



RESOLVE *news*

RESEARCH AND EDUCATION FOR SOLUTIONS
TO VIOLENCE AND ABUSE

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"Building the smallest democracies at the heart of society."
The United Nations: The International Year of the Family, 1994

Agreement# 1472364

Zero Tolerance Under Scrutiny



by Jane Ursel



On October 29th, 2002, Judge Judith Webster released her report on the murders of Doreen Leclair and Corrine McKeown, which occurred in Winnipeg on February 16, 2000. The sisters were stabbed to death by Corrine's boyfriend who had a long history of assaults against her. The victims repeatedly called 911 the night they died. Much of the controversy over this incident focused on the actions of the staff within the Winnipeg Police Communications Unit, who did not send a police car to respond to a number of the calls for help. However, the headline article in the Winnipeg Free Press the following morning focused much of its attention on the "zero tolerance policy" for policing domestic violence cases. It is ironic that the paper focused its criticism on a

policy designed to protect women, in reporting on an inquiry into the deaths of two women who were clearly not protected. It certainly was not adherence to this policy that led to the murder of the two sisters. I am not suggesting that this policy is beyond criticism. It is important that all policies dealing with an issue as complex as domestic violence should be reviewed for improvement or enhancement. However, discussion and debate about zero tolerance is frequently fueled by misconceptions and misunderstandings of the policy and this is of great concern to me.

On Oct 30 the Winnipeg Free Press reported "The policy essentially says police attending a domestic incident should charge the accused even if the victim doesn't want to press charges or **there's no evidence of an assault**" (Oct.30, 2002, p. A3). There is little dispute about the first assertion, "even if the victim doesn't want to press charges", the argument behind such a policy is that it is the police responsibility to lay a charge if a crime has occurred, it is not the responsibility of the victim. This point is particularly important in domestic violence cases because of the victim's vulnerability and frequent dependence upon the accused. Much of the dispute over the Zero Tolerance policy revolves around the second assertion made in the Free Press, "police attending a domestic incident should charge the accused even if... **there's no evidence of an assault.**" This interpretation is, in fact, a very common misunderstanding of the policy. However, the policy states quite clearly that: "Police officers may, and under this policy will be expected to, lay criminal charges where there are reasonable grounds to believe an offense under the Criminal Code or any other law has been committed."(Ref. guideline no.2:DOM:1 Man. Justice Prosecutions Policy Manual: 2000). Reasonable grounds are ascertained by evidence. We know from police statistics that in the year 2000 there were 14,662 calls to the police identified as "domestics", which resulted in 3,657 arrests (Winnipeg Police Service 2001). If police needed no evidence, if a call was sufficient to trigger an arrest then we wouldn't expect a gap of such magnitude between calls and *arrests*. Clearly the majority

...(cont'd on page 6)

Inside this Issue ...

- | | |
|---|---|
| 2. "Relationship Terrorism" | 5. RESOLVE AB Update: |
| 3. RESOLVE Manitoba Update: Research Day | 6. Zero Tolerance (cont'd) |
| 4. RESOLVE SK Community Profiles: Dr. Pamela Downe
Community Group: P.A.T.H.S. | 7. Research Day...(cont'd)
Conferences |
| | 8. Prairieaction Update |

“Relationship Terrorism”



By Judy Boulton

On November 6th, RESOLVE and the Department of Sociology sponsored a half day workshop for students and staff with David Franklin of the



David Franklin

RCMP. Mr. Franklin has been a trainer and lecturer for many years on problem solving techniques for intervention in violent relationships, sexual assaults and child abuse. David was the National Coordinator of the Anti-violence/Victims Services Unit at the

National RCMP headquarters in Ottawa. He has also served on a number of advisory committees and working groups with the Federal government, advising the Solicitor General and Ministers of Health and Justice on policy and guidelines, relevant to violence in its various forms in our society.

David outlined the Stockholm Syndrome to explore the extent to which it could inform our understanding of women’s attachment to their abuser in domestic violence situations. The term Stockholm Syndrome comes from an incident in 1973 in which a prison escapee held 4 bank employees hostage for five and a half days in an 11 by 47 ft. vault. Later interviews with the four hostages yielded surprising results--results that have been confirmed in subsequent hostage taking situations (e.g. Patty Hearst and the Symbionese Liberation Army). In a hostage taking situation captives developed a unique bond with their captors. They resisted rescue attempts, they would not testify against their captors and in some cases they raised money for the legal defense of their captors.

Franklin explained that under extremely traumatic conditions associated with a hostage taking, captives begin to identify with their captors; they believe it is their only hope for survival. Because their captors have absolute power over them, captives believe that they must be

cooperative, helpful and supportive as a means of winning favour from their captor. This form of traumatic bonding explains what seems to be the bizarre behaviour of captives who assist and protect their captors. David Franklin believes that abused women exhibit many of the same strategies for survival. He asked the audience to reflect on how much more powerful traumatic bonding would be in a relationship that spanned years rather than days. He questioned why it seems to be easier for police officers to understand traumatic bonding and prepare for it in responding to a hostage taking and so difficult to understand in family violence cases.

David Franklin suggested that we need to change our language as well as our thinking about domestic violence. He uses the term ‘relationship terrorism’ to capture the powerful dynamic between the abuser and the victim. He suggests that our interventions need to be based on understanding the power of traumatic bonding in order to be more realistic in our expectations of the victim and more effective in providing support.

A NEW LOOK



RESOLVE staff from all three offices were delighted to see our new brochure at our November Regional Council meeting. This was a project that was very long in the making....however, we are pleased with the result. Brochures are available from each of our provincial offices and from the Prairieaction Foundation, who also launched their very ‘spiffy’ new brochure this month. A special thank you to Elder Mae Louise Campbell of the Aboriginal Health and Wellness Centre for agreeing to have her beautiful photo on our brochure. Further thanks to an anonymous Design Co. in Winnipeg who helped us along the journey from a lot of dull academic text to a visually inviting brochure. There is so much to learn! Our brochure will be available in French in the new year. Many thanks to our brilliant translator Céline Lamarre of Montreal. It is wonderful to have supporters all across the country.



Manitoba Update



November is family violence prevention month in Manitoba and RESOLVE Manitoba was extremely busy with a number of events to mark the occasion. On November 21, we celebrated our tenth anniversary as a family violence research centre along with Prairieaction Foundation who was celebrating the completion of its \$5 Million Founders Campaign. Members of the Foundation and the Centre, as well as our friends and supporters gathered on campus for a cocktail reception. The Honourable Diane McGifford, Minister of Higher Education, Status of Women and Seniors joined the celebration and spoke of the importance of research on best practices in the field of family violence. Raymond Currie, President of the foundation



Greta Kirkness, Doreen Wilson, Minister Diane McGifford, and Raymond Currie

presented parchments of appreciation to local donors and Jennifer Rattray of the CBC TV News in Winnipeg was our Master of Ceremonies. RESOLVE took this opportunity to recognize the outstanding contribution of three very special women who support our centre. Gifts were presented to Joanne Keselman, Vice president of Research at the University of Manitoba, Sharon Perrault, our Associate Director and Program Director of the Aboriginal Health and Wellness Centre and Dianne Bulback, RESOLVE's Office Manager "extraordinaire". A special thanks to Dr. Keselman for hosting the event and to Lee Tunstall for her marvelous organization of the evening.



Jennifer Rattray

Research Day

A second major activity during November was RESOLVE's Research Day on November 22nd which attracted 420 registrants. Participants represented a wide range of social service agencies and communities throughout our province. There was also a good representation from our sister Centres in Saskatchewan and Alberta. The plenary session which opened the day was a real event. The Honourable Gordon Mackintosh, Minister of Justice, took the occasion during his opening remarks to announce an amendment to our exiting domestic violence legislation which will eliminate the necessity for applicants to prove co-habitation in order to qualify. This amendment will remove a major barrier to protection for women whose current definitions of co-habitation; it will women being threatened or abused in dating congruent with recommendations made to service providers and lawyers who had the Act one year after it came into force.

A second highlight of the day was the keynote Swan, of the Southern Chiefs, who is the first position. Grand Chief Swan spoke in a personal way of the difficulties and people in confronting the problem of family She recounted her struggles as a child and



Grand Chief Margaret Swan

and a Grand Chief in mobilizing efforts to come to terms with these issues. Grand Chief Swan emphasized how these problems are the legacy of colonialism and the devastating effects of the Residential School policy in force in Canada for 100 years. She spoke with pride and promise of the abilities and potential of aboriginal youth and her decision to focus on youth as a means of focusing on the future. Her powerful presentation provoked a variety of questions and observations from members of the audience. Truly it is a gift to create an atmosphere in which people feel comfortable to speak in a room of over 400 people. Such leadership gives us all cause for optimism as we address one of the most complex social problems of our day.

address by Grand Chief Margaret woman in Canada to hold such a compelling and remarkably challenges facing First Nation's violence in their communities. family service worker, a Chief

(continued on page 7)

Saskatchewan Community Profiles



by Stephanie Martin

Dr. Pamela Downe

Pamela is Acting Head, Graduate Chair, and Associate Professor of Women's and Gender Studies, University of Saskatchewan. She also teaches in the areas of women and health, and maintains an active research program.

Pamela states that "RESOLVE'S mandate to address issues of violence against society's vulnerable by working collaboratively with community-based organizations resonates strongly with my own commitment to community research". She is committed to combining international research with local work, and finds that the best way to understand and address violence and health-related issues in a variety of contexts, is to work directly with service providers and policy makers. As a result, Pamela has been associated with various medical programs and non-governmental agencies throughout Central America, the eastern Caribbean, and Western Canada.

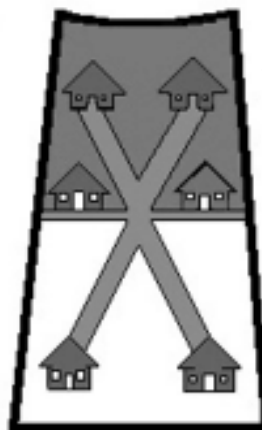
Most recently, Pamela has conducted an extensive study of the health repercussions of sex trafficking and coerced prostitution among young women and girls in Canada and the eastern Caribbean. Part of this project was completed through affiliation with RESOLVE and the successful Girl Child Project, funded by the Status of Women Canada. RESOLVE'S project, *Examination of Innovative Programming for Children and Youth Involved in Prostitution*, is one of the most comprehensive of its kind and has drawn national and international interest. Pamela remains committed to exploring how racism exacerbates the sexual exploitation of girls and youth. She claims that "there is a shocking denial that racism informs the lives of these vulnerable youth and so much more work needs to be done by researchers with experience in this area."

Pamela also appreciates the opportunity of being able to link her academic interests with volunteer work. Through her volunteer work at Toronto's Hospital for Sick Children, Calgary's Foothills Hospital with palliative children and youth, and as a Big Sister with Saskatoon's Big Sister's Society, Pamela has witnessed children overcome serious barriers in their lives.

RESOLVE'S Tri-provincial research network appreciates Pamela's initiatives towards researching solutions to violence and abuse, and looks forward to future collaboration.

Community Group: P.A.T.H.S.

P.A.T.H.S., The Provincial Association of Transition Houses of Saskatchewan, is a non-profit organization comprised of transition and interval houses, safe homes and shelters, and other agencies that provide services to used women and children.



P.A.T.H.S. mission is to **create a society free of violence against women and their children**, and is founded on the following beliefs:

- violence against women and children exists because of inequalities between women and men in the social, political, economic, and education structures of society
- we have a right to live in a non-violent society
- the intergenerational and the interpersonal cycles of violence will continue without an appropriate and coordinated preventative intervention
- current legislation does not provide sufficient prevention or protection
- there exists a lack of information and understanding on the part of the public and professionals regarding violence against women and children
- there is a need for ongoing communication and coordination among service providers
- resources to facilitate change are not readily available
- there is a lack of understanding of the factors of violence

P.A.T.H.S. assists the women and children it serves, a variety of crisis/care workers, and the people of Saskatchewan, by:

- providing a communication and support network for Shelters
- developing collective strategies to assist Shelters in improving services
- providing support and education to existing Shelters
- developing new Shelters and related service
- providing public and professional education on issues of violence against women

Through its emphasis on education, advocacy, communication, and support, P.A.T.H.S. is a primary contributor to the search for solutions to violence and abuse in our Saskatchewan communities.

Janice Rumpel, Coordinator, and can be reached at 306.522.3515. Please access P.A.T.H.S. website at: www.abusehelplines.org/paths/paths.html or e-mail: paths@sasktel.net for further information regarding this valuable resource.

RESOLVE Alberta Update



by Kendra Nixon

RESOLVE Alberta has been very busy with its many projects and initiatives. Dr. Leslie Tutty has taken a one year sabbatical leave from RESOLVE Alberta and will be back in July 2003. We all wish Leslie a productive sabbatical and look forward to her return. We welcome Dr. Betty Thomlinson from the Faculty of Nursing (University of Calgary) to the role of the Academic Research Coordinator while Leslie is on leave.

For over fifteen years, Betty has worked as a nurse in Manitoba. She has served on the child abuse and neglect interdisciplinary team and participated in multiple education sessions for parents and educators. She also chaired a committee that developed a protocol for nurses regarding child abuse. After completing her Master of Nursing, Betty coordinated the University of Manitoba/Swampy Cree Tribal Northern Bachelor of Nursing Program. She served as a member on the Provincial Advisory Council on Child Abuse of the Manitoba Government, the MARN Sub-Committee on Family Violence and Spouse Abuse, and the Steering Committee developing the proposal for a Health and Welfare funded Research Centre on Family Violence at the University of Manitoba. Betty has also served on the research committee and the board of the Research Centre before leaving to complete her PhD in Nursing at the University of Minnesota. In conjunction with Nellie Erickson and Mabel Cook she conducted a study to determine reported cases of family violence and violence against women in the Swampy Cree Tribal Council First Nations. It has been published in *No Place for Violence: Canadian Aboriginal Alternatives of the Fernwood Series*. Welcome Betty!



Dr. Betty Thomlinson

Update on Projects

Calgary Advocacy Centre: RESOLVE Alberta has been asked to conduct a feasibility study for a proposed Calgary-based advocacy centre for victims. The centre will be a facility where victims of sexual assault (and in later stages, domestic violence) can go to receive counselling and support, in addition to having forensic evidence collected. The facility will bring together counselling and crisis services, police, crown, and hospital services. RESOLVE Alberta's role is to facilitate the process and to provide background information to assist in the planning of the project. A literature review was completed researching potential models as well as interviews with key community stakeholders to identify Calgary's current response to child and adult sexual abuse/assault. Presently, we are facilitating the planning of the Centre. For more information about the project, please contact the RESOLVE Alberta office at (403) 220-8634 or resolve@ucalgary.ca

Safe Visitation Project: Domestic violence service providers in Calgary have long recognized the need for a

supervised visitation and access program. Safe Visitation is an 18-month pilot providing both supervised visitation and monitored exchange services for families affected by domestic violence. Safe Visitation will serve approximately 54 families per month, depending on the degree of risk and level of supervision/monitoring required. Funding for Safe Visitation has been fully secured. The YWCA Family Violence Prevention Centre & Sheriff King Home is working in partnership with RESOLVE Alberta to evaluate Safe Visitation. While visitation and exchange programs are becoming relatively common in centres throughout North America, Australia and Britain, no comprehensive evaluations have been published. Given the potential risks to the safety of these children and their families, it is critical to ensure that the program is working as anticipated: allowing appropriate, non-traumatic access and exchange for all family members. For more information about the project, please contact Carolyn Goard, the director of the YWCA Family Violence Prevention Centre & Sheriff King Home at (403) 294-3660 or the RESOLVE Alberta office at (403) 220-8634 or resolve@ucalgary.ca

Zero Tolerance Under Scrutiny

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of police are making careful investigations, requiring evidence that a crime did occur prior to an arrest. Thus, despite the wide spread misunderstanding about "zero tolerance":

- * the policy itself is clear about the necessity of evidence "reasonable grounds"
- * police records on calls and arrests clearly indicate that the "collection of evidence" is an important part of police intervention in domestic violence cases
- * the overwhelming majority of accused (76%) arrested in a domestic assault incidents have a prior record, the majority of which are for previous assaults.



Thus, the misconception that police swoop down on families arresting "innocent" people without evidence just cannot be supported by the information from police or court records.

Another source of the misconception about Zero Tolerance is the fact

that a significant number of the domestic violence cases end, not in conviction, but in a stay of proceedings. It is important to note that a stay of proceedings is not a finding of innocence, it is a deferral of the case because there is not sufficient evidence to proceed to trial. In our legal system, in which an accused is presumed innocent until there is strong evidence "beyond a reasonable doubt" of guilt, the testimony of the witness is often critical. If the victim is unwilling or unable to testify, then often the prosecutor may "stay proceedings" until such evidence or testimony is secured. There have been a number of important cases,

several of them reported in the Winnipeg Free Press (for example, May 31, 2001, P.1), in which convictions were obtained when the victim was able to testify, despite prior stays of proceedings. Thus, a "Stay of Proceedings" at one point in time is neither an assertion of innocence nor an indication that a conviction will not occur on those very charges at some future date.

The fact that the threshold of evidence needed for police to arrest is lower than the threshold of evidence needed for the courts to convict, is not a serious criticism of Zero Tolerance, because this difference in threshold exists for all crimes and all arrests. Why then does Zero Tolerance attract such controversy? Why is it such a frequent target of criticism when the issue of domestic violence is addressed in the media? It is true that the Zero Tolerance policy represents a substantial departure from past police practice. It is also true that the policy has substantially increased the number of arrests for assault against a spouse or partner. But is this a bad outcome? For the women whose lives have been saved because of rapid police response surely it is seen as a good thing. It is interesting, however, that even for those less directly involved, the level of support for this policy is very high. A public survey conducted by the Winnipeg Area Study (1995) indicated that two and a half years after the policy was introduced public support was substantial.

Of the randomly sampled Winnipeg residents, 80% indicated that they either strongly supported or supported the police zero tolerance policy. When the responses were analyzed by the sex of the respondent 87% of women and 71% of men reported support for the policy. Media criticism of Zero Tolerance does not reflect public opinion and surely does not reflect the interests of the thousands of women who call police because they fear for their lives. So whose interest does it reflect?

Facts about the Winnipeg Family Violence Court:

- ❖ 80% of the cases are spousal assault
- ❖ 85% of the accused arrested for spousal assault are men
- ❖ 85% of the victims in spousal assault cases are women
- ❖ from 1997-1999 there was a 50% increase in convictions at trial for spousal assault cases

Research Day

...(cont'd from page 3)



Following the plenary session there were four concurrent themes with three sessions each, running throughout the day. The first theme focused on programs for adults, the second on aboriginal programs, the third was on programs for children and the final theme was on children sexually exploited through prostitution. This range of topics and sessions (12 in all) permitted significant information sharing among service providers and researchers. Further exchanges occurred in a less formal way in our display room, featuring displays from 8 different agencies and a book display.



Dianne Bulback and Jane Ursel share smiles of relief at the end of RESOLVE's Research Day!

A big thank you to the organizing committee for their planning and organizational skills: Rae Pratt, Winnipeg Police Service; Johanna Leseho, Brandon University; Sharon Perrault, Aboriginal Health and Wellness Centre; Christina Guitare, Winnipeg Red Cross and Susan Kerr, Family Violence Prevention Branch, Manitoba Department of Family Services.

A special thank you to our staff at RESOLVE, particularly our office manager, Dianne Bulback, who was the 'organizational wizard' behind the scenes.

Conferences



January 22 & February 12, 2003 Manitoba Association of Family Violence Workers, Brown Bag Lunch Series. January 22 panel discussion: "Working with Women Affected by Domestic Abuse, do we know it all or are we stalled?" and February 12 panel discussion: "Where does Family Fit in Family Violence Intervention?". Time: 11:30 - 1:00 P.M. at the Norquay Building. Admission is free.

February 16 - February 21, 2003 "Impact of Global Issues on Women and Children". This conference offers participants the opportunity to come together and collectively share their knowledge, expertise and experience on issues relevant to effects of globalization (positive and negative) on children and women. Co-sponsored by McMaster University, Canada and Burapha University, Thailand International Conference - The Ambassador Hotel, Bangkok, Thailand. Details can be obtained through McMaster University in Hamilton, Ontario by phone: 905.525.9140 Ext. 22847/27533; fax: 905.521.8834; or e-mail: ic2003@mcmaster.ca

February 17 - 19, 2003 Rotary 'Building Peace in the Community' Symposium, "think globally, act locally". University of Calgary, Calgary, Alberta. For more information and registration, visit web site <http://www.peace.ca/conference> or contact Bob Stewart, e-mail stewartr@peace.ca

April 3 - 5, 2003 "Violence and Health 2003". The Coast and Plaza Hotel and Suites, Vancouver, BC. The purpose of this conference is to provide an interdisciplinary forum to explore the health care needs of sexual assault survivors, women experiencing violence in intimate relationships, and children who have experienced abuse. Contact the organizers for further information: UBC Interprofessional Continuing Education tel: 604.822.4965; fax: 604.822.4835; e-mail: interprof@cehs.ubc.ca; online: www.interprofessional.ubc.ca

May 12 - 16, 2003 "Child Health 2003", 3rd World Congress & Exposition, Vancouver, British Columbia. For more information, contact Venue West Conference Services Lts. by phone: 604.681.5226; fax: 604.681.2503; or e-mail: congress@venuewest.com

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Supporting solutions to violence and abuse

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A Time to Celebrate!

Prairieaction Foundation is taking time out from our fundraising activities to celebrate completion of our \$5 million Founders' Campaign with our friends and supporters. On October 23 in Calgary, we held a joint celebration event with our community partner, the YWCA of Calgary, who also had cause to celebrate. They were launching a Community Safe Visitation Program, which will allow the safe transfer of children between resident and non-resident parents in a neutral setting. RESOLVE Alberta will partner with the YWCA Family Violence and Prevention Centre and Sheriff King Home to evaluate this innovative program. It was a perfect example of how research and program delivery complement each other in important ways.



We were happy to welcome our donor partners from the Royal Bank of Canada at our event in Calgary. L-R: Gord Tallman, Chair, PAF Calgary fundraising team; Margaret Newall, PAF Chair; Diana Ward, RBC, Manager, Public Affairs; Wafa Kadri, RBC, Donations Manager; Eve McGuire, RBC, Events Coordinator; Bruce MacKenzie, RBC, Senior VP, Prairies.

We were also delighted that many of our donor partners joined us for this event, as well as some very distinguished guests: Her Honour Dr. Lois Hole, Lieutenant Governor of Alberta (and member of our Honorary Board!); the Honourable Iris Evans, Minister of Children's Services for the Government of Alberta; Mrs. Colleen Klein; and His Worship Dave Bronconnier, Mayor of Calgary. Dr. Raymond Currie presented each of our donors with a parchment and a copy of the latest RESOLVE research report, which is a resource manual on school-based prevention programs.

A New Face at PAF

The Prairieaction Foundation office in Calgary welcomed a new face to our family recently! Jennifer Dawson joined us as our Development Coordinator on September 1. She will be with us during Pat Johnston's one-year leave of absence from our organization. Jennifer comes to us with over ten years' experience in the non-profit sector, and we are very pleased to have her in the office.

RESOLVE Manitoba

~ Jane Ursel ~

Director (Academic)

~ Sharon Perrault ~

Associate Director (Community)

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