



Government of Canada  
Gouvernement du Canada



# The Family Violence Initiative

Performance Report  
2002-2003 and 2003-2004

December 2004

Published by authority of the Minister of Health, 2005.

*The Family Violence Initiative Performance Report 2002-2003 and 2003-2004* was prepared by Wanda Jamieson, JHG Consulting, for the Family Violence Initiative.

Contents may not be reproduced for commercial purposes, but any other reproduction, with acknowledgements, is encouraged.

This publication can be made available in alternative formats upon request.

For more information, please contact:

**National Clearinghouse on Family Violence**

Family Violence Prevention Unit  
Public Health Agency of Canada  
Address Locator: 1907D1  
7th Floor, Jeanne Mance Bldg., Tunney's Pasture  
Ottawa, Ontario K1A 1B4

Telephone: 1-800-267-1291 or (613) 957-2938  
Fax: (613) 941-8930  
TTY: 1-800-561-5643 or (613) 952-6396  
Web Site: <http://www.phac-aspc.gc.ca/nc-cn>  
E-mail: [ncfv-cnivf@phac-aspc.gc.ca](mailto:ncfv-cnivf@phac-aspc.gc.ca)

Many of the reports and resources referred to in this report can be obtained, free of charge, from the National Clearinghouse on Family Violence.

To obtain additional information on related programs of departments, agencies or Crown corporations participating in the Family Violence Initiative, visit their Web sites.

**Canada Mortgage and Housing Corporation**  
**Citizenship and Immigration Canada**  
**Correctional Service of Canada**  
**Department of Canadian Heritage**  
**Department of Justice Canada**  
**Department of National Defence**  
**Health Canada**  
**Human Resources and Skills Development Canada**  
**Indian and Northern Affairs Canada**  
**Public Health Agency of Canada**  
**Royal Canadian Mounted Police**  
**Statistics Canada**  
**Status of Women Canada**

<http://www.cmhc-schl.gc.ca>  
<http://www.cic.gc.ca>  
<http://www.csc-scc.gc.ca>  
<http://www.pch.gc.ca>  
<http://www.canada.justice.gc.ca>  
<http://www.dnd.ca>  
<http://www.hc-sc.gc.ca>  
<http://www.hrsdc.gc.ca>  
<http://www.inac.gc.ca>  
<http://www.phac-aspc.gc.ca>  
<http://www.rcmp.gc.ca>  
<http://www.statcan.ca>  
<http://www.swc-cfc.gc.ca>

# **The Family Violence Initiative**

---

**Performance Report 2002-2003 and 2003-2004**

*December 2004*



# ▲ Table of Contents

---

<b>Introduction</b> . . . . .	1
Background . . . . .	1
Mandate . . . . .	1
Member Departments . . . . .	2
Management Approach . . . . .	2
Linkages . . . . .	3
Resources . . . . .	4
Coordination Mechanisms . . . . .	5
Expected Key Results . . . . .	5
<b>Family Violence in Canada: Trends and Issues</b> . . . . .	7
Scope, Nature and Extent of Family Violence . . . . .	7
Spousal Violence . . . . .	7
Family Violence Against Children and Youth . . . . .	9
Family Violence Against Older Adults . . . . .	11
Specific Populations . . . . .	12
Consequences . . . . .	13
Responses . . . . .	13
<b>Performance Results</b> . . . . .	16
Overview . . . . .	16
Overall Performance Expectations for the Reporting Period . . . . .	16
<b>Expected Result: Effective, efficient and coordinated federal policy development and programming on family violence issues</b> . . . .	18
Performance Results . . . . .	18
A Revitalized Approach to Horizontal Management . . . . .	18
Advanced Partnerships . . . . .	19
Data Collection, Research and Knowledge Synthesis: A Focus on Specific Populations . . . . .	20
The Family Violence Initiative and the International Community . . . . .	22

**Expected Result: Enhanced prevention of and improved community response to family violence and the development and implementation of community activities to reduce family violence . . . . . 23**

Performance Results . . . . . 23

    Shelters and Shelter Enhancements . . . . . 23

    Improving the Criminal Justice System Response. . . . . 24

    Strengthening the Community Response to Preventing Family Violence . . . . . 30

**Expected Result: Increased public awareness of family violence issues and reduced tolerance for family violence . . . . . 31**

Performance Results . . . . . 31

    Refining Information Dissemination Strategies . . . . . 31

    Engaging Communities in Public Awareness . . . . . 33

**Conclusion. . . . . 34**

**Appendices**

**Appendix A: Family Violence Initiative: Member Departments and their Mandates . . . . . 35**

**Appendix B: Family Violence Initiative: Coordination Mechanisms . . . . . 37**

**Endnotes. . . . . 39**

## ▲ Introduction

---

The Family Violence Initiative Interdepartmental Working Group is pleased to present to the Treasury Board Secretariat the *Family Violence Initiative Performance Report 2002-2003 and 2003-2004*. This report provides an overview of the federal government's investments, progress and results in family violence prevention and intervention for the fiscal period April 2002 through March 2004. It contains:

- ▲ an overview of the federal contribution to addressing family violence;
- ▲ a summary of current national level information on a number of key indicators pertaining to family violence; and
- ▲ highlights of the federal government actions and results that contribute to the reduction of family violence in Canada.

This two-year report follows up on the *Year Five Report*, a milestone report covering the reporting period April 1997 – March 2002.<sup>1</sup>

## Background

Over the past three decades, Canada has been a recognized leader in efforts to prevent and reduce family violence. The three successive Family Violence Initiatives of the Government of Canada have been integral parts of those efforts. Since 1988, they have been a constant presence and influence in fostering a national approach to family violence issues. Since 1997, the Family Violence Initiative has been an ongoing federal commitment, augmented with annual funding of \$7 million. This funding is allocated specifically to seven of the twelve participating departments to coordinate the Family Violence Initiative, collect national data, address identified gaps and operate the National Clearinghouse on Family Violence. These same departments, along with the additional five participating departments, also fund family violence activities through their ongoing departmental programming and budgets.

## Mandate

The Family Violence Initiative's mandate for the past two years has continued to focus on:

- ▲ promoting public awareness of the risk factors of family violence and the need for public involvement in responding to it,
- ▲ strengthening the ability of the criminal justice, health and housing systems to respond, and
- ▲ supporting data collection, research and evaluation efforts to identify effective interventions.

## Member Departments

From the 1997 inception of the current Family Violence Initiative to the end of the fiscal period for this report, Health Canada led the Family Violence Initiative. During the fiscal period of the current report, this responsibility was vested in the Family Violence Prevention Unit of the Population and Public Health Branch of Health Canada. As of September 2004, it is being led by the newly formed Public Health Agency of Canada. Twelve (12) departments, agencies and Crown corporations take part.<sup>2</sup> An overview of Family Violence Initiative mandates of participating departments is included in Appendix A.

---

### Family Violence Initiative: Member Departments

Canada Mortgage and Housing Corporation  
Citizenship and Immigration Canada  
Correctional Service of Canada  
Department of Canadian Heritage  
Department of Justice Canada  
Department of National Defence  
Health Canada (1997-2004)  
Public Health Agency of Canada (2004 - present)  
Human Resources Development Canada (*now* Human Resources and Skills Development Canada)  
Indian and Northern Affairs Canada  
Royal Canadian Mounted Police  
Statistics Canada  
Status of Women Canada

---

## Management Approach

Family violence issues are multidimensional, cut across federal mandates and link to federal/provincial/territorial and First Nations areas of jurisdiction and responsibility. Consequently, since its inception, the Family Violence Initiative has been horizontally managed. This evolving management approach helps to ensure a shared federal perspective, prevents duplication of effort and offers opportunities for joint action and partnership.

The Family Violence Initiative links with other federal interdepartmental strategies, activities and mechanisms for which family violence issues are of concern. Examples include the National Crime Prevention Strategy; the Policy Centre for Victims Issues; the National Homelessness Initiative; the Aboriginal Justice Strategy; the Aboriginal Healing Strategy; the Interdepartmental Working Group on Trafficking in Persons, which addresses various risk factors and dimensions of family violence; as well as New Identities for Victims of Abuse, an ad hoc process to help victims of abuse establish new identities. The Family Violence Initiative also contributes to the international activities and commitments of the Government of Canada concerning family violence issues. This includes participating in various



multilateral fora relevant to the issue of family violence at the United Nations, the Organization of American States, the Commonwealth, the World Health Organization and the Pan-American Health Organization.

## Linkages

Addressing family violence issues hinges on effective relationships at all levels of government. In particular, provinces and territories have extensive jurisdictional responsibilities pertaining to family violence, and they deliver a broad array of programs and services, including those related to shelters, social service and community programs, health services, the criminal and civil justice system, and the education and housing systems. Within the federal/provincial/territorial context, ministerial meetings (such as those of the Federal/Provincial/Territorial Ministers Responsible for Justice and the Federal/Provincial/Territorial Ministers Responsible for the Status of Women) provide ongoing policy fora for addressing specific family violence issues. The Federal/Provincial/Territorial Ministers Responsible for Seniors' Safety and Security Working Group addresses family violence issues pertaining to older adults. Ad hoc working groups, such as the Ad Hoc Federal/Provincial/Territorial Working Group Reviewing Spousal Abuse Policies and Legislation, which has served to strengthen the criminal justice response to family violence, provide a way to focus on specific issues. Partnerships at the program level are also key. For example, through its Shelter Enhancement Initiative, **Canada Mortgage and Housing Corporation** collaborates and develops partnerships with provincial and territorial governments and with First Nations communities in addressing emergency shelter and second-stage housing issues concerning victims of family violence.

To facilitate federal/provincial/territorial coordination at the working level, the Family Violence Initiative hosts annual meetings with its provincial and territorial counterparts to share information and discuss issues of common concern. These opportunities for dialogue help to broaden understanding and enhance a common approach.

The Family Violence Initiative also works with Canadian communities to address family violence issues. Member departments, such as the **Department of Justice Canada**, the **Department of Canadian Heritage** and **Status of Women Canada**, administer funding programs that are helping to foster community awareness and education and strengthen community capacity to address family violence.

The Family Violence Initiative is supporting Aboriginal peoples in their multifaceted efforts to address family violence within their communities. It works with an extensive array of women's organizations, non-governmental organizations, ethnocultural organizations, front-line service providers, professional associations, academic institutions, family violence research centres, and private sector organizations concerned with family violence issues. Collectively, these linkages have contributed to a more collaborative, informed and multidimensional approach to addressing family violence.

## Resources

The following table provides a two-year summary of how the \$14-million *additional* allocation (\$7 million per year) was allocated in the fiscal period 2002-2003 – 2003-2004. These figures relate to the allocation and do not necessarily reflect the actual pattern of expenditures. For example, departments may co-fund initiatives or projects of mutual interest. In addition, during 2002-2003 and 2003-2004 there were memoranda of understanding among Family Violence Initiative member departments. For example, **Health Canada** provided \$20,000 of its additional allocation to **Indian and Northern Affairs Canada** to prepare an inventory of studies about family violence in First Nations communities. **Health Canada** provided \$20,000 and the **Department of Justice Canada** provided approximately \$70,000 to the **Correctional Service of Canada** toward an evaluation of its moderate and high intensity family violence programs.

**Family Violence Initiative \$14-million Additional Allocation -  
Fiscal Years 2002-203 and 2003-2004\***

Department	Public Awareness	Justice	Housing	National Data
Canada Mortgage and Housing Corporation			3.8	
Department of Canadian Heritage	0.92			
Department of Justice Canada		2.9		
Health Canada	4.28			
Royal Canadian Mounted Police		0.9		
Statistics Canada				0.7
Status of Women Canada	0.50			
<b>Total</b>	<b>5.70</b>	<b>3.8</b>	<b>3.8</b>	<b>0.7</b>

**Public Awareness:** includes the promoting of public awareness of risk factors related to family violence, and the need for public involvement in responding to the problem.

**Justice:** includes actions to strengthen the criminal justice system's response to family violence.

**Housing:** includes efforts to improve and enhance shelters for women and children, youth and men who are victims of family violence as well as funds for additional shelters and second-stage housing. Canada Mortgage and Housing Corporation's budget includes \$200,000 annually in administration costs.

**National Data:** includes efforts to develop a national picture of family violence in Canada.

\*Note: This table provides an overview of the additional allocation; these figures do not necessarily reflect the actual pattern of expenditures. Additional activities are also funded through departmental budgets.

In addition to the above allocation, various departments fund family violence activities through their regular departmental budgets. For example, in 2002-2003, the Women's Program of **Status of Women Canada** provided \$3,550,718 in support of initiatives aimed at eliminating systemic violence against women and the girl child and \$973,668 in support of initiatives that in part address this issue; and in 2003-2004 this program provided \$3,640,271 for initiatives aimed at eliminating systemic violence

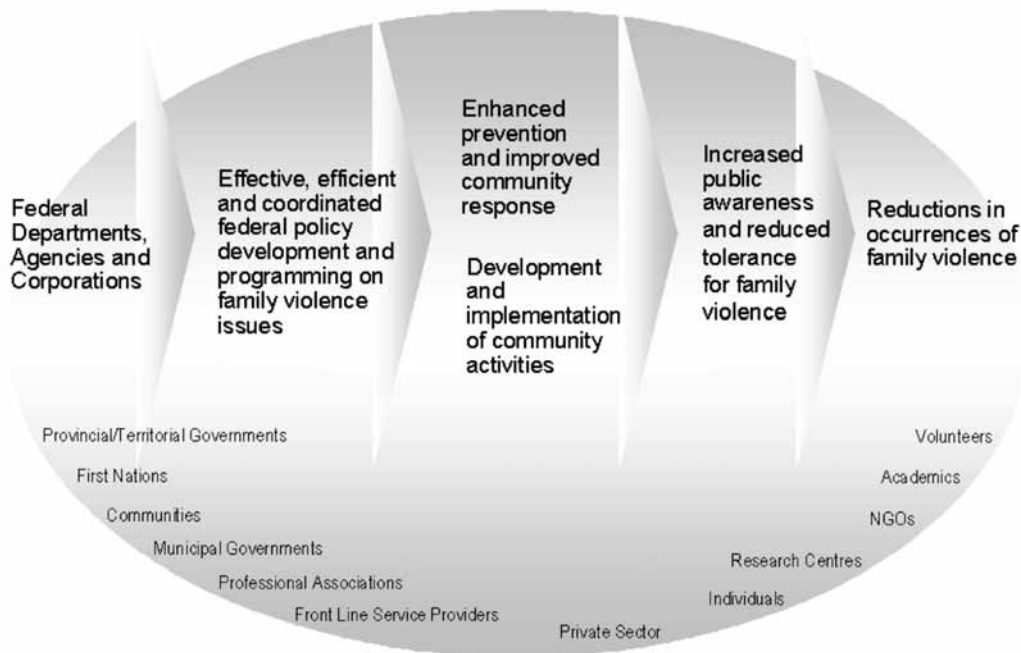
against women and the girl child and an additional \$845,316 for initiatives aimed in part at this objective. During the above reporting period, **Canada Mortgage and Housing Corporation** committed an additional \$26,100,000 to improve and enhance shelters and second-stage housing utilized by victims of family violence.

### Coordination Mechanisms

**Health Canada** has coordinated the Family Violence Initiative since its inception. (As noted previously, the newly formed Public Health Agency of Canada assumed this responsibility in 2004.) The Interdepartmental Directors General Steering Committee, now chaired by the Public Health Agency of Canada, provides strategic direction, reviews progress of work, and makes decisions, as appropriate, for the Interdepartmental Working Group on Family Violence on strategies and approaches related to the implementation and horizontal management of the Family Violence Initiative. An Interdepartmental Evaluation Working Group addresses evaluation issues and various ad hoc working groups are formed as required. An overview of the coordination mechanisms is presented in Appendix B.

### Expected Key Results

Family Violence Initiative Intervention Model



Adapted from: Family Violence Initiative Interdepartmental Accountability Framework

The Family Violence Initiative Intervention Model illustrates the Key Results that the Family Violence Initiative expects, over time, to influence and achieve.

Family violence is a complex societal problem that cannot be resolved by any single party or form of intervention. All of the parties identified on the circumference of this model contribute to family violence prevention.

The Family Violence Initiative addresses the first Key Result – **effective, efficient and coordinated federal policy development and programming on family violence issues** – through a horizontal management approach to family violence issues and through the creation, synthesis and dissemination of knowledge that can inform and influence the work of all players.

The Family Violence Initiative works toward the second set of Key Results – **enhanced prevention and improved community response and the development and implementation of community activities to reduce family violence** – by strengthening ties with other players, influencing the development and adoption of effective family violence policies and programs, supporting community-driven action and encouraging the allocation of resources to address family violence issues.

The third set of Key Results – **increased public awareness of family violence issues and reduced tolerance for family violence** – is cumulative, long-term and based on concerted action at all levels of Canadian society. These results will be reached as the Canadian public increasingly comes to view family violence as unacceptable and supports community efforts to prevent and respond to it.

Attaining the overarching Key Result – **reduced occurrence of family violence** – will take cooperation, determination, perseverance and investment within and by all levels of society. This ultimate long-term Key Result is dependent on changing behaviour and societal norms and on achieving the other Key Results.

Preventing and responding effectively to family violence continues to be a crucial challenge for policy makers and practitioners across Canada. The ultimate measure of progress is a continuing decline in the occurrence of family violence. As the Performance Results section of this report indicates, there has been steady progress in addressing family violence in all its forms. However, it will take a continued and sustained effort to reduce its occurrence.

In 2002, a national public awareness survey found that three quarters of Canadians believe that family violence should be an urgent priority for the federal government.<sup>3</sup> In 2004, it remains a major public concern that requires ongoing and effective action by all levels of government and sectors of society.

# ▲ Family Violence in Canada: Trends and Issues

---

## Scope, Nature and Extent of Family Violence

Family relationships are based on bonds of kinship, intimacy, dependency or trust. Family violence violates these bonds. Although there has been significant public and professional attention directed at addressing many different dimensions of family violence, it continues to occur, in somewhat shifting patterns. For example, while there has been a significant decline in rates of spousal homicide in recent years, criminal harassment rates have continued to increase. Violence in family relationships takes many forms and may include acts of physical or sexual assault (as defined by the *Criminal Code of Canada*) as well as other forms of physical and sexual abuse and exploitation, financial exploitation, neglect, emotional abuse and spiritual abuse. Whether family violence is part of an ongoing pattern of experiencing or witnessing abusive behaviour or is an isolated incident, the consequences can be devastating.

Each year, **Statistics Canada** provides a profile of family violence in Canada. This profile is based on data provided to Statistics Canada by various agencies and through surveys. For example, it includes incidents of family violence reported by a number of police departments across Canada through the Uniform Crime Reporting (UCR2) Survey, as well as annual data on homicides in Canada. These data sources illustrate the serious and tragic scope of family violence in Canada. Police-reported data for 2002 indicate there were more than 205,000 victims of violent crime in Canada. Of these, more than one quarter (27%) were victims of family violence.<sup>4</sup> Between 1993 and 2002, family homicides represented almost four in every ten (37%) solved homicides in Canada.<sup>5</sup>

## Spousal Violence

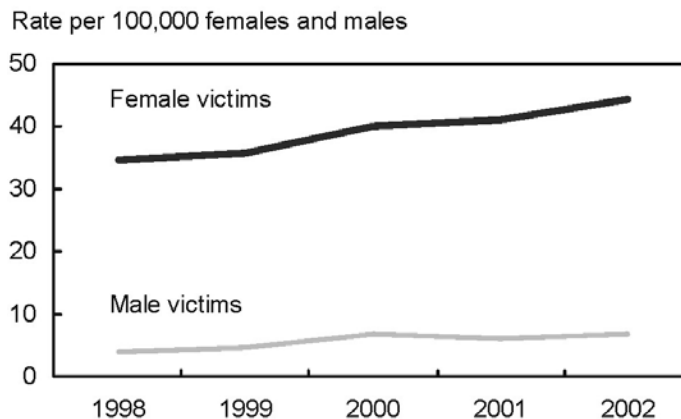
It is widely acknowledged that spousal violence<sup>6</sup> and criminal harassment create devastating consequences for victims and their loved ones. Although innovative efforts to respond effectively to the needs of victims and perpetrators are ongoing across Canada, the most recent national data demonstrate that these forms of violence continue to be widespread.

According to police-reported data, in 2002, six of every ten victims of family violence (62%) were victimized by a spouse.<sup>7</sup> Although most spousal violence occurred at the hands of current spouses, approximately one third of all victims of spousal violence were victimized by an ex-spouse.<sup>8</sup>

Although men are also victims of spousal violence, more than eight in ten (85%) victims of spousal violence reported to 94 police services were women.<sup>9</sup> Women aged 25 to 34 experienced the highest rate of spousal violence.<sup>10</sup>

Overall, however, after reported incidents increased steadily between 1998 and 2000, the number of police-reported spousal assaults decreased slightly in 2001 and 2002.<sup>11</sup>

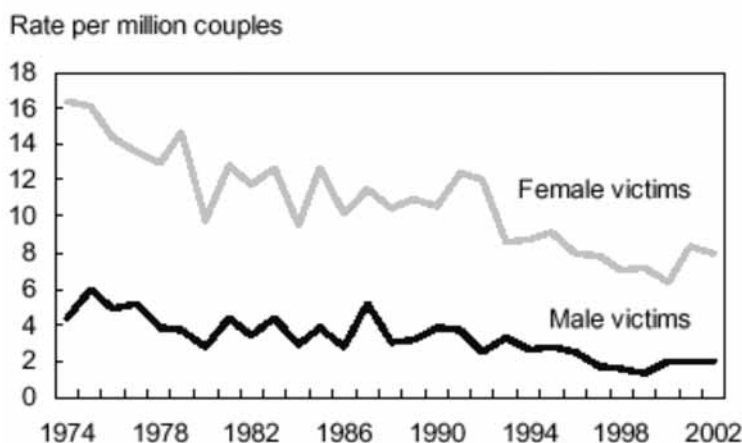
Rates of partner criminal harassment generally increasing, 1998-2002<sup>1,2,3,4,5</sup>



1. Excludes incidents where the sex and/or the age of the victim was unknown.
2. Data are not nationally representative. Based on data from 78 police departments active as of December 31, 2002 representing 46% of the national volume of crime in 2002.
3. Includes victims aged 15 to 89.
4. For the purpose of this analysis, 'partner' includes spouses and other partners, the majority of whom are opposite sex relationships. A small proportion may be close friends and not intimate partners.
5. Rate per 100,000 population aged 15 and over, based on estimates provided by Demography division, Statistics Canada.

**Source:** Statistics Canada, Canadian Centre for Justice Statistics, Incident-based Uniform Crime Reporting (UCR2) Trend Database.

Rates of spousal homicide declined by half, 1974-2002<sup>1,2</sup>



1. Six same-sex partners were excluded from the analysis, because Census (1996) data on same-sex couples are unavailable.
2. Rate per 1,000,000 legally married, common-law, separated, and divorced partners based on estimates provided by Demography division, Statistics Canada.

**Source:** Statistics Canada, Canadian Centre for Justice Statistics, Homicide Survey.

In 1993, criminal harassment was made a criminal offence under section 264 of the *Criminal Code of Canada*. Criminal harassment includes repeatedly following – or repeatedly attempting to contact – another person against their wishes.<sup>12</sup> Criminal harassment is more common among ex-partners than among strangers.<sup>13</sup> Police-reported data from 2002 indicate that eight out of every ten victims of criminal harassment had a relationship with the person stalking them (their stalkers were either partners, friends/acquaintances or other family members).<sup>14</sup> More than three quarters (76%) of the victims of criminal harassment were women, and women victims were most likely to be criminally harassed by a partner (including ex-spouses).<sup>15</sup> As is the case with spousal violence, women between 25 and 34 years of age experienced the highest rates of partner criminal harassment.<sup>16</sup>

Overall, the rates of partner criminal harassment have been increasing since 1998. Police-reported trend data indicate that the rate in 2002 was 26% higher than the 1998 rate.<sup>17</sup> This increase in criminal harassment may reflect either increased police attention to these crimes or increased willingness on the part of victims to report to police.<sup>18</sup>

Lethal family violence is a tragic reminder of how much more needs to be done to address this issue. Police-reported data from 2002 indicate that 67 women and 16 men were killed by their spouses.<sup>19</sup> For the past decade, spousal homicides have represented 14% of all solved homicides and 50% of all family homicides.<sup>20</sup> During this time period, one third of all homicides against women were committed by a spouse.<sup>21</sup>

In some cases, criminal harassment can result in homicide. Between 1997 and 2001, 109 women and 12 men were killed by their estranged partners. Almost one in five (17%) of the women had been criminally harassed by their partners before being killed.<sup>22</sup>

Statistics Canada reports that the 2004 General Social Survey will provide national data on the nature and extent of criminal harassment in Canada.

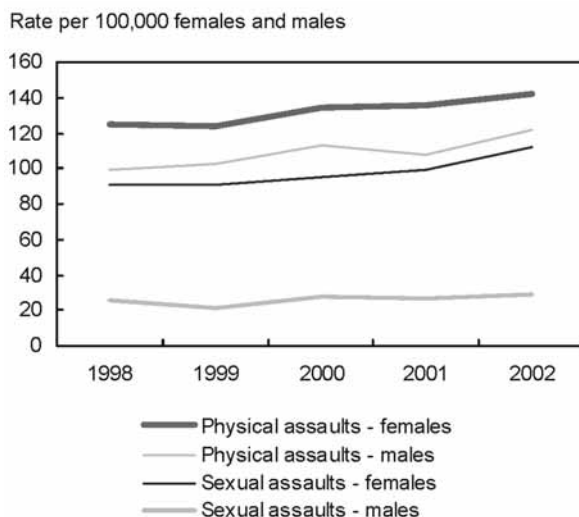
Since 1974, the rates of spousal homicide have decreased by about half (for both women and men).<sup>23</sup> During this period, the annual rate of spousal homicide has decreased in all provinces.<sup>24</sup> Some researchers have suggested that the decline, particularly in spousal homicides of women, may be linked to increased equality between men and women, improvements in how police and courts respond to spousal violence, better criminal and civil laws, and increased services for victims, including specialized domestic violence courts and emergency shelters for abused women.<sup>25</sup>

### **Family Violence Against Children and Youth**

In Canada, there are differing definitions of child abuse under criminal law and within the child protection context in each jurisdiction. In addition, there is no single comprehensive national data source on violence and abuse against children and youth. The most recent national data, however, illustrate the significant extent of family-related physical and sexual assaults, as reported to police in 2002. As well, the National Longitudinal Survey of Children and Youth documents the effects on children who witness violence.<sup>26</sup>

In 2002, according to police-reported data, children and youth who were victims of assault (including sexual assault) were most often victimized by someone they knew: 51% were assaulted by friends or acquaintances and 25% were assaulted by family members.<sup>27</sup> A total of 8,460 children and youth were

Rates of family-related sexual and physical assaults against children and youth rising, 1998-2002<sup>1,2,3,4,5,6,7</sup>



1. Excludes incidents where the sex and/or the age of the victim was unknown.
  2. Data are not nationally representative. Based on data from 78 police departments representing 46% of the national volume of crime in 2002.
  3. Children and youth include all those under the age of 18.
  4. Rate per 100,000 population under the age of 18, based on estimates provided by Demography division, Statistics Canada.
  5. Sexual assault includes sexual assault, sexual assault with a weapon, aggravated sexual assault and the "other sexual crimes" category which includes sexual interference, sexual touching, sexual exploitation and incest, etc.
  6. Physical assault includes common assault (level 1), aggravated assault (levels 2 and 3), unlawfully causing bodily harm, discharge firearm with intent, criminal negligence causing bodily harm and other assaults.
  7. Family includes spouse, parent, child, sibling and extended family.
- Source: Statistics Canada, Canadian Centre for Justice Statistics, Incident-based Uniform Crime Reporting (UCR2) Trend Database.

victims of family-related assaults in 2002.<sup>28</sup> Children and youth are most often victimized by parents (60%).<sup>29</sup>

According to police-reported data for 2002, family-related assaults included twice as many physical assaults as sexual assaults.<sup>30</sup> Girls and young women were a slightly higher proportion of the victims of physical assault, but they experienced sexual assault by family members at a rate that was four times higher than the rate experienced by boys and young men.<sup>31</sup> Among the 2,863 child and youth victims of family-related sexual assaults, 81% of the victims were female.<sup>32</sup>

In 2002, men were the accused in the vast majority (82%) of family-related assaults against children and youth.<sup>33</sup> Fathers were the accused 43% of the time, followed by brothers (20%), other male extended family members (12%) and spouses (6%).<sup>34</sup>

The rates of family-related assaults against children and youth have risen since 1998.<sup>35</sup>

According to the 1998-99 National Longitudinal Survey of Children and Youth, 1 in 12 children aged 4 to 7 (8%, or about 120,000 children) had witnessed some type of physical violence in the home.<sup>36</sup> Children who witness violence are more likely to exhibit aggression and anxiety.<sup>37</sup>

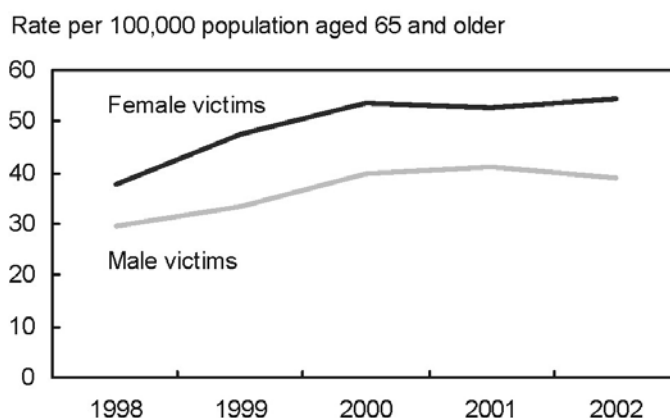


Between 1974 and 2002, the annual rates of homicide against children and youth have continued to fluctuate with no discernible overall increase or decrease.<sup>38</sup> Between 1993-2002, family members were responsible for the majority of solved homicides of children and youth (67% of 682 solved homicides).<sup>39</sup> Fathers were responsible for the majority of the homicides against children (65%) and youth (49%).<sup>40</sup>

### Family Violence Against Older Adults

Canada's aging population has increased the concern about how best to meet the care needs of older Canadians. The increasing emphasis on community-based care, for example, may increase the caregiving burden for other family members and may increase older adults' vulnerability to abuse.<sup>41</sup> At the same time, given the growing proportion of older adults<sup>42</sup> in the population, the number of older adults in institutional settings is continuing to grow, and individuals in these settings may also be vulnerable to various forms of mistreatment.<sup>43</sup> The most recent police-reported data (2002) provide at least a partial glimpse of the extent of family violence against older adults.

#### Rates of family violence against older females and males experienced overall increases, 1998-2002<sup>1,2,3,4,5</sup>



1. Excludes incidents where the sex and/or the age of the victim was unknown.
2. Data are not nationally representative. Based on data from 78 police departments representing 46% of the national volume of crime in 2002.
3. Older adults include all those aged 65 and older.
4. Family violence includes violent crimes committed by spouses, parents, children, siblings and extended family members.
5. Rate per 100,000 population aged 65 and over, based on estimates provided by Demography division, Statistics Canada.

**Source:** Statistics Canada, Canadian Centre for Justice Statistics, Incident-based Uniform Crime Reporting (UCR2) Trend Database.

In 2002, according to police-reported data, older adults continued to be the least likely of all age groups to be victims of violent crime.<sup>44</sup> In addition, they were less likely to be victimized by family members than by strangers (30% versus 70%).<sup>45</sup> Overall, however, between 1998 and 2002, there were significant increases in reported family violence for both older women and men.<sup>46</sup>

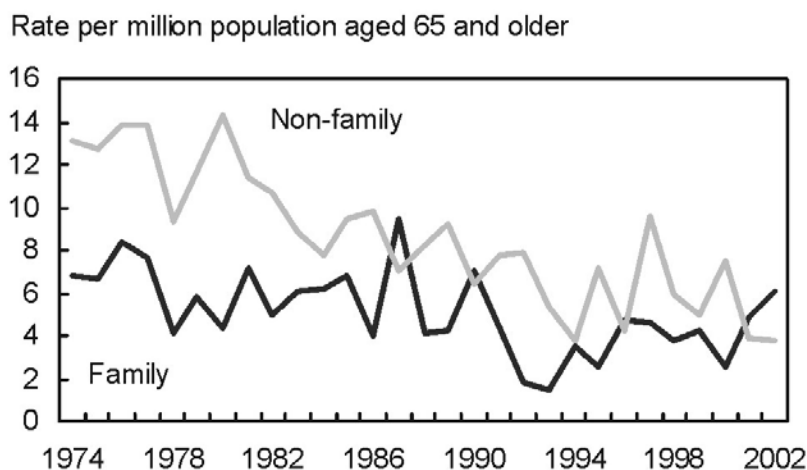
Family-related assaults against older adults were most often committed by an adult child (38%) or a spouse (26%).<sup>47</sup> Nearly 8 in 10 perpetrators of family violence against older adults were men.<sup>48</sup>

Older women are more likely than older men to be victims of family violence. In 2002, 64% of the approximately 1,100 victims of family-related violence were women.<sup>49</sup>

The rate of family violence against older adults appears to decrease with age. That, however, may be because many of the oldest adults live in institutions and their experiences of violence may be less likely to come to the attention of police.<sup>50</sup>

In addition, rates of family homicide against seniors have generally increased in the past decade.<sup>51</sup>

**Rates of family homicides against seniors experienced annual fluctuations, while rates of non-family homicides against seniors decreased<sup>1,2,3</sup>**



1. Older adults are persons aged 65 years and over.
  2. Excludes homicides where the relationship between accused and victim was unknown.
  3. Rate per 1,000,000 population aged 65 and older, based on estimates provided by Demography division, Statistics Canada.
- Source:** Statistics Canada, Canadian Centre for Justice Statistics, Homicide Survey.

**Specific Populations**

For some Canadians, vulnerability to family violence – and its consequences – may be compounded by life circumstances. This includes experiences of dislocation, colonization, racism, homophobia, disability, poverty, social and geographic isolation, and lack of access to services and supports. For example, according to the 1999 General Social Survey, Aboriginal women reported spousal violence rates twice as high as those of Aboriginal men and three times those of non-Aboriginal men or women.<sup>52</sup>

## Consequences

The exact toll of family violence is difficult to fully measure, but it is clearly a complex problem that has enormous social and economic costs.

Family violence affects victims and their loved ones in many different ways. There is increasing recognition that victims may experience extensive short- and long-term physical and mental health effects, either as the direct result of the violence or indirectly from high levels of stress and the use of harmful coping strategies.<sup>53</sup> The consequences of family violence are linked to many different diseases, conditions and injuries – such as HIV/AIDs, fetal alcohol syndrome, early childhood development dysfunctions and homelessness.<sup>54</sup> Violence and abuse may affect virtually every area of life and there is increasing evidence that the impacts tend to be lifelong. Family violence sometimes results in the death of one or multiple family members. In some cases, perpetrators commit suicide after harming or killing their victims.

A recent study of homeless families found that, for more than 40%, family violence was among the factors that caused them to leave their homes.

Source: *Canada Mortgage and Housing Corporation*<sup>55</sup>

## Responses

Responding effectively to family violence is a challenge that continues to demand change and innovation on the part of justice, health care, housing, education, and social service (including child protection) systems, as well as from governments at all levels, and from communities and individuals. Across Canada, efforts are continuing at all levels to create a more cohesive and effective response to victims of family violence. This includes the use of formal and informal support systems.

### *Spousal violence*

Improving the response to spousal violence is of continuing concern to governments at all levels. To date, some of the key examples of policies, legislation and programs put in place to improve the justice system's response to spousal abuse include pro-charging policies, pro-prosecution policies, services and supports for victims, treatment for offenders, multi-agency coordinating committees, specialized domestic violence courts and civil domestic violence legislation. Recognizing the importance of prevention, some jurisdictions have established interdisciplinary committees to improve prevention and intervention. For example, in 2002, the province of **Ontario** established a Domestic Violence Death Review Committee, which has a three-year mandate to assist the Office of the Chief Coroner of Ontario in investigating and reviewing deaths of persons that occur as a result of domestic violence and to make recommendations that will prevent such deaths in the future.<sup>56</sup>

**Violence and abuse against children and youth**

Across Canada, the key responses to family violence against children and youth include extensive legislation on child welfare, such as legislation in each province and territory and components of the *Criminal Code of Canada*. Partnerships between child welfare agencies and police departments help to coordinate investigations. Protective and preventive services, such as counselling and support for families and children (and, where required, removal of children from the home), are also in place. Ongoing data collection at provincial/territorial and national levels helps to document the scope of child maltreatment and the number of children in care. The development and refinement of protocols and procedures for professionals to improve the capacity of health care professionals, educators and others to recognize and respond to young victims of abuse and protect them from violent family members is continuing. Canada's shelters for abused women also form a key part of the response to the needs of children and youth who have experienced violence (see Shelters below).<sup>57</sup>

**Family violence against older adults**

The key elements of the current response to family violence against older adults include training programs for criminal justice professionals; educational programs for front-line workers, such as social workers, home care workers, nurses and other professionals; and multidisciplinary intervention models that foster a coordinated and team approach involving family physicians, nurses, social workers, lawyers and law enforcement personnel. In addition, communities and governments (regional, provincial, federal) continue to develop specific initiatives, including, for example, support and advocacy programs for victims, research and knowledge development (in areas such as abuse of older adults in institutions), and public education and information materials to raise awareness and change attitudes. As well, three different models of adult protection legislation have been implemented in various provincial jurisdictions.<sup>58</sup>

**Shelters**

Canada's network of shelters includes facilities that provide abused women and their children with safe haven during a crisis,<sup>59</sup> as well as longer-term housing when needed. The 524 shelters that were in operation across Canada as of 2002 continue to constitute a crucial component of the response to the needs of women and children who are victims of violence and abuse.

In the year ending March 31, 2002, 55,901 women and 45,347 children had been admitted to the 482 shelters that responded to Statistics Canada's Transition Home Survey. Snapshot data collected for April 15, 2002 indicate that, on that day, 73% of the women and 84% of the children in shelters were fleeing abusive situations.<sup>60</sup> The majority of these children were under the age of 10.<sup>61</sup> On that same day, however, 115 shelters reported that they had referred 295 women and 257 children elsewhere, usually because the shelter was full. Overall, there was a decrease in the number of shelter residents between 1998 and 2002, primarily due to the decrease in the number of children brought to shelters. This decrease may coincide with amendments to provincial child welfare policies that allow children to be apprehended by child welfare authorities when their mothers have been abused. In addition, there has been an increase in the incidence of shelters having to refer women and children elsewhere because the shelter was full. In 2000, this was the case for 58% of the shelters and in 2002 this percentage had increased to 68%.

Shelters offer a variety of services to assist victims of family violence, including women and children, youth and men. These services may include individual short-term counselling, advocacy, specialized services for women aged 55 and older, housing referral, parenting skills coaching, group counselling, provision of culturally sensitive services for Aboriginal women, mental health services, and/or addiction counselling, as well as services customized to the needs of persons with disabilities. Shelters also provide services to non-residents and ex-residents who are in need of ongoing support and assistance. This assistance may take the form of individual short-term counselling, 24-hour crisis lines, advocacy services, legal services and group counselling. Shelters may also provide services to children who are victims or witnesses of family violence, including recreational space (indoor and outdoor), group counselling, and other programs. Shelters also liaise with agencies in their communities to provide job training, employment search assistance, mental health services, financial assistance or welfare, medical services and individual long-term counselling.<sup>62</sup>

### ***Courts and correctional systems***

Canada's criminal justice system is making ongoing efforts to enhance its response to family violence. This includes exploring and addressing a number of challenging issues, including the use and effectiveness of protective court orders related to spousal violence; the legal parameters around physical punishment of children; and sentencing factors and patterns in family violence cases.<sup>63</sup>

Courts and correctional systems across Canada have undertaken a number of initiatives to improve their responsiveness to victims and offenders. In addition to the adoption of pro-prosecution policies, initiatives have included the specialized domestic violence court programs that have been implemented in Ontario, Winnipeg, Calgary and the Yukon.<sup>64</sup> In addition, the **Correctional Service of Canada** identifies and treats offenders who are at risk of family violence, focusing on teaching them skills to prevent future violence.<sup>65</sup>

# ▲ Performance Results

---

## Overview

The Family Violence Initiative continues to focus on the overall objective of the reduction of family violence in Canadian society. During the past two years, the Initiative took steps to enhance its horizontal management approach and advance its work in many priority areas. This section of the report presents the Initiative's overall Performance Expectations and results achieved by Key Expected Result during the two-year reporting period.

## Overall Performance Expectations for the Reporting Period

The performance results presented in the *Year Five Report* of the Family Violence Initiative confirmed the importance of the federal government as a key player in initiating and supporting Canada's efforts to address family violence. It reaffirmed a continued federal commitment to enhancing public awareness; to strengthening the ability of the criminal justice, housing and health systems to respond to family violence issues; and to building on the knowledge base through data collection, evaluation and other forms of research.

To optimize its efforts, the Family Violence Initiative indicated that it would place a renewed emphasis on horizontal management, partnership-building and collaboration. Although the overall objective and the core activities of the Initiative were to remain unchanged, a number of considerations, including changing demographics, prevalence rates of family violence in specific populations, and government priorities, were expected to influence the work and progress of the Initiative.

The overall performance expectations for the reporting period were to:

- ▲ *strengthen* the Initiative's horizontal management approach beyond information-sharing and networking among member departments to a greater emphasis on collective activity;
- ▲ *advance partnerships*, including collaboration with potential partners, with a renewed emphasis on strengthening existing links, including those with provincial and territorial governments;
- ▲ *focus on the unique needs and circumstances of specific populations* (Aboriginal peoples, people living in rural and remote communities, persons with disabilities and ethnocultural populations) through added emphasis on strengthening ties and increasing partnerships with national and community-based representative organizations;
- ▲ *increase responsiveness to diversity*, for example through programming, research and data collection;

- ▲ *refine information dissemination strategies* through the National Clearinghouse on Family Violence; and
- ▲ *address any resource/reallocation needs* through cooperative cost-sharing arrangements between member departments.

As the following sections of this report demonstrate, the Family Violence Initiative has made substantial progress in meeting these performance expectations.

## ▲ Expected Result:

---

**Effective, efficient and coordinated federal policy development and programming on family violence issues**

### Performance Results

#### A Revitalized Approach to Horizontal Management

Public sector management studies have continued to laud the benefits of working horizontally, including its facilitation of a common vision, its enhancement of the capacity to address complex public policy issues, the resulting increased efficiency in information-sharing and coordination, and enhanced opportunities for collaboration. At the same time, there is recognition that horizontal management models pose practical challenges and that there is an ongoing need to refine this approach in order for departments to work together in the most efficient and effective way.

Over the past two years, the Family Violence Initiative has sought to improve the efficiency and effectiveness of its approach by creating new mechanisms and tools to facilitate its work. One such tool is the Family Violence Initiative Extranet. This electronic tool will enable member departments to more readily communicate with each other on Initiative business. The Extranet is being certified and is expected to be operational in the near future.

The Family Violence Initiative is also developing a Results-based Management and Accountability Framework to replace the Family Violence Initiative Accountability Framework and Reporting Framework that have reflected the activities and achievements of the Initiative since 1998. The document is nearing completion and it is anticipated that the framework will be submitted to the Treasury Board Secretariat before the end of the 2005-2006 fiscal year.

In addition, it should be noted that the Results-based Management and Accountability Framework has been developed concurrently with departmental efforts to enhance a results-based management approach to family violence issues. For example, during the reporting period, the **Department of Justice Canada** updated its performance and evaluation framework for Family Violence Initiative activities and developed a tool kit to help program managers, funding applicants and funding recipients plan for and gather performance and evaluation information.<sup>66</sup> Following a departmental evaluation of its Family Violence Prevention Program,<sup>67</sup> **Indian and Northern Affairs Canada** is taking steps to develop performance indicators and has reviewed existing data collection methods and practices with a view to more effectively capturing performance information.



## Advanced Partnerships

The Family Violence Initiative continued to advance federal/provincial/territorial partnerships to address family violence issues of mutual concern. For example, a February 2003 meeting between representatives of the Family Violence Initiative and its provincial/territorial counterparts provided a valuable opportunity for officials to share information and explore possible approaches and processes to advance collective work on public policy development related to family violence. This meeting was co-chaired by representatives from **Health Canada** and the province of **Manitoba** (Department of Family Services and Housing). The next two meetings took place in March and October 2004, and were co-chaired by a representative from the government of **Prince Edward Island's** Department of Health and Social Services and the Manager of the Family Violence Prevention Unit (that in 2004 was moved from Health Canada to the Public Health Agency of Canada).

In addition, individual departments continued to collaborate with their respective provincial/territorial counterparts on issues of key concern.

Highlights include the following:

- ▲ *Violence Against Women*: In December 2002, the Federal/Provincial/Territorial (FPT) Forum of Ministers Responsible for the Status of Women released a document, *Assessing Violence Against Women: A Statistical Profile*.<sup>68</sup> This document is available in both official languages as well as in Spanish and Portuguese. Senior officials are proposing that the FPT Forum of Ministers Responsible for the Status of Women complete a 2005 Statistical Profile on Violence Against Women.
- ▲ *Aboriginal Women's Issues*: In September 2003, the FPT Forum of Ministers Responsible for the Status of Women established a Committee on Aboriginal Women to address quality of life issues of concern to Aboriginal women (including violence). In addition, Senior Officials Responsible for the Status of Women gathered information to identify the priorities, needs, and programs and services currently offered to Aboriginal women. This work is a starting point for planning and action.
- ▲ *Spousal Abuse Policies and Legislation*: The Ad Hoc Federal/Provincial/Territorial Working Group Reviewing Spousal Abuse Policies and Legislation, co-chaired by the **Department of Justice Canada** and **Nova Scotia Justice**, completed its report on spousal abuse policies and legislation<sup>69</sup> in November 2002 and presented it to the Federal/Provincial/Territorial Ministers Responsible for Justice. This document provides a history and analysis of the effectiveness of pro-charging and prosecution policies in cases of spousal abuse and provides recommendations to Ministers regarding these policies. It also presents information on alternative justice processes and the development and enhancement of supporting programs, services and structures. This report will inform continuing efforts to refine legislation and criminal justice policy responses to spousal abuse.
- ▲ *Criminal Harassment*: In March 2004, the second edition of the *Handbook for Police and Crown Prosecutors on Criminal Harassment* was published by the **Department of Justice Canada**. This handbook, originally developed in 1999 by a working group comprised of federal/provincial/territorial officials in consultation with criminal justice professionals, was revised to reflect current information, including updated legislative and case law references and information on recent developments such as cyber-stalking and on-line harassment.

The Family Violence Initiative also advanced its partnership approach in relation to selected populations. Key developments include:

- ▲ *Aboriginal Women*: In December 2003, **Status of Women Canada** consulted with representatives from six Aboriginal women's organizations to discuss and explore priority issues and strategies to address violence against Aboriginal women. In recognition of the nature and scope of violence against Aboriginal women, **Status of Women Canada** committed to invest its Family Violence Initiative allocation (totaling \$1,000,000 for the fiscal period April 2003 through March 2007) to support the action of Aboriginal women's organizations to move forward on these issues. This investment will focus on two priority areas:
  - 1) substantive issues of violence against Aboriginal women; and
  - 2) strengthening the capacity of Aboriginal women's organizations to advance equality of Aboriginal women, by concentrating on participation, processes and partnership development matters.
- ▲ *Ethnocultural Communities*: The Multiculturalism Program of the **Department of Canadian Heritage** has continued to work in partnership with its Multiculturalism Family Violence Initiative Advisory Committee (comprised of community partners, representatives from the media, experts in family violence and ethnocultural research, and representatives of the Department). It has drafted a Five Year Strategy for its activities.

### **Data Collection, Research and Knowledge Synthesis: A Focus on Specific Populations**

The Family Violence Initiative has continued its efforts to enhance the national capacity for policy-relevant data collection and analysis, as well as to improve research and evaluation. In accordance with the direction outlined in the *Year Five Report*, these efforts have focused on advancing knowledge on specific family violence issues, especially as they pertain to specific populations. Many of these studies are or will be published and distributed through the **National Clearinghouse on Family Violence**, or on departmental Web sites.

Highlights include the following:

- ▲ *National Level Family Violence Benchmark and Trend Information*: In June 2003, **Statistics Canada** released *Family Violence in Canada: A Statistical Profile*, its sixth annual publication in this series. This report provided valuable national-level information on police-reported data on family violence, as well as hospital morbidity data on child abuse and information on the response of various service systems to victims and to those accused of family violence. The seventh annual publication (July 2004) focuses on (among other things) differences in sentencing in family violence cases as compared with non-family violence cases. These publications are available free of charge through the **National Clearinghouse on Family Violence** and the **Statistics Canada** Web site. They provide policy makers with information on emerging trends and issues that can contribute to public awareness and dialogue.

- ▲ *Health Effects and Consequences of Family Violence:* **Health Canada** commissioned papers summarizing research findings on the health impacts of family violence, including consideration of specific populations. These papers will help to broaden understanding and awareness of the relationship between family violence and other social and health issues such as homelessness and sexually transmitted infections.
- ▲ *Family Violence and the Criminal Justice System:* The **Department of Justice Canada** commissioned research to guide legal policy development and decision making, including the ongoing development of a risk assessment tool for police and other criminal justice system workers to use in responding to cases of spousal violence; a literature review of child maltreatment; a three-site study of the effectiveness of Peace Bonds; and a study to examine criminal justice outcomes in cases of intimate partner homicide versus non-intimate partner homicide. The latter study explores whether there are any differences in treatment and whether the factor of interpersonal intimacy in criminal law has changed over time.
- ▲ *Family Violence and Homelessness:* **Canada Mortgage and Housing Corporation** commissioned research pertaining to family violence. For example, in 2003 it researched the causes of and solutions to family homelessness. The resulting report identified the systemic and structural factors as well as individual family circumstances (including violence) that come into play in becoming homeless.
- ▲ *Family Violence and Aboriginal Populations:* **Health Canada** and **Indian and Northern Affairs Canada** commissioned research pertaining to Aboriginal populations, including research that explores the health effects of family violence against women in Aboriginal communities, as well as an inventory of studies on family violence in Aboriginal communities. **Status of Women Canada** has also supported research pertaining to Aboriginal women, including an initiative that analyzes the impact of violence-related legislation on Aboriginal women and their families. Another initiative contributes to the development of a knowledge base relating to the intersections of age, race, ability and class, and how they impact on police investigations, Crown procedures and the court processing of cases involving male violence against girls living in poverty. In addition, the **Status of Women Canada** Policy Research Fund issued a Call for Proposals in 2004, under the theme Violence and Control, that will include, among others, a focus on missing and murdered Aboriginal women.
- ▲ *Family Violence and Persons with Disabilities:* **Health Canada** and **Status of Women Canada** provided funding for initiatives on abuse of persons with disabilities. These initiatives provide updated perspectives on this issue that will help to increase understanding by policy makers, practitioners and the general public.
- ▲ *Family Violence and Ethnocultural Communities:* **Health Canada, the Department of Justice Canada** and **Status of Women Canada** provided funding for initiatives that explored family violence issues from various ethnocultural perspectives.
- ▲ *Family Violence and Rural/Remote Communities:* **Health Canada, the Department of Justice Canada, and Status of Women Canada** provided funding for a range of initiatives on family violence issues and experiences of Canadians living in rural and remote communities. This has included, for example, research conducted by the Muriel McQueen Fergusson Centre for Family Violence

Research on methods to identify key elements contributing to better practices for prevention in addressing the abuse of women and girls.

### The Family Violence Initiative and the International Community

The Family Violence Initiative has continued to play a substantive role in addressing family violence at the international level and consults with various other departments in carrying out this role. For example, the **Department of Justice Canada** reviews, monitors and reports internationally about Canada's criminal laws and responses to family violence. This work helps to strengthen domestic and international law and policies pertaining to family violence. The **Public Health Agency of Canada** makes presentations on its work related to family violence to various visiting delegations from foreign governments (including, during this period, Japan, South Africa and Russia). The **Public Health Agency of Canada** also represents the Government of Canada on the Violence Prevention Alliance, an instrument created by the World Health Organization to promote the recommendations of its World Report on Violence and Health. **Health Canada** was also instrumental in facilitating the Canadian launch of this internationally significant report in Vancouver in 2003. **Status of Women Canada** monitors and participates in various international organizations and fora that address violence issues pertaining to women and the girl child. Building upon Canada's domestic policy work on Aboriginal women, **Status of Women Canada** also assisted in the preparations for Canada's participation in the United Nations Permanent Forum on Indigenous Issues, including preparing statements concerning violence against Aboriginal women. In response to an international demand for treatment programs for domestic violence perpetrators, the **Correctional Service of Canada** provided staff training and support for international partners to deliver the service's family violence prevention programs. Canada's participation at the international level works in two ways – Canadian efforts serve as models for international action, and Canada's international commitments serve to influence and strengthen Canadian responses to identified issues.

Highlights include the following:

- ▲ In May 2002, departments of the Family Violence Initiative were part of the Canadian delegation to the United Nations Special Session on Children. In April 2004, Canada's response, titled *A Canada Fit for Children*, was presented to the United Nations Special Session on Children.
- ▲ In January 2003, Canada presented its *Fifth Report to the Committee on the Elimination of Discrimination Against Women* (**Status of Women Canada, Department of Justice Canada**).
- ▲ In September 2003, Canada presented its *Second Report to the United Nations Committee on the Rights of the Child* (**Department of Justice Canada, Department of Health Canada and Department of Canadian Heritage**).
- ▲ Through its role as Vice-President of the Organization of American States Inter-American Commission of Women, Canada presented *Assessing Violence Against Women: A Statistical Profile* and distributed this document to all 34 countries involved in the Commission (**Status of Women Canada**).

## ▲ Expected Result:

---

**Enhanced prevention of and improved community response to family violence and the development and implementation of community activities to reduce family violence**

### Performance Results

#### Shelters and Shelter Enhancements

Under the Family Violence Initiative, **Canada Mortgage and Housing Corporation** administers the Shelter Enhancement Initiative, which provides capital funds to upgrade shelters. In certain circumstances, it also provides additional emergency units and second-stage housing where there is a service gap and where sponsors have obtained operating funding. This includes, for example, facilities in First Nations communities (on reserve).

In fiscal year 2002-2003, the overall Shelter Enhancement Initiative commitments were \$21.7 million. **Canada Mortgage and Housing Corporation's** Family Violence Initiative annual resource allocation in that year contributed to new shelter construction and shelter enhancements for women and children, youth and men affected by family violence and to addressing the needs of persons with disabilities who use these facilities.

#### *Specifically:*

- ▲ 27 new shelters (including 11 for youth and 5 serving Aboriginal communities) were approved at a cost of \$12.1 million, providing an additional 320 shelter spaces; and
- ▲ 132 existing shelters (including 11 for youth and 33 serving Aboriginal communities) were enhanced at a cost of \$9.6 million, improving 1,679 shelter spaces.

As well, through federal/provincial and federal/territorial cost-sharing arrangements, Newfoundland, Nova Scotia, New Brunswick, Quebec, Manitoba, Saskatchewan and the Northwest Territories provided an additional \$3.81 million for shelter construction and enhancement during this period.

In fiscal year 2003-2004, the overall Shelter Enhancement Initiative commitments were \$8.2 million. **Canada Mortgage and Housing Corporation's** Family Violence Initiative annual resource allocation in 2003-2004 contributed to new shelter construction and enhancements for victims of, and/or persons affected by, family violence.

#### *Specifically:*

- ▲ 12 new shelters (including one for youth and three serving Aboriginal communities) were approved at the cost of \$3.1 million, providing an additional 169 shelter spaces; and

- ▲ 65 existing shelters (including 14 for youth and 18 serving Aboriginal communities) were enhanced at the cost of \$5.1 million, improving 918 shelter spaces.

In addition, through federal/provincial and federal/territorial cost-sharing arrangements, Newfoundland, Nova Scotia, New Brunswick, Manitoba, Saskatchewan and the Northwest Territories provided an additional \$0.308 million for shelter construction and enhancement during this period.

**Canada Mortgage and Housing Corporation's** Research Program has continued to provide valuable information and insight for policy development on housing issues affecting victims of family violence. For example, a study of the experiences of children and youth in homeless families residing in emergency shelters helped to identify the space and service needs of this population and also evaluated the suitability of the available spaces and services. **Canada Mortgage and Housing Corporation** also undertook a study of how the Shelter Enhancement Initiative affects client services and housing conditions for women and children who reside in shelters. In addition, it documented "best practices" in addressing homelessness. One of the best practices studied is provided by a Native Women's Transition Centre that offers a safe and supportive home for Aboriginal women and their children who have experienced victimization either within their interpersonal relationships or as a result of systemic abuse. This centre also includes a transitional housing facility to provide safety for those who have experienced family violence.

The shelter component of **Indian and Northern Affairs Canada's** Family Violence Prevention Program provided approximately \$9.9 million in operational funding to 35 on-reserve shelters. These shelters assisted over 4,500 First Nations people in fiscal years 2002-2003 and 2003-2004.

**Indian and Northern Affairs Canada** also provided support to the National Aboriginal Circle Against Family Violence. This organization is comprised of approximately 40 First Nations emergency shelters and transition houses. The Circle aims to improve the dissemination of information about Aboriginal-specific family violence resources; increase analysis and reporting about the factors underpinning the need for Aboriginal-specific approaches to violence; enhance the capacity for family services delivery to Aboriginal peoples; and foster dialogue at the national and community levels.

### **Improving the Criminal Justice System Response**

Federal players in Canada's justice system – the **Department of Justice Canada**, the **Royal Canadian Mounted Police** and the **Correctional Service of Canada** – use a collaborative, interdisciplinary approach to address incidents of, and factors that contribute to, family violence. These departments and agencies work together and with their partners to refine criminal justice policies and protocols to address family violence and to develop tools to assess risk (**Correctional Service of Canada, Department of Justice Canada**) as well as tools to assist police in investigations and subsequent Crown prosecutions (**Department of Justice Canada, Royal Canadian Mounted Police**). They work with Aboriginal organizations and communities to develop culturally appropriate approaches to addressing family violence. These efforts have included the development of a National Action Plan for Family Violence in Aboriginal Communities (**Royal Canadian Mounted Police**) as well as culturally appropriate correctional programming for Aboriginal offenders (**Correctional Service of Canada**). The Canadian Association of Chiefs of Police National Forum on Family Violence, held in April 2003, provided an opportunity for a range of criminal justice, government and service delivery executives to exchange information about best practices to respond to family violence.

### ***Strengthening the legal framework***

During the reporting period, efforts to strengthen the legal framework to respond to family violence continued. The **Department of Justice Canada** worked closely with its provincial and territorial partners in continuing efforts to strengthen the criminal justice legal framework to address family violence. This included, for example, collaboration on an in-depth review of spousal abuse policies and legislation.<sup>70</sup> The results and recommendations of this study were presented to Federal/Provincial/Territorial Ministers Responsible for Justice (November 2002), the Canadian Chiefs of Police at their National Forum on Family Violence (April 2003), the Association of Family and Conciliation Courts 40th Anniversary Conference (May 2003), and the Department of Justice Canada National Victims of Crime Conference (November 2003). Collaboration to address criminal harassment within intimate partner relationships also resulted in the publication of a revised *Handbook for Police and Crown Prosecutors on Criminal Harassment*.<sup>71</sup> This handbook provides police, Crown prosecutors and other criminal justice professionals working with victims, with guidelines and tools to assist in the investigation and prosecution of criminal harassment cases. This work is helping to inform the dialogue on criminal justice reform concerning family violence.

**Citizenship and Immigration Canada** monitors and reviews the implementation of the new *Immigration and Refugee Protection Act* and accompanying regulations, which came into effect in June 2002. The legislation and regulations include provisions that will assist in the prevention and reduction of family violence. For example, the duration of family class sponsorship for spouses, common-law and conjugal partners was reduced from ten to three years in response to concerns that family violence may be aggravated by the dependency implied by sponsorship. As well, individuals who have been convicted of a sexual offence or an offence related to family violence are not eligible to become sponsors until a pardon is granted, or a period of five years has passed since the completion of their sentence.

In the area of refugee protection, the regulations also introduce a formal definition of “vulnerable” which strengthens Canada’s ability to protect women abroad in refugee-like situations who are at risk of violence. If a woman is found to be vulnerable, her refugee application may be eligible for expeditious processing and she would be exempt from having to demonstrate an ability to establish herself successfully in Canada.

### ***Criminal law review and reform***

The **Department of Justice Canada** continued its review and reform of criminal law related to family violence, particularly with respect to the protection of children from sexual exploitation. Bill C-15A, an omnibus bill that was proclaimed in July 2002, amended the *Criminal Code of Canada* to provide for new offences and amendments to existing provisions related to the sexual exploitation of children through the Internet. As a result of this bill, the maximum sentence for the offence of criminal harassment has doubled from five to ten years imprisonment for an indictable offence. Bill C-20, An Act to Amend the *Criminal Code* (protection of children and other vulnerable persons) and the *Canada Evidence Act*, was re-introduced as Bill C-12 and received First Reading in the Senate during the third session of Parliament. The proposed amendments to the *Criminal Code* and the *Canada Evidence Act* in Bill C-12 are intended to help safeguard children and other persons from sexual exploitation, abuse and neglect, and to better protect victims and witnesses in criminal justice proceedings. These amendments would enable Crown prosecutors to more easily address breaches of civil restraining orders granted to victims of domestic violence under provincial or territorial legislation and would provide greater clarity and consistency regarding testimony and the use of testimonial aids for victims and witnesses (including

those under 18 years of age as well as witnesses with a disability that makes communication difficult). As well, Bill C-12 would provide for the appointment of counsel to cross-examine criminal harassment victims (in place of cross-examination by self-represented accused) – regardless of the victim's age. Currently, this provision is only available to victims under 18 years of age.

### ***Improving the criminal justice response at the community level***

Communities play a key role in the criminal justice response to family violence. For example, many community organizations and groups undertake public awareness and education activities regarding family violence; others operate or contribute to the operation of services and supports for victims; still others operate services for offenders. The Family Violence Initiative supports communities in their work in various ways – in the development, implementation, testing and assessment of models, strategies and tools; and in its support for participatory research on community issues and evaluations of community responses.

Highlights over the past two years include the following:

- ▲ With support from the **Department of Justice Canada**, a national electronic communication linkage among sexual assault centres has been established. This link will help front-line legal educators, researchers and practitioners share information and help to identify the impacts and effectiveness of legislative reforms. In Saskatchewan, the **Department of Justice Canada** supported a survey of police-reported domestic violence cases in three sites (rural and urban). This survey will contribute to an evaluation of the police policies and procedures at these three sites. The Department also conducted a retrospective analysis of selected projects funded through the Family Violence Initiative from 1998-1999 to 2002-2003, which found that project funding contributed to knowledge development and capacity building, and that project products and results continue to be used well beyond the date of project completion.
- ▲ The **Royal Canadian Mounted Police** continued to undertake a wide range of activities and initiatives at the community level. These included participating in and/or providing training in the area of family violence; developing awareness programs built around key messages conveyed in pamphlets, booklets and videos; holding public community fora; contributing to publications such as newspapers, newsletters and journals; planning, organizing and participating in conferences on issues of violence and victimization; holding prevention workshops; participating in research projects; and serving on committees that deal with family violence issues. Many Royal Canadian Mounted Police members devoted their own time by participating on committees and in special events aimed at increasing awareness and reducing family violence in their communities.

### ***Public legal education***

In keeping with the goal of supporting the development and delivery of public legal education and information on family violence, the **Department of Justice Canada** administers the Public Legal Education and Information Program. Through this program, the Department provides financial support to national public legal education and information organizations to promote public awareness of family violence issues. This is accomplished primarily through developing, updating, printing, distributing and evaluating family violence public legal education and information publications and activities.



During the reporting period, this program also supported the development of family violence information materials, such as fact sheets, brochures and booklets, as well as training programs, workshops and fora tailored to the needs of different jurisdictions and communities of interest.

Highlights include the following:

- ▲ *The Hurting Times*, a pilot training program on elder abuse for peer advocates, was tested in three regions of Newfoundland. The goal of this program is to promote awareness and knowledge about elder abuse among health care professionals, older adults and the general public.
- ▲ *The Family Law and Family Violence Tool Kit*, a set of brochures and booklets that provide family violence service providers in Alberta with legal information, knowledge and capacity to meet client needs and deliver services, was developed and distributed.
- ▲ *The Intermediary Training Guide Pilot Project* is a resource designed to provide intermediaries working with victims of family violence the knowledge and skills needed to assist clients in accessing legal information and other resources within their communities.

The Department placed an emphasis on the development of materials for specific populations. For example, it supported the development of a special edition of the Provincial Innovations Program newsletter, which profiled issues related to the Abuse of People with Disabilities. It also supported the development and pilot testing of 60 new frequently asked questions (FAQs) on the abuse of older adults and the law. These FAQs are available on the Canadian Legal FAQs Web site.<sup>72</sup>

Regarding spousal abuse, the Department supported a two-day national forum, "Femmes francophones en situation minoritaire-solidaires dans la lutte à la violence faite aux femmes." This conference brought together key provincial and territorial representatives and service providers to address the issues of domestic violence pertaining to francophone women living in minority situations and resulted in an action plan for further activities.

In addition, **Citizenship and Immigration Canada** continues to provide orientation and educational materials about Canada's values, laws and expectations. These materials include a clear message that family violence in all its forms is against the law in Canada. Settlement organizations funded in whole or in part by **Citizenship and Immigration Canada** also continue to refer clients to community agencies and support services for assistance in addressing family violence issues.

### ***Criminal justice system training***

The **Royal Canadian Mounted Police** views family violence as a serious problem with potential risk to the safety of victims. There is also a risk to officers responding to these complaints. For example, investigating a spousal assault complaint requires protocols and careful planning. Often, police are called upon to resolve conflicts and defuse potentially violent situations. Accessing the knowledge, skills and tools to respond effectively in spousal assault incidents, being sensitive to victims' concerns, and using problem solving techniques are key. Such training is provided to all cadets as part of their basic training. Training is further supplemented by an educational tool, *Family Violence, Not a Private Problem* – a CD-ROM package that was recently updated.

Throughout their careers, **Royal Canadian Mounted Police** officers who are responsible for family violence investigations continue to receive professional development training on how to deal appropriately with cases of family violence, including implementation of the RCMP's procharging policy. During these investigations, the immediate and ongoing safety of the victim and children is of paramount concern to the RCMP. Members are required to provide the appropriate referrals on issues concerning safety, legal procedures and victim support services.

Recognizing the importance of community collaboration and partnerships, the **Royal Canadian Mounted Police** hosted workshops at various sites across Canada for officers and community partner agencies on topics such as relationship violence, elder abuse, case coordination, protocol development, intersectoral community action planning, and sexual assault investigations. In addition, the **Royal Canadian Mounted Police** delivered a Joint Investigation of Child Sexual Abuse Workshop to police and front-line partner agencies in Newfoundland. These workshops are valuable in developing a cooperative, coordinated response at the community level, which in turn enhances the quality of investigations and the resulting documentation when cases reach the judicial system. By involving members of the community, the **Royal Canadian Mounted Police** also forges working linkages that contribute to a sense of shared responsibility for addressing this issue and for ensuring the personal safety of a community's most vulnerable members.

The **Correctional Service of Canada** developed a one-day training package for parole officers to provide them with the supplementary knowledge and skills to appropriately manage the risks related to offender violence directed at an intimate partner. The training will commence in 2004-2005 and become part of the parole officers' development training. In addition, the Parole Officer Orientation Training has been updated to include a module about family violence.

#### ***Prevention and treatment – federally sentenced offenders***

Family violence prevention has remained a priority for the **Correctional Service of Canada**, with a focus on three elements: refining ways to systematically determine an offender's level of risk for family violence while incarcerated and when in the community; providing family violence prevention intervention through education and awareness workshops and treatment programs appropriate to the level of risk; and informed case supervision.

During fiscal years 2002-2003 and 2003-2004, the **Correctional Service of Canada** continued to use the Spousal Assault Risk Assessment (SARA) tool to assess an offender's risk for spousal violence and to identify factors to manage that risk. A computer-based training program for SARA was implemented in 2002-2003. As of March 2004, 591 staff had successfully completed the standardized training. The Service's policies related to risk assessment for family violence at intake, prior to release and during community supervision were also reviewed in spring 2004 to ensure that these policies are consistent in addressing family violence.

During the reporting period, the **Correctional Service of Canada** provided family violence prevention interventions to a total of 2,195 male federal offenders, including some programs and services geared exclusively to Aboriginal offenders.

The **Correctional Service of Canada** delivers two internationally accredited programs for male federal offenders – the High Intensity Family Violence Prevention Program and the Moderate Intensity Family Violence Prevention Program – at multiple sites across the country. During the reporting period, a total of

217 offenders participated in the High Intensity Program and 518 offenders participated in the Moderate Intensity Program. The **Correctional Service of Canada** also built extensive capacity to deliver these programs, training a total of 84 correctional staff from federal correctional sites across Canada. In response to a growing demand for these treatment programs from other jurisdictions, the **Correctional Service of Canada** has established memoranda of understanding with international partners to deliver the programs. A total of 70 correctional personnel from Sweden, England and the United States have taken part in this training. Correctional personnel from the Northwest Territories were also trained.

In 2002, the British Columbia Institute Against Family Violence commenced a two-year, comprehensive evaluation of the High and Moderate Intensity Programs. A total of 572 participants from institutional and community sites took part in the evaluation. The evaluation found that participants were able to demonstrate treatment gains (as evidenced by both self-report and observer ratings). For the most part, parole officers reported that participants on their case loads had reduced their negative attitudes and behaviours. Moreover, parole officers were optimistic that program participants would be less likely to commit spousal violence in the future. The evaluation also included a six-month follow-up study in the community. This study compared program participants on release with a comparative group of 86 offenders on release who had not participated in treatment. It found that untreated offenders were significantly more likely than treated offenders to recommit spousal and other forms of violence.

During fiscal year 2003, the **Correctional Service of Canada** developed an Aboriginal High Intensity Family Violence Prevention Program, based on a delivery model developed in consultation with Aboriginal and non-Aboriginal treatment program experts and approved by Aboriginal elders. This program emphasizes the development of skills and pro-social, non-abusive attitude change and reflects the teaching, traditional and cultural values of Aboriginal peoples. Correctional program officers, elders and psychologists have been trained in the program and it was piloted to a group of nine offenders in 2004. The program is being revised based on feedback, and the next training and delivery was scheduled for fall 2004.

In addition to these federal initiatives, the **Department of Justice Canada** is supporting the development and operation of a three-year pilot project of a culturally appropriate spousal abuse counselling program for abusers in Rankin Inlet, Nunavut. This pilot project is being undertaken in response to the community's call for an alternative to jail. In addition, it provides counselling for the victim(s) and their families, as well as community outreach and education.

Regarding federally sentenced women, the **Correctional Service of Canada** conducted a preliminary literature review and file review study of spousal violence. The file review found that 15% of federally sentenced women are reported to have perpetrated intimate partner violence. In fiscal year 2004-2005, a further study will examine the motivations for violence and the interpersonal context in which this violence occurred. This information will be used to guide the development of a treatment intervention.

## Strengthening the Community Response to Preventing Family Violence

During the reporting period, the Family Violence Initiative placed considerable emphasis on facilitating community efforts to address family violence. Supporting Aboriginal peoples in their efforts to address family violence within their communities was a strong focus.

Highlights included the following:

- ▲ **Department of Canadian Heritage** – The Aboriginal Women's Program invested approximately \$641,426 in more than 23 community-based projects. These projects carried out research for the development and implementation of Aboriginal models for addressing family violence. They also supported workshops and seminars that blended traditional Aboriginal concepts and cultural teachings with contemporary educational approaches to help women identify abuse issues, to raise community awareness and to develop assessments of strategic plans regarding family violence. The identification of community project priorities remains at the discretion of the communities themselves.
- ▲ **Indian and Northern Affairs Canada** invested approximately \$6.6 million in over 350 family violence projects at the community level. These projects utilized an educational approach to address family violence, through public awareness campaigns, workshops and seminars. It is also developing a National Standards and Guidelines Manual for Family Violence Prevention Programs.
- ▲ **Status of Women Canada** supported the work of Aboriginal women in their efforts to address family violence, including a Native Women's Think Tank on these issues undertaken by the Ontario Native Women's Association. In 2003, **Status of Women Canada** also funded the Aboriginal Women Against Violence Everywhere (AWAVE) initiative, a coalition of five Aboriginal women's organizations (Aboriginal Nurses Association of Canada, Femmes autochtones du Québec, National Aboriginal Circle Against Family Violence, Native Women's Association of Canada and Pauktuutit Inuit Women's Association) to list and summarize research findings that focus on Aboriginal women's experiences and to assess the tools used by First Nations, Métis and Inuit women's shelters. Research summaries, tool assessment results, information on best practices, and lessons learned will be shared.
- ▲ In 2002, the **Department of National Defence** established the Canadian Forces Family Violence Advisory Committee. Reporting to the Assistant Deputy Minister, this committee oversees all family violence prevention and intervention activities within the Canadian Forces. The committee is comprised of representatives from the military health services, the chaplaincy, police services, and the family resources directorate, as well as external experts. In keeping with the Canadian Forces' commitment to enhance its response capability to family violence incidents, in 2002-2003 and 2003-2004 training sessions were held with military police, social workers, chaplains and family resource centre staff. In addition, as part of the Department's Strengthening the Forces Health Promotion Program, an environmental scan and literature review of family violence issues was completed. This information will be used in the development of the Canadian Forces' Family Violence Awareness Program.

## ▲ **Expected Result:**

---

### **Increased public awareness of family violence issues and reduced tolerance for family violence**

#### **Performance Results**

##### **Refining Information Dissemination Strategies**

###### ***National Clearinghouse on Family Violence***

On behalf of the Family Violence Initiative, the National Clearinghouse on Family Violence (NCFV) disseminates Canadian information materials on family violence and provides information on activities that have been supported by the Family Violence Initiative. The NCFV addresses a key component of the Family Violence Initiative mandate: informing Canadians about a broad range of family violence issues by identifying gaps in knowledge and materials and undertaking to obtain or develop specific resources. It obtains expert advice and feedback on emerging issues and information needs in order to ensure that its resource collection is relevant and directed at intended audiences in appropriate ways.

The NCFV's primary users include health and social service providers, criminal justice personnel, educators, media representatives, government officials, and members of the general public. They are offered several methods by which to access information and resources, including on-site "walk-ins," local and toll-free telephone lines, facsimile, mail and e-mail, a TTY phone line and a Web site.

The toll-free line is an important mechanism for facilitating direct public access to information. Although its usage has decreased slightly in recent years as requests submitted via the web have increased, the toll-free telephone access remains an effective means of interface with the public, accounting for almost half of the requests received.

Among its information dissemination activities, the NCFV provides a resource collection of more than 140 reports, overview papers, discussion papers and handbooks on the issue of family violence in Canada.<sup>73</sup> For example, the NCFV updates and disseminates a series of six national directories listing various programs and services that are offered to both victims and perpetrators of family violence.

The series includes:

- ▲ Transition Houses and Shelters for Abused Women in Canada
- ▲ Canada's Treatment Programs for Men Who Abuse their Partners
- ▲ Directory of Services for Adult Survivors of Child Sexual Abuse
- ▲ National Inventory of Treatment Programs for Child Sexual Abuse Offenders

- ▲ Directory of Services and Programs for Older Adult Victims of Family Violence
- ▲ Programs and Services for Men Who Are or Have Been Victims of Violence

Targeted mailings of newly released publications to key organizations also occur throughout the year. For example, the newsletter, *Sharing Information and Solutions*, which highlights emerging issues, upcoming events and the most recent Family Violence Initiative resources available through the NCFV, is disseminated biannually to clients and stakeholders across Canada and abroad.

From April 2002 through March 2004, **Health Canada** developed overview papers, reports, discussion papers, a catalogue and two newsletters for distribution through the NCFV. These publications included both new and updated resources on topics such as dating violence, family violence and people with intellectual disabilities, intimate partner abuse against men, abuse in gay male relationships, the health effects of family violence, and abuse in long-term care institutions. The NCFV also added several key reports from member departments to its collection, including the 2002 and 2003 editions of *Family Violence in Canada* (**Statistics Canada**), results of research on the experiences of girls and young women with violence (conducted by the Alliance of Five Research Centres on Violence and funded by **Status of Women Canada**), the *Final Report of the Ad Hoc Federal/Provincial/Territorial Working Group Reviewing Spousal Abuse Policies and Legislation* (**Department of Justice Canada**), a report on the abuse of seniors that was prepared by the National Advisory Council on Aging (**Health Canada**), and a pamphlet on effective forms of non-physical discipline of children (**Health Canada** and **Department of Justice Canada**).

In addition to its publications, the NCFV disseminates information materials through its comprehensive library reference collection and its capacity for online bibliographic searching of approximately 11,000 books, periodicals and videos on family violence. During the fiscal years 2002-2003 and 2003-2004, the NCFV expanded and updated this library reference collection, which is housed in the **Health Canada** departmental library. It invested approximately \$45,000 in new monographs and serials for the collection. In addition to yearly subscriptions to 40 periodicals, 245 books were added to the collection. The **Health Canada** departmental library, which provides circulation services and absorbs many of the operating costs for the NCFV reference collection (inter-library loan, on-line search tools, floor space, etc.), circulated 441 items in fiscal year 2002 - 2003 and 444 items in fiscal year 2003-2004. (These figures capture only those items that are physically checked out and do not include items accessed via the internet or consultations provided on-site.)

The NCFV also provides access to more than 100 videos on family violence that are available from partner public libraries across the country in collaboration with the National Film Board of Canada (NFB). During the two fiscal years of 2002-2004, the NCFV added 22 videos to its collection (on such topics as the abuse of older adult women; child sexual exploitation; family violence against immigrant women; girls and aggression; and the abuse of people with disabilities). Videos are effective public education tools and are frequently incorporated into workshops, courses and public education sessions to facilitate discussion. This partnership with the NFB puts information directly into the hands of staff of community agencies, educators and members of the public, for whom videos might often be too expensive to purchase.

The NCFV also provides a referral and directory service to help connect individuals with resource people and organizations that respond to family violence. This service fosters information exchange and better client understanding of options for prevention, protection and treatment.

Effective dissemination strategies are key to ensuring that research findings and information on emerging best practices in treatment and prevention are widely known. In recent years, the NCFV Web site – which provides a link to the library reference collection and online bibliographic search engine, as well as links to all Family Violence Initiative partner departments, the Canadian Health Network and various related organizations – has been a key point of access for Canadians. According to a recent Web Log Analysis Report, the site had more than 740,000 visits in 2003. Clients can also download all NCFV publications directly from the Web site or make requests for hard copies of the publications through the site. Web site and e-mail requests have been steadily increasing and are currently the most popular method of requesting materials. By the end of fiscal year 2003-2004, they accounted for 50% of all client requests to the NCFV.

Resources disseminated by the National Clearinghouse on Family Violence are available free of charge in English and French. Selected publications are available in other languages as well and in alternate formats, such as braille and audio cassette, on request.

### **Engaging Communities in Public Awareness**

During the fiscal years 2002-2003 and 2003-2004, there have been continuing efforts to support communities in their efforts to build public awareness of family violence, with a particular focus on specific populations. Many of these efforts have been noted previously in this report. In addition, in response to a recommendation made in a recent evaluation of its program, the Multiculturalism Program of the **Department of Canadian Heritage** initiated multi-year funding for community projects with its partners to build capacity, improve the coordination of media projects and promote the sharing of lessons learned and best practices to address family violence. In 2002-2003, four five-year partnership agreements were developed with COSTI Immigrant Services (\$519,151.00), Shield of Athena Family Services (\$406,790.00), Vancouver and Lower Mainland Multicultural Family Support Services Society (\$312,066.00), and People's Law School (\$231,200.00) to develop family violence prevention projects. These projects will involve building new partnerships and expanding outreach, using ethnic media (television, radio and print); advancing French as a Second Language program development; conducting research; and undertaking communication and dissemination planning.

## ▲ Conclusion

---

In the past two fiscal years, the Family Violence Initiative has continued to play an important role in efforts to prevent and respond to family violence. The Initiative will continue to work together with its partners to advance collective public policy and programming related to family violence, with an ongoing emphasis on addressing emerging issues, including the needs of specific populations. These efforts will be in keeping with the federal role and responsibilities for addressing family violence and will be multidimensional and intersectoral in nature. Progress made in strengthening both the mechanisms and forms of horizontal management will be extended in the coming period – both interdepartmentally within the membership of the Initiative, and intergovernmentally through provincial and territorial partners.

The Initiative will pursue possibilities to enhance collaboration. This will include exploring expansion of the active federal membership of the Initiative, as well as identifying opportunities for interdepartmental cost-sharing on projects of collective interest. The Family Violence Initiative – Provincial/Territorial information sharing meetings (including the valuable cross-fertilization that has resulted from them) have been particularly successful. The Initiative will continue to pursue opportunities for practical collaboration with provincial and territorial partners. These efforts will further enhance the value of the Initiative's provincial/territorial relationships as a key element of the Family Violence Initiative approach.

The Initiative will also work to enhance both the quality and practical utility of new information resources distributed by the National Clearinghouse on Family Violence. Efforts will be undertaken to ensure that products continue to be responsive to the prevention and intervention needs of service providers as well as informative to policy development at all levels of government.

Over the next fiscal year (2004-2005), the Family Violence Initiative will finalize and implement its Results-based Management and Accountability Framework. This instrument will offer a new mechanism through which the Initiative's performance will be measured, evaluated and reported. The evaluation strategy will be based on collaboration among member departments and will facilitate evidence-based decision making. Future reporting to central agencies will be undertaken in accordance with this framework.

The Initiative maintains its earlier conclusion that it should retain the essential program directions that flow from the mandates of its members. It is expected that the momentum gained in these past two years will fuel a continued qualitative improvement in the effectiveness of interdepartmental efforts.



## ▲ Appendix A

---

### Family Violence Initiative: Member Departments and their Mandates

- ▲ **Canada Mortgage and Housing Corporation** delivers the Shelter Enhancement Initiative to provide funding for repairs and enhancements and in certain circumstances provides capital funding for new emergency shelters and second-stage housing.
- ▲ The **Department of Canadian Heritage** supports prevention projects for Aboriginal women off-reserve and prevention activities for non-English/French speaking Canadians and conducts research and evaluation activities.
- ▲ **Citizenship and Immigration Canada** promotes awareness of family violence issues through citizenship and immigration policies and programs.
- ▲ **Correctional Service of Canada** addresses offender family violence issues through research, treatment programs and staff training.
- ▲ The **Public Health Agency of Canada** carries out research on the population health consequences of family violence, develops resources and promotes policies, programs and projects that contribute to family violence prevention. Serving as the Family Violence Initiative secretariat, **Leadership/Coordination** staff in the Agency oversee the collection of information to support reporting; facilitate horizontal activities in partnerships among Family Violence Initiative departments and with other federal initiatives, provinces, territories and non-governmental organizations; and maintain records of decisions and accomplishments.
- ▲ **National Clearinghouse on Family Violence** collects, develops, and disseminates, to professionals and the public, knowledge gained from data collection, departmental research and the National Clearinghouse on Family Violence's own resource development activities. It provides access to a comprehensive range of professional resources, referrals and an extensive bibliographic reference collection.
- ▲ **Human Resources and Skills Development Canada** collects and disseminates data and research findings on abused and/or vulnerable children, assists victims of abuse in changing identities, and supports the development of transition homes.
- ▲ **Indian and Northern Affairs Canada** supports culturally appropriate prevention and protection services for First Nations children and families resident on reserve, in accordance with the legislation and standards of the province or territory of residence. The anticipated result is a reduction in family violence and a more secure and stable family environment for children on-reserve.

- ▲ The **Department of Justice Canada** reviews, researches and reforms criminal legislation and policy; funds community-based family violence projects; and provides public legal education and information support on family violence issues.
- ▲ The **Department of National Defence** promotes awareness of family violence issues, supports programming aimed at the stressors often associated with family violence and provides support, counselling and referral services for members and families who are victims of family violence.
- ▲ The **Royal Canadian Mounted Police** supports community-based workshops on victims' issues, sexual assault, and relationship violence, and assists communities in using problem-solving approaches to family violence and delivers training to its members.
- ▲ **Statistics Canada** works to improve the availability of national level data on the nature and extent of family violence.
- ▲ **Status of Women Canada** supports initiatives that lead to systemic changes and alternative, long-term prevention strategies.

## ▲ Appendix B

---

### Family Violence Initiative: Coordination Mechanisms

#### Federal: Interdepartmental

##### Family Violence Initiative Directors General Steering Committee

- ▲ Supports, advises and gives direction to the Interdepartmental Working Group

##### Family Violence Initiative Interdepartmental Working Group

- ▲ Manages the Family Violence Initiative

##### Family Violence Initiative Interdepartmental Evaluation Working Group

- ▲ Coordinates reporting requirements for the Family Violence Initiative

#### Ad Hoc Groups

##### Family Violence Initiative Results-based Management and Accountability Framework Working Group

- ▲ Develops the draft Results-based Management and Accountability Framework

##### Family Violence Initiative Interdepartmental Research Working Group

- ▲ Coordinates the Family Violence Initiative research activities

Some departments also have coordinating mechanisms for their respective activities. In addition, member departments of the Family Violence Initiative address related issue activities through mechanisms such as the Interdepartmental Working Group on Female Genital Mutilation, the Interdepartmental Working Group on Trafficking in Persons, the Federal/Provincial/Territorial Working Group on New Identities for Victims in Life-threatening Relationships (NIVA), and the Metropolis Project.

## Family Violence Initiative: Federal/Provincial/Territorial Mechanisms

### Federal/Provincial/Territorial Ad Hoc Working Groups

- ▲ Address issues of mutual concern (e.g., criminal law reform, national data collection, public awareness) (established as required) for example, the mandate of the Ad Hoc Federal/Provincial/Territorial Working Group Reviewing Spousal Abuse Policies and Legislation is to review the status and effects of the spousal abuse police charging and prosecutorial policies implemented across the country since 1983, as well as review a number of proposed legislative reforms.

Family violence issues intersect with and are addressed through many other FPT mechanisms associated with other strategies and initiatives and through FPT ministerial mechanisms such as meetings of ministers responsible for sector or population specific issues, including the Status of Women, Justice, and Health. In addition, the Family Violence Initiative departmental officials meet collectively each year with their provincial and territorial counterparts.

### *Other Mechanisms that include External Members*

#### **National Clearinghouse on Family Violence Advisory Committee**

- ▲ Advises National Clearinghouse on Family Violence on strategic direction

#### **National Multiculturalism Program Family Violence Advisory Committee**

- ▲ Led by the Department of Canadian Heritage, advises and assists in the delivery of Multiculturalism Program family violence prevention activities for ethnocultural communities

Departments consult and partner with a range of external players and frequently establish working committees.

## ▲ Endnotes

---

1. The *Year Five Report* is available on the National Clearinghouse on Family Violence Web site.
2. For ease of reference, the departments, agencies and corporations are collectively referred to as departments in this report. All of the member departments, except the Department of National Defence, which rejoined the Family Violence Initiative in 1998-1999, are signatories to the *Family Violence Initiative Accountability Framework* and to the *Reporting Framework* established in 1997-1998.
3. EKOS Research Associates, *Public Attitudes Toward Family Violence: A Syndicated Study – Final Report* (Ottawa: EKOS Research Associates, 2002).
4. Statistics Canada, Canadian Centre for Justice Statistics, *Family Violence in Canada: A Statistical Profile 2004*, edited by Jodi-Anne Brzozowski (Ottawa: Statistics Canada, 2004, Cat. No. 85-224-XIE), p. 5.
5. *Ibid.*, p. 35.
6. Spousal violence refers to violence committed by legally married, common law, separated and divorced partners.
7. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2004*, p. 5.
8. *Ibid.*, p. 5.
9. *Ibid.*, p. 5.
10. *Ibid.*, p. 6.
11. *Ibid.*, p. 7.
12. Statistics Canada, Canadian Centre for Justice Statistics, *Family Violence in Canada: A Statistical Profile 2003*, edited by Holly Johnson and Kathy AuCoin (Ottawa: Statistics Canada, 2003, Cat. No. 85-224-XIE), p. 8.
13. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2004*, p. 5.
14. *Ibid.*, p. 9.
15. *Ibid.*, p. 9.
16. *Ibid.*, p. 9.
17. *Ibid.*, p. 10.

18. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2003*, p. 11.
19. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2004*, p. 35.
20. *Ibid.*, p. 35.
21. *Ibid.*, p. 35.
22. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2003*, p. 11.
23. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2004*, p. 36.
24. *Ibid.*, p. 36.
25. *Ibid.*, p. 36, citing M. Dawson, *Examination of Declining Intimate Partner Homicide Rates: A Literature Review* (Ottawa: Justice Canada, Research and Statistics Division, 2001), and V. Pottie Bunge, "National Trends in Intimate Partner Homicides, 1974-2000," *Juristat*, Vol. 22, No. 5 (Ottawa: Statistics Canada, Cat. No. 85-002-XIE).
26. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2004*, p. 16.
27. *Ibid.*, p. 16.
28. *Ibid.*, p. 17.
29. *Ibid.*, p. 17.
30. *Ibid.*, p. 18.
31. *Ibid.*, pp. 17–18.
32. *Ibid.*, p. 17.
33. *Ibid.*, p. 19.
34. *Ibid.*, pp. 19–20.
35. *Ibid.*, p. 20.
36. *Ibid.*, p. 21.
37. *Ibid.*, pp. 21–22.
38. *Ibid.*, p. 41.
39. *Ibid.*, p. 41.
40. *Ibid.*, p. 43.

41. *Ibid.*, p. 26.
42. "Older adults" refers to persons 65 years of age and older.
43. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2004*, p. 30.
44. *Ibid.*, p. 26.
45. *Ibid.*, p. 27.
46. *Ibid.*, p. 29.
47. *Ibid.*, p. 27.
48. *Ibid.*, p. 28.
49. *Ibid.*, p. 27.
50. *Ibid.*, p. 27.
51. *Ibid.*, p. 45.
52. Statistics Canada, Canadian Centre for Justice Statistics, *A Profile of Criminal Victimization: Results of the 1999 General Social Survey* (Ottawa: Statistics Canada, Cat. No. 85-553-XIE), p. 11.
53. National Clearinghouse on Family Violence, *Health Effects of Family Violence* (Ottawa: Public Works and Government Services Canada, 2003), pp. 1–4.
54. *Ibid.*, pp. 1–4.
55. Canada Mortgage and Housing Corporation, "Family Homelessness: Causes and Solutions," *Research Highlights*, Socio-economic Series, July 2003, 03-006, p. 4.
56. Domestic Violence Death Review Committee, *Annual Report to the Chief Coroner: Case Reviews of Domestic Violence Deaths, 2002*, available on-line through the Government of Ontario's Chief Coroner's Web site at [www.mpss.jus.gov.on.ca/english/publications/comm\\_safety/DVDRC\\_Report\\_2003.pdf](http://www.mpss.jus.gov.on.ca/english/publications/comm_safety/DVDRC_Report_2003.pdf).
57. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2003*, pp. 38–40.
58. *Ibid.*, pp. 25–29.
59. Some shelters also provide some services to men abused by their family.
60. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2003*, p. 47.
61. *Ibid.*, p. 48.

62. *Ibid.*, pp. 47–48.
63. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2004*, pp. 11, 19, 53–75.
64. Statistics Canada, *Family Violence in Canada: A Statistical Profile 2003*, pp. 52–53.
65. *Ibid.*, p. 60.
66. Department of Justice Canada, *A Program Manager's Guide to Performance Measurement and Evaluation*, available on the Department's Web site under Programs and Services, Family Violence, Publications, at [www.canada.justice.gc.ca/en/ps/fm/index.html](http://www.canada.justice.gc.ca/en/ps/fm/index.html).
67. The Family Violence Prevention Program evaluation is being reviewed by Indian and Northern Affairs Canada.
68. Federal/Provincial/Territorial Ministers Responsible for Status of Women, *Assessing Violence Against Women: A Statistical Profile*, December 2002, available on the Status of Women Canada Web site under Publications at [www.swc-cfc.gc.ca/pubs/0662331664/index\\_e.html](http://www.swc-cfc.gc.ca/pubs/0662331664/index_e.html).
69. Department of Justice Canada, *Final Report of the Ad Hoc Federal/Provincial/Territorial Working Group Reviewing Spousal Abuse Policies and Legislation*, October 2004, available on the Department's Web site at [www.canada.justice.gc.ca/en/ps/fm/fpta.html](http://www.canada.justice.gc.ca/en/ps/fm/fpta.html).
70. *Ibid.*
71. Department of Justice Canada, *A Handbook for Police and Crown Prosecutors on Criminal Harassment*, March 2004, available on the Department's Web site at [www.canada.justice.gc.ca/en/ps/fm/pub/harassment](http://www.canada.justice.gc.ca/en/ps/fm/pub/harassment).
72. The Web site address is [www.law-faqs.org](http://www.law-faqs.org).
73. A catalogue profiling the NCFV's publication collection is available on-line through the NCFV Web site.