

FINAL REPORT

Gender, Local Governance, and Violence Prevention: Making the Links

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Dr. Carolyn Whitzman
Senior Lecturer in Urban Planning
Faculty of Architecture, Building and
Planning
University of Melbourne

Chief Investigator, Gender, Local
Governance and Violence Prevention
Project



THE UNIVERSITY OF
MELBOURNE



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EXECUTIVE SUMMARY

This is the final report of the “Gender, Local Governance and Violence Prevention” (GLOVE) project. The three year Australian Research Council Linkage Project (July 2006-June 2009) between the University of Melbourne and the Victorian Health Promotion Foundation (VicHealth) had two aims. First, it was intended to explore the continuing divide in research and public policy between violence prevention in the public and private realms. Second, it was intended to help develop local government policy that can take an integrated approach to violence prevention in both public and private space, acknowledging gender differences in the experience of violence and utilizing a community-government partnership model. The action research project was based in the state of Victoria, Australia.

There were four intervention sites: the City of Maribyrnong, an inner municipality of Melbourne; the City of Casey, an outer metropolitan municipality; the City of Greater Bendigo, a regional city; and the Shire of Loddon, a rural area northwest of Bendigo. Along with VicHealth, the Victorian Local Governance Association, the Department of Planning and Community Development, and Victoria Police have been Advisory Committee partners.

We analysed current local government community safety policies in the light of international good practice on violence prevention, and worked with four local government/agency partnerships to develop and evaluate integrated violence prevention programs. Lessons from these case studies have informed fact sheets and workshops for council officers, community agencies, urban planners and health professionals.

KEY RESEARCH FINDINGS

1

Local government-community partnerships are working to prevent violence

A baseline study at the commencement of the project found 17 of 31 local governments in Metropolitan Melbourne, and only one local government in regional Victoria (Bendigo), stating that 'violence' or 'family violence' prevention was a priority in their Municipal Public Health Plan or Community Safety Strategy (Whitzman and Zhang 2006). Many of these local governments did not have any specific policies or programs to back up their stated commitment, and there was no common approach to monitoring, or evaluation criteria.

At present, we are aware of 14 local governments which are either undertaking gender-specific violence prevention initiatives or have begun the process of developing such a violence prevention initiative. Ten of these are described in a recent GLOVE report (Kwok 2008).

Among the successes of the partners in the GLOVE project are:

- The City of Maribyrnong has worked with secondary schools and council staff to develop public awareness campaigns on violence prevention, has mobilized a large coalition of community groups, including services for new migrants, and has also 'audited' 10 key council facilities to improve safety and inclusion of the whole community
- The Bendigo Family Violence Network's Violence is Out of Bounds project is working to reduce violence in sports environments
- The City of Casey has a successful project working with faith leaders to promote respectful relationships.

Common factors of successful local initiatives include:

- Effective partnerships between local government and community organizations, that involve 'four legs of the table' (supportive politicians, knowledgeable and committed staff, strong community advocacy, and research assistance)
- Obtaining good local data on the incidence of violence, not only from the police, but from community agencies and victimization surveys
- Building on existing local resources and learning from what works
- Clear responsibilities for programs and the ability to regularly monitor and evaluate interventions.



2

State and commonwealth governments need to support integrated violence prevention at the local level

The study period has seen considerable change in State Government approaches to violence. In 2001, the new Labour government stated that the “safe streets, homes, and workplaces” was one of 11 state-wide priority goals, and “reducing violence and fear of violence” would be the monitoring criteria (DPC 2001: 6, 14). However, supports for local community safety strategies had faded by the end of 2006, near the start of the project.

There has been a parallel process occurring during the project period: a much higher priority being placed on the prevention of violence against women. In 2007, the Victorian Health Promotion Foundation (VicHealth) was commissioned by the Victorian State Government to produce a comprehensive framework for policy and practice on the prevention of violence against women: Preventing Violence Before It Occurs – A Framework and Background Paper to Guide the Primary Prevention of Violence against Women in Victoria. This framework is informing the development of the Victorian State Plan to Prevent Violence Against Women.

The State Plan to Prevent Violence Against Women identifies local government as a key sector for primary prevention activity and is due to be launched late 2009.

It is recommended that evaluation of local initiatives include (DVC 2002):

- Violence prevention becomes one of the goals of the council plan
- A suite of programs are development by government-community partnerships, with annual monitoring criteria of progress in these programs
- The number and range of participating community organizations in these programs are measured through attendance at meetings and public forums
- Community data on violence and awareness of violence prevention is monitored on an annual basis
- The gap between violence reported in victimization surveys, and violence reported to police, is reduced.

INTRODUCTION

Internationally, research and public policy aiming to reduce violence in the public and private realms is presently disconnected (Moser 2008, Whitzman 2008, Johnson 2007). The “Gender, Local Governance and Violence Prevention” (GLOVE) research project is a three year Australian Research Council Linkage Project (July 2006-June 2009) between the University of Melbourne and the Victorian Health Promotion Foundation (VicHealth). The project had two aims. First, it was intended to explore the continuing divide in research and public policy between violence prevention in the public and private realms. Second, it was intended to help develop local government policy that can take an integrated approach to violence prevention in both public and private space, acknowledging gender differences in the experience of violence and utilizing a community-government partnership model. The action research project was based in the state of Victoria, Australia.

The GLOVE project used a gender mainstreaming approach:

...a strategy for making women’s as well as men’s concerns and experiences **an integral dimension in the design, implementation, monitoring, and evaluation of policies and programmes** in all political, economic, and societal spheres so that women and men benefit equally and inequality is not perpetuated... **The ultimate goal is to achieve gender equality** (UN Economic and Social Council 1997).

The project also used a community-government partnership model, one that assumed that the strongest violence prevention policies and programs come from locally-based partnerships between agencies and community organizations, on the one hand, and governments (local, state, and Commonwealth), on the other hand (Shaw 2006, Shaw and Andrew 2005, Smaoun 2000).

The project was funded by the Australian Research Council as a three year Linkage Project (July 2006-June 2009) between the University of Melbourne and the Victorian Health Promotion Foundation (VicHealth). Dr. Carolyn Whitzman, Senior Lecturer in Urban Planning, was Chief Investigator (CI) of the Project. Tracy Castelino was the funded PhD student (Australian Post-graduate Award – Industry or APAI in short) for most of the project, replacing Trish Hayes, the initial APAI, in March 2007.

This report will summarize activities, outputs, and outcomes of the project in relation to the aims and objectives set out in the original application for funding.

BACKGROUND TO THE PROJECT

The idea for this project emerged from a series of four inter-related trends affecting violence prevention within Australia and around the world. First, there is growing international *concern about violence and insecurity* in homes and in public spaces at the local, national, and international levels. Personal and societal impacts are recognized as ranging from increasing injuries and death arising from violence (Krug et al 2002, Murray and Lopez 1996), to billions of dollars spent on policing, courts and prisons and billions more lost to individuals and societies through lost productivity and health issues arising from violence (Shaw 2006, Waters et al 2004). Impacts also include a growing reliance on gated communities, private policing, and the erosion of public space, and the perception of 'stranger danger' leading to children's decreased abilities to walk, bicycle, or use public transit freely (Whitzman 2007a and 2008a, Shaw 2006, Waters et al 2004). This concern has led to extensive efforts by Commonwealth, state and local governments in Australia and around the world, to prevent crimes in both the public and private spheres (Sutton et al 2008).

In Victoria, State Government interest in violence and insecurity was indicated by the inclusion of "safe streets, homes and workplaces" as one of 11 priority strategic issues for the incoming Labour government, with a pledge to reduce "violent crime and fear of violent crime" by an unspecified amount during its mandate (DPC 2001: 6, 14). The Department of Justice's Safer Streets and Homes strategy promised "all Government Departments, Victoria Police, local and regional service providers, local councils, community groups and business all working together" to tackle both "safety in places where people go about their daily business" and "family violence prevention" (DOJ 2002: 5–6). A new crime prevention agency, Crime Prevention Victoria, was set up within the Department of Justice to: develop and implement an integrated whole of government and evidence-based crime prevention strategy for Victoria; work with local communities to develop effective local responses to community crime and safety concerns within a State-wide framework; and provide support and advice to local communities and other agencies on crime trends, issues and best practice in crime prevention to assist and support local program development (DOJ 2002: 6).

Soon afterwards, a separate Women's Safety Strategy pledged to improve policing, justice and service responses to women facing physical violence or sexual assault from intimate partners, along with educational programs and coordinated community action to prevent violence against women in both the public and private spheres (DVC 2002). The strategy's success was to be measured by a reduction in the level of physical and sexual assault against women, as measured by regular victimization surveys; an increase in the proportion of physical and sexual offenses against women reported to the police; a reduction in fear of violence; and an increase in women's participate in public spaces and public debates. A measure of collaboration between the two strategies was a joint report on Women's Experience of Crime and Safety in Victoria (CPV 2002).

Second, there is growing research and policy interest, both at the international and local levels, in the *relationships between urban planning and health outcomes*, which in Victoria has been promoted through the Department of Human Service's Environments for Health guidelines (DHS 2001) and more recently through work funded by the Victorian Health Promotion Foundation (VicHealth), including the Planning Institute of Australia (Victoria)'s Planning for Health and Well-Being Project (Whitzman 2007b).

Third, there is growing policy-based interest on the efficacy of a '*whole of government*' approach utilizing community partnerships and based at the local government level, in promoting a wide range of sustainability and healthy community initiatives, including community safety and violence prevention (DPC 2005 and 2001).

Fourth, there is growing international and local interest in *gender mainstreaming* (or ensuring that the concerns and needs of both genders are considered in decision-making), promoted in Victoria through the Women's Participation in Local Government Coalition and its Victorian Local Government Women's Charter (www.women.vlga.org). Violence prevention has been an effective focus for gender mainstreaming initiatives in local governance internationally (Shaw and Andrew 2005) and there is interest in applying this approach within Victoria.

These four themes coalesce in this research project, which was developed over 18 months of consultation with a wide range of stakeholder groups in 2004-05, as well as preparatory research funded by a University of Melbourne Early Career Researcher grant. The preparatory research, which compared local government and civil society response to the violence concerns of new migrant women in outer suburbs of Melbourne and Toronto, suggested that there was considerable potential for a gender mainstreaming approach at the local government level to respond to concerns about both public violence (particularly racist violence directed at some new arrival women) and family violence (Whitzman 2007a). The preparatory work extended to discussion with a wide range of governmental and civil society organizations. These discussions revealed that while there is considerable interest in integrating public and private violence concerns amongst both government and civil society, *practical methods of doing so are as yet undeveloped*. Another piece of preparatory research was a campus-community partnership project (2005-06) funded by VicHealth, involving the City of Whittlesea, Whittlesea Domestic Violence Network, Latrobe and Melbourne Universities and Victoria Police (Walker et al 2006). Methods developed in this micro-scale case study (baseline violence indicators, surveys of community agencies, an audit of current youth violence prevention policy) informed the current project. A third piece of preparatory research, undertaken with the Australian Institute of Urban Studies, showed that of Melbourne's 31 local governments, 17 named family violence as a priority in either their community safety or municipal public health plans – the same proportion that named graffiti as a priority. However, none of these local governments had consistent methods of approaching the problem or evaluating progress, let alone those that reflected state or Commonwealth policies (Whitzman and Zhang 2006, Whitzman 2007b).

At the international level, CI Whitzman is a board member of Women in Cities International (<http://www.womenincities.org/>), an exchange network on gender equality and local governance with participation from local initiatives from all six continents. This organization helped develop the First and Second International Seminars on Women's Safety, in Montreal 2002 and Bogota 2004 respectively, as well as the Women's Safety Awards, to recognize international good practice on



gender-conscious integrated violence prevention at the local level (Whitzman et al 2004). Women in Cities International has worked closely with both UN-Habitat's Safer Cities Programme (www.unhabitat.org/programmes/safercities) and, more recently, UNIFEM's Global Campaign on Safe Cities Free of Violence Against Women (UNIFEM 2009). The research project thus offered the opportunity to learn from, and contribute to, international good practice, and establish Australia as a leader in the field of integrated violence prevention.

AIMS AND OBJECTIVES

The **aims** of the project have been to **(1) critically investigate the divide in research and public policy between reducing violence in the public and the private realms, and (2) develop Australian local, state, and national policy that can take an integrated approach to violence prevention in both public and private space.**

There have been two **objectives** to this applied research project. First, the chief investigator, aided by an APAI, worked with four Victorian local government-community partnerships over three years to develop, assist, and evaluate innovative programs and policies that integrate 'community safety' and 'violence prevention' within a planning for health framework and using a gender mainstreaming approach. Second, the researchers, aided by an advisory committee, developed factsheets and disseminated findings based on the work with these partnerships to inform local, state, and Commonwealth government policy on integrated violence prevention and planning for health.

ADVISORY COMMITTEE

The first stage of the project was to develop an advisory committee. Indeed, several members of the advisory committee were involved in the preparatory research before the project formally commenced. The project has benefited from the excellent and consistent involvement of Dee Basinski, Senior Project Officer at VicHealth, our industry partner, since the development of the initial funding application (although Philippa McLean was the project officer at the commencement of the GLOVE project). Linda Bennett, from the Victorian Local Governance Association, was also involved from the beginning of the project, particularly through her work with the Women's Participation in Local Governance Coalition. Jan Shield, Senior Policy Officer from Crime Prevention Victoria (Department of Justice) was involved in the early stages of the project, until Crime Prevention Victoria was disbanded at the end of 2006. Rachael Green, Senior Policy Officer from the Office of Women's Policy (Department of Planning and Community Development) and Tania Farha, Violence Against Women Policy Officer (Victoria Police) have been members of the Advisory Committee throughout as well. In the final stages of the project, Lara Fergus from the Office of Women's Policy has provided advice and information. The local government-community agency leaders (see next section) also acted as members of the advisory committee.

There has been less success in attracting and maintaining representatives from the community agency sector. The Domestic Violence and Incest Resource Centre, Immigrant Women's Domestic Violence Service, YWCA, and Victorian Council on Social Services have all been involved in the Advisory Committee at some point, but none of them have had consistent representation.

Including four training workshops (**in bold** below), the Advisory Committee had 14 formal meetings during the life of the project, most taking place near the beginning of the project as timelines and mutual understandings were developed. Local partnership representatives were invited to all but the first three meetings (since the MOUs only dated from the formal commencement of the project in July 2006):

- November 23, 2005: Introduction, terms of reference for advisory committee
- February 1, 2006: final selection of local partnerships, discussion of background paper, advertisement for APAI
- April 26, 2006: planning introductory workshop, finalizing timeline for project
- **August 3, 2006: Introductory Workshop for Local Partnerships and Advisory Committee: outcomes and timeline for project**
- September 13, 2006: planning evaluation workshop, policy audit framework, website
- **October 4, 2006: Evaluation Workshop for Local Partnerships and Advisory Committee**
- December 4, 2006: discussion of resignation of original APAI, progress report on first six months of project, including World Urban Forum event
- March 7, 2007: Local evaluation workshops, local policy audits, introduction of new APAI

- **August 6, 2007: First Year 'Stop and Assess' Workshop**
- December 12, 2007: Update on local projects, meeting new evaluator
- August 18, 2008: Discussion of local government evaluation, report on innovative local governance work in Victoria, state violence against women policy, upcoming events
- November 26, 2008: final stages of GLOVE project, products including fact sheets and website
- **May 11, 2009: Final Evaluation Workshop**

SELECTION OF LOCAL GOVERNMENT-COMMUNITY PARTNERSHIPS

The choice of four local government-community partnerships was based on two criteria. First, we wished to work with partnerships that were interested in, and committed to, developing integrated violence prevention partnerships, but did not yet have initiatives underway. This criterion excluded established partnerships like Family Violence Prevention Committee at the City of Darebin. Second, we wished to work in a variety of settings, to ensure that the lessons were relevant to partnerships across Victoria. Thus, we wanted to work with one inner suburban, one middle or outer suburban, one regional and one rural partnership.

Partnerships were initially solicited at the Victorian Safe Communities Network annual forum in November 2005. There, community safety officers or public health planners from three municipalities – Bayside, Hume and Dandenong – agreed to pilot the model. The fourth municipality, Hindmarsh Shire, was suggested by the Women's Participation in Local Governance Coalition, since violence prevention has developed as a priority in this rural community.

Unfortunately, by the time the funding became available less than a year later, every single project officer contacted in November 2005 had moved on and interest had waned – a theme to which this report will return. A series of site visits in November and December 2006 to Maribyrnong, Bendigo, Casey, Frankston, Hindmarsh, Hume and Golden Plains led to the final selection of Maribyrnong as the inner suburban partnership, Casey as the outer suburban partnership, and Bendigo as the regional partnership. The Loddon Campaspe Centre against Sexual Assault agreed to assist development work at the Shire of Loddon, and thus a rural partnership was finally identified.

To be involved in the project, each partnership had to designate a local government 'leader' and a community agency 'leader'. The local government and community agency each signed a MOU with the project, committing to involvement in the project, including training of 'leaders', undertaking an audit of community safety and violence prevention resources in the first year, networking with the other projects, and developing evaluation criteria.

The local leaders were:

- Maribyrnong City Council: Georgie Hill, Senior Policy Officer, Safer Communities and Health Promotion
- Maribyrnong community: Melissa Afentoulis, Chief Executive Officer, Women's Health West (replaced by Robyn Gregory, CEO, Women's Health West 2007)
- Casey City Council: Tracey Rodoni, Health Promotion Planner, Community Services
- Casey Community: Shakti McLaren, Program Manager – Adults, Casey Cardinia Community Health Service (replaced by Vivian MacDonald, Casey Cardinia Community Health Service, then Debbie Stuart and Jane Coward)

- Bendigo City Council: Vanessa Wait, Community Planner and Bendigo Safe Community Forum Executive Officer (replaced by Mark Powell 2007-08 while Vanessa was on leave)
- Bendigo/Loddon community: Carolyn Wallace, Manager, Loddon Campaspe Centre Against Sexual Assault (replaced by Eileen Oates 2007 – Steve Womersley from Loddon Campaspe Community Legal Centre has also been active)
- Loddon Shire Council: Brett Eastwood, Director, Corporate Services, and Trish Rodger, Maternal and Child Health Nurse (replaced by Sue Andrews, Community Service Officer in 2007)

EVALUATION CRITERIA

The initial aims of the GLOVE project, as accepted by the Australian Research Council and VicHealth, were to critically investigate the divide in Australian public policy between prevention of violence in the public and private spheres, and to contribute to local, state and Commonwealth policies to prevent violence.

After the October 2006 evaluation workshop with Deb Elkington of Clear Horizons, the overall goals the project was seen as contributing to were: (1) living in a peaceful society without violence; (2) gender violence as a public priority; and (3) all people agreeing that gender violence is unacceptable.

The specific contributions that the GLOVE project could make was: (1) research and encourage gendered policies and programs that prevent violence against women to be put in place, with shared ownership at the local level; (2) support mechanisms to monitor and measure progress and impact of policies and programs and activities at the local level, and ensure lessons are being shared; (3) support state government, in partnership with other spheres of government and community, to take a lead role in developing an overarching gender analysis framework to underpin policy/programs and evaluation; (4) support local governments, in partnership with communities and other spheres of government, to recognize the impact and gender dimensions of violence against women and to ensure they are working to address this across all policy, planning and service delivery roles; (5) support local level organizations, spheres of government and community members working together effectively to respond to and prevent violence against women.

The next sections will measure the effectiveness of both the local initiatives and the project as a whole against these criteria.

FIRST YEAR ACTIVITIES (JULY 2006 – JUNE 2007)

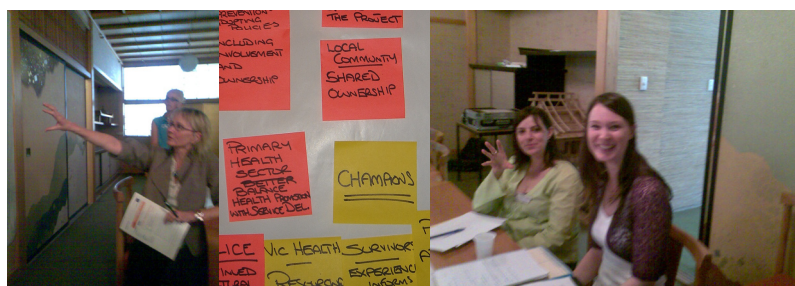
There were a number of training opportunities during the first year of the project. The project budgeted for two international workshops on gender, local governance and violence prevention, piggybacked onto successive World Urban Forums (a biennial international congress organized by UN-Habitat). This was because the Australian project was being developed at the same time as a Canadian project with similar aims, and there was a growing network on this topic organized through Women in Cities International. A delegation of four local leaders (Georgie Hill and Melissa Afentoulis from Maribyrnong, Shakti McLaren from Casey, Carolyn Wallace from Bendigo and Loddon), along with the APAI and CI, attended the third World Urban Forum in Vancouver, June 2006, where they participated in a workshop on gender, local governance and violence prevention.

The APAI and CI organized an initial workshop with the two leaders from the four participating municipalities and the advisory committee in August 2006, approximately two months after the project commenced. The initial workshop served as an introduction to one another, to some of the literature and research on the issue of violence prevention, and the project timeline. There was a follow up workshop in October 2006 with the external evaluator, Deb Elkington from Clear Horizons, which focused on evaluation criteria for the project as a whole and introduced the concept of local evaluations (see above).

A literature review was undertaken by the APAI, under supervision of the CI, that included a search for regional (Australian-New Zealand) and international good practice in integrated violence prevention initiatives at the local government level. This literature review was published online and in hard copy (Hayes 2006).

Unfortunately the APAI, Trish Hayes, who had also been working as a research assistant in the developmental stages of the project, resigned in October 2006, three months into her PhD. Thus the APAI's ability to assist local partnerships in the baseline audit of community safety and violence prevention policies was limited. With the help of a research assistant, Catherine Zhang, workshops were conducted in all four localities and audits of local resources and opportunities were developed by the end of 2006. The workshops included representatives of community-based organizations (women's organizations, organizations for new migrants, Aboriginal organizations, youth and seniors organizations, organizations representing people with disabilities, police, and relevant state (education, health) and local government (planning, health, community development) officers, to ascertain local concerns, develop baseline local indicators, and build upon the programs, policies, and resources already in place in these municipalities. A new APAI, Tracy Castelino, was appointed in March 2007.

Beyond the resignation of the first APAI, an even more significant barrier to the success of the project was the absence of a state-wide violence prevention framework. This is because state government policy was in transition between a crime prevention/community safety strategy with weak gender mainstreaming, to a prevention approach that focused on violence against women. The mandate of Safer Streets and Homes ended at the end of 2005, and throughout 2006, it became clear that there would be no replacement crime prevention or community safety strategy. Crime Prevention Victoria was disbanded in the first year of the project, and along with a



certain amount of institutional memory and policy commitment for developing and implementing integrated whole-of-government and evidence-based strategies; working with local communities to develop effective local responses to community crime and safety concerns within a state-wide framework; and providing support and advice to local communities and other agencies on crime trends, issues and best practice in crime prevention to assist and support local program development (DOJ 2002).

However, a parallel process was developing an integrated violence against women strategy at the state government level. The Women's Safety Strategy had a timeframe of 2002-2007, and the Victorian Government has committed to an ongoing whole of government policy addressing violence against women, that will provide the framework for the reforms underway within family violence, sexual assault and the primary prevention of violence against women. In 2004, VicHealth provided a research report revealing that intimate partner violence was the foremost contributor to the burden of disease amongst women aged 15-44 (VicHealth 2004). In 2007, the Victorian Health Promotion Foundation (VicHealth) was commissioned by the Victorian State Government to produce a comprehensive framework for policy and practice on the prevention of violence against women: Preventing Violence Before It Occurs – A Framework and Background Paper to Guide the Primary Prevention of Violence against Women in Victoria. This framework is informing the development of the Victorian State Plan to Prevent Violence Against Women.

The State Plan to Prevent Violence Against Women identifies local government as a key sector for primary prevention policy and activity and is due to be launched late 2009.

VicHealth also funded local initiatives to prevent violence against women as part of a grants program called Respect, Responsibility and Equality (VicHealth 2007b, 2008).

SECOND YEAR ACTIVITIES (JULY 2007 – JUNE 2008)

In the second year, the project continued to work with the four Victorian local initiatives to develop integrated violence prevention programs and policies. These programs and policies were based on the first year activities including the survey on international good practice; the local evaluation work; and the local workshops and audits related to community capacity assessment.

By 2007, three of the four local initiatives produced policy documents:

- City of Maribyrnong Preventing Violence Against Women Action Plan 2007-2008
- Bendigo Safe Community Forum Strategic Direction 2007-2009
- City of Casey Healthy People Safer Community 2006-2010, with family violence prevention as one of five local priorities.
- The City of Casey had also developed a Commonwealth government funded program called 'Promoting Peace in Families', in partnership with the Cardinia Casey Community Health Service and the Casey Pastors Network.
- The GLOVE project website continued to provide information for other Victorian initiatives, and the materials were also used internationally, particularly the literature review produced by Hayes (2006).

At the end of their first year of work, the CI and APAL organized a 'stop and assess' workshop for localities and the advisory committee to allow them to reflect on lessons learned so far and what they believe needed to happen next. One of the issues that arose in this workshop was the turnover in local leadership. In one year, five of the seven local leaders had moved on from their initial positions. There had also been the changeover of APAL, and the significant changes in state policies, leading to changes in the Advisory Committee. And the external evaluator, Deb Elkington of Clear Horizons, had resigned to take up a position with state government, leading to the hiring of another external evaluator, Jacques Boulet of Borderlands. All in all, there was little institutional memory of the original aims of the project.

Rather than developing a 'how to' manual based on the work of the four localities, as described in the original funding submission, there was a decision by the advisory committee to publish a report on current good practice in Victoria, including GLOVE project participants and other local governments that were doing good work on violence prevention. This was intended to feed into the development of the new state government policy on preventing violence against women.

THIRD YEAR ACTIVITIES (JULY 2008 – JUNE 2009)

The third year of the project involved development of the report on current good practice at the local governance level (Kwok 2008) and development of a series of fact sheets based on lessons learned in the project, which could inform further work on gender, local governance and violence prevention. The APAL, Tracy Castelino, commenced interviews with the advisory committee and with local leaders, and examined local, state, and national policies, to respond to the first aim of the project: **'critically investigate the divide in research and public policy between reducing violence in the public and the private realms'**. The interviews and policy analysis are complete and the APAL is on track to complete her dissertation by mid-2010.

There were a large number of dissemination presentations to both academic and professional audiences (see outputs), including a follow up workshop at the fourth World Urban Forum in Nanjing China, in November 2008. This workshop was attended by three local leaders (Georgie Hill and Robyn Gregory from Maribyrnong, and Eileen Oates from Bendigo/Loddon).

Local workshops in the northern region and Maribyrnong have taken place. Further presentations at Hobson's Bay and Ballarat are planned to disseminate the fact sheets. The Victorian Local Governance Association is also working on developing a state-wide workshop/ conference to bring together local initiatives, and has agreed to take on the GLOVE website and the online resources developed there. The CI is also working with Women's Health Loddon Mallee on a follow-up project related to Primary Prevention of Violence Against Women in rural LGAs. Last but not least, there has been continuing input into the development of a state plan to prevent violence against women, which will include "local government, health, and community services" as one of five key intervention settings (DPCD 2009). There has also been the development of a parallel National Plan to Reduce Violence Against Women (Australian Government 2009).

OUTPUTS – SCHOLARLY

The project proposal promised to publish three peer-reviewed articles out of its work. It exceeded expectations in terms of scholarly outputs:

Book (1)

- (2008) Whitzman, C. *The Handbook of Community Safety, Gender, and Violence Prevention: practical planning tools* (London: Earthscan)

Refereed Journal Articles (3)

- (forthcoming) Whitzman, C. 'Planning, Local Governance and Violence Prevention: barriers to success in Victoria, Australia', *Planning Practice and Research*
- (2008) Castelino, T., and Whitzman, C. 'The Rhetoric and Reality of Family Violence Prevention in Victoria, Australia', *Journal of Family Studies* **14**(2-3), 310-321.
- (2008) Whitzman, C. 'Community Safety Indicators: are we measuring what counts?', *Urban Policy and Research*, 26(2), pp. 197-211.

Refereed Conference Papers (1)

- (2007) Whitzman, C. 'Integrated Violence Prevention, Planning, and Governance: International and Victorian Perspectives', 3rd National Conference on the State of Australian Cities, Adelaide, December 2007, published online: <http://www.unisa.edu.au/soac2007/program/papers/0136.PDF>

Academic Conference Papers: Non-Refereed Proceedings (3)

- (2008) Castelino, T. 'How do we collaboratively develop local understandings and practices of gender within the context of violence prevention?', Women's Worlds Conference, Madrid, July 2008
- (2008) Whitzman, C. 'Integrated Violence Prevention, Local Governance, and Gender: International and Australian Perspectives', presentation to University of Western Sydney Urban Research Centre, March 2008.
- (2006) Whitzman, C. and Hayes, T. 'The GLOVE Project: Gender, Local Governance, and Violence Prevention in Victoria, Australia', Sixth Annual Colloquium, International Centre for the Prevention of Crime/ Australian Institute of Criminology, Canberra, September 2006.

OUTPUTS – PROFESSIONAL AND PUBLIC EDUCATION

Scholarly Awards

The *Handbook of Community Safety, Gender, and Violence Prevention* won an Award for Planning Excellence from the Planning Institute of Australia Victoria Division in October 2008.

The project also exceeded promised outputs (3 articles and 2 presentations) when it came to information dissemination for professionals in planning and public health.

Professional practice publications (4):

- (2008) Whitzman, C., 'Planning for Living Well', *Planning News* 34(9), 8-9 and
- (2008) Whitzman, C., 'Planning for Living Well', *Victorian Planning and Environmental Law Association Newsletter* 75, 29-30.
- (2007) Whitzman, C., 'Gender, Local Governance, and Violence Prevention: making the links between international good practice and Australian policy', *Public Health Bulletin South Australia* 4(3), November 2007, pp. 24-26.
- (2007) Whitzman, C., 'About GLOVE', *Health Promotion Strategies* special issue on gender and health promotion 7(3), July 2007, pp. 2-3.

Professional/policy conference presentations – national and international (6)

- (2009) Whitzman, C., 'Policies and Practices to Promote Women's Safety', Seminar on 'Women's Safety: a shared global concern', International Centre for the Prevention of Crime/ Women in Cities International, Montreal, May 2009.
- (2008) Whitzman, C., 'Women and Planning: preventing violence, creating safer places', Commonwealth Association of Planners/UN-Habitat Roundtable on Gender and Urban Development, 4th World Urban Forum, Nanjing, November 2008.
- (2008) Whitzman, C., 'Gender, Local Governance, and Violence Prevention: making the links', Metropolis International Women's Forum, 9th World Congress of Metropolis, Sydney, October 2008.
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- (2008) Whitzman, C., 'Planning for Living Well', Victorian State Planning Conference, Ballarat, September 2008.
- (2008) Whitzman, C. 'Are Young People the Problem or the Solution?' Young People and Community Safety, Australian Institute of Criminology/Victorian Safe Communities Network, closing panel, Melbourne, February 2008.

Professional/policy presentations – local (4)

- (2009) Whitzman, C., Presentation to Hobson's Bay council staff on preventing violence against women, April 2009.
- (2008) Whitzman, C., Panel on Preventing Male Violence Against Women, Northern Region Preventing Violence Against Women conference, Melbourne, October 2008.
- (2007) Whitzman, C., presentation to Bendigo Community Forum November 2007.
- (2007) Whitzman, C., presentation to Maribyrnong Community Forum August 2007.

Media (3)

- (2008) Dowling, J. 'Growth Areas Link to Violence', *The Age* Monday, 9 June, 2008, p. 5.
- (2008) Whitzman, C. interview with Lindy Burns, 774 ABC, 4 June, 2008
- (2008) Whitzman, C. interview with 3CR Melbourne, 2 June, 2008

The GLOVE project has published three major reports and a set of fact sheets, all available in hard copy form and on its website (<http://www.abp.unimelb.edu.au/research/funded/glove/index.html>). The website will be migrated to the Victorian Local Governance Association at the close of the project.

Reports (3)

- Hayes, P (2006) Gender, Local Governance and Violence Prevention Learning from International Good Practice to Develop a Victorian Model
- Whitzman, C and Zhang, R (2006) Community Safety Indicator Report
- Kwok, W.L. (2008) Gender, Local Governance, and Violence Prevention: Innovative Local Governance Work in Victoria, Australia

Fact Sheets (4)

- [Fact Sheet 1](#): Creating Effective Partnerships to Prevent Violence
- [Fact Sheet 2](#): Getting Local Data about Violence and Prevention
- [Fact Sheet 3](#): Creating Local Policies, Programs and Practices to Prevent Violence
- [Fact Sheet 4](#): Monitoring and Evaluating Violence Prevention
- 5,500 copies of the fact sheets have been created and will be distributed by the end of the project.

OUTCOMES - POLICY AND PROGRAMS

We worked closely with four local government-community partnerships that were interested in violence prevention, but did not yet have a strategy. Each partnership signed a Memorandum of Understanding (MOU) agreeing to:

- Name a council 'leader' and 'community' leader to undergo additional training
- Audit existing resources and needs in relation to gender mainstreamed violence prevention at the local level
- Hold a public meeting within the first year to discuss the findings of the audit and develop further policy
- Develop policies and programs over the next year
- Develop monitoring and evaluation criteria and evaluate their success
- Work with other localities to share what we learned

Maribyrnong

Maribyrnong's local initiative contacted the CI in May 2005, when the project was in development. Nicole Malina, a staff person with the council, had met the CI at a Victorian Safe Communities Network workshop. At the time, Maribyrnong City Council had just formed a family violence subcommittee of its Community Safety Task Force, led by Women's Health West. The impetus for this initiative was a community safety forum where family violence came up as a priority area. A presentation by the CI to Maribyrnong City Council in January 2006 led to signing of the MOU in February 2006.

The local project conducted an evaluation workshop with Deb Elkington in November 2006 to help determine overall goals, and indicators to measure progress towards those goals. A community forum in March 2007 attracted more than 70 people from several dozen community organizations to discuss existing resources and prioritize needs. The Preventing Violence Against Women Action Plan was adopted by Maribyrnong City Council in October 2007. Further funding from VicHealth led to a health impact assessment of the plan, and workshops that helped inspire other local initiatives in Hobson's Bay and Hume.

The Preventing Violence Against Women Action Plan works to address determinants of violence across all core business of council, from maternal and child health services to aged and diversity services, from the network of community centres maintained by the council to economic development. Each recommendation has a responsible council department or community agency and an indicator that the recommendation has been accomplished. Specific programs have included:

- an audit of council-owned parks and community centres,
- the creation of a new category of violence prevention in community grants,
- regular media campaigns, including promotion of White Ribbon Day and violence prevention murals in high schools,
- and training for relevant council staff and community organizations on preventing violence

Maribyrnong City Council is also:

- working on improving its data on incidents of family violence as reported by both community agencies and police,
- continuing to map council services and community work to prevent violence through an ever-expanding membership base for the Preventing Family Violence Task Group, with a particular emphasis on CALD groups
- developing violence prevention 'champions' particularly in council and amongst sports figures

Maribyrnong has accomplished excellent work in dissemination and community mobilization, organizing a panel at the Margins to Mainstream International Conference on Mental Health Promotion in September 2008, and also presenting to the World Urban Forum in November 2008. They have been successful in attracting state funding for several of these initiatives, in part through using their involvement in the GLOVE project as a springboard for further funding. They are in the process of integrating violence prevention into their Municipal Public Health Plan and their Council Plan.

Maribyrnong has accomplished all aspects of its MOU. It audited existing resources and needs, held a public meeting to discuss resources and further develop policy and programs, established gendered policies and programs with shared ownership at the local level, put mechanisms in place to monitor and measure progress, are sustainably working to address these issues across policy, planning and service delivery roles, and are sharing their findings with other localities.

Casey

Casey's local initiative contacted the CI in August 2005, through links with Crime Prevention Victoria. The initial meeting in August 2005 included David Baker, the Team Leader in Community Safety for the City of Casey, and Shakti McLaren from Casey Cardinia Community Health Services. The City of Casey had discussed 'family violence' as a priority in its draft Healthy People – Safer Communities community safety strategy for 2006-2011 and were interested in deepening their commitment. The City of Casey also housed a regional Family Violence Network, funded by the

state government. The formal MOU was signed after meetings with the Safer Casey Partnership and the Family Violence Network in December 2006.

The Promoting Peace in Families Program is a partnership between Casey City Council, Casey Cardinia Community Health Services, and the Casey Pastors Network to build capacity of faith leaders to identify, respond, and refer family violence cases and to get positive messages out on violence against women through faith organizations. It has been funded by the Commonwealth government from 2007-2010.

An audit of existing City of Casey and community agency services was undertaken in November 2006, and Shakti McLaren was an active participant in the early stages of the project. However, there were ongoing tensions between the Family Violence Network and the coalition of agencies who were funded by the state government to provide family violence prevention services in the southern metropolitan region. Despite a meeting in March 2007 with the regional Department of Human Services officer and the two local leaders in Casey, further development of policies and programs at the local governance level, including monitoring and evaluation strategies, did not progress. It was felt that limited energies were best placed in the Promoting Peace in Families program.

Casey has audited existing resources, put one local program in place with shared ownership whose aim is preventing violence against women, and has shared this project through presentations at the Margins to Mainstream Conference and other local and national venues. However, it has not developed a holistic approach to violence prevention policy and programs, nor has it developed monitoring mechanisms to monitor progress in the area of violence prevention as yet, beyond evaluation of its Promoting Peace in Families program.

Bendigo

The Bendigo Safe Community Forum was originally established in 1995 to address liquor licensing issues around late night establishments. There was an increasing interest in incorporating family violence into their mandate. The involvement of Greater Bendigo Council was suggested by Linda Bennett of the Victorian Local Governance Association, who had spoken to the Mayor, David Jones, in March 2006.

After a presentation to the Safe Community Forum followed by a councillor briefing in December 2006, the MOUs were signed. Carolyn Wallace, the manager of the Loddon Campaspe Centre Against Sexual Assault, was also the chair of the Bendigo Safe Community Forum. An audit of services was completed in December 2006, and the Bendigo Safe Community Forum Strategic Direction 2007-2009 was adopted by council in June 2007.

Unlike the City of Maribyrnong, the City of Greater Bendigo was not successful in obtaining funding for its work through VicHealth or other State-level bodies.

The City of Greater Bendigo organized a Violence Against Women forum in November 2007, which attracted over 50 local people from over one dozen community organizations. This forum gave added impetus to White Ribbon Day in 2007, which like the one in Maribyrnong, attracted high profile male councillor and sport figure 'champions' to raise awareness about violence against women.

The City of Greater Bendigo is continuing work on incorporating family violence prevention into its Municipal Public Health Plan, and is also working on with the Bendigo Loddon Primary Care Partnership on incorporating violence prevention into its plan. It has audited resources, held a public meeting, developed some gendered policies and programs to prevent violence against women, and is working to address this across all policy, planning and service delivery roles. They have not yet developed mechanisms to monitor and measure the progress and impact of programs.

Loddon

The Shire of Loddon was initially contacted through work with Carolyn Wallace of the Loddon Campaspe Centre Against Sexual Assault (LC-CASA). With the assistance of Brett Eastwood, the Director of Community Services, a workshop on 'Domestic Violence in Our Community' was organized with 12 participants in December 2006. These included the two local police officers, a local councillor, council staff and volunteer community leaders. There was an audit of existing resources and potential enablers of future action completed in March 2007, at which point Carolyn Wallace met with Brett Eastwood to determine next steps. Unfortunately, the departure of Carolyn Wallace from LC-CASA in April 2007, followed by the departure of Brett Eastwood soon afterwards, meant that momentum was lost in this initiative and little else accomplished.

However, there is renewed interest in building on this work. Women's Health Loddon Mallee has received a grant from VicHealth to develop violence prevention initiatives across 10 local government areas in the north western region of Victoria. CI Whitzman will be working on this project.

Other Local Government Initiatives

An informal network of local governments has begun to work together with the assistance of the Victorian Local Governance Association, and the GLOVE project has supported this network. The CI and APAI participated in an evaluation planning meeting of the 'Local Government Leading the Way – Partnerships to Reduce Family Violence' project funded by the Helen McPherson Smith Trust Fund and Darebin City Council in June 2007. The CI has met several times with representatives from the Cities of Darebin, Moreland, Maribyrnong and Nillumbik, who together collaborated on a presentation to the 'From Margins to Mainstream International Conference on Mental Health' in September 2008. She also presented to the Northern Region Preventing Violence Against Women conference in October 2008, and to a staff workshop for the City of Hobson's Bay in April 2009.

State and Commonwealth

This work by GLOVE, the VLGA and local government-community partnerships has built capacity and progressed state government policy around local partnerships to prevent violence. While direct input in the development of the National Plan to Reduce Violence Against Women was limited, the directions set by the National Council's March 2009 report, and the Australian Government's response in April 2009, strongly reinforce the key recommendations of this report.

International

Although not an explicit aim, the GLOVE project was expected to network with, and contribute to, similar international initiatives on violence prevention from a gender mainstreaming perspective at the local level. The Australian leaders met with Canadian leaders of a similar project as part of the World Urban Forum in Vancouver June 2006, and participated in workshops on Gender, Local Governance and Violence Prevention at the 2006 and 2008 World Urban Forums. Both workshops attracted over 100 participants from over 20 countries.

Ideas, information and methodologies from the GLOVE project have informed a large grant that Women in Cities International received from the UN Trust Fund to Eliminate Violence Against Women in December 2008. This three year project on Gender-Inclusive Cities will work with four cities (Rosario Argentina, Delhi India, Dar es Salaam Tanzania, and Petrovadosk Russia) to further develop violence against women prevention initiatives. Furthermore, several GLOVE products, particularly the background paper (Hayes 2006) have been distributed internationally through the WICI website, and the analysis developed has informed a new UNIFEM Global Programme on Safer Cities for Women and Girls (UNIFEM 2009).

ANALYSIS OF OUTCOMES: RESEARCH FINDINGS

Measuring the GLOVE project against its aims and objectives as well as the evaluation criteria developed by Clear Horizons in the first year of the project, it is clear that the first aim - critical research on the continuing divide between preventing violence in the public and private realm - has been easier to attain than the second aim - developing local, state and national policies that take an integrated approach to the prevention of violence.

There has been success at the local level, particularly in relation to preventing family violence (Kwok 2008). The Commonwealth Government has recently released a National Plan to Prevent Violence Against Women (Australian Government 2009), and the state government will be releasing its own action plan for preventing violence against women by the end of 2009 (DPCD 2009). Both these plans should aid in local government work to prevent violence against women, particularly intimate partner violence.

As discussed previously, the GLOVE project has shifted from an emphasis on integrated violence prevention to family violence prevention, partly because of the priorities and funding streams of the local government-community partnerships, and partly because the state and national policies have shifted from a commitment to integrated violence prevention to violence against women prevention.

There has also been a problem related to institutional memory in this project, resulting from changes in APAI, external evaluator and all but two of the seven initial local leaders over the three years of the project.

We now return to the specific contributions that the GLOVE project could make to the overall goals of (1) living in a peaceful society without violence; (2) gender violence being a public priority; (3) all people agreeing that gender violence is unacceptable.

The project has researched and encouraged **gendered policy and programs to prevent violence at the local level**, although without consistent leadership and policy support from State and Federal government a system wide response has not emerged as yet.

Recent local government-community partnership successes in Victoria include:

- The City of Maribyrnong has worked with secondary schools and council staff to develop public awareness campaigns on violence prevention, has mobilized a large coalition of community groups, including services for new migrants, and has also 'audited' 10 key council facilities to improve safety and inclusion of the whole community;
- Bendigo Family Violence Prevention working group's Violence is Out of Bounds project is working to reduce violence in sports environments
- The City of Darebin and the City of Casey both have successful initiatives working with faith leaders to promote respectful relationships



- The City of Wyndham has conducted 'Say No to Violence' projects in both primary and secondary schools

Some of these partnerships have worked directly with the GLOVE project; others have not. One of the aims of VLGA conference would be to bring these initiatives together in a way that has not occurred during the life of the GLOVE project.

The GLOVE project has supported **mechanisms to monitor and measure progress and impacts of policies and programs**, although again without a statewide framework for local government work on this issue, this work has been difficult. We support state-wide evaluation of local initiatives, as suggested by the *Women's Safety Strategy* (DVC 2002), which includes:

- Violence prevention becomes one of the goals of the Council Plan
- A suite of programs are development by government, community partnerships, with a lead department/organization clearly stated, and annual monitoring criteria of progress in these programs
- The number and range of participating community organizations in these programs are measured through attendance at meetings, trainings, and public forums
- Community data on violence and awareness of violence prevention is monitored on an annual basis
- The gap between violence reported in victimization surveys, and violence reported to police, is reduced

The GLOVE project has supported and encouraged state government **to take a lead role in developing an overarching gender analysis framework to underpin policy, programs and evaluation**, and if the state government uses the VicHealth framework to develop a policy to prevent violence in both public and private realms, it will have achieved that outcome.

It has worked to support local governments, in partnership with communities and other spheres of government, **to recognize the impact and gender dimensions of violence against women and develop ways to address this across all policy, planning and service delivery roles.**

Local governments are working in the following areas of prevention:

- Early childhood interventions to prevent child abuse and detect intimate partner violence, through training of maternal and child health nurses
- School-based interventions, developing norms of respectful relationships, through community development officers

- Community mobilization, through grants programs and outreach to 'hard to reach' communities such as new migrants and young men, and work with sports clubs to raise awareness and change behaviour around violence against women
- Public awareness through White Ribbon Campaigns
- Service coordination through family violence coordinating committees at the local level
- Planning and design initiatives, such as using safer design guidelines and auditing community facilities to be safer and more welcoming to all
- Working with local police and justice initiatives to ensure integrated and responsive intervention services that work to stop violence from recurring

The GLOVE project has supported **local level organizations, spheres of government and community members working together effectively** to respond to and prevent violence against women.

There have been large variations in the success of the four localities that GLOVE worked with over three years. One partnership can be characterized as a success (Maribyrnong), one partnership has achieved partial success (Bendigo), and two partnerships have achieved some progress (Casey and Loddon).

Drawing on what we have learned from these four municipalities and six others who have developed successful initiatives (Kwok 2008) leads to the following conclusions:

Reasons for the City of Maribyrnong's success include: (1) strong and consistent commitment from council staff; (2) leadership from community agencies in a strong and sustainable Preventing Family Violence Task Group, (3) political support from councillors, and (4) research assistance not only from the University of Melbourne but from related research grants from VicHealth that led to collaboration with Deakin University. With these 'four legs of the table', they were able to obtain further funding from state government, providing sustainability to their work

- The City of Casey focused on one major project as a strategy to raise the profile of family violence prevention.
- The City of Greater Bendigo's support from politicians, council staff, community agencies, and researchers, has waxed and waned over time, but appears strong at the moment.
- The Shire of Loddon was unable to develop policies and programs, because it had virtually no council staff or community agency resources to devote to this project.



One of our conclusions is thus that differences between political, administrative and community capacity in local governments needs to be recognized within any leadership or funding program, and that a system-wide approach would need to recognize and work with these varying capacities.

Common factors of successful local initiatives include:

- Effective partnerships between local government and community organizations, that involve 'four legs of the table' (supportive politicians, knowledgeable and committed staff, strong community advocacy, and research assistance)
- Obtaining good local data on the incidence of violence, not only from the police, but from community agencies and local organizations
- Building on existing local resources and learning from what works
- Clear responsibilities for programs and the ability to regularly monitor and evaluate interventions

This leads us to conclude that local initiatives can be successful in preventing gendered violence, but need stronger leadership and support from state and federal government.

There is as yet no common framework, monitoring and evaluation criteria, funding mechanisms, or mutual learning opportunities provided by the state government, despite 'safe streets, homes, and workplaces' being one of the 11 state-wide goals set out in Growing Victoria Together, the 10 year priority action plan for the current government. However, GLOVE's work is influencing the development of new state policies, which may provide further funding and policy support, including dissemination of best practice, to local governments, and encourage violence prevention being integrated in health and council plans.

It is to be hoped that the GLOVE project has provided some research and guidance towards the goals of living in peaceful society without violence, making gender violence a public priority, and helping people to agree that gender violence (and indeed, all violence) is unacceptable.

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