

**Family Violence: Background Paper**

**Canadian Association of Chiefs Of Police**

**Wendy Cukier, MA, MBA, Phd, Du (Hon) LLD (Hon) M.S.C.**

**Professor of Justice Studies**

**Ryerson University**

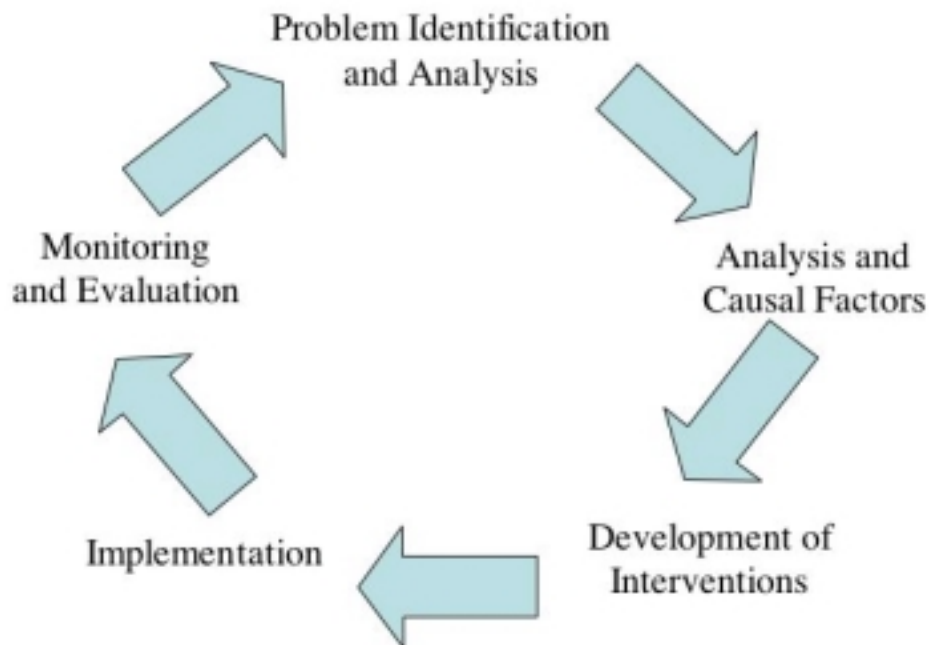
## Introduction

Family violence is a complex problem that requires a multi-layered strategy to address it. This paper is intended to review the interventions aimed at preventing family violence in order to identify some critical "best practices". Best practices "are those strategies and programs which are deemed research-based by scientists and researchers which have been shown through substantial research and evaluation to be effective" (CSAP, 2002). However, a review of the literature suggests that many programs are not evaluated and that the results of the same intervention in different settings may be very different. In addition, the results of evaluations are driven by the specific objectives and measures established for the program. Different stakeholders use different measures; for example, for police an important measure may be arrests, for physicians it may be health, and for women's organizations it may be victim perceptions. As well, because the problem is approached from a variety of political and ideological perspectives, different stakeholders may have different analyses of the root causes of the problem and the long- and short-term solutions (see, for example, Lakeman, 2000). Both the public health (Bonnie et al., 1999) and crime prevention literature (Lab, 1997) provide a useful framework which can be adapted to addressing the problem of family violence.

This "fact-based approach" includes:

- Problem identification and analysis which seek to understand the extent and dimensions of the problem;
- Analysis of causal factors which seeks to understand the ways in which individual, familial, community and societal factors interact;
- Development of interventions which focus on developing policies and programs that are directly tied to the causal factors and that seek to break the causal chain;
- Implementation of a coordinated approach which seeks to ensure that the necessary infrastructure, stakeholders, skills and resources are in place to deliver the planned intervention; and
- Monitoring and evaluation, which are critical to assess short term and long-term outcomes and to further refine or "continuously improve" performance.

**Figure 1: Fact-based Violence and Injury Prevention Model**



Best practices include multidisciplinary, coordinated, community-based approaches (Russell & Ginn, 2001; Witwer, 1995; Hart, 1995; IACP, 1997; Academy of Medicine, 1999; Canadian Panel, 1993). This paper reviews a systematic approach to the problem of family violence, the results of evaluations of selected programs and the principles which inform best practices.

## **Overview of Family Violence**

### **Definition**

A variety of terms are used to describe violence perpetrated within spousal or other intimate relationships. These include: wife assault, wife abuse, battering, domestic violence, family violence, spousal/partner violence, and intimate partner violence. Violence can include a wide range of abuses that result in harm, including psychological, financial physical and sexual forms of abuse.

Family violence, however, also may include violence against other family members including child and elder abuse. The links between domestic violence and violence against children are complex and multidirectional. Children are often caught in incidents primarily between their parents or may be targeted themselves as a way of punishing a spouse. Children who witness domestic violence, even if they themselves are not direct targets, are more likely to become abusers (if male) or be abused (if female) when they grow up (Graham-Bermann & Edleson, 2001; Widom & Maxwell, 2001).

According to Wolfe and Jaffe (2003):

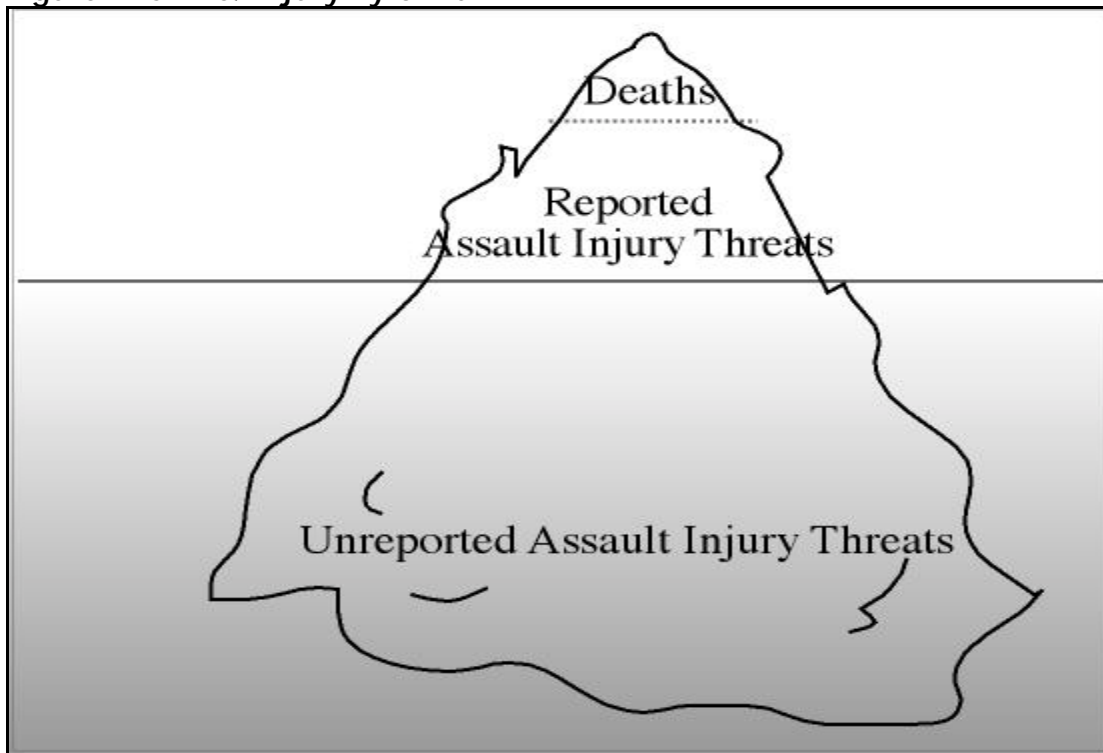
Many of the contributing risk factors for sexual and physical assault perpetration have been identified in childhood and adolescence, and these need to be incorporated into prevention goals. For example, peer attitudes (Reitzel-Jaffe & Wolfe, 2001), past experiences of child maltreatment (Wolfe et al., 2001), and substance abuse in adolescence (Wekerle & Wall, 2002) have all been linked to greater risk of dating violence, domestic violence, and sexual assault. Changing the norms and climate about relationships and providing students and teachers with the skills needed to foster healthy relationships is the only viable way to shift from a crisis orientation to one of prevention in response to these related forms of violence... [Domestic violence] and [sexual assault] are gender-linked crimes based in cultural and societal values affecting gender inequality and abuse of power and control.

Similarly, childhood and family abuse may also be linked to elder abuse and neglect. Abusers of elderly persons are usually adult children or spouses of the victim (Lachs, 1997). Although there are many causes of elder abuse and neglect, the family cycle of violence theory suggests that abused children grow up not only to abuse their own children, but to seek retribution on their aging parents.

### Extent

Family violence is often unreported, so formal crime reports often represent only the tip of the iceberg. In addition to the crime statistics collected (Uniform Crime Reporting - UCR) as well as health data (Emergency Room Codes - ERC), a wide range of surveys has been undertaken at a national and community level to get a better understanding of what lies beneath the tip of the iceberg.

**Figure 2: Crime/Injury Pyramid**



Although the data from the 1999 General Social Survey indicated that both men and women reported fairly similar rates of experiencing violence, women reported experiencing more severe forms of violence and more incidents of violence than did men. Women also experienced more serious consequences from the violence, including fearing for their lives:

Women are more likely to be subjected to severe forms of violence (e.g. beaten, choked, sexually assaulted), are three times more likely to suffer injury, five times more likely to receive medical attention, and five times more likely to fear for their lives as a result of the violence. In other words, the severity and the impact of spousal violence on women and men have different outcomes and consequences (Jiwani, 2000).

The majority of murdered women are killed by their intimate partners. Firearms are used in approximately 30% of these murders. However, for every murder there are many more assaults and extensive psychological damage is inflicted. Reported data reflect only the tip of the iceberg. In addition to several annual reports produced by Statistics Canada, the Federal-Provincial-Territorial Ministers Responsible for the Status of Women have undertaken a systematic review of a broad set of indicators related to violence against women, one of which relates to severity and prevalence (F-P-T, 2002).

Women are more likely than men to report that the violence had occurred on more than one occasion within the relationship. The greater impact of the violence experienced by women also seems to be reflected in other statistics: of the nearly 15,000 cases of spousal abuse which came before the Specialized Family Violence Courts in Winnipeg between 1992 and 1997, 85% of the accused were men and 85% of the victims were women. Similarly, when the Nova Scotia Department of Justice Monitoring Committee analyzed 746 domestic violence incidents randomly selected from the nearly 7,000 such incidents reported to police in Nova Scotia between April 1, 1996 and August 31, 1998, it was found that 90% of the victims were female, and 10% male (Russell & Ginn, 2001).

It is also worth noting that often there is a neglected link between domestic violence and suicide. Over 20% of all spousal homicides end in suicide by the accused, particularly where the accused is male (Bunge, 2000). Half of the men who kill their wives with firearms also commit suicide. Consequently, it may be argued that measures aimed at preventing domestic violence may also have the effect of reducing suicide (Dansys, 1993).

## Problem Identification and Analysis

The problem identification and analysis stage is intended to identify goals for the program and to establish benchmarks. While data concerning family violence are still uneven, there is work being done to further develop indicators at national, provincial and local levels (F-P-T, 2002).

These include:

- Severity and prevalence of family violence, including: homicide, assault, injury, demographics of abusers and victims, etc.;
- Impacts of violence; for example, psychological effects;
- Risk factors associated with violence; for example, a range of behaviours has been identified as predictors of spousal murder, including: marital breakdown, financial

problems, substance abuse, mental illness, previous patterns of abusive behaviour, presence of firearms, etc.;

- Institutional and community responses; for example, provision of emergency shelters, charging and sentencing patterns, etc.;
- Victims' awareness of and use of services; and
- Public attitudes (F-P-T, 2002).

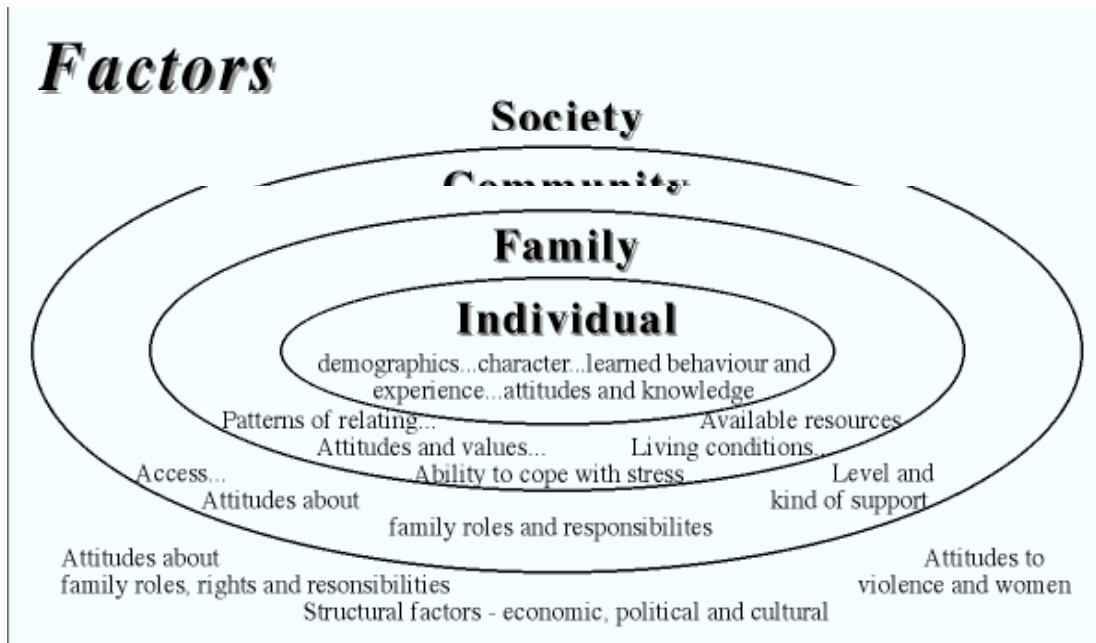
While national crime, victimization, mortality and morbidity data are available, provincial, regional and community data are important to ensure that programs are designed to meet local needs.

## Causal Factors

Family violence is a social problem that is the result of a variety of factors at the individual, family, community and societal levels. While it is true that certain factors appear to be common in cases of family violence (for example, marital breakdown, substance abuse, financial problems, history of abuse, history of being abused), it is also true that not all individuals with these characteristics become abusers. Often there are precipitating events or stressors, which may act as a catalyst for incidents of violence. Public health models, for example, classify these factors as the environment, the agent (the perpetrator), and the host (the victim). The crime prevention literature uses a similar but slightly different causal model, often separating individual factors, family factors, community factors and cultural or societal factors. In general, the causal factors are broken down into the following categories:

- Individual factors relating to the victim and aggressor (character, learned behaviour, attitudes and knowledge);
- Family factors (patterns of relating, attitudes and values, ability to cope with stress, available resources, living conditions);
- Community factors (level and kind of support, access, attitudes about family roles and responsibilities); and
- Cultural/societal factors (attitudes about family roles, rights, responsibilities; attitudes about use of force to solve problems; attitudes about women) (Health Canada, 1994).

### Figure 3: Causal Factors



Public health models and crime prevention models suggest that violence occurs with the convergence of victim/aggressor and instruments of violence in a particular environment. Crime prevention literature discusses situational factors that create the opportunity for a crime. Consequently, there are a wide range of valid strategies which may be developed to address factors at the individual level, at the situational level and at the societal level in crafting interventions to reduce the risk and severity of violence.

Differences among age groups, across gender lines and between different communities must also be considered in detail. Regional variations within Canada are pronounced; for example, rates of domestic homicide in western provinces are significantly higher than those in the eastern provinces. Further examination of these differences could prove instructive. Increasingly, work has focused on understanding the dynamics of family violence in particular contexts in order to ensure that appropriate interventions are developed. For example, issues may be different for rural and farm women (De Vink & Doherty, 1995), for particular multicultural populations (Josephson & Gordoff, 1996; Dosanjh, Deo & Sidhu, 1994) and for Aboriginal communities (McGillivray & Comaskey, 1996; McIvor & Nahanee, 1998).

In addition to analysing broad patterns over time, careful analysis of individual cases can shed light on causal factors and potential interventions. A wide range of inquiries and inquest juries has focused on cases of family violence, including, for example, the RCMP inquiry into the Vernon Massacre (British Columbia), the inquest into the murder of the Kassonde children (Ottawa), the Arlene May Inquest (Orillia) and the Gillian Hadley Inquest (Toronto).

## Interventions

**Primary Prevention** is normally considered to relate to changes in the physical and social environment. This would include socio-economic development, public education, general deterrence, and other measures aimed at addressing the root causes of violence. While this is

on one level the most effective means of preventing violence, it requires long-term strategies and major investments.

**Secondary or Situational Prevention** efforts are directed at diminishing the impact of domestic violence; for example, through risk assessment, early detection and building resiliency through a variety of counselling and information services. Also included in secondary prevention are efforts to reduce access to firearms, thereby reducing the lethality of violent encounters. Emergency shelters, it might be argued, fit into this category as they are intended to reduce the risk of escalation of violence by giving families refuge. Provision of integrated supports and community policing are often included in this category. For example, public education programs aimed at promoting early self-identification are critical and these must address the needs of diverse populations.

**Treatment, Enforcement and Tertiary Prevention** are the forms which tend to receive the greatest attention although they occur after the fact. The focus of these programs is providing support and treatment for abused women and children (e.g., emergency care, counselling, housing, etc.), and for reducing the chances the aggressor will re-offend through specific deterrence (e.g., by laying charges, prosecuting and providing treatment).

Some interventions operate at several levels simultaneously. For example, enforcement at early stages in the cycle may in fact prevent an increase in the escalation of violence. Laws serve not only a practical purpose but also serve an educational purpose over the long term, reinforcing values and serving as general deterrence. Treatment of children who witness or experience family violence not only minimizes the damage to them but may also serve to prevent violence in the future.

**Table 1: Examples of Interventions**

	<b>Examples</b>	<b>Reported Outcomes</b>
<b>PRIMARY PREVENTION</b>		
Early Intervention with Children at Risk	Perry Pre-School early childhood education for at-risk children	Built resilience Reduced costs to crime, health and social services
Support for At-risk Families	Home visits and parental support	Reduced risk Improved coping skills Improved awareness of services
Public Awareness Campaigns	Targeted Campaign in Quebec: pre- and post-attitudinal survey	Uneven impact on attitudes
Anti-violence Education	Focus on schools and teenagers e.g. Centre for Research on Violence against Women and Children	Recommendations re program design
Targeted Training on Family Violence	Symposium held in Montreal – at CRI-VIFF	Attitudinal change Awareness of services
Awareness / Needs Assessment	New Brunswick Grades 7-11	Perception of problem
Community Awareness and Development	Rural Communities in New Brunswick	Developed understanding of problem Increased awareness of services

Community Awareness and Development	Multi-cultural Partner Abuse Prevention Project in Manitoba	Raised awareness and concern
Community and Partnership Development	Transition houses and the church community in Vancouver	Need for improved communications between church and outside workers Need for training among clergy
<b>SECONDARY</b>		
Early Detection: Educate Professionals to Detect	Family violence and United Baptist and Wesleyan Churches of Atlantic Canada	More training needed for pastors dealing with family violence
	New Brunswick rural/farm community	Traditional gender stereotyping exists / structural relationship
	Multicultural Partner Abuse/ Prevention Project	Highlighted needs of youth, recent immigrants and older adults
Reporting Policies	South Asian community program in Vancouver	Identified need to have knowledge of available resources
Reduce Access to Facilitators (e.g. firearms)	Firearms Act - licensing and spousal notification	Reduced lethality and firearms in domestic homicides Reduced multiple victims Reduced offender suicides Unintended consequences in Aboriginal communities (re: sustenance activities)
<b>TERTIARY</b>		
Specialized Courts	Specialized Family Violence Court (FVC)	Increase in processing of family violence cases
Family Violence Legislation and Policies	Violence Against Women in Relationship (VAWIR) Policy	Interpretation and social service support are key Concerns include integration and support through system Potential for re-victimization
Pro-charge, Pro-prosecution Policies for Provinces: Policing / Crown / Corrections	Victims Domestic Violence Act (Saskatchewan) Victims of Family Violence Act (Prince Edward Island) Family Violence Protection Act (Yukon) Protection Against Family Violence Act (Alberta) Domestic Violence and Stalking, Protection and Compensation Act (Manitoba)	In some provinces: Increased number of charges laid; Decline in wife assault; Lower levels of repeat violence; Rigorous prosecution of cases; Reduced attrition of cases; Increased use of probation and incarceration  In others: Implementation uneven  <i>Critics' note: reduced police discretion, disempowerment of victims, dual charging may result in re-victimization</i>
	Conditional sentencing – Criminal Code of Canada	Increasingly used by judges – found within Alberta Court of Appeal

Victim Support	North Shore Crisis Services Society	Underlying issues and patterns of abusive relationships addressed
	Quebec's Intervention Agency (CLSC)	More victims are seeking help
	North Island and West Coast of Vancouver's Rural Community	Need to make public aware of available services
	Women's Post-Treatment Centre of Winnipeg	Under-serviced, rural, increased competency in dealing with survivors
Offender Treatment	London Initiative to End Woman Abuse (LITEWA)	LITEWA protocol followed – best practice within correctional program
	Manitoba Corrections Short Term Intervention Program (STIP)	Largely successful Realized responsibility for behaviour 1/3 pursued therapy Lower rate of recidivism

*For this report, research on 30 interventions was reviewed in a preliminary way and an effort to categorize them was made. These are outlined in more detail in Appendix 1. The lists are intended to provide examples and are not exhaustive.*

## Implementation

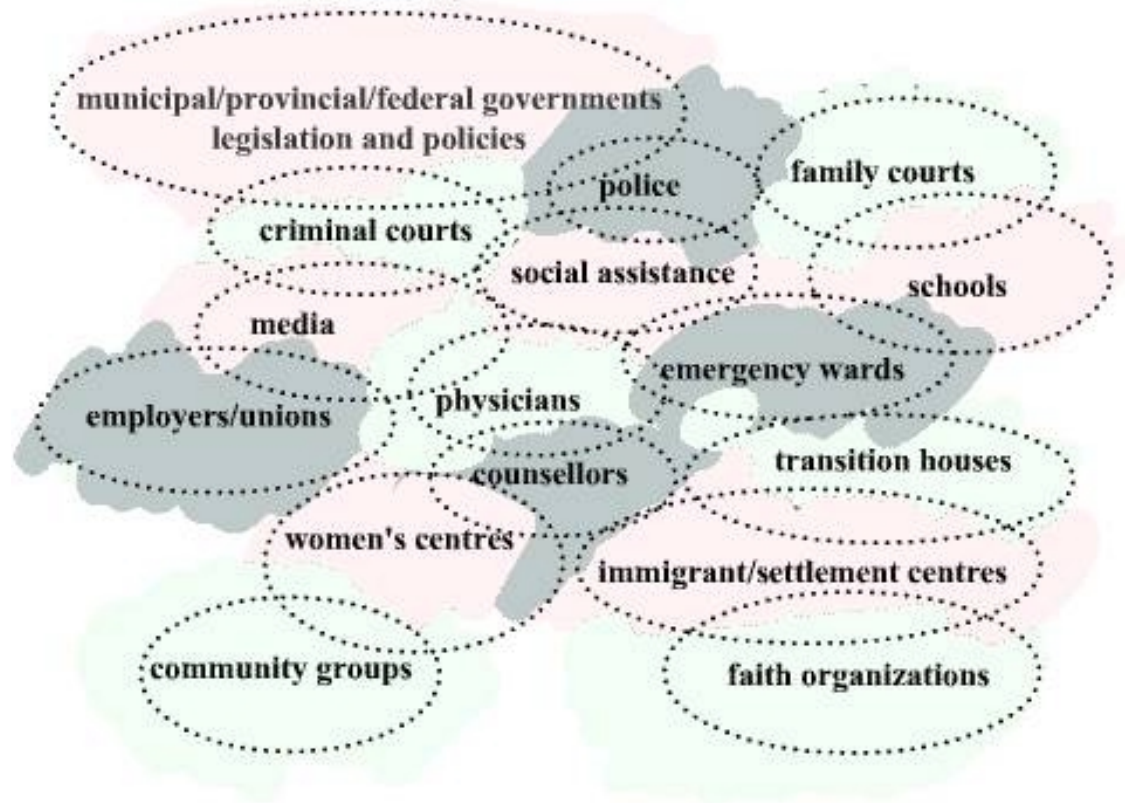
Programs, whether legislative, education or support services, are only words on paper if their implementation is not carefully planned and the infrastructure is not in place for delivery. The complexity of the factors affecting family violence is signalled by the large number of departments involved. For example, Canada's Family Violence Initiative includes seven separate departments and agencies:

- Health Canada;
- Justice Canada;
- Canada Mortgage and Housing Corporation;
- RCMP;
- Canadian Heritage;
- Status of Women Canada; and
- Statistics Canada.

In addition, Indian and Northern Affairs Canada, Human Resources Development Canada, Citizenship and Immigration Canada, Correctional Service of Canada and the Department of National Defence also address family violence issues through existing departmental programs.

The range of stakeholders and agencies that may play a role in policy implementation in a single jurisdiction is immense.

### Figure 4: Stakeholders



For example, mapping of stakeholders and relevant policies in British Columbia produced the following list. The many pieces of relevant federal legislation were not included.

**Table 2: Points of Access for Assaulted Women in British Columbia**

<b>1. Police</b>	b) Criminal Justice
VAWIR policy	VAWIR policy
Victim services	<b>6. Physicians</b>
Adult guardianship legislation (not yet implemented)	a) Health
Police training protocols (i.e., Domestic Intervention Team)	Abuse protocols
Police and RCMP dispatch policies	Bill C-46
<b>2. Transition Houses</b>	Criminal Compensation
a) Criminal Justice	b) Criminal Justice
VAWIR policy	VAWIR
Corrections (e.g., restraining order, bail, probation, men's treatment programs, SARA assessment tool)	<b>7. Counselors or Advocates</b>
Diversion/restorative justice	Child sexual and physical abuse reporting requirements
Bill C-46	Bill C-46
Legal aid	<b>8. Criminal Court</b>
Criminal harassment	VAWIR policy
Crown	Corrections (e.g., restraining order, bail, probation, men's treatment programs, SARA assessment tool)
b) Family Law	Diversion/restorative justice
Family court proceedings; Section 81	Bill C-46
Custody and access	Legal aid
Family maintenance	Criminal harassment
Legal aid	Crown

Mediation processes	<b>9. Family / Civil Court</b>
c) Social/Economic	Custody and access
BC benefits	Family Maintenance Enforcement Program
Training and employment policies	Protocols for family court counselors
Child support	Bankruptcy and Insolvency Act (re: sexual assault)
d) Housing	Family court proceedings; Section 81
Transition homes & second-stage housing policies	Legal aid
BC housing policies	Mediation processes
e) Health	<b>10. Social Assistance Offices</b>
Criminal Compensation	BC benefits
f) Immigration	Custody and access policies
Interpreter services	Family Relations Act
Refugee gender-based guidelines	Daycare policies
<b>3. Women's Centres</b>	Representation Act (not yet implemented)
<b>4. Immigrant Settlement Organizations</b>	Public Trustee Act (not yet implemented)
<b>5. Emergency Wards of Hospitals</b>	Mental Health Act
a) Health	Training and employment policies
Hospital emergency/abuse detection protocols	Child support
Sexual assault policy (currently in revision)	
Consent to Health Care and Care Facility (not yet implemented)	
Criminal Compensation	

The wide range of stakeholders, their interdependence and the differences in their orientations make attention to promoting collaboration, trust and communication, critical to dealing effectively with the problem of family violence. Such an approach can draw on many of the lessons of community-based policing in other contexts.

## Monitoring, Evaluation and Feedback

As discussed above, one of the key problems with family violence programs is the lack of adequate evaluation. Evaluation is critical not just to ensure that the program is meeting its objectives and is actually reducing injury but also to ensure that resources are being effectively allocated.

Overall, the downward trends in spousal homicide seem promising. A number of different explanations have been offered for these changes, including:

- Demographics (decline in at-risk age groups as a percentage of the population);
- Delayed marriages;
- Increased gender equality;
- Rising economic independence and education levels of women;
- Increases in victims services including emergency shelters and treatment programs;
- Zero-tolerance policies;
- Specialized domestic violence courts;
- Legislative and policy changes;
- Reduced levels of alcohol consumption; and
- Reduced access to firearms (Bunge, 2000).

While the overall trends are encouraging, the problem is still significant. Given resource constraints, there is also a need to better understand which interventions are effective. But the

research shows that it is extremely difficult to isolate the impact of a single factor, given that domestic violence is the result of a complex interaction of factors. Consequently, interventions undertaken can be evaluated in a variety of ways:

- Formative evaluation helps test the components of the program as it is being designed;
- Process evaluation considers how implementation is proceeding;
- Impact evaluation measures the achievement of short-term objectives; and
- Outcome evaluation indicates whether the program was worthwhile.

Family violence interventions are particularly difficult to assess. Often they involve services with difficult-to-measure outcomes. For example, information services and crisis calls may be anonymous and short-term. As well, different stakeholders have different performance measures in the short term and the long term. For instance, a single physician may have a longstanding relationship with a patient and interact with him or her over a number of years, while a number of different police officers may interact with a victim on an episodic basis. It is important to clarify measures of performance that are appropriate to the various stakeholders yet at the same time support the overall objective: improved safety. From a shelter's perspective, measurable indicators might include:

- Survivors' immediate safety (for residential services);
- Immediate safety of survivors' children (for residential services);
- Survivors' increased knowledge about domestic violence;
- Survivors' increased awareness of resources and options;
- Survivors' decreased isolation;
- Community's improved response to battered women and their children; and/or
- Public's increased knowledge about domestic violence (Sullivan & Alexy, 1997).

From a policing perspective, the desired outcomes and performance measures may be very different. In any event, while different stakeholders may have different short-term performance measures, most would share long-term outcome objectives, such as increased survivor safety over time:

- Reduced incidence of abuse in the community;
- Reduced incidence of homicide in the community; and/or
- Improved quality of life of survivors.

Measuring long-term outcomes is very costly, as well as labour- and time- intensive. Research dollars are needed to adequately examine these types of outcomes.

More realistically, service programs measure short-term outcomes, which measure "proximal change" or use "surrogate" measures. Proximal changes are those more immediate or incremental outcomes one could expect to eventually lead to the desired long-term outcomes based on previous research. For example, if research shows early detection of risk can prevent escalation of violence, a program that is shown to identify women at risk may produce positive outcomes in the longer term. If awareness of services is shown to increase use of them, programs that increase awareness of services may be likely to produce positive outcomes. If lethality of assaults is increased when a firearm is present, reducing access to firearms may contribute to a reduction in spousal homicide. However, it is important to be able to demonstrate these causal connections: the linkages must be articulated, not just assumed.

Programs should maintain good data regarding services provided; for example, a hospital-based program for battered women could track a variety of proximal changes such as

- The number of women correctly identified in the hospital as survivors of domestic abuse;
- Survivors' perceptions of the effectiveness of the intervention in meeting their needs (including receiving information and support they perceived to be helpful); and
- Hospital personnel's attitudes toward survivors of domestic violence.

However, it is important to emphasize that "satisfaction with services" is typically considered to be part of process evaluation (i.e., *how* work is done) and may or may not contribute to positive outcomes. For example, a training program for police officers on domestic violence may be positively evaluated by the participants, but if it does not effect behavioural change there is little link to the long-term outcomes.

System-wide evaluations are necessary to understand the impact of different components of a coordinated community response, and the effectiveness of the overall response. A variety of sources of data may be used to measure the effectiveness of the overall response:

- Criminal justice statistics;
- Interviews with victims;
- Observations of the intervention provided;
- Interviews with practitioners; and
- Administration of standardized tests.

Evaluating the overall response can be difficult because of the many agencies involved, inconsistency in the systems' responses, and a wide variety of methodological problems. Given these difficulties, few studies have been undertaken, although some have shown promising results. In general, it is fair to say that over the past decade there has been heightened awareness of the problem of domestic violence and concerted efforts to address the problem. It seems that while the impact of individual initiatives may be limited when considered in isolation, there are synergies that emerge through coordinated, multi-layered approaches.

## Best Practices

What then may be concluded about best practices? There is, regrettably, no obvious panacea to prevent family violence. The research to date on the effectiveness of specific interventions caution us against assuming that a program which works well in one context will not necessarily work well in others. There are, however, some lessons that can be taken from this cursory review and the themes that are reinforced by stakeholders from a variety of different disciplines:

- Complex problems require complex solutions, and both public health and crime prevention models suggest that **multi-layered strategies** are important which include primary, secondary and tertiary prevention.
- Fundamental to preventing family violence is basing policies and interventions on data about the nature and extent of the problem. In addition to the indicators project, **data collection** at the local level is critical to the development of appropriate community-based strategies. Interventions that are developed or undertaken should be based on a

**systematic analysis of the data** and the project should have specific and, if possible, **measurable objectives**.

- Given the complexity and multiple facets of domestic violence, **cross-sectoral partnerships** are critical, particularly at the community level, but also at the provincial and federal levels. Given the political nature of the problem and the multiplicity of perspectives on addressing it, considerable effort must be devoted to building collaborative relationships, trust and information exchange. Regardless of the intervention, it is clear that open lines of communication among health care providers, police, shelters, social workers, schools, etc., in a community are critical to ensuring that problems are identified and appropriate interventions taken as early as possible. Integrated, coordinated, cross-sectoral approaches are more likely to be successful because they respond to the complex realities of family violence. This perspective is reflected in a variety of efforts to develop **integrated strategies** at the federal, provincial and municipal levels in Canada. In addition, specific sectors have proposed integrated approaches, such as the International Association of Chiefs of Police (see Appendix 2).
- A number of studies suggest that individual communities are in the best position to understand the needs and resources of that community and the effects of family violence. In this way, there are parallels between the development of **community-based family violence prevention strategies** and other crime prevention and community policing strategies. Furthermore, having key stakeholders at the table in the planning stages is more likely to promote smooth implementation and efficient allocation of resources. In addition, while enabling legislation may exist at the federal or provincial level, many of the resources and services which could support early detection and intervention (schools, physicians, police, community organizations, shelters, social workers, etc.) are at the local level. The importance of effective, coordinated community services should be emphasized, including appropriate referral services and tracking.
- **Careful implementation planning** requires a combination of solid theory and practice. It helps translate data collection and analysis into specific and measurable actions.
- Many violence prevention programs rely heavily on education, based on the assumption that education is somehow in and of itself good. But the evidence suggests that broad-based educational programs can be very costly with limited impacts. At the same time, it is clear that in many cases education is essential to supporting other strategies. **Educational programs must have clearly defined objectives and targets** based on careful analyses of audiences, messages, messengers and channels of communication. Otherwise, they may simply be the result of policy-makers' desire to be seen to be doing something, as was the case with the infamously expensive and ineffective US-based program "Just say no to drugs".
- **Laws, regulations and policies** are important methods of accomplishing violence prevention objectives. They are also often long-term projects and require careful planning and implementation. Moreover, laws are merely words on paper if the infrastructure and resources needed to support them are not in place, or if the policing,

justice and corrections systems do not reinforce their goals in a coordinated way (Roberts, 2002).

## Appendix 1: Selected Projects Reviewed

Project Name and Location	Description	Classification	Intervention Objective	Evaluation / Results	Reference
Study on the transition house movement and conservative churches: Muriel McQueen Fergusson Centre for Family Violence Research, Fredericton, NB	Process to improve the relationship between transition house workers, clergy and church women, and examines whether conservative Christian churches and transition houses are partners or protagonists in relation to violence against women	Primary and secondary prevention	Improve communication and shared understanding of the problem Improve identification of risks and referral to services	Relationship cannot be easily characterized because of its complexity.	Beaman-Hall, L. & Nason-Clark, N., 1997.
Actes du séminaire tenu à Bécancour le 8 novembre 1996: Centre de recherche interdisciplinaire sur la violence familiale et la violence faite aux femmes (CRI-VIFF), Montreal, QC	Documents a symposium that focused on the different approaches used by agencies to intervene in cases of woman abuse and family violence	Primary	Education and community development	Interventions need to complement each other.	Beauregard, N., Gravel, S., Lindsay, J. & Savard, A., 1997.
Second-stage support group: moving on from the abusive relationship: Feminist Research, Education, Development and Action (FREDA), Vancouver, BC	Outlines the design, implementation and evaluation of a second-stage support group for abused women. Group process and its effect on participants and facilitators are documented.	Secondary and tertiary	10-week training program designed for women who want to look more in depth at the underlying issues and patterns of abusive relationships	Made recommendations based on what worked well for facilitators and participants.	Bourassa, F. & Sharma, M.M., 1997.
Anti-violence	The development of anti-	Primary	Establish links	Recommended that 1) all educational	Burkell, J. &

education: Centre for Research on Violence Against Women and Children, London, ON	violence programs based on principles that have proven to be successful. School-based prevention, college/university programming, programming for professional groups and community interventions.		between knowledge, attitudes and behaviour, personal relevance and anecdotal evidence	programming have an evaluation component; 2) programs be designed to maximize personal relevance; 3) material be matched to interest level; and 4) explicit behavioural skills training be included. Further, anti-violence programs would be enhanced by having a theoretical basis.	Ellis, K., 1995.
Dating violence in adolescents aged 12-19: Muriel McQueen Fergusson Centre for Family Violence Research, Fredericton, NB	The development of six scales measuring attitudes towards dating violence in adolescents aged 12 to 19, by an interdisciplinary team of academic and community researchers.	Primary	Source to gather attitudes and perceptions	The reliability and validity of each of the scales was determined based on data collected from 561 students in grades 7 to 11 enrolled in English and French schools in New Brunswick.	Byers, E.S., 1998.
Utilisation des ressources par les victimes de violence conjugale : le cas des femmes référéés aux CLSC par les policiers: Centre de recherche interdisciplinaire sur la vio-lence familiale et la violence faite aux femmes (CRI-VIFF), Montreal, QC	Analysis of how women make use of resources offered by intervention agencies. Data were principally compiled from the cases of women who were referred to Quebec's intervention agency (CLSC) by the police.	Tertiary	Improve service delivery by exploring factors that influence a woman's decision to seek help (factors include level of violence, social support, institutional response and the individual woman's state of mental health)	The crucial factor of social support from family and friends seems to decline as the level of violence increases. Obstacles faced by women who seek help include inadequate responses from institutions which discourage women and delays in referrals to intervention workers. However, more are seeking help than in the past.	Cantin, S., Ringret- Raynor, M. & Fortin, L., 1994.
The North Island Network to resist and heal from violence: Feminist	Documents workshops that were held to discuss the needs and concerns of battered women from 7 rural communities on the North Island and west coast of	Primary and secondary	Build awareness Improve services	Six common themes are highlighted: 1) rural communities feel under-serviced; 2) services are hard to access; 3) existing services are not very visible; 4) community attitudes toward women and children need to shift; 5) public education campaigns are a necessity;	Dempster, H., 1995.

Research, Education, Development and Action (FREDA), Vancouver, BC	Vancouver Island. A total of 68 women and five men participated in the small group discussions focused on identifying needs, existing services and strategies for change. 17 women met to evaluate the project through participant feedback on draft report and individual community workshop summaries.			and 6) resistance to the workshops must be addressed. Recommendations are made for network-building, advocacy, child care, transportation, accessibility of services, funding and the need for future research.	
Family violence on the farm and in rural communities: Muriel McQueen Fergusson Centre for Family Violence Research, Fredericton, NB	Preliminary analysis of family violence in farm and rural communities. Methodology includes an historical overview, 8 personal interviews and 2 focus groups with women survivors of family violence.	Primary and secondary	Increase community awareness Improve service delivery	Family violence flourishes in rural communities because traditional gender stereotyping is fostered, resulting in power differences. The structural relationship among rural families and communities, characterized by fierce independence and an abundance of reciprocal relationships between neighbours, often results in a situation where people are aware of what is going on but will not intervene. Isolation, growing up in abusive homes and the responsibility for maintaining harmonious household relationships means women often endure years of abuse.	De Vink, S. & Doherty, D., 1997.
Spousal abuse in the South Asian community: Feminist Research, Education, Development and Action (FREDA), Vancouver, BC	The experiences of 15 South Asian Canadian women from Vancouver who were abused by their husbands, partners or members of their extended families highlighted such issues as immigration, the settlement and integration process, the role of extended family and communities, the availability of resources and support, and the inequalities that result from the imbalance of power in their relationships.	Primary and secondary	Reduce dependency Increase awareness of one's rights Improve awareness of services Mobilize against violence Call for stronger punishment for abusers	One of the major barriers to abused South Asian women is dependency on their husbands; their linguistic and cultural isolation results in a multi-level dependency on their husbands. Many women lack knowledge of available resources, their rights and Canadian society.	Dosanjh, R., Deo, S. & Sidhu, S., 1994.
Evaluation of	External evaluation of	Secondary	Review LITEWA's	Strengths and weaknesses of the initiative	Hill, D. &

the London Initiative to End Woman Abuse (LITEWA): Centre for Research on Violence Against Women and Children, London, ON	LITEWA by the Centre for Research on Violence Against Women and Children.		current evaluation framework Review LITEWA's <i>Progress Report</i> Evaluate the initiative	are identified as are issues pertaining to the implementation of LITEWA protocol. The value of integrated, community-based approaches is highlighted.	Teaffe, M., 1994.
Examination of police response to violence against women in British Columbia: Feminist Research, Education, Development and Action (FREDA), Vancouver, BC	45 front-line workers from transition houses, sexual assault and women's centres in British Columbia were surveyed regarding perceptions of the effectiveness of the implementation of the Violence Against Women in Relationships (VAWIR) Policy.	Tertiary (assessing impact of legislation)	Assess the implementation of the VAWIR Policy from the perspectives of front-line workers	How the police interpret the policy influences their adherence and commitment to its implementation. Education, increased communication, additional resources and support services, awareness of the cycle of violence and the impact of cuts to social services are all identified as influencing the effectiveness of the VAWIR Policy.	Jiwani, Y. & Buhagiar, L., 1997.
Les maisons de transition pour les femmes victimes de violence conjugale: Centre de recherche interdisciplinaire sur la violence familiale et la violence faite aux femmes (CRI-VIFF), Montreal, QC	Transition houses for abused women in Quebec differ in length of stay and types of services offered. These houses are seen as a completion step in recovery, and not as replacements to existing services such as crisis and intervention centres.	Secondary and tertiary	Determine the impact of service delivery	In 1994, Quebec's 85 transition houses served 8,500 women and 5,550 children; 3,514 others were turned away due to a lack of space. The lack of resources has an impact on length of stay and influences the decisions women make when they have to leave the transition home.	Lampron, C. & Hurlbise, Y., 1996.
Examen des publications portant sur les programmes de	Suggests that an integrated approach toward male perpetrators of family violence works best, one that	Tertiary	Determine the effectiveness of treatment programs for men	Positive results indicate that treatment programs are effective. Some objectives are harder to meet than others due to the ability to interest men in the programs,	Rondeau G., Brochu S. & Lemire, G., 1996.

traitement à l'intention des hommes qui se montrent violents dans leurs rapports familiaux: CRI-VIFF, Montreal, QC	includes assistance for the abuse victims and the use of punitive measures to accompany a treatment program.		who are violent within the familial context Particular attention is given to programs offered to men in correctional facilities	absenteeism and attrition. Psychological violence tends to persist even after treatment. Effectiveness of the programs is also diminished when dealing with serious offenders, alcoholics and men displaying psychopathic behaviour.	
Impact of Manitoba Corrections' Short Term Intervention Program (STIP) on recidivism rates: Research and Education for Solutions to Violence and Abuse (RESOLVE), Winnipeg, MB	Examined the impact of Manitoba Corrections' Short Term Intervention Program (STIP) on recidivism rates of spousal offenders who graduated from the program. The STIP is 26 to 28 hours of "psych-educational" group intervention for spousal offenders.	Tertiary	Identified increasing volume of offenders and the need to reduce recidivism	STIP has become an integral part of corrections, expanding to respond to the increasing volume of offenders.	Ursel, E.J. & Gorkoff, K., 1996.
Study on the Violence Against Women in Relationships (VAWIR) Policy: Penticton, BC	Assessed the immediate impact of the 1993 Violence Against Women in Relationships (VAWIR) Policy on the case outcomes of spousal assault incidents reported in the jurisdiction of the Penticton RCMP detachment.	Secondary and tertiary	Reduce severity of victimization Assess general and specific deterrence	Spousal assault incidents have changed very little from 1992 to 1994, despite the implementation of the VAWIR Policy in 1993. However, the data show a substantial increase of 71% in the number of charges laid by RCMP. At the Crown counsel level, while the percentage of recommended charges approved for prosecution remains the same, there is a 158% increase in the number of these charges that resulted in a stay of proceedings.	Wilmshurst, S., 1996.
Women's post-treatment workshop on childhood sexual abuse: Research and Education for Solutions to	Issues of childhood sexual abuse and concurrent chemical dependency were developed by the Women's Post-treatment Centre of Winnipeg and presented to 140 service providers from various rural and urban	Tertiary	Insist on less tolerance for abuse Promote more acceptance of survivors Promote more acceptance of chemically	There was an increase in perceived competency in dealing with survivors and chemical dependency from pre- to post-testing after workshop.	Proulx, J., 1996.

Violence and Abuse (RESOLVE), Winnipeg, MB	agencies in Manitoba.		dependent clients		
Multicultural Partner Abuse / Prevention Project: RESOLVE, Winnipeg, MB	The project, funded through the Department of Canadian Heritage, was a collaborative effort among representatives from different ethnocultural communities and service providers to prevent family violence. The project provided 33 workshops and 8 community media presentations in 10 participating Manitoba communities during 1995 and 1996. First-language pamphlets were produced in five communities and formal contacts were made with 36 community organizations.	Primary, secondary and tertiary	Raise awareness about partner abuse Increase access to information and resources	The main effect of the project has been to raise awareness and concern about the issue. There is no evidence to suggest that the program has led to an increased use of the services provided by helping agencies. It is recommended that the program be adapted to meet the needs of youth, recent immigrants and older adults. Other suggestions include improving outreach services, establishing more services for ethnocultural communities and integrating such services with mainstream social services.	Josephson, W.L. & Gorkoff, K., 1996.
Family violence and the United Baptist and Wesleyan Churches of Atlantic Canada: Muriel McQueen Fergusson Centre for Family Violence Research, Fredericton, NB	The pilot project looked at the kinds of ministerial approaches being taken toward family violence situations in Atlantic Canada. All ministers make referrals to secular agencies and/or church resources. The majority of ministers have some factual basis for their conceptions of family violence but, as a group, they appear reluctant to consider any religious or spiritual explanations for this prevalent social problem.	Primary	Examine tensions, contradictions and collaboration between clergy and transition house workers Identify areas of cooperation and coordination	More than half the pastors did not feel adequately equipped to respond to family violence and consequently they desired more training.	Muriel McQueen Fergusson Centre, 1994.
Ma Ma Wi Wi Chi Itata	Treatment program developed to respond to the	Tertiary (Target-	Counsel offenders Reduce risk of	There is both a need and a desire for Aboriginal family violence programs in	Proulx, J. & Perrault, S.,

Centre's Family Violence Program Stony Mountain project: Research and Education for Solutions to Violence and Abuse (RESOLVE), Winnipeg, MB	high percentage of Aboriginal men incarcerated in correctional facilities for crimes related to family violence. The program, consisting of 29 sessions to change violent behaviour patterns, is based on the Medicine Wheel and includes a combination of education, counselling, healing and prevention.	hardening, correctional interventions)	recidivism Heal rifts caused by domestic violence	correctional facilities.	1996.
Family Violence Court: Winnipeg, MB	Specialized Family Violence Court (FVC), the first court of its kind in Canada.	Tertiary	Improve handling of family violence cases	FVC had an intake of 1,800 cases, a 30% increase in volume over the previous year. Of the cases heard, 80% involved partner abuse, 18% were child abuse cases, and only 2% were elder abuse cases. The average processing time from intake to sentencing was 3.4 months, with 92% of all cases disposed within an 18-month period. The specialized court had a dramatic impact on outcomes with case loss due to stays of proceedings dropping from 32% to 22% in the FVC. Further, 64% of all disposed cases resulted in convictions.	Ursel, E.J., 1993.
Manitoba's zero-tolerance policy on family violence		Tertiary	Restructure the way in which family violence is dealt with by the criminal justice system General and specific deterrence	Legal reform is worthwhile and the applicability of the Manitoba reforms to the larger issue of law and social change. Legal reform should continue to be a strategy to promote women's interests.	Ursel, E.J. & Brickey, S., 1996.
Pro-charge policies for police: London, ON	Integrated project which allows police to charge and arrest perpetrators regardless of the victims' wishes. Police are conduct a thorough investigation relying on multiple sources of information.	Tertiary	Reduce risk of re-victimization General and specific deterrence	In general, there is an increased number of charges laid and there is some evidence of a decline in wife assault in recent years. With regards to police charging practices in London, Ontario, Jaffe and colleagues found the charge rate had risen from 3% in 1979 to 89% in 1990 as a result of the implementation of pro-charge policies. They also discovered, based on victim interviews and police files, lower levels of repeat	Landau, T., 2000; Wolfe, D.A. & Jaffe, P.G., 2003.

				violence.	
Pro-charge, pro-prosecution policies for all provinces within Canada: Crown	Each jurisdiction has the following policies applying to the Crown: representatives of the Crown are to meet with victims and prosecute even if victims are reluctant to testify; victims are to be provided with support, case information, and notification of decisions/releases.	Tertiary	Reduce risk of re-victimization General and specific deterrence Provide victim support	There has been more rigorous prosecution of cases, reduced case attrition as cases proceed through the system. There is further evidence of a decline in wife assault in recent years. Specifically in Nova Scotia, court dispositions saw a rise in charge rates from 48% to 68% and a rise in conviction rates from 57% to 65%.	Landau, T., 2000.
Pro-charge, pro-prosecution policies for all provinces within Canada: Ministry of Corrections	Each jurisdiction has the following policies applying to Corrections: the ministry is to monitor closely offenders on probation and respond immediately to breaches of conditions; work closely with men's programs to ensure program compliance; Corrections facilities are to assess adequately, refer and make available treatment for spousal abuse offenders, assess risk in release decision-making, and ensure systems are in place to notify victims of release.	Tertiary (Target-hardening and prevention-monitoring)	Provide treatment Follow up after the incident	There has been increased use of probation and incarceration. There is also evidence of a decline in wife assault in recent years.	Landau, T., 2000.
Framework for Action Against Family Violence: NS	Developed a set of integrated policies and procedures for responding to family violence for all components of the justice system. All justice workers must ensure implementation of the policies and receive training regarding family violence, as well as in the specifics of the Framework for Action.	Tertiary (Target-hardening)	Improve coordination, information sharing, and awareness General and specific deterrence	Significantly improved response on the part of the criminal justice system to intimate partner violence. Charge and conviction rates increased significantly, police were much more apt to refer victims to victims' services, and the average time from a first court appearance to the final outcome was reduced. However, there was a slight decrease in the percentage of convictions that led to incarceration.	Minister of Justice, 1999.
Victims of Domestic	Provides victims with quick and effective access to the	Tertiary (Target-	Quick intervention to reduce risk of	More public education is necessary. Victims assistance order is rarely used.	Roberts, T., 2002.

Violence Act: SK	justice system to achieve early intervention, ex parte [??] emergency order by a justice of the peace and later confirmed by a court. Specifics of the Act include: exclusive occupation of the residence, removal of respondent, supervised removal of personal belongings and restraints on communication/contact. The Act further includes justices of the peace, servers, peace officers or designated persons, court officers (registrar or judge) and a support service worker for the victim.	hardening)	further victimization General and specific deterrence	Legislation is being used where there is insufficient evidence to support a charge, or little likelihood of conviction because a victim would be unlikely to be cooperative in criminal proceedings. The training in the jurisdiction has evolved from simply providing information about the Act, to defining the technical requirements of individual players, to reinforcing the interconnections between players. Jurisdictions need to assess the feasibility of having all these players and interconnections in place when considering legislation. The role of the justice of the peace (JP) is critical in the process. This requires that for jurisdictions considering similar legislation, the network of JPs be well-developed. Safety planning and follow-up capabilities are essential for the victims. This can be especially difficult in isolated communities. It is not just a matter of policing, but also of protecting the victim emotionally. Without this capacity, alternatives to this legislation or a longer-term developmental process should be considered. Some form of central staff support is required for long-term success. Ongoing tasks involve monitoring (even tracking of orders can be very difficult), evaluation, training and public education. There is also a need to attend to infrastructure issues.	
Victims of Family Violence Act: PEI	Provides victims with quick and effective access to the justice system to achieve early intervention, ex parte [??] emergency order by a justice of the peace and later confirmed by a court. Specifics of the Act include: exclusive occupation of the	Tertiary (Target-hardening)	Prevent further victimization	More public education is necessary. Victims assistance order is rarely used.	Roberts, T., 2002.

	residence, removal of respondent, supervised removal of personal belongings and restraints on communication/contact.				
Family Violence Protection Act: YT	Provides victims with quick and effective access to the justice system to achieve early intervention, ex parte [??] emergency order by a justice of the peace and later confirmed by a court. Specifics of the Act include: exclusive occupation of the residence, removal of respondent, supervised removal of personal belongings and restraints on communication/contact.	Secondary and tertiary	Prevent further victimization	Domestic violence legislation may be better able to accommodate victims' and respondents' specific needs than would a separate court order.	Roberts, T., 2002.
Protection Against Family Violence Act: AB	Provides victims with quick and effective access to the justice system to achieve early intervention, ex parte [??] emergency order by a justice of the peace and later confirmed by a court. Specifics of the Act include: exclusive occupation of the residence, removal of respondent, supervised removal of personal belongings and restraints on communication/contact.	Secondary and tertiary	Prevent further victimization		Roberts, T., 2002.
The Domestic Violence and Stalking, Protection and Compensation Act: MB	Provides victims with quick and effective access to the justice system to achieve early intervention, ex parte [??] emergency order by a justice of the peace and later confirmed by a court. Specifics of the Act include: exclusive occupation of the	Secondary and tertiary	Prevent further victimization	Comparatively higher rate of usage of victims assistance order.	Roberts, T., 2002.

	residence, removal of respondent, supervised removal of personal belongings and restraints on communication/contact.				
Offender treatment programs offered in penitentiaries: QC	Pre-therapy programs designed to sensitize participants to domestic violence issues and motivate them to participate subsequently in more intensive treatment programs.	Tertiary	Increase offender self-awareness Alter behaviour	Low dropout rate due to a relatively rigorous selection process and to the implicit constraints which encourage the participants to complete the programs. Participants realized that they had some responsibility for their behaviour and for changing their attitudes. Nearly one-third of those involved in institutional programs pursued therapy after their release. They had a lower rate of return to penitentiaries than the overall rate for released inmates.	Amoretti, A. et al., 1997.
"Conditional sentencing": a new sanction added to the Criminal Code under the September 1996 amendments and used in domestic violence disputes: Crown	If a judge is satisfied that serving a sentence in the community would not endanger the safety of the community, that there is no statutory minimum sentence for the offence, and that if the jail term for the offence that would otherwise be imposed would be less than two years, the offender can qualify for a conditional sentence – certain conditions may be attached. The judge may impose a jail term but then suspend it as long as the offender fulfills the conditions ordered by the Court.	Tertiary	Support offender's reintegration into the community (according to the judge's discretion)	The judge panel from the Alberta Court of Appeals in January 1998 found that increasingly judges are automatically granting conditional sentences whenever the minimum requirements are met, regardless of whether or not the offenders are likely to obey the conditions.	Kachuk, P., 1998.
Pre-Trial Diversion: A Formal System of Diversion for Adults: BC	Pre-trial diversion to alternative measures at the discretion of Crown Counsel. When a police officer's report has been received by Crown Counsel, and it is determined that there is likely enough	Tertiary	Support reintegration into the community Facilitate reconciliation of victim and offender	Inappropriate applications of diversion.	Kachuk, P., 1998.

	evidence to convict, Crown will make an assessment of whether or not it is in the public interest to: prosecute the case in court or refer it to alternative measures. Paramount in this decision is consideration of the needs of the person alleged to have committed the offence, the interests of society and of the victim, and whether diversion would endanger society.				
Changing Ways – Public Education and Community Outreach: London, ON	This organization aims to raise awareness of the issue and to encourage men to speak out to encourage societal change towards men's violence against women at schools, businesses, church organizations, service clubs and other social agencies.	Primary and tertiary	Provide education to community on family violence, and specifically men's violence against women p Provide a program who wish to change	The men go through a 3-step program, where the participant signs a contract and the conditions must be adhered to. Results at the end of the program's completion are forwarded to a probation officer if the man entered the program due to a court order.	Changing Ways: <a href="http://www.changingways.on.ca/pubed.shtml">http://www.changingways.on.ca/pubed.shtml</a> .
Premier's Action Committee on Family Violence Prevention: Charlottetown, PEI	Committee oversees several programs for victims, as well as for people who want help with their abusive behaviour. Specifically, the family violence resource guide provided by the action committee provides phone numbers and contact information for emergency services, counseling, legal services, etc.	Primary and secondary	Provide support to crisis centers Sponsor workshops and training sessions Offer public education Develop policy/ protocols related to services for victims of family violence Create links with police, municipalities and community organizations		InfoPEI: <a href="http://www.gov.pe.ca/infopei/Health/Domestic_Violence/">http://www.gov.pe.ca/infopei/Health/Domestic_Violence/</a> .

## APPENDIX 2: International Association of Chiefs of Police (IACP), *Family Violence Summit Recommendations*

### Intensify Collaborative Planning & Policymaking

- **Establish a clear vision and meaningful missions.**  
Vision statements describe the future that we would like to actualize. Mission statements clarify what we are committed to do to move closer to that vision. Agencies, groups of agencies, organizations and systems that plan and deliver services to children who witness family violence must have a cohesive vision of the future and a roadmap to move toward that vision. Recommendations from this summit can serve as a foundation for both vision and mission statements.
- **Establish multidisciplinary and interagency policy and planning arrangements.** All summit work groups stressed the critical importance of establishing and maintaining policy planning and service delivery systems that are multidisciplinary and interagency. These systems should include representatives of public and private agencies, as well as business leaders, victim advocates, police officers, and private citizens.
- **Clarify roles, responsibilities and lines of communication among high level policy- and decision-makers.** Successful collaboration depends upon clarifying the authority and responsibilities of all high level policy- and decision-makers, both at agency and individual staff levels. Agency missions, organizational structures, job descriptions, and policies regarding decisionmaking and information-sharing must be carefully defined to provide a basis for effective communication and ongoing cooperation in the effort to reduce family violence and its impact.
- **Promote consistency in decisionmaking policies, procedures and criteria.** Decision-makers must develop a common language and consistent criteria for making choices about victims and perpetrators of family violence. Choices ranging from arrest to referrals will benefit from collaborative, community-based planning. Clarified statutes, policies, and procedures will enhance consistency.
- **Nurture community involvement and empowerment in strategy development.** To reduce family violence and its impact on children, key players in local communities must be involved in developing and implementing prevention strategies. With the ongoing participation of grass-roots community activists, church groups, youth groups, and other key players, a community can work toward long-term solutions rather than invest in simplistic quick fixes to this complex social problem. Locally based policymaking can also be more culturally sensitive and consider differences between urban and rural jurisdictions.
- **Pool monetary and other resources to accomplish shared goals.** Collaborative planning and policy development will present an opportunity to look beyond the confines of agency budgets and to develop strategies to make optimal use of all available resources. Since resources are not likely to ever be sufficient to fully meet identified needs, prevention and intervention goals are most likely to be attained through comprehensive interagency resource allocation. Directors of victim advocate agencies, judges, prosecutors, police chiefs, hospital administrators, and the heads of community service organizations can work together to plan resource sharing.

- **Integrate family violence victims and witnesses databases.** To eliminate duplication of information-gathering and assessment functions and to promote consistency of responses to victims, agencies should integrate information systems and share appropriate information about clients in a way that doesn't compromise victim safety. This requires that protocols for screening and assessment of children who witness family violence, and their families, be comprehensive in scope and consistent in format across agencies. Protocols for access to such systems must balance privacy and confidentiality considerations with system efficiency and response goals.
- **Consolidate and share knowledge on critical issues and effective practices.** Mechanisms should be established to enable policymakers and practitioners to share information on the incidence and nature of family violence and its impacts on children, as well as on effective prevention and intervention approaches. Model public education and professional training curricula should also be widely disseminated.

### Clarify and Unify Statutes, Policies and Protocols

- **Redefine child abuse to include witnessing family violence.** To raise public and professional awareness of the traumatic impacts of exposure to family violence on children, child abuse should be redefined to include witnessing family violence. It is important to clarify that the perpetrator of domestic or family violence alone is the abuser of child witnesses.
- **Develop guidelines to encourage appropriate and consistent responses to family violence incidents where children are present.** Agencies called to respond to family violence incidents must be consistent in their treatment of child witnesses, particularly first-responding police officers to 911 calls. Consistency of policies, procedures and intervention approaches should grow out of locally based collaborative planning across traditional agency boundaries. National guidelines can suggest general intervention approaches based on knowledge of effective practices, while leaving room for local creativity and fine-tuning.
- **Preserve the family by placing children with the non-abusive parent.** To serve the best interest of children, most child welfare agencies are committed to supporting and enabling family preservation. Children who witness family violence should not be further traumatized by unnecessarily removing them from non-offending parents. Domestic violence advocates recommend that, when possible, the offending parent be removed from the home. When not possible, the battered partner and children should be placed together in a safe environment. Substitute care should be used only as a last resort, when the non-offending parent is unable or unwilling to care for the children.
- **Establish national guidelines for reporting children who witness family violence incidents.** Mandatory or other guidelines for reporting of children who witness family violence is needed. Policy makers must be aware that the practice could have unintended negative consequences. In particular, it might reduce the willingness of victims and child witnesses to disclose family violence information to health care, school and social service personnel. The Family Violence Prevention Fund has developed a prototype state statute that outlines a "permissive" or voluntary reporting standard that could serve as a model for developing reporting policies for children who witness family violence.
- **Prohibit consideration of victims' battering for their health, disability or life insurance eligibility.** Neither battered victims of family violence nor child witnesses should be denied insurance coverage solely because of their status as abused or formerly victimized persons. Federal and state statutes should prohibit this form of

discrimination.

### Augment Training of Service Providers

- **Ensure that police and family violence professionals receive comprehensive training to identify, assess, and refer children who witness family violence.**

Professionals who should be trained include all first responders—law enforcement, fire department and EMT workers; religious leaders; teachers and other school personnel; child care workers; health care providers; social service providers—mental health, pastoral care, substance abuse, domestic violence, child welfare and public assistance workers and volunteers; prosecutors; defense attorneys; and judges. Training should be tailored to local contexts, taking into account community values and available resources.

- **Ensure that first responders receive training in empathy, child development issues and interpersonal and support skills.** A supportive response increases the likelihood that victims and children will be willing to talk openly to first responders. Training in empathy, and interpersonal and support skills is crucial.
- **Foster interagency, multi-disciplinary training.**  
To implement consistent policies and practices, to foster mutual trust and respect, and to establish ongoing communication, professionals from various agencies should collaboratively design and utilize training opportunities. New Haven's Child Development-Community Policing program is a promising example of cross-disciplinary training designed to promote effective intervention in family violence by teams of community policing officers and mental health professionals.
- **Continually update pre-service, in-service, and continuing education curricula.** Because knowledge about family violence and its impacts on child witnesses is continually expanding, training of professionals and volunteers who work with them must be continuous and constantly updated.

### Enhance Public Awareness

- **Focus attention on the traumatic impact of family violence on children who witness and the long-range implications for public safety.** The importance of heightening public awareness of the seriousness of this problem is often overlooked. Citizens are more likely to be motivated to take positive actions to reduce family violence and intervene with victims if they understand the link between family violence and community well-being.
- **Ensure that information provided to the public is credible, consistent, understandable, and culturally relevant.** Facts about family violence and its impacts on children should be clearly and accurately presented. The format and timing of messages should be tailored to target audiences and local contexts. Agencies should coordinate public information efforts to maximize cost-effectiveness.
- **Reassure children and youth that they are not to blame for violence in their families and that support is available from a variety of sources.** Employ age-appropriate media. Messages for children can be communicated via comic books, cereal boxes, television advertising during children's programming, posters in schools, and palm cards. Children inherently attribute family unhappiness to aspects of themselves that adults have described as mad or misbehaving. Children often blame themselves for divorce, parental strife, and sibling unhappiness.

- **Encourage hospitals and health care providers to supply information about children who witness family violence at health fairs, at public forums, and through other public education opportunities.** Health care professionals should use their credibility and influence with community members to promote awareness of and responsiveness to the issues of family violence and children's exposure to it.
- **Ensure that law enforcement and justice system professionals maximize opportunities to speak out about the impacts of family violence on children.** Police officers, prosecutors, and judges make presentations to schools, community groups, and business associations on a variety of topics. They can help direct public attention and galvanize community action on issues of family violence and its traumatic impacts on child witnesses.
- **Urge the media to provide thoughtful and accurate news coverage, as well as public service and educational messages.** Policymakers and practitioners who work with family violence victims must educate members of the media who report on these incidents. The media (TV, newspapers, and radio) should be discouraged from sensationalizing or exploiting family violence incidents, and encouraged to protect the privacy and dignity of all victims, particularly child witnesses.

#### **Improve Performance Measurement and Outcome Evaluation**

- **Compile baseline information on the rates of children who witness family violence.** To determine whether prevention and intervention efforts are reducing incidence of children who witness family violence, the current baseline incidence must be documented by each community, county, and/or state. This will require standardization of reporting protocols by law enforcement and other first responders.
- **Design agency information systems to support both case management and program evaluation.** Information systems should be designed to provide case managers with essential information on individual clients and families and to provide data for program outcome measurement.
- **Ensure that performance measures focus on outcomes, not simply on program activity levels.** It is not enough to document the volume of families or child witnesses served, or the number of activities performed with or for them. Agencies must define programs in measurable outcome terms and document the extent to which intended impacts are achieved.
- **Ensure that performance measures are culturally sensitive.** Outcome measures should be developed, reviewed, and approved by a team of individuals representative of the cultural-ethnic backgrounds of the target populations.
- **Design performance measures to reveal positive definitions of success as well as reductions in negative outcomes.** It is certainly desirable to measure reductions in the incidence of children who witness family violence. Many other outcomes of prevention and intervention strategies can and should be measured, such as increases in stability of families, enhanced quality of interactions between parent and child, and/or increased availability of social support resources for parents and children.
- **Distinguish between short-term objectives and long-range goals when designing program monitoring and evaluation strategies.** It may take a relatively long time in some communities to achieve a

significant reduction in family violence, and thus a reduction in the incidence of children who witness it. Accordingly, it is important to define shorter-range interim indicators to permit a community or jurisdiction to assess whether it is moving in desired directions.

- **Undertake research to document the impacts of witnessing family violence on children and youth.** Although some excellent research has already been conducted in this area, many unanswered questions remain. It is particularly important to separately document the impacts on children who witness violence in the media, in their communities, and in their families. Enhanced understanding of the full range of risk and protective factors that affect children of violent families will contribute to development of more effective prevention and intervention strategies.
- **Establish and maintain collaborative links between practitioners and researchers to ensure that evaluations are user-friendly.** Researchers should work closely with practitioners to ensure that research designs and analyses of information are understandable and provide useful information useful for policy and practice.

### Prevention and Intervention Recommendations

To expand the continuum of effective services community organizations and public agencies are urged to do the following:

- Strengthen the family through an array of programs that include the following:
  - Comprehensive prenatal care for expectant mothers, to help ensure healthy babies and support women to become competent, nurturing parents, and home visitation for new parents, to enable public health nurses, early interventionists, or public health trainers to assess family violence risk factors and initiate long-term supportive services for high-risk families.
  - Parenting skills training, which can be offered in many settings, including schools, community-based family resource centers, and health care facilities.
  - Family skills training, to enhance interpersonal communication, conflict resolution, and time management skills. This "family coaching" can be particularly effective when offered to families in their homes.
- Prepare children and youth to deal with the violence in the outside world and give them the skills to solve conflicts constructively. Schools should provide the following:
  - Conflict resolution education through such methods as
    - a process curriculum approach, in which "the principles and processes of conflict resolution are offered as a distinct lesson or course"\*
    - Peer mediation, wherein trained youth work with their peers to resolve conflicts
    - Peaceable classroom and peaceable school approaches in which conflict resolution principles are incorporated into core subjects, classroom management strategies, and school policies and practices.

- Life skills curricula that focus on topics such as violence prevention, parenting skills, and abusive dating relationships.
- Cooperative learning approaches that empower children and youth through peer leadership and collaboration.
- Parent education offerings on topics such as the impacts of family conflict and domestic violence on children, conflict resolution, and parenting skills.
- Ensure that schools and other community-based agencies provide the following:
  - Information to parents and children regarding available support and services for victims and witnesses of family violence.
  - Curriculum offerings for children that teach coping skills and safety planning.
  - Safe environments in which children and youth can talk about concerns and fears regarding family violence and/or abusive dating relationships, and be reassured that they are not to blame if they are a victim or witness.
  - Referral to appropriate child protective, justice system and/or treatment resources for child witnesses and victims.
  - Ongoing monitoring and support for child witnesses and family victims.
- **Revamp law enforcement's approach to domestic violence calls that involve children who have been witnesses to violence.** Even with current sensitivities to the issue of domestic violence, police responding to 911 calls still do not have sufficient protocols and policies to deal with the children present at these calls. Using a "victim response continuum" model, police must be clear on their mandate to assist the children who witness, providing instant support from officers at the scene, but also setting in motion a series of follow-up actions and visits by professionals in the field of victim services and children's services.
- **Offer safe haven for children of high-conflict or violent families in respite day care centers and "relief nurseries," as well as supportive services to battered parents.** Such centers can provide a variety of family strengthening and preservation services, including therapeutic interventions for children, parent education and counseling, and crisis response.
- **Make shelters and affordable housing available for battered parents and their children.** Children who witness domestic violence should not be further traumatized by separation from their non-battering parent. All victims and witnesses of family violence should have access to safe emergency housing, including transportation to safe locations as needed.
- **Develop screening protocols for children to enable first responders, including shelter workers, to make appropriate referrals to health care, support groups, and other treatment options.** Since all

children entering shelters with battered parents have at least witnessed family violence, and perhaps were targets themselves, shelters should systematically assess their needs, and either provide or refer them to appropriate support and intervention services.

- **Arrange for health care screening to identify and refer victims and child witnesses of family violence to appropriate education, treatment, and justice system resources.** Health care providers are often the first to notice evidence of family violence, and are thus in a position to ensure that appropriate interventions occur as early as possible, to minimize both physical and emotional damage.
- **Organize multidisciplinary teams to provide specialized mental health and treatment services for appropriate children as needed.** Although not all children who witness domestic violence will require intensive, long-term psychotherapy, assessment systems should identify those for whom specialized treatments are appropriate. Both assessment and treatment services should be provided through multidisciplinary teams of specialists drawn from a wide range of agencies and service providers.
- **Make follow-up and support services for victims and child witnesses of family violence available on a continuing basis.** Because the impacts of witnessing family violence are not always immediately apparent, many child witnesses of family violence will continue to require supportive and educational services long after their immediate needs for safe haven and crisis intervention are met.
- **Provide therapeutic and educational interventions to adults who witnessed family violence as children, especially those who are parenting, are substance abusers, and/or under correctional supervision.** Many adults who witnessed family violence as children did not receive appropriate or adequate support or services at the time. Since the negative impacts of witnessing family violence can be pervasive and long-lasting for many victims, they must have access to appropriate treatment and interventions throughout their lifetime. Adults who are substance abusers and/or who are under correctional supervision (in prison and on probation or parole) are particularly likely to have been witnesses to family violence as children.
- **Create community-based prevention and intervention initiatives that are coordinated across agencies and settings, and sustained over time.** Community-based programs need to be available through a variety of organizations including churches, schools, and social service agencies in order to ensure that prevention education and strategies are made available to anyone in need of such initiatives.

## Appendix 3: Useful Links

### Ontario Women's Justice Network

<http://www.owjn.org>

A project of Metropolitan Action Committee on Violence against Women and Children (METRAC), this site provides information on many issues confronting women, including domestic violence.

### Education Wife Assault

<http://www.womanabuseprevention.com/>

This site provides comprehensive information on various topics related to violence against women, including a directory for the disabled, information on same-sex abuse and much more. Formats range from fact sheets to commentary. Education Wife Assault is national public education organization.

### Provincial Association of Transitional Houses in Saskatchewan (PATHS)

<http://www.hotpeachpages.org/paths/>

This extensive website offers listings of shelters in Saskatchewan, a search of abuse organizations world wide, detailed information on various types of abuse and for various groups of women, legal information and links, and most impressively, information on violence against women in more than 35 languages.

### Immigrant Women and Domestic Violence Fact Sheet

<http://www.cleo.on.ca/english/pub/onpub/PDF/june01/immwomen.pdf>

Community Legal Education Ontario (CLEO) has a number of documents available online or that can be ordered in paper format. This fact sheet looks at sponsorship breakdown in abusive relationships and provides information on related immigration status issues. NOTE: When a federal Bill replacing the Immigration Act takes effect, it will make the information on this fact sheet invalid.

### Project Blue Sky

<http://www.projectbluesky.ca/english/index.html>

Serving Asian women in Ontario, this site provides information, support and links to resources on domestic violence. Content is available in English, Japanese, Chinese and Korean. English articles on cultural implications are helpful for both women experiencing violence as well as their advocates.

### The Law and Abused Women

<http://www.violetnet.org/>

A project by the University of Alberta, Legal Studies, this site approaches the topic of domestic abuse from various angles: straight facts, resources and referral information; personal stories; a role-playing game; and an on-line discussion forum.

### London's Battered Women's Advocacy Centre

<http://www.execulink.com/~bwac/>

Besides listing its services, this Ontario women's organization offers woman abuse information:

follow the link to items such as a Legal Representation Action List, Ideas for Self Care, and Theories of Battering.

### **Changing Ways: Public Education and Community Outreach**

<http://www.changingways.on.ca/pubed.shtml>

### **Peel Committee Against Woman Abuse**

<http://www.netrover.com/~pcawa/>

Promoting knowledge and response to woman abuse in the Peel region of Ontario: myths, statistics, workplace harassment and reflections on why women stay with men who abuse them. The Peel Committee is comprised of a variety of community groups and organizations.

### **Sisyphé**

<http://sisyphe.levillage.org/>

Sisyphé est un site d'expression et d'analyse féministe. Outre la condition des femmes d'ici et d'ailleurs, il s'intéresse aux principaux enjeux socio-politiques auxquels est confronté le monde moderne (paix, biotechnologies, rapports de pouvoirs, droits de la personne, pauvreté, etc). Sisyphé est un site indépendant édité par Micheline Carrier.

### **Alberta Council of Women's Shelters**

<http://www.ntgx.com/acws/default.asp>

This website posts statistics for Alberta, poetry and stories by survivors, a chart of the power and control wheel, definitions of woman abuse and suggestions of what a woman can do.

### **Battered Women's Support Services**

<http://www.bwss.org>

The website of this Vancouver BC women's organization provides information on dealing with abuse through the legal system, dating violence, sexual assault in marriage, and other topics. They have some of their publications posted on-line and list their wide range of services.

### **BC Institute Against Family Violence**

<http://www.bcifv.org/>

The site of this research and public education institution includes an annotated list of their publications (a few publications are fully available on line), detailed discussions of particular issues (e.g. children who witness abuse), safety plans, statistics, links, community services and more. Topics cover all aspects of family violence, including elder abuse.

### **The FREDa Centre for Research on Violence against Women and Children**

<http://www.harbour.sfu.ca/freda/>

FREDa is a research collaboration project focusing on violence against women and children. The site provides articles on violence against girls and women, custody and access, and lists research projects and upcoming events.

### **BC Association of Specialized Victim Assistance and Counseling Programs**

<http://www.pinc.bc.ca/bcasvacp/>

The BCASVAC is a feminist victim support service with an emphasis on sexual assault and partner abuse. In the past they have produced a number of publications and have worked on policy issues.

### **BC Ministry of Women's Equality**

<http://www.weq.gov.bc.ca/>

A variety of anti-abuse topics are covered on this government site. For example, it reviews the causes of violence, describes BC community and school projects that are efforts to make change, explains what transition houses are and discusses how witnessing abuse affects children. Many lists and links to organizations within the province.

### **Canadian Women's Health Network**

<http://www.cwhn.ca>

See especially "Getting through medical exams - a resource for survivors and their health care providers".

### **Children Witnessing Abuse:**

**"What you can do if your child has witnessed abuse..."**

[http://www.bcifv.org/resources/newsletter/1999/summer/what\\_you\\_can\\_do.html](http://www.bcifv.org/resources/newsletter/1999/summer/what_you_can_do.html)

Suggestions for giving support, designed for mothers and other primary caregivers.

### **"Safe from the Start: Taking Action on Children Exposed to Violence"**

<http://www.ncjrs.org/pdffiles1/ojdp/182789.pdf>

This document was prepared by the US Department of Justice and is provided in PDF format. See especially "Make Mothers Safe to Keep Kids Safe".

### **Child Custody and Protection, Violence Against Women Online Resources**

<http://www.vaw.umn.edu/ccp.asp>

This site is a listing of American reports and articles on issues related to custody, child protection and children witnessing abuse.

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