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"CHOICES"

A THREE-YEAR ACTION PLAN
TO
ADDRESS SPOUSAL ASSAULT
1986-89

SECOND ANNUAL REPORT
TO MARCH 1988



Northwest
Territories Minister Responsible for Status of Women

October 1988



On behalf of the Ministerial Committee on Spousal Assault, I am pleased to submit the Second Annual Report in accordance with the directive given in **"Choices - A Three Year Action Plan to Address Spousal Assault"**.

The First Annual Report contained the responses from the various departments on the initiatives and directions undertaken in the first year of implementation of **"Choices"**. This second report covers the continuing progress of these various initiatives.

The Ministerial Committee, chaired by the Women's Secretariat, has the mandate to facilitate and monitor the implementation of **"Choices"**. The Committee continued to operate this year and each department represented has provided updates in their various areas of responsibility.

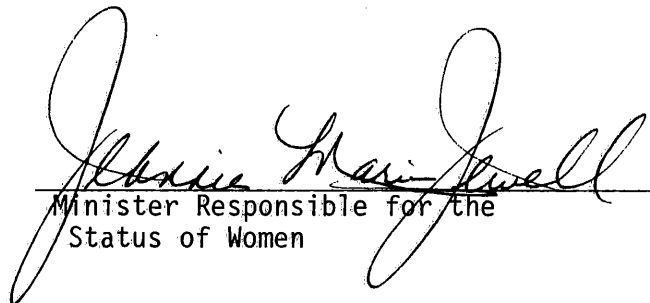
Community response and concerns with the issue of spousal assault continue to increase. They are also diversifying in terms of needs.

The problem is now recognized as being more than just spousal assault and includes elder abuse, child abuse and child sexual abuse. Needs are expanding to include second-stage housing, long term family counselling and the special needs of children of violent homes. Several initiatives have been undertaken and response from the communities has been both encouraging and demanding. Social Services continues to have the lead role and its initiatives are primarily through the **"Family Violence Prevention Program"**.

This year has seen the continuation of existing shelter programs and the development of new shelters. Two treatment programs for batterers are available and initial response has been both high and positive. Efforts to increase governmental support to communities have also been high; this is evidenced through the variety of workshops and training opportunities made available. The demand for these training opportunities continues to grow. Positive steps were taken in the area of public education and this year saw the continued production of both audio and visual materials that covered a wide variety of spousal assault issues.

Communities came together in March to participate in The Family Violence Conference. There was a high regional response to the conference and delegates discussed a number of formal topics as well as exchanging ideas and information on regional and local concerns. It was evident that growing community awareness has expanded to include local concerns as well as the broader issues of family violence. The opportunity to share information and to participate collectively in the discussion of family violence has resulted in more demand for services. It is expected that this demand will continue to rise.

During this, the last year of "Choices", planning for future initiatives will be undertaken. The progress and achievements of the last two years have provided for new awareness in all areas of family violence. New recommendations and strategies to meet increasing demands and growing awareness must be developed to respond to community initiatives. It is clear that the government's response and the implementation of "Choices" has been well received by the communities. Continuing attention by the government to the provision of resources addressing family violence issues is essential.



Jeanne Marie Jewell
Minister Responsible for the
Status of Women

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RECOMMENDATIONS AND PROGRESS

INFORMATION AND EDUCATION

1. Develop, produce (translate where possible) and distribute information/educational and public awareness materials, pamphlets, posters, handbooks, TV and radio spots. Materials are needed for the general public (awareness); spousal assault victims and offenders; community action groups; and volunteer workers; councils and schools; nurses, social workers; RCMP and court workers.
2. Provide information (posters, pamphlets) on rights of victims of spousal assault and assistance available to them. Be aware of current community resources available (such as safe shelter).

DEPARTMENT(S) RESPONSIBLE

Culture & Communications

PROGRESS TO MARCH 1987

Resource Catalogue: A listing of audiovisual and print materials available on spousal assault. 2,000 copies distributed. English only. Nov. 86

Video Translation: "Village to Village", a program on community action made in Alaska. Translated into Chipewyan and South Slavey: distributed to groups. Nov. 86

TV Spots: a) 3-28 second and 1-58 second spots, English only.
b) Translations to follow Spring '87. Feb. 87

Produce Radio Programs in Native Languages: a) Radio spots in English, Loucheux and Inuktitut have been produced. Spots in other Dene languages completed. b) Six fifteen-minute radio documentaries on spousal assault "Behind Closed Doors" have been produced. Broadcast on CBC Mackenzie/Inuvik, Dec. 8 & 16. Later in the Baffin. Tapes being made available to community radio stations, plus a printed transcript for adult education, resource centres; Health and Welfare and on request from other groups. Jan. 87.

Poster: "Spousal Assault Hurts Everyone-You Do Have A Choice": Two posters in English/Inuktitut/Chip/Dogrib/N. & S. Slavey. Sept. 86.

Co-operate With Other Agencies: a) Co-operated with SAFA on the translation of two booklets on family violence. b) Providing information, advice and contacts to journalists from in and outside the NWT. c) Initiated with Women's Secretariat, Oct. 86, regular monthly meetings with people who work in the family violence field, for information sharing and mutual support. Completed.

Other Materials: a) Buttons: "BE PART OF THE ANSWER", 2,000 distributed. English only. Dec. 86. b) Folder for complete information package. 500 copies for distribution. Jan. 87.

Help For Battered Women and Men Pamphlet: Five regional editions, with appropriate phone numbers. Distributed to helping agencies in the NWT. The text was provided on audio tape in Loucheux, Inuvialuktun, N. Slavey, at the request of the regional executive in Inuvik. Nov. 86.

Produce Spousal Assault Newsletter: Produced quarterly: 1st edition Oct. 85, 2,000+ mailing list compiled. Translated into Inuktitut. Focus is on action being taken in communities, upcoming conferences, research results, government and community based initiatives. Oct. 85.

Drama Projects; Contracts made with Pond Inlet Theatre Group and Fort Franklin to produce plays on spousal assault. - Pond Inlet completed two plays and toured in four Baffin communities Dec. 86. - Fort Franklin's first performance in Jan. 87.

Other Print Materials: a) Booklet for people who are violent towards their spouses in production. English and three dialects of Inuktitut. b) Pamphlet about the effect of spousal assault on children in production. c) A newspaper filler (one column graphic with slogan) was produced. SAFA agreed to offer it to all newspapers in the NWT. d) Pamphlet on funding sources for community action is being developed.

PROGRESS TO MARCH 1988

- . Continued the public info campaign posters, pamphlets, buttons, radio announcements, newsletter, participation in conference on spousal assault.
 - . Public Service Announcement "It's Okay To Ask For Help".
 - . Developed and distributed pamphlet "Your Day In Court"
 - . Publish Spousal Assault Network newsletter
 - . Produced newspaper supplement "Spousal Assault is Everyone's Problem" for distribution with northern newspapers.
 - . Reprinted booklets (1) about effects of spousal assault on children (2) for people who are violent towards their spouses.
 - . Helped organize and fund territorial conference on Family Violence March 1988.
 - . Grant to Society Against Family Abuse for research.
3. Collect, catalogue and distribute information available throughout North America on spousal assault.

DEPARTMENT(S) RESPONSIBLE

Women's Secretariat, GNWT Public Libraries.

PROGRESS TO MARCH 1987

Relevant films, training manuals, information on batterers programs, transition House/shelter/safe homes, cycle of violence, effects of violence on children, self-help groups and pamphlets gathered and mailed out to groups and individuals across the NWT. Oct. 85 - Ongoing.

PROGRESS TO MARCH 1988

- . Continued activities of last year.
 - . Library services distributes materials on spousal assault to libraries in the NWT.
 - . CHOICES 1st Annual Report distributed.
4. Ensure that the published materials collected by the Task Force are catalogued and available through the library system.

DEPARTMENT(S) RESPONSIBLE

Women's Secretariat, GNWT Public Libraries

PROGRESS TO MARCH 1987

Copies of Task Force Report, "CHOICES" The 3-Year Action Plan to Address Spousal Assault, resource library catalogue on spousal assault and pertinent reports sent to libraries, schools and community groups. Jan. 86 - Ongoing.

PROGRESS TO MARCH 1988

Completed.

5. Develop alcohol and drug awareness curriculum and family life curriculum for schools.

DEPARTMENT(S) RESPONSIBLE

Health, Education

PROGRESS TO MARCH 1987

- a) Kindergarten - Grade six introduced in NWT schools spring '86.
- b) School Health Program will be mandatory and introduced in grades Kindergarten - nine, Sept. '87.
- c) Procedures for reporting suspected child abuse and handbook developed for teachers.
- d) One year school/community counsellor training program introduced Feb. '87 - Ongoing.

PROGRESS TO MARCH 1988

Health: Completed developing Family Life Education materials. Major responsibility now with Education.

PROGRESS TO MARCH 1988

Ongoing

12. Give spousal assault victims priority for housing and day care, where required.

DEPARTMENT(S) RESPONSIBLE

Social Services, NWT HC

PROGRESS TO MARCH 1987

NWTHC reported that the local housing Authorities/Associations will work with Social Services to provide a home for victims of spousal assault. Social Services reports that there is not enough housing.

PROGRESS TO MARCH 1988

Housing Corporation: The local Housing Associations/Authorities will work with Social Services to provide a home for victims of spousal assault through the over-accommodation of a family sponsored by the Department of Social Services or an approved society. However, this option has not been exercised by either the Department of Social Services or an approved society. Accommodations on a case-by-case basis appear to be a more viable means of providing transition accommodation than that of designating a specific family and unit within a community for that purpose.

The leasing of a unit as permanent accommodation for the purpose of transition accommodation remains unacceptable to Canada Mortgage and Housing Corporation.

Social Services: Limited housing has restricted the extent of a coordinated response. One second stage unit has been secured for Hay River through liaison between the Corporation and Social Services. Over-accommodation continues as an option, however, has not to date, been utilized. This is partially due to limited housing space and security concerns for the resident.

13. Provide alternatives for shelter for spousal assault victims; fund new pilot shelters in communities demonstrating commitment, using existing buildings where possible.

DEPARTMENT(S) RESPONSIBLE

Social Services

PROGRESS TO MARCH 1987

Action on: 13 & 14: Should be temporary shelters, preferable if run by community based groups to ensure they meet community needs.

PROGRESS TO MARCH 1988

Social Services: New shelters have been established in Rankin Inlet, Cambridge Bay, Spence Bay and Hay River, bringing the total up to eight operating shelters in the N.W.T. Although safe homes have continued to be an available option, they have not been utilized to a great extent. This is again due to limited space and security concerns for the resident. A number of training and support initiatives for shelter staff and members of community groups have been undertaken. These include:

- Guidelines and recommendations are available for some safe home options.
 - Funds are available to non-profit groups for training workshops.
 - All funded projects were given the opportunity to attend a three day conference on Family Violence held in Yellowknife, N.W.T.
 - Representatives from each region were given the opportunity to attend a conference in London, Ontario entitled "Native Perspective on Family Violence".
14. Fund the operating costs of existing shelters. (Sappujjijit Friendship Centre in Rankin Inlet, Katimavik Centre in Cambridge Bay, YWCA in Yellowknife and the Crisis Centre in Fort Smith.

DEPARTMENT(S) RESPONSIBLE

Social Services

PROGRESS TO MARCH 1987

Social services has developed a policy which will look at various shelter options, including setting up new shelters and safe homes. a) Three Transition Homes funded this fiscal year. Iqaluit, Fort Smith and Yellowknife. b) 10 target communities for Safe Homes. Monthly retainer and per diem rates paid according to occupancy. c) Community-based Crisis Shelter established in Tuktoyaktuk.

Training will be offered to Safe Home operators, as well as Transition Home employees and volunteers. A proposal for devising a training package may be used in communities or funds may be available directly to groups.

PROGRESS TO MARCH 1988

Shelters Funded - total of eight for \$992,620

Alison McAteer House, Yellowknife; Sutherland House, Fort Smith; Nutaraq's Place, Iqaluit; Hay River Women's Centre, Hay River; Tuktoyaktuk Crisis Shelter, Tuktoyaktuk; St. Michael's Crisis Shelter, Cambridge Bay; Spence Bay Crisis Shelter, Spence Bay; Rankin Inlet Shelter, Rankin Inlet.

15. Continue to provide physical protection to victims, consider all complaints as serious and advise victims that batterers should be prosecuted.

DEPARTMENT(S) RESPONSIBLE

RCMP

PROGRESS TO MARCH 1987

RCMP will comply with this approach through Policy Centre of the Officer in Charge.

PROGRESS TO MARCH 1988

Ongoing

COUNSELLING

16. Provide for professional Family Life Education Consultants to support victims of spousal assault, their families and offenders through training and advice to nurses, social workers, court workers, RCMP, community groups, volunteers lay counsellors, and schools.

DEPARTMENT(S) RESPONSIBLE

Health (Family Life Education)

PROGRESS TO MARCH 1987

a) Three Family Life Education Consultants hired April '86. The program has a high profile with many requests coming in from communities. Presentations and workshops and have been held in 20 communities as of March 31/87. April 86 - Ongoing.

PROGRESS TO MARCH 1988

- . The Coordinator and the three Family Life Education Consultants travelled extensively to many communities giving workshops and presentations, addressing concerns in the areas of Sexuality, Family Violence, AIDs and Child Sexual Abuse Prevention.
- . The consultants worked very closely with nurses, social workers, teachers, students, youth groups, community groups and the general public.
- . The Popular Education Method of giving workshops has been used with tremendous success at the community level and also at the Northern Conference on Family Violence in Yellowknife in March 1988.
- . In this method community participants identify the problem, then working from their own experiences, deepen their understanding, identify resources and develop an action plan to resolve the problem.

- . Facilitator training workshops have been given by the Family Life Education Consultants to people in a number of communities. This type of workshop provides the community with a firm base to continue action against Family Violence.
 - . At the Northern Conference on Family Violence, the Family Life Consultants were used as Educational Resource people to the delegates attending the conference.
 - . The Coordinator was a guest speaker on Child Sexual Abuse at the Inuit Women's Association Annual General Meeting held in Labrador, Quebec.
 - . The Coordinator and three consultants attended two Family Violence Conferences. They used this opportunity to gain knowledge and new skills for combatting Family Violence. This also provided an opportunity to liaise with other professionals in the field of Family Violence Prevention.
 - . Requests from a total of thirty-three northern communities for presentations and workshops have been fulfilled by the Family Life Education Consultants.
 - . Many individuals, community leaders, educators, professionals and families are expressing a continued interest in resolving the health and social problems impacting on the development of today's northern society.
 - . The Family Life Education Program has received excellent response from the communities for the work it has carried out and the three positions are now permanent.
17. Provide for crisis lines in conjunction with Northwestel on a regional community basis. Fund space, telephone installation, rental and long distance charges. (Line to be operated by trained volunteers)

DEPARTMENT(S) RESPONSIBLE

Social Services, Health

PROGRESS TO MARCH 1987

Not recommended. Duplication of service by Mental Health Association which has not proven effective.

PROGRESS TO MARCH 1988

Social Services: - no fully operational crisis lines in the NWT
 - YWCA (YK) and Hay River Women's Centre have 24 hour phone service - receive calls at all hours on a variety of needs.
 - eastern Arctic - no crisis lines.
 - under review by the department and relevant community groups

Health: - Social Services has primary responsibility.

35. Provide for court workers to respond to victims' enquiries and consider enhancing duties of court workers to include acting as an intermediary and advocate for victims.

DEPARTMENT(S) RESPONSIBLE

Justice

PROGRESS TO MARCH 1987

Native court workers advise victims about Court procedures. If asked they will tell victims when they need to go to Court. Victims will be referred to relevant support agencies including safe houses, family counselling, social services, legal aid. Refer victims to the Crown prior to the court date if the victim wants to speak to the prosecutor, give advice about peace bonds, restraining orders, separation agreements. Involved with transition houses and speaking to counsellors.

PROGRESS TO MARCH 1988

Ongoing.

LEGISLATIVE INITIATIVES

36. Review legislation and prepare a draft ordinance on spousal assault.

DEPARTMENT(S) RESPONSIBLE

Justice

PROGRESS TO MARCH 1987

Assault is an offence under the Federal Criminal Code and not within the jurisdiction of the NWT. Justice Canada is ready, willing and able to consult if deemed appropriate by Territorial Justice.

PROGRESS TO MARCH 1988

Justice has begun an initiative on Family Law Reform. This will be a two year undertaking.

37. Review and consider amending Mental Health Ordinance (through consultation) to permit batterers with suspected psychological problems to be committed for mental examination.

DEPARTMENT(S) RESPONSIBLE

Justice, Health

PROGRESS TO MARCH 1987

Completed

PROGRESS TO MARCH 1988

Justice: no direct response.

Health: do not intend to amend the Mental Health Act.

POLICING ISSUES

38. That the Commissioner of the RCMP consider assignment of women to "G" division positions in the RCMP.

DEPARTMENT(S) RESPONSIBLE

RCMP

PROGRESS TO MARCH 1987

Women members have been and are serving in the NWT

PROGRESS TO MARCH 1988

There are 13 women currently in "G" positions in the RCMP. The distribution is as follows: three in Operational communication; one in Iqaluit; one in Holman Island (she will be in charge of the detachment October 1, 1988); three in Inuvik; two in Yellowknife; three in Hay River (plus one special constable). Of the 13, three are civil members, one is a Special Constable, and 10 are regular constables.

39. Explore diversion for batterers who might otherwise be prosecuted in courts where appropriate.
40. Review the policy allowing RCMP to lay charges in spousal assault cases and continue to lay charges in as many cases as possible.

DEPARTMENT(S) RESPONSIBLE

RCMP

PROGRESS TO MARCH 1987

The policy requiring the RCMP to lay charges has heightened awareness of the seriousness of spousal assault and put the discretion to proceed in its proper place: with the Crown prosecutors.

PROGRESS TO MARCH 1988

RCMP: met with Family Counselling re: Batterer's Programs. Will continue to explore the benefits of diversion. May be beneficial under the following circumstances: if there are insufficient grounds to lay charges, if the crown withdraws for whatever reason, or as part of a court-imposed sentence.

41. Consult with other professionals in the community in spousal assault cases.

DEPARTMENT(S) RESPONSIBLE

RCMP

PROGRESS TO MARCH 1987

RCMP have agreed to this and support the Interagency Referral System.

PROGRESS TO MARCH 1988

Will connect to #7, #8
Continuing and ongoing.

42. Provide special training to recruits and In-Service Training on spousal assault investigation and case preparation.

DEPARTMENT(S) RESPONSIBLE

RCMP

PROGRESS TO MARCH 1987

Training in domestic disputes/violence/child abuse has been ongoing since the mid '70's in Regina and Ottawa. Special constables receive 15 weeks, and then six months field training. Ongoing.

PROGRESS TO MARCH 1988

Same. Ongoing. Recruit training is done at the Depot in Regina. There have been workshops delivered to Detachment Officers in charge and four work planning sessions (includes case preparation) in various detachments.

43. Take statements from household members witnessing spousal assault.

DEPARTMENT(S) RESPONSIBLE

RCMP

PROGRESS TO MARCH 1987

Investigations into complaints of assault are conducted and charges laid according to RCMP policy when supported by evidence, which includes household statements.

PROGRESS TO MARCH 1988

Ongoing.