

Minister of National Health  
and Welfare



Ministre de la Santé nationale  
et du Bien-être social

15 XI 1991

Ms. Patricia Lowe  
Chairperson, Proposal Committee  
The Society of Friends  
Against Family Violence Inc.  
Box 1625  
Inuvik, Northwest Territories  
XOE 0T0

Dear Ms. Lowe:

Thank you for your letter dated October 1, 1991, and your proposal concerning the establishment of a Regional Shelter for the victims of family violence in Inuvik.

Since the nature of your request relates to the establishment of a shelter, I have forwarded your documentation to the Honourable Elmer MacKay, Minister of Public Works and Minister responsible for the Canada Mortgage and Housing Corporation, asking him that officials from his Department contact you as soon as your project has been reviewed.

With every best wish.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Benoit Bouchard". The signature is stylized with a large initial "B" and a long horizontal stroke.

Benoit Bouchard

c.c. The Honourable Elmer MacKay, P.C., Q.C., M.P.



Northwest  
Territories Minister of Health

NOV 18 1991


Mr. Dave Hanson,  
President,  
Friends Against Family Violence,  
Box 1625,  
Inuvik, N.W.T.,  
XOE 0T0.

Dear Mr. Hanson:

Thank you for forwarding excerpts from the Proposal, "Delivering Support Services to Victims of Spousal Assault". The information has been passed on to the Community Health Division.

As I indicated in my letter of September 25, 1991 to Ms. Marja van Nieuwenhuyzen, the Department supports, in principle, the need to establish such a shelter in Inuvik.

Yours sincerely,



Nellie J. Cournoyea,  
Minister.

cc: Marja van Nieuwenhuyzen

**DELIVERING SUPPORT SERVICES TO VICTIMS OF SPOUSAL VIOLENCE:**

**THE INUVIK REGIONAL SHELTER**

**An Operational Funding Proposal**

**Friends Against Family Violence Society**

**Inuvik, NWT  
August 1991**

DELIVERING SUPPORT SERVICES TO VICTIMS OF SPOUSAL VIOLENCE:

THE INUVIK REGIONAL SHELTER

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I

OVERVIEW AND THE PROBLEM OF  
SPOUSAL VIOLENCE

## I Overview and Statement of the Problem

It is only within the last twenty years in North America and Europe that organized services for battered women and children have been available at the level of the local or regional community. The 'second wave' of the feminist movement and the women's movement in general have played a large part in raising political consciousness about the structural plight of women in the advanced industrial societies. It is these movements that are almost singularly responsible for the organization of drop-in centres, information networks, public awareness, social legislation, and refuges for women in most communities within these societies.

A common thread running throughout the work of these movements concerns the systemic and incidental victimization of different classes of women in the economic, employment, domestic, social-emotional, and physical relations with dominant society. Feminist and non-feminist responses to systemic discrimination of women by major institutions in industrial society have taken on many different forms that range from lobbying, protests, information, research and teaching roles to the actual building of organizations by women for women to remedy needs and interests unaddressed by society's service and helping institutions. From a period beginning in the mid 1960's women themselves have formed alliances in the different societies to design and operate institutions that contribute to their political, social, and economic solidarity and to their physical safety and well-being. In latter years this organization building has brought together women of different colour, class, language and culture who ever more frequently participate in programs and projects that express the global and the particular nature of women's struggles in the first and the third world societies.

An urgent and pervasive issue that unites middle class, working class and visible minority women in Canada, for example, is that of violence to women. Domestic relations that have the effect of placing women in a subordinate role culturally, emotionally, physically and economically often leave women in a state of absolute dependency in a marital or common law situation. As this had become a generalized relationship for women with regard to most institutions in our society early concrete efforts by women's groups concentrated on providing refuges and physical shelters for the immediate safety and security of many women. From these early efforts of the 1970's a pool of knowledge, expertise, and experience has built up in North America and Europe concerning the setting up and operation of different types of shelters.

Early precedents in the United Kingdom by women's societies were drop-in or information centres that received women as walk-in clients. Typically, the women who used these services were physically and emotionally abused and often were financially

destitute. A recognition arose within these groups that longer term refuges or shelters were required to deal with the severity of the experiences that these women had undergone. Because the victimization of these women was understood to be endemic and chronic throughout the society so the degree of care and support required for these women to regain self-sufficiency and self-respect would also need to be long term and secure. A secure, safe house designed exclusively for women where peer support, counselling and advocacy was available was seen to be necessary. Similar movements occurred in Canada and the United States about the same time each of which recognized that total shelters or houses devoted to the front-line problem of spousal abuse were essential features in the broader spectrum of initiatives for women's solidarity and full participation in the life of the society.

Projects in the metro Toronto and Greater Vancouver areas in the early 1970's were the first to establish shelters and later transition houses that specifically housed women and children as victims of family violence. Larger centres in the prairie and maritime regions followed with similar projects over the next ten years. By this time a number of women's shelters had also been established in the communities of northern Canada.

The recognition of spousal abuse, wife battering, or family violence as a social phenomenon of significance and worthy of intervention is a fairly recent development. The policing, social work, medical and allied research communities had only begun to use the vocabulary of child abuse and family violence by the mid 1960's. Studies and other applied research that was initiated during the mid 1970's in the large Canadian cities began to document and characterize family violence as a social problem. Estimates produced in a 1976 study by the United Way in Vancouver suggested that at least 4500 incidents of spousal violence occurred within one year.

There are a number of theories of spousal violence or battering that have developed over the last ten years. Each approach to understanding spousal violence differs in the group of factors it selects to explain this violence. Some approaches emphasize the primacy of alcohol use or cultural and economic factors or predispositions within the abuser as determinants of what occurs between spouses. All of the theoretical approaches, however, recognize that spousal battering is an historical phenomenon of long standing in many of the western societies. In these countries battering or the prerogative to batter has been documented since the nineteenth century. Whether the approach to understanding battering is of the genetic, economic, social psychological, or environmental or wholistic variety each perspective is in basic agreement that:

The use of physical (or psychological) force against wives should be seen as an attempt on the part of the husband to bring about a desired state of affairs. It is primarily purposeful behaviour and not the action of deviant or unusual families... Rather, men who assault their wives are actually living up to cultural prescriptions that are cherished in Western society - aggressiveness, male dominance, and female subordination - and they are using physical (or psychological) force as a means to enforcing that dominance... (Ultimately) the social world (and the phenomenon of spousal violence) can be understood only by exploring human behaviour in the settings in which it occurs.

(Dobash and Dobash, 1979)

The essence, then, or common ground of the different approaches to the problem is that spousal violence is the consistent perpetration of physical, psychological and social dominance and dependence by one spouse upon another.

This phenomenon is not restricted to southern or urban Canada but is as prevalent across the Northwest Territories. It is clear from different social indicators that spousal violence is a recurrent and self-perpetuating problem. The abuser typically re-offends and the abused typically becomes a victim time and again before significant intervention takes place. The use of alcohol, the displacement of cultural identity, social dislocation, and poverty do not necessarily contribute directly to spousal violence but are often situational accompaniments to acts of violence as is suggested by the work of (Dobash and Dobash, 1979) and others.

The depth of the problem in the North appears to be significant. The 1986 Task Force on Spousal Assault for the Government of the Northwest Territories suggests that the incidence of assaults in the North is at least as high and conceivably significantly higher than in most rural areas of Canada; that is, an incidence of greater than one woman in four who is involved in spousal violence during any one counting period. A key issue with assessing the depth of the problem lies in the fact that so many incidents go unreported to the social service and other agencies. The 1986 Report estimates that between 10 to 30 % of spousal violence incidents actually are formally recognized. A number of northern communities are historically reluctant to mention or publicize that family violence and related substance abuses occur at all let alone the extent or frequency of these problems. Social and physical violence that has been a part of northern



communities for at least two generations can become internalized as typical behaviour for many residents. Women and children who grow up in these environments often experience violence as part of everyday life. As a result many women become "so demoralized, or afraid, that they are simply unable to leave their abusive spouse." (GNWT, 1986)

It is clear that spousal violence is not an isolated problem in any one region of society or culture. Different studies suggest that it is not simply an expression of economic or cultural or psychological frustration. Nor can it be divorced from parallel social abuses such as alcoholism and sexual abuse or the domination of traditional culture and society by external forces. All of these relations and factors combine in different historical forms with incidents of spousal violence. Because these problems interrelate in different ways with battering so the kinds of interventions that are effective will differ. Such responses will include amendments to social and criminal legislation as it affects offender sentencing; public and community education; in-service and pre-service training for allied professionals and other workers; and direct intervention programs in the way of emergency shelters, transition houses, in-house counselling and advocacy for victims and abusers.

In the North it is particularly important to have the concerted involvement of community persons, professionals and lay workers. Appropriate programs and intervention can only take place if perspectives on local spousal violence are grounded in the life experiences and awareness of residents, men and women. Meaningful short and long term solutions can be developed only to the degree that the problem is 'owned' and openly shared by the community. It is clear that women who may or may not have been victims will be at the heart of designing interventions for other women but a degree of public and professional acknowledgement, locally and regionally is essential if the deep trends of violence against women are to change. The experiences of those working in spousal abuse in the North after approximately ten years suggest that work with victims and their families best takes place as close to the home community as is possible; that intervention for abusers is of virtually equal importance; and that immediate refuge and security for victims of violence is always the first-line objective in any support program.

The provision of shelters or refuges for victims of spousal assault has had a somewhat mixed history over the period 1971 to 1991. Both in Europe and North America a plethora of types of organization have emerged to meet the needs of battered women. Unless a large degree of ownership by women for women in their shelter organization-building has occurred it has been

found that the kinds of services and support and the conceptions of distress that women as victims experience that lie behind these services have been less than valid. Further it has been found that victims' perspectives, life experiences and interests need to be incorporated as valid knowledge at all levels of service provision whether as program goals, shelter construction, or counselling formats.

In the twenty year period since the emergence of the first effective refuges for battered women two primary categories of shelter have appeared. These are commonly known as the first-stage and the second-stage shelter. First-stage shelters commonly act as front-line emergency facilities that are designed to handle the needs of women and their dependents who are in immediate crisis and who require secure shelter away from their homes. The duration of stay of women in the first-stage shelter is usually short term. Extensive programming does not usually occur for victims who are in these facilities. However, referral to other helping agencies usually occurs as an outcome of the first-stage and often will involve arrangements for the woman to enter a more comprehensive, second-stage shelter or transition house. The second-stage facility typically can take women residents for periods of up to four to six weeks. During this time women will work with facility staff on personal issues to do with psychological, interpersonal, financial, and employment concerns. Women will usually have both one-to-one counselling, group encounters, varieties of information, and conversation available to them. Personal development plans and the strategies to access different support networks will be formed for each resident during the second-stage.

First-stage or emergency shelters first appeared in a suburb of London, England in 1971. This type of shelter spread rapidly throughout major centres in the western societies. Second-stage shelters appeared after the growth of emergency shelters. Many communities had the beginnings of a transition house society within ten years of the first emergency shelters. Canada's first second-stage, transition facility, Munroe House, was set up in Vancouver in 1980. In the North, McAteer House in Yellowknife was operating as a second-stage facility by 1985. Sutherland House in Fort Smith provided second-stage services by 1987. First and second-stage shelters were developed by local societies throughout the North during the 1980's in such communities as Hay River, Fort Simpson, Rankin Inlet, Spence Bay, Iqaluit and Tuktoyaktuk. At present, the town of Inuvik is the only major Northern centre without either a first or second-stage shelter.

The provision of shelter services over the last twenty years has been subject to a variety of interests. Their organization and the local societies that sponsor them are affected by the larger context of support that surrounds them and by factors such as the

political consciousness level of the women involved; the social climate of the larger society; by local or regional public awareness; by particular cultural responses to the problem of spousal violence; by the level of available resources given over to women; and by the particular ideological interests of the group of women and others who organize the project. The program objectives, shelter design, and developmental expectations for the residents will vary between societies but more importantly for our purposes they will also vary within regions. Ideological differences between shelter societies can and do make a difference as to how the facility operates and what outcomes organizers and workers see as valid and satisfactory for the women residents.

A short survey study done by Russell (1990) argued that Canadian first and second-stage shelters could be identified as belonging to a series of types. She suggested that the diversity of shelter services and objectives could be better understood by classifying each facility as either protectionist or liberationist. Within these two categories shelters could be either a pure or legal sub-type and a moderate or radical sub-type, respectively. Such a typology while not meant to be concretely identical with actual shelter organizations does assist shelter society organizers in identifying their own value premises with regard to women's dependency; in formulating their developmental expectations for abused women; and in the means or procedures that will be organized and used in their local shelter to achieve these valued ends. Conceptions of shelters and the practices and outcomes of shelters for their residents differ in complex ways in each region of the country. Shelters are typically an expression of what is plausible locally which combined with the energies of interested shelter organizers define the core values and activities of the new shelter program.

Many Canadian shelters in urban and in Northern Canada assume more of the features of a protectionist type. Liberationist shelters are more often found in the very large centres and usually have been established during the earlier period of second-stage shelters. Survey data suggests that they are fewer in number. All second stage shelters offer some combination of individual counselling, group experiences, and informational/advocacy services. Protectionist as opposed to liberationist shelters will tend to differ according to the degree of proactive involvement expected of shelter residents in determining program content, activities, and goals. Liberationist forms emphasize the more explicit use of self-reflective or collaborative experiences that assist women in raising consciousness about their (women's) social and economic position in society. The accent in protectionist shelters is on making social, legal, and psychological information and services

available to residents while liberationist services accentuate collective and collaborative notions of self-help in which services and information are determined in concert with shelter workers and residents working together. Survey studies in different regions of northern and urban Canada have found that the primary concerns of victims of spousal violence have consistently been those of interpersonal and psychological support with informational services as secondary. The primary means of delivery for these concerns has been individual counselling and of conversations with house or shelter workers. Spousal victims have tended to prefer individual sharing and support sessions over group therapy sessions. It has been suggested that the diversity of life experiences and perspectives that individual residents bring to the shelter, particularly in the North, make deeply cohesive group processes more difficult to achieve, at times. Most shelters of different types, in Northern Canada, recognized the value of allowing women the choice to participate in shelter activities to the degree that was meaningful to them. To this extent shelters have been able to provide women with the resources to alter the relations of dependency with their spouses and build a different future for themselves.

From its origins in the feminist movement of the 1960's the role and place of a second-stage shelter or transition house are now coming to be seen amongst women's groups, social service agencies and other community helping organizations as indispensable parts of the social support network at local and regional levels. In the 1960's and early 1970's the advent of the emergency shelter met a discrete and acute need as awareness of women's victimization increased. The fact that more comprehensive shelter facilities would later emerge was not seen at the time by either women themselves, by government funding sources nor by other observers. By the mid 1980's it was clear that the second-stage transition house added a beneficial multiplier effect to the integration of all community helping agencies within the regional and local networks. The transition house in effect helped to enhance indirectly the work of family service agencies, employment development departments, treatment centres and other informal support groups as different agency workers got a sense of the bigger picture of the society, that affected their clients. In some locations, workers learned to co-ordinate more effectively their resources with other agencies and to begin to set the delivery of common program goals for their clients where practicable.

In seeking to establish a transition house in a major community such as Inuvik the Friends Against Family Violence Society have culled criteria and principles from a variety of studies, ongoing shelter operations, and the pool of research knowledge that has

been accumulating over a fifteen year period in urban and northern Canada. They recognize that:

1. successful implementation of a shelter facility and program begins with clear definitions by the society of a spousal violence prevention rationale, values, goals, short and longer objectives that are grounded in the realities of the Inuvik region
2. the Society rationale must be concretely linked to a set of working assumptions about physical and psychological violence and the family as it functions typically within this region
3. as a second stage shelter their facility must serve as a refuge for physically assaulted women whose needs for accommodation, security, food, and re-assurance are immediate
4. second-stage facilities must provide the opportunity for each woman to reflect and develop an effective point of view on her personal situation through counselling, group, and other activities
5. pragmatic assistance in the form of information, resource access and advocacy is essential for each woman who requires or asks for it if new self-perspectives are to have any probability of personal concrete success
6. second-stage shelters must take on primary possibility for the distribution and presentation of findings, data, and developments concerning spousal violence causes, trends, and interventions
7. the shelter facility personnel must be mandated to work faithfully and tirelessly to strengthen cross-community professional and clinical exchanges and to ensure that all plausible agency referrals are made on behalf of each woman resident to the extent of her agreement
8. an underlying principle of the second-stage facility operation is that the validity of programs, activities, work task, referrals and other assistance is ultimately determined by their contribution to the particular self-determination of each and every woman resident
9. consistent and meaningful follow-up over an extended period of all residents who have left the shelter, with personal contact in their home communities, is an essential responsibility of facility workers whether a client returns to a former relationship or begins a new life

10. since spousal violence is a problem that involves more than women or children as individuals an upshot of the facility program may be the promotion through other agencies of crisis services and self-help groups for other members of the woman's immediate family

The reality of family life in the Northwest Territories is that it is mostly conducted in smaller, rural communities that are isolated. It is clear that the same first and second-stage needs are present for women in these areas. Findings for the North indicate that while different kinds of family violence abound in most communities it is spousal battering that is predominant by a factor of 2:1. Isolation from vital support networks and alternative resources for women also intensifies the feelings of powerlessness that many women will experience. Is it likely, however, that each community can support a comprehensive, second-stage facility of the kind that has been profiled?

Each community whether large or small, because of the widespread nature of family violence, requires first-stage shelters that can house and provide emergency shelter and support for women within a reasonable but safe distance from their homes. But in the course of responsible intervention in most family violence situations second-stage support and counselling is necessary. Comprehensive facilities that can provide women with more staff attention and extended time with other women in similar circumstances is generally called for if battering incidents have become chronic. Often women may require sustained observation and care if they show signs of deep depression, suicidal tendencies, or chemical dependencies.

The alternative climate of a safe, stable environment in which women share and come to realize that they are not alone in the experiences they have undergone is a key space in which to learn about self and others. This common awareness that leads into a raised self-consciousness for house residents become building blocks for self-esteem, for acquiring or re-acquiring employable skills and for being able to address the world outside in very practical ways as a self-sustaining person. Second-stage facilities that anchor their work with other women in these ways become part of a chain of information, advocacy, and referral not only with all first-stage shelters within the region but also part of a longer chain that links one transition house to another at the level of ideas, influence, and mutual assistance between regions. Co-operation and idea-trading between transition houses in the Yellowknife or Fort Smith or Kitikmeot and Inuvik regions, for example, can lead to united front building that is highly effective for lobbying and for public education purposes. On occasion, women who have spent time in a home community shelter

may find the particular resources of a transition home out of region more appropriate. Without the knowledge, by workers, of other second-stage facilities elsewhere and the co-operation that this can bring the search for suitable support programs becomes even more difficult.

II

COMMUNITY SPOUSAL VIOLENCE:  
ASSESSING NEEDS



## II Spousal Violence and Community Perceptions of Need in the Northwest Territories

The 1986 Task Force on Spousal Assault commissioned by the GNWT developed a large number of pivotal recommendations with regard to the organization, sponsorship, and delivery of services to mitigate spousal violence. This Report and a number of regional studies that followed had some real impact upon organizing delivery at the local level in the years to come. After 1986, smaller communities in the North were influenced by this Report and by the sparking of public awareness to begin more local shelter projects. Typically, these local projects were first-stage emergency shelters but a number of shelter societies used this period of public and governmental interest to upgrade their operations to full-scale transition houses; most notably, the shelters that formerly existed in Fort Smith and in Yellowknife.

The Task Force recommendations on shelter design and operation were amongst the most ambitious from a program point of view and the most costly category of recommendations from a financial point of view; that is, the costs that would be incurred from a capital and operational level should each major community show commitment. For the projection period, 1986 to 1989, this amounted to \$2.5 million.

There are at least nine directly relevant recommendations from the Report that remain important for the delivery of services five years later. The Inuvik region, in particular, is implicated by them to this day. The Report underscores the importance of assisting all victims of spousal violence to find immediate and secure shelter. Housing authorities are also encouraged to give priority to spousal victims and their dependents to access longer term rental housing. This recommendation included not only immediate family accommodation but also the giving over of a larger rental unit by the Housing Corporation for transition housing. The Report, in some ways, was ahead of its time in that it urged the GNWT to seek local initiatives amongst community groups within all regions to begin pilot shelters. It suggested a variety of innovative funding arrangements for new and existing shelters and for local safe homes to be developed by the Department of Social Services so that the capital support map for these services be broadened and deepened. The Report argued for the importance of the in-service education and training of field workers related to spousal violence. Family life education was to be an umbrella under which skills and content were to be delivered by department consultants to social workers, nurses, school persons, and shelter workers. It recommended that crisis lines manned on a twenty-four hour basis in regional communities be set up. In some communities this service is already provided by mental health associations. The Report emphasized that irrespective of who operated the crisis lines in a community that counselling expertise be available specifically for spousal

assault victims. The idea of community action groups was also proposed. This would mean using a group of local, interested persons as a catalyst that could set up shelter societies, coordinate information and referral networks for victims, and which could be a source of lay counsellors for those in distress. Lay counsellors could become the future workers in local shelters or would be available as resource visitors in neighbourhood safe houses. They could also become valuable liaison persons with Social Services, other government agencies and shelter societies.

This cluster of nine recommendations produced by the 1986 Task Force speaks directly to the conventional wisdom surrounding the role of the transition house. Comparatively, it also provides an accurate reflection of the needs in the N.W.T. at the present time for a first and second-stage shelter network. The items that refer to the setting up of actual shelter facilities; the need for consistent and accessible counselling; and the importance of longer-term accommodation all support the norms of effective support services that are recognized internationally. The idea of the regional transition house corresponds directly with most of these norms. The regional transition house, as this Report, and other shelter societies in the N.W.T. recognize is a key element in linking women in settlements with larger service communities that can address their long-term developmental needs more adequately. The financial requirements needed to assist the setting up of comprehensive regional shelters are rationalized by situating them where other human and economic resources and transportation services are more plentiful.

A follow-up study produced by Melnychuk (1986) under the auspices of the Mental Health Association and the N.W.T. Status of Women Secretariat for the Inuvik region proper supports many of the findings of the Task Force. The study, conducted over a six month period, involved the submission of over 1000 questionnaires to the 12 regional communities. Two versions of the research instrument were prepared; one for community residents in general and one for technical/professional workers in the relevant helping fields. Many of the findings by Melnychuk corroborate national and international trends in spousal violence amelioration. As importantly, these community findings largely confirm the direction of the recommendations of the GNWT Task Force on Spousal Assault. Melnychuk's findings are a particular expression from the Inuvik regional communities of residents' perceptions of need with respect to victim support services. Recent local surveys (Julien and Lowe, 1990) in the Inuvik district further confirm the results of Melnychuk's study of five years ago. From the point of view of the Friends Against Family Violence Society, some of the key issues that emerged from Melnychuk (1986) are the perceptions by residents that firstly, no organized shelter is available for victims at the time of immediate crisis; secondly, that there is a distinct need for a

long term shelter facility in which victims can receive counselling, different forms of support, and information that is vital to their future decisions; and thirdly, that a central, longer-term care facility which is totally accessible to settlement residents of the region is of utmost importance. An underlying theme that emerged from Melnychuk's work is the importance of community-by-community support and involvement of any initiatives to do with victim support services or the setting up of shelters. Spousal violence has implications throughout a community and impacts upon family life, local economy and culture. Since it affects many residents directly and almost all residents indirectly because of corollary problems such as alcohol/drug abuse, child abuse, and underemployment it will be through full community consciousness and sanctions that spousal violence will diminish.

Presently, the situation in the Inuvik region with respect to spousal crises has intensified. A large part of this problem is grounded in the fact that no regional shelter with comprehensive services is available for victims and their children and, that few other settlements have emergency shelters or organized safe houses, with the exception of Tuktoyaktuk, that could link up with a prospective facility in Inuvik town.

Of spousal assault complaints reported to the R.C.M.P. during a two and one-half year period for nine communities the totals are as follows:

1984	-----	155 Cases
1985	-----	195
1986 (3 months)	-----	54

For the town of Inuvik for the same period:

1984	-----	47
1985	-----	84
1986 (3 months)	-----	15

A community profile from the Melnychuk (1986) study for Inuvik town suggests that residents see counselling and life skill programs as one means of lessening spousal assault. Residents felt that rehabilitative initiatives rather than deterrence programs were the most appropriate response to be made to abusers.

Residents viewed victims' needs and support as being presently undermet and that safe, local shelters in the settlements must be linked with proper transportation services to a regional shelter. Within the regional shelter respondents felt that trained counsellors, day care, and other social/educational resources must be available.

Despite the conviction by respondents that spousal violence is understood as a serious problem with definite personal and legal complexities the fact is that it is an issue which is improperly addressed in this region since:

There are no facilities in Inuvik adequate or otherwise, nor are there programs which have been set up to deal with spousal assault, its causes and its effects. The lack of services is hindered by community apathy. That is more detrimental than a lack of resources... (study respondent)

(Melnychuk, 1986)

This perception reflects a reality that is as true today in this region as it was five years earlier. In the shadow of this kind of belief many respondents identified the need for small settlement shelters and a longer-term one in Inuvik. Respondents felt that often the friends or the families of victims were not suitable persons to provide longer-term, consistent, objective support. Social workers and family counsellors while often trained and knowledgeable in these areas rarely provided the in-depth, interpersonal comfort and understanding that shelter workers and shelter residents could for victims.

One of the difficulties surrounding spousal violence as a social problem is that there is no truly consensual definition of the action that is shared by the justice, social services, civic and other professional groups which also coincides faithfully with the lived experience of the assault that the victim undergoes. Criminal justice, or socio-economic, or cultural, or psychological definitions are inadequate in comprehending the reality of the experience and its implications for family and community life. As a result of these impaired conceptions the kinds of responses that the justice or legal system and the allied helping fields have made to date are grossly inadequate and at times demeaning to the women and children who often become double victims within their communities and region.

For instance:

Spousal assault is a crime and the assaulter and victims should be aware of this... Yes, but a very complicated kin relationship... (added another)... Generally, it is a crime. I see it more as a tragedy with which, under certain circumstances, the legal system is required to deal... Since it is a social problem, the solution... should be part of the capacity of local social service agencies. This means a proper regional shelter for victims and family in Inuvik; safe

houses at least in all the communities, and a full range of support and counselling services, as well as the trained people to deliver them.  
(study respondents)

(Melnychuk, 1986)

In coming to grips with the real and demonstrated discrepancies in spousal violence victims' services the Friends Against Family Violence Society as a representative community action group in Inuvik town conducted an incidence survey early in 1991. In many ways, it refocuses the findings and consensus amongst residents that was shown in Melnychuk's work five years earlier.

Reported Incidents of Spousal Violence by Social Agencies):  
Town of Inuvik and settlements (1991) F.A.F.V.

Agencies Polled	25
Agencies who Responded	22
Cases Reported in a 6 Month Period	188
Age of Victim	6yr to 67yr
Gender of Victim	94 % female
Relationship of Victim to Perpetrator	96 % family
Incident Severity	* HIGH (3 to 5 on index)
* Required agency intervention	

It is clear from the survey data gathered in 1991 from reporting agencies that the trend toward increasing spousal violence incidents has continued. Without accurate statistical measures and sampling procedures it is difficult to presume by what order there has been an increase. But if the Melnychuk study (1986) is compared to the F.A.F.V. study (1991) it is clear that the direction of the trend continues for the town and surrounding settlements and may in fact be accelerating. Despite the possibility of duplication in counting cases of assault by different agencies there is strong consensus amongst all reporting agencies that there was an established need for a shelter for victims in the regional community. The idea of the worth and utility of a comprehensive shelter was consistently valued and supported the sectors of the community polled. These included Inuvik Town Council, schooling institutions, social agencies, aboriginal organizations, and local churches.

The power of the survey conducted by Friends Against Family Violence (1991) lies more in the suggestibility of its descriptive profile and in the fact that it confirms the trends noted in a more extensive study of the region done in 1988 than in its predictive ability. This survey and others confirm a number of key trends for the Inuvik region:

- a. that there is a distinct and demonstrated problem of spousal violence within regional communities;
- b. that the incidence of spousal violence is not static or isolated but is pervasive and increasing;
- c. that an emergency and long term shelter network is a necessary and critical first-step initiative to begin to address this problem responsibly;

With the exception of the town of Inuvik virtually all major centres in the Northwest Territories have some form of comprehensive second-stage shelter. This includes centres such as Iqaluit, Rankin Inlet, Spence Bay, Yellowknife, Hay River, and Fort Smith. Each facility is testimony to a demonstrated need for such services in these communities. Local initiative in the way of community action groups have made the difference between having and not having a shelter. A number of smaller settlements throughout the western and central Arctic have organized and operate emergency shelters and/or a series of local safe homes. Communities with shelters close to the Inuvik region include Cambridge Bay and Coppermine and Tuktoyaktuk within region. It is important for each community facility to keep documented records of user patterns in order to show the need for continued public funding where applicable. Again, the force of this data lies in its suggestibility along particular service variables rather than in its statistical accuracy.

The larger second-stage facilities offered residential and non-residential services to clients. Typically non-residential services include crisis counselling, information and support functions, and referral work. Residential services include individual counselling, group processes, information and support functions, and referral work. Inuvik town and region is the only area that is essentially underserved given the documented need and interest for such support services. Many women affected by spousal violence are either housed in local hotels and homes or else transported and admitted to second-stage facilities in Yellowknife, Fort Smith or Hay River. Often these facilities are at capacity and women from the Inuvik region may be transported to locations in southern Canada.

Spousal Victim User Rates and User Plans by Selected Shelter Sites  
Facility (1989-90)

	Persons Served	Occupancy Rate %	Future Plans %			
			to family /friends	to spouse	to other Stage	to other Stage
* Inuvik (9 mo.)	310	-	-	-	-	-
Hay River	165	98.5	20	31	20	3
Fort. Smith	222	57.3	24	61	-	15
Iqaluit	337	98.8	18	76	-	3
Yellowknife	231	105.0	24	34	-	20

\* Represents day counselling figures for a family counselling agency with no residential clients. Figure combines women, children, and men.

The figures found in the table above are gross summary trends collected from selected long-term, comprehensive shelters with the exception of the town of Inuvik. In most cases, these trend figures suggest that facilities in each location could be expanded to serve existing client needs. Trends also indicate that victims tend to return or plan to return to violent spouses in the majority of cases until or unless comprehensive support programs are available or chronic trauma occurs. The intention to return to violent spouses is more likely in rural or remote regions and less likely in urbanized regions. The need for these facilities and services and the likelihood of their use by victims can easily be inferred.

Victim User Rates and User Plans by Selected First-Aid  
Community Shelter (1989-90)

	Persons Served	Capacity	Future Plans %			
			c Family /Friends	c Spouse	c 2nd Stage	c Self
Rankin Inlet	67	6	99	93	-	6
Spence Bay	88	8	-	70	-	2
Tuktoyaktuk	175	6	11	74	-	4
Baker Lake	13	-	-	-	-	-
Fort Providence **	86 (new) 219 ("ongoing")	-	-	-	-	-

\*\* battered women counselling 134  
continued support 196  
crisis situation 13

To some degree the extent of spousal violence is masked on a settlement basis because of the fact that incidents are not directly reported by community unless there is a shelter in that location. If the a larger centre in that region has no facility as well, such as Inuvik, then the extent of the problem tends to be masked or obscured by the fact that specific counts are not being maintained by any agency or group in particular. As a result, differing conceptions of spousal violence occur and differing forms of what is considered effective intervention are practised within one region. For a woman in crisis, there is a high probability that she may not be able to discern what services are available and in what locations. This is a particularly vulnerable position to be in for a woman experiencing violence. The risk that she becomes a double victim is a real one. The present delivery arrangements within the Inuvik region pre-dispose many women and children to this risk.



III

COMMUNITY PERCEPTIONS

AND

DELIVERY PROFILES

### III Community Responses to the Problem of Spousal Violence: Selected Examples

Over the last fifteen years an entire range of community societies has sprung up across the North to offer support services to battered women and children. Some of these societies are still operating and flourishing as second-stage facilities while other communities continue with the emergency shelters or information services they began with five, ten, or fifteen years earlier. Other communities have had rudimentary societies and action groups that delivered hybrid services to area residents. Often these were drop-in centres that provided moral support and conversation or day facilities that dispensed family counselling and referral services for victims and perpetrators of violence. Some of these operations no longer offer these services in any intensive or systematic way to women. Often this has been the result of lack of community acknowledgement of and interest in the extent of spousal violence that surrounds them. Some communities, too, have had particularly transient professional population that provided a degree of commitment to the setting up of enduring shelter services only while they were residents in the North. Each of these community projects whether in operation or not have provided valuable insight and experience for those action groups coming on stream in the early 1990's. Each group has historical lessons to learn from the problems and the achievements of other shelter societies such that procedural norms and worthwhile values in shelter service delivery have been preserved and handed down by the workers past and present in different communities. These are communities of widely differing settings that range from isolated hamlets where one cultural group is predominant to larger centres affected by industrial development, extreme rates of change and a mix of different cultures; to cities such as Yellowknife that has a distinct social and economic pull on smaller settlements but where facilities and support services are similar to large urban areas in southern Canada. As a result the range of shelter service conceptions and the ways in which they are delivered in the North vary considerably and are bound by the kind of readiness and support the community is willing to give to deal with this social and physical violence. Due to the fact that an international network of precedents in shelter services has existed for twenty years and because most shelter operations in the North receive at least some of their core funding from the GNWT there is a tendency to follow some commonly accepted distinctions in service levels.

Although shelter organizations appear to have different lengths of lifespan the following distribution shows the range of shelter types by location and size of community:

Second-Stage Shelters  
Comprehensive and Partial

McAteer House - Yellowknife  
Nutaraq's Place - Iqaluit  
Hay River Safe Home - Hay River  
Sutherland House - Fort Smith

First-Stage Shelters  
Emergency

Baker Lake  
Cambridge Bay  
Fort Providence  
Rankin Inlet  
Rae-Edzo  
Spence Bay  
Tuktoyaktuk

Non-Residential Counselling  
and Referral Centres (walk-in)

Family Counselling Centre - Inuvik  
(Mental Health Association)

Emergency Social Services - Inuvik

Emergency Social Services - other  
major centres

Other locations

allied helping agencies in many  
communities such as treatment centres or  
alcohol projects

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It is clear that the range of resources and sophistication of the shelter services is dependent to some extent on the size and location of the community in the North. Settlements with small, isolated but stable populations are less likely to have small drop-in or crisis centres. For these centres access to resources, ideas and support networks is limited by distance and by limited economic bases. Settlements with smaller but less stable populations are more likely to have first-stage shelters because of the degree of mobility and rate of changes amongst the population. Larger stable centres whose growth has been steady, but not subject to extreme socio-economic dislocations have begun with crisis shelters and evolved over a ten year period, in some cases, to the operation of second-stage shelters. In a city such as Yellowknife, McAteer House has distinct advantages in the availability of resources to support this kind of facility. There is also a natural advantage that occurs because of the population base of Yellowknife and surrounding communities. The natural

demand for such services from greater numbers of residents can often hasten the program implementation time for a second-stage facility. Similar development patterns have occurred for shelter operations such as Sutherland House in Fort Smith, Hay River Safe Home in Hay River, and equivalent facilities in the city of Whitehorse, Yukon. Each of these second stage facilities has at least one and often more feeder crisis centres from within and outside the region that refer assault victims to these more comprehensive facilities. McAteer House in Yellowknife consistently receives 50 % of its clientele from outside the Yellowknife region. This includes women from the far North who often have had no time in a shelter before being referred to McAteer House, Hay River Safe Home, or Sutherland House.

Finally, there are larger communities such as Inuvik that have never firmly established a comprehensive shelter. Population transience, the rate of socio-economic impact, a frontier mentality, and the relative youth of the town may be factors that help to explain why these services have never developed to the extent that they have in the southern Northwest Territories. The local Mental Health Association chapter, for approximately ten years, has offered valuable family and crisis counselling services in one form or another. Services for abused women and others to do with anger control for perpetrators have been offered in the form of courses from time to time. Mainstream individual counselling activities while performing a vital role for a large community have not explicitly identified or focussed on spousal assault amongst its women clients. As a result, in Inuvik, this problem can remain latent within the client intake base or the population at large.

Concern for responding to spousal assault in the Inuvik region has been real but concrete initiatives to set up a long term facility dedicated to this problem have not occurred. At the present time, Tuktoyaktuk operates a six bed crisis centre that is well-used by women and children at a rate of 566 bednights in a twelve month period. However, as a first stage centre Tuktoyaktuk crisis centre does not have the capacity or resource level to deliver long term developmental services to victims. The nearest comprehensive centre is 800 miles away in the southern territories. Other communities in the Inuvik region have no residential crisis centres as such. Residents who identify as victims of abuse may find support and information at the local alcohol project and social service offices. A natural ring of community safe houses exists in some communities such as Holman, Aklavik, and Fort McPherson. But the degree of anonymity and security available for battered women who seek refuge at these houses is questionable.

This situation of the underdevelopment of delivery in Inuvik is a golden opportunity for a community action group to organize the means to a right to service for the residents of this isolated region. The Inuvik region has a catchment area of approximately 8000 persons. With this population a comprehensive shelter can be sustained solely on intake residents from the region. As law, welfare, legal, medical and transportation services are located here these agencies become ones that form a referral and information network with the transition house. This shelter, in turn, would receive clients from feeder shelters such as the one in Tuktoyaktuk. As community awareness grows and public acknowledgement of assaults increases more settlements will be encouraged to form shelter societies. It does not make a great deal of sense to have battered women who are already traumatized to be transported so far from a home base that may be unfamiliar to them. The paradox of the battered woman who becomes a double victim is reproduced in this kind of an intervention arrangement.

A regional shelter that had the role of co-ordinating developmental services would also become a focal point for workers and women in the outlying settlements to begin to name the problem of family violence close to home. If these developments were taking place a much more rational model of effective intervention and use of financial resources would occur.

Conventional wisdom amongst workers in the spousal assault field is that typical family service and counselling organizations found in the towns and cities of Canada are methodologically 10 to 15 years behind the work of the women's movement with respect to the organization of first and second stage shelters. These insights, methods and impact upon clientele are believed to lead women more effectively to self-sustaining life stages. Inuvik region at this point does not have such a facility nor is any organization systematically working with women to raise awareness about family violence and the idea of dependency or co-dependency.

The successes and the climate of an organization such as a transition house, with collective traditions, usually gather in the minds of the community residents to form a particular history, trust and expectations of that organization. This is true of a number of community institutions in Inuvik, already, such as the hospital, treatment centre, friendship centre, the library, the elementary school, some commercial outlets and so on. As prospective shelter staff continue to work with assault victims the significant, long-lasting effects of working with other women, often in group settings will become clear. At this point, without this practical experience of women in group contact supporting

and sharing -working on personal projects with one another -there is less probability that this critical awareness or solidarity with one another will emerge. The first and second stage shelter network provide primary opportunities for the development of lay counsellors as human resources from the communities. In this way, reliance on an expert dominated approach to health, wellness, intervention social justice and women's self-determination is lessened. Energies, insights, experience, and approaches to spousal/family violence also emerge from community persons. This has implications for how all of the organized helping fields do business in Canada and in the North.

#### Kaushee's Place, Whitehorse, Yukon

A program located in the city of Whitehorse operates a first and second-stage support group for women who have experienced spousal violence. Concurrent with this activity is a men's treatment program that works with men who are batterers. Local therapists operate the program from working assumptions that battering by men is a learned response to stress on a number of interpersonal fronts. These would include employment relations; cultural definitions of spousal roles and male roles; intimacy and power; peer relations; identification, expression and constructive use of feelings by men and with men; validation and male identity; and self-image work; and mutual problem-solving in marriage.

The program has received core funding from the territorial Department of Health (YTG) and from federal Health and Welfare Canada. This community program response is grounded in a particular conception of spousal violence and its methods of support for women as victims and for men who batter are derived from this viewpoint; that domestic violence is an inability to cope with stressful and often conflicting expectations placed upon the person in key reproductive roles. Men, who are batterers, learn to cope through the use of violence towards socially or culturally subordinate partners -however dysfunctional this may be for women and men. The women's support group operates securely and independently from the batterer treatment program.

#### McAteer House, Yellowknife

McAteer House in Yellowknife is a full second-stage transition house in operation since 1984. Originally, McAteer House was linked closely with the YWCA operation and provided basic shelter services beginning in 1976. It was perceived that the original shelter arrangement was not suitable for children's activities or for a common living area for clients. The belief amongst organizers in 1984 was that the organization of a proper

transition house could provide appropriate shelter, necessary support services such as developmental, counselling and referral work. The second-stage facility would be required to have provision for childcare.

The present second-stage program includes intervention counselling, group processes, information and interest sessions, and childcare services. The House is a key facility for smaller crisis centres and, significantly, is used regularly by women in crisis from the Inuvik region for both emergency and longer term support. Facility staff work with the assumption that for victims who are traumatized six weeks within house is essential.

McAteer House staff include seven full-time and part-time positions that include human and social service trained counsellors, program co-ordinator, childcare worker, homemaker, executive director and others. The facility strives to hire persons from regional communities for all positions.

The facility can accommodate at least eight persons but is consistently over capacity with persons from Yellowknife and area forming 50 % of the client load. The remaining 50 % is made up of strictly out-of-region clients. There is a substantial turn-away rate for women who are ready for these services. As a major centre Inuvik with virtually no organized support network is likely to send a disproportionate number of clients to McAteer House.

McAteer House receives core operating funding from the Department of Social Services, GNWT. This funding is not directly matched to the volume of services provided nor to the number of clients housed.

Many comprehensive transition houses are modelled after the notion that in-house developmental programming for clients is tied into the prevailing community resources and agencies around the facility. This happens in such a way that as many of the local (human and informational) resources are used as possible and that no personal developmental possibility of the client is overlooked. Community involvement and community public education are other facets of the comprehensive facility. Inclusion of appropriate cultural themes, elder program advisors, and elder visitations are necessary contributions to achieving a felt sense of the worth of traditional and professional knowledge together.

## Sutherland House, Fort Smith

The Tawow Society is the operating authority for Sutherland House. Until 1986 the Society operated a crisis shelter for the Fort Smith area. Between 1987 and 1989 the Society sought larger facilities and offered a comprehensive, residential program that included in-house counselling, referral services, walk-in counselling, and regular support group meetings. Second-stage program activities and childcare were added to the operation in 1990. Virtually, all core funding is obtained from the Department of Social Services - Family Violence Prevention Program.

This is a ten-bed facility with a staff of seven. Staff positions include two to three program counsellors, childcare worker, house manager, attendants, executive director and others.

Client bednights have consistently increased over the period 1988-1991. The facility use rate has increased 6 % from 1989-90 and 18 % since 1988-89 for a total of 2103 bednights in 1990-91.

Sutherland House staff are committed to extending their client advocacy activities. Staff continue to attend seminars related to advocacy, women, children and the justice system. The facility is involved in public education work on child sexual abuse through the use of community television.

As a comprehensive shelter Sutherland House recognizes client self-determination as one of its goals. This is accomplished through in-house services, community education, self-help groups and mutually supportive relations with other community agencies.

Measures have been taken to offer in-house staff training and to encourage further staff development in the social services. The facility staff perceive the need to update their knowledge of referral methods and their recognition of the role of other helping agencies.

Clearly, the Inuvik region has a resident population with similar needs in family violence intervention and education that could be addressed by a comprehensive facility such as this. For the time that a similar facility is not in place in this region many women and children remain trapped and wasted in impossible family situations of dependency and violence.



Confidential case records will be maintained for each client accommodated in the shelter. They will contain personal data, entry and exit behaviour, referral information, and anecdotal observations and incidents.

Counselling, informational, advocacy and group work components will be subject to 6 monthly and 12 monthly qualitative and quantitative evaluation initially; annually after the second year. Joint staff-trustees sub-committee planning sessions will set internal and external criteria for each program component in terms of facility climate, client impact, community, and regional impact and will review the profiles of results including participation and retention rates after 6 months and 12 months.

3. Weekly or regular community-oriented support groups for women will be held in the facility. Interested women not living in the shelter may attend. Informational services and advisory services are also available on a walk-in basis for women living in the communities. Public seminars and workshops will be sponsored from time to time by the shelter and will be open to allied workers and all interested women of the region. These will be widely advertised.

#### Orientation and Training

All new staff at the time of hiring will undergo an extensive orientation to the regional shelter. This will include Society philosophy; the phenomenon of spousal violence in the region nationally; the roles of each staff member; client structure and support; job expectations; volunteer training and development as a primary value; staff evaluations; individual staff personal goals and preferences.

All staff, after a successful probationary period, will be expected to prepare personal plans for in-service training for themselves in an area of delivery relevant to transition shelters. The co-ordinator and counsellors will be expected to hold common in-service sessions for all staff from time to time on topics such as trends, counselling skills, legal information. Information and notices regarding relevant workshops and conferences will be brought to the attention of all staff with encouragement to attend. An implicit goal of the facility is to produce trained community volunteers for each program component and for general in-house support or stand-by duties, such that lay counsellors or lay advisors are available from some of the same communities as women in crisis.

### Staff Hiring Criteria

Society trustees are committed to hiring the best possible persons for each of the positions. In broad terms, the Society will seek principally women who have counselling background with direct experience in crisis or shelter work, and whose life experiences are somewhat congruent with the work of the shelter with formal training directly relevant to the particular position. These are general criteria applicable to most of the key operative positions in the shelter.

In addition, the co-ordinator position will require a person with tested supervisory and management experience in clinical or helping agency settings in Northern and urban Canada. It is preferable that this person hold at least baccalaureate level education in a field related discipline such as psychology, sociology or social work or an acceptable combination of relevant work experience and post-secondary training in an allied field. The person will have proven abilities in co-ordinating fundraising projects, financial management, and volunteer recruitment and development.

Staff to be hired for all shelter positions will demonstrate an understanding of the phenomenon of spousal violence, its particular expressions in northern Canada, and an empathy and respect for women in crisis both as clients and as persons in their own right. An evident ability to work as a dedicated team player in a far Northern regional shelter is essential. Post-secondary allied training and experience is strongly preferred for the remaining positions with the exception of homemaker and attendants. The same expectations and requirements will apply for the counsellor childcare homemaker and attendant positions except for the particular training/experience requirements associated with the shelter co-ordinator.

### Volunteer Development

A pivotal element in the operation and success of the regional is the effective deployment of volunteer workers. This is because volunteers extend and enrich the service work force within the shelter but also because their presence as workers for clients or women in crisis is highly significant. Given the fact that core funding is inevitably restrictive rather than expansionary an optimum number of paid workers for effective shelter operation would not likely be funded. Instead, critical shelter functions need to be augmented by a volunteer core. One of the front-line needs of recent women clients in the shelter will be basic companionship, conversation, support, and reassurance from other clients and from shelter workers who have been, experience-wise, where the client is presently

and who as former victims have also succeeded in breaking through their own dependency relations in very practical ways. For the client to know that this kind of success is possible for her because she is talking with a "strong" soul contributes immensely to her growing reliance within the shelter.

The shelter co-ordinator in contact with a Society will establish volunteer policy. The co-ordinator is also involved in recruitment and selection of volunteers for each program component and shelter services. The counsellors, librarians, and homemaker persons train and supervise their respective volunteers. Their importance as contributors to the shelter cannot be overlooked. They will be used in many aspects of shelter operation including the planning function. Volunteers are eligible for all training and workshop opportunities. Their work will be regularly recognized through appreciation awards and social gatherings. A volunteer bank will be maintained by the co-ordinator. Problems arising from the use of volunteers will be resolved through a joint staff-volunteer committee.

Community Involvement

Although the regional shelter must operate as an independent organization its relationships with the community will intersect in important ways in order that its services and programs will have necessary fidelity with the needs of family violence intervention in each community.

1. The client catchment area includes all women and children in crisis in the eleven communities of the region.
2. The Society membership base is composed of all residents 18 years of age or over who are residents of any of the 12 regional communities.
3. Walk-in services are available during day-time working hours for any person undergoing spousal violence or desiring information or other support; while emergency services are available 24 hours a day for any person in immediate crisis.
4. The volunteer development thrust is clearly oriented to the regional communities and to ordinary working women who want to contribute to shelter services.
5. Community donations will become an important source of revenue-in-kind for the shelter. A trustee-staff committee will be responsible for the ongoing solicitation of financial contributions, clothing, food, equipment and other services that will augment the shelter programs and facility and which will directly benefit clients.
6. Referrals to/from allied helping agencies such as Social Services, Family Counselling, RCMP detachment, Delta House treatment centre, regional health board, Tuktoyaktuk health centre, community alcohol action projects, McAbeer House,

Sutherland House, Inc. Adult Social Development Program, Gwich'in Tribal Council, Arctic College, Department of Justice (GNWT) and all prospective employers in the region form an informational and support skeleton that reaches out to the communities and invites each organization in turn to visit, contribute or work jointly, in different ways, with the shelter to enable it to provide relevant and meaningful services with long-term impact.

7. Public education sessions, newsletters, workshops and occasional regional conferences are another way in which the regional shelter will inform the lay public about the facts and consequences of family violence in the Inuvik region. These activities will be another point of contact for the gathering and training of shelter volunteers. Conferences will be sponsored from time to time by the Society, that will attract allied helping workers from inside and outside the region to bring their working perspectives and insight to the work of the shelter. These conferences will assist, as will interagency meetings, the formation of regional strategies and service targets for delivery problems that may be common to a number of agencies or facilities.
8. First and second-stage program outputs are important contributions that the regional shelter will make to the regional communities. The particular levels of achievement and personal success toward greater self-sufficiency that each woman attains for the time she is accommodated at the shelter will be an investment in herself but also in her new or home community in the way of awareness, solidarity, personal and occupational skills, employability, and other value additions.

#### Funding Sources

One of the most demanding elements in the start-up and maintenance of the regional shelter operation is the consistent securement of operating and minor capital monies. If the search for funding support is restricted to one or two core sources, on a year-to-year basis, the likelihood is that inflexibility will be structured into the Society's projects and expansion plans for the medium and long terms.

In addition, if little diversity is built into the facility funding base the moment that additional small-scale funding is obtained core funding will decrease on a ratio basis. However, if the facility funding base is enlarged and diversified considerably after two to three years of operation then the diminishment of core funding by ratio is felt in a much less significant way. With the significantly diversified base of operating and capital monies much greater flexibility and deployment of resources is possible. This latter option does mean that fundraising, grant applications, lobbying, and a progressive knowledge of philanthropic networks will become

### Private Foundations

There is a plethora of private foundations that the Society will approach with regard to providing capital funding requests. These include the Borden Foundation, Muttart Foundation, and the Borden Foundation. Trustees are aware of the importance of to acquire charitable organization status with the Canada. Trustees appreciate how private foundation grants can become an sustaining source of the yearly topical interests of the private foundations coincide with the ideas and the support of the regional shelter. Grants coming from foundations will tend to be used as supplementary monies for capital projects when possible.

### Corporations

Many of the same conditions that apply to foundations also apply to corporate donors. Society trustees plan presentations to a number of larger and smaller companies during the first year of operation. Donations from corporations will tend to be earmarked as supplementary capital expenditures and for special projects, when and if possible.

### Volunteer Contributions

The Society for Friends Against Family Violence was formally created as a society in October of 1990. But the Society as an informal entity, has existed for 2 to 3 years. During this time the core community action group of members, primarily from Inuvik town, has remained intact and its goals and objectives for a regional second-stage shelter have remained consistent and progressively more focussed to the date of this core funding application. Recently, the Board of Trustees has elected additional board members who are active in fundraising and financial management.

A number of Society members, who as trustees, have been systematically active in pre-operational planning and development and promotion of the regional shelter. The members, in particular, have worked without monetary compensation for the period November 1, 1990 to June 30, 1991 on pre-operational work on a virtual full-time basis. The hour count for this period amounts to 2111 hours. This accumulated labour has a distinct use value which if expressed in monetary terms would be the equivalent of a financial donation.

Other Society members have made distinct and consistent donations of time and talent, through the community action group, to the setting up of a regional shelter during this 2 year period. To date all of the time donated by these other players has not been documented.

In its first year of operation the regional shelter will require the use of a community volunteer force to enhance the set up and delivery of services to clients.

Current net value 2400 hours x \$10.00 = \$24,000.  
Current volunteer donation to regional shelter  
pre-operational (1990-91) - \$24,000.

#### Community Contributions

Contributions and donations from this sector, along with core funding monies, represent the lifeblood of the shelter facility. They reflect how much each community cares about the issue and how many persons feel some degree of ownership in the problem and in a solution. For example:

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1. The Society volunteers already working on this project and the many groups of volunteers that will come to work at the facility are donors in their own right.
2. The facility rentals, meeting space, refreshments, office equipment, photocopying, stationery and 'phone calls already dispensed to the Society
3. The clothing, goods, equipment and foodstuffs that will be requested and donated once the shelter is in operation from local churches, businesses and private homes
4. The books, reading and writing materials, resource guides, games and toys that will be requested and donated from the schools, Arctic College, Advanced Education and private homes
5. Cash donations that will be solicited from time to time from individuals and local businesses to be used as supplementary funding
6. The technical and moral support of 25 to 30 community agencies explicitly given to the idea and ongoing efforts of the regional shelter Society; which has been documented through the 1990-91 local needs survey (FAFVS).

7. The volume of symbolic expertise that has been exchanged between Society members and those already working in the spousal violence or allied fields at meetings and conversation are distinct value adding contributions.
8. Joint board-staff committee organization of local fund raising ventures will take place such as bingo, coffee, silent sales and other awareness raising events throughout each fiscal period.

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The nature of these and other classes of community contribution is that as the regional shelter progresses through and operational phases proposed these kinds of financing will continue provided that the Society continues to lead, dog eat of community ownership for the facility, the program, and the outcomes.

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REGIONAL SHELTER BUDGET PROFILE



V Regional Shelter Operational Budget 1991-92  
12 Bed Facility

<u>Personnel a</u>	
Shelter Co-ordinator	40000.
<u>Personnel b</u>	
Counsellor x 2	80000.
Childcare Co-ordinator	25000.
Homemaker	25000.
<u>Personnel c</u>	
Attendants x 3	90000.
<u>Benefits a,b,c</u>	25000.
<u>Training</u>	
7 to 10 persons	3000.
	.....
	140000.
	.....
<u>Administration</u>	
Office Supplies	3000.
Telephone/Postage	10000.
Pager Rental	300.
Office Equipment Lease(s) #1	1000.
Insurance	400.
Financial Audit	250.
Bank Charges	200.
	.....
	22550.
	.....

Facility a

Rental	12100.
Renovations *2	12100.
Maintenance/Cleaning	5100.

.....  
 29300.  
 .....

Facility b

House Supplies *3	13100.
Miscellaneous	500.

.....  
 13600.  
 .....

Services a

Resource Materials	1500.
Public Education/Outreach Support *4	1200.
Advertisements/Media	500.
Travel	20.

.....  
 3200.  
 .....

Services b

Client Transportation (1-way) (1095 bednights x \$155.) *5	169725.
Client Boarding (2190 bednights x \$50.) *6	109500.

.....  
 279225.  
 .....

Operating Budget Expenditures Total	\$ 570275.
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<u>Regional Shelter Revenue</u>	100000
Department of Social Services - Family Violence Program	40000
Secretary of State	10000
Department of Justice - Victim's Assistance Fund	10000
Volunteer Contributions	10000
Community Donations	10000
Other	10000
<u>Revenue Total</u>	200000

Budget Notes

- \*1 Refers to anticipated costs for lease or rental of general office equipment such as photocopier, typewriter, word processor, fax machine and other items. Some donations may be forthcoming in this category.
- \*2 The scale of renovations will be dependent upon the particular structure chosen for the shelter facility. Option #3 requires the installation of security hardware. The other options may require more extensive alterations to doorways/hallways to create common areas.
- \*3 Refers to the purchase of start-up household supplies such as linens, towels, utensils, dishes, used furniture or other items that are not received as community donations, and other fixed household items not foreseeable in the first year.
- \*4 Refers to the cost of supporting community education and outreach projects, events, weekend workshops in the way of honoraria, materials preparation, beverages, rentals, travel subsidies and related but unforeseen expenses. These monies will be supplemental and each discrete outreach event will have special project or training grants applied to it.

- #5 Refers to the projection of 50 % utilization of shelter facility by outlying settlement clients and 50 % utilization by Inuvik town clients. Projection also assumes 20% utilization of entire facility by town and region clients for year 1 operation. Average one-way air fare for flights originating in one of 11 communities to Inuvik is \$137. Clearly, new settlement clients will not arrive each day because of possible full shelter and/or length of stay for those settlement clients currently resident at the shelter. This will vary for each person. Because of some of these unknowns transport rates have been given higher values.
  
- #6 Refers to food and accommodation costs for one client for a 24-hour period or \$20 per day. Total possible bednights for regional shelter for one year is 4380 bednights. Year one operation will assume 2190 bednights of shelter use. Of these 50 % will derive from the outlying settlements or 1095 bednights.

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VI

COMMUNITY SUPPORT

FRIENDS AGAINST FAMILY VIOLENCE Society,

Board of Trustees

Dave Hanson - Society chairperson

Jack Heath - Society treasurer

Lynn Johnston

Winnie Julien

Ann Kasook

Joyce Lillegran

Patricia Lowe

Marja Nieuwenhuysen

Evelyn Troy

Board Committees

(attach)

Community Letter of Support

(attach)

Copy of Local Needs Survey (FAFV, 1991)

(attach)

VII

SIGNIFICANCE AND SOCIETY  
RECOMMENDATIONS



Significance and Recommendations of the Social "FACTS"

During the process of its formation over a two-year period the Friends Against Family Violence Society, has grown ever stronger in its conviction that regional crisis and transitional centres for women vulnerable to family violence are essential. This conviction is derived from exchanges with many different levels of workers involved in family counselling and individual support programs throughout the region and within the N.W.T. Society. Members have had exchanges with transition house workers and social service professionals in different parts of Inuvik. Above all, Society members have had countless hours of meetings and conversations with their own evolving membership and with many ordinary people from the settlements and town of Inuvik during this formative period. Members, as residents of the region themselves, have reflected and affirmed their own deep concerns with those of other citizens on the street about the profound devastation and wastage in human lives that occurs within situations of family violence. In this region, many persons professional and otherwise acknowledge the lack of perspective and the real deficit in support services for women, children and families being hurt and torn apart because of these extreme spousal difficulties. For women and children in the outlying settlements because of their isolation and the community silence on family and substance abuse their pain and relative hopelessness continue cyclically unabated and unacknowledged.

Random studies such as FAFV (1991) and Melnychuk (1986) only begin to hint at the extent of the problem. Indirect measures such as the referral rates from Inuvik to Fort Smith and Yellowknife also suggest that spousal assault is not incidental but chronic and systemic in this region. The FAFV (1991) study indicates, even in the absence of control data, that 199 cases of spousal violence were recognized or reported to local agencies in a 6 month period alone in 1990-91. Direct measures such as personal conversations with many residents born in this region testify to the fact that spousal violence is an accepted way of life for many women and many families. Government agencies have readily shown interest in hearing action groups such as FAFV express deep concern for the problem and are willing to consult with these groups on ways of assisting in the implementation of concrete delivery plans. But it is clear from the work that the Friends' Society has done already that the energy, initiatives and hard work must flow from persons like themselves or the needed groundwork to set up shelter services will never be done. Government or industry on its own will not establish these facilities. The Friends' community action group continues to be a vital and organic set of intentions truly representative of cross-sections of the town and regional communities.

Front-line care in the way of crisis shelters and transitional houses are an immediate first-step in alleviating the suffering and humiliation of many women and children. But public awareness and public education are crucial underlying strategies that must be in place every step of the way towards the shelter's operation and expansion. The importance of social investment in the lives of the ordinary public cannot be overemphasized as everyone resident in the region is touched in some way by family and spousal violence. It affects our lives physically, emotionally, economically, and spiritually. The initiatives taken on other fronts such as employment and economic development are seriously eroded if the persons to be involved in these programs are destabilized and distracted through other events happening in their lives and those of their families. Why commit key employment investment dollars to a constituency of people wherein the normal presuppositions of human motivation and incentive are weakened unless other services are available to confront spousal violence legally, socially, culturally and spiritually?

The work of implementing first and second-stage shelter services is daunting for any local action group. This is confirmed by reports and conversations from groups responsible for setting up the Tuktoyaktuk crisis centre, McAteer House, and Bullerland House. The first line of resistance that each of these groups experienced was community resistance and denial. The second line of resistance that a number of these groups experienced was the problem of government readiness to commit concrete funding to enable project implementation. The third line of resistance that each of these groups underwent was the inordinate amount of time, energy, personal sacrifice and co-ordination skills required to see their visions become reality. These are the hard lessons that the Friends Against Family Violence Society has already learned. In a day and age when the women's movement and community-based groups, globally and locally, have contributed so much to improve the quality of life and understanding for all citizens it is incomprehensible that basic regional support services have not been delivered to residents in need until this time.

### Three Year Planning

Phase I October 1989 - October 1990

#### PROBLEM-POSING AND IDENTIFICATION = REFLECTION

A community group began to assemble to discuss and present the problem of spousal violence in the region, among themselves. During this phase information was gathered nationally, regionally, and locally. Community interest and sentiment among key others was gathered and many significant group meetings took place in which a decision was made to proceed with action.

Phase II October 1990 - October 1991

ACTION GROUP FORMATION DATA GATHERING - SERVICE PROGRAM DEVELOPMENT = PRE-OPERATIONAL

By September of 1990 the community group had made a decision to apply for Society status. This was granted by the GNWT with the name, Friends Against Family Violence in Inuvik. This process helped to galvanize interest and concrete action. The new Society arranged to have some members conduct a survey to gather and compile data on the incidence and impact of the problem in the Inuvik region. In this phase different people from the family/spousal violence prevention field visited the Society in Inuvik. They helped the Society to more finely tune its services and facility objectives. Pre-operational funding was obtained from local and GNWT sources. The Society was ready midway through this phase to begin the approach to funders. Society trustees met regularly to determine facility needs, staffing needs, funding needs and an operational model. Some of this work was contained in a comprehensive funding proposal to be used in submissions to different funders.

Phase III November 1991 - February 1992

COMMUNITY DEVELOPMENT + FUNDING SUPPORT + COMPREHENSIVE SHELTER = OPERATIONS BEGIN

With news of a suitable four-plex facility allocated to the Society in Inuvik came positive responses from several funders that operational support monies would be forthcoming by November 1991. Federal training monies (\$ of \$); start-up co-ordination costs (Dept of Justice); and initial core operating payment (Dept of Social Services) were accessible by December 1991. During this time Society trustees were active rounding up community contributions of furniture, equipment, offers of construction work, and provisional interviews for shelter co-ordinator.

Phase IV March 1992 - November 1992

COMPREHENSIVE SERVICES + 1ST STAGE SERVICE PLAN + FACILITY DEVELOPMENT = OPERATIONS CONTINUE

The regional shelter opened its doors officially on March 1, 1992 to its first clients. Clients arrived through referral from other agencies and some as walk-ins. Accommodation needs were light in the first three months until June 1992. During phase IV the Inuvik regional shelter will have been a combined first-stage crisis shelter and a second-stage transition house. While the Society felt that both functions were essential these services were best housed only temporarily under one roof.

Operational plans prepared for the opening of a nearby house as a first-stage crisis shelter under the joint administration of the regional shelter coordinator and staff.

Phase V December 1992 - November 1993

ADJUNCT CRISIS FACILITY OPENS + FUNDING ADJUSTMENT + CONTINUED SECOND-STAGE SERVICES DEVELOPMENT + COMMUNITY OUTREACH EVENTS OPERATIONS BEGIN (1ST stage)/OPERATIONS CONTINUE (2ND stage)

With the addition of part-time staff and volunteers the crisis shelter opened nearby as an adjunct facility to the transition house. The crisis shelter accepts women from the town of Inuvik and the regional settlements who are experiencing acute distress and whose needs are immediate but short term. It offers crisis counselling and accommodation for weekly intervals. The Society trustees intend to continue to operate these separate first and second stage programs. They have recognized the primary importance of diversifying their operating and capital funding base now that the adjunct facility is in operation and regional clients are coming to recognize the refuge and support that they can obtain there and the legitimacy of having their needs met. The remainder of phase V has involved trustees and staff in refining the second-stage services; searching for broader and more specialized funding; further renovations to both shelters; and beginning the process of public education events.

#### Recommendations

1. That a distinct and demonstrable need has been identified for services to support victims of spousal violence
2. That a regional comprehensive shelter facility to deliver these services is urgently required for the Inuvik region
3. That a community action group composed of local citizens is the most effective means to implement this service facility,
4. That this service facility must provide relevant and direct services to women and children in crisis from each of the 12 regional communities
5. That the operations staff for this facility must have personal experience, demeanour and manner, training and aptitude appropriate for working comfortably and effectively with women in crisis in this region

5. That one of the key outcomes of a interventive project of this kind must be the development of community based resources such that facility services do not become over-professionalised but governed instead by community persons performing lay counselling, advisory, informational and other support functions to other women in crisis along with shelter staff
7. That owing to the developmental needs of many women in spousal relations of dependency that the Society must maintain crisis services and transition house services as adjunct facilities
8. That volunteer recruitment and development is a key, ongoing and necessary part of the Society mandate to the regional communities for it is only by 'owning' the problem and the solution can citizens affected by it take meaningful and lasting steps to determine the quality of their own lives
9. That the search for adequate operational/capital funding is an ongoing and tireless task that must be built into the fibre of the Society organization in order that diversified funding sources allow the Society's future services plans to be implemented as long-term benefits for women in the region
10. That every effort be made to involve town and community helping agencies in collaborative problem-solving of family violence, on one level, and that the same kind of collaborative invitation be extended to crisis/transition house peers in other parts of the Northwest Territories.
11. That the Society undertake to get a commitment for first year operational funding from the GNWT in the early fall of 1991 in order that the facility will be in actual operation by December 1991, with official opening several months later in 1992.
12. That the Society Board of Trustees, through the hiring of a full-time shelter project co-ordinator, immediately begin to prepare a detailed service delivery model based on specific local housing and to include distinct program components, renovation plans, staffing needs, intake, follow-up, other facility procedures, and user projections in anticipation of fall '91 operating funding.

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The Society for Friends Against Family Violence would like to express its gratitude to the staff of McAteer House, Yellowknife; Sutherland House, Fort Smith; Tuktoyaktuk Crisis Centre and the many other transition/crisis facilities and persons in Northern Canada who have assisted us through materials, information, and conversation in bringing our vision for a regional shelter this far.

VIII

APPENDIX A

TRANSITION HOUSE  
IN THE  
RESOURCE AND REFERRAL NETWORK

