



**The Fred Hollows
Foundation**

The Women's Development Project

Indigenous Australia Program

The Fred Hollows Foundation



Evaluation Report April 2012

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Contents

Acknowledgements	5
Maps	9
List of acronyms	11
Executive summary	13
Background	17
Purpose of evaluation	27
Methodology	29
Process findings	35
Outcomes	53
Discussion	66
Recommendations	67
References	73
Annexures	77



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Lisa McMurray

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Artwork: The beautiful artwork featured in this report is predominantly from the Bulman Women's Centre. The hand woven mat was created by Glen Weason from Wugularr.

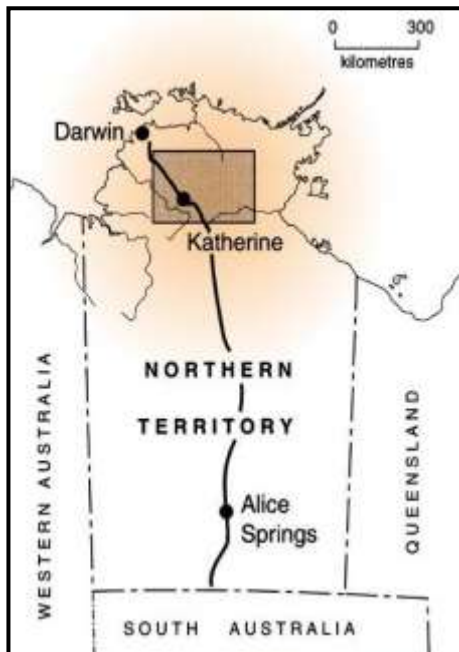
Additional images were photographed by Sasha Woolley www.sashawoolley.com

This report contains photographs of women who have participated in the Women's Development Project 2008 – 2011. The Foundation would like to thank everyone for providing permission for their photograph to be shared.

This report may contain images of persons that have passed away. The Fred Hollows Foundation would like to acknowledge these persons and pay our respect to them and their families. If you have any questions regarding the images please contact The Foundation on (08) 89201400.



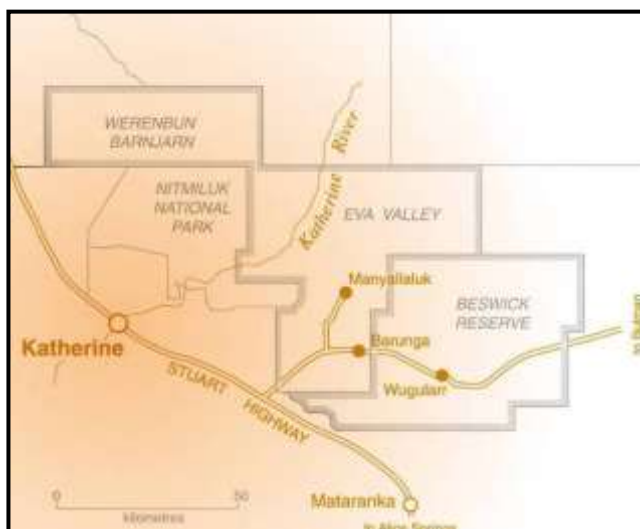
MAPS



1. Northern Territory



2. Jawoyn Country



3. Central Arnhem Highway

The Women's Development Project focuses on four communities in the Jawoyn region east of Katherine; Bulman¹, Wugularr², Barunga and Manyallaluk³. Access is primarily by dirt road, which becomes inaccessible during the wet season. Approximate population figures range from less than 100 people in Manyallaluk to over 350 people in Wugularr with up to 40% of the regional population under the age of 15 years. The communities are linguistically diverse. Kriol is the most commonly spoken language but other languages spoken include, but are not limited to, Mayali, Rembarrnga, Dalabon, Djambarrpuynu and Gupapuyngu. English is used to talk with non-Indigenous people (The Fred Hollows Foundation 2007).

¹ Also known as Gulin Gulin

² Also known as Beswick

³ Also known as Eva Valley



LIST OF ACRONYMS

AIDA	Australian Indigenous Doctors' Association
ACFID	Australian Council For International Development
ABM	Anglican Board of Mission
AMSANT	Aboriginal Medical Services Alliance of the Northern Territory
BAB	Black Arm Band
CAEPR	Centre for Aboriginal Economic Policy Research
CEO	Chief Executive Officer
CDEP	Community Development Employment Program
CDU	Charles Darwin University
DPC	Development Practice Committee
DTP	Diplomacy Training Program
GBM	Government Business Manager
HIA	Health Impact Assessment
IAP	Indigenous Australia Program (The Fred Hollows Foundation)
Jawoyon Association	Jawoyn Association Aboriginal Corporation
M&E	Monitoring and Evaluation
NGO EF	Non Government Organization Effectiveness Framework
NGO	Non Government Organisation
NT	Northern Territory
NTER	Northern Territory Emergency Response
RAP	Reconciliation Action Plan
RGS	Roper Gulf Shire
SHS	Sunrise Health Service Aboriginal Corporation
The Foundation	The Fred Hollows Foundation
WDP	Women's Development Project



EXECUTIVE SUMMARY

Background

The Fred Hollows Foundation (The Foundation) began working with communities in the Jawoyn region in 1999. This earlier work focused on nutrition, and the women's centres were intrinsically linked to these activities. In 2007 The Foundation documented views of the Jawoyn women regarding the operation of their women's centres and their vision for the future in the report titled 'We want our women's centres to be strong' (The Fred Hollows Foundation 2007). The Women's Development Project (WDP) began in 2008 and the 13 recommendations from the original report drove the project between 2008 and 2010 (Annex 1).

The overall goal of the WDP is 'Increasing the self determination of women in the Jawoyn region'. Key objectives developed to address the goal are:

- increased networking and communication opportunities;
- increased capacity of communities to manage and govern;
- increased opportunities for livelihoods; and
- improved and mutually beneficial partnerships building and sharing knowledge.

The WDP process incorporated lessons learnt on a regular basis and as a result the objectives changed slightly each year; a 'rolling design' process. This flexibility has enabled the WDP to respond to the women's focus and direction of the project. Annex 2 illustrates the differing core objectives and activities implemented to achieve the overall goal.

Project flexibility was needed to meet the challenges of a changing political landscape, including the Australian Government's Northern Territory Emergency Response (NTER) and local government reform and their impacts on the Jawoyn communities.

This evaluation focuses on the process implemented and resulting outcomes between 2008 and 2010 and was led by an external consultant, contracted by The Foundation. The following four communities are involved in the WDP and are the direct beneficiaries and focus of the evaluation: Manyallaluk; Barunga; Wugularr and Bulman.

Major Findings

The evaluation finds that the WDP has made significant progress toward its overall goal of 'Increasing the self determination of women in the Jawoyn region' and that the women's centres are well placed to continue to strengthen this self determination. Evidence gathered shows that the WDP is achieving best practice in its project implementation and is meeting its stated objectives.

The single most important impact has been the establishment of the Banatjarl Women's Council and the election of office bearers. This formalises the role of the women's centres in speaking up for women and taking control of issues that affect women in the region. The Banatjarl Women's Council is the basic structure needed to fulfil the goal of sustainable increases in self determination.

The evaluation found specifically that the WDP is successfully contributing to a sustainable environment where the Banatjarl Women's Council and the Jawoyn Association Aboriginal Corporation (Jawoyn Association) are the lead agencies achieving and maintaining increased self determination. Specific findings of note are:

- initiatives of the WDP have contributed to the women's networking capabilities and resulted in increased shared learning between communities;
- the WDP partners and other stakeholders acknowledge and value the strong and respectful relationships built with the WDP staff;
- capacity and self esteem enhancement that has led to regular women's committee meetings and the election of Banatjarl Women's Council membership which ultimately give the Jawoyn women a united voice;
- the production of the 'Kukumbat gudwan daga – Really cooking good food' cookbook;
- reported improvements to the quality of meals and food safety practices in the women's centres (and in individual homes) following the development and distribution of the 'Kukumbat gudwan daga – Really cooking good food' cookbook;
- evidence of income generation and increased engagement of women involved in the arts and crafts projects;
- examples of improved governance practices in the women's centres following training sponsored by the WDP and strengthened by shared learning between the women;
- familiarity and trust have developed between the women across communities which provides the basis for working together and providing a strong voice for women across the region through the Banatjarl Women's Council; and
- the identification by the women of good practice elements for organisations that wish to work with and implement projects through the women's centres. This demonstrates a strong voice developing among the women and the confidence to speak out about how they wish to engage with stakeholders.

Recommendations

The evaluation makes a number of recommendations for the future of the WDP and also for ways of working with Jawoyn communities in the future. These recommendations need to be widely shared and become the basis for the future of the WDP.

The recommendations are detailed further in the report and are intended to build on the existing success of the WDP.

Recommendations for The Foundation

- 'Community development' approach to be adopted by The Foundation as a blueprint for working with remote Aboriginal communities. The approach could be documented by adding the ideas in this report regarding 'good practice' to existing guidelines and procedures.
- The Banatjarl Women's Council work together with The Foundation to develop a 'code' for working with remote Aboriginal communities and promote the code as the basis of future partnerships with either government or non government stakeholders.
- In refining its 'community development' approach, The Foundation should incorporate the learnings about the importance of regular and formalised reflection in program implementation and review.
- The Foundation advocates strongly for the adoption of a 'community development' approach by stakeholders, that is consistent with the code proposed by the Banatjarl Women's Council.
- The Foundation develops a strong and considered transition strategy from its current level of financial and in-kind support to ensure that the positive outcomes from the WDP are sustained.



Recommendations for the Jawoyn Association and Jawoyn Communities

- Implement a community monitoring plan led by the women's centres in order to further develop analytical and project planning skills to ultimately strengthen the gains in self-determination.
- Support the women's centres to implement further activities, prioritised and determined as important by the women themselves – noting that the women desire a return of the women's centres as the heart of the community providing recreational activities and educational information.
- Create a supportive engaging environment to ensure that the whole community feels welcome at the women's centres through implementation of activities that the women and communities prioritise and not limited to the delivery of government contracts.
- Provide opportunities to the women for exposure to other positive examples of community development in Aboriginal communities, such as opportunities to visit other regions or attend relevant conferences.
- Promote and seek the involvement of younger women in the centres and facilitate the possibility of the centres being a venue for creative, culturally appropriate and innovative programs that are based on requests from the community.
- Support the roll out of the Mibala wei - Art and craft manual and the implementation of micro-entrepreneurship development in art and craft including the engagement of relevant experts to work with the women.

Recommendations for Other Stakeholders

- Stakeholders relevant to the WDP should be invited to participate in a regular (suggest half-yearly) meeting to: streamline activities; make better use of funding; encourage more synergies in programming and allow robust discussion about challenges and successes.
- Stakeholders should be encouraged to commit to the good practice code proposed by the women. As a sign of support FaHCSIA to lead the adoption of this code of good practice.
- Jawoyn Association and Banatjarl Women's Council could consider making participation in the proposed code, a requirement for organisations wishing to work with the women's centres.
- All stakeholders commit to a focus on sustainability and the development of a sustainability plan in collaboration with the Banatjarl Women's Council and Jawoyn Association at the commencement of new initiatives.
- Consider engaging with an appropriate research organisation to enable the women to measure the impact of the Banatjarl Women's Council's own culturally appropriate strategies and solutions. Further research could elucidate the link between control and health at the community level in this context.

BACKGROUND

Role of Women's Centres

Many of the social services in remote communities are provided by the local women's centres. Services include: the provision of meals for the aged, disabled and school children; managing community laundry services; child and maternal health programs; running crèches; and supporting families in crisis by providing temporary shelter.

Women's centres are places for people to work together on art and craft activities and to socialise. Preparations for community based and regional festivals often occur in women's centres and the collective voice of women is made stronger allowing social services to remain at the forefront of community planning within community councils.

Historically, the Aboriginal and Torres Strait Islander Commission (ATSIC) had many programs for women where applications could be made for specific projects such as: Indigenous women's networking; public education and health campaigns; and art and craft. Following the demise of ATSIC this dedicated funding was quarantined for the Community Development Employment Program (CDEP) and no longer available for specific women's centre activities (Davis 2008).

Within the Jawoyn region the women's centres are managed by local government, the Roper Gulf Shire, to deliver Commonwealth funded 'meals on wheels' for sick and aged residents and school lunches for all school aged children.



Women's Centre	Number of positions	Number of aged care meals prepared daily	Number of school lunches prepared daily
Bulman	1 full time women's centre coordinator 4 Community Development Employment Program Positions (CDEP)	15	35
Wugularr	1 full time women's centre coordinator 5 CDEP	25	100
Manyallaluk	1 full time women's centre coordinator 2 CDEP	8	20
Barunga	Not preparing meals at time of evaluation		

Few paid positions are available in the remote communities. There are limited opportunities for employment outside the women's centres and virtually all positions are through CDEP. The health clinic, the school, council office and the store offer limited alternative employment opportunities. Therefore the women's centres represent a sought after opportunity to engage with other women in a practical and meaningful work environment.

Women's centres also represent a suitable locale for service providers to engage with women in the community. Women's centres offer the space and opportunity to interact with community representatives on a range of issues or topics. Women's centres are one of the limited locales in a remote community where this level of engagement can occur in a culturally safe environment for the women and for the service providers. However, this also brings with it a degree of pressure as women's centres can often find this level of engagement and additional responsibility to be burdensome. It can also be time-consuming for the women involved with the women's centres as this engagement often happens outside the hours allocated for the structured and funded programs.

The Foundation in the Jawoyn Region

In 1999 The Fred Hollows Foundation was invited by the Jawoyn Association to discuss the development of a nutrition program for remote communities in the Katherine region, Northern Territory. In May 2000 The Foundation signed a Memorandum of Understanding with the Jawoyn Association in partnership with the communities of Wugularr, Barunga, Manyallaluk and Bulman. The Centre for Aboriginal Economic Policy Research (CAEPR) was engaged to conduct a scoping study titled '*Aboriginal Nutrition and the Nyirranggulung Health Strategy in Jawoyn Country*'. This initial research underpinned the subsequent 10 years of work in the area of nutrition and women's development in these communities (Taylor 2000).

Since the scoping study and the implementation of the Nyirranggulung East Katherine Nutrition Project (2000 – 2005) The Foundation has had numerous links with the women's centres in the Jawoyn region. Activities implemented with women's centres have been undertaken with the overall goal of 'strengthening the right to self-determination through improving health outcomes' (Sullivan et al, 2005). During this period, The Foundation has developed relationships, earned respect and established a reputation of working in partnership with other service providers such as the Sunrise Health Service and the local council, Roper Gulf Shire, previously known as Nyirranggulung Mardrulk Ngadbeere Regional Council. Annex 4 illustrates the historical context of the region and timeline of key involvement of The Foundation in the Jawoyn region.

The Foundation has also worked closely with the Jawoyn Association to support the development of the Banatjarl Women's Council established in 2003. The goal is to increase the self determination of women and families by ensuring resources and opportunities are available to develop culturally appropriate solutions that address issues of family health and wellbeing. A primary focus is the establishment of the Banatjarl Family Resource and Healing Centre on a women's site, 40 kilometres south of Katherine. Membership is drawn from more than 10 different communities and the Council of Elders from the Jawoyn region.

The aspirations of the Banatjarl Women's Council are linked to the services offered by women's centres and have therefore been intrinsically connected with the WDP. The outcomes section provides more information about the Banatjarl Women's Council.



Political Landscape

Throughout the duration of the WDP there have been significant changes to the political landscape (Annex 3). Some key changes include:

- the structure of local government;
- changes to the welfare payment system;
- changes to the Community Development Employment Program;
- Department of Education and Work Relations work agreements;
- the Australian Government's Northern Territory Emergency Response (NTER).

These changes illustrate the many fluctuating government initiatives that impact on the four communities.



Project Design and Implementation Approach



The design and implementation approach used by The Foundation's WDP draws on the learnings of community development specialists and practitioners. Janet Hunt's 2010 CAEPR working paper no 71: "Partnerships for Indigenous Development - International NGOs, Aboriginal Organisations and Communities" and Ellen Mary Gallagher's 2010 unpublished thesis "Lessons from International Development for Aboriginal Australian Poverty Reduction" both highlight the differing approaches of government and non government agencies to the implementation of activities in Aboriginal communities.

Gallagher presents a detailed look into the history of community activities. The thesis suggests that government funded initiatives are typically won by tender and implemented in a service delivery model (Gallagher 2010). Information drawn from a review of Indigenous communities by Dillon (2000) argues that this approach guarantees that services in most cases (including labouring on building projects) will be delivered by outsiders. Dillon goes on to recommend that government adopt an approach that focuses on people development and not just service delivery and suggests that a community development approach is utilised (Dillon 2000).

Hunt 2010 explains in her introduction that an emphasis on community development approaches is largely missing from government policies.

Laverack (2000) highlights the qualities evident in Top-Down and Bottom-Up approaches. The chosen methodology for the design and implementation of the WDP is aligned with that of Bottom-Up approaches and embedded in a community development paradigm.

Key Differences Between Top-Down and Bottom-Up Approaches

	Top-Down	Bottom-Up
Root metaphor	Individual responsibility	Empowerment
Approach / orientation	Weakness / deficit / problem	Strength / capacity Improve competence
Definition of problem	By outside agent such as government	By community
Primary vehicles for health promotion and change	Education, improved services, lifestyle	Building community control, resources and capacity toward economic, social and political change
Role of outside agents	Service delivery and resource allocation	Respond to needs of community
Primary decision makers	Agency representatives, business leaders, 'appointed' community leaders	Indigenous appointed leaders
Community control of resources	Low	High
Community ownership	Low	High
Evaluation	Specific risk factors Quantifiable outcomes and targets	Pluralistic methods documenting changes of importance to the community

(Laverack 2000)

The Foundation's WDP staff members have many years experience in working with Indigenous women in remote areas of the Northern Territory. As a result a long term approach providing sustained engagement that develops at an appropriate pace was deemed to be the most relevant to the context of the four women's centres.

Due to the many external pressures and demands that impact on the women's centres and all the participating women, different levels of support and input were anticipated to be required at different times. The 'rolling design' process, therefore, responds and adapts to the priorities of each women's centre and aims to place the women in the driving seat and ultimately increase the control of community women.

WDP Team

The Women's Development Project Coordinator, Alison Rogers, a public health nutritionist with skills in remote health and women's development project management, was recruited in 2008 and joined in 2009 by Gloria Dalywater, an Indigenous Health Promotion Trainee. However, over the four year implementation period 2008 – 2011, the project utilised a team approach that relied upon the input and expertise provided by other Indigenous Foundation staff; Tania McLeod, Governance Project Coordinator; and Madeleine Bower, Senior Project Coordinator.

Highly developed skills in project management and participatory planning and monitoring are essential to the 'rolling design' methodology as well as trust and rapport between team members and the communities. The WDP team consisted therefore of members with strong skills in: program management; community development, particularly with Indigenous women in remote areas; human rights advocacy; governance processes; and cross cultural communication. Additionally, staff possessed established relationships with women and communities within the Jawoyn region. This synergy of skills and understanding of cultural considerations underpinned a strong team.

The WDP team was involved in the planning and facilitating of activities and also contributed to the development of the women's centres' annual work plans that determined the framework for the coming year.





Social Determinants of Health – Control and Empowerment

The WDP draws on the strong evidence of the social determinants of health (including socio-economic and cultural factors) as the key contributors to the living circumstances, quality of life and in turn the health and wellbeing of individuals and communities (Marmot and Wilkinson 2003).

There has been increasing recognition of the importance of control and empowerment as determinants of health and wellbeing. Lack of control causes stress and anxiety and is a strong predictor of morbidity and mortality (Daniel 2006). Central to health improvement is enabling people to increase control over their health (World Health Organisation 1986). The Commission on Social Determinants of Health highlighted cultural loss, social exclusion and lack of consent and control as key impacts on Indigenous populations resulting from colonisation and ongoing discriminatory government policies (World Health Organisation 2008). Restoring Indigenous peoples 'control' over their lives through self determination policies and strengthening cultural identity provide important strategies for reversing these disempowering effects (Cooper, 2012). Although exploring the link between health and control in this context is beyond the scope of this evaluation, opportunities where control within the communities is being increased will be examined (Annex 5).

The WDP is based on the emerging evidence that empowerment strategies in socially excluded populations will improve health and reduce health disparities, with outcomes at the psychological, organisational, community and population levels (Wallerstein 2006). The WDP attempts to contribute to the body of evidence that addresses 'control of destiny' and 'empowerment' at the community level to increase the capacity of the communities to take control of their health and wellbeing and build community norms (Tsey 2010; Syme 2004; Tsey 2005; McEwan 2010; Tsey 2008).



PURPOSE OF EVALUATION

The purpose of this report is to provide an independent evaluation of the WDP that captures the perspectives of its stakeholders. The report also explores links between good practice, as defined by the Australian Council for International Development (ACFID 2004) within the WDP and successful outcomes for Jawoyn communities. Lastly, the evaluation considers the outcomes of the WDP against the project targets outlined in the WDP annual plans.

The evaluation findings provide baseline information for the future initiatives of the Banatjarl Women's Council. Additionally the findings inform the development of transitional capacity building strategies to ensure the Jawoyn Association is in a position to achieve the longer term goal of increasing self determination of women in the Jawoyn region.

The information can then be used to:

- inform future programming of activities in remote NT communities;
- share, promote and influence good practice amongst other non government organisations (NGOs) and government agencies working in remote indigenous communities;
- assist the Jawoyn Association with the development of the Banatjarl Family Resource and Healing Centre; and
- contribute to the body of evidence linking 'control of destiny' and 'empowerment' with increased health and wellbeing.

This evaluation focuses on the processes implemented and resultant outcomes relating to the WDP between the years 2008 and 2010. However, this evaluation will particularly utilise the 2010 framework to highlight the contribution the WDP has made towards the following four core objectives:

- women have increased networking opportunities and are networking;
- community governance structures are improved to support increased capacity, control of services and self determination of local women;
- service delivery is enhanced to support community aspirations and increase livelihood opportunities; and
- knowledge is built and shared relating to women's development in indigenous communities.



METHODOLOGY

Strength Based Approach

Considering the thought and attention given to the design of the WDP, it was important to apply an evaluation methodology that further empowers the women involved in the project. In recent years there has been, within the international development sector, a shift away from 'problems' and 'needs based' programming to that of a 'strength based approach'¹ (also known as 'appreciative inquiry' or 'assets based approach').

The 'problem based approach' often left individuals and communities feeling inadequate and without the capacity to develop their own solutions to the challenges they may be facing. The language used within a 'problem based approach' focuses on: the gaps; what is missing; what is needed; and where help can be sort externally. This focus on outsiders providing solutions further disempowers people already living with significant challenges. Additionally, 'strength based approach' practitioners believe that *"this language not only creates images that restrict creativity, hope and success, but that if you look at problems, you tend to find and create more problems"* (Preskill and Catsambas 2006).

A 'strength based approach', conversely, starts with what is working well within a community and what assets (human or material) exist within the community to draw on. Within the context of an evaluation a 'strength based approach' seeks to find what is right, what has been successful, and where life and joy are drawn from. The line of questioning applied is built around moments of success and explores what was happening at the time of these positive events. The language used energises, affirms and celebrates the moments the people central to the activity themselves deem to be successful. During the analysis of the interviews and conversations, the successful elements begin to appear and can then be built on to continue an activity's progress.

As stated by Watkins and Mohr (2001) and cited by Preskill, H. & Catsambas, T. (2006) the 'strength based approach' *"is both a philosophy and a process for creating the kinds of organisations in which people want to work, and a world in which they wish to live."* Given the challenging and precarious environment many Aboriginal people live in within remote Northern Territory communities it was imperative that the evaluation methodology would continue to support the visions and hopes of the women involved in the WDP.

¹ For the purpose of this report, the chosen methodology will be referred to as a Strength Based Approach.

Scope of Work



Due to the experience of The Foundation's staff managing the WDP, the time period given to the evaluation was intentionally generous, acknowledging that mobility and cultural commitments within the communities would mean that stakeholders were not always available at the same time as the evaluator. Initial discussions and a draft evaluation plan were discussed in May 2010, culminating in the report write up beginning in 2011. Therefore the time allocated to research and analysis extended well over a six month period.

Both the evaluator and the WDP Coordinator are particularly interested in the contribution of the evaluation process to programming outcomes. Ensuring adequate time to reflect on the data collected and the evaluation processes implemented resulted in a robust and innovative evaluation.

Review of Documentation and Literature

The first part of the evaluation consisted largely of document reviews and contact with stakeholders integral to the WDP to seek their permission and involvement in the evaluation. Internal documents reviewed included: annual plans; quarterly reports; women's committees' minutes; Banatjarl annual plans and reports; cookbook brief and report; women's forum minutes; examples of participatory materials developed for the project (e.g. service mapping documents and 'chappati diagrams'); and The Foundation's Board reports. External documents reviewed are listed in the reference section. Key documents around the themes of life expectancy, deprivation of health, social and economic infrastructure, control, community development approaches, and good practice were reviewed to further understand the context of remote Indigenous communities and the role of community development projects.

Initial Field Trip and Stakeholder Interviews

As both the evaluator and the project coordinator reside in Darwin, two field trips were organised to coincide with existing planned visits to the region, thus alleviating extra pressure on the women involved in the WDP. Given the importance of trust and establishing relationships within the Jawoyn communities, the purpose of the first visit was to introduce the evaluator to the women from Manyallaluk, Barunga and Wugularr communities. Capitalising on a study tour requested by the women from Manyallaluk, Barunga and Wugularr to visit the women's centre in Bulman, the evaluator used this second field trip to explore further the outcomes of the project with the women.

During the first field visit semi structured interviews with stakeholders representing the Roper Gulf Shire, the Sunrise Health Service, the art consultant, and the Jawoyn Association were also conducted in Katherine.

Second Field Trip and Stakeholder Interviews

The second field visit involved collecting women from Manyallaluk, Barunga and Wugularr and driving to Bulman. The women have little opportunity to visit Bulman (a four hour drive from Wugularr) and were particularly interested to see the operations of the women's centre kitchen. Time spent driving together, taking the women on a fishing trip, sharing meals and sleeping together in the Bulman women's centre, provided invaluable informal time for the evaluator to gain greater understanding, from the women themselves, of the environment impacting on the WDP.

Further semi structured stakeholder interviews with the Charles Darwin University (CDU) Indigenous Academic Support unit, Roper Gulf Shire, The Foundation's staff and previous women's centre staff were also conducted during the second field visit. Once interviews were transcribed, all were sent back to the people interviewed for their comment as to the accuracy of the transcriptions.

The highlight of the second field visit was the innovative participatory exercise conducted with ten women representing all of the four women's centres. Prior to the second field visit the women had been consulted² regarding different 'story telling' methods that resonated culturally and would produce the most informative data. It was Gloria Dalywater, The Foundation's Indigenous Health Promotion Trainee however, who thought to conduct the 'Pass the Parcel' activity.

Twenty laminated pictures and small gifts were placed within each layer of the parcel and were unraveled to music played on the laptop computer. Each image illustrated different events in the life of the WDP. The woman unraveling the image was asked to describe: 1) what was happening in the picture; and 2) how this event had impacted on/changed her life. The evaluator and The Foundation's Indigenous Health Promotion Trainee facilitated the

² The evaluation team were mindful of placing extra pressure on the women and 'piggy backed' existing opportunities to talk about the WDP evaluation process, when the women were already coming together. In this instance the women were at a Banatjarl Talkfest when consulted about the WDP evaluation participatory process.

activity when necessary, however the activity largely ran itself, with the women often working as a group³ in answering the questions.

The activity ran for over two hours and was conducted in a comfortable and safe environment within the grounds of the Bulman Women's Centre, where the women felt secure to talk openly. Hearty, collective discussion in a combination of 'language', Kriol and English surrounded each laminated image. On the completion of the activity a short verbal evaluation took place about the relevance and enjoyment of the 'pass the parcel' and whether the 'institutional' opportunity to reflect on any activities the women are involved in regularly exists.

Further interviews with key stakeholders took place following the second field visit. In total, 13 interviews were conducted (both face to face and by phone) supporting and informing the community consultations and staff conversations with the WDP team. (Annex 13,14,15 provide information on the evaluation plan, introductory letter and schedule of meetings).

Evaluation Team

The evaluation team consisted of: the evaluator, Lisa McMurray, an external consultant with 15 years involvement in overseas community development programs, and Alison Rogers, The Foundation's WDP Coordinator. Gloria Dalywater, The Foundation's Indigenous Trainee was instrumental in supporting different aspects of the evaluation. Madeleine Bower, Senior Project Coordinator was responsible for liaising with interviewees once the report was in a draft format and obtaining required permission for use of quotes.

The interviews, analysis of the data collected and the writing of the report were conducted independently by the evaluator. The background was collated by Alison Rogers with assistance from Gemina Corpus, Operations Manager, Tania Mcleod, Governance Coordinator and David Cooper, Advocacy and Research Coordinator, all of whom were staff of The Foundation's Indigenous Australia Program.

Evaluation Strengths and Challenges

Challenges

As this is the first qualitative evaluation for the WDP there was no formal baseline information regarding women's empowerment to draw on. Therefore due to this being the first opportunity to reflect and talk openly about the WDP, most women found it hard to articulate control and empowerment. In contrast, women who had studied or had the opportunity to travel away from their communities and therefore gain outside exposure were confident and eager to discuss these themes.

Speaking to the evaluator (an impartial outsider without any established relationship with the women) was difficult for most community based women, especially when it came to discussing any challenges experienced within the WDP. However as the evaluation

³ Working as a group was a theme that regularly appeared within the WDP evaluation and is attributed to successful outcomes within the WDP.

methodology was grounded in a 'strength based approach' and was seeking to find good practice elements within the project, challenges were not strongly pursued if respondents were uncomfortable in discussing these. Although acknowledging the widespread disadvantages evident in remote Aboriginal communities and the impact these have on community development, the evaluation's purpose was to critique good practice elements and their potential link with successful outcomes. An exploration therefore of the difficulties and challenges encountered by the WDP would have been an entirely different evaluation.

The three communities close to Katherine have high population mobility and during the first field visit, which was largely about introductions, some of the key women were away from their communities. However, due to the experience of the evaluation team knowing that this could be the case at any given time, the absence of some women wasn't deemed to be significant due to the planned follow up field trip visit.

Although the 'service mapping' exercise highlighted the many agencies (mostly government) the women have interactions with, it was hard to get a sense of the level of NGO presence within the communities.

One key NGO stakeholder with long term involvement in the facilitation of governance training for the women had recently left Australia and was not contactable due to ill health of a family member. Given the evaluation was an assessment of the WDP and not a survey of all agencies involved in the communities, the inability to speak to other NGOs, although helpful in understanding the context, was not crucial to this evaluation.

There have been many structural changes impacting on the communities over the past years. Changes to government legislation and the NTER have had significant impact on the communities in terms of alcohol restrictions, income management, and mobility and control (Annex 3). The challenge for this evaluation was to stay focussed on the evaluation topic and not delve further into the underlying causes of the widespread disadvantage experienced by most people within the communities visited.

More time spent in the communities and talking with different people about the impact of the women's centres and the WDP could have provided more depth to the data collected. However, the evaluation team were mindful of the many pressures impacting on people within the four communities and were intent on mitigating any extra burden potentially generated from the data collection. Considering the limited confidence and trust levels of the women involved in the program to speak about issues of control and disempowerment with an outsider, the amount of data collected was encouraging.



Strengths

Allowing adequate time to conduct the evaluation meant that flexibility could be applied throughout the exercise. Having the evaluation team reside in Darwin allowed field trips to be organised spontaneously and to coincide with existing events. This in turn attempted to alleviate extra pressure and feelings of being overburdened by the evaluation process.

A vital element in program quality and organisational learning is reflection. As noted in Kelly, David and Roche (2008) “The value of making time and space for honest, open, reflective analysis should not be underestimated. One of the pitfalls of many monitoring and evaluation systems is the lack of time given to making sense of informal and formal monitoring data”. (Kelly 2008) Sufficient time allocated to the evaluation exercise not only allowed for flexibility, it also supported time for rich hypothesis, not capable in a tight timeframe.

The mutual trust and respect evident in the WDP has contributed to the formation of a strong and honest relationship between the WDP staff and the women from the four communities. As a result, the evaluation field visits were conducted in comfortable and relaxed environments whereby the women felt motivated to contribute enthusiastically. However mindful the evaluation team were of providing a safe and comfortable environment, the women still found it hard to articulate control and disempowerment or discuss perceived challenges, particularly if these were deemed to be criticisms of The Foundation or its WDP team.

One of the strongest elements of the evaluation process was having Gloria Dalywater as a support resource. Gloria, a Dalabon woman, originally from one of the communities and with many links to the women involved in the WDP, provided an entrée to the women. As a result, a ready-made trust existed, that helped to alleviate any hesitation the women could have had in talking openly with the evaluator.



Process Findings

Good Practice in Australian International Development Agencies

Australian international development agencies have long been committed to the continued improvement and learning of their development practices. The Australian Council for International Development (ACFID) member agencies are signatories to a 'Code of Conduct', first developed in 1986 and governed by a committee made up of ACFID membership. The latest version was completed in 2009 and defines standards of good practice and represents the commitment of Australian international agencies to conduct their work with integrity and accountability (ACFID, 2009).

In 2002 ACFID began consultations with the sector to define development effectiveness. A number of workshops were held whereby agencies presented and debated examples of good practice. In 2004, the commonalities of approaches linked to successful outcomes were developed into a document termed the 'NGO Effectiveness Framework' (NGO EF) (ACFID, 2004). The common qualities underpinning the work of the NGO international development sector as outlined in the NGO EF are:

1. High quality relationships	Based on trust, mutuality and the acceptance of difference. The purpose of high quality relationships is to increase the process of ownership and control.
2. Long term engagement	Due to the complex context in which NGOs work, long term engagement is required to understand the environment and build the trust essential for more effective and sustainable solutions.
3. Learning	NGOs commit to ongoing reflection for the purpose of continued improvement.
4. Adaption	Due to the ever changing context in which NGOs work, they seek to adapt to information and try to respond to changing circumstances.
5. Working together	In many situations NGOs are able to increase the impact of their activities by sharing information and resources and working together.
6. Risk Taking	NGOs appear more open to working in situations where the outcomes are less certain, in order to meet the needs of highly marginalised populations.
7. Quality of staff	The skills and experience of people employed by Australian NGOs are extremely high and contributes to the effectiveness of NGO outcomes.

Another example of the Australian international development sector seeking to continually improve its quality is the existence of the Development Practices Committee (DPC). The DPC is an advisory committee of ACFID made up of elected senior practitioners and provides advice as to what training and research will best benefit the sector as a whole in terms of development effectiveness. The training program is integral to ACFID and is available to member agency staff with the premise of continuously improving the whole sector and not just individual agencies. The DPC also engages the sector in consultations and research in an attempt to identify principles and program strategies that will continue to enhance good practice. The DPC's most recent research paper is titled "Promoting Voice and Choice – Innovations in Australian NGO Accountability for Development Effectiveness".

This investment in reflection and learning can also be seen within the organisational structures of individual agencies. Many Australian agencies have created positions specifically focused on learning and quality innovation that will improve performance. Monitoring and Evaluation (M&E) has shifted away from a primary focus of accountability and transparency for the benefit of donors to one of learning and improvement. In more recent times a dialogue has begun around accountability and transparency to partners and the creation of mechanisms that involve partners more in joint planning, assessment and M&E stages of development activities. One example of this mutual accountability or 'reverse evaluation' is the Anglican Board of Mission (ABM) inviting its Philippine partner to conduct an organisational assessment on itself (ACFID, 2010).

Good practice principles sit comfortably within a community development framework (the standard model that guides most Australian international development agency work). Therefore when The Foundation began work with the Jawoyn Communities the paradigm it implemented was one of community development (of which the characteristics of this approach are outlined in the background section). The following section therefore presents good practice as defined by the Australian international development sector.

Good Practice Themes Evident in the Women's Development Project

The following good practice themes have been grouped according to the relevant ACFID NGO Effectiveness Framework (ACFID 2004).

Relationships / Trust / Respect (NGO EF – High Quality Relationships)

A key priority of the WDP team has been to build a solid relationship and develop the trust needed before beginning any formal activities. *“We have a brilliant relationship, wonderful to us in Wugularr, couldn't ask for anything better, they know how to work with us, they understand”* (Bernadette Peckham, former Coordinator, Wugularr Women's Centre).

Stakeholder interviews highlighted the strength of the relationship between the women and the WDP team and noted that trust from the women was often extended to other staff in The Foundation and associates, due to the rapport that had been established. The relationships the WDP team has developed extend beyond the immediate community members involved in the project. In one instance, a woman from Barunga studying community consultation was coached by the WDP team. Although not directly involved in the project, the WDP team made time available to offer the woman coaching and support. *“Alison and other FHF staff have built a strong friendship with the women that has developed over time”* (Milliwanga Sandy, Chairperson Banatjarl Women's Council).



Stakeholder interviews also highlighted the need to operate at the local level. As Art Consultant, Jayne Nankivell noted *“You need special skills working in remote areas and have to take a slow approach, not to come in wham bam”*. Outcomes were also seen to be more favourable if the women were familiar and comfortable with external people working within their communities. Milliwanga Sandy, Chairperson Banatjarl Women’s Council also noted that *“The Hollows’ approach was different to that of the government approach. When Fred Hollows women come to our community they operate at our level. They respect our culture and our people.”*

The strength of the relationship has been built around respect. The WDP team has been respectful of the community governance structures and, as an example, always sought permission before visiting the communities through the Northern Land Council (even though under the NTER, this requirement has been abolished). The Foundation is seen as a positive agency working in the communities and former Barunga Government Business Manager (GBM) explains this is *“because of the continuity that meant the women were comfortable with The Foundation staff, a lot of trust has been built up over time. With a lot of other agencies there has been high staff turnover and as a result projects could be quite disjointed.”*

As noted by Preston Lee, CEO Jawoyn Association and Rebecca Hayden, Banatjarl Council Coordinator, the WDP team create special moments for the women. Some examples of this were bringing out Christmas decorations and fruit cake and hosting Christmas parties when visiting at the end of the year. The WDP team also celebrates the success of project milestones by rewarding the women with certificates and ensuring that formal meetings are in combination with activities that provide the women with some respite from their everyday life. Activities such as fishing or art and craft activities are highly valued and in one instance, in conjunction with the Jawoyn Association, the women went on a Katherine Gorge cruise following a regional study tour.

Ownership (NGO EF – High Quality Relationships)

The WDP is seen by the women as a vehicle, for developing activities concerning the community in a way the women themselves want the activities to be developed. In the case of the cookbook, the women came up with the recipes, trialled the recipes, and worked with a designer on the layout and a photographer who offered digital camera training (Annex 6) (Manyallaluk, Gulin Gulin and Wugularr Women's Centres and The Fred Hollows Foundation, 2009). The women decided what eventually went into the final draft.

Furthermore as stated by James De Belin, Consultant Chef *"To increase the ownership of the women over their centre and the meals, the women were taught how to order. This meant that the women ultimately have more responsibility and can be more active due to controlling the decisions around ordering"*.

Ownership is seen as a predictor of positive outcomes and as noted by Preston Lee, CEO of the Jawoyn Association *"for the women's centres to be successful, the women need to own it and run it themselves, they know what to do, what's right and what's wrong...when the women are in control the environment is stress free"*.

The theme of ownership generated a lot of discussion during interviews, particularly from the non community based stakeholders. Respondents perceived bureaucrats to hold a certain belief that community members haven't the ability to manage their own projects. This assumption contributes to the widespread disempowerment felt by many Aboriginal people within the Jawoyn region.



Strong Consultation (NGO EF High Quality Relationships & Quality of staff)



The consultation processes of the WDP were seen to be more thorough and robust than consultation stages of other agencies, particularly that of the government. Consultation processes of government agencies were referred to as ‘ticking the box’ exercises and there is a perception that many decisions are being made by outsiders who haven’t a solid understanding of the context, due to limited time spent in communities.

The independent NTER Review (2008) acknowledged that governments must engage with Aboriginal people to find solutions and that “the intervention diminished its own effectiveness through its failure to engage constructively with the Aboriginal people it was interested to help” (Sited in Australians for Native Title and Reconciliation, 2011).

Similarly, Jenny Macklin, Minister for Families, Housing, Community Services and Indigenous Affairs acknowledged “there was no consultation before it was initiated and the nature of some of the measures and coercive tone utilised undoubtedly caused anger, fear and distrust” (Macklin, 2011).



In contrast to the external consultation approaches most people in remote areas are familiar with, the WDP consultation process would be classed as 'best practice'. In the case of the development of the 'Kukumbat gudwan daga *Really cooking good food*' cookbook, the women were involved in making decisions the whole way through the project (Manyallaluk, Gulin Gulin and Wugularr women's centres and The Fred Hollows Foundation, 2009). Bernadette Peckham former Wugularr Women's Centre Coordinator commented on James De Belin's approach to working with the women as "*really good, he wasn't rushed*".

It was thought that the WDP consultations were more robust than other agencies, because the trust had been established in the first place. As former Barunga GBM noted "*To be able to effectively engage you need to have done the ground work to build up the credibility, which makes The Foundation more credible than some of the other agencies.*" and "... *solid consultation and planning processes led to Foundation programs that didn't need a lot of changes*". Furthermore, the consultation process was seen as a positive experience for the community members involved. Art Consultant, Jayne Nankivell commented that the WDP consultation process "*Provided an opportunity for the women to see good consultation and negotiation skills and to learn an alternative way of doing things i.e. not a dictator style*".

Support (NGO EF - High Quality Relationships & Quality Staff)

The WDP team has been highly visible in the four communities. Sophie Gribble, Sunrise Health Public Health Nutritionist found that, in her experience, more than any other donor the WDP team spends large amounts of time 'on the ground'. Additionally, Lara Brennan, Regional Manager Family and Community Services Roper Gulf Shire Council commented that the WDP team have regular visits whereas other stakeholders may only visit the communities once or twice a year. Gloria Dalywater, The Foundation Indigenous Health Promotion Trainee suggested that *"all community ladies and stakeholders come together for one big meeting, it's good that you're coming out, but you need to come out more often ... like The Foundation mob, not just once in a blue moon"*.

The continuous support with ongoing follow up is seen as valuable for the women. James De Belin, Consultant Chef also agrees with the amount of support offered from the WDP team to the women, *"Some other groups have no follow up or you see something and then they disappear and you never hear from them again"*. Furthermore Bernadette Peckham, former Wugularr Women's Centre Coordinator commented on the ability of the women to run women's centres when support is available, *"they can do it if you put a lot of time and effort in, they have proven themselves that they can run the centres themselves"*.

There is a perception held by some women, that unless employed at the women's centres, people can't freely access these venues or the activities that may be implemented there. As a result, over the course of the project the level of support expanded to include not only women employed in the women's centres but facilitated the involvement of women from other areas of the community. Women's committees, although still predominantly made up of women centre staff, were additionally supported to have a united voice and advocate for women's issues.

On an individual level, the peer support offered by The Foundation's Indigenous Trainee to the women working from the four communities has been credited as increasing the confidence of the women to apply for formal roles within the centres. Additionally, having an Indigenous female employee, who understand the situation and empathises with the women when there are difficult moments, allows for challenges to be worked through in a respectful manner.

Good Communication (NGO EF - Quality of Staff)

Not only does the WDP team work well with the women from the four communities, interviewees also commented on how well the WDP team works with other stakeholders. When planning visits the WDP team regularly informed the Roper Gulf Shire and other relevant stakeholders, such as the Jawoyn Association and GBM's, of their travel plans. The WDP was also seen as facilitating better communication across the different agencies working within the four communities (both government and non government) often implementing or supporting events whereby all key stakeholders were invited e.g. the Women's Forums.

The WDP team was also seen as being particularly skilled at pre-empting any problems due to their consultative and transparent communication style.



Indigenous Staff (NGO EF – Adaption and Quality of Staff)

There are many benefits to The Foundation and to the WDP in the creation of the Indigenous trainee position. Having the right person in the job is important, and in the appointment of The Foundation Indigenous Health Promotion Trainee Gloria Dalywater⁴, The Foundation and particularly the WDP have gained access to the four communities at a level otherwise unattainable to outsiders. *“This project is my home area and country so it’s easier for me to work here”* (Gloria Dalywater).

The support for the Indigenous traineeship sees The Foundation work towards the goals set out in its Reconciliation Action Plan⁵ (The Fred Hollows Foundation, 2011). However and perhaps more importantly, The Foundation’s Indigenous Health Promotion Trainee Gloria Dalywater’s firsthand experience of the context the project operates within allows the organisation to gain a greater understanding and a higher likelihood of project success as a result. Additionally, with the employment of Indigenous people, the organisation is afforded credibility and respect from the communities in which it works.

The Foundation’s Indigenous Health Promotion Trainee Gloria Dalywater is upheld as a role model and interviewees made mention of her understanding of the tensions between work and family. *“Having Gloria there demonstrates to the other women that you can work and manage family issues too, as she handles family pressures well and as a result is a good role model to the other women”* (Natalie Ellis, CDU Indigenous Academic Support Lecturer).

⁴ Gloria Dalywater is a Dalabon woman whose family comes from Weemol, just outside of Bulman.

⁵ A Reconciliation Action Plan is a tool to help organisations build positive relationships between Indigenous and non-Indigenous people in an attempt at closing the 17 year life expectancy gap. The employment of Gloria Dalywater works towards The Foundation’s commitment of creating two traineeship positions as set out in the plan.

The Foundation's traineeship model is well respected by other stakeholders involved in the project and as such, the Jawoyn Association is thinking of implementing a similar arrangement with the Banatjarl Women's Council.

On an individual level, Natalie Ellis, Indigenous Academic Support Lecturer at CDU, commented on The Foundation Indigenous Health Promotion Trainee Gloria Dalywater's confidence as *"being built right up and as a result she applies herself more than before to her studies and is eager to learn"*. Gloria Dalywater's own reflection on her professional development can be summarised by her statement *"When I first started I didn't want to write reports, too tired to travel, but now! But now I can do everything!"*

Cultural Appropriateness (NGO EF – Adaption and Quality of Staff)

As previously mentioned the level of respect from the WDP team towards the community governance structures is very high. This same level of respect has been applied to the development of WDP activities in a culturally appropriate manner. As protocol for the WDP team, permission is always sought for a visit and followed up before any planned departure. *"I'm the communication person between The Foundation and the communities, once people say the road is closed, I know what that means ... We cancel trips if there is 'sorry business' ... I think the people in the communities get sick of me communicating all the time!"* (Gloria Dalywater, The Foundation's Indigenous Health Promotion Trainee). When asked if Gloria 'humbugs' the women Manyalluk Women's Centre Coordinator and staff member Jennfier Yirpawanga and Margaret Coleman said *"no, she comes to help us and support us, not sick of seeing Gloria"*.

The WDP team avoid overt involvement in community politics, respectful that it's not their role and knowledgeable that this often makes matters more complicated. However the very presence of the WDP and similar projects in the community inherently constitutes an involvement in community politics. The forever changing political landscape at the government (federal, state and local) level impacts on community politics in many ways. Some are obvious to the outsider (e.g. women feeling more confident to speak in community meetings), many are not. Regardless of how much the women value their involvement in the WDP it is important to note the strains and tensions projects like the WDP place on the women involved.

There is an awareness of different work expectations between the WDP team and the women who face competing interests on a daily basis. The WDP team's knowledge and experience allows flexibility, support and alternative methods to be explored to overcome such difficulties. The WDP team remains alert to strains (known and unknown) placed upon the women from the WDP and works to mitigate and protect the women from any negative fall-out from their increasing empowerment.

The accredited training associated with the production of the cookbook and the cooking of meals at the women's centres was implemented by James De Belin, Consultant Chef in a way that the women could work as a group instead of as individuals. The training was completed in the women's own centres where they were familiar and comfortable and the assessment phase allowed for questions to be solved collectively, building on the way the women usually work in the kitchens.

Most respondents made mention of the cultural appropriateness of activities and the interest from the women in the participatory methods utilised throughout the WDP. Starting from where women are at and making time for women to practice cultural activities such as bush harvesting and fishing have endeared the women to the implementation approach taken by the WDP. Some of the innovative and participatory methods employed within WDP activities were: 'chapatti wheels', 'scrapbooking', 'communication ladder' and the 'pass the parcel' exercise used in the evaluation of the WDP.

The 'chappati wheels' were used in planning exercises and highlighted the changing priorities of the women as their skills developed and activities implemented. 'Scrap books' encouraged the women to collect material that highlighted moments of success and achievement and allowed an opportunity for self reflection. Each women's centre has a 'scrap book'; however individuals have been inspired by this tool to create their own personal 'scrap books'. *"Bulman just started scrapbooking, got the idea from Gloria, Gloria told us about it"* (Loretta Lindsay, Bulman Women's Centre Coordinator).

Conversely, examples of non-Indigenous government employees without the necessary skills-set to work in a culturally appropriate manner with the women were also shared. In one example a younger non-Indigenous man had oversight for a women's centre and regularly upset the women, due to his lack of understanding and respect. As highlighted by former Barunga GBM there is a need for *"the right people in those management positions to understand the issues"*. Other examples were also mentioned of non-Indigenous staff speaking disrespectfully and assuming the women were not interested in working when there were other factors of culture and family at play.

Another example of the WDP team's awareness of cultural appropriateness can be seen in the approach taken to the voting of the Banatjarl Women's Council. The WDP team and the Jawoyn Association researched different voting methods and brought examples of these to the Banatjarl Women's Council meeting where the members for the council were to be elected. During the meeting, however, it was clear the women were adamant as to their own process. As a result, the WDP team stood back and allowed a lengthy, thorough and robust process to unfold that eventuated in the election of members. Commenting on this process, former Barunga GBM, reflected

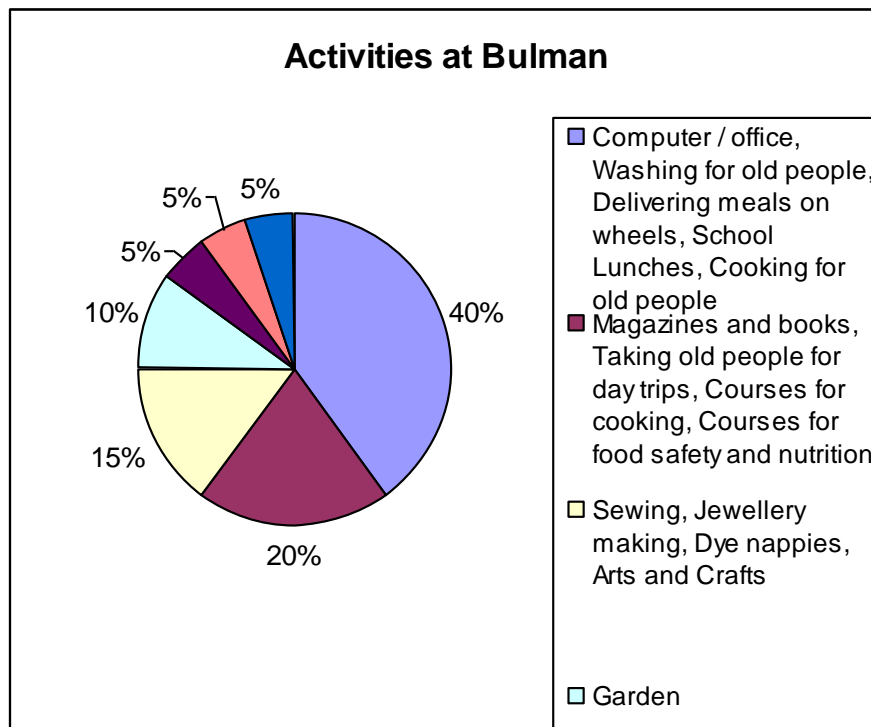
"we could have learnt from that as we've had difficulties around membership in committees, this could have been due to the way people were nominated, the Banatjarl process seems to have been more effective as it was driven by local people instead of external people saying how the membership process was to happen"

The Banatjarl meetings, where women of all ages come together, in themselves have been and will continue to be about the promotion of culture. However, there is a sense of urgency in encouraging the younger women to continue to practise their culture in a time when there is rapid change. The importance of culture to the women involved with the WDP can be highlighted by The Foundation's Indigenous Health Promotion Trainee Gloria Dalywater's comment *"If the young women don't have access to cultural information, they have no culture, they have no education, they have nothing, they're just nobody"*.

Examples of Participatory Tools

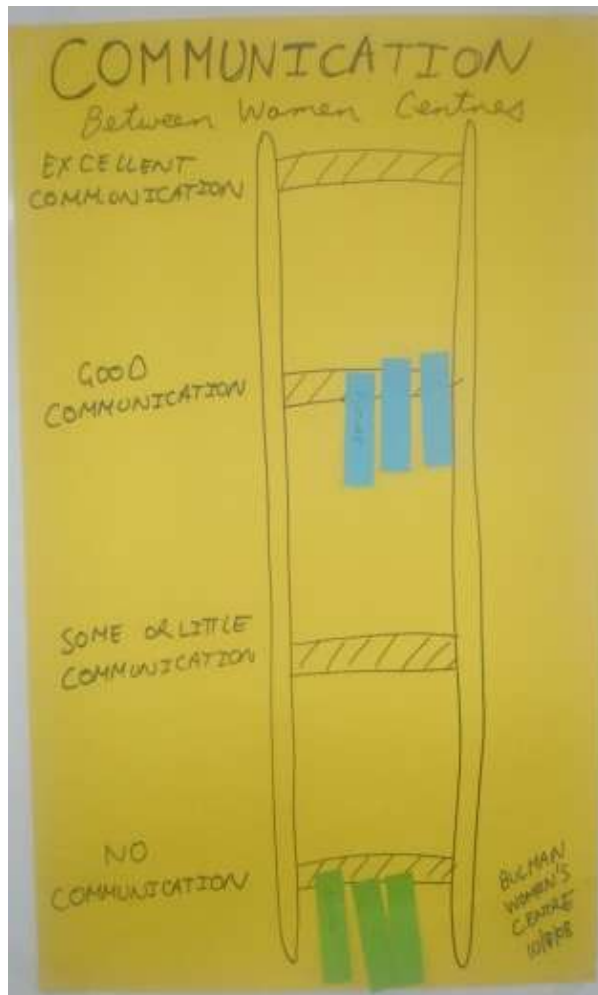
Chapatti Wheels

Used in each community for planning and for monitoring purposes over time. Updated on an annual basis.



Confidence Ladders

Assessment tool for the women's centres to gauge self assessment of levels of confidence at various points throughout the program.



Target Activity

Bullseye tool to indicate level of satisfaction concerning specific evaluation questions at the end of forums and meetings.

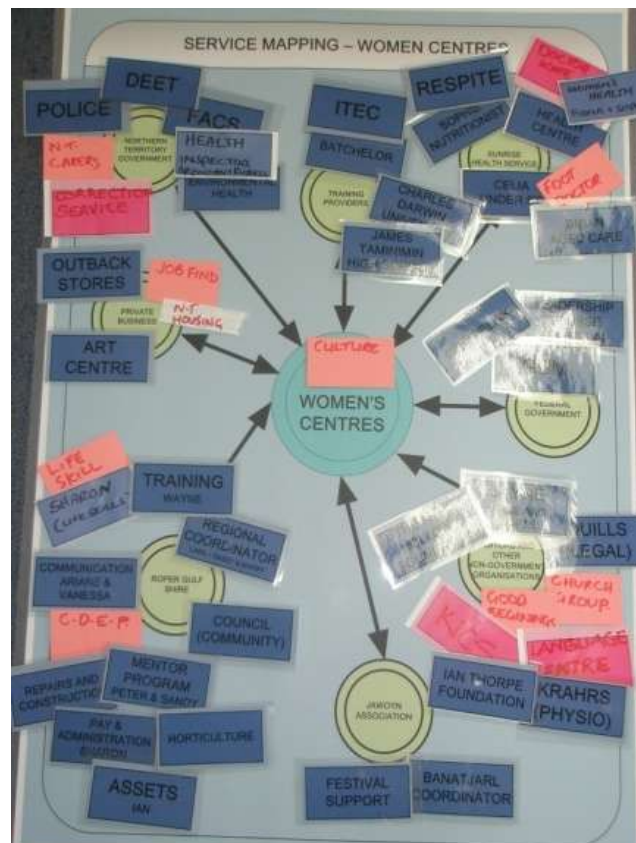
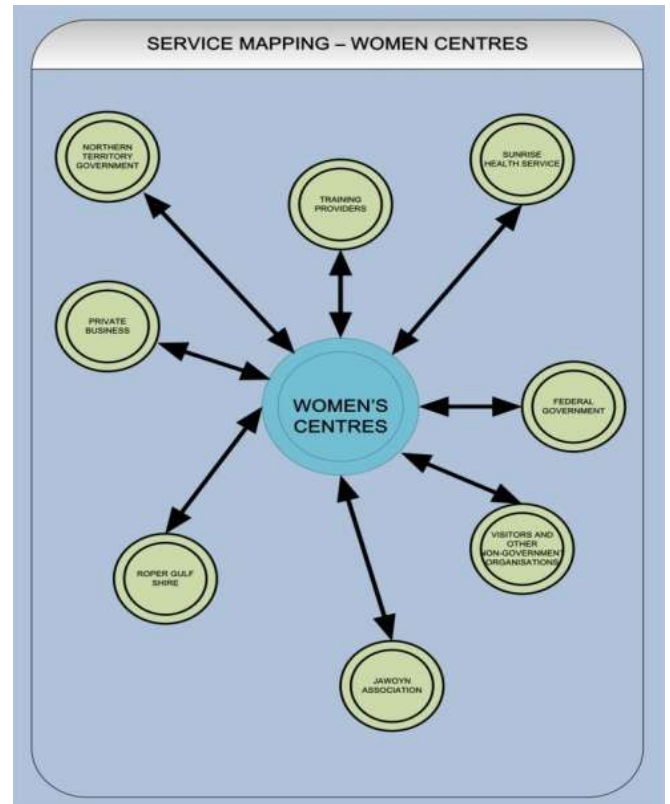


Scrap Booking

Collection of materials that highlight moments of success and achievement allows an opportunity for self reflection.



Stakeholder Mapping



Long Term Engagement (NGO EF - Long Term Engagement)

The commitment to establishing a strong relationship can only happen if agencies intend on forming a long term engagement. In the case of The Foundation, the agency has worked within this region for over a decade. Refer to the background section for more information regarding The Foundation's involvement in the Jawoyn region.

Networking Opportunities / Exposure (NGO EF – Working Together)

A large component of the WDP is about creating opportunities for the women to have exposure to different and new ways of operating. Acknowledging the women's isolation, events such as the women's forums were scheduled annually as a way to bring the women together so that they can form relationships and share experiences. Lara Brennan, Regional Manager, Family and Community Services Roper Gulf Shire Council mentioned *"The Foundation creates moments of excitement spread throughout the year, something for the women to look forward to"*.

These networking moments are a mixture of highly organised events such as the women's forums and the Banatjarl Talkfest meetings and less formal activities such as impromptu study tours organised between the four communities. Loretta Lindsay, Bulman Women's Centre Coordinator, talked about other women visiting their centre, *"they wanted to see our women's centre, how we run it, took them around, good idea to get all the women from different communities to come to communities like this to see how they run their women's centre and get a fair idea of how things happen"*.

The focus on networking came about as *"traditionally there haven't been a lot of opportunities for the women to come together across the communities, a positive of the WDP is the forums, allowing the women to network with one another"*. (Natalie Ellis, CDU Indigenous Academic Support Lecturer). Bulman Women's Centre staff member Jill Curtis talked about the networking at Banatjarl Women's Council as *"a lot of women coming in, other women, Banatjarl main one [networking opportunity] lots of gossiping... bush telegraph!"*

"The increased networking opportunities see the women coming back enthusiastic and using the phone and computer to keep in contact with their new friends" (Sandy Bawden, Former Bulman Women's Centre Coordinator). Rebecca Hayden, Banatjarl Council Coordinator, also noted that the increased networking opportunities have seen the women using the phones and email more so than before. A recent meeting saw women using the phone to notify Rebecca Hayden of whether they would be attending. Both Jawoyn Association and Sunrise Health staff commented on how unusual it was for people to indicate their attendance prior to a meeting. Rebecca Hayden wondered whether this high level of communication could be contributed to the increased networking opportunities provided through the WDP.

Art Consultant Jayne Nankivell's approach to teaching art methods to the women has been to bring different teachers out to the communities so that the women gain exposure to different techniques and styles. In the case of the cookbook, the women worked with Consultant Chef, James De Belin, to develop the cookbook and this provided an opportunity to try new recipes and techniques. The cookbook, although aimed at improving the

efficiency of the kitchens and nutritional quality of the meals, also became a vehicle for the women to form strong bonds, vital in the establishment of the Banatjarl Women's Council.

Sophie Gribble, Sunrise Health Public Health Nutritionist, suggested the WDP provided exposure for the women regarding other ways of doing things. For example, the opportunity to work with an external chef and artist allowed the women to gain new ideas. This exposure is much needed in remote areas due to physical isolation, limited education and limited access to library and internet services. One woman going through a difficult time expressed to Art Consultant, Jayne Nankivell, that the art workshops were the one thing that kept her going. Although there are many government agencies involved in the communities, in comparison with regional centres, NGO activity is limited. As Jennifer Yirpawanga, Manyallaluk Women's Centre Coordinator noted, before the WDP there was minimal support from other agencies. As outlined in the process findings, the WDP has a particular style and although there may be other agencies active in the communities, the support offered by the WDP is different.

The Foundation's Capability (NGO EF - Learning)

Perhaps due to the vast experience of the WDP team, interviewees commented on the capacity of the WDP team over that of other agencies working within the four communities. As noted by Natalie Ellis, CDU Indigenous Academic Support Lecturer *"The Foundation is seen as doing valuable work and not wasting money"* and by former Barunga GBM:

"One thing that sets The Foundation staff apart from other agency staff is their passion and enthusiasm for their work ... the staff want to make a difference and are focused as a result ... they're not interested in just coming to have a look, the staff are there to do things".

The WDP team is open to asking for advice and building networks and according to Jayne Nankivell, Art Consultant *"The Foundation doesn't pretend to have all the answers, they will ask who they should talk to when they have an issue or need some more information about something"*. Additionally, the Jawoyn Association found The Foundation to be a 'learning organisation' as plans often change, and when this happens, the WDP team look to other solutions and alternatives.



OUTCOMES

The overall goal of the WDP is 'increasing the self determination of women in the Jawoyn region'. Due to the 'rolling design' process, objectives for achieving this goal have changed slightly each year. This flexibility has enabled the WDP to respond to the women's focus for and direction of the project. Annex 7 outlines each year's changing objectives and activities implemented.



Outcomes Evident in the Women's Development Project

At the time of the field trips and information gathering for the evaluation of the WDP the initiative was in its third year. With an overall goal of 'Increase in self determination for women in the Jawoyn region' and given the history of Australian Aboriginal disempowerment, the goal is ambitious. However, this project is successfully contributing to a longer term plan that ultimately identifies the Banatjarl Women's Council and the Jawoyn Association as the lead agencies responsible for achieving the goal of increasing self determination for women in the Jawoyn region.

It is also important to highlight that the overall goal is to *increase* self-determination and not self-determination alone. The WDP team recognise that the vision of self-determination and control for Aboriginal women in remote communities is a longer term achievement. As such, for now, the WDP project begins to address foundation areas of capacity and exposure and aims to adopt a respectful working relationship with its partners in the implementation of the initiative.

This evaluation utilises the 2010 objectives to highlight the contribution the WDP has made towards the higher goal of increasing self determination for women in the Jawoyn region:

Objective 1. Women have increased networking opportunities and are networking;

Objective 2. Community governance structures are improved to support increased capacity, control of services and self determination of local women;

Objective 3. Service delivery is enhanced to support community aspirations and increase livelihood opportunities; and

Objective 4. Knowledge is built and shared relating to women's development in indigenous communities.

Progress Towards Achieving the 2010 Objectives

Progress Towards Objective 1.

Women Have Increased Networking Opportunities and are Networking

- Increased Networking Across the Four Communities*

Under the WDP, one of the objectives has been to increase networking opportunities so that ultimately the women could, as a collective, have more influence. *"That is what the Banatjarl Women's Council was always about ... standing up and being strong together. It is good that we come from all different communities and be represented on this women's council"* (Milliwanga Sandy, Chairperson Banatjarl Women's Council at 2009 Banatjarl Talkfest).

As stated by Natalie Ellis, CDU Indigenous Academic Support Lecturer *"traditionally there haven't been a lot of opportunities for the women to come together"*. The different opportunities provided for networking through the WDP such as the annual women's forums, the cookbook activities, and study tours have allowed for the development of working relationships across the communities. This relationship development has been a necessary first step in re-establishing the Banatjarl Women's Council, which includes two elected representatives from each of the communities in the WDP.

The networking opportunities provided throughout the WDP, assistance with some initial information technology hardware⁶ and support using IT systems *"mean women are more confident and more willing to use the phone and emails"* (Rebecca Hayden, Banatjarl Council Coordinator). Wugularr and Bulman Women Centre's Coordinators Fiona Manfong and Loretta Lindsay have started communicating via email with one another and with The Foundation's Indigenous Health Promotion Trainee Gloria Dalywater and have requested further computer training as a result.

⁶ Majority of IT funding since 2009 has come from the Roper Gulf Shire.

- *Influencing Others / Role Modelling*

The benefits of the WDP appear to have reached beyond the women working immediately with the project to the broader community⁷. Although the project is only in its infancy in terms of applying realistic timeframes⁸ to evaluate measureable changes, there is evidence of positive change occurring within the wider community, linked to the WDP.

Most women working in the women's centres have their own copies of 'Kukumbat gudwan daga' within their own homes and comment on referring to the cookbook for recipes. Using the cookbooks in the home environment improves the healthy eating habits within that family and also has the benefit of exposing extended family to healthier eating choices. Fiona Manfong, Wugularr Women's Centre Coordinator commented how *"I try to make my boys eat more healthy food than junk food, they love kangaroo and fish ... I use the cookbook at home"*. Projects like the WDP support community members interested in good nutrition as *"there are a lot of wise women who are doing a lot of healthy cooking in the community, there used to be a lot of sick kids, I think it's getting better"* (Milliwanga Sandy, Chairperson Banatjarl Women's Council).

The Women's Centre Coordinators involved in the evaluation indicated that the cookbook has contributed towards an improvement in the quality of the aged care meals and noted that many elderly people had commented how the meals had become bigger and tastier in recent times. Although there have been positive outcomes of the WDP in terms of healthy eating, challenges still exist. There are ongoing conversations between the women's centres, the community and the stakeholders about how to increase the knowledge and practice of healthy eating.

In terms of role modelling for other women, Sandy Bawden, former Bulman Women's Centre Coordinator, commented on how the women in the centres were positive influences to the community women and demonstrated how it was possible to find employment within the community. Sandy Bawden also commented on how strong women were attracted to the women's centres and as a result were influencing other women to speak out about injustices.

According to Jayne Nankivell, Art Consultant, when there is something of interest happening at the women's centre everyone gets involved. For example, when Jayne Nankivell has been tie dyeing many older women come along, not just because they're interested in participating in the art class, but because it's a chance to get out and socialise. The WDP has had a positive effect on the male members of the community as well. Men have become involved in the art classes, often creating a design at home and asking a female relative to

⁷ In-Direct Beneficiaries refer to the individuals or groups who have no direct contact with the WDP, however are affected by the WDP via the project's Direct Beneficiaries (e.g. women's centre staff who share with their friends and relatives healthy recipes or Banatjarl Council Members who share information they have learned at forums with their friends or relatives).

⁸ Outcome Mapping, a performance measurement tool developed by the Canadian based International Development Research Centre (IDRC) defines impact as: the long term sustainable change in conditions of people and the state of the environment that structurally reduces poverty and improves human well-being. In recent years, within the Australian International Development sector, impact has largely referred to the long term (15-20 years) result of outcomes from a particular initiative.

take it along the women's centre to be put onto a screen for printing. Ultimately the evidence of the communities supporting the art activities taking place under the umbrella of the WDP has been the popularity of the items amongst local shoppers and their quick purchase of the items when made available for sale.

Progress Towards Objective 2.

Community Governance Structures are Improved to Support Increased Capacity, Control of Services and Self Determination of Local Women

- *Increased Self Esteem / Confidence*

Interview respondents commented on the increased level of confidence evident in the women themselves. Previously most women involved in the WDP had been reluctant to speak in front of a crowd. Interview respondents mentioned that the WDP had provided public speaking opportunities for the women involved in the WDP and that many women as a result were taking up the challenge. As stated by Natalie Ellis, CDU Indigenous Academic Support Lecturer *"Women's confidence is increasing, getting up and talking in a crowd is a really big thing for most women from remote communities"*. Bernadette Peckham, former Wugularr Women's Centre Coordinator commented how the WDP was giving the women a *"voice to start speaking up, know what you want, don't be frightened, you're allowed to speak up"*

As an academic support to Gloria Dalywater, The Foundation's Indigenous Health Promotion Trainee, Natalie Ellis, CDU Indigenous Academic Support Lecturer, commented on Gloria Dalywater's increased self esteem and confidence gained through opportunities such as: travelling to Sydney; studying at the Charles Darwin University; and presenting at conferences. Natalie Ellis has also witnessed the application of Gloria Dalywater to her studies more so than before her traineeship position, something Natalie attributes to Gloria's increase in confidence.

Sandy Bawden, former Bulman Women's Centre Coordinator, commented on women being shy to read aloud. After completing the training needed for certification to work in the kitchens, women have been noticeably more confident, readily reading aloud as they go about their daily meal planning. Sandy Bawden also mentioned how minutes from the women's committees meetings were posted on the walls of the women's centres, something she hadn't seen before. This is an example of the women's increasing pride and their civic engagement in an attempt to have more control over their lives.

Certificates disseminated to the women highlighting how many meals had been produced over a 12 month period helped to increase the women's pride. Loretta Lindsay, Bulman Women's Centre Coordinator, commented how the certificates *"made us feel proud that we were doing so many lunches as we had never done that before [acknowledged how many meals were being produced]"*. Jennifer Yirpawanga, Manyallaluk Women's Centre Coordinator added how the certificates gave her a *"good feeling and being proud, I've done this all by myself, there was no help, fighting for a nutritionist, aged care, school program until finally Alison came along and gave me a hand, Alison and The Foundation were the first ones to help me before I would start them up [projects] but there wasn't anyone to help me"*

Another example of how the WDP is potentially contributing to the women's growing confidence is the increase of women interested in gaining their driver's licenses. Although there could be many factors influencing this increase, interview respondents were keen to link the WDP and the increase in licenses, due to the growing confidence of the women involved in the WDP. The impact of women having their licenses could eventuate in increased employment opportunities.

Both Jayne Nankivell, Art Consultant and Gloria Dalywater, The Foundation's Indigenous Health Promotion Trainee noted the increased confidence of the women involved in the WDP and how this was leading to requests for further training. Specific to the art component of the WDP, Jayne Nankivell had noticed how over time the women were gaining more confidence to talk about their apprehensions during some of the art processes. Additionally, this conversation and analysis has led to more complex finished artwork.

This increase in confidence and a desire to take arts and crafts from a recreational activity to income generation and an opportunity for financial independence has seen the development of an arts manual – 'Mibala Wei - Arts and crafts our way'. (Gulin Gulin Women's Centre and The Fred Hollows Foundation, 2011). (Annex 8). The arts manual acts as a do-it-yourself resource for people to access and utilise if interested in establishing small businesses producing clothes or craft. It is envisaged that individuals, committees and communities using the manual will work with organisations like the Jawoyn Association and the Banatjarl Council to access further funding and support.

The manual provides an opportunity to produce art work independently and without reliance on a consultant external trainer. It will be interesting to note whether the impact of this activity will be regular employment opportunities and subsequent income generation for the women from the four communities involved in the WDP.

The women's centres and the kitchens are designated by interview respondents as important units within the communities. James De Belin, Consultant Chef commented how *"the kitchens are the women's pride and joy, spotless, everything has its place, the women are so on top of everything, running it themselves"*. Furthermore, James De Belin explained how the training he provided *"was about giving the women the confidence and making them believe in themselves and seeing how they grasped the concepts and ran with it was fantastic"*. Gloria Dalywater, The Foundation's Indigenous Health Promotion Trainee stated that *"women going home after a day's work in the women's centre say to themselves "at least I have proved myself, I'm working at the women's centre!"*.

This confidence and pride in the centres is supported by the retention of staff. Former Wugularr Women's Centre Coordinator, Bernadette Peckham, felt that staff were more confident and committed to the centres and that even one man has remained working at the Wugularr Women's Centre throughout the life of the WDP, even though he's the only man employed at the centre. To summarise the significance of this increased confidence *"I want to thank the Hollow's women for giving our women the confidence and self esteem so that they can continue to grow and work for themselves and establish more successful working relationships with others in the future"* (Millwanga Sandy, Chairperson Banatjarl Women's Council).

- Capacity Development

Respondents commented on the invaluable training provided through the WDP and as stated by Natalie Ellis, CDU Indigenous Academic Support Lecturer, one “*can’t underestimate the impact of this training*”. Furthermore, Millywanga Sandy, Chairperson Banatjarl Women’s Council commented that “*The Hollows’ programs help our women learn the western knowledge as well as our traditional knowledge, so they are equipped to have both sets of knowledge so they will know instantly if a greedy or sly person comes in*”.

Another program working closely with the WDP has been Catholic Care’s Strong Women’s Project. Skills gained by the women through involvement with this project and the governance activities offered throughout the WDP include; knowledge relating to governance practices, obligations and processes. Women involved with the WDP have also attended regional forums offered by the University of NSW’s Diplomacy Training Program. These programs raise awareness of international and domestic human rights, laws, treaties and declarations. Together the three projects have contributed to the women from the four communities gaining: knowledge of their rights; and skills in practicing community governance⁹.

One outcome of this knowledge and skills development can be evidenced in the Wugularr Women’s Committee reconvening after many years in November 2008 and now meeting every six weeks. The Wugularr Women’s Committee plans to create an organisation that provides a venue and support for women to establish their own businesses and where the experienced and inexperienced will come together to help each other. The committee will aim to establish relationships with other providers in the community in an attempt to harmonise service delivery in Wugularr. The WDP has been instrumental in supporting the Wugularr Women’s Committee and therefore contributing to the WDP’s aims of developing locally acceptable community management structures.

Sandy Bawden, former Bulman Women’s Centre Coordinator, commented on the improvement in report writing through the WDP and the opening of bank accounts. Whereas Rebecca Hayden, Banatjarl Women’s Council, noted that planning tools introduced by the WDP such as the ‘Target Model’, ‘Communications Ladder’, and ‘Service Mapping’ have gone on to be used by the women in other activities outside of the WDP.

The overall goal of the cookbook production was to support the women’s centres to increase capacity and skills that will enable the provision of healthy nutritious food for their communities. However, the training surrounding the cookbook development although essentially around cooking and hygiene also extended to planning and organisation, tangible skills that can be utilised in other areas of community life. A whole evaluation could be dedicated to the cookbook itself, as the cookbook opportunity was largely seen as a vehicle for capacity development.

Having the cookbook in the kitchens has made the work easier for the women. “*Before the cookbook, they were guessing the amounts and relying on their memory of a recipe*” (Gloria Dalywater, The Foundation Indigenous Health Promotion Trainee) and Jill Curtis, Bulman

⁹ Skills in conducting a meeting, keeping minutes, office bearers roles and responsibilities, constitutional obligations etc

Women's Centre staff member added *"since 2003 [I've worked in the centre] no cookbook before, making it easier for me, guessing, using my memory"*. As a result of the cookbook project the women's centre kitchens have become more efficient. *"To see the difference from the first time I worked with them and then to see three people pumping out 130 meals off one little stove, it was amazing"* (James De Belin, Consultant Chef). Women base their four week menus on the cookbook and complete all the ordering procedures using the tools in the cookbook with the ordering systems required by the Roper Gulf Shire. Furthermore the women's centres often have opportunities to cater for meetings and events that take place.

The cookbook itself is being utilised in all Roper Gulf Shire women's centres as a menu planning tool and promoted throughout the Sunrise Health Service region by the public health nutritionists. Other organisations across Australia are also using the cookbook for cooking, educational, financial literacy and health and nutrition promotion purposes. The cookbook is in its third print run with over 10,000 in distribution (Annex 9). *"The Foundation has helped to make the communities out here stronger and to stand on their own two feet, to say yep we can do this, we know that they're just a phone call away, or will be out here soon"* (Gloria Dalywater, The Foundation's Indigenous Health Promotion Trainee).

Essentially the skills acquired throughout the cookbook activity by the women have increased the women's control and ownership of the meals and the kitchens. Women are in control of planning, ordering and delivering meals. Skills learnt throughout this project can be translated to other areas of the women's lives and the increase in confidence levels has seen demand growing for more opportunities. Some interviewees commented on the longer term dream of winning contracts with the federal government directly instead of being service providers for the local shire.



- Increased Ownership / Control

It is not the mandate of this evaluation to critique in-depth the lack of control that Aboriginal people have over their lives due to government structural arrangements and policies. In the case of the four communities involved in the WDP, the Northern Territory Emergency Response (NTER) otherwise known as 'The Intervention', is one such structural arrangement that places restrictions and controls on Aboriginal people. It is Important to be aware of this history of disempowerment to understand the importance of control and self determination for Aboriginal people. Annex 3 provides a brief snapshot into this issue.

Interview respondents commented on the lack of ownership and control of decisions and initiatives present in the communities. James De Belin, Consultant Chef asks:

"Why do we keep taking the ownership away from people? It makes everything stagnant, because women think we'll only ever be a cook and never be able to run the joint or be a coordinator. The ladies are very smart women and all they need is to be given the confidence and the opportunity to do it, let's give them the responsibility as its gives people the initiative to succeed and a career path".

Milliwanga Sandy, Chairperson Banatjarl Women's Council and prominent Aboriginal elder from the Jawoyn Region, commented that there was *"no control for people whatsoever, same in the women's centres and the women are getting tired of being told what to do"*. Furthermore *"things are going back in the past under The Intervention, the basics card is the rations card, I've lived there, I don't want my grandchildren and their grandchildren to live under that ever again"*

Finally Natalie Ellis, CDU Indigenous Academic Support Lecturer, reflected how *"people have been trained and trained, but still haven't been allowed to move on to the next stage of management, that's the control aspect"*.

Tsey (2008) recognises *"The level of control individuals have over their life circumstances determines their capacity to deal with day-to-day challenges and stresses without becoming overwhelmed"*. In the case of 'The Intervention' both non Aboriginal and Aboriginal people alike share the concern that government is subsuming greater control over Aboriginal people.

As Preston Lee, CEO from the Jawoyn Association quite simply states *"for the women's centres to be successful, the women need to own it and run it themselves, they know what to do, what's right and what's wrong"*. During the 'Pass the Parcel' exercise many women talked about having more control over their centres due to the support received from the WDP. Loretta Lindsay, Bulman Women's Centre Coordinator, commented how *"it's mainly the women themselves [who make decisions], we can organise everything"*.

Women felt they had more control in the kitchens particularly. This could be due to the approach of James De Belin, Consultant Chef: *"the good thing about the training is we were taking away the control from the coordinator and giving it to the ladies so that they could do the ordering, the menu planning etc"*. This increase of control in the kitchen environment and the beginnings of community led governance structures like the Wugularr Women's

Committee have generated a lot of enthusiasm, confidence and energy within the four communities. Although this self determination is only in its infancy, more ambitious projects such as the re-establishment of the Banatjarl Women's Council with the aim of establishing the Banatjarl Family Resource and Healing Centre have been made possible due to the women's increased control.

Progress Towards Objective 3.

Enhanced Service Delivery that Supports Community Aspirations and Increases Livelihood Opportunities

- *Income Generation*

Although only a minor outcome of the WDP, various casual employment opportunities have arisen with The Foundation throughout the lifespan of the WDP, more recently through the production of the cookbook and its spinoff DVD "Shepherd's Pie with Augie and Major". The community members involved with the production were employed by Djilpin Arts and were given the opportunity to develop new skills in multimedia technology (Djilpin Arts and The Fred Hollows Foundation, 2010). Other areas of paid employment attached to the WDP have been for the production of artwork (as in the weaving on the cover of the cookbook), translation and facilitation.

Following workshops with Art Consultant Jayne Nankivell, women from Bulman produced clothes to sell through the Bulman Women's Centre. The initiative was incredibly successful with all items selling. It appears that people from the community value the locally produced clothes and were willing to pay a lot more for the items than they usually do for second hand clothing. Interestingly, the locally produced clothes were sold alongside the second hand clothing that is priced at \$2 per item.

Although the data collection for this evaluation predates the availability of the art manual in communities, the vision for the manual is to be a resource that enables increased opportunities to produce art work independently. The ideal outcome of this activity is for the manual to become a tool and resource available for people interested in producing their own art and craft for income generating purposes.

Progress Towards Objective 4.

Knowledge is Built and Shared Relating to Women's Development in Indigenous Communities

This objective was introduced in 2010 and a number of examples are already evident that illustrate the WDP team and the Banatjarl Women's Council's attempt to share knowledge relating to women's development.

The cookbook and its report have been disseminated nationally to Aboriginal controlled organisations and NGOs (Annex 9). A number of opportunities to share stories from the WDP arose in 2010 and saw The Foundation's Indigenous Health Promotion Trainee, Gloria Dalywater present the WDP at the National Indigenous Child Care conference, at the Aboriginal Medical Services Alliance (AMSANT) Food Summit and at the International

Indigenous Women's Wellness Conference. Miliwanga Sandy, Chairperson of the Banatjarl Women's Council, also presented at the International conference and stated,

"It was evident at the launch of the cookbook that the woman took a great deal of pride in the cookbook. The newly elected Banatjarl Women's Council in the region can use this as a small example of how the women are able to come together from different communities and contribute together to achieve great things. Not only cooking the western side but cooking traditionally – keeping that culture strong."

A further focus on knowledge sharing and community monitoring will be built into the objectives of the Banatjarl Women's Council in 2011 and 2012.

Impact – Banatjarl Women's Council

As previously mentioned the WDP is a step towards enhancing confidence and capacity that in the longer term will contribute to the Banatjarl Women's Council particularly increasing the self determination for women in the Jawoyn region. Positive outcomes of the project have emerged and have been articulated in this report. The most significant impact of these outcomes, however, is the election of the Office Bearers for the Banatjarl Women's Council and the momentum gained as a result of finalising this first step.

Using the cookbook as a vehicle to develop capacity and forge relationships with women from different communities allowed for the familiarisation amongst the ten women's committees. Annual women's forums, study tours and Banatjarl Talkfests helped build trust between the different women's groups. Loretta Lindsay, Bulman Women's Centre Coordinator, stated that the Banatjarl Talkfests provided an opportunity to *"listen to everyone, all the other women and what they do, getting new ideas and projects, kids meals, how to make things better, about everything, networking too"*. Fiona Manfong, Wugularr Women's Centre Coordinator added *"bring more women in, try to make it stronger, better for your community, [encourages young women to] get out into the real world and work for their community and better themselves for their community"*. This relationship building has taken considerable investment and at the end of 2010 the investment paid off with the election of the Banatjarl Council's first office bearers.

The objectives of creating partnerships and strengthening communication between the communities, coupled with the objective of increasing community governance structures such as the Wugularr Strong Women's Committee, have ultimately led to the formation of the Banatjarl Women's Council.

It is with this next project that over time the impact of the WDP will potentially best be measured. The purpose of the Banatjarl Women's Council is for women to find their own culturally appropriate solutions to help overcome family health and well-being issues. At this early stage it is envisaged that a Family Resource and Healing Centre will be established, the impact of this will ultimately be an improvement in health for the Jawoyn communities involved. In response to a question whether the Banatjarl Women's Council will increase control, Milliwanga Sandy, Chairperson Banatjarl Women's Council replied:

“Oh yes, we’ll have our own control, our women will be standing up there and when organisations come in the women will say “ok, first of all you sit down and discuss what you want and then we’ll tell you what we want and what you need to know from us, I’ll listen to your story and then you’ll listen to mine, if you don’t want to follow this way, then you’ll need to leave, this is our place and our program. That’s how we will be strong”

The Banatjarl Women’s Council has already been in a position to voice the concerns of women from the Jawoyn communities regarding the NTER. Milliwanga Sandy, Chairperson of Banatjarl Women’s Council, was invited along with two other women from the NT to meet with the UN Commissioner of Human Rights, Navanethem Pillay. In a Katherine Times news piece, Milliwanga Sandy told the journalist of the importance of having women’s voices heard and as the Chairwoman of the Banatjarl Women’s Council she stated, *“it’s (NTER) taken away our dignity, our self esteem and self respect and spirituality”*.¹⁰ (Annex 10) In this one example the impact of the united voice becomes evident, brought to life through the establishment of the Banatjarl Women’s Council.

In April 2009, the Foundation employed consultant Jacqui Katona to prepare a report regarding program operation of the proposed Banatjarl Family Resource and Healing Centre. The Family Resource and Healing centre will work closely with the women’s centres and the individual women’s committees. As outlined in the report, *“The women’s centres provide the shopfront for the healing centre programs in the local sphere and can provide valuable knowledge in successful delivery of healing and wellbeing programs by the healing centre”* (Katona, 2009).

The report also outlined the following recommendations that are consistent with the recommendations made in this report around processes that lead to successful outcomes:

1. The need for stakeholder involvement and the development of strong relationships amongst partners;
2. The need for clear decision making responsibilities;
3. Thorough planning that includes the mapping of impacts on families that would inform program design, development, delivery and management;
4. Undertaking a community development approach to collaboration, facilitated by the women’s centres regarding the design of programs to be delivered at the healing centre;
5. Ensuring that training is available to all; and
6. Community participation in the design of programs.

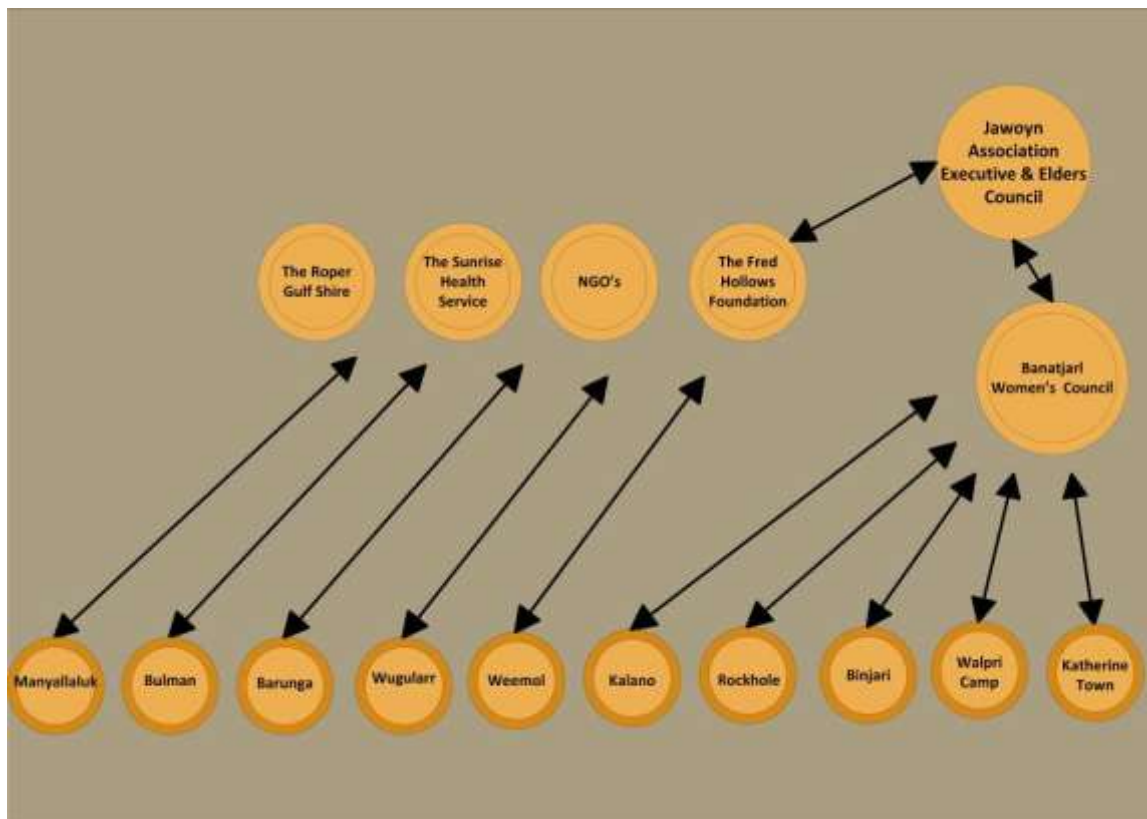
As mentioned further in the next section, the WDP will shift focus in 2011 and 2012. The project will implement a transitional strategy that aims to build the capacity of the Jawoyn Association and the Banatjarl Women’s Council whilst ensuring that any new programs offered accommodate the aspirations of the Jawoyn women and relate directly to services of the women’s centres (Annex 11).

¹⁰ Katherine Times, Wednesday May 25, 2011 page 5.

Schematic 1:

Representation of Stakeholders in 2010

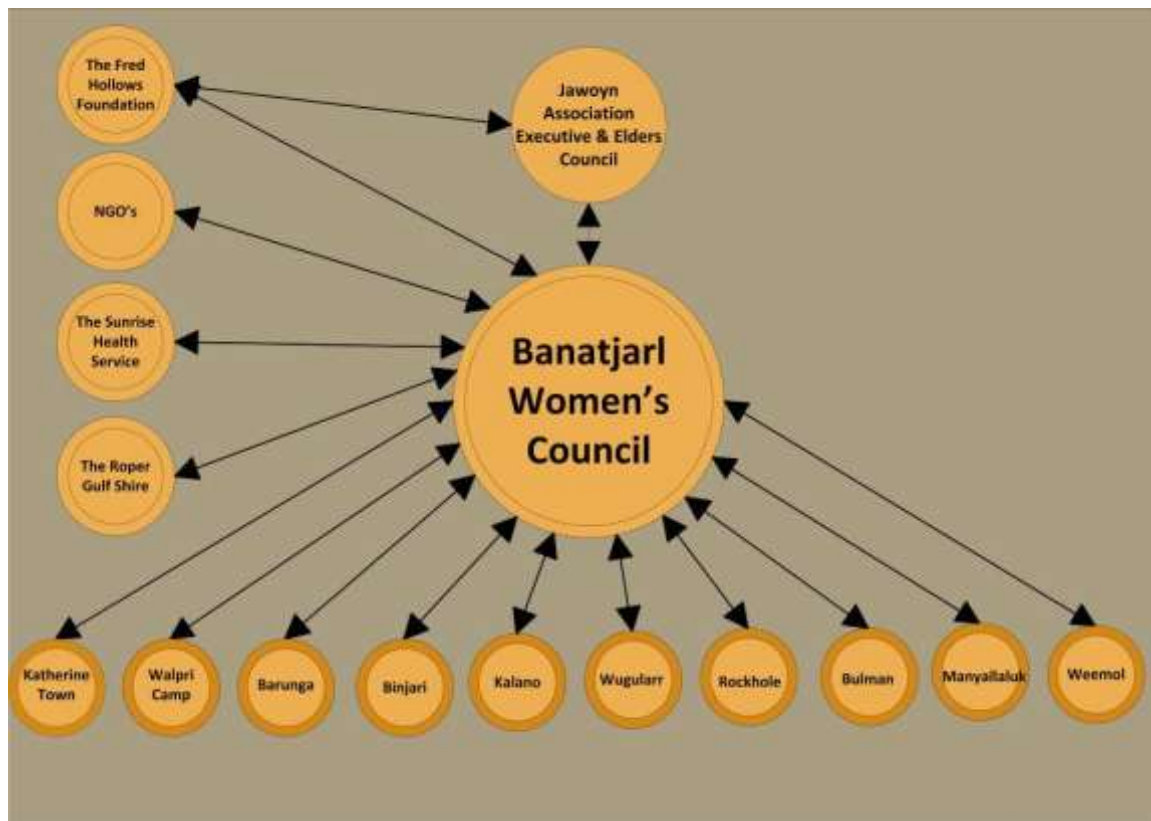
In comparison with 2008 – 2009, in 2010 The Foundation increases links, funding, logistics and support to strengthen the Banatjarl Women's Council, the number of communities involved increases, the program reaches beyond the women's centres and forms women's committees on the four key communities.



Schematic 2:

Representation of Stakeholders in 2011 - 2013

The WDP is supporting the Council, women's committees and the Jawoyn Association to work towards developing this relationship with stakeholders.



DISCUSSION

The WDP has made a contribution towards increasing the control the women have over their lives. Most significantly, there has been a change in the women's belief that they are capable of not only instigating beneficial changes in their women's centres, but also in other aspects of their lives.

Through collective achievements such as driving the culturally appropriate governance processes at their elections, utilising communication tools to maintain important social networks, implementing new ways of operating their women's centres and participating in civic engagement activities, the women have increased their mechanisms of self determination.

Although it is beyond the scope of this evaluation to demonstrate that this increase in control has had an impact on health and wellbeing, it can be concluded that the WDP is demonstrating outcomes that indicate the women have been empowered and have an increased capacity to take control at the community level. Certainly, the evidence gathered shows that the WDP is achieving best practice in its community development approach and is meeting its project objectives. However, the project's greater success is captured in the stories of the women who value the respect, opportunities and support offered by WDP and who in turn offer their own learnings to The Foundation.



RECOMMENDATIONS

The Process Findings section of the evaluation report outlines the 'Good Practice' elements evident within the WDP. The following suggestions serve to provide thought and discussion as to further enhancement of an already strong community development initiative.

Within The Foundation

'Community Development' Approach be Adopted by The Foundation as a Blueprint for Working with Remote Aboriginal Communities

Some work has begun amongst NGOs to establish guiding principles for working within Indigenous communities. ACFID has developed a practice note titled "Principles for Development Practice in Aboriginal & Torres Strait Islander Communities" (ACFID 2011). The Foundation has also developed its own document: "Protocols for staff working in Indigenous Communities". Together with these two existing documents and the information in this report regarding WDP 'Good Practice', a document could be developed that would become the modus operandi for IAP initiatives.

To take this recommendation a step further, the Banatjarl Women's Council together with The Foundation could develop a 'code' for working with remote Aboriginal communities. This code would then become the basis of future partnerships with either government or non government stakeholders, with all partners agreeing to the conditions set out in the code.

Reflection

A crucial element of learning within the NGO sector that is largely overlooked is reflection. Kelly et al (2008) recommend implementing annual reflection cycles to check in on 'theories of change' and 'assumptions' and to assess progress towards achievement of goals. This bigger reflection 'event' involves all stakeholders; however within the WDP team itself, more regular quarterly or half yearly reflection cycles could be implemented. Making time for regular reflection encourages learning and responsiveness to necessary changes, allowing for better development outcomes.

Continued Support from The Foundation

Many community development projects fail once the external agency ceases support. This is often due to removing support prematurely and before capacity is sufficient to go it alone. Although the future plan is for the Banatjarl Women's Council, the Jawoyn Association and the ten individual Women's Committees to play a greater role in supporting and governing the women's centres, there is still a role for The Foundation at this stage. This is in part because capacity building for managing organisations is complex and time consuming. The ever changing and challenging external policy and practice environment impacts on communities as it continually creates new challenges for the women. At the time of writing the report, a transitional strategy was being developed that focused on the capacity development of the Banatjarl Women's Council, as this will be the long term vehicle for the increase in women's self determination.

A strong transitional strategy that includes further skills development in program management, governance, micro economic enterprise support, and information technology will be essential to build on the outcomes of the WDP and keep the momentum of the longer term goal of women's self determination.

Within the Jawoyn Communities

Community Monitoring

For the community to feel in control of the WDP and to develop further analytical skills amongst the women, a plan for and an approach to community monitoring could be developed. There are many different ways communities can monitor their own activities. For this to be successful both financial and skills development support is necessary. The crucial element in a successful community monitoring plan, however, would be an approach developed by the women themselves and supported by the WDP team.

Supporting the Women's Centres to Implement Further Activities, Prioritised and Determined as Important by the Women Themselves.

Women commented on the changing role of women's centres and how in the past the women's centre was the heart of the community providing recreational activities and educational information.¹¹

As the women's centres under the NTER and the Local Government Act are managed by the Roper Gulf Shire Council, the focus has become more on the service delivery of contracts won by the Council. The women's committees therefore could be the entity through which The Foundation further supports the implementation of activities prioritised as important. The obvious venues for these activities are the women's centres and creating a supportive engaging environment should be a priority for all stakeholders involved.

Further Exposure for Women

Given the limited opportunities women have to leave the Jawoyn region, further exposure to other positive examples of community development in Aboriginal communities would greatly benefit the women from the Banatjarl Women's Council communities. Other opportunities to visit Darwin or attend relevant conferences would serve to strengthen the women's knowledge of what is possible in terms of control, income generation, and locally driven solutions to issues impacting on Aboriginal people.

¹¹ The changing nature of the women's centres is detailed in The Foundation and Dawn House report "We Want our Women's Centres to be Strong" (2007)

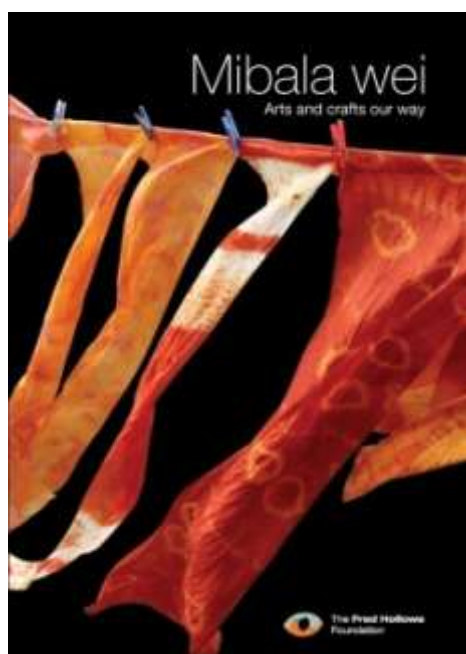
Involving Younger Women in the Women's Centres

This concept was raised many times during the data collection. Predominantly the women working in the centres are the senior women from the communities. Furthermore, there is some confusion as to who can access the centres and some women feel that unless formally employed they can't freely visit the centres. The WDP could work with the women in the communities to further develop strategies for including the younger women and particularly mothers in the women's centres. Ultimately, ensuring creative, culturally appropriate and innovative programs that are based on community requests, will be the best way to ensure involvement from women of all ages. There are many things to consider with this suggestion: overburdening of a few already busy senior women as mentors/trainers; and remuneration for the women taking on an extra role to name a few.

Role Out of Art and Craft Manual

The Mibala wei, do-it-yourself, art and craft manual aims to create self-sufficiency and livelihood opportunities and it would be a shame if the craft manual wasn't utilised to its full potential. The Banatjarl Women's Council, the individual women's committees and the Jawoyn Association are seen as the appropriate organisations to take responsibility for the sustainability of any micro enterprise development. Community development practitioners specialising in micro enterprise activities could be engaged to work with the individual committees to develop innovative sustainability strategies.

Any development of micro enterprise activities would benefit from starting small, with regular reflection to track progress and any changes that may be needed.



Amongst Other Stakeholders

Stakeholders Meetings



Many of the stakeholders commented on how the WDP brought together the different groups that have some involvement with the WDP. Regular stakeholders meetings with the government and NGOs involved in the communities would: streamline activities; make better use of funding; encourage more synergies in programming and allow robust discussion about challenges and successes. Learning from one another and building relationships also helps avoid any territorial issues. Half yearly meetings would benefit all stakeholders' programming and the communities where the different agencies work.

Within the WDP the annual women's forums brought together all representatives involved in the project. Stakeholders meetings should include community, government and NGO representatives. The production of a code suggested in the first recommendation could outline the need to attend stakeholder meetings as a requirement of partnering with Banatjarl Women's Council.

Special thought needs to be given to cross cultural elements and creating an environment (with rules) where all people feel comfortable to participate openly and freely.

Conversations Around Sustainability

Dedicated conversations around sustainability both within the WDP and amongst the different stakeholders would encourage greater development effectiveness. Sustainability is a long term goal. As a result partnerships between communities and external agencies will be in place for some time yet. However, all programming should develop and implement sustainability strategies. Having regular reflection sessions would include discussions regarding progress towards sustainability. This would keep the concept of sustainability at the forefront of any activity.

For the time being there is a role for The Foundation to continue supporting the women from the Jawoyn region. However the nature of the support will move away from direct involvement with the women's centres to a greater focus on capacity strengthening of the Jawoyn Association, the Banatjarl Women's Council and the women's committees. This transitional strategy sees women's development to be ultimately the responsibility of and driven by the Jawoyn Association and the Banatjarl Women's Council. Years 2011 and 2012, therefore, will focus on capacity development of the Jawoyn Association to ensure the skills and ability and organisational structures are in place to support Banatjarl Women's Council projects in the longer term.

It would be advisable that sustainability planning would take place as early as appropriate so that sustainability strategies can be developed and tested before The Foundation funding ceases. Regular reflection sessions, including discussions around sustainability will determine the level of involvement required by The Foundation.

Influencing Other Stakeholders to Follow a 'Community Development' Approach

Formalising regular stakeholder meetings would allow for robust discussion around different approaches and the development effectiveness of any particular paradigm. Where opportunities exist, the WDP team could advocate its 'community development' approach. The Foundation is in an ideal position to be the interface between international best practice and the Australian development context. Due to its membership of the Australian Council for International Development (ACFID), The Foundation has access to best practice examples (through working groups, member information forums, weekly newsletters and Annual Council Meetings etc) and development effectiveness training. The Foundation is therefore in a strong position to advocate and share good practice with other agencies (government and NGO) particularly in the Northern Territory.



Extended Research

Consider engaging with an appropriate research organisation to enable the women to measure the impact of the Banatjarl Women's Council's own culturally appropriate strategies and solutions. Further research could elucidate the link between control and health at the community level in this context.

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Annex 1

Recommendations from the report titled ‘We want our Women’s Centre to be strong’.

The Fred Hollows Foundation, Dawn House Incorporated, Women from Wugularr, Eva Valley (Manyallaluk) and Barunga (2007).

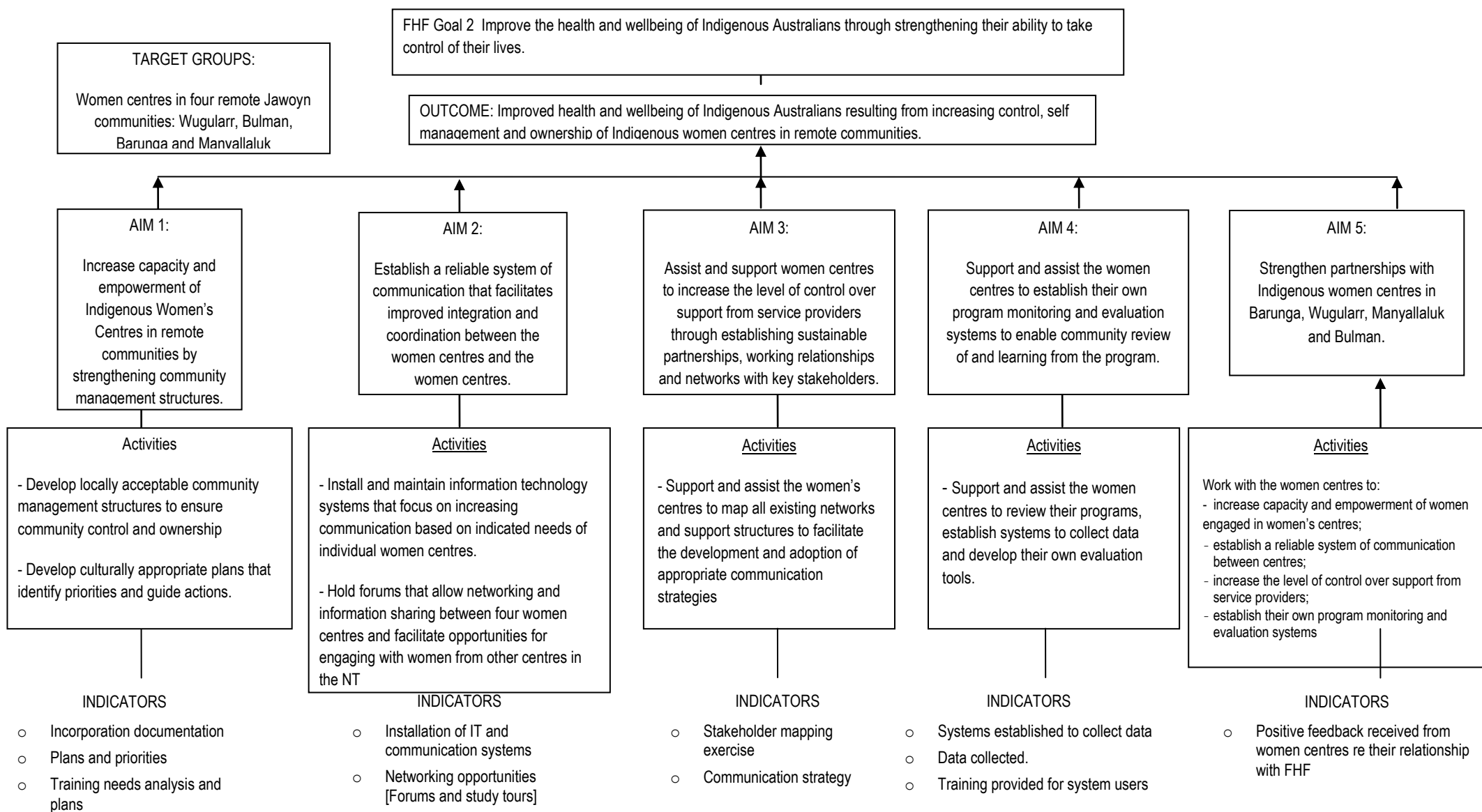
1. For Women’s Centres to be functioning and vibrant, identified stakeholders must support the vision of the women of Barunga, Eva Valley and Wugularr.
2. Women’s Centres have an important role to play in communities and community support is required to ensure the Centres can fulfil that role.
3. It is important that the Centres are managed by local women.

This will require:

- support to develop sustainable governance models
 - training in service management for local women
 - Recurrent funding
4. A broad range of community programs to develop social, health, cultural, leisure and economic development skills can be managed from Centres. Collaborative planning and prioritizing must occur in each community.
 5. Prioritise leadership and management training for local women
 6. Conduct and tailor a training needs analysis for all women
 7. An assets audit and register are urgently required for the Centres
 8. After planning and development sessions, funding submissions developed to include resourcing as required to manage Centres and specific equipment to enable planned programs
 9. Issues with individuals and groups of community members, community organizations and other community factors impact on the day to day and long term operations of the Centres. A communication strategy that engages community members is required to address issues as they arise.
 10. Women require support to provide feedback and information to the relevant external agencies regarding the potential of positive or negative influence on the further development of the Centres.
 11. As a matter of urgency, identified stakeholders meet to discuss conclusions of consultations with women
 12. Identified stakeholders consult with women to further the conclusions.
 - 13 Identified stakeholders work with the Centres/Women’s Network to develop a gender rights framework within the region
 - 14 Ensure development of a regional women’s network is included in planning and development of Centres

ANNEX 2

Logical Framework 2008

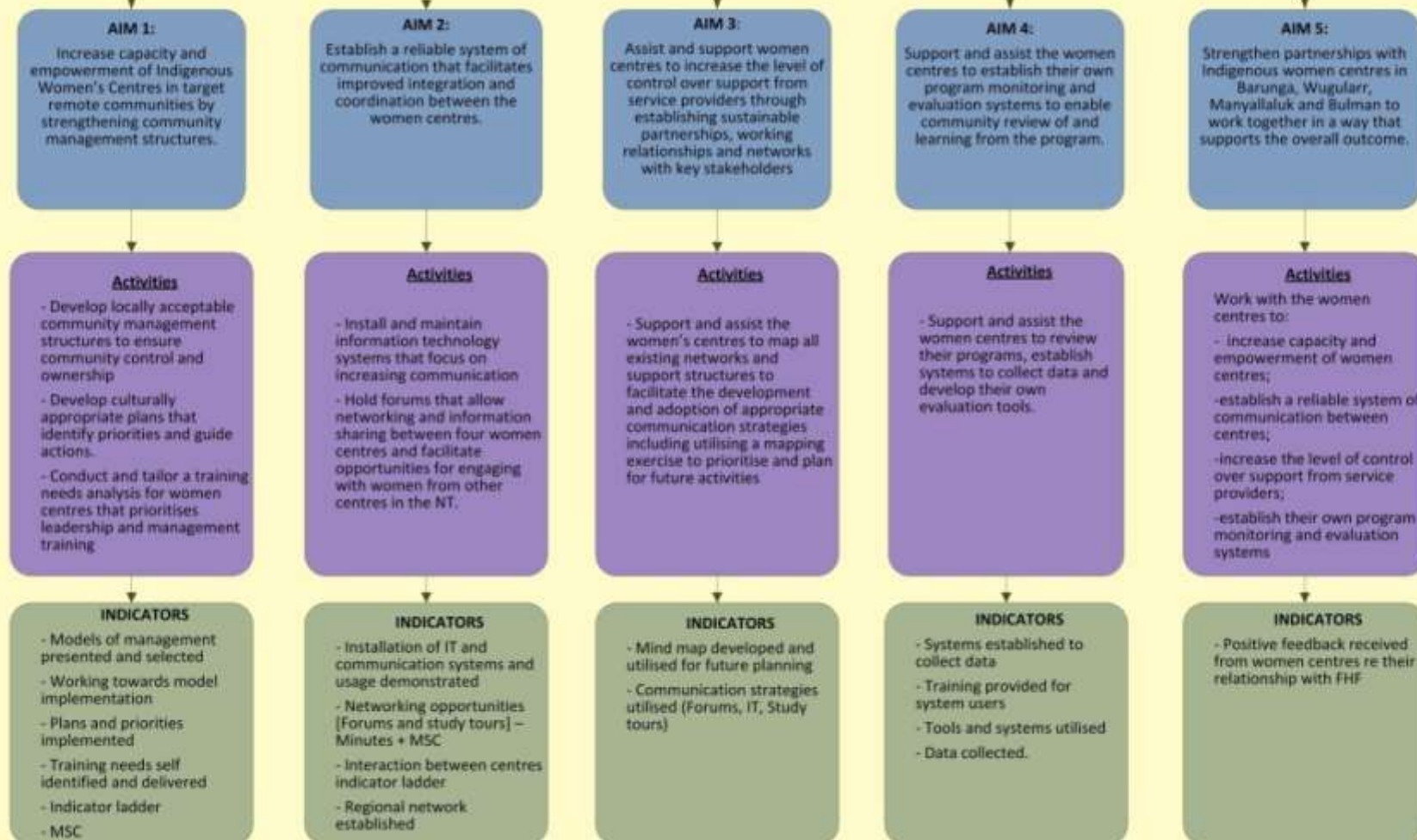


Monitoring and Evaluation Framework - Women's Development 2009

FHF Goal 2: Improve the life chances and choices of Indigenous Australians through improving their health
FHF Goal 3: Work through strong partnerships and cross sector collaborations - at local, national and global levels

TARGET GROUP:
 Women centres in four remote
 Jawoyn communities: Wugularr,
 Bulman, Barunga and Manyallaluk

OUTCOME: Increased control, self management and ownership of Indigenous women centres in target remote communities.



Work Plan - Women's Development 2010

Target Audience:
Women in the
Jawoyn Region

PROGRAM OUTCOME: Increase in self determination for women in the Jawoyn region

Objective 1:

Women have increased networking opportunities and are networking

Outcomes

- Women collaborate in collective decision making and advocacy relating to issues affecting their communities and region.
- Women have increased knowledge of models of best practice, operation and governance.

Strategies

- Support and assist women to develop regional network in conjunction with Jawoyn Association
- Support women to participate in opportunities for exchanging experiences, ideas and knowledge

Activities

- Support participation at:
- Banatjeri Women's Talkfest
 - Women's leadership forums
 - Banatjeri council meetings / elections
 - Exchange program / study tours
 - Enhanced communication infrastructure
 - Conferences
 - Exploration of different models of development

Objective 2:

Community governance structures are improved to support increased capacity, control of services and self determination of local women.

Outcomes

- Women actively contribute to collective decision making and advocate within their local communities.
- Women have sustainable partnerships, working relationships and established networks with key stakeholders.
- Women have an increased understanding of service providers, key stakeholders and funding bodies.

Strategies

- Support and assist women in 4 communities to develop locally managed women's committees

Activities

- Support women's committees to contribute to:
- Local council
 - Women's centres
 - Jawoyn Association &/or other self identified opportunities
 - Resources provided to support governance
 - Service mapping contributes to developing partnerships

Objective 3:

Enhanced service delivery that support community aspirations and increases livelihood opportunities.

Outcomes

- New local economic development initiatives result from the project and the women's committees consequently gain a degree of financial independence.

Strategies

- Support and assist women to acquire skills and knowledge
- Support women to develop their own resources to address their self identified issues
- Support and assist the development of local micro-economic projects

Activities

- Training needs analysis is undertaken, documented and distributed to key stakeholders
- Service mapping contributes to identifying funding and training opportunities
- Training, business and resource development opportunities are supported and delivered

Objective 4:

Knowledge is built and shared relating to women's development in Indigenous communities

Outcomes

- The project contributes to the broader evidence base regarding women's development in Indigenous communities.
- The coordinator and women's committees collaboratively report on relevant models of local organisation governance and instances of operational best practice.

Strategies

- Information relating to this project is published
- External evaluation of project is undertaken at 3 years to determine the lessons from the past and future direction
- Project undertakes advocacy role regarding women's development

Activities

- Contributions made to health websites, newsletters, journals, internal website, list servers and conferences
- Support evaluator / consultants
- Project contributes to informing and influencing policy
- Project advocates for infrastructure and resources with women's committees to key stakeholders.

ANNEX 3

Political Context

The political context in which the WDP operates stretches far beyond the impact of the Jawoyn Association and the Sunrise Health Service Aboriginal Corporation. Throughout the duration of the project there have been monumental shifts in the political landscape. These shifts include but are not limited to changes in the structure of local government, the framework underpinning access to the welfare payment system, the Community Development Employment Program, Department of Education and Work Relations work agreements and the Australian Government's Northern Territory Emergency Response (NTER) (The Fred Hollows Foundation 2007).

The NTER consisted of 11 emergency reforms including compulsory child health checks, compulsory income management for all adults in prescribed communities and the suspension of the Racial Discrimination Act, and included the use of the Army to lead implementation (Australian Indigenous Doctors Association and Centre for Health Equity Training Research and Evaluation 2010). The Australian Government announced this course of action in June 2007 in response to a report titled "*Ampr Akelyernemane Meke Mekarle 'Little Children Are Sacred'*" (Wild 2007). This report reviewed the ways that all tiers of government and non-government agencies might contribute to preventing and tackling child sexual abuse among Aboriginal children.

The Australian Indigenous Doctors' Association (AIDA) undertook a Health Impact Assessment of the NTER and predicted that the intended health outcomes were unlikely to be fully achieved through the NTER measures. Furthermore, AIDA claims the NTER will leave a negative legacy on the psychological and social wellbeing, on the spirituality and cultural integrity of the prescribed communities. (Australian Indigenous Doctors' Association and Centre for Health Equity Training Research and Evaluation 2010).

The women's centres in the Jawoyn region were directly impacted by the NTER. Not only were women connected to the women's centres personally affected by the measures in the NT Emergency Response Act 2007 but the structure and function of the women's centres drastically changed. Following the NTER the women's centres received Commonwealth funding not only to provide meals to aged care residents in the community but also to provide lunch for every school age child. In most cases this represented a 200% increase in meal production requirements and changed the focus, employment conditions, availability of human resources, management structures and reporting requirements for women's centres.

Major local government shire reform was also introduced in July 2008 and represented the biggest ever historical change in local government in the Northern Territory. This reform changed the structural, managerial and reporting requirements of the women's centres as they came under direct management from the Roper Gulf Shire (whereas before they came under the auspices of the Nyirranggulung Council). Hence, the major and constant change that contextualises the Women's Development Project has been extreme and pronounced.

Annex 4

Historical context of the Jawoyn Region

Following initial contact between Indigenous and non-Indigenous people in the Katherine region in the mid-1800's, the pastoral, agricultural and mining industries dramatically changed the way of life for Indigenous people. Furthermore, traditional ways of life were severely disrupted with the arrival of the railway, the telegraph line and the impact of World War II (Schwab 2004).

It was in 1978 that a group of Jawoyn traditional owners launched their claim for land rights to Nitmiluk National Park and in 1985 the Jawoyn Association was established. The Jawoyn Association won its first land claim of the Nitmiluk area in 1989 and the people the association represents were recognised as the owners of the Katherine region, western Arnhem Land and the southern areas of Kakadu National Park (The Jawoyn Association 2011).

Jawoyn traditional land stretches across 50,000 square kilometres and extends from the town of Katherine south-east to Mataranka, eastwards past Barunga and Beswick, then north-east in an arc crossing from Bulman in Arnhem Land across to the southern part of Kakadu National Parkland and south-west Arnhem (The Jawoyn Association 2011). The Jawoyn Association provides human services, cultural and land management programs, business enterprises and forward planning with a vision for economic independence and was the principal driver in the development of the Sunrise Health Service, an Aboriginal Community Controlled Health Service.

Timeline - The Foundation in the Jawoyn Region

1999	The Foundation's Indigenous Program Manager, Olga Havnen, invited by the Jawoyn Association to discuss strategies to improve nutrition in the Katherine region.
	The Foundation commissions Centre for Aboriginal Economic Research (CAEPR) nutrition scoping study.
	The Foundation enters formal agreement with the Jawoyn Association to implement Nyirranggulung Nutrition Project.
2000	Jawoyn Association & The Foundation sign Memorandum of Understanding (MOU) in partnership with the communities of Wugularr, Barunga, Manyallaluk and Bulman.
	The CAEPR releases research monograph No.19 titled ' <i>Aboriginal Nutrition and the Nyirranggulung Health Strategy in Jawoyn Country</i> '. (Taylor 2000)
2001	With support from The Foundation, The Jawoyn Association employed a community based public health nutritionist to live in Wugularr and support the community nutrition program in the women's centres. The Foundation supported training in healthy food preparation and handling.
2002	New regional Aboriginal community controlled health organisation, Sunrise Health Service Aboriginal Corporation, was established. The Foundation signed a formal partnership with Sunrise and supported various programs including aural health, governance and cultural programs.
	The Foundation continues to fund the public health nutritionist position until the health service secured perpetual government funding.
2003	Wugularr, Barunga, Manyallaluk & Bulman Community Councils amalgamate to form Nyirranggulung Council
	Sunrise Health Service assumes control of health services for 13 communities in Katherine East region
2004	The Foundation supports the Banatjarl Women's Council with school holiday programs and establishment of the annual women's talkfest.
2005	Evaluation of the Nyirranggulung East Katherine Nutrition Project report released (Sullivan 2005)
2006	The Foundation commissions consultants on behalf of the Jawoyn Association and Banatjarl Women's Council to develop business and strategic plan for the Banatjarl Family Resource and Healing Centre.
2007	"We want our women's centres to be strong" – A collaborative consultation project between Women from Wugularr, Eva Valley and Barunga, The Fred Hollows Foundation and Dawn House Inc report released. (The Fred Hollows Foundation 2007)

Annex 5

Health Context

The Australian Indigenous Doctors' Association (AIDA) Health Impact Assessment (HIA) notes the multiple reports that describe the extent to which Aboriginal communities in the NT have been deprived of social and economic infrastructure and capacity. The HIA documented the significant under-investment in education, housing, health care and health promotion, employment, family and community support services and policing. As a result, Aboriginal people do not have equitable access to the social determinants of health and thereby continue to have serious health consequences. (Australian Indigenous Doctors' Association and Centre for Health Equity Training Research and Evaluation 2010).

Life expectancy for Indigenous females is approximately 10 years less, 13.5 years in the NT, and for Indigenous males 11.5 years less, 17 years less in the NT, than for their non-Indigenous counterparts with both males and females experiencing significantly higher rates of morbidity from acute and chronic diseases. (Thomson 2012).

In response to these statistics AIDA states:

'High levels of trans-generational and cumulative trauma resulting from the continued social exclusion of Aboriginal people and communities from decisions affecting them and their communities, combined with the continued lack of access to the material resources needed for good health, have meant that the population prevalence of behavioural risks to health is significantly greater than among non-Aboriginal Australians.'

(Australian Indigenous Doctors' Association and Centre for Health Equity Training Research and Evaluation 2010)

Whilst the Council of Australian Governments have focused on 'Closing the Gap' on Indigenous health inequality and disadvantage by targeting health, housing, early childhood, education, economic participation, and remote service delivery issues, Indigenous communities and organisations have not been engaged with the process of developing the targets or overall objectives.

The first recommendation from the *Ampe Akelyernemane Meke Mekarle* 'Little Children are Sacred' report included this statement:

'It is critical that both governments commit to genuine consultation with Aboriginal people in designing initiatives for Aboriginal communities.'

(Wild 2007)

From a broad public health perspective, the Closing the Gap policies of governments fail to take into account the significance of culture and Indigenous empowerment and control over their life circumstances to tackle the health inequities and disadvantage. (Cooper 2012)

Annex 6

Kukumbat gudwan daga

'Really cooking good food'

Developing a cookbook utilising a development approach

The women's centres in Gulin Gulin, Wugularr and Manyallaluk were engaged and consulted at all stages of the community initiative to develop a region specific cookbook. The overall goal of the cook book project is to support the women's centres to increase capacity and develop skills that will enable them to provide healthy nutritious food for their communities. The cook book meets the self identified needs of the women's centres by catering for bulk aged care and school lunch program.

This project has supported the communities to increase their level of capacity through improved literacy and numeracy skills and increase nutrition and food safety knowledge and practical skills. This process utilised a participatory planning model that allowed the women's centres to have genuine control and ownership over the decisions made in regards to the recipes utilised in the cook book and the major production areas. The women's centres worked with a consultant chef to develop and modify recipes, a graphic designer to collaborate on the overall design process and a photographer who supports multimedia training. The project has produced a relevant and practical cookbook that will contribute overall to strengthening the women's control over the day to day management of their women's centres.



Project Model

The design of the project development activities is based on an innovative 'rolling design process' which enabled changes to the program activities to be negotiated on a regular basis. As such, the cook book development process changed constantly over time, based on lessons learned and emerging needs as the project progressed. Flexibility of the implementation process enabled the women to have genuine control and ownership over the decisions made and the activities that followed. The 'learning by doing approach' allowed for change and appropriate adaptation.

The cookbook is an 80 page product that suits the unique needs of local communities. The recipes are region specific and cater for large numbers, to support the women's centres nutrition programs.

The cookbook is consistent with school nutrition program guidelines, the Australian dietary guidelines and the Australian Guide to Healthy Eating. Throughout the duration of the project the women have been trained in practical literacy and numeracy applications, cooking, nutrition and food safety. Extra training was provided in graphic design and multimedia skills supporting the final cookbook design.

Governance tools

Specific features of this cook book support the improved management of the women's centre nutrition programs, and the processes used in the development of this book have resulted in improved capacity of the women and improved resources for the women's centres.

Special features include

- Weekly menu planning tool
- Photographic display of sandwich ideas accompanied by hints for preparing in bulk
- Ordering tool developed in conjunction with the local shire system
- 'Basics' section with 'how to' guide for the preparation of ingredients required in a remote setting with economic constraints.

Launch

The cookbook was launched in August 2009 during the Banatjarl Women's Talkfest, which brings together women from the Katherine East Jawoyn region annually. All contributors to the cookbook were acknowledged and thanked and the women's centres were the first to view all their hard work in print! The pride in their achievements in producing a beautiful and practical cookbook was evidenced during the cookbook launch, where the communities cooked off against each other using recipes from the cookbook using bush woks made from flour drum stoves. This statement demonstrates the passion, enjoyment and pride the women feel in their roles within their communities.

"Mibala laigim kukumbat daga blanga ola ol pipul en biginini langa skul en ola lilwan biginini langa kreish."

"We love cooking for the old people, school kids and creche kids.

The community come and look and they love our food."

Developing this cookbook has been a practical and rewarding way to learn new skills in many different things including cooking, nutrition, hygiene, photography and women's centre management. The women from different centres have been able to get to know each other, and the resulting network and subsequent meetings was made stronger with their common goal of the cookbook.

When Miliwanga Sandy, now the elected chair person of the Banatjarl Women's Council, presented this cookbook project at the 9th World Indigenous Women's Wellness Conference she told the audience of the pride that the women felt when the cookbook was launched. She said that it was an example of how ***"The newly elected Banatjarl Women's Council in the region can use this as a small example of how the women are able to come together from different communities and contribute together to achieve great things."***

Implementation

The cookbooks are being used in all Roper Gulf Shire women's centres but have also been purchased by organisations such as the Australian Red Cross, Outback stores, The Jimmy Little Foundation and ALPA for use in training, takeaways and for anywhere where food is cooked in bulk. Over 10,000 cookbooks have been distributed across Australia.

Annex 7

ACTIVITIES, ACHIEVEMENTS & OBJECTIVES 2008

Activities	Details	Evidence	Contributes to objective relating to: (Appendix# contains log frame reference for 2008)
Coordinated the Women's Centre Celebration Forum	9 representatives from 3 communities attended and 5 key stakeholder groups.	Published minutes	Obj 1 – Community management structures Obj 2 – Communication and networking Obj 3 – Partnerships with stakeholders
Re-established the Wugularr women's committee	> 20 women attended and 5 key stakeholders groups	Trip report	Obj 1 – Community management structures Obj 3 – Partnerships with stakeholders
Supported the JA with Banatjarl Women's Talkfest	Ensured attendance of 5 women from Bulman	Trip report	Obj 2 – Communication and networking
Utilised participatory planning tools to develop work plans for individual women's centres	Incorporated training needs analysis and identified planning priorities	Published minutes distributed to all key stakeholders	Obj 1 – Community management structures Obj 4 – Self monitoring and evaluation
Assets register established	3/4 women centre's completed	Forwarded to Assets manager with Roper Gulf Shire	Obj 4 – Self monitoring and evaluation
Facilitated Indigenous consultant to commence scoping study into women's centres internationally	Consultant attended women's forum to jointly develop parameters for scoping study	Published minutes	Obj 1 – Community management structures Obj 2 – Communication and networking
Facilitated study tour with guests from South Barkly	3 women's centres in region	Trip report	Obj 1 – Community management structures Obj 2 – Communication and networking
Contributed to Information technology infrastructure	3 computers purchased, installed and training provided.	Asset register	Obj 2 – Communication and networking
Stakeholder mapping activities commenced	Participatory planning activity commenced on community and completed at women's forum	Published minutes	Obj 1 – Community management structures Obj 2 – Communication and networking Obj 3 – Partnerships with stakeholders

Development of cookbook to support nutrition programs	2 x 3weeks accredited training delivered to > 20 participants in 3 communities in Cert II Kitchen Operations	Published cookbook project report. Certificates.	Obj 1 – Community management structures Obj 2 – Communication and networking Obj 3 – Partnerships with stakeholders Obj 4 – Self monitoring and evaluation
	Informal digital camera training delivered to 2/4 communities over 3 months including lessons by professional photographer	Photo stories shared between communities. Published in cookbook.	
	Facilitated engagement of 2 women's centres with graphic designer	Published cookbook project report	
			<i>N.B All activities support Objective 5 – Strengthen partnership between women and The Foundation</i>

ACTIVITIES, ACHIEVEMENTS & OBJECTIVES 2009

Activities	Details	Evidence	Contributes to objective relating to: (Annex # contains log frame reference for 2009)
Coordinated the Banatjarl Women's Talkfest	Over 40 women attended from throughout the Jawoyn Region for the 3 day event held at Banatjarl. Cookbook launched at event.	Talkfest Report	Obj 1 – Community management structures Obj 2 – Communication and networking Obj 3 – Partnerships with stakeholders Obj 4 – Self monitoring and evaluation
Supported Manyallaluk women's centre with microeconomic activity	Fundraising activity utilising cookbook at Black Arm Band concert	Money story + Assets register	Obj 1 – Community management structures
Advocated for the re-opening of the Barunga women's centre	Lobbied Roper Gulf Shire / Federal government in writing at request of women	Letter	Obj 1 – Community management structures
Supported the Barunga women's committee	Undertook participatory planning activities (Training needs analysis and identified planning priorities)	Published minutes and distributed to all key stakeholders	Obj 1 – Community management structures
Explored incorporation and governance models with each community committee	Step- by –step guides and resources produced and disseminated	Governance coordinator trip reports + resources	Obj 1 – Community management structures
Support training requirements and micro-economic enterprise development	Art consultant delivers 6 weeks training on 2 communities with over 20 women attending	Trip report Art consultant reports	
Support participation in Uni of NSW – Diplomacy Training Program	6 representatives from women's committees attend	DTP evaluation records	Obj 2 – Communication and networking
Support implementation of Federally funded leadership project on community	Supported 3 leaders to implement individual projects on 2 communities	Trip reports	
Women's Centre Celebration Forum	Over 20 women from 4 communities attended forum held at Springvale Homestead. Results of international scoping study presented. Stakeholder mapping exercises developed & included participation of stakeholders.	Published minutes	Obj 2 – Communication and networking
Support women to attend Barthulha Webs art camp	Transportation of women to attend provided	Art camp report	Obj 2 – Communication and networking
Ongoing support provided to Wugularr women's committee	In conjunction with NGO provided governance support and advice	Minutes Trip report	
Fund and facilitate consultant to support JA with scoping	'Banatjarl Women's Council – Banatjarl	Consultant report	

report re: Banatjarl	Family Resource and Healing Centre' report published and presented at Talkfest.	disseminated to women and stakeholders.
Scrapbooking	Women's centres on 3 communities developing & maintaining self reflection tools	Scrapbooks + Photos Trainee trip reports
Participatory planning tools updated	4 / 4 communities updating planning tools annually	Published minutes Trip reports

ACTIVITIES, ACHIEVEMENTS & OBJECTIVES 2010

Activities	Details	Evidence	Contributes to objective relating to: Annex # contains log frame reference for 2009)
Support attendance and participation at International Indigenous Women's Wellness Conference.	8 women from 6 communities / Banatjarl women's council attend and chairperson and FHF trainee present on WDP	Conference proceedings / digital recordings	Obj 1- Networking Obj 4 – Knowledge is built and shared
Support women to attend Barthulha Webs art camp	Transportation of women to attend provided and engage with art consultant re: art manual	Art camp report	Obj 1 – Networking Obj 3 – Increased livelihood opportunities
Supported JA to coordinate Banatjarl Women's Talkfest	Over 40 women attend from communities represented by Banatjarl Women's Council. Chair and deputy elected at talkfest	Talkfest Report	Obj 1 – Networking Obj 2 – Community governance structures
Facilitated study tour between women's centres	4 women centre coordinators visit 3 centres along central Arnhem Highway.	Trip report	Obj 1 – Networking
Support regular women's committee meetings in conjunction with Catholic Care	Minimum of 3 meetings held in 3 communities and minutes distributed to stakeholders	Minutes Trip reports	Obj 2 – Community governance structures
Support participation in Uni of NSW – Diplomacy Training Program	4 representatives from women's committees attend	DTP evaluation records	Obj 2 – Community governance structures
Wugularr women's centre works with Djilpin Arts to create health promotion DVD	12 minute cooking show demonstrating how to cook recipe from cookbook produced, launched at Walking with Spirits festival and aired on National Indigenous Television	DVD	Obj 3 – Increased livelihood opportunities Obj 4 – Knowledge is built and shared
Women's centre engaged in the development of art manual	Microeconomic project further developed. 8 weeks training delivered from art consultant on 2 communities	Art consultant reports Art manual	Obj 3 – Increased livelihood opportunities
Cookbook and project report disseminated to Aboriginal controlled organisations and NGO's throughout Australia	Over 10,000 cookbooks disseminated and distributed and model of development emulated in other geographic locations	Sales records Correspondence	Obj 4 – Knowledge is built and shared
Trainee presents WDP at national conferences	National Indigenous Child Care conference / Aboriginal Medical Services Alliance of the NT Food Summit	Conference proceedings	Obj 4 – Knowledge is built and shared

ANNEX 8

Mibala wei 'Art and craft our way'

Art and Craft Enterprise Development

Art and craft enterprise development is an integral component of the overall women's development project. One objective that this component specifically relates to is 'Enhanced service delivery that support community aspirations and increased livelihood opportunities'. Conducting art and craft activities has been identified by the women in training schedules and in planning activities as a high priority. Supporting art and craft not only provides well deserved entertainment and supports traditional cultural practices but through this project will support a practical approach towards Incorporation of the women's committee and ensure arts and crafts becomes a sustainable component of the women's centre activities.

Since the launch of the cookbook, the women at the Gulin Gulin women's centre have been working on a similar project with Jayne Nankivell, an art consultant who has been supporting art centres in the Katherine region for many years. Art and craft activities are not only entertaining and a source of enjoyment for the women, but also greatly increase the women's livelihood opportunities. The production of art and craft can lead to the establishment of new local economic initiatives and can enable the women's centres to gain a degree of financial independence.

This art manual 'Mibala Wei – *Art and Craft Our Way*' is the result of these efforts to develop a step-by-step guide that will ensure the women's centres can continue to produce their own art long after the consultant has left the community. It is a 74 page manual that includes photographs of how to print lino on material and on paper, screen print and how to dye material. The manual features the art works developed at the Gulin Gulin women's centre.



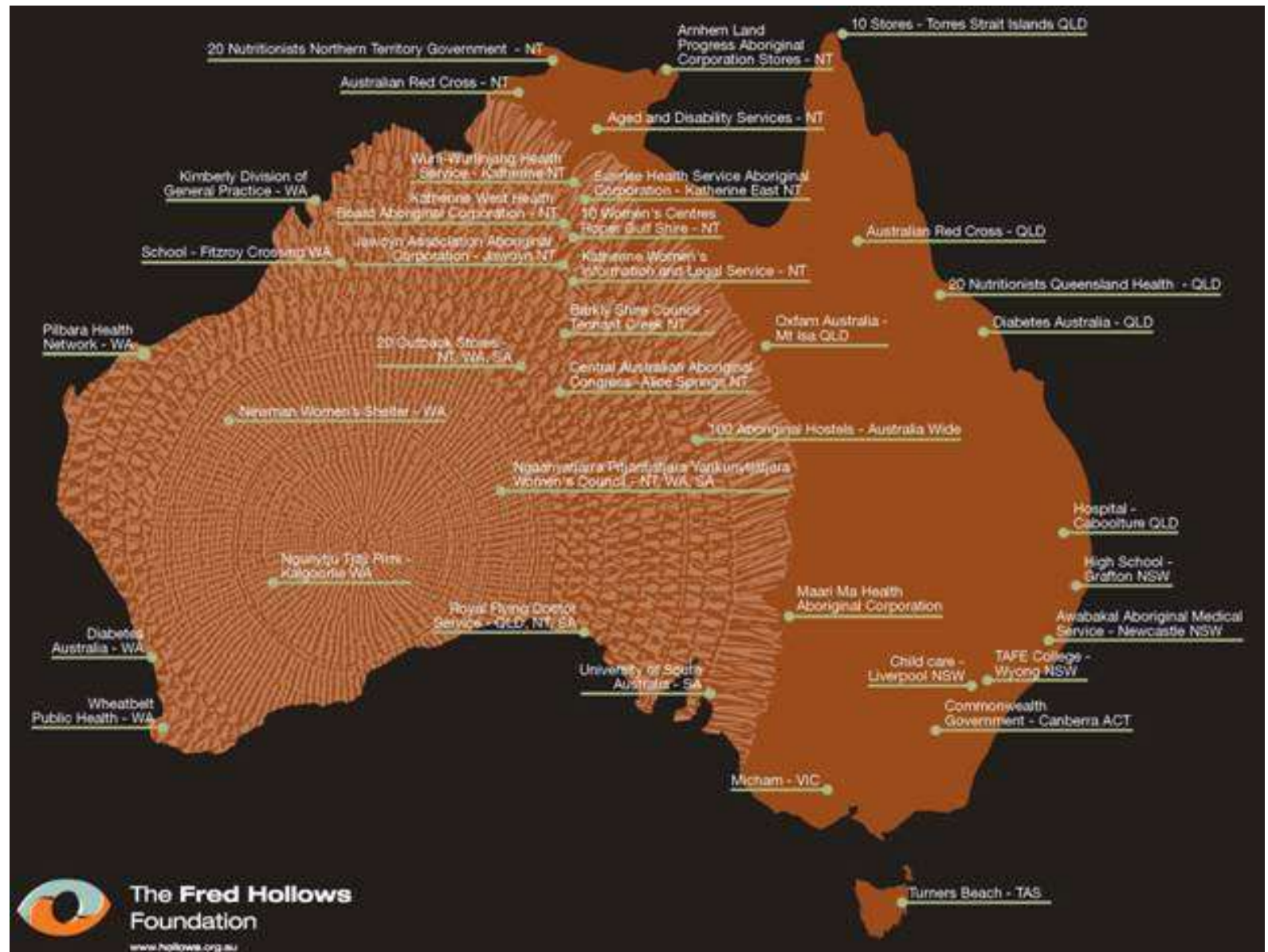
Governance Tools

The art manual contains information on materials and equipment needed, handy hints and photographs to guide the production of the crafts. It also contains an order form to assist with the procurement of the materials and handy hints for making money from the art and craft production. The microeconomic tools located in the back of the manual include tools to assist with the pricing of items, promotional suggestions, labelling requirements and examples of where the items could be marketed and sold.

Mibala Wei was launched in July 2011 and will be implemented as a tool in the communities where it was developed and also promoted to a wider audience. This arts and crafts project is now ready to contribute towards sustainable economic development opportunities, whereby new local micro-economic initiatives resulting from this project will enable the women's committees to gain financial independence. This art manual is just another step towards strengthening the women's control over the day-to-day management of their centres.

ANNEX 9

Evidence of cookbook distribution across Australia





May Rosas, Margaret Katherine and Miliwanga Sandy met UN Commissioner of Human Rights Navanethem (Navi) Pillay (second from left) on Friday to voice their views on a range of issues. Photo: Rebecca Hayden.

Local women take issues to the top

By TEGAN FORDER

THREE local women raised their concerns about the intervention with the UN Commissioner of Human Rights.

Navanethem (Navi) Pillay visited Darwin on Friday for the meeting with Aboriginal leaders from across the Territory.

Miliwanga Sandy and Margaret Katherine were there to represent the Jawoyn people while May Rosas was there for Wardaman.

The Commissioner came to listen to their views about the Northern Territory Emergency Response (NTER).

In particular she wanted to know about how the national apology and recognition of the UN Declaration on the Rights of Indigenous People has translated into policy changes and about the impact of the NTER.

She also asked about what alternative strategies there were at a community level for tackling violence against women and children and how much consultation there had been with people in designing policies.

Miliwanga said it was good to hear strong voices from the Territory talk about the issues they were facing in their communities.

She said hearing others speak about their fight made her feel a weight had been lifted from her shoulders.

"Seeing there are other leaders...it really touched my heart," she said.

She said as a woman it was important and said she was represent-

ing the Banatjari Women's Council as their Chairwoman.

"I got up and said it's (NTER) taken away our dignity, our self-esteem and self respect and spirituality..."

But, the most important thing she said was that it had changed family and the way communities operate.

Getting rid of the local councils of elders has caused problems according to Miliwanga.

She said they were able to sort out problems through meetings with the elders but now this has been replaced by the shires.

But she said, councils would again be established because the communities wanted to be consulted and have more of a say.

She said things have not improved under the NTER and the BasicCard is inflexible and there are still problems with humbugging.

May Rosas spoke about how Indigenous people needed to be part of reviewing policies and constitutions to ensure "cultural practices and values and beliefs are all incorporated to encourage Indigenous people to be part of that process".

She said community members need to be involved to bring about positive outcomes for their people.

"Part of the whole situation we're dealing with here...we need to be more upfront and involved in the whole process in improving and developing for Indigenous people," she said.

She said taking a leadership role in supporting government and non-

government agencies to bring about better service delivery and developing appropriate programs will encourage participation.

Mrs Rosas spoke about the importance of culture and how women have been the backbone of communities in maintaining cultural learning.

She said there were men at the meeting with the Commissioner who were strongly supporting the women who spoke out.

Mrs Rosas said it's very important for culture to be maintained so younger people don't become lost.

Miliwanga said she felt it was important to get people together to talk at forums like the meeting on Friday.

She wants to see a big meeting in Ryan Park for people to discuss their concerns with the NTER. She is also attending a rally in Darwin in coming weeks.

Since 2003, Navi Pillay has served as a judge on the International Criminal Court and was elected Judge President of the International Criminal Tribunal for Rwanda.

In 1967 she became the first woman to start a law practice in South Africa's Natal Province, providing legal defence for opponents of apartheid.

She has also been involved in support services for victims of domestic violence and has been active in fighting for equality. She is also a co-founder of Equality Now which is international women's rights organisation based in New York.

ANNEX 11



ANNEX 12

MEDIA EXAMPLES

Examples of cookbook launch covered in media

Deadly Vibe September 2009

HEALTHY VIBE

HEALTHY LIVING

Food for thought

New cookbook for remote communities

KUKUMBAT GUDWAN DAGA: 'REALLY COOKING GOOD FOOD' HAS RECIPES BIG ENOUGH FOR THE WHOLE MOB THAT USE LOCAL INGREDIENTS

Healthy Vibe congratulates the Manyallaluk, Gulin Gulin and Wugularr Aboriginal women's centres, which surround Katherine in the Northern Territory, and The Fred Hollows Foundation, for creating *Kukumbat gudwan daga: 'Really cooking good food'*, a cookbook designed to help communities create tasty and nutritious food for large groups.

The Indigenous Programs Manager for The Fred Hollows Foundation, Joy McLaughlin, said, "Any community could use it. It's really useful for people learning to cook, especially young people. My son could use this and eat healthier than he currently does."



RACHEL COULTHARD AND MAVIS JUMBIRRI COOK UP KANGAROO AND OYSTER SAUCE.

The cookbook contains a great variety of healthy and hearty meals, with every recipe meeting the Australian dietary guidelines and the NT guidelines for school nutrition programs. All the ingredients are listed in the *Heart Foundation Buyer's Guide* and available in remote food stores.

The 80-page book has four sections of recipes, 24 main meals, 17 sandwich suggestions and four simple desserts. The beautifully presented book also has colourful photographs and step-by-step instructions that make it easy to read, even for beginner cooks.

Each recipe's ingredients are listed, along with pictures of the actual supermarket products. Best of all, each recipe shows how much of each ingredient you'll need to buy if you're cooking for 10, 20, 30, 50 or 100 people – very handy for when all your mob drops in unexpectedly.

There are recipes for pork, fish, kangaroo tails, chicken and beef, and options in a variety of cuisines, from Thai chicken curry to Chinese stir-fries, Italian minestrone to Greek lamb, and good old Aussie farm food, such as shepherd's pie, to outback recipes.

Where else can you find a blackfella's recipe for kangaroo-tail stew or kangaroo in oyster sauce? Then there are favourites like baked fish fillets, chicken noodle and sweet corn soup, and yummy ham-and-potato salad.

Make sure you leave room for desserts like good old bread-and-butter pudding and apricot crumble. If you're looking for a snack, you can't go past a nice banana, sultana and peanut-butter sandwich. Yum!

Cooking from *Kukumbat gudwan daga: 'Really cooking good food'* will keep your tastebuds satisfied for a long time.

You can order *Kukumbat gudwan daga: 'Really cooking good food'* from Batchelor Press, for \$7 plus postage through their website <http://batchelorpress.com/books/kukumbat-gudwan-daga> or call (08) 8939 7352.

STAY STRONG



Pg20

WITH NEW RESEARCH SHOWING SMOKING INCREASES THE RISK OF GETTING CERVICAL CANCER... THERE'S NEVER BEEN A BETTER TIME TO GIVE UP

HEALTHY TEETH



Pg22

TEETH DECAY IS EASY TO PREVENT AND GETTING AN X-RAY IS THE KEY TO FINDING THE HOLES YOU CAN'T SEE

HEALTHY BODY



Pg23

TRY THIS VERSATILE PESTO, A BLEND MACADAMIA NUTS AND ROCKET, FOR LUNCH, DINNER OR A SNACK

FOOD FOCUS



Pg23

THE MACADAMIA NUT IS THE ONLY HEALTHY BUSH TUCKER TO BE EXPORTED AROUND THE WORLD

CELEBRITY HEALTH



Pg24

BASKETBALL GIANT NATHAN JAWAI SHARES WHAT TO EAT AND HOW TO TRAIN TO MAKE IT TO THE NBA



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Australian Indigenous cookbook promotes healthy tucker

[Print](#) [Email](#)

Updated Thu Oct 8, 2009 10:32am AEST

Addressing the 17 year gap in life expectancy between indigenous and non-indigenous Australians is a stated policy priority for the current government. Acute infections used to be the big cause of Aboriginal mortality, but today diabetes, heart and kidney disease are major killers.

The Fred Hollows Foundation has been working with indigenous women in the Northern Territory developing a very practical way to help solve diet-related health problems - a cookbook by and for indigenous women with recipes appropriate for use in remote communities.

It is called "Kukumbat gudwan daga" or "really cooking good food".

Presenter: Fran Kelly

Speaker: Joy McLaughlin, Fred Hollows Foundation's Indigenous Programs Manager

Listen: [Windows Media](#)

ABC Radio Australia 8th October 2009

ABC Central West NSW (Orange) 24th August 2009

ABC Central West NSW (Orange)

Mornings - 24/08/2009 - 10:38 AM

Angela Owens

Producer Ms Angela Owens 02 6393 2541

Joy McLachlan, Indigenous Programmes Manager, [Fred Hollows](#) Foundation, talks about a cook book called 'Really Cooking Good Food'. She says that the book contains some great recipes from women that live near the Central Arnhem Highway in the NT. She states that they wanted to provide recipes that would use simple ingredients and which would be healthy and that would fulfil Australian nutritional standards. She says that the foundation seeks to improve indigenous health by improving the determinants of health, one of which is nutrition. She says that the book is available for purchase through the web site of Batchelor Press.

© Media Monitors 2009

Interviewees: Joy McLachlan, Indigenous Programmes Manager, [Fred Hollows](#) Foundation

Duration: 7:05

Summary ID: W00035871137

Aboriginal cookbook promotes better nutrition

Katherine

NORTHERN TERRITORY

A COOKBOOK put together by Aboriginal women living in remote communities is aiming to help improve the health of local people.

Kukumbat gudwan daga - Really cooking good food was put together with the assistance of The Fred Hollows Foundation and includes recipes for a diverse range

of dishes, from spaghetti to kangaroo tail stew.

"The women's centres have created a nutritious cookbook that uses local ingredients and caters for up to 100 healthy meals. This is a fantastic way to improve the nutrition for people receiving meals on wheels and school lunch programs," said Alison Lorraine, project coordinator.

Local women's centres

took the lead in the project, suggesting recipes and cooking methods that reflect the reality of living in communities that can be as far away as five hours from the nearest supermarket.

"We love cooking for the old people, school kids and crèche kids. The community come and look and they love our food," a spokesperson for the Manyallaluk Women's Centre said.

Katherine Times – Wednesday August 26th 2009



Rachel Coulthard and Mavis Jumbiri take part in a cook-off at the launch of *Kukumbat gudwan daga*. Women used recipes from the book and relied only on wood-fuelled bush woks.

Women launch healthy cookbook

HEALTHY meals were dished up last week with the launch of the *Kukumbat gudwan daga* ('Really cooking good food') cookbook at Banajart, south of Katherine.

The book was put together by Aboriginal women living in remote communities with the aim of improving the health of

local people.

Local women's centres led the project with assistance from The Fred Hollows Foundation.

The women suggested recipes and cooking methods that were practical and healthy.

"We love cooking for the old people, school kids and crèche

kids. The community come and look and they love our food," women from the Manyallaluk Women's Centre said.

"The women's centres have created a nutritious cookbook that uses local ingredients and caters for up to 100 healthy meals.

"This is a fantastic way to im-

prove the nutrition for people receiving Meals on Wheels and school lunch programs," Project Coordinator Alison Lorraine said.

The launch featured a cook-off between neighbouring communities using recipes in the book which range from spaghetti to kangaroo tail stew.

The event was marked as part of the Gurindji Freedom Day celebrations. In 1966 the Gurindji Aboriginal people employed on Wave Hill Pastoral Station walked off in protest over their mistreatment, low wages, poor conditions and on a larger scale, the dispossession of their traditional lands.

The Wave Hill walk-off marked the beginning of a nine-year struggle by the Gurindji that would gain national exposure. It ended with the handback of their land on August 16, 1975 and the passing of the 1976 Aboriginal Land Rights Act (Northern Territory).

The Gurindji people, led by the late Vincent Lingiari OAM, camped at various places along a 20km route between the former Wave Hill Homestead and the current location of the Daguragu Community.

The Gurindji Wave Hill Walk-Off route has been listed as a heritage listing.

"The Wave Hill walk-off is one of Australia's most famous and important days – it many ways it marked the start of the Aboriginal land rights movement in this country," Heritage Minister Karl Hancock said.

Elderly can access health help

AS part of Seniors Month, older Territorians are being reminded of the services that are available to them.

Human Services have a range of services and entitlements available to older Territorians.

Hearing problems affect more than 60 percent of Australians aged over 60. Seniors can book a free hearing screening for Seniors Week by calling 13 17 97.

Medicare benefits may be available to women who have had a mastectomy as a result of breast cancer and benefits are also available towards health assessments for people who are aged 75 or over and for Aboriginal and Torres Strait Islander people who are aged 55 or over. Call 13 20 11 for more information.

Health workers together in town

HEALTH workers from far and wide will descend on Katherine this weekend for the 47th Central Australian Rural Practitioners' Association (CARPA) conference.

CARPA is involved in education, training and support of health practitioners.

It produces manuals, holds conferences, activities, promotes communication between remote practitioners and addresses current issues of concern.

The two-day conference to be held at Knott's Crossing Resort will include presentations about early years, oral health and health promotion to name a few.

Local health workers from organisations such as Katherine West Health Board will present as well as guest speakers.

ANNEX 13

Women's Development – Evaluation Plan 2010

Evaluation to be conducted by:

Lisa McMurray (Consultant)

In conjunction with:

Alison Lorraine (The Foundation's Women's Development Coordinator)

Assisted by:

Gloria Dalywater (The Foundation's Health Promotion Project Officer Trainee)

A team approach, that includes The Foundation project staff, will be taken to the evaluation so that the process is one of capacity building along with the development of a realistic and appropriate plan to guide future direction of the project. It is anticipated that the evaluation will be a learning process and another step towards strengthening the community ownership of the project; essential for the eventual sustainability of the project.

Background

The focus of the evaluation is the Women's Development Project (WDP), currently being implemented by The Foundation in Katherine East region. This program was first established in 2005, and has now been running for 5 years. The program is currently implemented by The Foundation's Women's Development Coordinator based in Darwin, and supported by a health promotion trainee based in Katherine.

The WDP core program focus is the development of Women's Centres in the Katherine East, namely Manyallaluk, Barunga, Wugulaar, and Bulman. The project commenced following the recommendations made in the report titled 'Evaluation of the Nyirranggulung East Katherine Nutrition Project' in 2005 and then refined in the 'We want our Women's Centres to be Strong' report 2007. The overall project goal is to increase the self determination for women in the Jawoyn Region.

This evaluation will focus on the development of the Women's Centres and will have a focus on one of the key activities, the development of a cookbook that was undertaken throughout 2008 and 2009.

The evaluation will focus on activities and outcomes relating to the program during 2008 and 2009, due to access to program staff and their recall of events and activities, existing program documentation, and access to key stakeholders and their perspectives and recall in relation to The Foundation's inputs into community development and attribution of achievements.

Purpose of the Evaluation

The purpose of the evaluation is to better inform within The Foundation, the WDP through the synthesis of existing information to demonstrate:

1. Program outcomes
 - Perceptions of the program
 - Strengths weaknesses
 - Change
 - Problems
2. Elements of good development practice

The information will also be used to:

1. Inform future program development within The Foundation
 - Programmatic lessons learned
2. Share with broader NGO development community, in particular, to assist the Jawoyn Association with the development of the Banatjarl Family Resource and Healing Centre

Primary Audience of evaluation

The main user of this evaluation will be The Foundation to:

1. Support future program planning and management
2. Report to management, funders and the board

The secondary audiences for this evaluation will include:

1. Women's Centre workers
2. Women's committees
3. Women's Centre Coordinators
4. Local Indigenous community leaders
5. Local Indigenous organisations including partner organisations, the Jawoyn Association and the Sunrise Health Service
6. Other NGO/Development organisations
7. Local Government
8. External fundraising opportunities and public relations activities

Evaluation Resources

Existing FHF staff and program field visits

Existing FHF program documentation

Existing Women's Centers documentation
Direct beneficiaries of program
Women's centre coordinators
Women working at the women's centres
Women's committees
Community members utilizing women's centres programs
Indirect beneficiaries of program
Indigenous organizations
Jawoyn
Sunrise
Roper Gulf Shire
Community leaders
Other local NGOs
Broader NGO Development community
Other government agents

To ensure validity, reliability and triangulation of the review findings and to identify appropriate monitoring tools, as many as possible different groups of participants and stakeholders will be consulted.

Evaluation Focus

The element of the program to be evaluated is the program process and program outcomes. The WDP has been established for 5 years, and is achieving outcomes and has growing demand for expanding to other communities. This will enable the evaluators to determine what processes are working well, lessons learned in terms of what has worked well and what hasn't, what elements constitute good development practice, and what outcomes and/or impact have been achieved during the course of this program implementation.

Key evaluation issues/questions

What outcomes have been achieved, intended and unintended?

What are the key strengths of The Foundation's approach to Women's Centres development?

What are the lessons learned during the life to date of this program?

What are the key elements of effective development practice?

What are the key objectives of women's centre development in the long term?

Data collection methods

- Desktop review – Documents from both internal and external sources (Project Briefs, monitoring and evaluation frameworks, trip reports, monthly reports, work

plans, quarterly reports, relevant emails, media interest, local women's centre minutes, women's forum minutes, project reports and any relevant statistics, government policies, external studies or surveys.

- Participatory activities with women's centre staff / committees
- Semi-structured group interviews
- Key stakeholder interviews
- Observation

A range of qualitative and participatory methods will be used and the process will be kept as flexible and open as possible so that the agreed suggested changes can be incorporated into the process as it unfolds.

The evaluation process will be based on an approach that:

- Involves the participation of all stakeholders
- Builds capacity – learning by doing
- Promotes a team approach
- Attempts to evolve at a pace which keeps the communities engaged and suits what is practical
- Is conducted according to principles negotiated and agreed with the communities and stakeholders
- Provides feedback to all those involved in the process who have contributed information
- Is ethical
- Is efficient
- Respects the views of all contributors.

Data collection tools

- Participatory evaluation tools that may include: development of a community scrapbook or wall based mural (photos / stories), use or adaptation of the 'Most Significant Change' monitoring method and participatory tools that have been utilised over the course of the project.
- Key informant interview questions
- Grid mapping of qualitative data relating to key issues, responses and emerging themes

In spirit with the consultative and collaborative management and implementation methods that have guided the project since inception, the evaluation will be undertaken in a participative manner, consulting with all groups who have participated in and/or benefited from project activities. Rather than focusing on problems and needs as the basis of discussions, an appreciative inquiry approach will be used to direct the review.

Data analysis

Information will be collated into findings for each of the review objectives of the project and recommendations for the future delivery of the program. All informants to the evaluation will be given the opportunity to read and comment on the preliminary findings and draft recommendations so that this feedback can inform the final review document and check as to whether the findings and recommendations align with perceptions about the program.

Dissemination

The results of the evaluation will predominantly be utilised internally but returning the results to the WDP participants will be of the highest priority. Dissemination to the participants and key stakeholders will be undertaken efficiently and effectively to ensure all participants have access to the data, analysis, findings and recommendations.

Codes of behavior

The Foundation is committed to the following codes of conduct and adheres to these guidelines for the development of this review and in the practical application of the evaluation:

1. Australian Council For International Development – Code of Conduct (a)
2. Australasian Evaluation Society – Guidelines for the Ethical Conduct of Evaluations (b)
3. National Health and Medical Research Council – Values and Ethics: Guidelines for ethical conduct in Aboriginal and Torres Strait Islander Health Research (c)

The Foundation will ensure that the underlying principles in relation to confidentiality, intellectual property and disclosure of information, are adhered to throughout the evaluation.

The information collected will be used in accordance with the ACFID code of conduct and therefore The Foundation will:

- Ensure that, in all of our activities and particularly in our communications with the public, The Foundation accords due respect to the dignity, values, history, religion, and culture of the people with whom we work, consistent with principles of basic human rights.
- Use material, such as appropriate language and images, which uphold the rights and dignity of all persons with whom we are working.

Time line

The consultant will be available to participate in the evaluation 7.5 hours per week and The Foundation's project workers will conduct the evaluation within existing work time and planned field trips.

Time Line:

- May – July 2010 to conduct desk review and community visits and key stakeholder interviews

- August - Writing up of the report
- September - Dissemination of findings ensuring Jawoyn Association has access to results to inform the development of the Banatjarl Family Resource and Healing Centre.

ANNEX 14

Information letter for stakeholders



Level 2, 13 Scaturchio St
Casuarina NT 0810

PO Box 42500
Casuarina NT 0811
Australia

Tel +61 8 8920 1400
Fax +61 8 8920 1499

Donation Line
1800 352 352

Email fhf@hollows.org
Website www.hollows.org.au

20th July 2010

Dear

Re: Women's Development Project Evaluation

The Fred Hollows Foundation (The Foundation) Indigenous Program will be conducting an evaluation of the Women's Development Project (WDP) in August and September 2010.

The overall goal of the WDP is to increase the self determination of women. The WDP was first established in 2005 with the core focus being the strengthening of four women's centres in the Katherine East Region: Manyallaluk, Wugularr, Barunga and Bulman.

The Foundation strives to learn from current activities so that it can improve future operations. The Indigenous Program is particularly interested in the process implemented in the WDP and to explore the 'qualities' evident within this project. This evaluation will be mindful that the WDP is just one influence within the selected communities that could contribute to positive change.

Specific areas The Foundation is interested in evaluating are the outcomes of the WDP during the period of 2008-2010. In particular, the perceptions of stakeholders involved in the WDP; strengths of the project; achievements; positive changes appearing within the community that could be a result of the WDP; constraints; the environment the project exists within; lessons learnt and recommendations for the future. Additionally, the evaluation will explore the process that resulted in the production of the 'Kukumbat Gudwan Daga – Really Cooking Good Food' cookbook.

The evaluation will involve two key approaches: document review and field research. A range of participatory methods will be utilised during the field research, however, the essence of the evaluation will be grounded in a 'Strength Based' approach. The 'Strength Based' approach explores achievements, existing strengths and skills and celebrates positive transformation. As situations arise, skills development in participatory evaluation and

analysis will also take place for community members. Ultimately, the evaluation will be a learning process that strengthens the ownership of the project by the communities.

Interviews with key stakeholders will be an essential component of the evaluation. 'Feedback' to the stakeholders participating in interviews will follow the field research to check and validate the evaluation findings. The Foundation will ensure the underlying principles in relation to confidentiality, intellectual property and disclosure of information, are adhered to throughout the evaluation¹.

I will be conducting stakeholder interviews in Katherine 16-18 August. As a key stakeholder of the WDP, The Foundation seeks the (stakeholder's) participation within the evaluation and would like to organise a time to meet with you to discuss the WDP. A list of questions will be emailed to you prior to our meeting. These questions will act as a guide only and other suggestions you may have to present information regarding the WDP are warmly welcome.

Look forward to meeting with you and exploring the successful elements and outcomes of the WDP.

Kind regards

Lisa McMurray

Evaluator

¹ The Foundation is a signatory to: the **Australian Council for International Development (ACFID)** - Code of Conduct; the **Australasian Evaluation Society** – Guidelines for the Ethical Conduct of Evaluations; and the **National Health and Medical Research Council** – Values and Ethics: Guidelines for Ethical Conduct in Aboriginal and Torres Strait Islander Health Research.

ANNEX 15

Schedule of Meetings

Date	Location	Name / Title / Organisation
August 16 2010	Katherine, NT	Sandy Bawden Women's Centre Support Officer (Previously Bulman Women's Centre Coordinator) Roper Gulf Shire
August 16 2010	Katherine, NT	Natalie Ellis Indigenous Student Support Officer Charles Darwin University
August 16 2010	Katherine, NT	Sophie Gribble Nutritionist Sunrise Health Service Aboriginal Corporation
August 17 2010	Katherine, NT	Jayne Nankivell Consultant Artist
August 18 2010	Katherine, NT	Preston Lee Chief Executive Officer Jawoyn Association Aboriginal Corporation
August 18 2010	Katherine, NT	Rebecca Hayden Banatjarl Council Coordinator Jawoyn Association Aboriginal Corporation
August 18 th 2010	Katherine, NT	Lara Brennan Regional Coordinator Family and Community Services Roper Gulf Shire
September 14 2010	Barunga, NT	Sybil Ranch Indigenous Liaison Officer - Barunga Department of Families, Housing, Community Services and Indigenous Affairs
September 14 2010	Bulman, NT	Gloria Dalywater Indigenous Health Promotion Trainee The Fred Hollows Foundation
September 16 2010	Bulman, NT	'Pass the Parcel' participants included Women's Centre representatives from Manyallaluk, Wugulurr and Bulman; Jill Curtis, Loretta Lindsay, Margaret Coleman, Jennifer Yirpawanga, Fiona Manfong, Benita Martin, Glenda Morgan and other Bulman Women's Centre employees
October 19 2010	Phone Interview	Former Barunga Government Business Manager Northern Territory Emergency Response Department of Families, Housing, Community Services and Indigenous Affairs
October 25 2010	Darwin, NT	James De Belin Consultant Chef Previously Certificate IV trainer with Taminmin High School
October 25 2010	Phone Interview	Bernadette Peckham Former Wugulurr Women's Centre Coordinator
October 29 2010	Phone Interview	Milliwanga Sandy Chair Banatjarl Women's Council



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Foundation

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