

A FORMATIVE EVALUATION RESEARCH PROJECT
TO EXAMINE THE CRISIS INTERVENTION SERVICE IN
THE KENORA FAMILY RESOURCE CENTRE

by

M. A. (Rory) McMillan

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BY

M. A. (RORY) MCMILLAN

A practicum submitted to the Faculty of Graduate Studies
of the University of Manitoba in partial fulfillment of the
requirements of the degree of

MASTER OF SOCIAL WORK

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ABSTRACT

The estimates of the incidence of violence against women is reported to be one in four. The shelter movement has been set up as an attempt to put a dent in the problem of violence against women by the provision of a safe and secure environment for women when they leave a violent relationship. The crisis intervention program at the Kenora Family Resource Centre has stated goals which have not been reviewed since the inception of the program. The purpose of this practicum is to determine if the service provided by the crisis intervention program mirrors that which is stated to be delivered.

The procedure known as Formative Evaluation was used to accomplish the goal as outlined. A series of interviews were conducted with representatives of the shelter staff and board of directors and representatives of the community agencies that interact with the shelter. Questionnaires were forwarded to those abused women who agreed to participate.

An analysis of the information obtained revealed that the shelter does provide a safe and secure environment in which the women may take the time to review their future options and reflect upon their present situations. Crisis intervention services were provided for the women. The key components of this service are the development of safety plans, options for future action and referrals to external resources.

The researcher is of the opinion that this program can be evaluated and that the service provided does mirror that which is stated in the program literature. The data collected and analyzed assisted in the development of a comprehensive Terms of Reference. They will be used by the program should they decide to pursue a more indepth program evaluation.

CHAPTER I

INTRODUCTION & OBJECTIVES

1.1 INTRODUCTION

During the past decade, family violence has emerged from its cloistered position as a private family matter to a forum of public concern. In contrast to child abuse, the issue of wife assault has retained a private status and was not socially defined as criminal behaviour until very recently. The passivity of community response and a prevailing ignorance of the nature of the problem perpetuated this form of family violence, with its devastating effects on all family members. (Jaffe, Wolfe, Telford, Austin, 1986:37).

Nationally accepted estimates of the incidence of wife abuse indicate that it is changing from, at best, one in ten women being assaulted by their partners, to one in four. (Official Report of Hansard, December 5, 1990, p. 2413). Further research into the issue of wife assault identified four major community responses required in order to reduce the incidence of battering and to reduce the potential for further violence by present assailants and future generations. One of the community responses so identified is that of self-help services for assailants. This, combined with the three other community responses, assisted in the development of Family Resource Centres in the Province of Ontario.

As a middle manager with the Ministry of Community and Social Services, Province of Ontario, I had the opportunity of participating in the development of the noted Resource Centres in the Districts of Kenora and Rainy River, Ontario. Since the inception of this practicum, I have been designated as the lead Program Manager responsible for monitoring both the funding and programs provided in the Districts of Kenora and Rainy River, Ontario. It is at this time and combined with prior experience, that I have developed a keen interest regarding the crisis intervention/support program offered by the Centre. My focus was on the question, "What impact does the support service program offered by the Centre have on those women who are victims of the cycle of violence?"

Analyzing the crisis/intervention service in an existing shelter program required a broad scope of assessment. Formative research, combined with evaluability assessment provided the opportunity to gain greater experience and knowledge of the operation and function of a community-based resource centre. In order to gain an understanding of the program, an examination of the goals and objectives was necessary. A considerable amount of time was spent discussing philosophy with the manager involved in respect to service delivery. Contacts were made with other programs operating throughout the country, as well as contact with persons undertaking research. The principles of least intrusiveness,

protection of confidentiality, minimizing possibility of bias in collecting data, methods of collecting data, and the actual instruments to be used were discussed. Due to the nature of this program, much of the data collected may be deemed as qualitative in nature, based on feelings expressed both verbally and non-verbally. This program area is extremely sensitive to the needs of the abused women. The staff interviewed, by the nature of the program, are quite protective of the information regarding women who have availed themselves to the service. The use of formalized instruments was minimized and the method of interviews was used predominantly throughout this practicum.

During the data collection process and based on ongoing discussion with key stake-holders, it was determined that the service offered was more of a crisis intervention/support service than an in depth counselling program. Further, it was very aptly pointed out to me that it is not the abused women's cycle of violence--she becomes a victim of her partner's cycle of violence. It was with this renewed awareness that I proceeded to explore the crisis intervention/support program offered by the Kenora Family Resource Centre. I will refer to this service throughout the practicum report as the 'crisis intervention service'.

1.2 OBJECTIVES OF PRACTICUM

There were a number of principle practice objectives.

They are:

- 1. To determine if the intervention service is evaluable.** In order to attain this objective, it is necessary to engage in a review of the existing program to determine if the service provided actually mirrors that which is stated in the program literature. The intervention service must be reviewed based on the perception of those delivering the program; the Board of Directors responsible for the program, agencies making referrals to the shelter or becoming involved with the women after they leave the shelter, and the women themselves who have accessed the service.
- 2. To develop Terms of Reference in order that the Board of Directors may further develop an evaluation framework** that may be routinely put in place in order to complete an effectiveness evaluation may be undertaken by the agency itself or an external evaluator. In order to accomplish this task, it was necessary to analyze the data collected, based on the interviews undertaken, and to verify the stated objective. A further review of the instruments used by other research groups/organizations was completed in order to develop one that was appropriate for this practicum. Discussions with researchers at the Universities of Regina and Saskatchewan were undertaken.
- 3. To provide recommendations for change to the organization.** The practicum report contains specific recommendations concerning the organization's development. The feedback was based on analysis and assessment of the data collected. The recommendations will suggest ways that the program may be able to continually assess the service they are providing and to ensure they are delivering a required service.

CHAPTER II

SETTING OF PRACTICUM

2.1 MINISTRY OF COMMUNITY AND SOCIAL SERVICES: THE CONTEXT

The researcher worked out of the Ministry's District Office located in Kenora and devoted a portion of his time to the management of programs within his assigned area of responsibility. The reassignment to the Family Violence program area allowed for greater flexibility in scheduling and the opportunity to devote more time to the practicum. As the practicum proceeded, and based on assigned programs, the Family Violence program in Atikokan requested a review to address their present and future direction. The focus of this practicum provided the researcher with the opportunity to gain insight regarding evaluation of Family Violence programs and to be sensitive to the principle of least intrusiveness. Further, the opportunity was made available to work with a Board of Directors in reference to problem solving and sharing of possible models and process that could be reviewed in order to undertake a program evaluation of their shelter program.

2.1.1 THE PROGRAM

The program studied for this practicum is the crisis intervention service located at the Kenora Family Resource Centre.

Family Resource Centre: An eight to ten bed residence for women in crisis and their children, located in small, more isolated communities. While providing a variety of services for battered women including shelter, food, emotional support,

advocacy and counselling, they are also mandated to provide accommodation for women and children with special needs, notably elderly and native groups. The building is owned by a Municipality/Band and the service may be operated by the Municipality/Band or contracted to another service group or women's group. Major capital to construct the centre is provided by M.C.S.S. (Ritchie: 1987 p.11).

The following will serve as a brief description of the program based on an initial review of available literature and provincial ministry documentation. The primary counselling service is provided by one resident counsellor. Her immediate supervisor is the executive director of the program and the clinical supervision is provided by a staff member of the adult community mental health program located in St. Joseph's Centre, Kenora.

The program to be reviewed is identified as the crisis intervention component which is a part of the community family resource centre.

The program has two components; a residential component which provides a safe environment for a woman and her children in a time of crisis, and a non-residential counselling/support component to assist women in determining a future course of action. Women are expected to prepare their own meals and do light housekeeping including laundry as necessary. Counselling/support services primarily focus on orienting and

linking women to the services that they may need to assist them to return to a normal pattern of living.

The target group of the Family Resource Centre is primarily focused on women who have been threatened or actually abused, whether it be physically, mentally or emotionally, by their partners. It also includes the children of these women with their special emotional needs and problems in making the adjustment to the change in circumstances of the family. As a second priority, the Family Resource Centre services other women in crisis situations. As a crisis home, the length of stay for residents varies from one night to a maximum of six weeks, with average stay being three weeks. Males over the age of 16 are not allowed in the home.

The Centre does have updated policies and procedures related to admission, re-admission, confidentiality, relationships to community services including police, security, visiting by partners, length of stay, child abuse, resident guidelines, case management practices, discharge, follow-up, internal evaluation, record-keeping and personnel policies.

The basic orientation of the Centre is to maximize the use of the existing community resources and thus, it is linked into many community support networks via the Family Violence

Network. The Centre does have up-to-date information on services provided by other agencies in the community and within its total catchment area.

This program is managed by a Board of Directors, who, for funding, policy development and operations relate to the funder--the Ministry of Community & Social Services District Office. A ministry staff person is responsible for supervising the program and funding arrangements with the program, based on existing provincial legislation.

2.1.2 CRISIS INTERVENTION SERVICES

This program addresses counselling services to victims of family violence. The objectives, stated by the program, are in reference to the provision of a safe and secure shelter for abused women and their children. During their stay, women will be able to explore all options available to them and make the decisions they feel will best meet the needs of themselves and their children. The stated mandate is to offer a supportive, healing, non-judgemental environment where women may choose from the options made available to them.

The Kenora Family Resource Centre has been in operation since 1986. The funding source is the Ministry of Community and Social Services. The geographic boundaries of the catchment area the Centre serves are south to Nestor Falls, east to Vermilion Bay and north and west to the Manitoba

border. The occupancy rate has increased consistently since the Centre opened and averages at 130%, which is one of the highest rates in the Kenora/Rainy River District. A total of 542 women and children were served by the Centre during the 1990-91 fiscal year. The staff is comprised of (10) ten positions; one Director, one Counselling Co-Ordinator, four to five House Counsellors, one half-time House Co-Ordinator, one Child Care Worker and one Secretary/Bookkeeper.

As of June 28, 1990, the Kenora Family Resource Centre functions independently. Prior to this, the program was connected with the municipality and then the Kenora Fellowship Centre. The operation and control of the property is the sole responsibility of the Board of Directors. The staff and Board of the shelter recognize this as a major accomplishment in reference to functioning as an independent entity.

Figure 1 describes the structure of the Kenora Family Resource Centre.

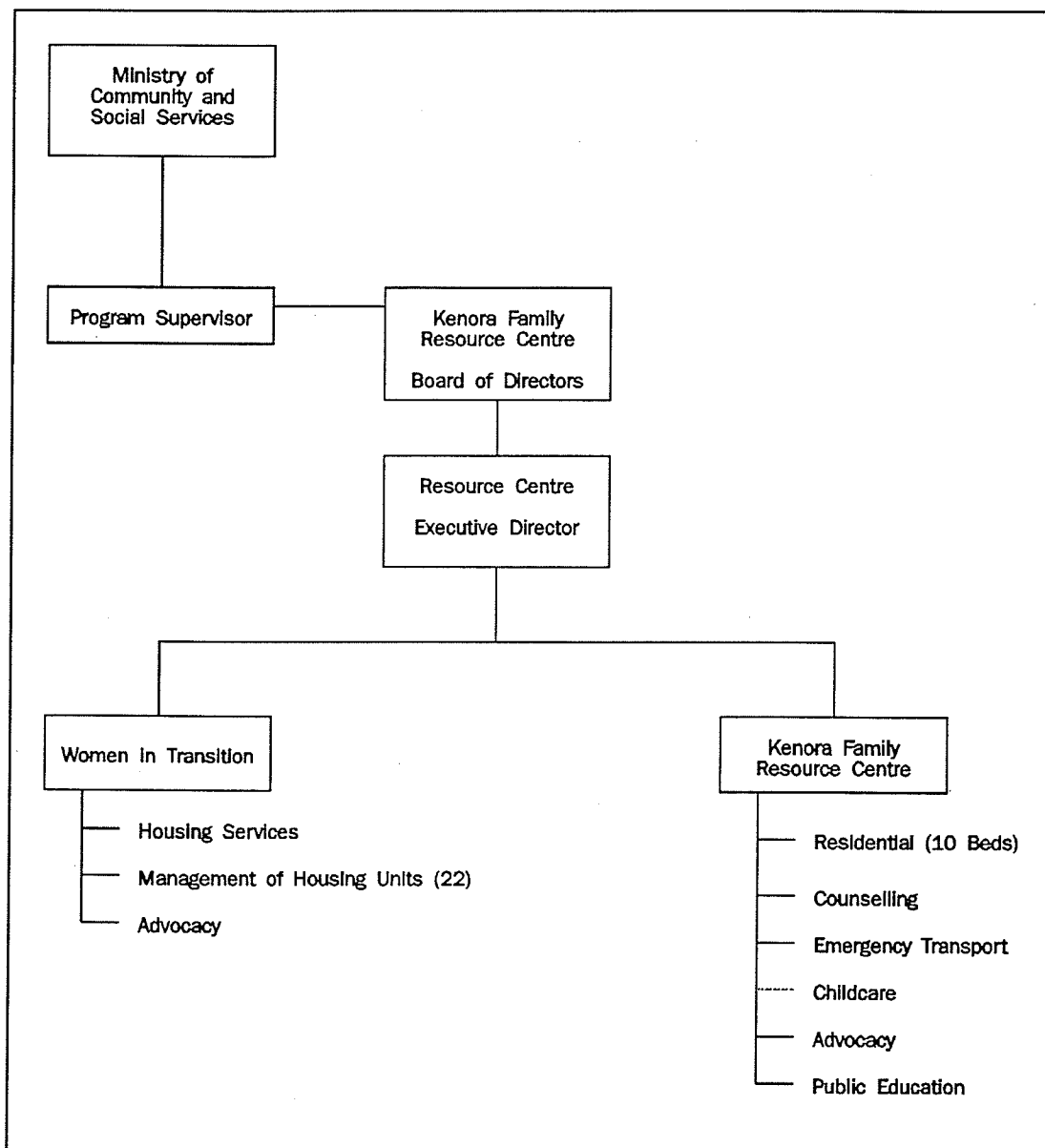


Figure 1 Structure of Kenora Family Resource Centre

CHAPTER III

REVIEW OF LITERATURE

3.1 CYCLE OF VIOLENCE - IMPACT OF SOCIAL LEARNING THEORY

One of the best known theories that has been put forward on the causes of 'husband-wife violence' is that of the Cycle of Violence. The theory proposes that violent behaviour is learned in the family and may be passed from one generation to the other, from the family of orientation to the family of procreation, by way of various social learning situations. (Kincaid, 1987, p. 86).

The author goes on further to quote Stark et. al. regarding the definition of social learning theory as follows:

An extension of differential association and reinforcement theories, holding that social sources, or people with whom one interacts, are the reinforcers that result in the learning of non-deviant and deviant behaviour. The type of behaviour that is most frequently and consistently reinforced by people will be the one most often exhibited. (Stark/Kincaid 1987, p. 86).

In respect to family violence as per a number of other learned behaviours, it has been further suggested that successful transmission of behaviour patterns is often influenced by the degree to which behaviour is perceived to have "functional value". (Kincaid/Bandura 1973, p. 87).

The family setting may well serve as a training ground for violence. Based on social learning theory, if the family

provides examples of violent behaviour between spouses and/or between parent and child, this may very well be the basis for future acts of violence.

Pagelow states that the question of learning sex-appropriate behaviours also enters the social learning picture. Children will learn "what is and is not appropriate behaviour according to their sex by reinforcement, punishment and role models". (Pagelow, 1978, p. 26). It is possible that sex-appropriate behaviour may then be closely allied with the learning about the use of violence on family members.

This does not mean that every boy who witnesses violence against women will grow up to be violent toward women; nor is every daughter accepting that to be a wife means being assaulted by her husband. If, however, exposure to violence and role models in the form of perpetrators and victims of violence in the family are important components of learning to be violent in the family setting, then the potential exists for these children in violent homes to learn to behave in ways similar to their parents' behaviour. (Kincaid, 1987, p. 87).

The prevailing social attitudes toward women and toward the usefulness and rightness of physical punishment for controlling others may well provide the support and reinforcement milieu for what many children see in violent families. It is not uncommon for some women who have become victims to state that it is their perception that all women (married) got beaten. (Kincaid 1987, p. 87).

It is not a given that if children witness violence in their family that they will grow up to be violent. It is entirely likely, based on some theories, that there does seem to be a carryover from one generation to the next. But some will not behave in the same way their parents did. In essence, it does not appear conclusive that if a child witnesses violence in the family they, in turn, will be violent (Kincaid 1987).

The social learning theory does postulate that the possibility does exist for violent behaviour to be learned in the family. Kincaid goes on to mention that research on child abusers has already shown that the family background of many of those people included being abused as children.

At Interval House in 1979, 44 (55%) of the husbands of assaulted women had been abused as children, 50% of them were reported to have abused the children in their present families. It must be noted that 50% had not abused their children, but they had assaulted their wives. (Kincaid, 1987, p. 88).

Pagelow, in a paper presented at the International Sociological Association Seminar on Sex Roles, Deviance, and Agents of Social Control (1977) outlined that social learning theory provided the most reasonable explanation for violence between family members, and with reference to violence between husbands and wives she said:

It is not inevitable that all boys learn from childhood onward to be aggressive and all girls learn to be victims. But strict adherence to dichotomized (traditional) sex roles, taught within the home and reinforced by social structure, seems

to provide the most potential for violence in intimate relationships. (p. 31).

The learning theory approach to family violence contends that the family serves as a training ground for violence. In terms of modelling, the family provides examples for imitation that can be adopted in later life as the individual draws from childhood experiences to structure appropriate parent or conjugal roles. Further, the family can also encourage and reinforce assaultive behaviour in children by rewarding aggressive behaviour, i.e.: sibling violence. This process is often unintentional, but quite effective. (Gelles/Straus, 1990, p. 441).

It is possible, however, that experience of violence builds not only a context in which violence may take place, but also a context where the desire for an escape from violence can both be nurtured and come to fruition. It may be that the cycle has to move into its second stage, that is:

the first repetition in the second generation before the individual who experienced violence in his or her original family can recognize that history is repeating itself. The behaviour patterns which one internalized as a child may not necessarily be obvious until one moves into a situation which brings certain reactions to light.

The woman who witnessed her parents' violence may not have been aware of the impact of their behaviour on her own attitudes towards violence. It is possible that some may have accepted what they viewed as normal while others may have been challenged by the violence to seek help. Based on some

research, women who experienced violence, and had no desire to have it continue in the family of procreation took steps to put an end to it, such as going to a women's shelter.

3.2 THE CYCLE OF VIOLENCE IN A RELATIONSHIP

In her book, Intervening With Assaulted Women: Current Theory, Research and Practice (1989), Pressman cites Walker regarding the most popular explanation for the presence of depression amongst a sample of abused women:

Using the cycle of violence paradigm with three phases--tension build-up, acute battering incident, and loving contrition phases--she has outlined how learned helplessness contributed to inertia in leaving the relationships. Women suffering repeated abuse come to learn that they have no control over the violence and lose motivation to change their circumstances. A lower rate of positive reinforcement from the violent mate results in more passivity. The learned helplessness contributes to depression that makes it extremely difficult for women to extricate themselves from the relationship. The breaking point supposedly comes when the cost-benefit ratio changes and the positive reinforcement declines following the acute battering phases. (Pressman, 1989, p. 98).

The cycle of violence includes three stages. When the cycle is repetitive, the relationship is appropriately labelled a "battering relationship". The first phase is the initial or build-up phase consisting of relatively minor incidents of violence which gradually escalate in their severity and finally culminate in a Phase Two or acute battering incident. Phase One may last only a short period of time, a week or two, or it may last for months. Phase Two lasts no more than 24 hours and is characterized by an

especially harmful, injurious or otherwise acute escalation of the level and intensity of the violence. This phase is followed by the so-called "honeymoon" or Phase Three, and is characterized by the cessation of violence, remorse on the part of the man, promises never to be violent again and "peace offerings" of gifts, affection, intimacy and gentleness. It is in this phase that Walker feels the victimization of the woman is completed since she is drawn back into believing the relationship will change for the better and that the "real husband" is this one who is being sweet and loving. But the cycle will begin again with Phase One culminating in Phase Three. The honeymoon period is also variable in length, but as the cycle is repeated over a long enough period of time, both Phase One and Phase Three may last for shorter periods of time. The identification of this cycle by Walker is extremely useful in assessing the nature and level of violence in a relationship since it provides a standard against which to compare the reported violence in any particular couple seen by a counsellor or a therapist. (Cook & Cook, 1984:84-86).

The victim, or abused women, displays the following characteristics (Wodarski, 1987):

1. She frequently has been raised in an emotionally restrictive home in which she has been encouraged to be passive.
2. She is socially isolated and thus has limited feedback about her situation, i.e.: she assumes there is violence in all marriages.

3. She internalizes the blame for the abuse, assuming responsibility for the violent situations--as she blames the victim, she helps the batterer deny responsibility for his own behaviour.
4. She further assists the batterer by her compliance--victim views this compliance as a survival mechanism, the batterer perceives it as agreement and, as such, it provides the tacit approval necessary for continued acts of violence.
5. There is a fifth factor in the victim's profile that has to do with her loyalty--core of this trait relates to her basic ambivalence and her deep hope that he will change.

Further characteristics that bear mentioning are that the woman's self-esteem is low and that she is a traditionalist about the home, family unity, and the prescribed feminine sex-role stereotype. Although she has severe stress reactions and exhibits physiological complaints, she is able to deny the terror and anger she feels (Walker 1989, Wodarski 1987). The factors that rise to the surface are that the woman in an abusive situation has low self-esteem, is dependent upon the relationship and lacks the resources (personal and external) to break out of the cycle of violence.

In expanding upon the characteristics of abused women, one of the most frequently asked questions is why do they remain in violent relationships? According to Sinclair (1985), the statistics usually only reflect those women who are assaulted repeatedly. There is no simple answer to this question, but rather a combination of complex factors that determine the stay or go decision. Many of these women are trapped by an immobilizing fear, the majority of the attacks

happen in the home at night and there is no place to go. The fear of reprisal from her neighbours prevents her from running to them (Wodarski, 1987). A number of women cling to the hope that things will get better. It is pointed out in a number of studies, including the cycle of violence, that many husbands or partners promise to reform. The women often stay behind with the children because they fear something will be done to them if left alone. The batterer tends to keep her financially dependent, whether he is wealthy or not. The loss of self-esteem which occurs due to the battering, psychological abuse, or both, manages to incapacitate her. (Schlesinger, 1980).

Wodarski (1987) makes further reference to a study completed by Stacey & Shupe (1983) which states that women remain in violent relationships because of the following: a sense of commitment; religious beliefs; domination, seen as the equivalent of affection, and; leaving equals desertion and financial hardship.

Cook & Cook (1984, 85, 86) make reference to comments made by Walker in addressing Seligman's Learned Helplessness Theory completed in 1975. Walker's version of the theory asserts that sex role socialization is responsible for women believing that they do not have control over their own environment and therefore cannot escape from the batterer.

In an article entitled, A Systemic Approach to Wife Battering, by David R. Cook and Anne Frantz Cook (1984:87), reference is made to a number of emerging themes regarding family violence and, more specifically, wife assault. Their summary addresses articles written by Walker, Seligman, Saunders, Margolin, Coleman & Hanks and Rosenbaum. The themes are as follows:

1. Violence follows a cyclical pattern and is highly resistant to change unless interrupted somehow by treatment or circumstances.
2. Violence and the spouse's response to it are, in part at least, learned.
3. Major systemic themes that enter into the maintenance of a recurrent cycle of violence are a lack of differentiation in the spouses stemming from difficulty in separating from their families of origin; a spousal relationship characterized by an over-adequate wife/under-adequate husband complementarily and the regulation of closeness - distance and other similar relationship themes through the mechanism of violence.
4. Men can learn to control their violent behaviour, and;
5. Couples can be taught ways to reduce and control dysfunctional anger and violence in their relationship.

Bringing about significant change in these patterns requires not only work on controlling individual behaviour, but also interventions that will help to break the homeostatic cycle that maintains the violence. Figure 2 provides a summarized overview of the cycle of violence and Figure 3

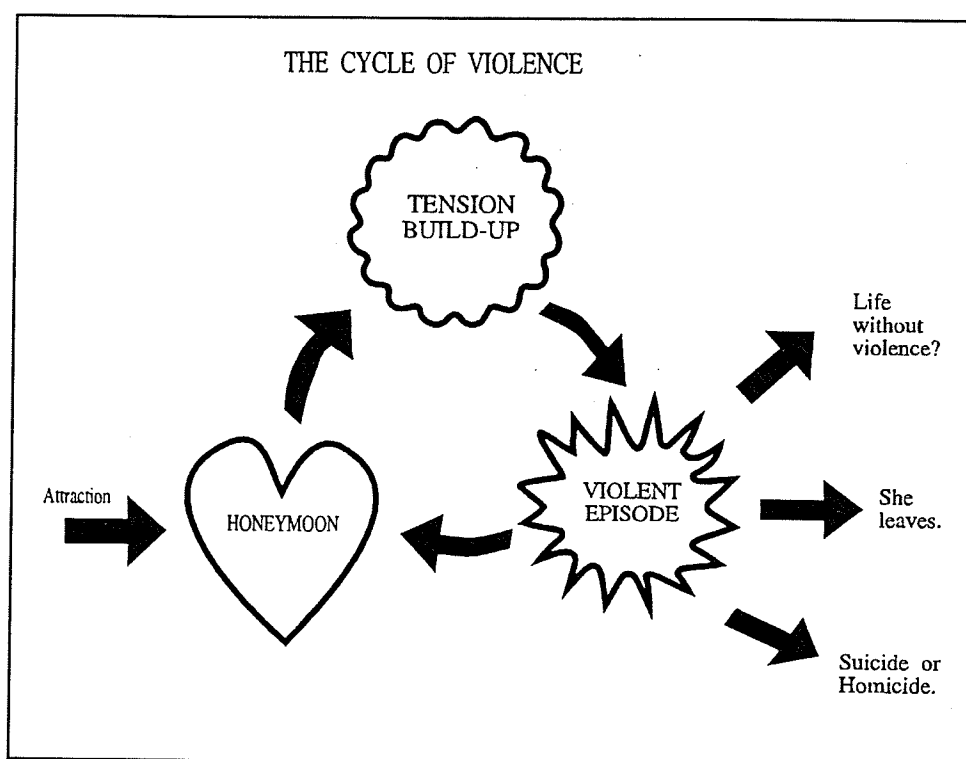


Figure 2 The Cycle of Violence

Battering behaviour usually follows a definite cycle. Understanding this cycle is important in learning to help those in abusive relationships. The cycle of violence helps explain why she stays.

Phase One TENSION BUILDING STAGE

He attacks her verbally with insults, put-downs, accusations. Minor battering incidents occur. She tries to calm him, trying to anticipate his every whim. As tension builds, she becomes more passive, he becomes more oppressive. She blames herself for not being able to control the situation; she feels helpless. Tension becomes unbearable.

Phase Two ACUTE BATTERING INCIDENT

Tensions that built up in Phase One erupt into violence. The incident is usually triggered by an external event or internal state of the man, rather than by the woman's behaviour. It is during this stage that the woman is most likely to be sexually assaulted, injured or killed.

Phase Three HONEYMOON STAGE

After the acute battering incident, the man becomes extremely loving, kind and contrite. He begs forgiveness and promises it will never happen again. As their relationship deteriorates, his loving behaviour is increasingly important to her. For a time, he seems like the man she fell in love with. Guilt also holds her. They both believe she is responsible for his future welfare, or, if she leaves, for breaking up the home. If she stays, it is not long before the loving behaviour gives way to small battering incidents. A NEW CYCLE OF VIOLENCE BEGINS.

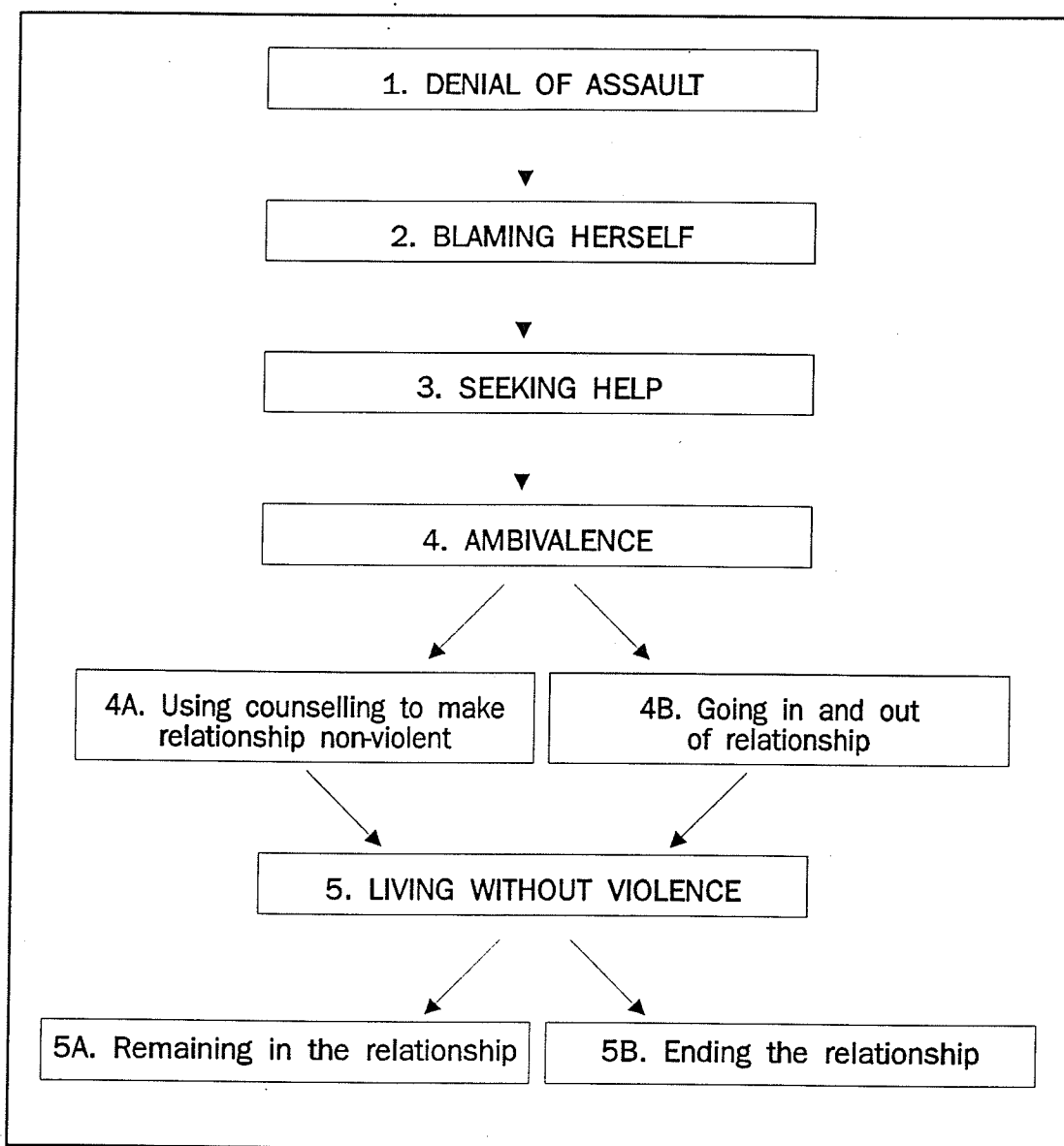


Figure 3 Stages in Battered Women's Experience

summarizes the stages in Battered Women's Experience.

This was adapted from the booklet entitled "Breaking The Pattern--How Alberta Families Can Help Assaulted Women and Their Families". The following statement is extracted from the booklet: "In that spirit of helpful co-operation, readers are encouraged to photocopy and distribute any or all portions of this hand book." (Community Health Alberta, 1985, p. 18.)

3.3 POWER AND EMPOWERMENT

In a paper completed by Hettinga (1990) regarding the role of foster parents, she makes reference to Pinderhughes and how he defines power and describes its interactive nature.

Power is the capacity to influence the forces which affect one's life space for one's own benefit. Powerlessness is the incapacity to exert such influence. Power can be examined from the perspective of the process of interaction between the parties involved and the context in which the interaction occurs. Understanding power must also include identifying the person or persons who exercise power and their motives, methods, and targets or victims and their nature. Lack of power is painful to victims. No one wants to feel powerless; people behave in ways that bring a sense of power. Moreover, power and powerlessness operate systematically, transecting both macrosystem and microsystem processes. The existence or non-existence of power on one level of human functioning affects and is affected by its existence or non-existence on other levels of functioning--for example, intra-psychic, familial, community-ethnic, cultural, and societal. (Pinderhughes, 1983, p. 332).

Susan Schechter, in her book entitled Women and Male Violence--The Visions and Struggles of the Battered Women's Movement, puts forth the following as a description for empowerment:

Self-help, closely related to definitions of 'empowerment', is described as a process through which women, experts about their own lives, learn to know their strength. 'Empowerment' combines ideas about internalizing personal and collective power and validating women's personal experiences as politically oppressive rather than self-caused or 'crazy'. In a feminist political context, empowerment signifies standing together as a community just as it means supportively enabling a person to take risks. Its premise is to turn individual defeats into victories through giving women tools to better control their lives and

joining in collective struggle. (Schechter, 1982, p. 109).

In order to remove the inevitable burden of guilt which occurs to those who do not meet societal expectations, it is crucial that people learn to see the effects of some of the broader dynamics. They must, in other words, learn to see the sources of oppression which daily bear down on them. While at first glance, this may only seem to further their feelings of powerlessness, it can become the basis for achieving exactly the reverse--a heightened sense of power and control. If individuals perceive their situations as being caused by their personal failure to meet social obligations, the result is a frightening form of isolation and guilt which drains away any recognition of personal strength. By understanding that their situations are directly influenced by larger social patterns affecting everyone, a basepoint is established for working differently with the obstacles they will inevitably face (cycle of violence and learned helplessness theory).

It is assumed that empowerment involves structuring the environment so that individuals can grow and learn. This perspective suggests that a redefinition of roles enables the role occupant to conceptualize acts and attitudes which are consistent with their revised status. Fundamental to this approach is the belief that the people most effected most often know what changes have to be made, i.e.: abused women do not necessarily break out of the cycle by the development

of a safety plan, as much as by redefining what they expect of themselves as women and as people (Mahaffey, Hanks, 1982, p. 212 - 223).

Theories viewing battering as an abnormality within the abuser, the relationship, or the victim, promote treatment strategies which do not challenge or alter the power system which creates the foundation of battering behaviour.

With few exceptions, the more than two thousand male and two hundred women who have been incarcerated or court-mandated to treatment since 1981 in north-eastern Minnesota have articulated strong beliefs that they have the right to control or punish their partners for perceived hostile or wrongful behaviour. The theory that battering is caused by a culturally supported belief that people have the right to control their partners explains almost all abuse described by thousands of victims using shelters, and the hundreds of abusers mandated to counselling in Minnesota. To confront and change these beliefs, the community must first examine and then challenge the cultural facilitators of battering--belief in natural order, the objectification of women, cultural reinforcement of forced submission, and tolerance of overt coercion and physical force (Duprey, McDonnell, Paymar, Rence, p. 2).

The abuser usually operates from a belief system which positions him over the victim as a disciplinarian or as legitimately entitled to the victim's obedience or service. The patriarchal family system has influenced males to assume the role of head of household, and has similarly influenced women to accept a subordinate position in the family (Pence, p. 2). The concept that there should be a natural and hierarchical order is heavily reinforced in every aspect of

life which is, in fact, overwhelmingly governed by hierarchical structures. Religious and educational institutions, government and organized sports are all structured in this way. For most families involving two adults, the father usually assumes the head of the family by virtue of his gender. The acceptance of male authority leads many men to expect obedience and submission from their partners and many women to submit on some level to male authority.

In a book entitled, The Battered Woman, by Lenore Walker (1979), she states that battered women are labelled as somehow different from other women--they are believed to suffer from an assortment of clinically defined defects including learned helplessness. Other maladies are attributed to them as well--addiction to relationships, co-dependency, and a whole variety of personality disorders. The attitude of some professionals and parts of society is no more true than in the following excerpt. This woman was first labelled as paranoid and later as co-dependent.

My husband shot at me twice, but he was so drunk he missed me. I locked myself in the bathroom and crawled out the window. I ran through a field knee deep with no shoes. The neighbours took me to the hospital. The next day I was admitted to the psych. ward for anxiety. I took several tests. When the psychiatrist met with me, he said I scored very high on the paranoia scale. I asked what that meant and he said, "It means that you have an irrational fear that someone is out to get you". My anxiety turned to depression. I was released to

go back home a week later with a prescription for valium (Pence, p. 4).

In response to the problem of victim blaming being so pervasive, the roots of battering are so deep that to eradicate the practice of 'wife battering', the imbalance of powers between men and women in this society must be eliminated and the nature of intimate sexual relationships between adults redefined. It would appear that victim blaming becomes the compromise to radical social restructuring. Victim blaming forces many battered women to submit to the use of violence against them.

John Kenneth Galbraith argues that the imposition of one group's will on another group is based on the ability to use three types of power. Coercive power wins submission through the imposition of an alternative to the present circumstances of the individual or the group sufficiently unpleasant or painful that their preferences are abandoned. Compensatory power wins submission through the offer of an affirmative reward. Conditioned power wins submission through changing the belief, persuasion, education or social commitment to what seems natural, proper or right, causing the individual to submit to the will of another or of others. This submission reflects the preferred course because the submission is frequently not recognized by the victim. (Galbraith, 1983).

The three forms of power outlined above are experienced by battered women, which forces them to submit to abusive control and domination. Coercive power is used by presenting significant negative consequences to a woman who does not submit, including the loss of her children or the threat of additional physical violence if she should press charges, obtain an order for protection, or leave the relationship.

Compensatory power is used when a woman is financially unable to provide for herself and her children without the support of her abuser. It is also used when she is unable to work or advance in her education to obtain adequate employment (Pence, 1989).

Women are further exploited when the abuser controls the victim's education and employment status, combined with an economy that further exploits women in the work force and places battered women in a double economic bind which becomes a strong social facilitator of the violence used against them. The negative aspects of society and what may appear to be a lack of understanding about the dynamics of violence by sectors of the society serves as an enabler in the cycle of violence. The following charts assist in displaying the negative aspects of power and control. A comparative chart displays what may be considered a 'healthy' relationship characterized by give and take. (Figure 4 - Power and Control

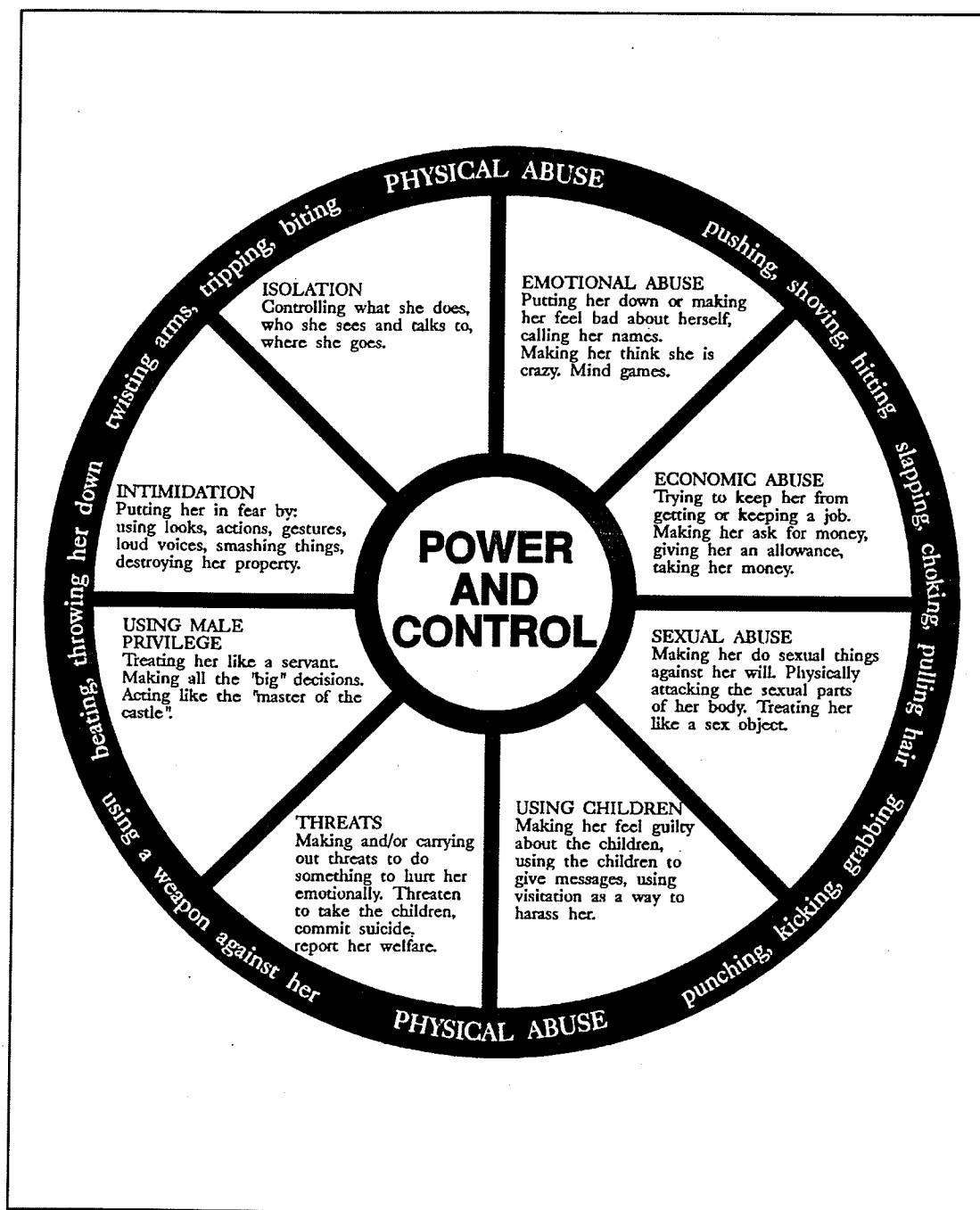


Figure 4 Power and Control

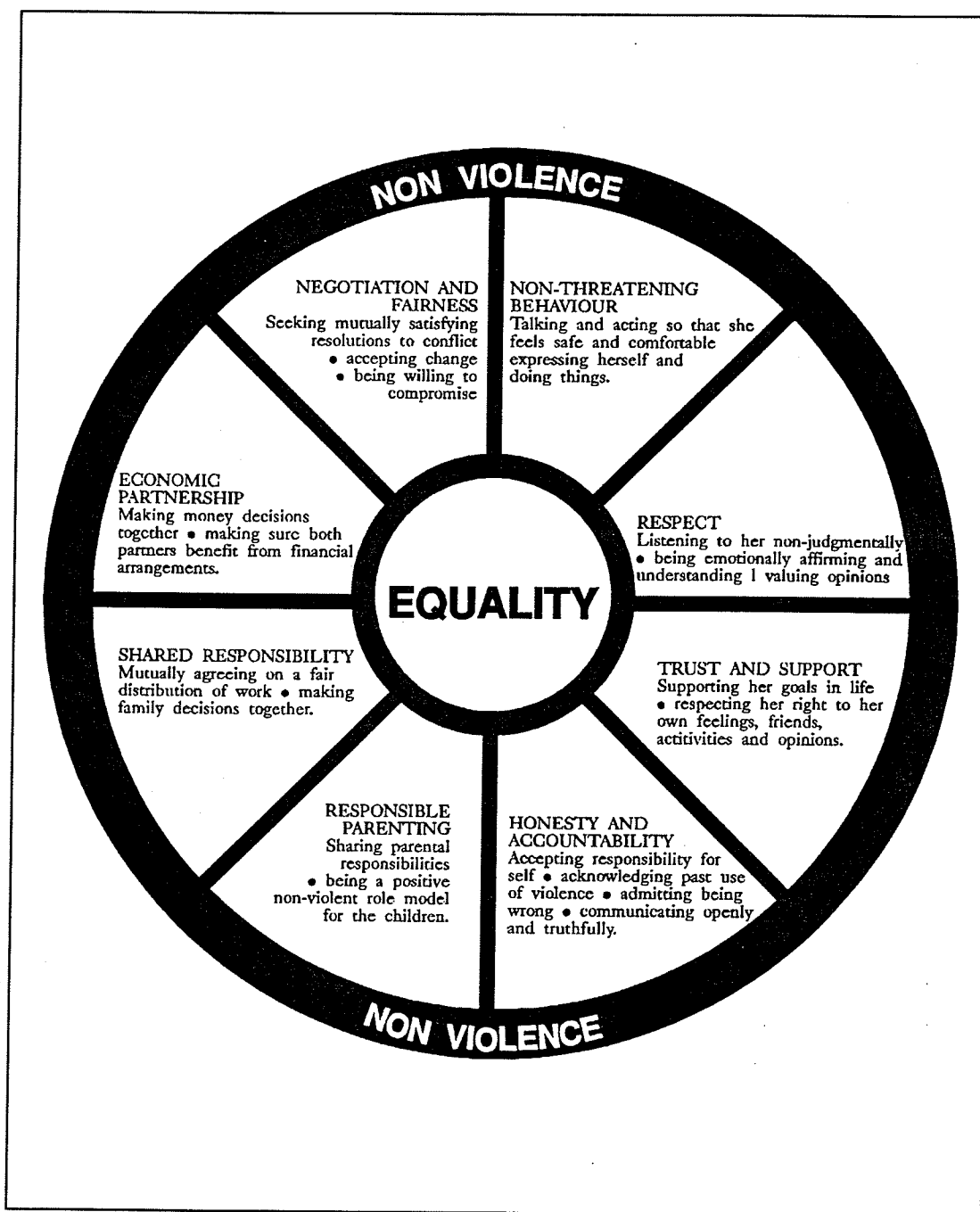


Figure 5 Equality

and Figure 5 - Equality, Domestic Abuse Intervention Project, Duluth, Minnesota, 1989).

The use of conditioned power against victims is carried out by individual batterers in a culturally reinforced environment. Submission to battering is forced despite some people's claims that they know women 'who like it' or 'want it'. Constant attacks against the victim's integrity and self-concept usually accompany battering. Over a period of time, the abuser is able to convince the victim that the physical attacks being suffered are as a result of her own behaviour. The abuser's behaviour is reinforced by some of those professionals intervening in the case, i.e.: what did you do to provoke him? This is further reinforced when the woman is labelled as a co-dependent or the abuser's violence is stated to be as a result of a conflict in the relationship by an uninformed therapist.

Submission is forced on battered women; it is culturally and institutionally reinforced. Submission to violence is not the result of an inherent defect in the victim. (Pence, 1989, p.6).

3.4 FEMINISM

In its broadest sense, feminism means women's individual or collective rights to autonomy, to define their lives as they see fit. It thus suggests equality between the sexes. For some, the women's liberationists, feminism is both an analysis of how women are oppressed as a gender category and a commitment to organizing to end that oppression, gaining power and autonomy on many levels. Non-hierarchical organizational structures and interpersonal relationships are the embodiments

of feminist theory. For others--those who are part of the women's rights branch of the movement--feminism primarily implies making society better through winning concrete changes in the law and within institutions. In both of these large categories, analyses varied; and women did not necessarily label themselves as being in one or the other branch of the movement. (Schechter 1982, p.45).

The terms 'power' and 'empowerment' formulate some of the key underpinnings of the feminist philosophy. The feminist approach to women battering can be traced to a patriarchal society wherein men abuse women in their own homes as they do in other aspects of society in order to maintain control over them. Dobash and Dobash (1979) state that because wife battering is an expression of a patriarchal political organization, consciousness raising and political action are required as one step in ameliorating the problem. Susan Schechter, in an article entitled, Building Bridges Between Activists, Professionals and Researchers, states that prior to the growth of shelters many people viewed battered women as passive, dependent or some sort of social deviant. The advent of the battered women's movement has caused us all to see abused women in a new light. The atmosphere within the shelter movement offered the supportive framework through which women turned 'personal' problems into political ones, relieved themselves of self blame, and called attention to the serialism that leaves millions violently victimized.

Temporarily freed from threats of retaliation and danger, battered women in shelters could display their long-ignored energy, rage and coping abilities and reveal their similarity to all women.

Any theory of violence against women that failed to account for the extraordinary personal transformations that occur in shelters would distort the truth about battered women (Schechter, p. 299).

In an article written by Ellen Pence and Melanie Shepard entitled Integrating Feminist Theory and Practice--The Challenge of the Battered Women's Movement, they make reference to a project in Minnesota to illustrate the impact of the Feminist Movement. In the state of Minnesota, activists from within the shelter movement began discussing the need for an approach that was geared more towards the use of community institutions to intervene actively with the batterer themselves. The program was entitled the Domestic Abuse Intervention Project (D.A.I.P.) in Duluth, Minnesota. The process of empowerment was actively engaged within the context of the project. In the organization of D.A.I.P., attention was given to ensuring that input from formerly battered women was obtained.

This was done in many ways, including hiring formerly battered women for the program staff, seeing that all members of the governing policy board were either formerly battered or had lived in a violent home as a child, going to women's groups three or four times a year to seek input for policies and procedures, involving shelter staff in all the decisions about policies and procedures, and continually assessing the effectiveness of the program through anonymous interviews with battered women whose partners came into the system...the lack of grass roots foundation was evidenced in the process used in the past for changing policies and procedures in the local criminal justice system, which had excluded participation of battered women. During the forum where women met to interpret data from the surveys, it became evident that the women wanted to follow through on recommendations by

meeting directly with law enforcement and court officials. Two meetings were set up and were attended by dozens of women who had been involved in criminal justice cases during the past two years. At these meetings, police administrators and chief prosecutors were, for the first time, put in the position of being directly accountable to battered women instead of to only a small group of people negotiating on their behalf (Ellen Pence, Melanie Shepard, p. 293).

The outcome of the process of directly involving battered women in negotiations, as outlined by Pence and Shepard, resulted in two significant outcomes.

First, it became clear that in the past, staff had been empowered through their participation in the project, but battered women had not. Organizing strategies for implementing project reforms had ignored the importance of empowering battered women by integrating them into the process. Second, the need for broad based support and participation from battered women became apparent. The agenda developed by women during the forum was more comprehensive and meaningful than that which could have been developed by staff in consultation with battered women. (Ellen Pence, Melanie Shepard, p. 293-294).

Pence and Shepard very aptly point out in their summary of the D.A.I.P. that in order to avoid stagnation in the collective creative ability to transform and change society, it is necessary to continue to reflect and base treatment practices in feminist theory. It is this theory that provides the most exciting opportunities for those persons who continue to work within the movement.

When we abandon or modify theory or philosophy, in the interest of practicality, we move away from our strength. It is the constant interaction of theory and practice that keeps a movement dynamic, growing, changing and, most importantly, moving. (Pence, Shepard, p. 297).

3.5 THE EFFECTS OF PROFESSIONALIZATION IN THE SHELTER MOVEMENT

I would like to conclude the literature review by addressing the above-noted topic. The foundation of the shelters and the services provided by the shelters for abused women are based on a staffing model comprised of mainly non-professionals. This is particularly true in the program I reviewed--the majority of the front-line staff are made up of women who have either experienced abuse or have, as described by one staff member, a strong 'gut feeling' of the needs of abused women. It is important to note that the resident counsellor who provides supervision to the staff and who is in the beginning stages of establishing women's groups outside the shelter is a graduate 'social worker'. She has acquired training in feminist therapy and ideology.

In the shelters where the primary funding source is by government, the role of feminism plays a minimal part; however, its influence is felt by those individual feminists who may join the staff and participate in the program delivery. In some ways, the advent of full government funding has served to breakdown or minimize the role of advocacy--an underlying principle of the feminist movement. Susan Schechter further states (1989) that the need for advocacy and social change, especially to facilitate women's leaving or ending violent relationships, is acknowledged but often minimized.

Women's weaknesses, as well as their strengths, are carefully scrutinized. These shelters often provide decent counselling, advocacy, and group supports, but place heavy emphasis on the need for individual therapy with professional counsellors. Frequently, male responsibility for violence is relegated to secondary importance while a woman's personality takes centre stage as the desired focus for change (Schechter, 1989, p. 306).

The article further states that perhaps the premise for the anti-professional feeling may be founded in the fact that at the beginning of the movement, professional arrogance and indifference toward battered women helped mold the biases that are still operating in some programs. Feminists were the first to analyze violence against women as part of the power-dynamic operating between men and women in a sexist society. The term 'battered women' came about as a result of the persistent efforts of feminists and grass roots activists. Professionals began to state that violence was a mental health or criminal justice problem which moved it away from political analysis, a concept not familiar to the professional. It was deemed by them as beyond their concern. Although the 'professionals' were not strong supporters of the feminist ideology and grass roots movement, they came to depend heavily on feminist skills and information. The feminist activists had come to understand the needs of battered women and the type of supports they required in order to work towards breaking free of a violent relationship. Professionals, at times, used the information obtained by feminists to acquire funding to start programs without acknowledging the source.

As professionals established 'family violence' as their realm of expertise, their feminist colleagues were discredited as 'not professional enough' and labelled irrelevant. (Schechter, p. 307).

A competition developed between professionals and non-professionals in the shelter movement--the shelters were placed in a position to lay their claims to expertise in order to ward off competition from the more traditional agencies, and obtain funding. The difficulty arose when the expertise had to be defined as non-professional in order to avoid having standards placed on them that would alter egalitarian relationships with battered women and destroy a democratic movement for social and political change.

Adding more difficulties, funding agencies, boards, and some staff advocated or demanded the hiring of professional directors or counselling staff in order to acquire the expertise needed to survive and help battered women. To provide services, staff need to accrue and teach advocacy, counselling, and legal skills. As time went on, the directors of most battered women's programs were hired from the ranks of the legal and social work professions, and movement leadership became increasingly professional. Sometimes, imperceptibly, staff lost their connection to a movement in the process of learning their complicated jobs and becoming experts. (Schechter, p. 307).

In an article entitled "Credentials vs. Life Experience", Anne Valentin (1987), she states that the movement towards mandatory hiring of credentialed staff not only discounts life experience and self-education, but denies access of many formerly battered women to positions in which they can acquire training and organizational skills towards leadership potential. She goes on further to state that this models the

experience of many battered women when, through the power and control of their abusers, the battered women are denied access to educational opportunities, jobs (economic independence) and social skills, primarily due to the isolation in the home.

A primary and positive aspect of empowerment within the movement has been the availability of job training and skills development at all levels of our organization...it is essential to enlist and maintain formerly battered women as workers and leaders...We need to remember that out of a small group of women came a major movement. When we devalue the expertise of battered women--discount that our 'credentials' to do this work come from our life experience--we in kind, dilute our central, essential values of what is important in this movement. (Valentin, 1987, p. 13).

The strong advocates of the feminist movement clearly state that, within the domestic violence network, programs have equal responsibility to be accountable to the voices of battered women and their children. They further advocate that policy development and enactment must involve formerly battered women at all levels within the organization, including leadership and on boards. The forum for comment and criticism by battered women should form a part of the ongoing development and operation of the programs. Valentin goes on further to state that the existence of such programs grew from the creativity of battered women, and that the programs are in place to serve battered women, not to treat and cure them.

An underlying feminist principle is that the hierarchy is recognized as a male-dominated model based in privilege: economics, race, cultural status, heterosexual, class, age,

education, etc. (Valentin, 1987, p. 14). A basic premise or politic in the battered women's movement is to address all of the above privileges as issues of oppression. A number of feminists clearly state that by valuing credentials more than human experience a hierarchy is formed--the work and value in the women's movement is based in life experience. It is necessary, as stated by Valentin, to value the commitment of equality and empowerment of battered women in order to deal with the oppressive society that now exists.

A power struggle has developed between the professionals that have recently entered the movement and those battered women who have been a part of it since its evolution. Susan Schechter (1987) states that the struggle grows increasingly complicated as more professionally trained women join the movement at the same time more battered women try to assume power within it. The struggles inside the shelter movement also mirror the change in the political climate. She states that during the 1980's a more reactionary federal government has been intent on restoring the traditional, male-dominated family, starting social welfare programs and redistributing wealth upwardly. The backlash against women, clearly stated in this agenda, has again been a catalyst for those eager to attack feminist organizing and political programs. The outcome is still unclear.

The actions of the conservative agenda have provided the opportunity for feminists and professionals to unite and demand more services for battered women and their children. This includes greater funding for shelters and services, increased welfare grants, jobs, more social services and day care. Feminists and professionals have lobbied for laws that have extended police and judicial powers to protect abused women and stop the assailants' violence. (Schechter, 1987, p. 304).

The political disagreements between the two groups have effectively been put aside so that battered women can gain the rights and resources they are entitled to. It is anticipated that the effective coalition-building efforts should continue.

At the same time, feminists, battered women and professionals need to begin a dialogue that answers critical questions: How can professionals within institutions like hospitals and mental health centres act to empower battered women? What social policies and practices do battered women, as a group, want? What interventions do they define as dangerous or harmful? (Schechter, 1987, p. 309).

There is a greater thrust on the part of battered women as they unite in task forces, frequently connected to a provincial coalition. The task forces provide battered women with a forum through which they gain support and the courage to make demands upon shelters and community institutions. The uniting of battered women removes the tokenized label as they reach for the power to change their lives individually and collectively. Their presence alone portrays that they will

demand accountability from shelters and community organizations that claim to speak for battered women. It is the task of professionals and feminists alike to listen to those voices, share power, and place battered women's services in the hands of battered women. (Schechter, 1987, p. 310).

3.6 CRITIQUE OF LITERATURE REVIEW

In completing a literature review of the Battered Women's Movement and Family Violence programs, two bodies of literature were consulted. Both traditional social work, which refers to those theories lacking a feminist perspective, and feminist literature were researched for articles which provided the theoretical base for the completion of the practicum. As well, conversations took place with persons who are presently operating shelters, have been engaged in research and those women who are feminists advocating for battered women. The sources provided me with sample instruments that could be adapted for questionnaires and interview formats. I wish to make specific reference to the Battered Women's Support Services in Vancouver, University of Regina, Sample Survey Department (Ms. Pamela Smith), Ms. Gerri Dickson, R.N., M.P.H., College of Nursing, University of Saskatchewan, Ontario Prevention Clearing House, Toronto and Ottawa, Women's Centre (Grey & Bruce) Inc. and the directors of the women's shelter programs in North Bay and Hamilton. This information and informal dialogue proved to be valuable both as a source of information and recommended direction as

well as for my personal learning. The literature review focused on material which supported the completion of objectives as outlined in the practicum proposal. As a result of the selective process, the literature that was chosen was specific to the requirements of the practicum.

A broad spectrum of material was surveyed in the completion of the literature review. It was found that much of the literature concerning shelters and the counselling/crisis intervention services provided was deficient in analysis of the effects the services had on those women who have accessed the programs.

The social work literature addressed the human factor regarding intervention, but did not address, in significant fashion, the necessity for the input from battered women themselves and the essential role that they play in the continued advocacy for service. The articles by Schechter (1987), Valentin (1987) and Pence and Shepard are representative of the necessity to involve battered women. It is important to note that the reference to battered women refers to those women who lived in a 'battering relationship', but have since left and are involved in the ongoing advocacy for services and delivery of services to those women presently living in 'battering relationships'.

A series of articles by Kincaid (1987), Pagelow (1978), Pressman (1989), Cook & Cook (1984), Wodarski (1987), and Walker clearly outlined the impact and significance of the theories attached to the cycle of violence. Initially, the general concept was that a woman becomes 'caught up' in the cycle of violence based on the behaviour of the partner she co-habitates with. The general comments of society at large states that she, the woman, is responsible for the abuse she gets and that in different ways she solicits it. However, key components outlined in the literature reviewed states that the cycle of violence belongs to the batterer and the woman becomes a victim of this cycle and that the cycle is also inter-generational where abuse has been evident in either partner's family life. References to social work literature address the theoretical base for the cycle of violence and the research regarding family violence clearly outlines the linkages between the theoretical base and violence in the family. It is at this stage that major thrusts in public education must take place, particularly with the young, in order to ensure that our younger generation is more aware and can begin to recognize the early signs of the impact of the cycle of violence on their lives. This is addressed in the text, The Omitted Reality, by Kincaid (1987).

The articles regarding power and empowerment (Pinderhughes 1983, Schechter 1987, Mahaffey, Hands 1982,

Duprey, McDonnell, Payman, Pence, Walker 1979, Galbraith 1983 and Pence 1989) clearly outline the power imbalances that exist in society today and, in part, are responsible for much of the abuse that occurs. This literature adequately outlines the Learned Helplessness Theory (Schlesinger, 1979) that battered women are a part of a how the continuance of this imbalance perpetuates violence against women.

The fact of power imbalances as a major factor in wife battering is further reinforced in the articles by Dobash & Dobash (1979), Schechter (1989) and Pence & Shepard, which state that men continue to attempt to gain control over women both in the home and in the work setting. The reference to the D.A.I.P. in Minnesota illustrates that there is the necessity to continue to base treatment practices in feminist theory.

The concept of empowerment, as a major component of the feminist approach to dealing with battered women is addressed in the articles by Schechter (1987) and Valentin (1987). It is at the grass roots level, through involvement of women who have been battered, where input and direction must be provided to the programs. The literature further attests to the fact that the shelter movement is there to serve battered women and not treat them. For the most part, it is the male batterer who requires treatment. The battered woman, through

empowerment, becomes a strong political force in advocacy and does act as a conscience for the many professionals that are becoming involved in service delivery and, for the most part, may not be committed to feminist philosophy. The caution, as outlined in the literature, is not to allow professionalism to override or destroy the feminist premise of empowerment but for both to work together and advocate for the continued betterment of the delivery of services to battered women.

The researcher felt there was a lack of specific material available both in social work and feminist literature that adequately addressed the 'workings' of the shelters, particularly in reference to the crisis intervention services provided. This is, in part, due to the lack of funding and time on the part of the feminist movement to engage in research with reference to documenting how battered women are active on their own part, how they creatively avoid and survive the violence, and the conditions under which they ultimately leave. Schechter states that few researchers have documented the complex steps through which women pass as they make positive changes in their lives. She further states that the shelter movement has found most academic researchers in the field of family violence to be indifferent, if not hostile, to its posing these questions. The necessity to both involve and engage those persons sensitive to the issues

underlying family violence, namely feminists and battered women, is attested to in the literature reviewed.

For the literature review, the feminist literature relating directly to family violence provided the best source of understanding and clarity addressing the underlying causations of violence against women. The social work literature, in respect to theoretical base, seemed to lack the sensitivity to the feminist approach and recent developments towards treatment. It was more of a traditional approach.

CHAPTER IV

4.1 DEVELOPMENT OF SHELTERS - NORTHWESTERN ONTARIO

The history of the Battered Women's Movement in Northwestern Ontario belongs to area women. Behind this history lies the joint personal efforts of committed women, some dedicated to attending to immediate needs, establishing a transition house, some dedicated to impacting policies and legislation which often offered women choices between cruelty or poverty. The history of the Battered Women's Movement is a combination of political action and the development of services from the grass roots level. Community women speaking from their experience, utilizing their shared knowledge, and sharing their skills to achieve a common goal.

It is a story of struggle, achievement, tears and celebration.

Each women's group had a dream, simplistic in its approach. **STOP BATTERING. PROTECT WOMEN.** As women in each town addressed the tip of the problem, the iceberg rose from the water. The numbers and problems of battered women overwhelmed the vision in reality. As each organization toyed with the idea of opening a transition house, their battered sisters demonstrated that there was no turning back. Women were in this issue for the long haul. (Karlstedt, Untinen, 1989, p. 1).

Catalyzed by a variety of lobby groups over a number of years, as well as strong political will, the actualization of a specific Provincial Cabinet Portfolio with primary responsibility to address women's issues was realized in 1983 with the appointment of the Honourable Robert Welch as Minister for Women's Issues. This mandate continues to exist under the newly formed N.D.P. government within the portfolio of the Attorney General for Ontario, Howard Hampton.

What can be said quite definitely is that there is new awareness, combined with a new will to bring the available resources to bear on the problem. This awareness has risen from the work of many women's groups that are large and well funded, and most importantly, from the small grass roots groups that provided some of the first direct service exclusively for battered women in the form of transition houses. In no small measure, the current direction of the work of governments, social agencies and researchers is due to the ground-breaking activities and persistence of those women--Honourable Robert Welch, Minister Responsible for Women's Issues. (Untinen, 1989, p. 25).

Specific to our Ministry, a number of presentations put forward in the late 70's and early 80's by such groups as the Ontario Association of Interval and Transition Houses, and the Decade Council for Northern Ontario, postured the need within this Ministry to address short term emergency housing for women. Specifically, for those who required sanctuary and the need to be apprised of available options and alternatives after having been forced to leave a spouse who had inflicted forms of abuse upon them and/or their children.

The emergence of this violated group within our society became evident to voluntary shelter providers across Ontario only after a number of years of having to address the temporary housing needs of women and their children who appeared to be homeless without always apparent reason.

Such service providers eventually formed a united front demanding redress, not only for the housing needs of women forced from inhumane and often times life-threatening situations, but to a more deeply rooted cultural malady within

society which appeared not only to accept, but to condone inflicted abuse by one partner upon the other.

The announcement on June 14, 1983, by the Honourable Frank Drea identified that shelters would be constructed and funded in small communities and remote areas of Northern Ontario addressing short-term housing needs for women, their children, the frail and elderly and native women in particular, as the first of an ongoing series of steps to be postured by our Ministry in addressing the issue of Family Violence, the plight of the victimized and the responsibility of the perpetrator. This action, then saw the emergence of a network of fourteen shelters across Northern Ontario to be known as Family Resource Centres offering single women and those with children shelter and counselling for individual direction setting, fortified with community resource and legal options.

Transition Houses and Family Resource Centres provide safe and secure emergency shelter to battered women and their children. Shelters offer time, space, protection and emotional support, to victims of wife beating in a non-judgemental environment, in which she can make decisions for her future and the future of her children. Resources and referrals are provided to ensure that women are aware of all appropriate alternatives and appropriate advocacy support is done where necessary.

At the shelter, the woman's strength is recognized. Shelter personnel believe that the ultimate decision regarding her future must be made by the woman and will not influence that process but will support the woman in her decision.

Transition Houses and Family Resource Centres liaise with other community agencies in order to provide a united effort of support to victims/survivors of battering.

Transition Houses, absolutely vital though they are, are a response to the results of battering. Unless the root causes of battering are addressed, the response to violence will have to be an ever expanding development of services specifically for battered women. (Untinen, 1989, . 8).

On the heels of this announced direction, our Ministry, in November of 1983, assured the availability of funding to previously existing shelter operators whose historic basic operational funds were generated by voluntary or community agency contribution. Within the North Region, M.C.S.S. direction was to begin by stabilizing On Peterson and Beendigin House in Thunder Bay; Atikokan Crisis House; Sault Ste. Marie Women-in Crisis; Elliot Lake Women's Group Incorporated; Sudbury Crisis Shelter for Women, Nipissing Transition House of North Bay and Habitat Interlude of Kapuskasing. These shelters were part of 43 existing Interval or Transition Houses across the province whose client base knowledge and recognized community service gave reason for Ministry support.

Although this commitment by our Ministry to provide a form of 'bail-out' funding for these specific shelter operators was remedial, our basic commitment to ensure no shelter floundered due to inadequate operational funds generated Provincial/Municipal agreement in February 1984 for the recognition of Transition Houses, Family Resource Centres and specific Multi-Purpose Shelters as hostels as defined by the General Welfare Act. Further, Municipalities were encouraged to support direction findings for the residents by honouring counselling agreements with the operators of Transition Houses.

To assure true Ministry direction and an avenue for input and consultation with external concerned groups, the operational division of the Ministry of Community and Social Services created a unit of that division specifically for Family Violence Initiatives. Regional coordinators were assigned to orchestrate Area/Regional plans and to be the link to Corporate Operations Division. Specific Program Supervisors within Districts/Areas were assigned Family Violence Initiative responsibility.

It should be noted that both the strategy for the development and operationalization of Family Resource Centres and the stabilization of Transition Houses were based on the promise of optimum Municipal/Band and Community participation.

During the fiscal period 1984/85, additional enhanced direction to fortify the efforts of the shelter network were

introduced and implemented by the Ministry of Community and Social Services. Specifically, each shelter was provided funds to assist prospective residents with transportation to the closest shelter and while within the shelter, transportation funds to access community support services such as legal advice, hospital treatment, C.A.S. Interviews, court preliminary interviews, etc. It was seen as vital to assist prospective residents with access to shelters from a source other than her mate. Also, as this is a discretionary item under the General Welfare Act, the provision of these funds from the shelter bypassed the need for women to 'go public' within some small municipalities or bands with her intention to leave her spouse.

Further, during this same period, each shelter was provided funds to defray the cost of installation and operation of Zenith or Watts lines into the shelter. This assured any woman vital communication linkage to a shelter, be it to arrange for admission or to have counselling from a distance. This component was seen as important in expanding the radius of access as well as assuring no billing notice would appear on a client's phone bill should she be in the early stages of decision making. All shelters now have this twenty-four hour service and also accept collect calls.

Both of these communication enhancements are funded by this Ministry and are at no cost to the shelter or client.

Public education and staff development training are two other fully funded thrusts that emerged about this time. Front line staff and supervisory personnel in all shelters received training from a select group of individuals. These trainers provided a wealth of knowledge and sensitivity gained through practical experience and their personal involvement as shelter providers. Timely topics for shelter workshops within Ministry defined District or Area boundaries are being funded as well as annual meetings for all operators within the North Region's geographic responsibility as a means of update and service training.

As no network can exist in isolation, public education funds are provided to shelters to 'spread the word' of their services as well as to sensitize the community at large to the issues of family violence and the need to create change. These funds are also available to umbrella groups who wish to address the specifics of this issue within a cultural or ethnic context.

The provision of counselling to women, be they a shelter resident or other, is yet another Ministry-funded approach which serves to fortify the stance that the responsibility for violence lies not with the victimized but with the batterer. As battering assumes many forms from the physical to the sometimes less obvious emotional, it is critical that women understand the responsibility centre; the nature of the cycle of violence and the options which she may choose to exercise. Counselling for women is postured to fortify self worth; to enhance her faith in an ability to map her own destiny; to fortify the concept that women are not the property of any other and that society has assured this through legal right (Ritchie, 1987, p. 15).

Counselling services are not restricted to the abused woman.

As a member of the family unit, counselling, specific to children, is also provided by this Ministry on the belief that children in the household are indeed secondary victims of family violence. We are aware of both physical and emotional scars to these children with fortifying statistics which relate that secondary male victims are often the future batterers. Female children may well seek out batterers as mates due to inappropriate early childhood role models. (Ritchie, 1987, p. 5).

During 1986/87, further funds were provided on all of the above lines as well as the introduction of a specific support staff person within each shelter whose role it is to see to the needs of children while in residence. The introduction of this position largely came about when it was recognized that over half the residents in shelters were children and that upon admission, some women were too traumatized to carry on parenting responsibility. The existing staff ratio in most shelters did not allow specific attention to children during, what for them is at the very least, an upsetting and confusing stage of their existence. The parent resident is viewed as having taken a major step in her life and must be afforded not just the time during which she will be required to make her future determination, but the time in a secure setting, knowing that her parenting charge is being addressed. The provision of this support service hopefully will accomplish this end and put to rest any guilt feelings or feelings of

inadequacy a mother might feel if she viewed herself in dereliction of her responsibility.

Community commitment and participation in support of the shelters is necessary in order to effect change in social norms which create and fortify the ill. Because not all communities or pockets of settlements have existing within their local a shelter, the notion of extending the network by creating within every pocket of Ontario anonymous private homes who would provide immediate access to a secure place at all times of day or night until transport to a shelter could be arranged was proposed by this Ministry. As the model had worked within certain communities in southeastern Ontario, it was postured that similarly this concept could be applied to our Region. Given our tremendous geographic responsibility with a proportionately small population, this model was suggested as an option to enhance the network within several communities. Feasibility studies were let in 1985 to non-partisan parties to test the model/its acceptance and perhaps identify communities who may wish to participate.

There was a resounding rejection of this model across the north and for the most part, the province, for a whole host of reasons. primarily, however, the ability to protect the anonymity of safe home providers from intrusion and/or reprisal by spouses, as well as the inability of any entity to guarantee the security of the private residence and the women being sheltered, together with the legal risks and potential

implications on insurance rates, appeared as the reasons for rejections. On review, particularly in very small communities or settlements, the concerns voiced appear valid. In retrospect, it also appears that the timing for the study may have been off as there still existed a large segment of the public who either were unaware of the existence of family violence as an issue in their community or, indeed perhaps refused for a number of reasons to recognize its existence.

The strong advocacy nature of women's organizations fought against the governments direction to duplicate the safe home network of the eastern portion of the province. A safe home may be described as "a private family residence that is used to provide short term emergency shelter to battered women and their children in areas where no transition house exists". (Untinen, 1989, p. 9).

In 1986, Thunder Bay district shelters supported the position of O.A.I.T.H. and Decade Council, that Safe Homes are not an alternative to Transition Houses; that the Safe Home concept be utilized only in extreme emergencies until the woman and her children could be transported to a shelter; and that available monies should be directed at Safe Access to existing shelters and at ensuring that women in the district and referring agencies be aware of options for battered women. (Untinen, 1989, p. 9).

Nonetheless, by late 1985, the concept of extending the network of shelters via physical safe home plants as the only option was deemed invalid. Assuming a proactive supportive stance, each Area Office was provided contract funding for the facilitation of consultation within the network outside of

Ministry influence to determine their best view of how they perceive the network as being effective; what gaps to service are apparent; and what strategy they might recommend as corrective measures. With this grass roots orientation, it is perceived that not only will future direction be acceptable to service providers, particularly should their recommendations be implemented, but gaps not readily apparent to Ministry staff may continue to be identified.

It should be noted that some shelters have already utilized outreach positions to not only follow up with former shelter residents who require some community support whilst in transitional accommodation, but also to visit outlying communities creating an awareness of the shelter, its purpose and program both to individual women as well as potential support/referral agents. Although this activity is not to be viewed as part of the core residential service offered in shelters, it does appear an effective means of expanding shelter impact on a greater number of the population over a wider radius. This in itself may create a receptive environment should the specific District/Area management, in concert with women's advocacy groups, wish to readdress the safe home development.

Concurrent with M.C.S.S. activity around family violence is that of other Ministries who also wish to extend services to families experiencing family violence.

The Ministry of the Attorney General has taken large steps in addressing women's rights as they relate to the Divorce Act and the Family Law Act and their pieces of legislation. Specific to matters of Family Violence, that Ministry has effected changes in law which make it an offence to batter; encouraged law enforcement officers to lay charges in instances of battering even if the offended party objects; encouraged offices of the Crown Attorney to provide specific Crown for cases of battering; encouraged Crown Offices to provide intensive pre-court interviews with victims of battering to be well fortified with pertinent information prior to a court hearing; encouraged Crowns to enlighten local lawyers and peace officers as to the cycle of violence as well as community resources which may be available to abused women or the batterers. Recently, the first of several information sessions for Crowns was held in Sudbury for all northern court jurisdictions. Our full network of shelter operators was invited as participants to both understand the current efforts of that Body in representing the battered at court proceedings, and to share with the Crowns their first hand experience of the trauma, reservations and perceptions women who have been battered seem to exhibit.

Legal Aid, as a service provided by the Law Society of Upper Canada clearly accept applications by women who have been battered and who wish legal opinion and/or assistance to

proceed with court action. Application forms are made available to shelter operators for interested residents.

The Ministry of Housing has recently effected amendments to their point system which determines the prioritization to which applications for Ontario Housing Units are allocated. Identified residents of our shelters are now deemed as one of the highest priority group. Applications are accompanied by supportive need recommendation from the shelter supervisor. Also, the concept of a unit(s) specific for residents of shelters who wish to move into the community but may not yet be ready to be on their own without some peer group support has received favourable consideration and support from Ministry of Housing. This notion of second stage housing is, of course, dependent on the ability of shelters to fund operating costs. Housing wishes also to be apprised of our shelter forecasts for future residence needs relevant to long range OHC unit construction planning with their communities. However, based on some concerns arising from newly developed programs there is a need for continued public education with the Ministry of Housing in respect to priority access for victims of violence.

The Ministry of Education has approved in principle a curriculum covering Grades 1 - 12 on the subject of Family Violence. As this package only recently received formal consent, local Boards should be apprised that such a

curriculum exists and is available for the Ministry of Education at a nominal cost.

The Ministry of Northern Development and Mines recently received funding for Family Violence programs of prevention and education. Our Ministry has encouraged the use of such funds within our shelter network. You are aware that some minor capital funds were made available to each of our shelters as a result as well as at least two major capital commitments. Further, they have agreed to fund a one year pilot position out of the Nipissing Transition House whose specific role will be the provision of Public Education exercises with North Bay and a large surrounding radius.

There continues to be the provision of one time funding to shelter programs, women's organizations, and other program involved with the delivery of services to victims of violence. The funds are used to undertake research, engage in public education and, to ensure that staff training and development takes place.

the Ministry of Agriculture and Food recognizes that one of the resulting effects on farmers who are experiencing economic insecurity may well be incidents of family violence. Our cooperative program, Farmer in Transition, wherein M.C.S.S. provides supportive counselling programs to farmers and their family unit who may be experiencing foreclosures or an inability to make adjustments to changed environments and

economics, may well address specific counselling techniques for family violence within the farming community.

In summary, then, Family Violence as a social issue, or indeed, as a social ill with deeply rooted cultural biases, is receiving address and encouragement to change from many avenues. Motivation to continue to do so will most certainly be expected to come from not only those traditional lobby groups, but as education continues, from the population at large. There is a move afoot amongst the shelters to begin to re-evaluate their direction in respect to their original objectives. As more people become involved, particularly on the Boards of Directors, they bring with them their own philosophy regarding service delivery and methods of operation. Some programs are requesting formal reviews in order that they may assess their growth over the past five years.

CHAPTER V **METHODOLOGY**

5.1 METHODS OF INTERVENTION FOR PRACTICUM DATA GATHERING

There were a number of problems to overcome in the gathering of the data. In attempting to analyze the intervention service provided, I utilized an exploratory approach.

The 'probing aspect' of the exploratory approach allowed the researcher to learn and modify preconceived concepts. As well, it provided the forum for an open learning experience between the researcher and the staff involved. This approach was seen as a stronger method for obtaining the required information as well as achieving the principle objective of the practicum.

The preference was to analyze the intervention service with the intent of producing information that would make it more evaluable. The researcher has acquired experience as a middle manager and is familiar with the general intent of the programs being delivered. It was necessary for the researcher to spend a considerable amount of time meeting with the staff and Board of the Resource Centre in order to display to them that the information obtained would not be abused and that he has a genuine interest and sensitivity to the issues of violence against women. The researcher has substantial knowledge of organizational functions and practices.

The methods selected for the data gathering process were the interviewing process, review of existing documents and past recording and historical documentation.

5.1.1 THE INTERVIEWS

In the majority of program analysis and evaluation, the interviewing process is the most common way to capture the needed information and data. In programs such as this, formative research relies heavily on 'soft data' such as attitudes, felt needs, and personal opinions.

Similarly, while formative research borrows the basic social science methodologies, in comparison to evaluative studies, it places heavier reliance on such 'soft' approaches as participant observations and unstructured interviews. (Rutman, 1976, p. 16).

Interviewing provided the researcher with a wide range of flexibility in being able to probe and pursue other leads to expand his knowledge base. Due to the crisis nature of the program, a combination of the structured and unstructured approach was used. In some situations, the interviewer asked those being interviewed to relate their experiences in various situations.

Due to the high degree of confidentiality in this program area and the somewhat protective nature of the staff, review of written material was not always accessible. Survey and mail-out questionnaires were not used extensively as they may be viewed as somewhat intrusive and, as a result, there is

greater likelihood that they would not be completed and returned.

It is important to outline how interviewees were selected and contacted. There was discussion with the Board of Directors and direction was given to the Executive Director to meet with the researcher to determine how members of the staff were to be selected. It was agreed that one senior full-time staff and one senior part-time relief staff would be interviewed along with the Resident Counsellor. The Board requested that those members of the board that chaired committees be interviewed. This also represented those members who had been involved on the Board for the longest period of time. It was further agreed that the Executive Director, in concert with the researcher, would identify those agencies and suggested personnel that directly interact with the shelter. A number of suggestions were also put forth by members of the practicum committee.

The next step was contacting the identified interviewees. The Executive Director agreed to contact the staff involved and the researcher would undertake follow up contact by forwarding an interview package to them. The researcher formally contacted the Board members to be interviewed by letter. The researcher prepared an introduction to the project along with an overview of the shelter program containing the philosophical statement, objectives and goals.

Prior to sending out the interview package, correspondence requesting their participation and confirmation of participation was sent to identified representatives of the agency. A schedule of interview times was developed and interviewees were slotted into these times as confirmation of their participation was confirmed.

The researcher does recognize that the process used to select interviewees was open to bias on the part of those having responsibility for identifying the list of contacts and on the part of the individual charged with the responsibility for contacting identified interviewees, i.e.: identification of and contact of staff to be interviewed and identification of agency personnel. Recognizing the potential weakness of the procedure used to contact interviewees, it is the opinion of the researcher that the final interview list provided a good cross section of perceptions and provided a variety of viewpoints.

The interview formats were developed based on information provided by the National Clearing House on Family Violence, Ottawa and by reviewing existing Ministry Operational Review Formats. A separate interview format was developed for the Executive Director, Resident Counsellor, House Counsellors, members of the Board, Program Consultant and Community Agency representatives.

The length of interviews varied, depending on the location of the interview and the number of distractions. On average, each interview took between one and a half to two hours to complete; the shortest interview lasted three quarters of an hour and the longest interviews took three and a half hours. These interviews were with the Executive Director and the Resident Counsellor and the length was based on the necessity to complete follow-up interviews due to workload pressures and distractions.

Samples of the interview schedules forwarded to interviewees are included in Appendix A.

The objectives of the interviews were to:

- provide a description of the participants' understanding of the current philosophy and goals of the crisis intervention service provided at the shelter;
- provide a description of participant perceptions of the fit between the stated goals and philosophy and what actually exists;
- determine if, in the perception of the participants, the program is meeting the requirements as outlined in the stated objectives and, if not, identify what the areas are in which this is not occurring and in what areas this could be improved;
- determine what, according to participant perceptions, the future direction of the crisis intervention service is with respect to services for abused women within the jurisdiction of the shelter and whether they perceive the direction to be positive or of concern and why;

- allow participants the opportunity to make suggestions as to how to enhance the program and the organizational functioning in order to improve the delivery of service to abused women;
- identify other relevant issues as perceived by the participants.

There were a total of 21 interviews conducted, including:

- four shelter employees (full time/casual); the Executive Director, Resident Counsellor, House Counsellors--one permanent and one part time counsellor;
- four Board members; Board Chairman, Personnel Chairman, Finance Chairman, Vice-Chairperson;
- one external Supervisory Consultant (purchase of service);
- twelve community agency representatives; Alcohol Recovery Residential Program for Women, Native Court Worker, Male Batterers Treatment Program, Legal Aid (Family Law Lawyer), Victim Witness Program, Native Child Welfare Service, Crown Attorney's Office, Children's Mental Health Program, Non-native Child Welfare Agency, Municipal Police Force, Provincial Police Force and Rape Crisis Centre.

A questionnaire was sent to a number of abused women who have accessed the service in an attempt to determine if the crisis intervention service program has had a positive impact on their lives. Further, it may serve to confirm whether or not the stated objectives are consistent with what is delivered.

The researcher worked closely with the Executive Director and members of the Board to ensure that proper procedures were followed in contacting residents and former residents of the shelter. The Director agreed to contact up to forty women who

had consented to have follow up as a part of their safety plan. The shelter staff provided the women with a brief overview of the questionnaire and the research project prior to sending it to them. The researcher, as intended, had no formal contact with the women who agreed to participate. The completed questionnaire was returned via stamped, self-addressed envelope to a female board member who agreed to receive the questionnaires. This was done in an attempt to minimize bias. During this process, every attempt was put forth to be as sensitive as possible regarding the privacy of the shelter, as requested by the Board of Directors.

A review of the limited number of available questionnaires was undertaken in reference to accessing information from those abused women who have been residents of the shelter. The researcher elected to proceed with the questionnaire received from the Sample Survey Department of the University of Regina, Regina, Saskatchewan. The instrument was prepared for the Regina Transition House to be used by women at the time they left the shelter to express their views about the service delivered. Permission to adapt the questionnaire was given by Ms. Dianne Elias-Henry, Director of the Regina Transition House.

A total of fifty (50) questionnaires were sent out to the abused women and only twelve (12) were returned.

At the time the questionnaires were being sent out, the program was experiencing a manpower shortage due to the resignation of the Director and the Resident Counsellor as they could not devote the necessary time to follow-up with the women requesting a response. Further, the questionnaires were sent out just prior to the 'Christmas rush' and the researcher does not feel that they were treated as a priority. The process followed regarding the contacting and mailing out to the women in respect to the prevention of confidentiality may have been too rigorous.

The researcher wishes to emphasize the importance and the value inherent in collecting data from those women who have accessed the services of a shelter. This is referred to in detail in the section entitled literature review. A revised format for collecting data from the women should be considered in a future evaluation, i.e.: use of interviews in person and by telephone.

5.1.2 REVIEW OF EXISTING DOCUMENTS AND RECORDS

Within each Ministry-funded agency there is usually a detailed record-keeping system that is used for tracking client development and the reporting of statistics to the Ministry. In order to establish a process for follow up with women who have accessed this service, it was felt that the records that the agency retains would be of assistance. Only

those documents which contain information directly related to the intervention service were reviewed.

It was found that all intakes were recorded and, for those women who elected to remain at the shelter and seek the assistance of the counsellor, more detail was contained within the file.

During the practicum, the method of records analysis did not prove to be as important as the interviewing process. There was a great deal of co-operation provided to the researcher in respect to accessing the intake form that is used in the program for purposes of gathering basic data. However, due to the confidential nature of the program and the expressed need to protect the identity of the client, a formal review of client files was not undertaken. Reliance was placed on discussion of records and what was contained on the noted files. The reluctance to openly share the files on the part of the Program Director was not perceived or interpreted as unco-operative by the researcher. The confidential nature of the program was respected.

5.1.3 PAST RECORDING AND HISTORICAL DOCUMENTATION

A review of the previous and present problems encountered proved to be an important part in understanding the shelter

movement in the Province of Ontario. Historical documentation was the source of much of this information.

A review of literature and documents from other provinces provided the researcher with greater insight. It is further noted that it is only within the past few years that evaluations of these programs have been done and the National Clearing House on Family Violence, located in Ottawa, has been quite co-operative and receptive to requests. This same source has requested that I provide a summary of my findings upon completion. The historical documentation is integral to providing insights into the political lobbying processes that are evident throughout the country.

5.1.4 PROBLEMS AND PERSPECTIVES IN DATA GATHERING

Formative research is mainly aimed at discovery and relies mainly on the inductive approach. The study of a program affords a learning opportunity with research used as a tool for collecting data to assist in the conceptualization and operationalization of a program, its goals, and the assumed causal relationships. (Rutman, 1981, p.69).

In many ways, the practicum served as an effective learning tool. The researcher was made more aware of the issue of violence against women and became more sensitive to the principle of least intrusiveness as the practicum proceeded.

There were moments of confusion encountered in reference to the counselling program and preconceived ideas on the part of the researcher. "Where there is some uncertainty or lack of clarity about the program, formative research can be used to articulate it, identify effects, and shed light on the problem being addressed." (Rutman, 1981, p. 61). A general knowledge of evaluation procedures was acquired, a review of the differing evaluation designs and their applicability were touched upon, defining limits and parameters for research on a specific topic were worked on and the opportunity to work with a Board of Directors and key staff in a form of problem solving was available.

The problems encountered in the course of the practicum were primarily related to the original proposal. As the practicum proceeded it was necessary to redefine the focus and change it from research of the counselling program to research of the crisis support/intervention service. The staff and Board of Directors of the Centre were quite co-operative in adjusting to the change in focus. This change necessitated the researcher undertaking further literature review. Further, the design of the questionnaire to be used in follow-up with the women who had accessed the service was changed.

A problem was encountered in reference to records reviewed at the Centre. As previously stated, the

administrative staff were quite protective of client-related information that is kept in the files and did not feel comfortable with an initial request to review files. All other program documents related to the crisis intervention service were made available upon request. A 'dummy file' was provided to the researcher.

Problems encountered with interviewing of staff were minimal. When an appointment was made, they were quite prompt. On the occasions that the researcher was in the shelter, it was somewhat hectic due to crisis and other interruptions. The researcher sensed some discomfort on the part of staff with a male presence in the shelter. The timing of the interviews with community agencies and services was in the middle of summer and, understandably, holidays took precedence. All those interviewed were very co-operative and quite willing to share information. The researcher encountered problems in staying 'on track' with some of the interviews. Due to the eagerness to learn and the willingness of the respondents to share information and personal encounters, strict adherence to the interview format was necessary. During the month of November 1990, the Acting Director of the program resigned due to relocation to Vancouver. Further, during the month of December, the Chairman of the Board, Mr. B. Faragher, resigned due to

relocation to Owen Sound and, at the same time, a new Director was recruited.

The problems encountered were not insurmountable. A general feeling prevailed that the practicum achieved its objectives. It was felt that a fair review of the crisis intervention service provided was completed.

CHAPTER VI

FINDINGS OF PRACTICUM

6.1 ANALYSIS

The analysis is descriptive in nature and is based on qualitative data collection methods. The standardized open-ended interview format was used with staff, board and community agencies in order to obtain their understanding of the program based upon stated goals.

Analysis is the process of bringing order to the data, organizing what is there into patterns, categories, and basic descriptive units. (Patton, 1987, p. 144).

The information gathered from the interviews was examined against the stated goals of the program; i.e.: Where is there congruence, contradiction and/or room for enhancement? Is there any particular group (staff, board, community) whose perceptions are generally consistent with the program expectations and goals as outlined in the Program Profile? Is there any group whose perceptions generally contradict these? Is there consistency between and within groups. For example, are there differences in perceptions regarding the mandate (stated goals) of the program expressed within the Board group, staff group (managers/non-managers) and community group? Are there differences in perceptions vis a vis the philosophy of the service delivery expressed between groups? Are there differences in perceptions vis a vis the program delivery/service provision expressed between groups? Are

there differences in perceptions vis à vis the anticipated results expressed between groups? What are these differences and how do they impact upon service delivery? The following is an example. The assumption is made that one of the programs' stated goals is to promote self reliance and independence. Do staff reflect this in their philosophy of service delivery; i.e.: use of an empowerment-based model? Does the board support the use of an empowerment-based model or do they endorse a 'medical' model--diagnose and treat? Is the woman using the service perceived as 'helpless', incapable of making decisions, or possibly to 'blame' for her situation, or is she perceived as a capable individual and given support and an opportunity to live in an environment without fear of abuse, able to make choices for herself. What do the various stakeholders understand to be the causes of violence against women? What do they see as possible solutions?

Differences of perceptions within and between the various groups interviewed were noted and examined against the following areas of analysis (themes): stated program goals, program philosophy, program delivery/service provision and anticipated results. The researcher addressed the implications of these differences and the degree to which program goals are being met or not being met vis à vis service delivery--does the service provided mirror that which is stated in program literature. The findings were then

summarized and recommendations made. As well, terms of reference were developed that will assist the Board of Directors in contracting for or undertaking (on their own) an effectiveness evaluation.

6.1.1 AREAS OF ANALYSIS

The areas of analysis (themes) were arrived at by reviewing the data collected with the stated objective and the goals of the program. The researcher reviewed the program information available in the agency and Ministry documents, consulted with the staff and board in order to verify the documented information and reviewed the data collected from the interviews for the purpose of isolating the central recurring themes.

The information gleaned from this process was organized in such a way as to arrive at the themes explained below. Based on a review of the data collected from the interviews, similar quotations and observations related to the interview questions were listed. For example, one question in the interview format related to the interviewee's perceptions of the program's philosophy. The researcher pulled together all the data related to the issue, then subdivided the data into patterns and categories. Upon completion of this task, the list of interviewees were divided into categories; namely staff, board members and community representatives at which time their perceptions and understanding of the program's philosophy were compared with each other within the categories

and against the other categories in respect to similarities, differences and potential areas of conflict. This procedure was repeated for each of the listed themes and the results are addressed in the section entitled findings.

1. Program Goals:

The analyzing of the goals and objectives of the program was felt to be the most critical aspects of the practicum. Every program must have defined and explicit goals since they reflect the reasons for the existence of the program. There must be data collected to support these goals. The accuracy and integrity of that data is of concern.

It must be understood that it was not the objective of the practicum to ascertain whether the goals of the program were being met. This would require a radically different practicum proposal. This practicum was concerned with the use of the information collected from data in support of the stated program objective and goals and to enhance the evaluability of the program.

The researcher assessed whether Staff and Board Members clearly understood the objective and goals of their program and what their actions were in support of them. Representatives of several community agencies that

interact with the shelter were interviewed in regards to the stated goals and objectives of the program.

Staff, board members and community agencies were fully interviewed in this area and encouraged to relate any and all viewpoints. The program literature and Ministry documentation was researched for its goals.

2. Program Philosophy:

The objective and goals flow out of a stated philosophy. The statement for this program, as extracted from the program literature, is as follows:

Every woman has the right to live without fear or threat of abusive behaviour. The abusive behaviour can be either physical, emotional or sexual. Results of this behaviour can range from physical scars to long-lasting emotional difficulties; to death. Once violence has started, it will not stop spontaneously. Active intervention is required.

The establishment of shelters are as a direct result of the strong advocacy efforts put forth by feminist organizations as attested to in the literature reviewed. One of the underlying premises of the feminist ideology is that there is a power imbalance between the male and female in society and this contributes significantly to the abuse experienced by women.

As outlined in the literature review, the feminist approach to wife battering can be traced to a patriarchal

society wherein women are abused in their own homes where men can maintain control over them and this is extended to other parts of society as well. Further, the atmosphere within the shelter allows women to turn personal problems into political ones in respect to empowerment.

The shelter environment provides the opportunity for women to make choices and review options regarding their future. This is addressed within a violence-free environment and the process of empowerment is actively engaged.

3. Program Delivery/Service Provision (Cycle of Violence)

The main reason for women entering the shelter is to escape a violent and abusive environment and relationship. The violence that women fall victim to is labelled as the Cycle of Violence. It is stated that women may experience a number of cycles prior to making a decision to enter the shelter.

The basic tool of intervention used by the staff within the shelter is outlining to the women what the cycle is and the indicators to watch for. It clearly points out that it is the male's cycle and not the woman's--she falls victim to this cycle.

The identification of this cycle by Walker is extremely useful in assessing the nature and level of violence in a relationship since it provides a standard against which to compare the reported violence in any particular individual seen by a counsellor or a therapist. (Cook & Cook, 1984, p. 84-86).

4. Anticipated Results

The interview format was developed based on a review of the historical data with a primary focus on the objective of the program as stated. An integral part of the interview process was to gather data that would reflect the interviewees perceptions which, in turn, would assist in pointing out possible issues, discrepancies and potential areas for improvement.

5. Proposed/Suggested Directions

The data collected at this stage was analyzed in an attempt to determine what the future directions of the program could be, based upon the perceptions shared.

6.2 FINDINGS

The findings are presented under the following themes/headings: 1) Stated Program Goals; 2) Program Philosophy; 3) Program Delivery/Service Provision and; 4) Anticipated Results.

1. Stated Program Goals

Description - The program goals are outlined in the analysis section of the report and refer specifically to the provision of a safe, secure environment; provision of a non-judgemental counselling; provision of a comfortable healing environment to allow women to review options and make choices about their future.

Discussion: Perceptions of Staff

The goals and objectives are clear in the present program literature. They appear to be understood and practised by the program staff. The managers and staff of the program are committed to a similar underlying philosophy which allows them to achieve the objectives. The operational standard goal of 'providing a healthy, secure environment' wherein the woman can receive support, information and assistance in reviewing her life situation and evaluating the options available to her (Kenora Family Resource Centre) is the strong motivating factor for staff. There is evidence that many aspects of the program are being delivered in accordance with the stated goal. This comment is based on a review of the perceptions shared by the staff during the interview process.

One of the major questions contained in the interview for staff and identified resources was in regards to goals. The staff interviewed openly stated that all attempts are made to ensure that there is a safe and secure environment available for the women once they are admitted. The discussion of the goals are continually reiterated at the weekly staff meetings and in reference to services provided to the individual women.

The staff stated that they attempt to instill in the women accessing the service that the home is safe and secure. The two front-line staff interviewed stated that giving them a tour of the home upon admission and pointing out the security features assists in giving the women a feeling of security. The house rules also address the security issues. Of major importance is the necessity to believe the woman's story and clearly communicate to her that it is believed. If children are involved, they are linked with the child care worker so the woman has the opportunity to be assured that the children are safe. Within a defined period of time, an overview of the cycle of violence is outlined to her and the warning signs are identified. It is at this time that the woman is informed that she does not deserve to be abused. Discussions about the impact violence has on her and her family are shared with her by the staff at the shelter. She is made aware of some of the options she has and the staff work towards the creation of an environment in order that she

may review options presented to her and make choices if she elects to. The Resident Director stated, "We provide a safe, secure shelter for women that allows them the opportunity to review their situation. Counselling is available to assist her in putting her situation in perspective and to recognize there are alternatives to living in a abusive relationship. Whether a woman chooses to explore the abuse issues or other related issues is largely dependent on where she is at on her own continuum". An example may be her desire to seek further counselling or pursue action with the court. The necessity of a safety plan is pointed out to her and, if she is receptive, a plan is developed with her. Further, her choices are supported and she is not forced to make a decision, i.e. the staff interviewed were concerned that they are not sensitive enough to the native culture. They openly expressed their concern about a lack of knowledge about First Nations communities and what resources are available, if any. They expressed a feeling of helplessness.

Perceptions of Board:

The primary goal of the Centre, as stated by the Board, is to ensure that a safe and secure environment is provided for the abused women; an environment where she will feel comfortable in making choices and discussing options for future moves. The Board has vested the authority for delivery of the program to the executive director and her staff, with

the expectation that regular monthly reports will be forthcoming. "The Executive Director has a clear job description and she reports to us on all aspects of the program--it is a good working Board", as stated by one of the Board members interviewed.

The board members interviewed view their primary function as that of an advocate of the Centre with the funding agency--the Ministry. Further, they expressed an awareness of the need for public education and anticipate it will be undertaken in a number of ways, i.e.: annual Board meetings and election of Board members from varied sectors of the community. They are also involved in advocacy activities with other ministries such as the Attorney General and Solicitor General.

Perceptions of Community Agencies Interviewed:

The majority (10 out of 12 interviewed) of community agencies interviewed identified crisis intervention as the primary goal of this program. In combination with this, they commented that the safety and security of the woman is of paramount importance. A further goal is to provide education to the woman in respect to the cycle of violence and how they become victims. Those agencies directly involved with services to women, i.e.: Women's Place, Clarissa Manor, Legal Aid program and Other Ways Now (program for male batterers), were very explicit in stating that the program goals are to

support women, work on their self esteem, treat their stories in a confidential manner and to support them as they begin to make choices and review options. The recurring statements from agencies regarding safety and security as one of the primary goals were: "immediate response in a crisis", "do not turn anyone away", "outline that woman is not to blame for abuse", and "an environment free of abuse is provided".

A further comment that was repetitive during the interviews was the need for the program to engage in public education activities with other community services and agencies in respect to the philosophy of the program and methods of intervention. Further, the shelter should access external resources on a more regular basis in respect to referrals and communication about what is happening to the woman. One community representative stated the following in respect to communication with external resources: "Recommend that the staff at the Centre liaise with community resources regarding clients for follow up and a protocol should be developed. This follow up could provide a client with the information that someone is concerned about them and their support network is developing/growing". Of the twelve community agencies and services interviewed, only two were not aware of the program goals.

SUMMARY ANALYSIS

On a very broad basis, there is congruence between the groups regarding the goals of the program. The staff, however, particularly the Director and Resident Counsellor, do identify some differences in their understandings. The Director's responses focus primarily on the provision of a safe, secure environment utilizing crisis intervention as the primary focus or approach. She does address the needs of the individual in reference to assisting her (abused woman) in understanding what is happening to her--the goals for the women are determined by their short-term stay and their acceptance of supports. The Resident Counsellor focuses more on the 'political' aspect of the goals and the perceived philosophy of the shelter, i.e.: premise that the person is political--it is 'I', not 'she'. "The component of personal versus political is very important but must be done in a non-abstract way. For example, linking violence against women to connect to all women and broadening the term violence to see the political ramifications not to obstruct the violence further by being labelled societal violence".

The concentration is on assisting the woman to become more aware of the impact violence is having on her by the provision of safety plans and encouraging the woman to review options. Similarly, the impact of the counselling service is dependent upon the amount of time women remain in the shelter

and their desire to accept the supportive counselling that is provided. The house counsellors portrayed an image of being very supportive and sensitive to the needs of the women while they were in the Shelter. They would, as opportunity permitted, discuss options and possible choices the women could make regarding their future. Based on the data collected, the front-line staff interviewed appear to be very committed to the provision of a safe, secure environment in which the women may review their future plans--provision of a warm, healing environment.

Of the Board members interviewed, there did not appear to be a shared understanding of the program goals. The comments varied from provision of a safe, secure environment, management by crisis, to a request for a review of the existing goals and philosophy. The variances in responses becomes more clear as the findings related to the other themes are presented. It is interesting to note that some of the board members interviewed stated that they understood the goals due to their 'professional involvement' in the community. A recurring comment from the four Board members interviewed was that the goals have not been reviewed since the program started and that a formal review has never been pursued.

The community interviewees displayed a keen awareness of the goals of the program. This could be due, in part, to their involvement on the Family Violence Network Committee. As they were expressing their understanding, there was also comments regarding expectations of the program in respect to the legal system, i.e.: 'women have an obligation to lay charges'; 'we should be aware of the progress being made with the women in the shelter', and 'we should have access to contacting them for follow up while in the Shelter'. Although there is a general understanding of the goals of the program, representatives of the Board did not relate to the specifics of the goals. The community agency representatives tended to be more specific and related their understanding to their expectations.

Recommendations:

1. That the variances in the understanding of the goals amongst the key stakeholder be identified. This may be done by way of a 'retreat' involving staff and board in order that they may share their understanding and differences regarding the implementation of the goals. It is further recommended that a neutral facilitator be recruited for this task.
2. That the Board of Directors assume a more active role in the overall management of the program in order that the mandate given to the Executive Director may be consistent with their understanding of service delivery. This will also ensure a consistent message to all staff within the program.
3. That the Director and Resident Counsellor monitor the use of outside referrals vis à vis their appropriateness. It is recognized that it is

beyond the scope of this review to assess the quality of the referral services without knowing more about those agencies referred and the specifics of the individual cases.

4. That a process be put in place that will allow for the regular evaluation of the services provided. This may be addressed by ensuring that a format is developed to ensure that information is collected from these abused women upon discharge, directly related to the services provided.

2. Program Philosophy

Description: The basis of the philosophy within the shelter network is vested in the feminist movement. The philosophy of service is reflected in the following statements extracted from the program literature and consultation with staff involved:

- to offer crisis counselling so that women may gain a perspective on their situations and consider alternatives and options.
- to support whatever decision a woman makes.
- to offer practical help and information so that she may make realistic plans about her life.
- to provide all of the above (all services outlined in the program profile) in a non-political, non-proselytizing philosophy.

The following beliefs, derived from the program literature, form the basis for the philosophy:

- it is everyone's human right to live without fear of emotional or physical abuse.
- all people have the right to decide for themselves the direction of their lives according to their own values and needs.
- women in our society, when relieved from the pressure of an abusive home environment and given the opportunity and encouragement, can develop their full potential to live a full and rich life.

The statement reiterates the specific services as

outlined in the program literature and program legal agreement including the offer of assistance, the support for her decisions, and the provision of services of a non-proselytizing philosophy.

Discussion: Perceptions of Staff

In respect to philosophy, the focus is primarily on the woman regarding support and advocacy. The underlying premise is that there is definitely a power imbalance between men and women. Those women who have accessed the services provided at the Centre are aware of this imbalance and the following examples are cited; male earns more money and as soon as the woman leaves the relationship she usually becomes a poverty statistic; male expectations regarding sex; necessity for woman to continually ask for money for basic needs such as groceries and; in respect to native women, how they are forced to drink and engage in other activities. Figure 4--Power and Control, contained in the literature review outlines the power imbalance.

One of the key issues inherent in feminist philosophy is that of empowerment, both the individual and the group. It is part of the program to support women as they progress from

their present state to one of making choices for herself. The individual sessions and interactions with other residents assists in pointing out that she is not to blame--to begin to work on rebuilding self-esteem. It is further outlined to the women that these incidents may recur in their life, but each time they will be that much stronger and the self-healing process begins--they begin to recognize their inner power.

The front-line staff adapt some of the principles of feminist philosophy in that everyone should be treated as equal--male/female--and the present balance of power does not allow this to happen. This is particularly so for abused women and it is pointed out that it is one of the underlying causes of abuse. The fact that she is not responsible for the abuse is continually reinforced, i.e.: the woman's choices have been minimized. It is important to receive recognition for the decisions made. The concept of empowerment is reinforced by ensuring that a person is an individual with rights and the power to make decisions about their own life. The consulting supervisor states that, "The staff are fully aware of the philosophy of the program in respect to the power imbalance that exists between men and women--the work towards empowering the women through education and assisting them to regain their self esteem".

Perceptions of Board Members:

The board members interviewed indicated that the delivery of the program is based in feminist philosophy. The primary principle is that of addressing the power differential that exists and the necessity to empower women. The environment must be created in which women feel comfortable in making choices and reviewing options available to them.

They further comment that the development of shelters, particularly the one in Kenora, is a direct result of the feminist movement and their strong methods of advocacy and empowering individuals to act on behalf of abused women. There is an increased sensitivity to the issues abused women are confronted with and the necessity for society to develop more programs and participate in major public education activities. The Board members did recognize that there are still large sectors of society that do not understand the issues of family violence--it ranges from citizens at large to social services staff.

Perceptions of Community Agencies:

The understanding of the feminist philosophy varies from a lack of awareness to an in-depth understanding. The main theme that runs through this discussion is that of the power imbalance that exists in society between men and women. A number of those interviewed viewed the program at the centre as one that attempts to break down the barriers that exist and

work towards the empowerment of the women within by supporting their decisions and providing them with the information to make choices and review options.

The feminist approach is based in the politics of power-assisting women in making the connection between the personal violence they experience and the violence towards women in society. The concept of professional versus grass roots is very real within this shelter as perceived by other agencies. Those persons who have experienced abuse in their lives and worked it through may be the best persons to provide ongoing support and assistance.

SUMMARY ANALYSIS

The data collected reflects a general understanding amongst all the groups interviewed regarding the philosophy of the service delivered. There was considerable discussion as to what the philosophy of the organization was with respect to service delivery and whether this was shared by Board and staff. Some interviewees indicated that they were not sure as to what the philosophy of service provision is (i.e.: "good question"). "I am uncertain as to what service is provided by the shelter in respect to philosophy because once a woman enters the shelter, communication is cut off and follow up does not always take place".

A number of interviewees indicated that there were divergent philosophies and attributed much of the external expectations of the service to differing philosophies. Interestingly, when asked what the philosophy of the agency was, their comments indicated the following: "giving women choices", "letting them know they are worthwhile human beings", "letting her determine what her needs are", "providing her with information about the range of options she has to choose from", "supporting her through those decisions", etc. The comments from the community agencies general support the fact that they are uncertain about the actual service delivery due to the closed nature of the program. However, they readily describe what they perceive the basic concepts of the feminist philosophy to be. "I am uncertain of underlying philosophy, but I believe it to be a service provided by women for women. I am comfortable with the feminist philosophy. As a male working with the program, my role is somewhat counter productive and reinforces the dilemma of a power differential between male and female".

People's understanding of issues will normally affect their philosophy of service provision. The majority of interviewees related wife assault as a "power and control" issue. Further reference was made to their being a "power imbalance" between men and women. Wife assault was also attributed to a number of other factors including the level of

violence against women generally in our society and witnessing violence in the home as a child and learning how to deal with conflict that way. Some of the interviewees related violence against women to the lack of economic equality in our society. A select few of those interviewed were quite adamant in stating that the responsibility for the abuse rests with the offender and not the woman. Further, the philosophy addresses the personal versus the political--the woman's inner power and provision of the resources to allow her to release that power.

The similarities in the interviewees' understanding of the issues and the philosophy of service is interesting. It conflicts somewhat with the perception of many of the interviewees in that their understanding of the issue and the philosophy of service delivery was widely divergent. Although they articulated their understanding differently, it became clear that the differences are not as far apart as people thought. It is important to note that a number of those interviewed expressed an interest in learning more about the issue of wife assault, i.e. seven of the twelve interviewed.

The researcher concluded that, generally, services are offered on a non-proselytizing philosophy. The major discrepancy that exists is that, although the community interviewees presented an understanding of the philosophy, they did not appear to relate this to the operation of the

Shelter due to their own needs and indirect stated expectations of the program. This will be addressed more specifically in Section 4.

Recommendations:

5. That the Executive Director and Resident Counsellor, in consultation with the Board and staff, develop an ongoing orientation for Board and community agencies (interacting with the shelter) and a list of materials (books, videos, etc.) which they could use to enhance their awareness of violence against women and the underlying feminist philosophy. It is recommended that orientation of Board members take place at Board meetings and during Family Violence Network meetings for community agencies.
6. That staff provide constructive feedback to their co-workers in order to continue to encourage them to present a non-proselytizing philosophy, i.e.: assist abused women to problem solve and arrive at her own decisions.

3. Program Delivery/Service Provision

Description: The program description provided by the Shelter and shared with the community at large, outlines the crisis intervention service (professional and peer) as follows:

The objective is to provide a supportive, healing, non-judgemental environment to assist women to work through their victimization and facilitate the opportunity to review options, make choices acceptable to them and assist them in gaining control of their lives.

The above description indicates that crisis counselling is offered so that a woman may gain a perspective on her situation and consider alternatives and options. Practical

help and information is offered so that she may make realistic plans about her life. A further role of the shelter is to provide appropriate referrals and establish contact with community agencies and resources. The method of intervention used at the shelter is the Cycle of Violence Theory. This section will further address the program delivered at the shelter. It is noted that the Cycle of Violence forms the theoretical framework in order that the women may understand what is happening. From this, an intervention strategy is developed.

Discussion:

The cycle of violence is used as a process to explain to the woman what is happening to her. The primary focus at the shelter is the immediate cycle of violence based on her present relationship and reference is not made to the inter-generational cycle as outlined by Kincaid (1982) and Saligman. The staff felt that the inter-generational cycle is better appreciated in ongoing group/individual sessions. Should the woman elect to participate in group sessions or individual counselling programs, reference is made to the inter-generational cycle and learned helplessness theory.

Figure 6 outlines the cycle of violence and this diagram is used as a tool in the explanation of the women. It is pointed out that it is the partners' cycle and not the woman's. This chart forms a map. An overview of the critical

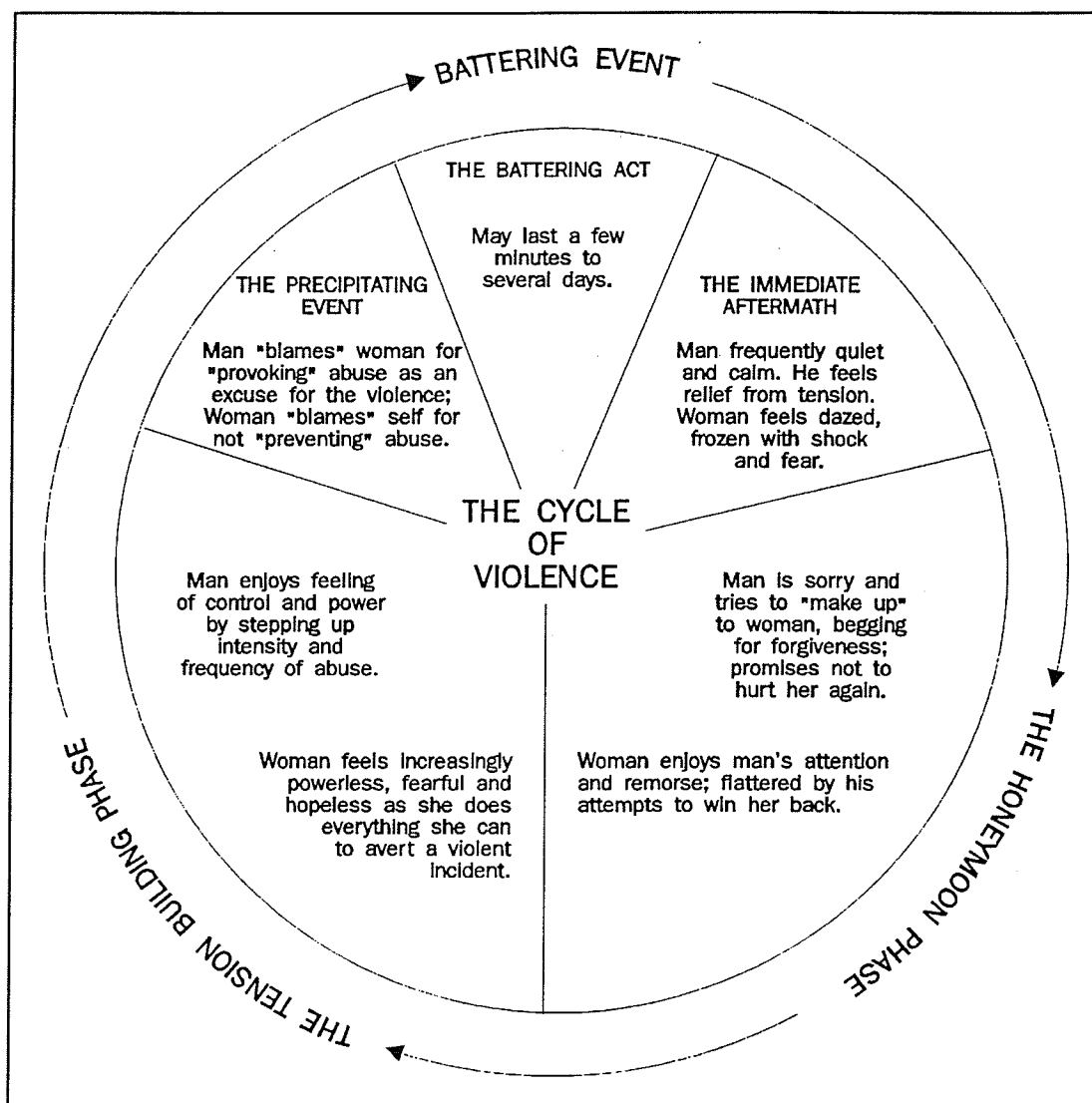


Figure 6 The Cycle of Violence

junctures in the cycle are pointed out to her. At this stage, an overview of a safety plan is outlined and, if the woman accepts, one is developed with her. This is particularly critical for those women who elect to leave the shelter within a few days of admission. A description of his cues is presented and the feeling of walking on eggs becomes more understandable. It is uncertain if a woman ever feels a sense of power at any particular stage while she is in the

relationship. An example of a safety plan may be very basic-- list of telephone numbers in a secure place, agreed upon follow up by a staff person at agreed upon times and locations, source of immediate funds, if she drives, hide an extra set of car keys, etc. It is important at this stage that the discussion be presented in very simple terms, respecting the woman's state of crisis/shock or a language barrier. The staff will often request the woman to repeat the 'safety plan' that she has developed. The plan addresses her immediate and future security.

The staff interviewed indicated that some of the women are aware of the cycle of violence, particularly the honeymoon stage. As stated by one of the front line workers, "The 'walking on eggs' syndrome is explained as the times when the woman tries to please her partner in order to avoid the violence. The husband is viewed as the catalyst for tension. The woman, at times, will bring on the violent attack in order to get it over with and she is hopeful things will return to 'normal' for a while". It is at this stage that the woman feels both guilt and extreme anger for allowing this to happen--the self blame is predominant and her self esteem is broken. It may be identified as the learned helplessness theory outlined in the literature review.

By the time some women arrive at the shelter, the staff indicated that it is possible that the cycle has decreased from three stages to two--it moves directly from tension building to the violent episode. Staff further stated that there are a number of women who are repeat admissions as a result of a decreased cycle of violence; i.e.: go directly from tension building to violence and bypass the honeymoon stage.

The following chart (Figure 7), adopted from the Thunder Bay Sexual Assault & Crisis Intervention Program, forms the framework of operation at the shelter in respect to admissions and service provided. Each of the staff, from the Director to front line, participate in the services provided to the women.

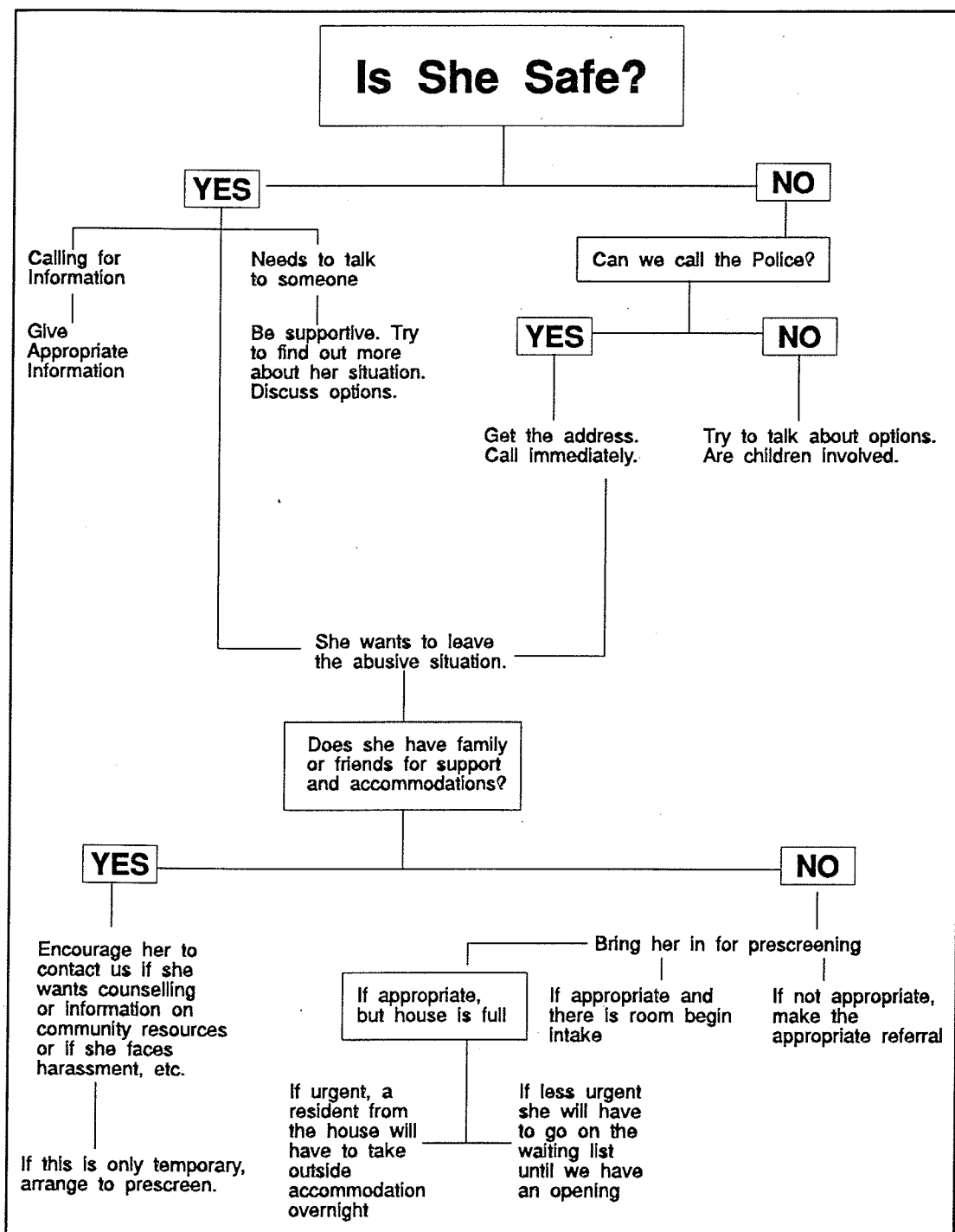


Figure 7

The following is an overview of what takes place once a call is received. It is important to note that no woman is refused service by shelter staff. The only restrictions to

admission are those women with a severe drug or alcohol problem; suicidal tendencies or a severe psychological problem such as schizophrenia. It is often difficult for staff to determine if any of the above are present, particularly over the telephone. They often rule in favour of the woman and, at admission, decisions are made regarding referrals to hospital or detoxification centre. The premise that everyone's story is believed underlies the decision of admission. The calls received regarding housing requirements are referred to external agencies or services. The following information was gleaned from the interview notes with staff and is somewhat consistent with the information outlined in Figure 7.

- Crisis call is received by front line worker and a decision is made regarding possible admission.
- At the same time, a decision is made as to whether or not police are required or if a taxi will suffice.
- Upon arrival at the Centre, an immediate assessment is made in reference to her requirement for safety, medical attention, hospitalization, etc.
- If admitted, continued crisis intervention is provided and basic data is recorded, i.e.: name, extent of injuries, contacts, etc. This amount of information gathered at this stage is dependent upon woman's state of shock (reinforced that the abuse is not her fault).
- Commence the empowerment process by allowing her the opportunity as to whether or not she wants to stay. If she decides to leave, a safety plan is developed.
- If admitted, the woman is given a brief tour of the home, at which time the security components are pointed out and an overview of house rules is provided.
- Woman is taken to her room and given a few personal items and informed that staff are available when she wishes to talk and that more information will be requested when she

is ready. If children are involved, they are made comfortable.

- If woman decides to stay, dependent upon the degree of abuse she has suffered, she is put on a 'chore chart' and assigned certain household responsibilities, i.e.: cleaning, preparation of a meal. This provides for an opportunity for discussion in a non-threatening environment.
- When children are put to bed, women have an opportunity to sit and chat, which assists them in feeling comfortable. Front line staff are always available for the residents if they wish to talk.
- The resident counsellor becomes involved the next day by setting up an appointment with the woman in a confidential setting.
- Dependent on woman's choice, referrals are made to external agencies and services, individual counselling sessions are established, referral is made to community group sessions and referral is made to external counsellor. The goal is to match the woman with available services in the community based on assessment completed. Follow up services are established with her, if she elects, when discharged from the shelter and a safety plan is developed.

Once a woman leaves the shelter and does not want follow up, provision of service to her is stopped. This is done in order to respect her choices. Service will resume when and if she contacts the Centre again. Discussion of cases takes place at the weekly staff meetings. Further contact takes place with the clinical supervisor on a weekly basis. Upon contact from external agencies, family or partners, no information is shared unless the woman has outlined to the staff what she wants shared or communicated to identified persons. This is the point at which agencies become frustrated and are of the opinion that the Shelter has a responsibility to report to and respond to requests for

information. The clinical supervisor acts as an external support to the resident counsellor and front line staff and on a number of occasions, she is a shoulder to lean on as well as acting as an interface with community agencies.

Perceptions of Board:

The cycle of violence places women in a dependent relationship, both on a social and emotional basis. One Board member referred to the cycle of violence as inter-generational and as a result of dysfunctional families. The shelter assists women in recognizing the impact the cycle has on their life and that of their immediate families. It is used to assist women in identifying the danger signs and the necessity for personal safety plans.

Perceptions of Community Agencies

There was a consensus amongst the agencies that the shelter does provide safety and security to the women. They validate their comments by stating that after the women enter the shelter, communication regarding their progress and future decisions is non existent. They do become aware of the service provided when a referral is made to their particular agency. Interaction with the Family Violence Team provides an opportunity for update, re: service provision in general. No direct reference is made to the abused women who have gone through the shelter. The protection of the woman's identity

and plans while they are in the shelter is evidenced through the lack of client specific communication to external agencies and services. One community representative stated that as a result of the cycle of violence theory, "...she runs on his agenda and it is his cycle, not hers..."

SUMMARY ANALYSIS

The staff within the Centre are believed to provide a safe and secure environment where women can review their options and make choices. This is evidenced when those women who have been in the Centre pursue referrals made and openly begin to discuss their situation with the external agency. Informal interaction with staff of the program provides the forum for outlining the services provided. This is based on the opinion of the researcher.

The agencies are not fully aware of what happens within the program due to the highly confidential nature of the service provided. A familiar comment was that after a woman enters the shelter, she is somewhat isolated from the other services. "I am uncertain if the needs are being met due to a lack of communication with me once a referral is made and she is admitted. We only hear about it if the woman contacts us after she leaves the shelter, as it does not happen very often while she is in the shelter".

The program attempts to incorporate a number of the key concepts of feminist counselling with particular emphasis on respect, equality and empowerment. The underlying premise is in creating a non-judgemental, supportive environment where women can feel safe in disclosing their feelings and expressing their fears. Considerable emphasis is placed on allowing women the time and space which encourages them to make choices according to their needs.

The staff at the Centre state that there exists a power differential between the male and female in a relationship. The male is in a more powerful position to invoke violence--other theories appear to view men and women in a marriage as equal partners with problems, the feminist philosophy view it as a power dynamic within the marriage with males having the 'upper edge'.

It is with the key concepts of assisting women to develop a sense of personal and political power that the counsellor at the Kenora Family Resource Centre attempts to follow. "The term empowerment is a key issue in Feminist approach--taking a woman from where she is now and assisting her in recognizing what is happening to her--a part of the process of healing is that things will recur in her life and each time she becomes stronger. A further goal is, in the role of a facilitator, to encourage a 'self search' to address strengths and weaknesses

in an attempt to ensure they find their inner power and the power of interconnectedness, i.e.: the violence she is experiencing and the violence towards women in society". It is stressed that a woman be given the necessary supports in order that she may make choices dependent upon her needs at the time. The researcher is of the opinion, based on information shared in the interviews, that the crisis intervention service provided is reflective of the information contained in the literature review. Reference is made to figures 2 and 3 and accompanying text in literature review (subsection 3.2).

The counselling service provided does not follow a set pattern, nor is there a uniform period of time that each woman would spend in individual or group sessions. The average length of stay, based on comments received from the staff and a review of the agency monthly reports, is three weeks or less. This amount of time does not allow for a great deal of intervention. The primary focus is to assist the women in understanding what is happening to them and that the violence they are experiencing is not their fault. The woman's sharing of the assault that took place is the catalyst for beginning the discussion as to what is happening. As one staff person stated, "We are confident that we provide a safe and secure environment because the women appear comfortable in disclosing their story. This provides us with the opportunity to engage in discussions about the impact of the cycle of violence".

The staff at the shelter are interacting with the women twenty-four hours a day, and are available at any time they wish to discuss their particular situation. If the woman is receptive, and she does so by verbally indicating she is prepared to talk, the staff support the woman in making her choice. If she chooses to return to an abusive relationship, they assist in the development of a safety plan. It is stated to be a non-judgemental environment, as the staff are aware of her anxiety and feelings of shame for coming to a shelter. They attempt to establish a comfort zone with the woman in order that she may begin to feel she has the right to choose as well as the freedom to choose--freedom from violence.

The information shared with the researcher by staff indicated that the women coming to the shelter may have a number of problems, including alcohol and drug dependency. The focus is on the violence and the overview of the resources available to the woman. "Often times there are contributing problems such as drugs and alcohol and our first priority is to deal with the violence they have experienced. If they are receptive, we identify community resources that may assist them in dealing with the other problems".

It is important to state that one of the principles of operation, expressed by the staff interviewed, is that the overall objectives of the crisis intervention program are

relayed to the women by the nature of the atmosphere within the home--the overall comfort and attitude of the staff in the acceptance of all women who are experiencing the societal problem of violence.

It is the intent of the staff, due to the short-term nature of the woman's stay, to provide a safe and secure environment and to reassure the woman that her story is believed and, when the opportunity presents itself, to reassure her that the violence experienced is not the result of her behaviour--it is not her fault. Further, it is important that she is made aware that she does have choices in respect to her future and that during her stay in the shelter, her safety and security is of priority.

The researcher feels confident that the staff (interviewed) do attempt to provide a service consistent with the stated goals and this is done by following the cycle of violence theory. Their efforts are somewhat compromised due to the short stay of some of the women within the shelter. The opportunity is not there, nor is it realistic to expect that a woman will be made to feel comfortable and secure, or to review and choose an option, or to have a safety plan developed if she is only in the home for a short period of time, i.e.: overnight to two weeks. The staff did state, and it is supported in the literature, that an abused woman, upon

entry to the shelter is in a state of shock and her major need may be to escape from the 'world at large' for a period of time.

Although representatives of the Board stated that they have a general understanding of the service provided in respect to the cycle of violence, it is somewhat presumptuous to think or expect that they would have a thorough understanding. There is clear evidence of their desire to understand in that each of the female Board members take a turn of emergency on call should the Director or Resident Counsellor be unavailable. As one Board member stated, "It is not a curing centre. We only provide short-term crisis intervention and the theory of the cycle of violence is the major intervention used. However, I do not have an in depth understanding of the theoretical base of this intervention".

It is critical that there be a thorough understanding, on the part of the Board, regarding the service provided and the underlying philosophy of the shelter. An example may assist in clarifying--a staff person on the evening shift receives a call from a law enforcement agency requesting that they be allowed to serve a summons to a woman in the shelter. In this example, the woman in question does not want external contact and is very fearful of men, particularly those exhibiting power. The staff person refuses contact. Pressure is then

exerted on members of the Board to deal with this issue because, in the opinion of the law enforcement agency, the program has an obligation to co-operate. If the Board is not fully aware of and supportive of the service provision within the shelter, a major conflict may arise between Board and staff which can, in turn, create an unsafe environment within the home, i.e.: any external agency/individual may be given access to the shelter without the consent of the woman in question. The researcher realizes that, in the case of this shelter, this is an extreme example, but it does identify an area of concern that must be addressed, namely--consistency in the understanding of the service delivery within the shelter by the Board and staff.

The representatives of the community agencies interviewed did not appear to have an understanding of the service provided within the shelter, particularly in reference to the cycle of violence theory. The general comment received was, "Once a woman enters the shelter, we have no idea what happens--all attempts at contact are discouraged". Although the interviewees expressed a general understanding of the expected service delivery, they could not relate it to concrete examples. Only a few were made generally aware of the program if a woman followed through with a referral to their particular agency.

The lack of awareness of what happens within the shelter, as stated by community representatives, is an indication of their inability to relate their understanding of the program goals to the secure nature of the shelter and the protection of the women's security by the staff. This addresses a further concern that there is a need to ensure that external agencies and, to some extent, representatives of the Board, are made aware of what happens within the shelter once an abused woman is admitted. The question to be pursued is, "Who has the responsibility to educate regarding the shelter operation and how should this be done?"

The above comments indicate a range of opinions about the quality and consistency of the crisis intervention service provided. The researcher concludes that, although the staff within the Centre are providing the services as outlined in the goals contained within the program literature, the clarity of understanding by the Board and external agencies of the service provided needs to be addressed. It was beyond the scope of this review to determine the quality of the services provided. This must be addressed in a more detailed evaluation framework.

Recommendations:

7. That the Executive Director, Resident Counsellor and representatives of the Board meet to develop an orientation package for both internal and external

use addressing the overall operation of the program.

8. That the Board and staff consider the option of meeting together over a two-day period (retreat) in an attempt to re-address the underlying philosophy and goals of the program. During this process, the information gathered can be used to assist in the undertaking of a more detailed program evaluation.
9. That a further training package be developed that will outline the cycle of violence theory in respect to service provision and a forum be created that will allow for the opportunity to discuss why some of the conventional social work theories are not appropriate within the shelter, i.e.: referral to outside agencies is not necessarily a bad thing, the referral is dependent on the service the agency provides (appropriate is the key word). It is not appropriate to refer a women to marital and family counselling if she is living in an abusive relationship.

4. Anticipated Results

Description: Upon determination of the stated perceptions of the particular groups in reference to the underlying philosophy and goals of the program, it is important to review their respective expectations. The information gathered in this section allowed the researcher to clearly isolate some basic issues which contributed to the development of the terms of reference addressing an in-depth evaluation of the total program.

Discussion: Perceptions of Staff

The anticipated results on the part of the staff varies and it is somewhat dependent upon the point of intervention in the cycle. The success of the intervention is dependent upon the abused woman's particular physical and emotional state at the time of initial contact and admission to the shelter. The provision of counselling or understanding, on the part of the woman, regarding services provided occurs when she is ready to

accept same and feels safe within the shelter environment. As one staff person stated, "When a woman enters the shelter, she is usually in a state of shock and, as a result, can only absorb so much information and she will let us know when she is ready".

There is not much variance between the expectations of the front line staff, the Resident Counsellor, the Executive Director and the Clinical Supervisor. The degree of difference is directly related to their level of interaction with the abused woman. The target group served is abused women from all sectors of society, ranging from the younger women between the ages of sixteen to twenty-five and a further group up to their mid-fifties. There are not many women over the age of 55 who access the shelter. The women represent the different class structures of society and, although a portion of the middle to upper class women do not access the shelter for accommodation, they do phone regularly for support and are beginning to participate in group sessions facilitated by the shelter.

As one staff stated, "Each woman is at a different place on the long road to recovery and the rebuilding of their inner strength and power". Generally, the staff want to reassure the women that they are safe and secure while they are in the shelter and that their story is believed. They further state

that they want to ensure that the women understand the cycle of violence and how it is effecting them individually and their family. In concert with this, they are hopeful that the environment within the shelter is one which allows them to make informed choices about future developments and to identify options to break out of this cycle.

At the initial intake, the staff are very much in control, but upon admission, the staff work towards shifting "the control of her life situation" to the woman herself in a supportive, healing environment.

They are also very realistic in their views and expectations and are cognizant of the fact that any progress made is dependent on the woman's ability to choose and develop options for herself--empowerment. "We move at her speed and will only discuss the cycle of violence and safety plans when she is ready and not before. Some women leave before any formal discussion takes place", as stated by one of the staff.

The front line staff contacted based the measurement of the success of the program on the number of readmissions to the home, degree of follow up upon discharge, degree to which the women open up and express a desire to take control of their lives and, their request for services and participation in group sessions. They feel it is difficult to measure

success. The primary measurement is the staff's judgement of the woman's increase in self esteem. The measurement of success is somewhat complicated by the fragile emotional state of the woman combined with the short time in the shelter, which limits the degree of intervention.

The Executive Director and Resident Counsellor regularly review case plans/logs, assess general comfort within the shelter, assess the discussions at regular staff meetings and direct interaction with the women who have agreed to participate in follow-up counselling. As well, interaction with external agencies and services informally provides information regarding the woman's continued involvement with these services.

The interaction with staff and a review of the data collected through the interviews indicated that there is no formal review process in place regarding the crisis intervention service provided. The staff have identified the need for a follow-up process with women in order to effectively monitor the impact of the service in respect to gaps and future program needs. "It is difficult to assess the impact we are having with the women and it is important for us to develop a comprehensive discharge form that will provide us with some valuable information that may be used to enhance our service".

Perceptions of Board

The Board expects the program to provide a secure environment for the women. They view their role as one in which they continue to advocate for services and participate in public education programs. Further, it is their responsibility to ensure that the service is delivered in a fiscally responsible manner.

A major concern expressed by the Board was that their program must become more sensitive to the varied needs of women from different cultures--particularly native women.

At this stage in development, there is no formal review process in place. The information or assessment of success is dependent upon information provided to the Board at monthly meetings and informal contacts between Board members and staff. The monthly statistical forms submitted to the Ministry indicate that the program is well utilized. The financial statements inform the Board that they are functioning within allocation but the needs of the program surpass the existing budget. The Board would like to see a formal review process in place that would involve the Board, staff and, of major importance, the abused women that have utilized the service. As one Board member stated, "Our Board has not regularly addressed our goals and objectives and it is our hope that we can use the information contained in this

report to pursue a review of the philosophy and future directions".

Perceptions of Community Agencies

The comments from the community agencies and services varied in respect to expectations from the program. Up to this point, the researcher was generally satisfied that data collected from the interviews confirms the overall goals and philosophy of the program. The comments shared do support their overall understanding of what they perceive the program has to offer, referring specifically to statements such as: safety and security for the women once they enter; provision of a healing environment based on the premise that in order to heal others, one must heal themselves first; accessible to women twenty-four hours a day; enable the forum for freedom of choice; reinforce the fact that the violence is not the fault of the woman; development of safety plans in concert with the women; provision of a non-judgemental, non-partisan environment; educate women to be aware of and deal with dynamics of violence and; ultimately to assist women and facilitate information that will allow them to achieve a non-violent lifestyle.

The interview format and use of open-ended questions allowed the researcher to probe the respondents in respect to the initial expectations. It is quite informative in that

they expect the Centre to ensure safety and security, facilitate choice and generally to provide a supportive and nurturing environment as outlined in the philosophy. The following expectations seem to speak more to the needs of the agencies and services than that of the Centre, specifically, referral of the abused women to other agencies and services; expectation that the Centre will follow up with agencies, i.e.: courts, when women leave the shelter; public education to others regarding dynamics of violence and services (most agencies did not feel that they required any public education); Centre has a responsibility to become knowledgeable about the court/legal system in order to advise women of their rights/obligations to follow through and; an expectation that the Centre will develop and ensure close working relationships via enhanced networking.

The community expectations are not consistent with the communities' expressed understanding of stated goals. It is the researcher's opinion that the agencies' needs for information for their own means surpasses the shelter's desire and commitment to ensure the safety and security of the women once they enter the shelter. A representative of the legal community stated the following, "There is a reluctance on the part of the staff at the shelter to allow me to contact a woman at the shelter or even to confirm she is there. I require that contact in order that the court process (charges)

can be followed through. Why can't they tell me where she is?"

Safety and security is an all-encompassing phrase that does ensure the protection of women while they are in the shelter. The researcher is cautious not to make a judgement about community agencies' concern for the program. The above comments are based on a review of the information contained in the interviews.

The following diagram (Figure 8) may assist in explaining the basis for the community agencies' expectations of the program. The source of this diagram is based on discussions with shelter staff and Board members of other programs throughout our district, as well as with the former Director of this program. It reflects the researcher's perception and it is alluded to in the literature reviewed regarding safety/security.

There is consensus between the community agencies and the shelter in respect to suggested methods that could be used to measure the effectiveness of the program. The common theme is to involve the abused women in measuring the effectiveness of the program. This is supported by the literature reviewed. The methods that are proposed by the community are discharge monitoring forms, documenting the number of

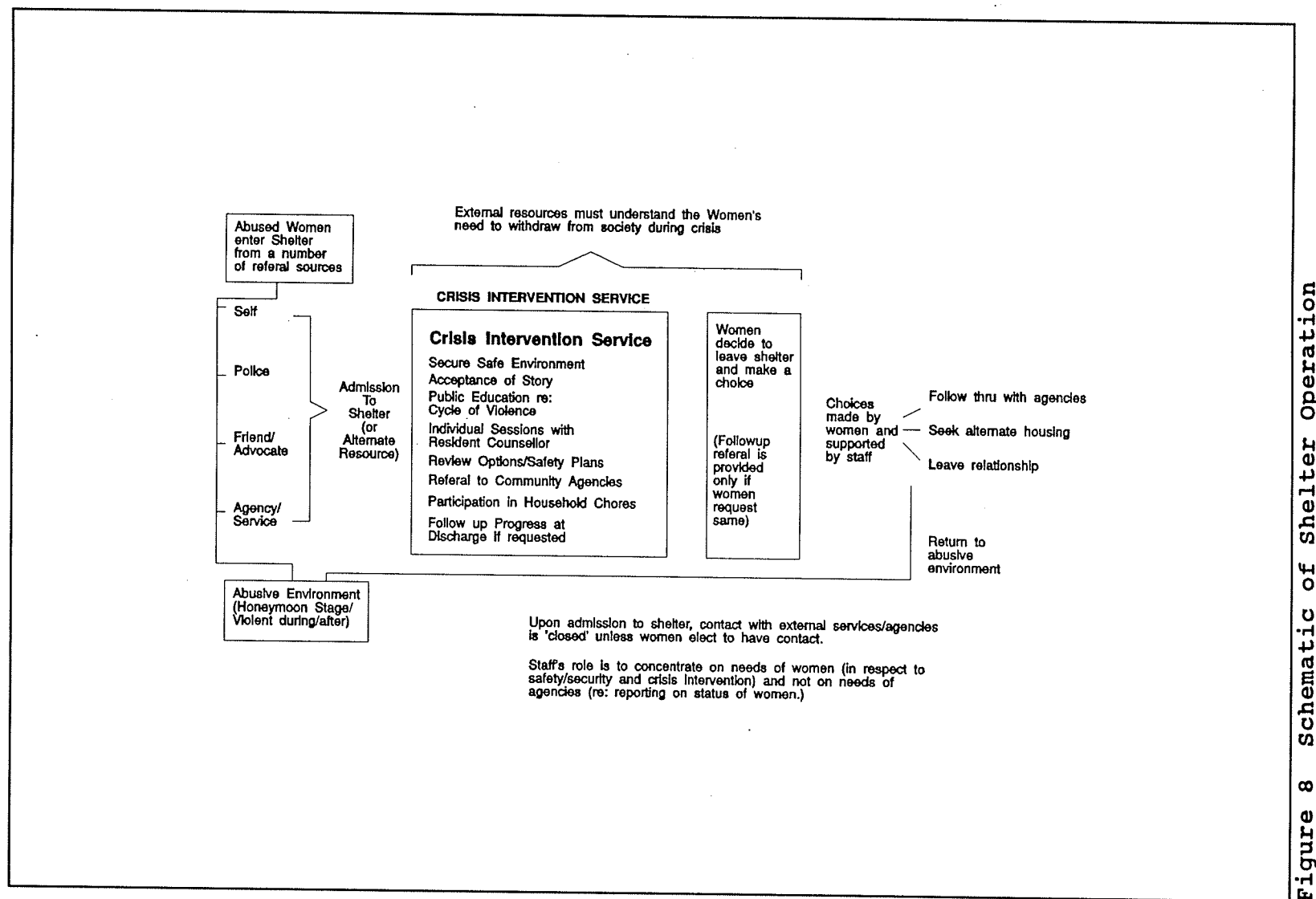


Figure 8 Schematic of Shelter Operation

admissions/discharges and re-admissions, survey those women who have been through program, application of standardized instruments that will address women's feelings, such as Beck Depression Inventory, Client Satisfaction Survey and Index of Self Esteem Scale. A number of other suggestions are very general in nature and address the collection of qualitative soft data such as interviews that may contain the following questions: "Are you still in a violent relationship?", "Has program made a difference in your life, employment?", etc.

The community representatives did state that monitoring and follow up should be with all women who have been through the shelter. This comment does further address a lack of understanding on behalf of the community, in reference to the freedom of choice the women have and necessity of staff to accept their decisions and not to impose a follow up process on those women who choose not to participate. In some cases, unannounced follow up could set off a violent situation, particularly if the woman has returned to a violent relationship. As well, if the women elect to either return to the violent relationship or start on their own in the community, this independence must be recognized.

One community representative posed the question, "What is the viability of measuring this type of program with such a short stay in the residence and how can we, as an example,

determine the success if we do not know what actually happens within the secure environment of the shelter". The measurement of success or failure of a program does speak to the need for a more in-depth evaluation.

SUMMARY/ANALYSIS

Based upon a review of the information contained in the interviews with staff, there was consistency in their expressed feelings that they provide a beneficial service and that the shelter is a safe and secure place. The expressed atmosphere in the home is one of mutual support and teamwork. Their commitment is evidenced in their desire to enhance their counselling skills and advocate for services external to the shelter. They do recognize that they 'walk a fine line' and must be cautious not to slander the woman's abusive partner nor to make decisions for the woman--usurp her authority.

The staff do realize and openly state that the service they provide is only one service required on the spectrum of service provision to 'abused women'. It is their strong desire to put a dent in the problem of abuse and to ensure that the women that access the service are made aware that they have choices in respect to their future and the choices will be respected and supported while they are in the shelter. The Resident Counsellor put it this way, "As I see it, the specific goal is to put a dent in the crimes against women,

educate the public and community agencies, provide direction and supervision to Centre staff based on the feminist philosophy--person is political, it is 'I', not 'she'."

The staff openly stated that in order to engage in an effective review of the services provided it is essential that those women who have accessed the service participate in the review and are assured that their input will be listened to and incorporated in the ongoing delivery and enhancement of services. This is supported by the literature review, particularly articles authored by Schechter.

The Board members interviewed stated that they are comfortable with the services provided based on information they receive. They did identify a concern in respect to their involvement and that, as a volunteer, attendance at monthly meetings does not ensure that they are fully aware of the program. They identified the need to become more involved in understanding the services provided. The lack of expressed understanding by some Board members puts additional pressure on the Executive Director to engage in public education activities with them. A comment shared by a Board member was, "...that orientation and public education should become a regular agenda item at monthly meetings in order that we may become more familiar with the issues."

The Board commends its members and the staff for the effective networking that takes place in the community, particularly with the Family Violence Committee. The issue of Family Violence is not easy to promote and, for a number of reasons, people avoid contact with the service unless they are personally involved.

One of the key questions that was posed to community agencies and services was their general feeling as to whether or not the crisis intervention service was meeting the needs of abused women.

Are the abuse-specific needs of the women being adequately met by the Kenora Family Resource Centre; if not, what needs go unmet?

Amongst those interviewed, there was general consensus that, based on their understanding of communicated goals, the abuse-specific needs of the women are being met. A summary of the consistent comments reflects the following: the Resource Centre is not set up to deal with drug and alcohol problems; there is the necessity of the program to become more sensitive to the needs of native women; general concern regarding need for long-term follow up; necessity to plan for and ensure referrals to other agencies, re: treatment plans for children and ongoing services for children. The service is limited by the amount of time the women remain in shelter, i.e.: overnight to three weeks is not a great deal of time to develop a plan or ensure in-depth services.

The researcher found that the service provision in respect to immediate shelter for abused women within a safe and secure environment is generally provided. The concern appears to be what happens when they leave the shelter, which is further complicated by the agencies' perceived individual expectations of the service provided at the shelter, i.e.: expressed necessity for follow-up with courts and need for secondary housing and ongoing intervention.

Questions seven, eight and nine of the interview format were included in order to solicit information from the respondents regarding potential options. The information contained in the following summary (Figure 9) further assisted in drafting the recommendations and the terms of reference addressing a more in-depth evaluation.

7. In your opinion, what do you perceive as the most serious difficulty facing the program in terms of meeting it's objectives? What are the barriers?
8. In your opinion, what are the most serious issues or questions that you believe an evaluation should answer, i.e.: what components will indicate to you that the program is successful?
9. What are your views on required counselling programs for abused women/children; community development/public education; liaison with other services? What components would you propose to meet these needs?

FIGURE 9

SUMMARY RE: FUTURE EVALUATION NEEDS AND RECOMMENDATIONS

QUESTION # 7	QUESTION # 8	QUESTION # 9
<ul style="list-style-type: none"> - lack of awareness of native culture and the abused women's home community re: lack of security, closed nature of native women prevents disclosure; culture shock for native families when they relocate to large community - communities' misunderstanding of what service provision is at the Centre, i.e.: support of a patriarchal system amongst community agencies--program is criticized before community understands it; funding to expand residential component; issue of community agencies wanting control 	<ul style="list-style-type: none"> - difficulty in measuring success with native women; enhanced networking re: this concern is required - how to effectively engage in future evaluation re: effectiveness, ensure input from abused women re: enhanced self-esteem and desire to leave violent situation. 	<ul style="list-style-type: none"> - include components of program that are sensitive to native culture, i.e.: include a native elder (female) to assist in healing process; consultation with native communities (women), re: needs and possible options. - major requirement for networking amongst agencies to share and understand service provision, re: necessity for confidentiality of women--work towards a level of trust; uniform protocol for intervention in family violence amongst agencies; clarity, re: underlying philosophy

FIGURE 9 (cont'd)

SUMMARY RE: FUTURE EVALUATION NEEDS AND RECOMMENDATIONS

QUESTION # 7	QUESTION # 8	QUESTION # 9
<ul style="list-style-type: none"> - public education of legal community, re: dynamics of violence against women - staff motivation, enhanced funding - almost impossible to attain objectives due to prevalence of violence in society; responsibility of social system to take an active role in public education, i.e.: education system 	<ul style="list-style-type: none"> - education of Resource Centre staff, re: availability of service; responsibility of shelter staff to legal system - provision of support/security in a small community is difficult for a number of reasons. 	<ul style="list-style-type: none"> - liaison with community agencies by shelter staff to ensure a network of supports are available for women if they elect to access services, i.e.: message that someone is concerned - enhanced advocacy once women decide to leave shelter and pursue an alternative life style - necessity to reinforce amongst public the position of Feminist Philosophy, particularly empowerment and power imbalance, re: roles

The community agencies appear to have expectations of the Kenora Family Resource Centre beyond both what they are capable of and what they are mandated to provide. As indicated in the findings, the shelter is expected to act as a resource to the court system by working with the women and impressing upon them the need to follow through with charges. As well, a number of those interviewed stressed that the Centre should advise the staff of agencies as to whether or not the women have been admitted and provide progress reports while they are residents. This is not true of all services, but of a representative number of those interviewed. This does address the communities' general lack of awareness regarding the actual workings of the program and the necessity for the highly confidential nature on the part of the staff in an attempt to ensure that a safe and secure environment is available for the women. It is important to stress that the agencies do not criticize a lack of intervention on the part of the shelter, but do openly express their uncertainty of what happens within the shelter and exactly what is the crisis intervention service that is offered.

A major expectation of all those interviewed was that there is a necessity to develop and/or provide a program that is culturally appropriate is of paramount importance. The information obtained from the staff indicated that, at times, six of the ten women in the shelter are native. The comments

shared by staff revealed their desire to access appropriate resources. "I believe that we should encourage a native elder (female) to come to the shelter and visit the women to assist the women in feeling comfortable enough to open up and discuss the violence they are experiencing. It would certainly assist me in my role as a counsellor". The front line staff expressed their lack of knowledge about reserve life by stating the following, "I am sometimes at a loss to assist in the development of a safety plan for these women as I do not know what resources exist in their home community--they live in a male dominated culture". Representatives of the community agencies who are themselves native made the following comments, "...the staff face a major barrier due to their lack of knowledge of the native culture and are unaware of their home community in respect to resources. In most cases, native women return to their home community due to a lack of acceptance in a 'white community'. It is difficult to counsel native women due to their closed nature as they keep a great deal inside".

Recommendations:

10. That the key stakeholders within the shelter engage in a process of public education that will serve to provide those community agencies and individuals interacting with the service, a clearer understanding of the crisis intervention program provided within the shelter.
11. That a process be put in place that will facilitate the continued advocacy for culturally appropriate services to other cultural groups, particularly native women.

12. That future evaluations must include input from the abused women who have accessed the service and who agree to follow up in order to ensure services are reflective of needs.
13. That community agencies/services be given the mandate to advocate for services for abused women that cannot be provided by the shelter.
14. That the program Board of Directors continue to have annual public meetings and incorporate a process for recruiting persons who are both sensitive to and cognizant of the issues of family violence.
15. That the Board and staff review what the immediate and long term public education needs are in the community and look at what resources they have available to address these in the short term and develop an appropriate strategy.

Proposed/Suggested Directions:

It was stated at the outset that the ownership of this report rests with the program and the student researcher. The input of staff and board regarding this report is critical, particularly as it refers to implementation. Further, it is equally important that staff and board input be solicited in reviewing the recommendations, identifying priorities, developing an implementation plan and acting upon it. Without the joint effort of the identified stakeholders, there will be no assurances that changes to the organization will be made.

The need for team building has been alluded to in this report. Working together on implementing the recommendations will demonstrate a commitment by both Board and staff to work together to improve the services to the women and children who use the Centre and to work towards improvement of the overall

organizational functioning. To this end, it is recommended that there be a committee struck to review this report and to determine what recommendations the shelter wishes to act on. The committee would be responsible for prioritizing the recommendations and for developing an implementation strategy, i.e.: action to be taken, target dates, accountability centre and resources needed.

A further critical task of this committee would be to review the proposed terms of reference that will address a more in-depth evaluation of the program. It is recommended that this committee consist of the following:

Staff representation - N = 3

- Executive Director
- Full time staff person who works directly with women and children (to be elected by other staff)
- Casual relief worker (to be elected by other staff)

Board Representation - N = 4

- Chair of Personnel
- Representative from Native Community
- Two other Board members to be elected

Recommendations:

16. That a staff Board committee be struck as outlined above.
17. That there be a workshop for staff, Board and, if deemed appropriate, volunteers. It is recommended that the staff and Board review the O.A.I.T.H. "Standards and Ethics" document individually prior to this workshop to provide a framework. The primary purpose of the workshop would be to provide an open and friendly forum to stimulate discussion and sharing regarding the findings of this report.

18. That using the information gleaned from the above workshop, a draft "Goals and 'Objectives Statement" and "Philosophy of Service Provision and Framework" be developed. Upon review and acceptance by the Board, it can form the basis of an in-depth evaluation.
19. That a training program be developed that will address the needs of present staff and that can be modified for Board participation. It should include the following:
 - overview of wife assault (causation, community response, services) and its impact on women and children (lecture style, films, discussions, etc.)
 - related issues (safety, legal, poverty, sexual abuse, housing, medical, culturally sensitive services).
 - role of Resident Counsellor, house counsellor and C.C.W.
 - crisis intervention and crisis counselling techniques - practical application through role playing, observation/discussion
 - empowerment model versus medical model versus traditional social service model.
 - role of abused women in defining their needs and goals
 - services in community referral sources
 - stress management
20. That continued attempts be made to work in concert with other agencies, particularly members of the family violence network and the education system.

5. ABUSED WOMEN'S PERCEPTIONS OF PROGRAM DELIVERED

Description: The primary purpose in contacting abused women who have accessed the service is to determine if the crisis intervention service program has had a positive impact on their lives. Further, it will serve to confirm whether or not the stated objectives are consistent with what is delivered.

Discussion:

The following reflects an analysis of the responses based on the questionnaires returned (12 out of 50). They will be reported as twelve individual case studies.

It is critical to point out to the Board of Directors that the findings outlined in this section should not be interpreted as being reflective of all the women who have accessed the services of the shelter. The responses provide an overview of the opinions of the twelve women only who responded. The researcher had no control over the selection process of the respondents and the method undertaken by staff at the shelter could be interpreted as bias. A future evaluation project must address a more objective methodology.

Based on the small sample size and an analysis of the data gathered, it is not possible to generalize and state that, those abused women who have accessed the shelter, a safe, secure and non-proselytizing environment exists with the Kenora Family Resource Centre.

1. Opinions of the House as a Place to Stay

Eight were satisfied with the Resource Centre and what it had to offer in reference to physical features. Seven of the respondents with children felt that additional play space would have been beneficial for the children. About six respondents found the house was too crowded or did not provide enough privacy. This was, based on the women's response, primarily due to high occupancy, which also contributed to general untidiness in the home.

The shelter was highly rated as a safe, secure place to be; six felt safe all the time and four most of the time. The remaining two felt a little unsafe and their stated reasons were general concern about the partners of some residents, based on known reputations and because they did not feel safe when they were out of the residence on a pass.

As with a number of shelters, the house is small and when the occupancy increases, it becomes quite crowded. The significant finding in this section of the questionnaire is that the residents confirm the general findings of the interviews in that it is a safe and secure facility.

2. Opinions of the Staff

Ten of the women appeared very satisfied with either the shelter staff's helpfulness, friendliness or frankness, or the support the staff provided to the women in making future plans. About nine of the women did not feel that they were being pushed in a direction they did not want to go in or by taking control of their lives; two of the women indicated that they sometimes felt that they were pushed in a direction they did not want to go and one felt that she had plans imposed upon her. In reference to personal questions, ten of the women indicated that they were comfortable with questions asked by staff and two felt uncomfortable at the beginning of questioning only. Seven women felt that staff were generally honest with them most of the time, four felt that the staff were always honest in their discussion and one indicated that staff were honest only a minimum amount of the time. There was a consistent split amongst the residents regarding feelings of comfort in talking with the staff; five were comfortable all the time and five most of the time. The remaining two were comfortable 'very often'. In reference to feeling intimidated by staff, five indicated that they never felt intimidated, six were intimidated only in the initial discussions and only one felt intimidated most of the time. Eight of the women felt that they were honest all the time in talking

with staff and the remaining four stated they were honest most times in their interactions with the staff. Eleven of the women (90%) were comfortable with the staff in respect to goal setting and did not feel pressured and only one of the women stated that the discomfort experienced in goal setting was just at the beginning.

The data collected in the questionnaires supports the fact that the abused women accessing the shelter are generally comfortable with the staff. Findings reported here about the most highly valued staff characteristics are consistent with another investigation (Bowber, 1981) which emphasizes the vital role of para-professionals in assisting victims of family violence. (Smith, 1984, pp. 135).

3. Use of the Satisfaction with Referrals to Community Services

With the exceptions of referrals to legal services, eight or more of the women had been referred to other community services. A total of thirteen agencies were listed in reference to this question on the questionnaire. Interviews were held with representatives of approximately 70% of the agencies/services listed. There is a variety in response regarding satisfaction with referrals; some women were satisfied with all services used.

The most frequently used, in respect to satisfaction, was legal aid services and Women in Transition; a community support service directly linked to the shelter. It would appear that there was a fair amount of referrals made for these women and, based on responses received, a number of them were not accessed. It may be that the women elected not to follow up on the referrals. A number of the women indicated that they would use services they were referred to when they were ready. For those women who accessed municipal welfare services, they expressed some dissatisfaction with the way they were treated (1).

4. Resource Centre in Meeting Needs of Residents

All the women that responded to the questionnaires indicated that they were very satisfied with their experience at the Centre during their stay. Further, all of the respondents indicated that they would use the shelter again if necessary, would refer a friend or someone in need of protection, and would continue to want follow up or occasional calls as per agreed upon follow up plan.

The following is a list of some of the comments received from the women:

- was treated with dignity and was afforded immediate privacy until I was ready to face other women;
- encourage home visits by staff in place of telephone calls (for women who have left their partners);

- assistance in obtaining furnishings and household items when I moved out on my own was appreciated;
- satisfaction with the sincerity expressed by the staff, and was not pushed into a decision. I felt at ease;
- would appreciate the development of support groups when I leave the shelter;
- staff were always available to assist with the children and let me be alone or have a good cry;
- the staff showed me respect, despite my drinking problem;
- just being there for people like me is great.

When asked why they left the Centre, one of the women returned home, four felt they had some good plans to follow, two felt they just couldn't stay any longer, four just felt it was a good time to leave, and one left for 'other reasons', such as she found housing.

5. Personal Information

The length of stay varied somewhat with the average being from one week to three weeks; one of the respondents was there for less than five days and four were residents for more than four weeks (30+ days). There was quite a spread in ages of the respondents; four were between 25-29 years of age, four were between the ages of 35-39 years of age, and four were between the ages of 40-49 years of age. The majority of the respondents, ten indicated that they had some high school education of which four completed Grade 12 and six indicated that they had some university education, and one indicated that she had a Bachelors Degree.

This data is somewhat supportive of the fact that the average stay varies between 3-5 weeks with the average age being between 25-39 years.

The stated reasons for leaving their partners varied with the most mentioned responses being, "I was very much afraid", "I wanted to get away from him", "I hoped leaving him would make him change", "I wanted time to think", and, "I wanted time to think about specific options". It is interesting to note that four of the women had decided to separate or divorce and a further two women wanted to 'set up' on their own. One respondent indicated that she was 'tired of life and everything she was continually experiencing'.

The information contained within the questionnaires indicates that the women who responded are generally content with the service provided and they do feel safe and secure within this shelter. They further indicated that they were comfortable with the staff and felt that they were being honest and open in respect to their present situation. Options were outlined to the women and they indicated that they did not feel pressured into making decisions they were not comfortable with. The external resources were accessed by the women and they stated that the ones used, in general, met their needs and they were satisfied with information shared and service provided. The one agency that a percentage of the

women were not satisfied with was the municipal welfare department.

SUMMARY ANALYSIS

The researcher is aware that the return rate of the questionnaires were low and, perhaps does not reflect a substantial view point. However, this form of data is quite sensitive and difficult to obtain due to the degree of security provided to abused women within the shelter movement.

The results of the questionnaires returned to support the perceptions shared by staff and the majority of community agencies that their is a safe secure environment provided at the Kenora Family Resource Centre. Within this environment, the respondents state that they are respected, their story is accepted and the choices and options they select are supported. Further, the responses provide a reassurance to the Board as to what is occurring within the shelter, particularly for those members who expressed an uncertainty of the service provision.

The general perception of the agency representatives interviewed is that the shelter does provide a safe secure

environment in which the women have the opportunity to view their life situation. The responses received may be used to address the agency's concern regarding the closed nature of the facility and to reaffirm the necessity for the secure nature of the facility.

A further evaluation should address an improved strategy in order to increase the response rate while not jeopardizing the confidential nature of the women's identity. The information obtained does support the necessity of obtaining feedback from those women who have accessed the service. This is addressed in the literature review.

Although the number of responses received were low, the information obtained is regarded as valuable in providing insight into the women's experiences while in the shelter. The collection of this type of data is difficult due to the highly sensitive nature of the program offered. Further, the collection of information from the women will serve to both clarify and identify the services provided.

CHAPTER VII

CONCLUSIONS AND SUMMARY7.1 CONCLUSIONS:

The goals of the practicum were to determine if the crisis intervention program delivered mirrors that which is stated to be delivered and to develop terms of reference that may be used in order to facilitate a more in-depth evaluation. As well, the recommendations put forth, when acted upon, will assist in ensuring the program is more evaluable. Based on the information contained within the findings, the program delivered does mirror that which is stated to be delivered, that it is evaluable and the recommendations contained within the findings will only enhance the evaluability of this particular program component.

As the practicum proceeded, the information obtained from the many respondents frequently identified more questions than it answered. The staff and Board clearly state their understanding of the program and did identify a number of common areas such as safety and security, on-site counselling if women elect same, intervention based on cycle of violence theory and the underlying philosophy based on feminist ideology. They further state that they do provide a secure environment in which the woman may 'escape' from society at

large and, if she elects, pursue follow-up services based on referrals. The representatives of community agencies share their perceptions of what they believe the service to be. They are very clear in stating that they do not know what happens within the shelter and how the stated intervention is applied. This does support the staff's and the Board's statements of the provision of a safe and secure facility.

7.2 BENEFIT TO SHELTER

The results or findings of the practicum provided the Board of Directors and key staff with the opportunity to reassess their direction and take a second look at their mandate. A general confirmation of services provided by the crisis intervention service are evidenced in the results of the interviews with the community agencies, staff and Board. The results of the questionnaires returned by the abused women confirm that the shelter offers a safe secure facility and the freedom and comfort to review options is present within the shelter.

The Board is in a better position to clearly articulate the overall program in respect to philosophy and mandate. There is evidence in the findings that not all program staff and Board interviewed shared the same philosophy and mandate. The recommendations, once implemented, will provide the forum for discussion and consensus, re: program goals.

A further benefit in reference to the clarity of service provision is that the key stakeholders within the program may engage in the development of specific policy changes and program enhancement. They are more aware of where they 'fit' in the spectrum of service delivery and the limitations they are faced with in meeting the demands/expectations placed upon them by other service providers. In essence, the findings provide them with information they require in order to advocate for enhanced delivery within the community.

Within any Board, there are members who are not fully aware of the services provided by the agency for which they have responsibility. The interviews with the Board members served as a catalyst in addressing the needs of service training and the necessity to engage in a self-learning process. The literature review provided some basic orientation for them in respect to feminist philosophy and the necessity for shelters.

The joint ownership of this evaluation contributed to the Board's commitment to reassess their direction. They will undertake this task by implementing a number of the recommendations contained in the report. The Board has tentatively agreed, dependent on available resources to request a more indepth evaluation in concert with the Ministry of Community and Social Services.

There are a number of activities that they may engage in order to enhance communication between staff and Board. Specific reference is made to recommendations #16 and 17. The practicum report has assisted in isolating a number of issues that exist internally and with outside service providers in respect to communication and public education.

Figure 8, Schematic of Shelter Operation, graphically displays the operation of the shelter and articulates the reasons for the difficulties experienced by external agencies. The Board may use this schematic in identifying the further 'points of entry' to be addressed in an indepth evaluation. The Board and staff, as a result of this diagram, are more aware of the necessity for involving abused women in future reviews. They are more aware of the frustration experienced by external service providers regarding the closed nature of the shelter. More importantly, the Board is aware of the necessity for same.

The terms of reference provides the framework for negotiating a future evaluation.

7.3 PERSONAL LEARNING GOALS

Formative research is mainly aimed at discovery and relies mainly on the inductive approach. The study of a program affords a learning opportunity with research used as a tool for collecting data to assist in the

conceptualization and operationalization of a program, its goals, and the assumed causal relationships. (Rutman, 1981, p. 69).

In many ways, the practicum served as an effective learning tool. The researcher was made more aware of the issues of violence against women and became more sensitive to the principle of least intrusiveness as the practicum proceeded.

There were moments of confusion encountered in reference to the crisis intervention program and preconceived ideas on the part of the researcher. "Where there is some uncertainty or lack of clarity about the program, formative research can be used to articulate it, identify effects, and shed light on the problem being addressed." (Rutman, 1981, p. 61). The personal learning goals were clearly met in this practicum. A general knowledge of evaluation procedures was acquired. A review of the differing evaluation designs and their applicability were touched upon. Defining limits and parameters for research on a specific topic were addressed and the opportunity to work with Board of Directors and key staff in a form of problem solving was available.

As the practicum proceeded, it was necessary to redefine the focus and change it from research of the counselling program to research of the crisis support/intervention service. The staff and Board of Directors of the Centre were

quite co-operative in adjusting to the change in focus. This change necessitated the researcher undertaking further literature review. Further, the design of the questionnaire to be used in follow up with the women who had accessed the service was changed. This provided the researcher with the opportunity to contact other resources in order to access instruments that have been used.

The researcher became more sensitive to the secure nature of the facility and protection of autonomy of the women. The administrative staff are quite protective of client-related information that is kept in the files and did not feel comfortable with an initial request to review files. All other program documents related to the crisis intervention service were made available upon request.

The researcher became more aware of the significance of the interview process. When an appointment was made, staff and agencies were quite co-operative and were prepared for the interviews based on the preliminary information that was shared with them. On the occasions that the researcher was in the shelter, it was somewhat hectic due to crisis and other interventions. The researcher sensed some discomfort on the part of staff with a male presence in the shelter. All those interviewed were very co-operative and quite willing to share information. The researcher encountered problems in staying

'on track' with some of the interviews. Due to the eagerness to learn and the willingness of the respondents to share information and personal encounters, strict adherence to the interview format was necessary.

The importance of synthesizing a vast amount of information into a readable format was reinforced by way of the number of revisions requested. This procedure provided the opportunity for the researcher to appreciate and understand that an evaluation report is viewed by a large audience. It is necessary, therefore, to ensure that there is a flow to the report and that goals of the evaluation are clearly addressed in the written report.

The practicum provided the opportunity for working with the Board and key staff in articulating areas of concern. The negotiation of the practicum, in reference to agreement of purpose as well as the ownership of the report, contributed to the partnership in conducting this evaluation. They became quite aware of what was taking place and the necessity to address the recommendations. The importance of their role in the evaluation process was reinforced and a degree of trust developed between the researcher and the Family Resource Centre Board and staff.

The researcher, through interaction with staff, Board and representatives of the community agencies, became more aware of the issues faced by Native women experiencing abuse. The program personnel readily state that they are not able to adequately address the needs of Native women in reference to language, safety plans and cultural awareness. They did not have any knowledge of the resources that may or may not be available in the home community.

It is imperative that a future evaluation procedure must utilize instruments that are sensitive minority groups; particularly Native women.

The following personal learning goals were addressed during this practicum:

1. **To engage in a learning process to undertake effective evaluations in an organized and systematic manner and become more cognizant as to their validity in the ongoing delivery of social services programs.** As a middle manager in a government agency, more often than not, evaluations are undertaken only because of a major crisis or due to an unsolvable problem encountered by the program. In order to assist programs to develop and enhance their service delivery prior to a major crisis methods/procedures for ongoing evaluations must be developed;
2. **To begin to acquire the skill of becoming more self-disciplined in addressing a particular topic area by engaging in a structured evaluation framework.** It is my intent to be able to transfer this learned or acquired skill to my work setting;

3. **To enhance my skills in problem solving** by working with a Board of Directors and key staff of the identified agency by assisting them in clearly articulating areas of concern and to work towards a process that will allow them to engage in a process of problem resolution, and;
4. **To learn how to effectively synthesize** the vast amount of information that was acquired during this practicum and to translate it in a meaningful and focused report.

Rather than provide extensive commentary, by way of conclusion, upon the findings of this practicum, the researcher has elected to provide a summary of some of the key findings in the appendix. This choice was made in order to be consistent with the practice throughout the report and to recognize that the information was shared in an open and honest fashion by the staff and community agencies.

Speaking only to the crisis intervention program component of the Family Resource Centre was difficult, particularly due to some of the information shared by the respondents--there appears to be a climate of indifference that generally exists in the community. The findings of the practicum not only address the stated goal, but also lay the groundwork for a further evaluation should the program elect to do so.

APPENDIX

SUMMARIZED FINDINGS - PROGRAM STAFF AND BOARD

The documented goal of the program is outlined in prior statements within the practicum report and is outlined in specific detail in the Appendix. The interviews with staff and board revealed their understanding of the delivery of the goals of the crisis intervention program which is reflected below. It is understood that the following points do not pertain to all women who enter the shelter--it is dependent upon the length of stay:

- provision of immediate crisis intervention services to the women who enter the shelter by ensuring an immediate assessment is done on their physical state and emotional state, as well as immediate telephone response to those women who contact the shelter.
- provision of a safe and secure environment in both a physical and emotional sense.
- provision of a non-threatening and non-judgemental environment in which the women can review their options and seek clarification upon request.
- provision of a 'healing environment' in which there is continued support and acceptance of their story, combined with reinforcement that they are not at fault for the abuse.
- provision of an explanation of the cycle of violence, i.e.: the 'walking on eggs syndrome' and that the woman has fallen victim to her partner's cycle of violence. A map is provided to her which points out the critical behaviour patterns and cues to be aware of.
- if the woman elects, a safety plan is provided to her in order that she may be more prepared when violence recurs, particularly if she returns to the violent environment;

- the healing environment provides the opportunity for the woman to interact with other women and share in similar experiences and through each other they can grow stronger, i.e.: empowerment within a home in which they are accepted, believed and supported;
- when the woman is ready, information is provided that outlines the power imbalance that exists between men and women and how this is effecting their life, i.e.: personal vs. political. The 'interconnectedness' amongst women in the shelter assists them in recognizing their own strength and the strength of the group--the person is political;
- during their stay, an overview of the external resources is shared and assistance in making referrals is provided if they so elect.
- a recognition of and support of choices made by the women in respect to follow up upon discharge or closure of file.

PERCEPTIONS OF COMMUNITY AGENCIES/SERVICES

A separate series of interviews with key agencies confirmed and supported that which was outlined by agency staff and board. The following represents a brief summary of their perceptions:

- the Kenora Family Resource Centre does attempt to provide a safe, secure environment based on the limited number of referrals made and follow up contact with women who elect to utilize the resource.
- provision of immediate crisis intervention service to women who contact the shelter or agencies making referrals, i.e.: no one is turned away.
- agencies generally felt, based on their knowledge of the program and information shared with them, that women are 'educated' regarding the issue of violence and that they are not to blame for what is happening to them.
- the Kenora Family Resource Centre is generally recognized as the primary service provider for abused women.
- it is assumed that they provided a safe, secure environment to the degree that once a woman enters, no

formal contact takes place with a referral agency or an agency requesting a status report unless the woman elects to give permission, i.e.: Figure 8.

- by many, the assumption is made that clarity is provided regarding the cycle of violence and the danger points are outlined to her, i.e.: the abused woman 'runs on his agenda'.
- amongst the agencies, there does not appear to be a clearly stated understanding of the feminist philosophy and how it is interpreted in the shelter.
- amongst the agencies interviewed there was declared support for the approach used in the shelter regarding the overview provided to the women, re: the power imbalances that exist in society and in violent relationships, particularly their own.
- agencies feel that Centre staff do advocate for the women in a supportive manner by attending court with them and accompanying them to agencies and services such as legal aid, police, alanon, etc.
- supportive of philosophy of service provided for women by women and the inherent sensitivity, even though they do not fully understand it,
- recognition that this is only one service provided to abused women and it is an immediate crisis intervention service only.
- needs are met in a supportive environment where the children are allowed to remain with the mother.
- recognition of the limitations of what can be provided depending upon the pace the women elect to move and the length of time they are in the shelter.
- the community agencies expressed a desire to understand what occurs within the shelter once a woman enters, this may assist in modifying their expectations of the shelter.

The integrity of the crisis intervention program is supported by the data collected and reported. The delivery of a service within a safe, secure healing environment contributes to its success. At the present time, the data

collected, as a result of interviews and questionnaires, can be trusted and used as a contributor to a future evaluation.

SUMMARY OF RECOMMENDATIONS

There are no easy recommendations that will bring about a quick change in the overall understanding and delivery of the crisis intervention program. The present program does meet the immediate needs of the women accessing the service and the perceptions of the key community agencies confirm the goals as set out. The recommendations were put forth to address some of the misunderstanding and stated future program needs. Listed below is an overview of the salient points addressing key recommendations followed by a summarized list of all recommendations.

1. Stated Program Goals:

Although there was unanimous support regarding the need for and value for the service that exists, a lack of awareness about the actual service provided to the woman was evident. This, in part, is the responsibility of the shelter to clarify and outline those components of their program that support the highly protective nature that exists. On the part of the community agencies, the onus is upon them to reassess their expectations in respect to what they perceive the program should do for them. Specifically, provision of information about shelter residents, mandatory follow up on discharge from

the shelter and reinforcement, by staff, of the women's responsibility to follow through with the court system.

This program, as stated by the staff and Board, is a shelter program established to provide safety and security to women in need in order that they may review the options available to them. The staff do not assume any greater role than that which is stated. This reflects the necessity for and commitment to the needs of the residents. It is when this message is not clearly communicated to external resources that difficulties occur and expectations increase. Agency and community awareness of this program can only contribute to its success.

It will be necessary to readdress underlying philosophical principles of Feminism, i.e.: power imbalances and to clarify the critical stages of family violence when a woman decides to leave the violent relationship and seek safety and security. As a map of the critical developments are provided to the abused women, it is necessary to develop a map for the external resources in order that they may understand the stages an abused woman goes through while she is in the shelter.

The professionals we contacted seemed to see the question of family violence from a global perspective. In fact, their approach to family violence is more and more a holistic one. No matter what the professional's field, the individual is no longer compartmentalized, but is

seen as a whole person, whose physical, mental, emotional and spiritual needs are considered simultaneously. He or she is no longer treated as a 'case' in pathology, but as someone who has inner resources. Still, not all professionals have adopted this attitude and the fact, unfortunately, may encourage secondary victimization (the emotional injury felt by victims when they realize that their needs and rights are not recognized). Fortunately, there is reason to believe that more and more mental health professionals are increasing their personal awareness, knowledge and understanding of the various problems involved in family violence and, by working together, can treat both victims and perpetrators appropriately. (Vis-à-Vis, 1988, pp. 7).

2. Program Philosophy:

The staff within the shelter very openly and honestly acknowledge their lack of awareness of the native culture in respect to service delivery. Direct reference is made to a lack of understanding of the language and the inherent nuances as well as a lack of knowledge about their home communities, particularly if it is a reserve community.

As identified in articles, urgent action is required to address the needs of aboriginal women and children in the area of family violence. Government agencies, community agencies and the shelters are struggling with the need to support native women who must leave their communities to enter the shelter. They are faced with the dilemma of relocation in an urban setting that, for the most part, reflects a racist attitude. This is somewhat of a double-edged sword--lack of sensitivity to the basic survival issues faced by native

people in an urban setting and the lack of awareness and concern towards family violence by 'society' in general.

In the publication, Vis-à-Vis (Winter 1988), the edition is devoted to the issue of Family Violence in Native Communities. In a brief statement by Dianne Tanner, she states that the major difference between violence amongst non-natives and natives is that they are a very visible and very much studied minority. She further states that the studies have often portrayed native people inaccurately, primarily due to a serious and regrettable lack of understanding of their cultural values. In her opinion, the values have been eroded by a systematic attempt at assimilation. As a result, there has been tremendous psycho-social stress and trauma for the native community.

The formula for effective and lasting renewal is not overly complex. Native leaders, communities and people must resolve to research, rediscover and reapply their own distinctive approaches to socio-economic development, health care, education, family support and self-government. Many of the traditional principles are timeless and will never lose their relevance--wholism and integration of discipline, spiritual principle of relationships, self-determination, co-operative and self-sufficiency economics, natural approaches to nutrition and health care, family-dominated training and education of children, and community co-operation. While such a system is being created, preferably as part of the transition to self-government, special life skills training will be needed in such areas as marital relations, pre-natal care, infant care, parenting, respectful care of the elderly and home finances. (Obomsawim, Vis-à-Vis, 1988, pp. 1-2).

A concluding statement in this publication advocates for the return of strong and valuable traditions which, in turn, may create the opportunity for native communities to become revitalized and put an end to what they state as the modern tragedy of family violence.

3. Program Delivery/Service Provision

The feminist literature is replete with references to the necessity of involving abused women in both the planning for and delivery of services. The community agencies put this forth as a strong recommendation when posed with the question as to the most effective measure for determining success of the program. The program staff were quite open in recommending the need for a discharge questionnaire to be given to every woman in order to solicit their input and recommendations.

The researcher is of the opinion that further development of the crisis intervention program is dependent upon the input from the abused women utilizing this resource. As indicated in the literature review, there is not a great deal of information available addressing the actual workings of a shelter. This is due, in part, to a lack of involvement of the abused women in reporting on the service they experienced while a resident.

In a study entitled, *Breaking Silence: Descriptive Report of a Follow-Up Study of Abused Women Using a Shelter* (Smith, 1984), the concentration was on completing a service impact/service outcome evaluation of the established houses in Regina and Saskatoon. The primary source of information was the responses of the residents and former residents. This study was one of a few that involved former residents.

In addition to these consultations, a search for similar consultations was completed. This search revealed that there had been no reported studies of this type in Canada, except for one involving a very limited number (14) of former clients in British Columbia. In the U.S., the situation is quite similar, although somewhat more promising. Walker is reported to be preparing a follow up study involving some 400 clients in the U.S.; in addition, another study is to be released in 1984 which is based on interviews with 270 former clients of federally funded Violence Demonstration programs. (Smith, 1984, pp. 4).

The report further addresses the importance of conducting interviews with former clients of shelters and/or victims of physical abuse in marriage or other close relationships. The information that can be obtained from this approach will assist in not only enhancing service delivery, but in shaping our understanding of critical areas which require investigation.

There are a number of further changes that can be made to augment the program's strength. There are limitations attached to many of the suggestions, given the present economic conditions and lack of direct service personnel. The

future direction of family violence programming is not clear at this time.

4. Anticipated Results:

The crisis intervention program at the shelter is only one part of the overall spectrum of services to abused women. The researcher supports the shelter program in their attempts to outline the role that external agencies must assume in continuing to develop services based on limited funding.

5. Proposed/Suggested Directions:

The interviews with the board members' revealed their concern for a broader membership to assist in the continued advocacy and development of this program. Further, this will facilitate the recruitment of potential board members who are interested and sensitive to the issues surrounding family violence. It will serve to augment the public education efforts previously noted.

Results of this practicum have suggested that the crisis intervention service is effective in assisting women victimized by family violence. However imperfect or limited the success rate of the program, it is clear that the majority of those involved in the research regard the crisis intervention service as more effective than any other service. Women who have accessed the service, within the shelter, and

the staff involved, recognize and state that the elimination of family violence requires other similarly positive and committed changes. (Smith, 1984, p. 149).

As indicated in the literature review, it is essential that services work together in an effort to access limited funding and work towards a uniform goal. The forum for bringing professionals and grass roots feminists together must continue to be nurtured. The fact is that those intervening in any form of violence against women and children share similar aims. They want to end the harmful effects on the victims and have some impact on the larger issues that contribute to violence. Such unity of purpose points to the need for an integrated approach. (Allan, Autumn 1990, pp. 1).

We know more than ever about family violence, and we have the beginnings of a sound empirical base of understanding. But the incidence of family violence is not decreasing, and at the same time, funding for programs is. We must look closer at the similarities of our goals, and learn to speak with one voice. Given the gravity of the issues and the prevailing tolerance for violence, we must begin to see that all forms of family violence have a common root. Only then can our two armies fight a winning battle on behalf of abused women and children. (Allan, 1990, p. 4).

The staff that were interviewed clearly recognize the need for follow up services. Follow up that can be provided in a non-intrusive format that is acceptable to the women. The necessity exists to establish a follow up service that will assist in filling the evident gaps on the spectrum.

Clarity must be provided as to where the responsibility centres are in respect to the provision of follow up, i.e.: justice system, social services, health and religious programs.

...it should be noted that 'follow-up' is a misleading term; it implies that the crisis is over after crisis intervention. But the woman's feeling of crisis, and her need for support, rarely end with crisis intervention. She needs programs which follow through. Perhaps by creating such programs, we can break down the distinctions among crisis, follow-up and prevention and realize that, ideally, they are all part of one support system. By following through after the crisis, we can help to prevent the next crisis. Perhaps we can even break the cycle of violence. (Vis-à-Vis, 1987, p. 1).

6.3.1 LIST OF RECOMMENDATIONS

Stated Program Goals:

1. That the variances in the understanding of the goals amongst the key stakeholder be identified. This may be done by way of a 'retreat' involving staff and Board in order that they may share their understanding and differences regarding the implementation of the goals. It is further recommended that a neutral facilitator be recruited for this task.
2. That the Board of Directors assume a more active role in the overall management of the program in order that the mandate given to the Executive Director may be consistent with their understanding of service delivery. This will also ensure a consistent message to all staff within the program.
3. That the Director and Resident Counsellor monitor the use of outside referrals vis à vis their appropriateness. It is recognized that it is beyond the scope of this review to assess the quality of the referral services without knowing more about those agencies referred and the specifics of the individual cases.
4. That a process be put in place that will allow for the regular evaluation of the services provided. This may be addressed by ensuring that a format is developed to ensure that information is collected from these abused women upon discharge, directly related to the services provided.

Program Philosophy:

5. That the Executive Director and Resident Counsellor, in consultation with the Board and staff, develop an ongoing orientation for Board and community agencies (interacting with the shelter) and a list of materials (books, videos, etc.) which they could use to enhance their awareness of violence against women and the underlying feminist philosophy. It is recommended that orientation of Board members take place at Board meetings and during Family Violence Network meetings for community agencies.

6.3.1 LIST OF RECOMMENDATIONS (cont'd)

6. That staff provide constructive feedback to their co-workers in order to continue to encourage them to present a non-proselytizing philosophy, i.e.: assist abused women to problem solve and arrive at her own decisions.
7. That the Executive Director, Resident Counsellor and representatives of the Board meet to develop an orientation package for both internal and external use addressing the overall operation of the program.
8. That the Board and staff consider the option of meeting together over a two-day period (retreat) in an attempt to re-address the underlying philosophy and goals of the program. During this process, the information gathered can be used to assist in the undertaking of a more detailed program evaluation.
9. That a further training package be developed that will outline the cycle of violence theory in respect to service provision and a forum be created that will allow for the opportunity to discuss why some of the conventional social work theories are not appropriate within the shelter, i.e.: referral to outside agencies is not necessarily a bad thing, the referral is dependent on the service the agency provides (appropriate is the key word). It is not appropriate to refer a women to marital and family counselling if she is living in an abusive relationship.

Anticipated Results

10. That the key stakeholders within the shelter engage in a process of public education that will serve to provide those community agencies and individuals interacting with the service, a clearer understanding of the crisis intervention program provided within the shelter.
11. That a process be put in place that will facilitate the continued advocacy for culturally appropriate services to other cultural groups, particularly native women.
12. That future evaluations must include input from the abused women who have accessed the service and who agree to follow up in order to ensure services are reflective of needs.

6.3.1 LIST OF RECOMMENDATIONS (cont'd)

13. That community agencies/services be given the mandate to advocate for services for abused women that cannot be provided by the shelter.
14. That the program Board of Directors continue to have annual public meetings and incorporate a process for recruiting persons who are both sensitive to and cognizant of the issues of family violence.
15. That the Board and staff review what the immediate and long term public education needs are in the community and look at what resources they have available to address these in the short term and develop an appropriate strategy.

Proposed Suggested Directions:

16. That a staff Board committee be struck as outlined above.
17. That there be a workshop for staff, Board and, if deemed appropriate, volunteers. It is recommended that the staff and Board review the O.A.I.T.H. "Standards and Ethics" document individually prior to this workshop to provide a framework. The primary purpose of the workshop would be to provide an open and friendly forum to stimulate discussion and sharing regarding the findings of this report.
18. That using the information gleaned from the above workshop, a draft "Goals and Objectives Statement" and "Philosophy of Service Provision and Framework" be developed. Upon review and acceptance by the Board, it can form the basis of an in-depth evaluation.

6.3.1. LIST OF RECOMMENDATIONS (cont'd)

19. That a training program be developed that will address the needs of present staff and that can be modified for Board participation. It should include the following:
- overview of wife assault (causation, community response, services) and its impact on women and children (lecture style, films, discussions, etc.)
 - related issues (safety, legal, poverty, sexual abuse, housing, medical, culturally sensitive services).
 - role of Resident Counsellor, house counsellor and C.C.W.
 - crisis intervention and crisis counselling techniques - practical application through role playing, observation/discussion
 - empowerment model versus medical model versus traditional social service model.
 - role of abused women in defining their needs and goals
 - services in community referral sources
 - stress management
20. That continued attempts be made to work in concert with other agencies, particularly members of the family violence network and the education system.

TERMS OF REFERENCE

OVERVIEW

The Kenora Family Resource Centre does not profess to offer anything beyond a shelter program and immediate crisis intervention. They are aware of their limited resources and their mandate. Along with representatives of the agencies interviewed, they recognize the need for enhanced services and developments that will address the gaps within the family violence spectrum. Further, there is a need to clarify to external agencies and services, as well as Board members, the functioning of the shelter and the necessity for privacy and security.

The researcher recommends that the Terms of Reference addressing a more in-depth evaluation be one that will also capture the needs that can be identified by the abused women in respect to enhanced crisis intervention and counselling programs. The literature is replete with references that support and identify the value of the contribution of abused women in the enhancement of existing services and the development of future programs. (Schechter).

Concentration should be placed on Terms of Reference that will ensure appropriate information is collected from abused women and more in-depth questions are asked of the staff/board and community agencies. The person or persons that may

undertake a further evaluation will utilize the Terms of Reference in respect to the development of an instrument that will allow for the sensitive collection of data from minority groups. This is particularly relevant in Northwestern Ontario where there is a perceived high ratio of native women who access the shelter. The instrument must be designed in such a way that it will capture the necessary information and, at the same time, be 'culturally appropriate'.

The format for the Terms of Reference is based on a review of information contained in the document entitled Breaking Silence: Descriptive Report of a Follow-Up Study of Abused Women Using a Shelter (Smith, 1984), further reference is made to Application for Supplementary Research Assistance - College of Graduate Studies and Research University of Saskatchewan, submitted by Ms. Geraldine Dickson, Assistant Professor, College of Nursing, University of Saskatchewan (1988) and the Terms of Reference developed jointly by the researcher and a review team to address a program review of the Atikokan shelter.

Permission was obtained from the persons involved prior to referencing the respective documents.

Further reference is made to Figure 8, in the findings, in order to identify the points of entry requiring further

review--identification of issues problems, i.e.: major 'breakdown of communication' appears to exist when woman enters the shelter and all contact with external agencies and services is 'cut off' unless women elect contact with 'the outside world'. This is somewhat difficult for the external agencies to accept and understand. Similarly, for representatives of the Board of Directors. They state they understand the philosophy of service delivery--the questions to pursue are: Do they understand the application of same within the shelter, and is the service received by the women who access the service, reflective of what is stated to be delivered.

The primary source of the data that will address the above questions are the abused women who have accessed the service and agree to participate.

**TERMS OF REFERENCE RE: A PROGRAM EVALUATION TO ADDRESS
ENHANCED SERVICE DELIVERY TO ABUSED WOMEN**

Background

The Kenora Family Resource Centre has been in operation since 1985 and no formal evaluation has been completed of the total program. During the summer and late fall of 1990, a practicum was completed by a student of the University of Manitoba regarding the Crisis Intervention Program provided by the shelter utilizing Formative Research.

One of the goals of the practicum was to identify Terms of Reference in order that a more in-depth evaluation could be routinely put in place either by the staff or an external evaluator in order to conduct a more in-depth review of the program. A further goal of the practicum was to determine if the service delivered (crisis intervention) mirrors that which is stated to be delivered in the agency. Upon completion of the practicum report, a number of recommendations were put forth that require further action on the part of the program's Board of Directors and staff.

Purpose

The evaluation will determine the future direction of this program in respect to meeting the needs of abused women within the shelter. A secondary outcome will be to provide information and/or recommendations that can be discussed by the Family Violence Network in the community in order to advocate for enhanced services to address the issue of violence against women.

This will be undertaken by utilizing the design entitled Formative Research.

Significance

The problems encountered by abused women and their children do not end after the crisis phase of the abuse cycle.

The cycles are usually repeated many times in the lives of these women after they leave the shelter. Even though there has been an increased awareness among agency and community resources, who are concerned with family violence, that it is time to move beyond the crisis phase of physical family violence, this awareness does not appear to be reflected in their understanding of what happens within the shelter program, re: services provided to women. A key recommendation of the practicum report stressed the need for follow up. The term 'follow up' can be somewhat misleading; it implies the crisis is over once there has been crisis intervention. The woman's feeling of crisis and her need for support, rarely end with the crisis intervention. It is proposed that follow through support will help to prevent the next crisis, and may assist in breaking the cycle of violence for the women.

An article in Vis-à-Vis (1987) addresses the problem faced by many abused women and their children. This is at the hands of well meaning but ill informed and overworked service providers. The article entitled "After the Crisis--Follow Up Programs for Survivors of Family Violence", has dubbed this problem as 'double victimization' to connote that these women suffer from abuse at home and from lack of support within the social structure that is established to help them.

Further, a number of these women, particularly native women, return to communities where there is no support network for them and they are forced to return to a violent and abusive relationship. This is further complicated by the shelter staffs' acknowledgement of their own lack of awareness of First Nations communities, which adversely affects the development of useful safety plans for the native women.

Program

The program offered within the shelter is outlined in the practicum report. In essence, it is a residential setting that provides a safe and secure environment for women attempting to leave a violent relationship. Immediate crisis intervention services are provided which allow the woman the opportunity to review her options, become more cognizant of the cycle of violence and the critical stages, develop a safety plan for herself upon discharge and referral to external resources if she elects to access them.

Of paramount importance is that the woman is admitted to a safe and secure environment where her reason for being there is clear and her story is accepted and believed.

Methodology

a) Sample:

The suggested sample for this evaluation will be drawn from those women who have accessed the services of the shelter. All those women who agreed to have follow up from the shelter will be invited to participate. The process of recruitment will be sensitive to the highly confidential nature of the program.

It is recommended that the researcher(s) consult with the Executive Director of the program to ensure an ethical procedure is in place to select the participants. This is critical for a number of reasons with the primary one being that residents within shelters have never agreed to permit disclosure of their names to a third party, it is imperative that Resource Centre Staff be responsible for developing a list of all former residents, within a defined period, and for contacting them to obtain their permission to participate. The processes and procedures used for this stage are available upon request from the student researcher.

It is anticipated that there is a high number of women of native ancestry who have utilized the shelter. "A study of spousal assault in the Northwest Territories has suggested that one in four Dene women have been victims of spousal violence (Jamieson, 1987, p. 6). A survey of 300 MicMac women

in Nova Scotia found that seven in ten married native respondents had been victimized by their husbands (Nova Scotia Native Women's Association: 1985, Section VII). This contrasts with the proportion of one abused woman in ten for the general Canadian population." (Dickson, 1988, p. 4).

b) Instruments

It is recommended that the primary instrument for this research project be the interview format. The format should be comprised of a mixture of open and close-ended questions and, if possible, contain sheets of self-completing questions that the woman can complete on her own and place in a sealed envelope.

Since the information to be collected is largely qualitative, the interview format is recommended. The student researcher experienced some problems with questionnaires and a very low return rate. Consultation with Ms. Gerri Dickson, University of Saskatchewan, College of Nursing, revealed that the use of predesigned instruments with abused women is somewhat intrusive and that participatory research may be more beneficial. The student researcher interpreted this to mean that interviews would prove to be more beneficial and less threatening to the women. The informal conversation revealed that the use of predesigned instruments with abused women was not beneficial, i.e.: Beck Depression Inventory (Beck, 1978),

Tennessee Self-Concept Scale (Fitts, 1978), and Rotter's Internal-External Locus of Control Scale (Robinson and Shaver, 1980).

Although somewhat cumbersome and time consuming the interview format has proven to be successful in a number of studies. Reference is made to the follow-up study of the Regina Transition House entitled Breaking Silence: Descriptive Report of a Follow-Up Study of Abused Women Using a Shelter (Smith, 1984).

c) Procedure

It is recommended that a review of existing interview formats be undertaken. Further, that a review of the practicum report finding and consultation with the Board and staff should be undertaken once sample interviews have been drafted.

As previously indicated, it would be appropriate for the researcher(s) to ensure that the interview format contains questions that may be deemed culturally appropriate. This may be done by consulting with representatives of Native Women's organizations located in the community.

The researcher(s), it is recommended, complete a series of pre-test interviews with selected respondents. Necessary

revisions can be made to the format upon completion of the pre-test and in consultation with the Executive Director and representatives of the Board of Directors. The number of interviews to be completed will be dictated by the number of women who have confirmed their participation.

The data from the interview formats will be largely qualitative and should be analyzed descriptively. This provides a systematic way for ongoing program planning and evaluation. As this is a Formative Research project based on an analysis of qualitative data no statistical analysis will be undertaken.

d) Data Analysis

The information collected will be largely qualitative and a descriptive analysis will be undertaken. The report to be completed will be viewed by a number of general audiences; accordingly, it will be largely descriptive.

The areas of analysis will be determined by the researcher(s) and it will be dependent upon the inherent sections of the final interview format.

In conclusion, this proposed evaluation framework is to document and recommend the enhancement of existing programs and recommend future developments for one of Canadian

society's most disadvantaged populations, abused women. There is the continued need for further extensive work to break this cycle of violence that dominates the lives of so many women and children.

KENORA FAMILY RESOURCE CENTRE - A CONCISE HISTORY

In May 1985 the Town of Kenora entered into an agreement with the Ministry of Community and Social Services regarding construction of a Family Resource Centre. An FRC steering committee was appointed by the town. the consensus was that the FRC should provide services to battered women only and operate on the same basis as a transition house.

When the town called for operation proposals, four local groups submitted proposals for consideration. The Kenora Fellowship Centre Board was chosen as the successful candidate. This body then struck a separate Board incorporated as the KFC-Kenora Family Resource Centre Inc. The Kenora Family Resource Centre opened its doors March 14, 1986.

The Family Resource Centre provides safe and secure shelter for abused women and their children. During their stay, women are able to explore all options available to them and make decisions they feel best meet the needs of themselves and their children.

The Family Resource Centre experiences high occupancy rates of over 110% (average monthly). In addition to providing shelter, the Family Resource Centre offers a support group, transportation, crisis line, advocacy, counselling, child care and follow up.

In addition to operating the Shelter, the Kenora Family Resource Centre was one of the founding members of a local

housing project. A lengthy and onerous process of over two years ensued, resulting in the construction of forty housing units, twenty-two of which are allocated exclusively for women leaving abusive relationships and establishing independently in the community. The Support Program Women In Transition, attached to the housing project, is supervised by the Resource Centre. Tenant Associations have been formed, and the women are very actively involved in their neighbourhood associations.

The Centre was also one of the founding members of the local Family Violence Team which is committed to improving initial police/shelter relations and responses to assaulted women. the Team has done several public education activities, and has also been active in encouraging programming into the curriculum of the local school boards.

In 1989, the Kenora Family Resource Centre severed its organizational ties with the municipality and now receives direct funding from the Ministry of Community and Social Services. The Centre serves women from the immediate trading area surrounding Kenora. (Karlstedt, Untinen, 1989, p. 31).

**KENORA FAMILY RESOURCE CENTRE
PROGRAM PROFILE**

PROGRAM: KENORA FAMILY RESOURCE CENTRE

START DATE: MARCH 1986

CONTACT: MS. SARETTA ROGERS

BOARD CHAIRMAN: MR. BERT FARAGHER

PHILOSOPHY

Every woman has the right to live without fear or threat of abusive behaviour. The abusive behaviour can be either physical, emotional or sexual. Results of this behaviour can range from physical scars to long-lasting emotional difficulties; to death.

Once violence has started it will not stop spontaneously. Active intervention is required.

OBJECTIVES

To provide a healthy secure environment wherein the woman can receive support, information and assistance, in reviewing her life situation and evaluating the options available to her.

This will be done by:

- provision of a safe/secure shelter for abused women and their children in order to provide non-judgemental counselling service as well as support and advocacy services to women (resident/non-resident) of the Kenora Family Resource Centre.
- provision of an environment that is comfortable and will facilitate the opportunity to review options and allow women to make choices that are acceptable to them and to assist in the formulation of plans and philosophies that will assist women in gaining control of their lives.
- provision of a supportive, healing, and non-judgemental environment to assist women to work through their victimization and realize that as victims of crime, they are not responsible.

- provision of an immediately accessible counsellor to assist women in time of crisis and to assist women to identify their needs and desires.
- referral to other resources if appropriate and required.

SERVICES/ACTIVITIES

- average occupancy rate of 110% per month.
- provision of shelter, safety, support, transportation, crisis line, advocacy, counselling, child care.
- follow-up via support services/personal contact.
- community development and advocacy for community services for abused women.

PARTICIPATION/DIRECTION OF COMMUNITY PROGRAMS FOR ABUSED WOMEN

1. Women in Transition:

- provides community development services in respect to support and assistance to the women and children living in the housing units.
- continued advocacy for further housing units, i.e.: second-stage housing.

2. Family Violence Team

Kenora Family Resource Centre plays both a leadership role and functions as a member of a team represented by the following agencies: Kenora Police, Ontario Provincial Police, Assist Crown Attorney, Victim Assistance Courtworker, Women's Place -Sexual Assault Centre, Education System, Native Representation, Other Ways Now (O.W.N.).

- primary function is to implement a uniform policy and protocol for responding to assault cases (family violence).
- outcome goal is to conduct/promote a public education campaign, re: family violence.

3. Treatment Group for Violent Men:

- continued support to the ongoing development of this program.

4. **Support Group for Women (meets at Resource Centre):**
 - community support group for women who are living in/leaving/or left abusive relationships.
 - provision of an educational/informational component based on the direction of the participants of the group.
5. **Education Projects:**
 - continued development, in co-operation with other service providers such as education of specialized projects to be addressed to both specific and general audiences.
 - i.e.: symposiums in high schools and elementary schools to address/identify issues of family violence.



20 Main Street South
Kenora, Ontario
P9N 1S7

tele: (807) 468-2400
Zenith: 2-4100

June 26, 1990

1~

Dear 2~:

The Kenora Family Resource Centre has been in operation since the latter part of March 1986 and has been providing, as one of its services, counselling for abused women, both in a residential setting and through individual and group sessions.

I am presently undertaking a review of the counselling program and one of the primary objectives of this review is to ascertain if the counselling services provided to abused women actually mirrors that which the program states is being delivered.

In consultation with staff of the Kenora Family Resource Centre, it is my intent to contact designated agencies in the community that either use the services provided by the program or make direct referrals. I would appreciate an opportunity to meet with you to solicit your views. I will contact you to request an interview appointment in the next few weeks. I estimate that we will need approximately 3/4 to 1 hour. If further information is required, I may be contacted at 468-2400 from 8:15 a.m. to 4:30 p.m.

I have enclosed, for your information, an information sheet containing general statements re: assault/abuse and a program profile of the Kenora Family Resource Centre. Thank you for your anticipated co-operation.

Sincerely,

Rory McMillan
Evaluator

RM/slk

cc: Bert Faragher, Board Chairman
Saretta Rogers, Executive Director

GENERAL STATEMENTS

- o The shelters, as primary services for abused women in our community, do not serve all kinds of women equally, even though women in different life situations are abused equally.

Women who stay in shelters are often poorer, younger and less educated than the national average. Women of upper or middle income or other 'women of status' from our community are less likely to use the shelter. Native women use the shelter but are articulating the need for adaptable programs in their home communities.

- o Women who are abused require a range of service options. Many women may not need a shelter based service, but do need counselling specific to the abuse they have encountered.

Occupancy rates within the Centre continue to be very high with a monthly average of 110%. Many of the admissions are for one or two days only. It is estimated that the demand for counselling services, on an ongoing basis, will increase significantly as public awareness of the issue and service requirements increase. The demand for increased community development and planning is evident.

- o As we recognize an intergenerational cycle to wife assault, early intervention becomes key to prevention.

The experience of the Kenora Family Resource Centre suggests that an easily accessible counselling service may provide an opportunity for early intervention. A male child whose mother is abused is very likely to abuse his partner. Early service to her and prevention programs for him are important in breaking the cycle. Similarly, a female child who witnesses her mother being assaulted is also more susceptible to abuse by her partner.

- o Wife assault is a social issue. A woman's ability to obtain appropriate service and the community's ability to understand the issue and develop a response to the needs of these families depend greatly on a community information and development process.

Shelters have historically been key agencies in the examination of wife assault as a social issue. In the past few years the Kenora Resource Centre has begun to play a community development role, in concert with other agencies. In a community like ours, serving a defined geographic area, a decentralized approach to service information and referral development could be an effective intervention.

- o The above statements have been extracted from a Feasibility Study Report sponsored by The Women's Centre (Grey Bruce) Inc. - Oct. 1989 and were adapted for this review.

KENORA FAMILY RESOURCE CENTRE
PROGRAM PROFILE

PROGRAM: KENORA FAMILY RESOURCE CENTRE START DATE: MARCH 1986

CONTACT: MS. SARETTA ROGERS BOARD CHAIRMAN: MR. BERT FARAGHER

PHILOSOPHY

Every woman has the right to live without fear or threat of abusive behaviour. The abusive behaviour can be either physical, emotional or sexual. Results of this behaviour can range from physical scars to long-lasting emotional difficulties; to death.

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OBJECTIVES

To provide a healthy secure environment wherein the woman can receive support, information and assistance, in reviewing her life situation and evaluating the options available to her.

This will be done by:

- provision of a safe/secure shelter for abused women and their children in order to provide non-judgemental counselling service as well as support and advocacy services to women (resident/non-resident) of the Kenora Family Resource Centre.
- provision of an environment that is comfortable and will facilitate the opportunity to review options and allow women to make choices that are acceptable to them and to assist in the formulation of plans and philosophies that will assist women in gaining control of their lives.
- provision of a supportive, healing, and non-judgemental environment to assist women to work through their victimization and realize that as victims of crime, they are not responsible.
- provision of an immediately accessible counsellor to assist women in time of crisis and to assist women to identify their needs and desires.
- referral to other resources if appropriate and required.

SERVICES/ACTIVITIES

- average occupancy rate of 110% per month.
- provision of shelter, safety, support, transportation, crisis line, advocacy, counselling, child care.
- follow-up via support services/personal contact.
- community development and advocacy for community services for abused women.

PARTICIPATION/DIRECTION OF COMMUNITY PROGRAMS FOR ABUSED WOMEN**1. Women in Transition:**

- provides community development services in respect to support and assistance to the women & children living in the housing units.
- continued advocacy for further housing units, i.e. second stage housing.

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Kenora Family Resource Centre plays both a leadership role and functions as a member of a team represented by the following agencies: Kenora Police, Ontario Provincial Police, Assist Crown Attorney, Victim Assistance Courtworker, Women's Place - Sexual Assault Centre, Education System, Native Representation, Other Ways Now (O.W.N.).

- primary function is to implement a uniform policy and protocol for responding to assault cases (family violence).
- outcome goal is to conduct/promote a public education campaign re: family violence.

3. Treatment Group for Violent Men:

- continued support to the ongoing development of this program.

4. **Support Group for Women (meets at Resource Centre):**

- community support group for women who are living in/leaving/or left abusive relationships.
- provision of an educational/informational component based on the direction of the participants of the group.

5. **Education Projects:**

- continued development, in co-operation with other service providers such as education, of specialized projects to be addressed to both specific and general audiences.
- i.e. symposiums in highschools and elementary schools to address/identify issues of family violence.



Ontario

Ministry of
Community and
Social Services

Ministère des
Services sociaux
et communautaires

189

20 Main Street South
Second Floor
Kenora, Ontario
P9N 1S7

tele: (807) 468-2400
Zenith: 2-4100

August 15, 1990

(CONTACT NAME AND ADDRESS)

Dear (CONTACT):

Thank you for agreeing to meet with me as part of the review of the counselling program provided by the Kenora Family Resource Centre.

When we meet, I will ask for your views on three areas related to counselling services relative to these services in our community:

1. Does the Kenora Family Resource Centre offer adequate service or do you see service gaps? i.e. What is the present counselling program?
2. What abuse-specific services does your agency provide to abused women and their children and do you see them as adequate?
3. What are your views of the service spectrum for abused women and their children presently available in our community? Reference is made to the counselling programs.

I look forward to our meeting on August 21, 1990 at 1:00 p.m. in your office.

With best wishes,

Rory McMillan
Evaluator

A. **COUNSELLOR INTERVIEW FORMAT:
(RESIDENT COUNSELLOR) (1 STAFF)**

What is your understanding of the cycle of violence and method of intervention?

Please describe the program you are responsible for? What is your role in the program?

Please outline the target group served by the counselling program, i.e. social status. Is the Program attracting the identified target group?

What is the geographical catchment area served by the program? Do you feel the program actually covers the catchment area described?

What are the objectives of the counselling program?

How do the overall program objectives link with the underlying 'Feminist Philosophy'? i.e. individual choice, empowerment.

Do you have specific goals for your service/program?

How do your objectives and/or goals relate to the purpose and overall objectives of the organization?

Please outline the reception/intake process from when individual enters program to development of case work plan and final disposition. i.e. format for recording.

Are there any restrictions to admission to the program?

Who makes the final decision regarding services for the client? i.e. acceptance/rejection.

How soon after client admission to the program is she seen at intake?

What methods of intervention are used in your service/program? What are expected results? Are expectations attainable/met?

Please outline how you match identified client problems with personnel and method of intervention.

What type of supervision is offered to direct practitioners? i.e. How frequent?

Please outline the methods used to monitor the progress of cases that are ongoing in the counselling program.

- frequency of review of cases
- transfer of a case/closure of a case
- how are clients discharged from the program
- what is the recording process that is used to monitor and report on progress of cases.

For statistical purposes (during the past fiscal year), please describe number of applicants, intakes completed and cases open for ongoing service.

APPLICANTS

INTAKES COMPLETED

CASES FOR
ONGOING SERVICE

Are you a member of the management group within your organization? What position? Level of decision-making?

How frequently is the counselling reviewed internally? In what form? If changes are required, how are they undertaken?

Do services/programs similar to yours exist within your catchment area? What kind of contact do you have with them? What kind of contact does program have with network of services in the community?

Is staff training and development provided to staff to assist them to better meet the needs of the clients?

General comments - recommendations.

B.

**COUNSELLOR INTERVIEW FORMAT
(HOUSE COUNSELLORS) (2 STAFF)**

What is your understanding of the cycle of violence and methods of intervention?

Please describe your role in the service delivery of Kenora Family Resource Centre. What is your understanding of the key functions of the counselling program?

Please describe the target group served by the counselling program. i.e. serial status. Is the program attracting the identified target group?

What is your understanding of the objectives of the counselling program and the organization? What is the underlying theory of the counselling program and how does it link with the objectives?

Please describe your present workload. i.e. number of cases. Is your workload manageable?

What are the tools used to measure the success of the purpose and objectives of the counselling program?

Do you have specific goals for your service/program?

Please outline your role in the intake process from the initial referral to final disposition. (Refer to questions 23-37, pg. 33-39).

- format for recording
- decision-making re: case plan
- when is contact made with Supervisor and/or director for purpose of discussion
- is a client ever rejected?

What method of intervention is used in your program area? What are the expected results are they attainable?

What kind of supervision do you receive? Are you satisfied with your supervision? i.e. direction/frequency. Do you have a written job description? Are annual performance appraisals completed? How is your performance evaluated?

Does the agency have a training and/or staff development program? What is the program? What staff training/development have you been involved in?

Do you have an opportunity to participate in policy changes? Are written policies/procedures available? What form of input do you have? Amount of contact with Resident Counsellor/Executive Director.

Are you involved with follow-up with clients who have been through the program? In what form and under who's direction? Linkage with other community agencies.

Please describe your overall opinion of the counselling services provided to the clients of the Kenora Family Resource Centre.

General comments - recommendations.

C. BOARD OF DIRECTORS INTERVIEW FORMAT

How long have you been a member of the Board? Did you receive a formal orientation program when you joined?

Does the Board have formal policies and procedures (constitution)?

Please outline the developments that have occurred since inception in reference to affiliation with other Boards. What is present direction? What is future direction?

How frequently does the Board meet? How many Board committees are operating? Are professional staff members involved on Board committees? Is this a good idea?

Does the Executive Director have a clear job description?

Does the Executive Director report regularly to the Board with respect to Board policy decisions requiring follow-up, program matters, financial issues, staff personnel matters?

Are you satisfied with the way the agency functions in respect to the Board responsibilities, communication from Executive Director, community relations, relationship with Government?

How often does the Board review the organization's purpose and objectives? Familiarity with purpose and objectives? Involvement in the planning of the organization's programs and directions?

What is your understanding of the cycle of violence in respect to intervention? Intervention used by program staff? Underlying philosophy of treatment provided? Expected results?

What methods of ongoing review of programs are followed? Recommendations you would make.

In your opinion, what are the most serious issues or questions that you believe an evaluation of the counselling program should answer i.e. what components will indicate to you that the program is successful?

General comments - recommendations.

D. EXECUTIVE DIRECTOR INTERVIEW FORMAT (1 STAFF)

GENERAL

What is the stated purpose of your organization in reference to who is served? Why and under what mandate? Outline objectives supporting this purpose. What tools are used to measure purpose/objective? Are the objectives outlined in agency documents?

Do you feel that the purpose and objectives are understood by the various stakeholders?

Very well Fairly well Not well Nil

Clerical staff
Workers
Supervisors
Board members
Referral agencies
Community agencies

Please outline or share the objectives of the agency. i.e. 4 objectives. How is the success of the objectives measured?

Please outline the programs/services offered by Kenora Family Resource Centre. Have there been changes or new programs started in the past year? Who initiated change funding source? Are any new programs being planned for the year?

Is there an ongoing formal planning process in the agency or linked with other community services.

Please outline the source and percentage of referrals from the 1989/90 stats. i.e. self or agency.

<u>Source</u>	<u>Percentage</u>	<u>Total Referrals</u>
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Does the program have a waiting list? Was there any referrals refused? Is there a community referral network? Has there been problems with referral sources?

Is there positive co-ordination amongst community agencies in respect to Family Violence programs. What comprises the community service network? Role of the Kenora Family Resource Centre in respect to service co-ordination and advocacy for new programs? Is there a need for more resources in the community/geographic catchment area?

BOARD ACTIVITY

Please provide an overview of the history of the Kenora Family Resource Centre from inception to-present.

What is the composition of the Board? Number of members? Representation/selection? How selected? Are there annual meetings, training/orientation?

Is attendance consistent? Average attendance? What compromises a quorum?

Please outline Board committees in respect to functions, membership, meeting times, participation of non-Board members. Satisfaction with current Board and committee function.

If there is an executive committee, what is the composition? How often does it meet, quorum?

Please outline how a policy is developed/revised and process undertaken to obtain approval? Are there any blockages? Has there been a major policy passed recently?

Frequency of Board involvement in the day to day operation of the program?

Are staff members involved with the Board or Board committees? What capacity?

Please provide an overview of the representation each member brings to the Board.

<u>Name</u>	<u>Occupation</u>	<u>Agency/Community</u>
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MANAGEMENT/DECISION-MAKING

Please provide/outline the overall organization by listing the people who hold administrative, supervisory line or clerical positions within the organization.

Please list (separate sheet) the employees within the organization their position, length of time with program and education/experience (qualifications).

If a management team exists, please outline the composition and major responsibilities. If no management team, how are major decisions made?

Are staff encouraged to participate in major agency decision-making? How do they participate? Are you satisfied with level of participation?

STAFF SUPERVISION/TRAINING

Please outline how staff supervision is provided in your agency in respect to frequency (policy/practice), number of staff assigned to one supervisor. Is it a workable situation? Are job specifications available for all positions?

Please outline the performance appraisal process undertaken in respect to frequency/format.

Is there a staff training and development component in the agency? How completed in respect to individual staff? Is it satisfactory/workable?

COUNSELLING PROGRAM

What is the underlying philosophy of the counselling program offered at the Kenora Family Resource Centre?

- goals/objectives
- feminist philosophy
- cycle of violence

What are the expected results of the counselling program? Are they attainable? How are they measured?

How are the expectations shared with staff? Do staff understand?

Do regular staff meetings take place where the program philosophy is discussed?

In your opinion, are the expectations of referral sources clearly articulated? Is there a feedback mechanism in place?

How is the overall objectives of the counselling program related to the clients?

Please outline any barriers that are identified in delivery of counselling services to the clients, i.e. cultural groups.

Take final 3 points from Consulting Supervisor Interview Format.

General comments - recommendations.

E. CONSULTING SUPERVISOR INTERVIEW FORMAT (1 STAFF)

What is your understanding of the cycle of violence?

Please describe your role with this agency?

Please describe the treatment/counselling service provided to clients.

- objectives/goals
- underlying philosophy
- understanding by staff

Are the expected results attainable in respect to intervention provided, i.e. what measurement tools are used?

What method of supervision is provided to staff of this program?

- method of supervision
- frequency of supervision
- ongoing appraisal of supervision in respect to impact

In your opinion, what are the most serious issues of questions that you believe an evaluation of the counselling program should answer? What components will indicate to you that the counselling program is successful?

What are your views on required counselling programs for abused women/children, community development/public education, liaison with other agencies?

Is present service adequate? What components would you propose to meet this need?

General comments - recommendations.

**F. MINISTRY PROGRAM SUPERVISOR: INTERVIEW FORMAT
 (1 STAFF)**

What is your understanding of the cycle of violence?

What is your role as a Ministry Program Supervisor in respect to this agency? Monitoring program delivery? Reviewing expenditures? Crisis management?

What do you perceive as the role of the Resource Centres in addressing the cycle of violence?

Generally, what is the Ministry's Policy of program delivery in respect to family violence? General program direction? Expectations of service providers?

What is your understanding of the counselling program provided by the Kenora Family Resource Centre? Objectives/Goals? Underlying philosophy?

In your opinion, does the service provided by the Kenora Family Resource Centre address the expectations of the Ministry of Community and Social Services? Are measurement tools used to address the success of the program? Is a regular evaluation process in place to review program expectations as it relates to actual delivery? Are expectations reviewed?

In your opinion, what are the most serious issues or questions that you believe an evaluation of the counselling program should answer? What components will indicate to you that the counselling program is successful?

What are your views on required counselling programs for abused women/children, community development/public education, liaison with other agencies?

In your opinion, is the present service adequate? What components would you propose to meet this need?

General comments - recommendations.

KENORA FAMILY RESOURCE CENTRE

EVALUATION

The Board, Director and staff hope that your stay at the Resource Centre has been as comfortable for you and your children as possible. Since we are very interested in your opinions about the services provided by the Resource Centre, we're asking you and a number of the other women who have consented to follow-up services to complete one of these forms.

We have consented to this research being done by a male student associated with the University of Manitoba. He is in the process of completing his Masters of Social Work Degree. Neither the staff nor the Director will see the individual completed forms. The overall results will be shared with the Director verbally in the event that you may wish to have an update. The results will be used to assist the student in completing his degree and to improve what is done for other families who stay here, it is not to question the Centre's existence.

Please answer the following questions honestly and completely. There are no right or wrong answers. If there is a question you do not want to answer, just skip it and go on to the next one. Do not put your name anywhere on the form. When you've finished it, put it in the envelope you've been given, seal it and mail it to the address stated on the envelope.

Thanks very much for helping make improvements to the Centre and in assisting the researcher. Best wishes and we hope that the best days of your life lie ahead.

KENORA FAMILY RESOURCE CENTRE**EVALUATION****YOUR GENERAL OPINION OF THE RESOURCE CENTRE**

We'd like to know your overall reaction to the Resource Centre. Thinking about everything, in general, which of the following statements best describes your opinion? Please write its number in the box.

Awful, I disliked everything about it	=	1
Pretty bad, I disliked most things	=	2
Pretty good, I liked most things	=	3
Great, I liked everything about it	=	4

YOUR REASONS: _____

YOUR CHILDREN AND THE RESOURCE CENTRE

(For those with children with them)

Which of the following statements best describes how your children reacted to the Centre? Write its number in the box, please.

They were unhappy all of the time	=	1
They were unhappy most of the time	=	2
They were happy most of the time	=	3
They were happy all of the time	=	4

YOUR REASONS: _____

RESOURCE CENTRE AS A PLACE TO STAY

Using the RATING SCALE, can you please rate each of the physical features of the Centre listed. For EACH one, write in the box beside it the number on the scale that best describes how satisfied or dissatisfied you were with that particular feature.

RATING SCALE:

RATE THESE FEATURES:

very dissatisfied	=1	size of your room
somewhat dissatisfied	=2	furniture in your room
somewhat satisfied	=3	comfort of your room
very satisfied	=4	size of living room
		furniture in living room
		comfort of living room
		dining room
		children's play area
		kitchen
		laundry
		bathrooms
		food
		amount of food
		house rules
		availability of medicine
		bedding and towels
		transport. for appointments
		cleanliness and tidiness

COMMENTS: Can you tell us why you've rated these aspects as you have? Is there anything else you'd like to add?

SAFETY AND SECURITY

Which of the following statements best describes how PHYSICALLY safe and secure you felt while you were here? Please write its number in the box.

very unsafe and insecure	=1	somewhat safe and secure	=3
a little unsafe	=2	very safe and secure	=4

SAFETY AND SECURITY (cont'd)

Were you ever VERY worried about what your boyfriend or husband might do while you were here? Write number in box.

Yes = 1

No = 2

What about another woman's boyfriend or husband: were you every VERY worried about what he might do?

Yes = 1

No = 2

11

COMMENTS:

SATISFACTION WITH STAFF

We'd like to know your opinion about all of the staff you've spent time with during your stay. Using the **RATING SCALE**, please rate each feature of the staff listed below. Write the number of the statement which best describes how satisfied or dissatisfied you were with each feature in the box beside it, please.

RATING SCALE:

RATE THESE FEATURES:

very dissatisfied	=1	availability to talk to me
somewhat dissatisfied	=2	amount of time they had to
somewhat satisfied	=3	talk to me
very satisfied	=4	their helpfulness to me
		their friendliness to me
		their frankness with me
		their supportiveness about
		my plans

SATISFACTION WITH STAFF (cont'd)

Did you ever feel that the discussions you had with staff about your plans were pushing you in a direction you didn't want to go?

Yes = 1 No = 2 Sometimes = 3 FILL IN BOX

Did you ever feel that the staff kept asking questions that were too personal?

FILL IN BOX

No = 1
 Yes, but just at the beginning of my stay = 2
 Yes, most of the time = 3

How honest do you think staff were in their discussions with you?

FILL IN BOX

all the time = 1 not very often = 3
 most times = 2 hardly ever = 4

How comfortable were you in talking with the staff?

FILL IN BOX

all the time = 1 very often = 3
 most times = 2 hardly ever = 4

Did you ever feel intimidated or defensive in your discussions with the staff?

No = 1 FILL IN BOX
 Yes, but just at the beginning = 2
 Yes, most of the time = 3

How honest were you when you were talking to the staff?

FILL IN BOX

all the time = 1 not very often = 3
 most times = 2 hardly ever = 4

In general, do you think that the staff set goals that were unrealistic or unreachable for you?

No = 1
 Yes, but just at the beginning = 2 FILL IN BOX
 Yes, most of the time = 3

SATISFACTION WITH STAFF (cont'd)

How many of the staff did you feel really comfortable
talking to? FILL THE NUMBER OF STAFF IN BOX

How many staff did you feel quite friendly with?
FILL THE NUMBER OF STAFF IN BOX

COMMENTS: Is there anything you'd like to add?

PRIVACY AND CROWDEDNESS

While you were here, did you think the Centre had:

far too many people there = 1 WRITE NUMBER IN BOX
too many people = 2
a little too many people = 3
just enough people = 4

Did you think you had:

far too little privacy = 1 WRITE NUMBER IN BOX
too little privacy = 2
just enough = 3
lots of privacy = 4

COMMENTS: What are your reasons:

SATISFACTION WITH OTHER CLIENTS AND THEIR CHILDREN

One of the things that often affects a person's stay at the Resource Centre is how many other women and children were there, and how well, or not very well, everyone was able to get along. The questions in this section are asked in order to find out what your experience was. Please answer them as HONESTLY AND CAREFULLY as you can.

During your stay, the number of other adults staying at the Centre probably varied. In the boxes provided, write the highest number of other women who were here with you in the first set of boxes, and the lowest number in the second. If there were the same number of other women here with you throughout your stay, fill in BOTH sets of boxes with that number.

And now do the same for the number of children. Write the highest number of kids in the first set of boxes, and the lowest in the second set of boxes. If there were the same number throughout, write the same number in both sets of boxes. Please put a zero in the left hand box in each set, if there were less than ten children.

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We know that everyone cannot POSSIBLY be expected to get along with everyone else. But, IN GENERAL, which of the phrases best describes how well you got along with the other women? Write its number in the box, please.

very poorly = 1
somewhat well = 3

somewhat poorly = 2
very well = 4

How many of the women did you feel really comfortable talking to?

And how many women did you feel quite friendly with?

How many of the women really upset or bothered you?

How many of their children did you get along with?

How many of the children upset or bothered you?

SATISFACTION WITH OTHER CLIENTS AND THEIR CHILDREN (cont)

If any children upset you, do you think they negatively affected the Centre's atmosphere, or your feelings about the Centre? Yes = 1; No = 2. FILL IN BOX

FILL IN BOX

COMMENTS:

REFERRALS FROM RESOURCE CENTRE AND SATISFACTION

If you've been referred by Resource Centre staff to any of the following agencies or services, please write a 2 in the box beside it. If you haven't been referred to any, write a 1.

Department of Social Services - Municipal
Legal Aid Clinic/Lawyer
Victim Witness Program
Doctor
Child Welfare Services
A.A./Al Anon
Child Development Centre
Clarissa Manor
Women in Transition
Women's Place
Neechee Friendship Centre
Adult Community Mental Health
Police

REFERRALS FROM RESOURCE CENTRE AND SATISFACTION (cont'd)

If you've already used the referral, use the first rating scale and put the number that best describes your opinion beside the appropriate box. If you haven't used it yet, use the second scale, and choose the statement which best describes your plan.

<u>SCALE IF YOU'VE USED IT</u>	<u>SCALE IF YOU HAVEN'T USED IT</u>
very dissatisfied =1	I don't think I'll use it =5
somewhat dissatisfied=2	Not sure if I'll use it =6
somewhat satisfied =3	I will use it =7
very satisfied =4	

Department of Social Services - Municipal
Legal Aid Clinic/Lawyer
Victim Witness Program
Doctor
Child Welfare Services
A.A./Al Anon
Child Development Centre
Clarissa Manor
Women in Transition
Women's Place
Neechee Friendship Centre
Adult Community Mental Health
Police

YOUR COMMENTS ABOUT THE REFERRALS:

[illegible]

RESOURCE CENTRE AND MEETING YOUR NEEDS

Now that you have been away from the Centre, are there any things we ought to have done for you, or services we ought to have provided, but didn't? (Be as honest and detailed as you can).

Are there any things we did that you especially liked or appreciated? (Please be very detailed).

Do you intend to remain in touch with the Resource Centre for a period of time?

No = 1; Yes = 2; Not sure = 3.

☐

If you every have to, would you stay at the Resource Centre again? No = 1; Yes = 2; Not sure = 3

☐

Would you ever recommend the Resource Centre to anyone else? No = 1; Yes = 2; Not sure = 3 PLEASE FILL IN BOX

☐

Would you feel comfortable if identified staff from the Resource Centre continued to call you every once in a while to chat? No = 1; Yes = 2; Not sure = 3

☐

Use the RATING SCALE to rate your overall experience at the Resource Centre and please put its number in the box.

RATING SCALE: very dissatisfied = 1
 somewhat dissatisfied = 2
 Somewhat satisfied = 3
 Very satisfied = 4

☐

RESOURCE CENTRE AND MEETING YOUR NEEDS (cont'd)

Which of the following statements best describes why you left the Resource Centre? Please write its number in the first box; if more than one applies to you put their numbers in the extra boxes.

- | | |
|-----------------------------------|-----|
| I didn't like the staff | = 1 |
| I didn't like the other children | = 2 |
| I just wasn't comfortable there | = 3 |
| My children weren't happy there | = 4 |
| I couldn't stay any longer | = 5 |
| I just felt it was time to leave | = 6 |
| I have some good plans for future | = 7 |
| Other | = 8 |

SOME INFORMATION ABOUT YOURSELF

Which of the following best describes how long you stayed at Resource Centre? Please write its number in the box.

- | | |
|----------------------|--------------------|
| less than 5 days = 1 | 20 - 24 days = 5 |
| 5 - 9 days = 2 | 25 - 29 days = 6 |
| 10 - 14 days = 3 | 30 day or more = 7 |
| 15 - 19 day = 4 | |

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If you had any children with you, please write in how many in the box.

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In which month did MOST of your stay fall?

- | | | |
|---------------|-------------|----------------|
| January = 01 | May = 05 | September = 09 |
| February = 02 | June = 06 | October = 10 |
| March = 03 | July = 07 | November = 11 |
| April = 04 | August = 08 | December = 12 |

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In which age category are you? Please write the category number in the box.

- | | |
|------------------------|----------------------|
| less than 20 years = 1 | 35 - 39 years = 5 |
| 20 - 24 years = 2 | 40 - 49 years = 6 |
| 25 - 29 years = 3 | 50 - 59 years = 7 |
| 30 - 34 years = 4 | 60 years or more = 8 |

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SOME INFORMATION ABOUT YOURSELF (cont'd)

Which of the following describes the education you have completed?

Grade 8 or less = 1	some university = 4	<input type="checkbox"/>
Grade 9 - 11 = 2	completed bachelor = 5	<input type="checkbox"/>
Grade 12 = 3	more university = 6	<input type="checkbox"/>

When you were between 6 - 14 years old, how many other children did you grow up with? Please write the number in the box. If you were an only child, please put a zero in the box, and if you grew up in more than one family, use the family you like most.

Before you came to the Resource Centre, did you live in Kenora or another community? Kenora = 1
Other community = 2.

Where were you living?

In Vermilion Bay = 1	In a town = 5	<input type="checkbox"/>
In Sioux Narrows = 2	In a village = 6	<input type="checkbox"/>
In Red Lake = 3	On a reserve = 7	<input type="checkbox"/>
In Nestor Falls = 4	On a farm = 8	<input type="checkbox"/>

Have you stayed at the Resource Centre before this?
No = 1; Yes = 2.

Did you work outside the home before you came to the Centre? No = 1; Yes = 2.

Which of the following best describes why you came to the Resource Centre? Please write its number in the first box; if more than one applies to you, write their number in the extra boxes.

I was very much afraid of husband	= 1	<input type="checkbox"/>
I wanted to get away from husband	= 2	<input type="checkbox"/>
I hoped leaving would make him change	= 3	<input type="checkbox"/>
I wanted time to think, in general	= 4	<input type="checkbox"/>
I wanted time to think about specific options	= 5	<input type="checkbox"/>
I wanted to set up on my own	= 6	<input type="checkbox"/>
I wanted to legally separate or divorce	= 7	<input type="checkbox"/>
Other reason _____	= 8	<input type="checkbox"/>

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