2014–16)
- 3 Our Watch. (2021). *Change the story: A shared framework for the primary prevention of violence against women in Australia* (2nd ed.). Melbourne, Australia. *Hopeful Together Strong: Principles of good practice to prevent violence against women in the Northern Territory*
- 4 Our Watch (2018), *Changing the Picture*, outlines the research into the drivers behind the higher rates of DFSV experienced by Aboriginal women.
- 5 NT DFSV Aboriginal Advisory Board terms of reference
- 6 *Closing the Gap, Everyone Together, Aboriginal Affairs Strategy NT 2019-2029, Aboriginal-Cultural-Security-Framework.pdf* (nt.gov.au)
- 7 Our Watch (2018) op cit, Tangentyere Council (2019) *The Grow Model of family violence primary prevention*
- 8 ANROWS (2020) *Improving family violence legal and support services for Aboriginal and Torres Strait Islander peoples: Key findings and future directions* (Research to policy and practice, 25-26/2020. Sydney: ANROWS p. 6).
- 9 The evidence on MBCP effectiveness is still emerging, and research suggests caution in reliance on recidivism rates in isolation to measure their effectiveness. A broader understanding of the purpose and impact of MBCPs is required, and MBCPs should not be seen as the panacea for addressing offending behaviour. (ANROWS <https://www.anrows.org.au/publication/perpetrator-interventions-in-australia/>)
- 10 *Sentencing and Other Legislation Amendment Act 2022*, expected to commence in late 2023
- 11 Including the Victorian Royal Commission into Family Violence, the Queensland Not Now Not Ever Special Taskforce on DFV, the Australian Law Reform Commission National Legal Response into Family Violence (2010), the National Plan to End Violence against Women and Children, the NT DFSV Framework, and the ANROWS (2016), *Meta-evaluation of existing interagency partnerships, collaboration, coordination and/or integrated interventions: Key findings and future directions*
- 12 Coumarelos, C., Weeks, N., Bernstein, S., Roberts, N., Honey, N., Minter, K., & Carlisle, E. (2023). *Attitudes matter: The 2021 National Community Attitudes towards Violence against Women Survey (NCAS), Findings for Australia*. (Research report 02/2023). ANROWS
- 13 World Health Organization, on behalf of the United Nations Inter-Agency Working Group on Violence Against Women Estimation and Data (2021).
- 14 ABS PSS 2016
- 15 Our Watch (2019). *Counting on change: a guide to prevention monitoring*. Melbourne, Australia.
- 16 Coumarelos et al (2023) op cit
- 17 While Action Plan 2 shows actions relating to more than one domain, the program logic lists actions against the key domain only.
- 18 This is a summary of the NT DFSV Workforce and Sector Development Plan goal: The NT has a DFSV workforce that is capable, effective, evidence-based, client-centred, trauma-informed, safe, reflective of community diversity, and culturally secure.
- 19 Note this aligns with the NT DFSV WSDP goal: The NT has a strong and integrated DFSV service sector that is sustainable, collaborative, underpinned by a shared practice framework, culturally secure for staff and clients, accountable, leaders of good practice and support their workers
- 20 This encompasses actions 4.1b: support of Aboriginal Advisory Board; 4.1c DFV Death Review; 4.1d,e RAMF review and expansion; 4.1f: develop and implement MEAP
- 21 Administrative data sets often only capture formal reports of violence to authorities or services. By contrast, a national, randomised, anonymised, population based survey can capture data on violence that has not been reported
- 22 Comprises five component actions outlined in AP2
- 23 Alternatively, NCAS 2016 or 2021 results for NT, noting low sample size may limit statistical significance
- 24 The composite NCAS measure "community attitudes supportive of violence against women" is comprised of responses to questions covering the following topics: 1) Excusing the perpetrator and holding women responsible; 2) Minimising violence against women; 3) Mistrusting women's reports of violence; and 4) Disregarding the need to gain consent.
- 25 Ibid
- 26 Noting that the current review of Action Plan 1 will likely have recommendations for governance reform.
- 27 National Agreement on Closing the Gap.



**“Tjulpu Wiltja Tjuta” (bird’s nests), by Yankunytjatjara and Pitjantjatjara artists Iluwanti Ken and Mary Katajuku Pan.**

*“This is the story of the Patupiri (swallow) who is clever, knowledgeable and skilful. Patupiri builds a safe, strong nest to protect its family against the rain and predators. It uses sticks and branches to build a strong and secure shelter, finding and gathering grass, feathers and mud to make the nest warm and comfortable so that its babies can grow and develop.” Tjala Arts*

The swallows’ nests expresses our vision for a future where women and children are safe, and families are supported to thrive. This work, like the basket making art across central Australia and Arnhem Land represents what it takes to make this happen. Innovation, cleverness, local knowledge and relationships, ways of sharing information and skills, helping and working together. These are essential if we are to reduce violence.