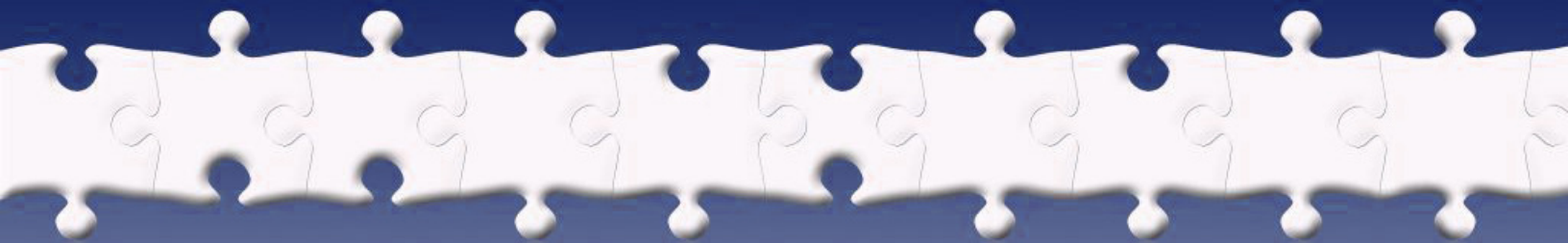


The Missing Pieces



*An Assessment of Service Assets and Gaps
for Offenders and Victims of
Interpersonal Violence in Waterloo Region*



How To Read This Report

This report is designed as a detailed account of the research process and findings of the assessment of service assets and gaps for offenders and victims of interpersonal violence in Waterloo Region. Different sections of the report will therefore appeal to different audiences. All users of this report are advised to begin by reading the *Executive Summary* for a brief overview of the project.

Once that is read the *Table of Contents* can direct readers to the appropriate sections. The *Introduction* will be relevant to those that wish to understand the purpose of this project.

The *Background* is focused mostly upon the academic literature in regards to interpersonal violence.

The *Methodology* outlines the research process that was undertaken.

The *Results* section will be of use to those who wish to gain a deeper understanding of the service assets and gaps for those who have been victims and those who have committed interpersonal violence.

The *Recommendations* section outlines the 44 recommendations from the research as well as a rationale for each recommendation.

The *Conclusion* provides some thoughts on implementation and future research.

The *Appendices* begin by summarizing a number of reports consulted as part of the research process. They then proceed to provide more details on the research process.

The Missing Pieces: An Assessment of Service Gaps and Assets for Offenders and Victims of Interpersonal Violence in Waterloo Region

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Published by the Waterloo Region Crime Prevention Council. October 2010.

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Accessible formats available upon request

Region of Waterloo Document Number 631911

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Thank you to the members of the Violence Prevention Implementation Committee and the Advisory Group on Research and Evaluation for their support throughout the research process. Also, a special thanks to all the organization that made their staff available to participate on these committees.

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Executive Summary

The Waterloo Region Crime Prevention Council (CPC) Violence Prevention Plan seeks to create “a community in which all residents can live in an environment of safety and security” (Ginsler, 2006, p. 5). In order to accomplish this, the violence prevention plan is focused upon human and social development. The plan itself has six goals and each year the CPC is conducting a research project and developing an action plan to address one of these six goals. From 2009 to 2010 the CPC focused its research upon identifying the assets and gaps in formal social support services that exist for victims and offenders of interpersonal violence.

This research project was conducted in three phases:

- 1) online surveys were completed by 44 individuals representing agencies and government departments that provide services for victims and offenders of interpersonal violence;
- 2) individual interviews were conducted with seven offenders of interpersonal violence and 13 victims of interpersonal violence;
- 3) individual interviews were conducted with 26 key informants from agencies providing services for victims and offenders of interpersonal violence.

The results of the survey indicated that service providers believe that for victims more housing, counselling services and legal supports are necessary. Furthermore, they indicated that the LGBTQ community, men, and immigrants need additional services. In terms of offenders of interpersonal violence, the survey results indicated that service providers believe more housing, peer support groups and individual counselling services are needed. They also indicated that the LGBTQ community and children/youth are in need of additional services for victimization and offending.

The results of the interviews with victims and offenders of interpersonal violence demonstrated that most participants, both victims and offenders, were victims of interpersonal violence at some point during their lives. The assets that were discussed in the interviews included the Partner Assault Response (PAR) program offered by John Howard Society; Community

Justice Initiatives for their work with both victims and offenders; Women's Crisis Services for their support of women who have been victimized; Alcoholics Anonymous; and many individual counsellors for their support of both victims and offenders.

Furthermore, several themes emerged from the interviews with victims of interpersonal violence: access to services during critical moments; importance of family and peer supports; education; missed opportunity for detection; male victimization recognition; navigating the victim services system; counselling services; peer support groups; availability of services for individuals facing problematic substance use issues; and legal help.

Similarly, several potential themes began to emerge from the interviews with offenders of interpersonal violence: ready for change; access to services during critical moments; access to counselling; lack of psychiatrists; need for more housing; and lack of employment as a stress generator.

Results from the first two phases were used to develop questions for the key informants in phase three. The overall results from these key informant interviews are 43 recommendations spanning numerous sectors and addressing several gaps, as outlined below.

It is hoped that the recommendations in this report will be acted upon by the agencies within Waterloo Region. To that end, the Waterloo Region Crime Prevention Council is asking that agencies volunteer to play a lead or supporting role in implementing the different recommendations found throughout the report. Lead agencies will be asked to coordinate their efforts with the Crime Prevention Council in hopes of tracking progress towards implementation.

Summary of Recommendations

Recommendations Related to VICTIMS of Interpersonal Violence

Victim System Navigation

- Create a peer mentoring program for victims of violence
- Create a pamphlet of services for victims

LGBTQ

- Include the rainbow flag on service provider websites and pamphlets to recognize that inclusive services are offered
- Include images depicting different sexual orientations on service provider websites and pamphlets
- Work with existing service providers to expand LGBTQ crisis services
- Conduct an education campaign to raise awareness that abuse can occur in gay and lesbian relationships
- Encourage the implementation of best practices addressing interpersonal violence and the LGBTQ community among existing service providers

Sexual Assault

- Increase access to long term counselling for sexual violence by increasing the number of trauma informed counsellors
- Fund a part-time coordinator for the Sexual Assault Response Team committee
- Waterloo Region Crime Prevention Council to support the Sexual Assault Response Team in development and implementation of a community protocol for sexual violence
- Increase public awareness of the impact of childhood sexual abuse and dispel the myths that are associated with it
- Encourage a consistent message to youth about sexual assault and coercion

Males

- Conduct an education campaign to raise awareness about male victimization
- Make it clear on websites of counselling agencies that they offer counselling services for male victimization issues
- Increase the accessibility and availability of services for male victims in the community

Elder Abuse

- Conduct a comprehensive campaign on elder abuse
- Implement mandatory reporting for elder abuse
- Create emergency housing for elder abuse victims

Screening for Abuse

- Offer more training for teachers about how to recognize and respond to abuse and neglect
- Begin screening for domestic violence at the triage stage at Grand River Hospital
- Encourage physicians region wide to screen for domestic violence, elder abuse and child abuse and neglect
- Screen for elder abuse at hospital admission or emergency department visits

Domestic Violence

- Partner with local employers to provide domestic violence victims with employment skills and opportunities
- Offer access to a counsellor and referrals at the court house when family court is in session
- Create more affordable and safe housing for domestic violence victims

Recommendations Related to OFFENDERS of Interpersonal Violence

Reintegration of Offenders

- Introduce a Circle of Support program for men exiting custodial institutions
- Increase after care counselling services for offenders throughout the region
- Increase number of counsellors for offenders of sexual violence in Waterloo Region
- Invite survivors of sexual abuse into groups to speak with offenders of sexual abuse
- Create a pamphlet of services for offenders

Offender Employment

- Develop a protocol for Ontario Works to work with John Howard to do pardons or offer this service internally within Ontario Works
- Partner with local employers to provide offenders with employment skills and opportunities
- Offer training for employment counsellors on how to offer support to offenders
- Re-energize the Work Release program at Grand Valley Institution for Women, with expanded contacts to employers and volunteer agencies in the community and willingness to propose longer assignments that may require regional approval

Housing

- Open a dry house in Waterloo Region
- Open a half way house for women in Waterloo Region

Partner Assault Response Program

- Promote other options to the Partner Assault Response Program for appropriate individuals
- Create a Partner Assault Response Program for the LGBTQ community open to males, females and transgendered individuals

Recommendations Related to VICTIMS & OFFENDERS of Interpersonal Violence

Cultural Services

- Support the creation of an aboriginal wellness centre
- Support initiatives for culturally specific wellness centres
- Create forums for ongoing conversations with agencies, cultural leaders, and immigrant community members to address community issues

Counselling

- Recruit more psychiatrists and psychologists to Waterloo Region
- Counselling agencies should continue to strive to reflect the diversity of Waterloo Region in their counselling staff
- Ensure that Addictions Assessment and Treatment (Sk632u) is taught at least once per academic year at the Wilfrid Laurier University Master of Social Work program

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Section One: Introduction

“Overall violence is among the leading cause of death worldwide for people aged 15-44 years.” (WHO Overview, 2009, p.1)

In 2005, the Waterloo Region crime Prevention Council (CPC) commissioned a project to examine how to address violence within Waterloo Region. This work led to the creation of a Violence Prevention Plan focused upon creating “a community in which all residents can live in an environment of safety and security” (Ginsler, 2006, p. 5). In order to accomplish this, the Violence Prevention Plan is focused upon human and social development. The plan itself has six goals (see Table 1) and each year the CPC is conducting a research project and developing an action plan to address one of these six goals. From 2009 to 2010 the CPC focused its research upon identifying the assets and gaps in social support services that exist for victims and offenders of interpersonal violence. This report outlines the findings of this research and makes recommendations to address the gaps identified.

Table 1: Violence Prevention Plan Goals (Violence Prevention Plan, 2008, p. 4)

Assist During Childhood

- The right start provides the foundation for a better future

Address Addictions Issues

- Increasing services for problematic substance abuse will decrease violence

Support Diverse Communities

- Welcoming communities reduce isolation and social exclusion

Reduce Income Inequality

- Everyone has the right to equal opportunities

Enhance Neighbourhood Capacity

- Every community is a potential change agent

Ensure Social Support Services Exist

- Address the underlying issues that impact violence

The World Health Organization (WHO) divides violence into three broad categories (World Health Organization, 2002):

- 1) self-directed violence;
- 2) interpersonal violence; and
- 3) collective violence

This research project will focus exclusively on interpersonal violence which covers a wide range of behaviours.

Interpersonal violence is one of the three major categories of violence identified in the World report on violence and health. The range of contexts in which it occurs is enormous, and includes child abuse and neglect by parents and caregivers; violence between adolescents and young adults; violence between intimate partners; violence associated with property crimes; rape and other sexual violence; workplace violence; and abuse of the elderly by relatives and other caregivers (World Health Organization, 2004, p. 1).

The non-fatal consequences of violence can include physical injury, mental health issues, unwanted pregnancy, sexually transmitted diseases and problematic substance use. The implications of interpersonal violence are far-reaching and affect a significant number of people throughout the world.

“Domestic violence is as much a public crime as auto theft or a drive-by shooting.”

(Stamper, 2005, p.11)

For every death due to interpersonal violence there are perhaps hundreds more victims that survive. Globally, tens of millions of children are abused and neglected each year; up to 10% of males and 20% of females report having been sexually abused as children. For every homicide among young people there are 20-40 non-fatal cases which require hospital care. In addition, rape and domestic violence account for 5-16% of healthy years of life lost by women of reproductive age, and, depending on the studies, 10-50% of women experience physical violence at the hands of an intimate partner during their lifetime (World Health Organization, 2004, p. 3).

Given this widespread impact of interpersonal violence it should be of high concern that according to the World Health Organization violence is among the leading causes of death

world wide for people aged 15 to 44 (WHO Overview, 2009). While fortunately within Waterloo Region interpersonal violence is not currently a major cause of death, in 2009 according to official police statistics the Violent Crime Severity Index was 65.1 (Dauvergne & Turner, 2010, 29) . This number is created by Statistics Canada by weighting crimes based upon their severity, as judged by sentences handed down in the Canadian criminal courts. This is a useful method of assessing violence in a community as it counts a murder more seriously than an assault. Since official police statistics in Canada represent about one third of all violent crimes (Brazeau & Brzozowski, 2008, p. 3) it can safely assumed that the police reported violence rate is a significant under count of the actual violence within Waterloo Region. However, it is important to note that Waterloo Region's violence severity index rate is lower than both the Ontario violence severity index rate, at 81.5 and Canadian violence severity index rate, at 93.7 (Dauvergne & Turner, 2010, p. 28).

Interventions with offenders and victims within Waterloo Region are important because they can be effective in preventing future violence (Waller, 2006). The evidence is strong in this regard, with numerous programs having been evaluated and proven effective. Qualitative evidence also exists in the form of personal stories, for example former Seattle Chief of Police Norm Stamper writes about his experiences with violence growing up and how therapy prevented him from repeating the mistakes of his father.

While I never entertained the thought of physically attacking my partner I knew it was in there, percolating: the potential for physically wounding violence. Psychotherapy was a great gift. It helped me understand and deal with the sources of my childhood wounds, and my adult insecurities. It informed me that my parents' 'discipline,' especially my father's, was as unlawful as it was ineffective. It reinforced my fundamental belief in the moral (and liberating) value of true gender equality. And it erased any excuse I may have had for my behavior: I was responsible, not Mommy, not Daddy, not God, not Twinkies, and certainly not my partner, for how I acted. (Stamper, 2005, p. 7).

Public support for programs assisting victims, like the one Stamper discusses, is generally wide spread. In contrast, programs to rehabilitate offenders are sometimes opposed in favour of a

focus upon retribution. When this opposition occurs it is worth considering former media baron Conrad Black's writing about his experience in an American prison.

[M]any [inmates] are victims of legal and social injustice, inadequately provided for by the public assistance system, and over-prosecuted and vengefully sentenced. The greater competitiveness of the world makes the failures of American education, social services and justice unaffordable, as well as repulsive. (Black, 2009, p. A8).

Viewing those who commit violent crimes as the product of an individual failing and societal failure, means rehabilitation should be both an individual's responsibility and the community's. This report works from the framework developed through the values of the Crime Prevention Council (see Table 2) and, as such, the report focuses upon the belief that individuals who are victims of violent crime and individuals who commit violent acts should be provided with services to assist them in recovery and reintegration into society.

Table 2: Waterloo Region Crime Prevention Council Values

- We believe in preventing crime through dealing with the root causes.
- We believe in just and humane approaches to crime and its consequences.
- We believe that the community is part of the solution.
- We believe that we are stronger when we work together.
- We believe that effective action is based on knowledge, experience and wisdom.
 - We value being clear and consistent in our vision and actions.
 - We value speaking out and acting on our convictions.
 - We value respect in attitude and action.

Section Two: Background

Major Theoretical Approaches to Violence

Section Author: Alix Holtby

A strong predictor of commission of violent crime is experience of inequality, including experience of poverty, and being a racial minority. There are many different theories regarding why people are violent. A 2008 report entitled *The Review of the Roots of Youth Violence* released by the Ontario government conducted a review of the literature on the major theoretical approaches to the causes of violence. The review outlined fourteen different theoretical approaches which explain violent crime (see Table 3).

This section will provide a synopsis of this report, with a particular focus on the five major theoretical approaches most associated with experience of inequality. It will also provide an explanation of three other factors that may influence levels of violence.

“Victims of violent crime also often desire a formal acknowledgement about what happened to them.”

(McMurtry, 2008, p.12)

In an attempt to provide some context to these theories, quotes will be incorporated into this overview from two interviews conducted with male ex-offenders living in Waterloo Region (See Appendix C for ethics approval). These interviews were conducted in February and March of 2009 by Alix Holtby and explored the connections between social inequality, injustice and violent crime.

Table 3: Fourteen Approaches to Violence (McMurtry & Curling, 2008)

1. **Biosocial theory** explores how biological anomalies or physical disabilities may make some individuals more prone to violence.
2. **Psychological theories** argue mental process impacts propensities for violence.
3. **Rational choice theory** argues that people freely choose their behaviour and are motivated by the avoidance of pain and the pursuit of pleasures. Therefore, people are rational beings whose behavior can be modified by fear of punishment.
4. **Social disorganization theory** postulates that crime is a function of neighbourhood dynamics and not necessarily a function of individuals within high-crime neighbourhoods. High population turnover and economic deprivation decrease social capital and increase crime.
5. **Economic deprivation theories** look at motivators for crime i.e. capitalism encourages the criminality of the poor or inequality can reduce self-esteem and foster the development of a negative self image or involvement in illicit activities providing short-term capital gains and boosting self-image.
6. **Strain theories** in various forms argue that strain creates pressures and incentives to engage in criminal coping as a response to the strain experienced. One version is that disjunction between culturally ascribed goals and lack of legitimate means to achieve such goals puts pressure on cultural norms that dictate what means should be used to achieve the culturally prescribed goals.
7. **Social learning theory** argues that deviant and criminal conduct is learned and sustained through associations with family and peer networks.
8. **The subculture of violence theory** involves the role of social control processes in perpetuating sub-cultural violence. It suggests that criminal behaviour can be predicted by group norms that lead to violence being used to maintain reputation.
9. **Social learning, the media and violence** can be used as a sub group for a number of theories that suggest media violence leads to the learning of violent behaviour.
10. **Perceptions of injustice, crime and violence theory** explore perceptions of injustice to explain race and class differences in behaviour i.e. a community feels marginalized by law enforcement and they stop cooperating with police.
11. **Social control theory** assumes a relationship between delinquency and lower levels of social control. Crime occurs as social bonds are weakened. A strong attachment to parents, schools and others reduces the likelihood of violence.
12. **Self-control theory** holds that people engage in crime because they lack self-control, require immediate gratification, cannot see the long term consequences of their actions and have little empathy for others. Self control must be established early in childhood and if it is not done by age three or four it will never develop.
13. **Integrated life course theories** recognize that crime is a complex multidimensional phenomenon with multiple causes. It integrates a variety of ecological, socialization, psychological, biological and economic factors into a coherent structure to explain the eventual behavior of individuals.
14. **Critical perspectives on violence theories** use class relations to attempt to construct a broader working definition of violence or to draw linkages between various forms of official violence and acts of violence at the interpersonal level.

The fourteen theoretical approaches outlined in the report varied considerably in their focus, from those that were exclusively focused on intra-individual phenomena, to those that exclusively focused on large-scale societal structure. The foci of the theoretical approaches can be categorized into three levels of analysis: **individual, socialization, and environment**.

Individual based approaches to violence all focus solely on factors within the individual, with less integration of contextual variables. These theories include psychological, rational choice, and biosocial theories. Psychological theories focus on how mental processes are related to commission of violence, including personality, learning, and intelligence focused theories. Rational choice theories contend that all human behaviour is rational and thus people use cost-benefit analysis when determining a course of action, including the decision to be violent. This central premise of rational choice theories has not been supported within the literature. Biosocial theories examine the connection between biological abnormalities/physical disabilities and commission of violence, with an analysis of how contextual factors moderate this connection. As biosocial theories examine both intra-individual factors as well as contextual factors, they contain elements of both individual and environmental theories; however, as the theories tend to focus on the individual's characteristics rather than on the contextual factors, they fit best in the individual based category.

Socialization theories suggest that violence is a learned behaviour and is reinforced through daily social interactions. Socialization theories include social learning, the subculture of violence, media, social control, and self control theories. Social learning theories argue that violence is learned and reinforced through contact with family and peers. The subculture of violence theories posit that people who are marginalized from mainstream society form different group norms that have a higher acceptance of (or even positively value) violence. Media theories argue that normalized or sensationalized portrayals of violence in the media teach and reinforce violent behaviour. Social control theories argue that violence is related to weaker social bonds. Self-control theories, similar to some psychological theories, argue that poor self

“I always felt that society let me down, you know, when I was younger. When I was in my twenties, I was just filled with hate.”

(Former Offender)

control is connected to the commission of violent crime; however, they differ from psychological theories in their argument that self-control must be taught in early childhood.

Environmental theories focus on the connection between contextual factors and commission of violence: all of these theories highlight the relationship between economic deprivation and the commission of violence. Environmental theories include social disorganization, economic deprivation, and strain theories. Social disorganization theories argue that there is a stronger connection between violent crime and poor neighbourhood dynamics than there is between rates of violence and the violent proclivities of individuals within the neighbourhood. They view violence as the outcome of poor neighbourhood dynamics rather than as the outcome of a higher concentration of people who are intrinsically more violent. Economic deprivation theories most explicitly make the connection between the commission of violence and experience of poverty: they argue that the misery, low status, and reduced economic opportunities related to poverty are connected to the commission of violence. Strain theories are closely related to economic deprivation theories: they argue that high cultural valorization

“He didn’t deserve to die, but he did deserve to get the shit kicked out of him several times because of what he did to us kids. It’s all forgiven though.”

(Victim turned Offender)

of economic success and the relative strength of the economic system in comparison to social institutions creates economic pressure to commit crime which is stronger than social norms that preclude violence.

Finally, three other theories were outlined within the report which did not fit into any one level of analysis: these were the perception of injustice, integrated life course theories and critical theories.

Theories related to the perception of injustice focus on how intra-individual factors regarding the fairness of the structure of society are related to the commission of violence. The integrated life course theories integrate individual, socialization, and environmental levels to create larger theories. In contrast, critical theories of violence are completely focused on large scale social structures, and are thus at a level more distal than the other environmental theories.

While all of these theories can contribute to the explanation of the connection between inequality and the commission of violence, the theories focusing explicitly on contextual

variables (in particular economic deprivation) are the most relevant for exploring the connection between the experience of inequality and the commission of violence. Those theories are **economic deprivation, strain, perception of injustice, integrated life course, and critical theories.**

Economic Deprivation

Economic deprivation theories most directly examine the relationship between economic inequality and the commission of violence. There are many subtypes of theories related to economic deprivation: some Marxist influenced theories argue that experience of economic inequality leads to discontent, which, when combined with class consciousness, leads to violent revolt against the state (e.g., Bonger, 1916; Engels, 1969). However, while these theories can explain political violence, they do not explain other forms of violence. Other forms of economic deprivation theory highlight the connection between economic inequality, low self esteem, and the commission of crime, where crime is committed to regain a sense of power (e.g., Braithwaite, 1979; Hagen, 1994). This impulsive reaction to inequality differs significantly from the reasoned form of violence implied by the Marxist approaches to economic deprivation theory. However, the link between self-esteem and the commission of violent crime appears to be more complicated, with some studies suggesting that the commission of violence is related to higher self esteem (e.g., Baumesiter, Smart, & Boden, 1996). As socioeconomic status is one of the strongest correlates to the commission of violent crime, it is unsurprising that many of the previously mentioned theoretical frameworks overlap with economic deprivation theories in their discussion of the connection between experience of poverty and the commission of violence, including social disorganization theory, rational choice theory, and strain theory.

Strain

Strain theories are a sub-type of economic deprivation theories that focus on motivation for violent crime created within a capitalistic system. Strain theories have been adapted into 4 different branches of theory: anomie theory (Merton, 1938), institutional anomie theory (Messner and Rosenfeld, 1994), general strain theory (Agnew, 1999), and relative deprivation theory (Crosby, 1976; Davis, 1959; Gurr, 1970; Runciman, 1966).

Anomie theory disputes the idea that criminal activity is caused by a rejection of dominant values: instead, it argues that criminal activity is a consequence of high adherence to dominant cultural values, particularly those prioritizing individual financial success (Merton, 1938). As there are fewer legitimate means to achieve financial success for marginalized individuals (particularly those living in poverty), norms regarding the wrongness of crime are weakened (thus creating anomie), and there is an increased likelihood of using criminal means to achieve success. While Merton highlighted that the pursuit of illegitimate means was only one of a number of possible responses to situations where there is discord between culturally emphasized goals and the availability of legitimate means to achieve them, he did not state

“It’s embarrassing to say it but today I have no problem saying it; I was abused.” (Offender)

what conditions would increase the likelihood of the commission of crime as the response. Evidence for anomie theory was highlighted by one of the interviewees when he stated that he felt “pressure to live up to my own standards, pressure to live up to my in-law’s standards, some of my other extended family’s standards, [and] pressure to live up to biblical standards.” The difficulty this caused was highlighted when he added that “none of us can really do that.”

Institutional anomie theory is an adaptation of anomie theory to highlight the importance of the stronger valuing of the economic system over and within social institutions (e.g., family, education, the political system; Messner and Rosenfeld, 1994). This imbalance allows the pressure for financial success and the use of this success to determine individuals’ self worth to overwhelm social pressure to not engage in crime. This diverges with Merton’s (1938) original theory as he argued that increasing the number of legitimate means to economic success would reduce crime, whereas institutional anomie theory argues that such an increase would simply reinforce the importance placed on financial success, and thus would not, on its own, reduce the commission of crime. While both types of anomie theory can explain commission of property crime, their use in explaining violent crime, which does not often advance financial success of individuals, is somewhat limited.

General strain theory contends that strain (such as the inability to achieve goals, the removal of something desired, or the introduction of something undesired) leads to negative emotions (particularly anger), which can lead to the commission of crime (Agnew, 1999). The theory

states that strain which is perceived as unjust, high in magnitude, associated with low social control, and which creates an incentive to commit crimes is more likely to lead to the commission of violence. Strain theory focuses on the different types of coping techniques used in reaction to the experience of strain, such as escapism and instrumental and retaliatory coping; where retaliatory coping is most likely to be violent.

Relative deprivation theories focus on the subjective sense of strain rather than on object lack of resources (e.g., Crosby, 1976; Davis, 1959; Gurr, 1970; Runciman, 1966). Like general strain theory, relative deprivation theory connects negative emotions to the commission of violence: however, relative deprivation theory contends that the negative emotions arise from a negative social comparison, rather than from the strain itself. This theory is supported by much research showing that the degree of inequality is strongly related to the rate of homicide (e.g., Lim, Bond, & Bond, 2005; Krahn, Hartnagel, & Gartrell, 1986; Wilkinson, 2006).

Perception of Injustice

Another family of theories that focuses on the relationship between the perception of one's place within the social system and the commission of violence are those related to perceptions of injustice. While experiencing class-based and race-based oppression are both correlated with an increased likelihood of the commission of violence, most theories within this category focus on perception of racial injustice. As visible racial minorities are more likely to face discrimination within the criminal justice system, it is unsurprising that people who are visible minorities are more likely to perceive the justice system as unfair and racist. Theories based on the perception of injustice argue that individuals who feel that the justice system is unfair, and who experience a broader sense of societal and institutional racism, are more likely to "neutralize" social mores regarding the commission of violent crime through rationalization of the crime as justified given the circumstances (Sykes & Matza, 1957). Justifications include denial of responsibility, denial of injury, denial of victim, condemning of condemners, and appeals to higher loyalties. Tyler (1990) further proposes that perception of injustice can act as a neutralization technique, where the criminal justice system is seen to lack morality and legitimacy, and thus disobedience is justified. The idea of commission of violence as defiance is common to many theories within this category (e.g., Sherman, 1993): an important hypothesis of this theory is that with increased use of sanctions that are perceived as unjust,

rates of violence will increase (e.g., Kane, 2005; Hagan, Shedd & Payne, 2005). Some theories regarding the perception of injustice focus on the importance of locus of control: they argue that individuals who blame themselves for their experiences are less likely to commit crimes, whereas individuals who blame contextual factors (such as racism) are more likely to commit crimes. Theories of perception of injustice are also connected to general strain theory, where racism is seen as a potential type of strain that could lead to delinquency and violence. Most research within this theory has focused on the experiences of black Americans. The focus of these theories related to perception of injustice can be seen as victim-blaming. Therefore it is important to contextualize perception of injustice theories with information regarding racism within the justice system, including racial profiling by police officers and the higher involvement of racial minorities within the justice system.

Integrated Life Course

The families of theories connected to integrated life course theory synthesize theories from different thematic categories to create a complex model of criminality. Integrated life course theories often combine ecological, socialization, psychological, biological, and economic factors. Integrated life course theories attempt to reflect the complexities of lived experience, and show how experiences combine to create situations that are more likely to be connected to the commission of violent crime. Many of these theories focus on socialization during

childhood, how it is affected by environmental factors, and how this combination is moderated through protective factors towards the commission of crime. There are two major approaches to integrated life course theories: multi-factor theories and life course theories.

Multi-factor theories combine analysis of many different variables. There are two primary multi-factor theories: the social development model and integrated theory. The social development model argues that an important causal factor of the commission of crime is anti-social childhood socialization (Catalano & Hawkins, 1996). The theory argues that children's socialization is influenced by the

perceived opportunity for involvement in activities/interactions with others; the level of involvement in activities/interactions; the skills to participate in these activities/interactions;

“I could never ever hit my children. I’ve got three kids and not once have I ever hit. But see, that’s opposite to the way I grew up.”

(Offender of Interpersonal Violence (with strangers))

and the reinforcement perceived from these activities/interactions. These factors are causally related; when they are all positive (e.g., high perceived opportunity for involvement, leading to high involvement, leading to higher skill, and reinforcement), a social bond is created to the group, and thus the norms, behaviours, and values of the group are taken up by the individual. If the commission of violence is normative within the group, the individual is more likely to then commit violent acts. The second form of multi-factor theories is the integrated theory. Integrated theory connects experience of strain to weakened social bonds towards mainstream institutions and individuals, which fosters increased social bonds to deviant peers (Elliott, Ageton, & Canter, 1979). This relationship leads to learning of anti-social values and norms. This theory predicts that youth living in socially disorganized neighborhoods would be more likely to experience strain as well as anti-social peer socialization. Evidence to support this anti-social peer socialization was demonstrated when one of the interviewees discussed his friends. “All of us were pretty much the same. I don’t know any of my friends who don’t have criminal records, [or] weren’t in trouble with the law.”

Life course theories focus on individuals’ life histories and on the connection between stage in life and criminal activity. There are four main life course theories: the theory of delinquency (Moffitt, 1993), the theory of delinquent development (Farrington, 2003), interactional theory (Thornberry, 1987; Thornberry & Krohn, 2005), and age-graded theory (Sampson & Laub, 1997). Delinquency theory hypothesizes two types of life course of people who commit violent crime: those who persistently commit crimes throughout their lives, and those who commit crimes during adolescence and stop in early adulthood. The causes of each type are quite different: the former type is caused by the combination of many negative factors, including poor parenting, unstable family bonds, and poverty; the latter type is almost normative and is caused by lack of access to power during adolescence. The theory of delinquent development was based on a study of the life histories of 411 boys, and found many factors related to higher rates of criminal activity, including being male, being part of a large low income family, having parents/siblings who have criminal records, and having parents who are separated/divorced. Poor parenting was also related to future criminality. This issue of parenting came through explicitly in one of the interviews. This interviewee discussed his desire that his parents could have done more as parents and of the difficulty brought about by the values his parents instilled.

My mom was real subservient...she had no self esteem whatsoever. Whatever [Dad] said, that was it....And I grew up thinking that's what was absolutely normal, that was perfectly alright. You know, this is the way women are supposed to act.

The life histories study went beyond just a single generational effect and found that people who had poor family lives tended to create poor family lives for their children, thus perpetuating the cycle. In addition, this theory also highlighted protective factors that were

“I started to come apart at the seams, and I had, that’s when I first started to get help.

(Former Victim of Child Abuse on Dealing With His First Child)

likely to prevent commission of crime, including having a shy personality, having a stable family, and being highly regarded by one’s mother. Interactional theory assumes that delinquency is an event which is influenced by the individual’s life course, that delinquency has many causes which are related to and reinforce one another in positive feedback loops, and that these causes of delinquency affect an individual inversely proportionate to their experience of protective factors. Like the previous theory, interactional theory assumes delinquency in adolescence to be

almost normative for men, and that this delinquency is strongly related to experience of poverty and disorganized social networks. Age-graded theory suggests that the cumulative experience of disadvantage, where negative experiences increase the likelihood of future negative experiences, create weakened bonds to society, which is related to the commission of crime. The theory posits that life events increasing social capital (such as marriage/ new career) are likely to interrupt the commission of crime.

Critical Theories

Critical theories reframe the focus of discussion of violence: while non-critical theories focus on violence as the aberrant acts of individuals, critical theory broadens the definition of violence to include systemic oppression. Critical theories highlight the links that exist between systemic, legitimized violence and individual, illegitimate violence. As critical theories are based on class analysis, they are fundamentally grounded in Marxist analysis; many include concepts from conflict theory, interactionism, postmodernism, contemporary feminism, and critical race theory. The different forms of critical theories on violence share the following

assumptions: that the economy sculpts both crime itself and the criminal justice system, including an analysis of how the economic system intersects with gender, race, class, and ethnicity; and that the state is not effective at preventing crime and perpetuates various forms of oppression. Many critical theories merge analysis of macro-level violence (e.g., systemic racism) and micro-level violence (e.g., individuals committing violent acts; e.g., Coady, 1986; Jackman, 2002; Turpin and Kurtz, 1997). Critical theorists argue that conventional approaches to criminology have centered on legal definitions of violence, which narrow the focus to acts of violence committed by an individual that have immediate, direct effects on another individual, and thus down plays other equally damaging forms of violence (such as corporate violence or institutional racism). Further, critical theory assumes that legal definitions of violence have been created by the powerful members of society, and thus serve to protect their interests, rather than the interests of all members of society. Many critical theorists seek to change the definition of violence to one that includes psychological, economic, and social harm, as well as physical harm.

Two subtypes of critical theories incorporate this redefinition of violence to examine racism as a form of violence, and state/corporate violence. Critical theories that focus on racism as violence overlap with perception of injustice theories in their analysis of the connection between racial discrimination and violence. However, where perception of injustice theory seeks to explain violence committed by individuals who are racial minorities, most critical race theories focus on how the experience of racism constitutes violence. Critical theories regarding state and corporate violence focus on forms of violence that have been invisible and normalized by conventional definitions of violence. Critical theorists highlight how corporations knowingly cause harm (e.g., Finley, 2006), and actively avoid changing their practices to avoid harm (e.g., Barak, 1991) in order to disprove the idea that corporate violence is unintentional or innocuous. Critical theorists also highlight how the state institutionalizes violence through many different means: an example given is the legitimacy granted to violence committed by police officers. Critical analysis of the relationship between macro and micro level violence supports the idea that state level violence contributes to individual level violence: for example, studies have found harsh 3-strike laws to be related to higher levels of homicide (Kovandzic, Sloan, & Vieraitis, 2002; Marvell & Moody, 2001).

Additional Theories of Violence

The Review of the Roots of Youth Violence (2008) provides a very thorough overview of the major theoretical approaches to the study of violence, which is particularly useful for elucidating the connection between experience of inequality and the commission of violence. However, the report does not address two of the strongest predictors of the commission of violence: gender and racial identity as aboriginal. This absence is a reflection of the dearth of theorization within criminology regarding being male and being aboriginal as predictors of the commission of violence. The two factors are particularly relevant because when they each intersect with experience of inequality in the form of poverty, the likelihood of commission of violence is highest.

Gender

Maleness is often taken to be the norm, and thus theories incorporating an analysis of gender in their explanation of the commission of violence often focus on women who commit violent crimes. However, as the vast majority of violent crimes are committed by men, clearly gender is an important factor to consider regarding the commission of violence. Theories analyzing gender and violence overlap with many of the previously outlined theoretical approaches to violence, including biological, psychological, and socialization, as well as theories that are more environmental in focus.

Like anomie theory, socialization theories regarding masculinity and violence highlight how the commission of violence is not a rejection of societal norms. Rather, it is the expression of high adherence to masculinity, particularly a form of hyper masculinity (e.g., Beesley & McGuire, 2009). Further, theories of masculinity highlight the connection between hyper masculine values and the commission of violence as mediated by vulnerability: like strain theory, these theories highlight how the lack of other routes to high self image causes men to use violence as a means of gaining respect and power (e.g., Toch, 1998). Thus, men living in poverty will be more likely to commit violence because violence is seen as a means of gaining power. This is echoed by Hornby (1997), who argues that violence is a means towards masculinity, rather than a result of masculinity. Brooks and Silverstein (1995) also combine strain theory with an analysis of gender: they argue that lack of success in attaining masculinity causes men to experience strain, which leads them to commit violent acts. They highlight how

a lack of success in attaining masculinity often overlaps with environments with few resources and where threats to masculinity exist, such as poor neighbourhoods. They also highlight how, in these environments, a “cult of masculinity” which values hyper masculinity is more likely to be created. These “cults” socialize men to respond to their situation with violence; thus, this theory explains why men who experience poverty are more likely to commit violence than women who experience poverty. Clearly, many of the major theoretical approaches to violence would be ameliorated by conducting a gendered analysis of violence.

Race

Many of the theories of violence are based in the United States and are focused on the relationship between racial identity as black and the commission of violence. In Canada, the racial group most likely to commit violent crimes is people who are aboriginal. The historical legacy and current context of black people in the United States in comparison to aboriginal people in Canada is quite different, and thus these theories do not adequately address the situation in Canada. However, this inadequacy is not surprising, as most critical race theorizing has been focused on the United States, and there is very little research regarding the relationship between the commission of violence and identity as an aboriginal person. While there is research regarding the cycle of poverty created by systematic oppression, and regarding violence against women within aboriginal communities, more research on the connection between overall conditions of aboriginal communities and violence must be done.

Prisons and Recidivism

In Canada, with the exception of wrongful convictions, serving time in prison is always preceded by the commission of a crime. Prisons cannot therefore be seen as a root cause of someone becoming a criminal. However, the impact of prison on recidivism does allow prison to be viewed as a root cause of continued and increased criminality among former prisoners.

A study by Gendreau, Goggin and Cullen (1999) for the Solicitor General of Canada conducted a meta-analysis of the impact of prison on recidivism. They reviewed fifty studies covering

“I see the purpose of punishment, but beyond that, how could the correctional system then turn these people around and make them into productive citizens again?”

(Former Offender)

336,052 offenders and concluded that “prison produced slight increases in recidivism” and that “there was some tendency for lower risk offenders to be more negatively affected by the prison experience” (Genderau, Goggin & Cullen, 1999, p. 2).

They make four recommendations based upon these findings:

1. Prisons should not be used with the expectation of reducing criminal behaviour.
2. On the basis of the present results, excessive use of incarceration has enormous cost implications.
3. In order to determine who is being adversely affected by prison, it is incumbent upon prison officials to implement repeated, comprehensive assessments of offenders’ attitudes, values, and behaviours while incarcerated.
4. The primary justification of prison should be to incapacitate offenders (particularly, those of a chronic, higher risk nature) for reasonable periods and to exact retribution (Genderau, Goggin & Cullen, 1999, p. 2).

This negative impression of the ability of prisons to rehabilitate was echoed by two interviewees. One interviewee explicitly referred to prison as a “crime school”. He added that by “sending them away for longer sentences you just get worse criminals getting out...It’s like pouring gasoline on a fire.” The other interviewee discussed his difficulty in getting treatment despite his desire to change.

The way they treat people there is just like animals. I mean, you wonder why people come back violent, I mean, basically it’s a meat grinder kind of system. And I was really anxious to start at getting all this counselling while incarcerated, but none of that was able to happen.

These findings are particularly relevant as the Government of Canada has recently introduced legislation to toughen prison sentences. In addition, a report *A roadmap to Strengthen Public Safety* (2007) makes recommendations to change the focus of Correctional Service of Canada (See Appendix A)

(Re)Integration of Offenders of Interpersonal Violence

Section Author: Julie Thompson

Reintegration from prison is traumatic and complex. This is especially true for individuals who have decided to make significant changes in their life in order to be more successful in the community. For those, you can argue that they are ‘integrating’ into the community, rather than reintegrating, as they will be changing communities, relationships, and their coping strategies, in an effort to create a new life.

This reintegration takes place at three levels. The formal level of reintegration is typically carried out with the support of professionals. The issues can include, arranging to be placed on subsidized housing lists, arranging for identification upon release from prison and medication issues. Issues at the informal level of reintegration are typically resolved without the support of professionals. The informal level primarily involves the successful immediate orientation and integration into the community. The final level of integration is social and emotional. This level is typically not addressed by professionals and if it is, the supports are limited. Individuals reintegrating at this level must face questions like where do they fit into society and how will they emotionally cope with a new environment. (see Table 4).

“You were stuck in a box with a bunch of kindergarteners, what I called them, a bunch of kids essentially, it was a zoo, you know, anybody brought up there, anybody having to spend any length of time in that kind of atmosphere, there’s no way they are ever going to come out in a sociable manner.

It was just terrible.”

(Former Offender)

Table 4: Three Levels of Offender Reintegration

<u>Formal</u> Practical Issues Involving Existing Professional Supports.	<u>Informal</u> Smaller Practical Issues With Little or No Existing Professional (Formal) Supports.	<u>Social/Emotional</u> Emotional Support Issues.
<p><i>Clear concrete needs that a person is able to identify by themselves.</i></p> <ul style="list-style-type: none"> -needs that can be addressed as soon as the person enters the prison. - support for the person in identifying needs and developing possible solutions, linking these to the appropriate professional services 	<p><i>Issues that arise closer to release or once the person is in the community.</i></p> <ul style="list-style-type: none"> - require quick problem solving - not necessarily from professionals 	<p><i>Issues that arise approaching release and during the reintegration process.</i></p> <ul style="list-style-type: none"> - some are recognized by the person (especially if they have had previous experience with leaving prison) - many unexpected needs not identified until after the person is in the community - most are not specifically nor adequately addressed by existing professional supports
<ul style="list-style-type: none"> · identification (i.e. health card, birth certificate) · subsidized housing lists · financial services · education · jobs/ career counselling · professional counselling · daycare · immigration · legal · family doctor · medication -prescriptions - who pays? · prerequisites for treatment programs · referral to community supports · social assistance · reunification of family · etc. 	<ul style="list-style-type: none"> · appropriate clothing · furniture/ pots and dishes · orientation to the community, (i.e. how to use the transit system) · transportation – court, grocery store, pick up belongings · short term baby sitting · Escorted Temporary absences (ETA) and Unescorted Temporary Absences (UTA) · Finding, cleaning and moving into a <u>decent</u> place to live. 	<ul style="list-style-type: none"> · day to day support – leaving a house of ten to live alone · Self-identity - where do they fit in? – What are the decisions they need to make? What are their options? · support reintegration into community, family and the workplace · support healthy decision making and problem solving · recognition and celebration of achievements · crisis management · parenting support · encouragement · reorganizing their sense of safety and containment · loneliness · how to spend time · positive self- development · increase quality of life · etc.

Broadly, reintegration consists of choosing a community, finding housing, getting a job and finding your place in the community. There are several layers and stages unfolding over months, sometimes years. Many of the issues of reintegration are not adequately recognized by the person reintegrating or the services supporting them.

When a person goes to prison they are very publicly removed from their community. Our justice system, starting with the arrest and proceeding to incarceration, can be a jarring and intimidating process. People may feel humiliated, shamed, sorry, and scared. This may manifest in depression, anxiety, withdrawal or defiance.

Once incarcerated, the person is held in custody out of sight of the community, for the community's protection and for the individual's punishment. This creates a further divide between the person who is now incarcerated and the community. Myths and fear around people who are incarcerated become reinforced and more pronounced in the community. The person who is incarcerated - usually coming from marginalized circumstances including poverty, low education, mental health issues, substance use issues and physical and sexual abuse - becomes further isolated and dislocated from the community. Similar to the myths and fears developed by the community, the 'inmate' develops myths and fears about the community, and his or her place in it.

"I'm damn grateful I live in a country where you at least can get some help."

(Former Offender)

Returning to the community from prison presents many hurdles. In Canada's federal prison system, it is stipulated that reintegration back to the community begins the first day an individual arrives in prison. The person will work with their correctional officer to develop a correctional plan to address factors leading to their crime and to develop basic life skills based on a multitude of correctional assessments. These include lack of education, employment barriers, and problematic substance use; addressing past acts of abuse and violence and lack of psychological counselling to address trauma issues. Some people also work on behavioural cognitive issues and on developing parenting skills. However, corrections, by its very nature,

focuses on an individual's deficits, further dehumanizing and deflating the individual, until they learn to define themselves by their weaknesses rather than by their assets and strengths.

Once a person has proceeded through a set amount of time and their correctional plan, they become eligible for temporary absences and parole. This is part of a tiered reintegration process that attempts to gradually have people acclimatized back to the community in order to improve their ability to cope successfully with the transition. This tiered approach to reintegration has been in place since the 1970s. Under this system almost all prisoners who are not released on parole (eligible at 1/3 of sentence) are released at 2/3 of their sentence on statutory release. Once released they are put under mandatory supervision. This gradual release from prison is an effective approach as Corrections' own research has shown that 'least restrictive measures' produce the greater degree of success with people returning to the community from prison. Relatively few violent offences are committed by individuals on statutory release. For example from 2006 to 2007 Jackson & Stewart show that 117 violent offences were committed by individuals on statutory release or only 0.035% of all violent crimes for that year (2009, p. xxiii).

Many people will be released by the parole board before statutory release. This process begins with a person who has worked on their plan and is progressing well. Ideally, their correctional worker will see this progress and support their application for parole. The decision about parole is made by the parole board, a separate body from Correctional Service of Canada which renders its decision entirely separate from the institution. The person can prepare for their hearing, but never knows until it happens whether or not they will be successful and their plan will be implemented. Psychologically, this is hard for many to manage and some even waive their right to parole in order to avoid this tremendous anxiety. If a person is successful, they must leave within days. If they are not, they wait at least 6 months before they can reapply. In that time, the release plan that they worked on may no longer be possible and the person will need to develop a new plan.

If a person is granted parole, they leave the prison within days. This can be harsh and overwhelming to a prisoner. For people serving sentences of years, the return to the community is bewildering. Many people do not have anyone to meet them at the gate. They

leave with a bus ticket and some personal belongings. They suddenly have to make their own way to the city they will be moving to, check into the local police station, and find their half way house.

Research shows that a person away from their own culture for a year or more typically experiences culture shock when they return, through a process called reverse culture shock (Polsky & Fast, 1993). I have personally witnessed this with people returning to the community. Many people leaving prison have said to me they feel that they had a big ‘Federal Inmate’ sign on their forehead, letting the world know that they have just gotten out of prison. This exacerbates their sense of shame and isolation.

“It’s nice to just walk down a community trail and old people say good morning, and smile at me. You know, 20 years ago there’s no way.

They wouldn’t have, they would not have.”

(Former Offender)

For people who have decided to make real changes in their life and have taken their time in prison to learn skills, and upgrade their education, the fear of leaving prison and failing increases. They have spent months or years reflecting on their past and learning how to make better decisions for their future. Many feel that they have addressed their addiction and abuse issues in prison; however, once released, the person is bombarded with people, places and things that trigger cravings for drugs, alcohol and other old ways of coping that they may be unprepared to handle.

Many have ‘drug using dreams’ just prior to release as a response to the positive and negative anticipation of release. They would have participated in substance abuse treatment as part of their correctional plan. Akin to teaching someone how to use a computer program without a computer to practice and then years later expecting the computer training to be relevant; ultimately, many, if not most people with addiction issues leaving prison relapse. They often feel thoroughly set up for failure due to false hope and experiences around their recovery. Individuals leaving prison envision themselves as successful but lack of resources and relationships lead them to failure (Fortune, Thompson, Pedlar and Yuen, 2010).

Psychologically the issues faced by people leaving prison are enormous. They are overwhelmed by ‘freedom’ and lack of structure. In addition, the stigma of incarceration can be crippling. Some people leaving prison find themselves answering inappropriate questions relative to their crime in order to set up bank accounts, find a family doctor, rent an apartment or in trying to find a job, reinforcing the sense of stigma.

“While rehabilitation and reintegration are primary objectives of Women’s Corrections in Canada today, the experiences of the women suggest the existence of persistent systemic barriers to rehabilitation and reintegration. Successful re-entry to the community becomes particularly challenging in the absence of a strong support system on release. The result is often revocation of parole without the women having committed a new offence.”

(Pedlar, Arai, Yuen, and Fortune, 2008)

Once out of prison, another big hurdle to successful reintegration is the impact of friendships. For many, past relationships or relationship patterns have contributed to their imprisonment and in an attempt to be successful in reintegration they move to a different city. This can further isolate people. Once individuals begin to meet new people, some struggle to even know the difference between a healthy relationship, and one that will take them back to the lifestyle that took them to prison.

Most people serving time in prison have very low self-esteem. Many are in recovery from an addiction, and are in the process of learning to cope with chaos that comes with having used drugs or alcohol. Eighty percent of women in prison are victims of abuse and trauma (Correctional Service of Canada, 1995). These issues bubble to the surface with the increased stress of leaving the prison. One in five experience mental health issues (Correctional Service of Canada, 2006) which are exacerbated by the stress of prison. Many are on prescription medications to help deal with depression or anxiety. When they are released, they are given three days worth of medication, often with no family doctor to renew the prescription, and seldom a means of paying for it. On top of all the stress of reintegration many therefore have the added stress of facing withdrawal from medication.

All these factors culminate in their world feeling like it is spinning out of control. Feelings are overwhelming, and everything seems to be working against him or her. This often results in a return to old coping strategies like substance use, debt accumulation or other high-risk behaviours. These

strategies help him or her to feel “normal” again. Ironically, prison often feels safer for people leaving prison, than the community. I would estimate that 90% of the clients I work with call in tears at some point during their reintegration saying that they want to go back to prison because it is too hard ‘out here’. This speaks volumes about the difficulties faced upon reintegration.

Of the people that I have worked with over the past 12 years who are incarcerated, my experience is that most want to take responsibility for their lives. Most want to make positive lifestyle changes. Most want to become better mothers. Most are very open with our staff and volunteers. And none want to come back to prison.

Employment is a big hurdle for people leaving prison. Already feeling insecure on the outside, how do you get a job that pays decently, or at all, with a criminal record? Without a job, how do you afford a decent place to live? The majority of people coming out of prison lack education and honest employment skills. They have to explain their absence in the work force and will avoid positions that require a criminal record check. Finding a decent job can be very difficult. If their crime was an economic one, e.g., dealing drugs, fraud, robbery it may be difficult to work at a job where you are making minimum wage, knowing that within a matter of hours you could make thousands of dollars. Going ‘straight’ for some, brings huge disadvantages.

The transition can be especially difficult for female offenders (Pedlar, Arai, Yuen & Fortune, 2008). For most women, retuning to family and trying to reclaim their ‘mother status’ proves difficult as their children have been moved so that extended family or mother in-laws care for them. In some cases, siblings have even been placed separately. Women who are not able to remain in the community and who lack appropriate family support to look after children may place the child in child protection services. They then face the added stress of having to prove themselves fit as a parent to regain custody- even though they themselves made the decision to give their children to the Children’s Aid Society.

In 1995, Correctional Service of Canada released *Healing Between Federally Sentenced Women and Communities* in which they noted that " the integration of women into the

community becomes a very important crime prevention concern, because of the negative influence that imprisonment has been found to have on future crime; and, as well, because research has shown that children of imprisoned mothers are five times more likely than their peers to be labeled and processed as delinquents" (Correctional Service of Canada, 1995).

In the federal system the person leaves prison on day parole and serves one-third of his or her sentence in a halfway house under the supervision of a parole officer. For women, there are not many halfway houses due to the small number of female offenders, which forces many to move to a city far from the community where they plan to settle. This can further complicate the process of reintegration.

When considering what we want from our justice system, we should think about what kind of people we want to be released from prison. In Canada, most prisoners will be released. Research abounds that retributive justice does not produce better citizens. On the contrary, it produces further marginalized, desensitized and even dehumanized individuals. It takes society's problems of crime and makes them worse. The social and economic impacts are devastating and compound over generations. Recognizing the failures of the justice system south of the border illustrates that point only too clearly. Many American states are paying more for their prison system than for their education system.

Incarceration, as recognized by the cutting edge *Creating Choices* (Task Force on Federally Sentenced Women, 1990) document that initially guided Canada's women's federal corrections overhaul in the 90s, *can* be an opportunity for people to address the issues that caused them to go to prison. In addition, by providing an environment of dignity and accountability, where women could make real choices and live the real consequences of those choices, people can develop or maintain basic skills essential to their success in the community. It is impossible to effectively punish (dehumanize) and rehabilitate (humanize) at the same time. Our society has to make a choice but only one choice leads to a safer community for all of us.

Theoretical Approaches to Victimology

Section Author: Lisa Armstrong

Becoming a victim of interpersonal violence is not considered a random occurrence. There are factors and influences that place some individuals at a greater risk of experiencing interpersonal violence than others. In order to understand these factors and influences, the sub-discipline of criminology - victimology - can provide a guiding theoretical framework.

Victimology focuses specifically on victims, including victims of violence, whereas other disciplines that study victimization such as psychology, sociology and policy studies use either a narrow lens that focuses on a small aspect of victimization or a broad lens that includes social issues. Overall, victimology theories are most relevant to understanding the factors that increase the likelihood of being involved with interpersonal violence.

There are some perspectives within victimology that resist having a theoretical framework specific to victims. Viano (1992) rationalizes that the study of victims and victimization can be adapted to other disciplines depending on the purpose/goal of the research being conducted. This seems to be how most research regarding victims is conducted, and as a consequence there is little in the way of a shared understanding of what causes victimization. Additionally, most of the activity concerning victimology is focused on practical application, and as a result there is limited activity in terms of theory advancement (Fattah, 1997).

“Multiple victimization cases are closely linked to opportunities for crime, which suggests that if the circumstances of multiple victimization were better understood, prevention strategies could be developed that would have a greater impact at the level of the community.”

(Savoie, Bedard & Collins, 2006, p. 42)

In an article reflecting on the field of victimology, Fattah (2000) has summarized the different approaches to victimization into ten categories (see Table 5).

Table 5: Approaches to Victimization (Fattah, 2000, 30- 32)	
Approach	Description
Opportunities	Linked to the characteristics of potential targets (persons, households, businesses) and to the activities and behaviour of these targets.
Risk Factors	Related to sociodemographic characteristics such as age and gender, area of residence, absence of guardianship, presence of alcohol etc.
Motivated offenders	Offenders do not choose their victims/targets at random but select their victims/targets according to specific criteria.
Exposure	Exposure to potential offenders and to high-risk situations and environments enhances the risk of criminal victimization.
Associations	The homogeneity of the victim and offender populations suggests that differential association is as important to criminal victimization as it is to crime and delinquency. Thus individuals who are in close personal, social, or professional contact with potential delinquents and criminals run a greater risk of being victimized than those who are not.
Dangerous times and dangerous places	The risks of criminal victimization are not evenly distributed in time or space- there are dangerous times such as evening, late night hours and weekends. There are also dangerous places such as places of public entertainment where the risks of becoming a victim are higher.
Dangerous behaviours	Certain behaviours such as provocation increase the risk of violent victimization while other behaviours such as negligence and carelessness enhance the chances of property victimization. There are other dangerous behaviours that place those engaging in them in dangerous situations where their ability to defend and protect themselves against attacks is greatly reduced. A good example is hitchhiking.
High-risk activities	Among such activities is the pursuit of fun, which may include deviant and illegal activities. It is also well known that certain occupations such as prostitution carry with them a higher than average potential for criminal victimization.
Defensive/avoidance behaviours	Since many risks of criminal victimization could be easily avoided, people's attitudes to these risks may influence their chances of being victimized. It goes without saying that risk-takers are bound to be victimized more often than risk-avoiders. For example, the elderly by curtailing their day and night time activities reduce their exposure and vulnerability to some forms of victimization.
Structural/cultural proneness	There is a positive correlation between powerlessness, deprivation and the frequency of criminal victimization. Cultural stigmatization and marginalization also enhance the risks of criminal victimization by designating certain groups as 'fair game' or as culturally legitimate victims.

The majority of the research looks at characteristics of the individual and individual behaviour to explain victimization. Research with this emphasis can be classified under a larger umbrella term of positivist approaches to victimology. This approach, as described by Spalek (2006), emphasizes three main aspects: the “non-random pattern of victimization; the examination of how victims contribute to their victimization; and a focus upon interpersonal crimes of violence” (p. 34).

This research has been criticized for promoting a “blame the victim” ideology and for not analyzing how social and cultural norms encourage who is considered a likely victim. An additional criticism levied against this stream of research is the tendency to promote a dichotomy between victims and offenders (this will be explored later). Lastly, positivist approaches to victimology are also criticized for their implications for crime prevention. By focusing the analysis of causes of victimization on individuals and individual characteristics or behaviours, the broader social factors that contribute to crime and victimization are ignored and unaddressed.

Other approaches to victimology have been formed in response to the positivist approach. For example, Spalek (2006) and Walklate (2007) describe three other approaches: radical, feminist and critical victimology. If victimology theories were to be placed on a continuum, the radical approach would be opposite the positivist perspective, as radical victimology broadens what it means to be a victim of crime. This perspective includes social oppression and capitalism as a victimizer. Radical victimology places particular emphasis on capitalism and how a capitalist system creates victims through social inequality. Similarly, feminist victimology has critiqued and challenged positivist victimology, although this perspective uses patriarchy as a frame of victimization.

Though radical and feminist approaches to victimology serve as a useful critique of positivist victimology, these two approaches use specific lenses to analyze victimization. Critical victimology on the other hand seeks to create a more inclusive approach. Critical victimology emphasizes multiple structures such as race, class, gender and age, and aims to identify a connection between victimization and political, economic and social processes. Other forms of

victimology may view victims as either passive or responsible for their victimization, but critical victimology aims to uncover the nuances within this relationship.

So who is a Victim of Crime?

In Tables 6 and 7 there are summaries from Fattah's (1991) discussion on victim selection and victim proneness. Based on a summary of the national surveys, Fattah (1991; Fattah, 1997) has made an interesting observation. It seems that being young, male, single, unemployed, and of low socioeconomic status are characteristics of individuals who participate in violent crime as well as those who are victims of violent crime. In other words, those who experience violent crime, as either victims or participants, have more common characteristics than those individuals who do not experience violent crime. There is limited research that investigates why this is the case.

Table 6: Victim Selection (Fattah, 1991)				
Proximity	Attractiveness	Accessibility	Manageability	Risk
Distance to travel	Lucrativeness /profitability: potential yield, likely payoff	Temporal accessibility	Ability to control situation	Level of security
Awareness: victim within offender's awareness space	Appropriateness: negative attributes facilitating neutralization	Physical accessibility	Size of establishment	Level of surveillance
Familiarity: victim within offender's search space	Physical attractiveness: (sex crimes)	Location, site	Number of people	Degree of situational danger from the victim, third parties, and the police
Safety/security/confidence: victim within offender's action space	Personal traits of the victim	Layout	Ease of generating compliance	Estimate of potential sanctions
		Ease of access	Likelihood of cooperation	
			Likelihood of resistance	

Table 7: Proneness (Fattah, 1991)

Approach	Description
Spatial Proneness	As the number of people in an area increases so does the risk of victimization
Structural Proneness	There are certain aspects of social structures that increase risk factors for certain populations e.g., Young people, women (patriarchy) etc
Deviance related proneness	Being a participant in crime increases the risk of victimization
Occupational Proneness	Certain occupations have a stronger association with crime than others.

Victim-Offender Relationship

Another interesting concept that is recently being explored regarding the relationship between victims and offenders is the notion of mutual exclusivity between these two groups. Above it is noted that within victimology there have been some shared characteristics identified between victims and offenders, while other researchers have noted a different relationship for those who have experienced childhood sexual abuse. These researchers argue that victims (of childhood sexual abuse) may be more likely to become perpetrators of abuse, or similarly, that perpetrators may be more likely to have been victims of sexual violence (Glasser, Kolvin, Campbell, Leitch, & Farrelly, 2001). Other research has shown that the involvement in violence as a victim or perpetrator decreases with treatment (MacDonell, 2010). Most of the research has focused on men, though there has been some research that focuses on women; nevertheless, there have been mixed results supporting the existence of a cycle of violence. One study found that of all the victims in the study, a higher percentage than the general population became perpetrators. On the other hand, of all the perpetrators, only a small percentage had been victims (Glasser, 2001). The other result possibilities are:

- a) The majority of victims become offenders and the majority of offenders were victims
- b) The majority of victims become offenders and the minority of offenders were victims
- c) The minority of victims become offenders and the majority of offenders were victims
- d) The minority of victims become offenders and the minority of offenders were victims

Wilcox, Richards, & O’Keeffe (2004) summarize the literature regarding the victim-offender relationship and conclude that there has been evidence for both the majority of perpetrators

being victims and few perpetrators being victims as well as few victims becoming perpetrators. Overall the results are inconclusive, as some studies look only at offending during adolescence towards other adolescents while others look at offending in general. Additionally, the type of abuse perpetuated in adulthood- physical, sexual or other - is often not clarified. This suggests that there is a correlation but that causation cannot be derived from the relationship.

Summary

Throughout the literature many factors are discussed that increase the likelihood of a person experiencing victimization. Some of these factors focus on individual characteristics and behaviours while others look to social conditions and norms that place some groups of people at a higher risk than others. However, identifying specific causes of victimization is unlikely considering the complex and complicated relationships between victims and offenders and the circumstances in which crimes occur.

Reflections

Most of the researchers investigating victimization seem to look at individual characteristics *or* social influences of victimization. When looking at the individual characteristics of victims, blaming phrases such as “Dangerous places of public entertainment” (Fattah, 2000, p 31) and “pursuit of fun” (Fattah, 2000, p. 31) are often used. While social structures such as race, gender and other oppressions are investigated, broad social groupings can ignore individual variation and exceptions. In reality an individual’s experience of victimization is likely to be influenced by a combination of both of these approaches. To continue with the quotes from Fattah (2000) above, I would add that the locations and activities available to each individual are influenced by social structures. For example, historically, husbands were allowed (by social norms and at one time by law) to abuse their wives and children. Additionally if social groups encourage some groups to pursue violence (e.g., boys are often taught to fight and stand up for themselves) this can impact the distribution of victimization. With these complex and integrated experiences, theories need to reflect these nuances while allowing for the adaptation of different types of victimization and victims.

What factors aid an individual's healing from interpersonal violence and prevention of future violence?

Section Author: Lisa Armstrong

Despite victimology's emphasis on victims' experiences of crime and the desire within the field to understand victims, there is little theory regarding what happens and what should happen after victimization. Some studies have noted that victimization is associated with post-traumatic stress disorder and/or other mental health issues (Paolucci, Genuis, & Violato, 2001), becoming an offender in the future (Glasser, 2001) and increased victimization or re-victimization (Widom, Czaja, & Dutton, 2008; Macy, 2007). In terms of re-victimization, there are several factors that contribute to this experience. However, the factors addressed within the research are specific to types of victims (e.g., age, gender) and types of victimization (e.g., intimate partner violence, child sexual abuse). It should be noted that most of the studies look only at women who experience sexual violence and ignore men who experience sexual violence. The re-victimization that people may experience from non-sexual crimes is also given little attention. The ideal means to prevent these negative outcomes, to increase healing, and to prevent future involvement with violence, is not clearly established in the research.

“I think I just learned to absorb it and suck it up and bury it deep within because that was kind of the safest way to deal with it growing up. So even close friends I have, I started talking about it now and they were like ‘What? That’s what your house was like? That’s what your parents were like?’”

(Victim of Child Abuse)

Social support has been identified by several studies as important for preventing re-victimization and increasing healing. In general, when a victim of interpersonal violence discloses their experience, it is important to provide a supportive and a non-judgmental response. For example, in a study building on theory that social support decreases the risk of re-victimization, Mason, Ullman, Long, Long, & Starzynski (2008) investigated the role of social support for adult women who had been victimized. They found the quantity of social support to be unrelated to re-victimization, but clarify that the quality of social support is important. That is, those supports that offered a safe and accepting space to have a better chance to prevent re-victimization. Additionally, those who disclosed their experiences to friends were less likely to be re-victimized than those who disclosed to family and formal

supports. From this finding the authors infer that the quality of the reaction when victims discuss their experience influences re-victimization.

“... a lot of it actually stems from the violence that he experienced and the sexual abuse and the physical abuse that he experienced in his home growing up.”

(Victim of Child Abuse on Understanding His Father’s Abuse)

In recent literature regarding men’s experiences with sexual violence, factors that prevent re-victimization have been explored. Similar results have been found regarding the prevention of re-victimization such as creating safe and healthy connections with others (Kia Keating, 2010). Finding a sense of belonging was important for these men to cope with their experience. Though therapy was one means for men to create a healthy relationship, relationships with others, including pets, were also important for adaptation. Similarly, Bybee and Sullivan (2005) found that being employed, being satisfied with their quality of life and having emotional and informational support were important factors in decreasing the risk of re-victimization.

Most of these studies focus on characteristics of the individual or their behaviour as factors that will prevent re-victimization.

Some studies that have moved away from this idea, such as those done by Obasaju, Palin, Jacobs, Anderson, and Kaslow (2008) have looked at factors related to communities that increase the likelihood of experiencing violence. They found that high community cohesion decreased the likelihood of experiencing intimate partner violence.

Positive social support and belonging are associated with positive outcomes. Furthermore, not belonging to communities or social groups that promote violence and other negative behaviours is also associated with positive outcomes (see Brodsky, 1996).

“I can see how a person like my dad, who had a violent past, feeling out of control when he has kids develops a whole new pattern of choices that are incredibly unhealthy...I don’t think he ever had any support or anything like that that could help him out in that time.”

(Victim of Child Abuse)

Summary of Researcher Recommendations

Many studies conclude with recommendations for future research, policy and practice. Below are some of the practice recommendations from studies regarding victimization.

1. Formal supports

- a. There should be increased training for service providers (doctors, nurses, therapists, etc) regarding violent victimization and how to approach and discuss the experience (Campbell, Wasco, Ahrens, Self, & Barnes, 2001). Specifically, some studies suggest that service providers need training specifically regarding approaching men about childhood sexual victimization, as few service providers actually inquire about this (Lab, Feigenbaum, & De Silva, 2000).
- b. Service providers should work with multiple services and systems to provide a holistic approach (Campbell, Wasco, Ahrens, Self, & Barnes, 2001).
- c. Holistic primary prevention services should be offered to families and children (Vezina & Herbert, 2007).
- d. The benefits of therapy are maximized when service providers display empathy, warmth, and provide rewards (Marshall, 2005). These characteristics should also be expected of legal and medical service providers since Campbell et al. (1999) found that non-stranger rape victims experienced a negative reaction when they sought community services, compounding their post-traumatic stress levels.

2. Informal supports

- a. Friends and family play an important role in providing positive social support for those who experience victimization. This formal support should be offered to the victim and his/her extended support network (Priebe & Svedin, 2007).
- b. Additionally, victims should also receive guidance and take part in awareness campaigns regarding victimization (Priebe & Goran Svedin 2007; Vezina & Herbert, 2007).

Section Three: Methodology

The research methods, in keeping with the values of the Waterloo Region Crime Prevention Council, were developed and implemented using a collaborative approach. The process began with the identification of the research project priorities by the Violence Prevention Plan Implementation Committee, a sub-committee of the Waterloo Region Crime Prevention Council. Next, a research plan was developed in collaboration with another sub-committee of the Crime Prevention Council – the Advisory Group on Research and Evaluation. This finalized research plan was then reviewed by the Wilfrid Laurier University Research Ethics Board (see Appendix C) to ensure the project was ‘ethically sound’. With this approval the community consultation process began.

The first stage of the research project was a survey given to agencies providing service to victims and offenders of interpersonal violence. From October 15, 2009 to February 1, 2010 surveys were sent to 51 community agencies, ten post-secondary institution work units (i.e.

campus security, student services) and twelve government departments.

“Most of these services and programs in Ontario are delivered by local community agencies, and it can be confusing for crime victims to determine which agency has the services most appropriate to their needs.”

(McMurtry, 2008, p.12)

This survey explored what services agencies in Waterloo Region offer for victims and offenders of interpersonal violence, and what the perceived gaps are in services and which areas of the region and populations are underserved (see Appendix D).

While these surveys were being conducted interviews were simultaneously being held with victims and offenders of interpersonal violence. These participants were recruited by placing posters at agencies throughout Waterloo Region that offer services to victims and offenders of interpersonal violence. These interviews were semi-structured. The interview began by exploring the violent incident and

then looked at services accessed following the occurrence. Interviews concluded by asking victims and offenders what services they wished they could have accessed but which were unavailable (see Appendix E). Once completed these interviews were transcribed verbatim. This allowed the research team to review the data line by line to identify recurring issues and concepts which are known as themes.

The results of the surveys and interviews were analyzed and used to develop questions for key informants. The key informants were then selected from agencies providing services for victims or offenders of violence. The key informant questions followed a more structured approach by having the interviewees suggest specific recommendations to address gaps in service. The questions were specifically tailored to each interviewee with the assistance of the Advisory Group on Research and Evaluation. The interviewers deviated from the set questions when key informants noted gaps or assets not previously identified. The Violence Prevention Plan Implementation Committee was utilized in order to identify key informants. In addition, a number of key informants suggested other potential interviewees.

Care was taken throughout this research process to ensure that no harm was done to participants. It was also hoped that interviewees would find the interview process a constructive experience. It was therefore gratifying when, at each stage of investigation, positive feedback was received (see Table 8).

Table 8: Research Process Feedback	
Survey Respondent	“I am thrilled that the Waterloo Region Crime Prevention Council is conducting this research.”
Victim Interview	“I just want to say on the record thanks for the opportunity. I’ve never talked about my experience from a research perspective and I’m actually glad to do it.”
Offender Interview	“Anytime I can talk to somebody about this without having to feel guarded, I take advantage of it because I believe strongly that that is what’s going to ensure that I don’t offend again”
Key Informant	“I’m glad you guys are doing this, it is a pretty important area”

Once the key informant interviews were completed the Violence Prevention Plan Implementation Committee drafted recommendations. The committee began by reviewing every recommendation made by a key informant. In addition, the committee and report authors worked together to develop additional recommendations.

In order to evaluate these recommendations, Violence Prevention Plan Implementation Committee members scored these recommendations on two scales:

- 1) the impact the recommendations would have, either low, medium or high and
- 2) the amount of resources required to implement the recommendations, either low, medium or high.

Feedback on the recommendations was also sought from two community committees with expertise in specific areas: the Domestic Assault Review Team and the Sexual Assault Response Team.

The final recommendations were presented to Waterloo Region Crime Prevention Council for approval on September 10th, 2010. With this approval gained, this document is intended to be used by the Waterloo Region Crime Prevention Council to support agencies and communities within Waterloo Region in implementing these recommendations.

Section Four: Results

Survey Results

Survey responses were accepted from community agencies, government departments and post-secondary education work units from October 15, 2009 to February 1, 2010. In total 73 entities were surveyed with 44 responding, a 60% response rate. Among the respondents 38, or 86% offered services to victims of interpersonal violence and 24 or 54% indicated they provided services to offenders of interpersonal violence.

The survey respondents themselves were mostly Executive Directors (46.3% of respondents) or Managers (22%). A smaller portion were front line service providers (7.3%). There were also a number of 'other' individuals (24.4%) who completed the survey; these individuals were a mix of members of the Board of Directors and Executive Assistants (see Figure 1). Three respondents did not reply to this question.

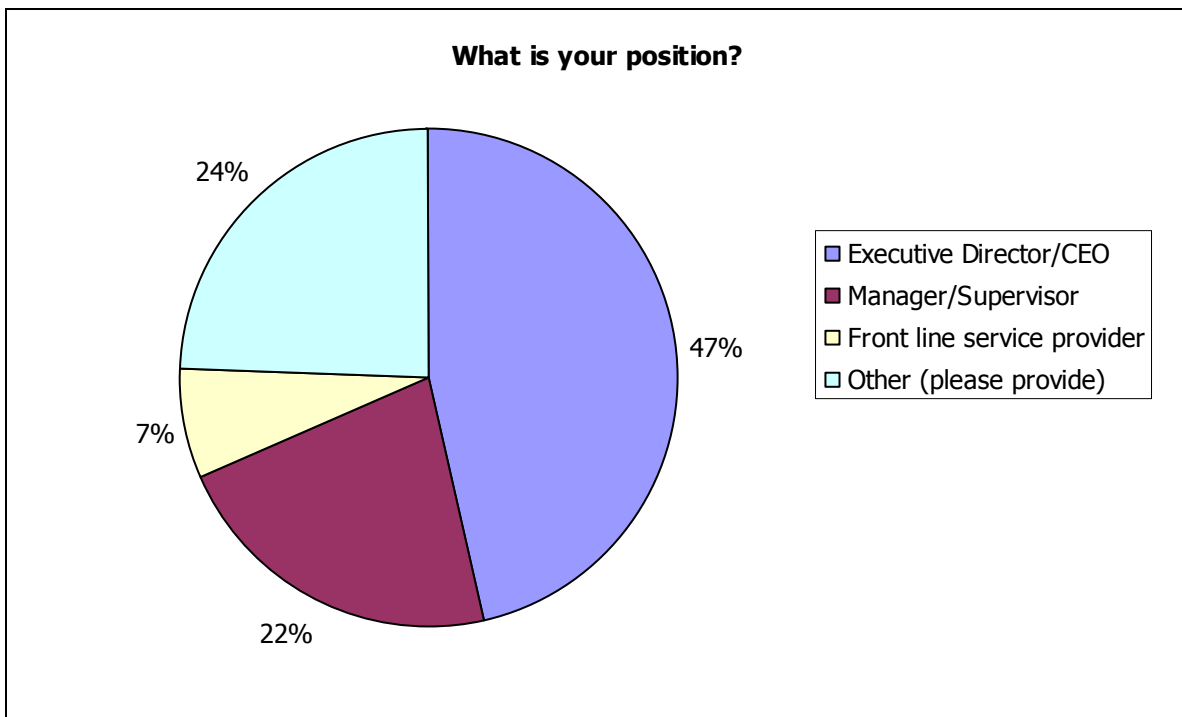


Figure 1: Positions of Survey Respondents

Those service providers who provided services to victims of interpersonal violence were then asked questions about the state of services for victims within Waterloo Region. One of these questions asked in which cities and townships service providers operate and another question

asked, “What kind of service/program does your agency provide for individuals who have been victims of interpersonal violence?” They were then presented with a list of possible services (See Table 9). These two questions provide a method to assess what services are available to residents in the cities and townships within the region.

Respondents were then asked an open ended question, “If you could add one service for victims of interpersonal violence what would it be?” The most common response to this question was the need for more housing. There was little other repetition in responses:

- More housing for victims (5 responses)
- More counselling services (2 responses)
- Legal supports (2 responses)
- Supports for male victims
- Interpretation services
- Victim support groups
- Sexual assault supports for young women ages 12 to 15
- More supports for individuals facing mental health issues
- Trauma treatment
- Concrete crisis intervention program

Victim service providers were also asked an open ended question about the geographic areas in Waterloo Region that do not have adequate services for individuals who have been victims of interpersonal violence. Thirteen of the 38 possible respondents to this question identified the townships or rural areas as having a need for more services. Finally, service providers were asked to identify what populations in the region do not have access to services for victims of interpersonal violence. The LGBTQ (lesbian, gay, bisexual, transgender, queer) community was identified by half of the respondents (12 responses) to this question. Men and immigrant communities both received 10 responses (41%) with elderly and aboriginals both receiving 7 responses (30%) (see Figure 2).

Table 9: Number of Agencies Providing Services for Victims of Interpersonal Violence

	What geographic areas do you serve for individuals who have been victims of interpersonal violence?							
	Total	City of Cambridge	City of Kitchener	City of Waterloo	Township of North Dumfries	Township of Wellesley	Township of Wilmot	Township of Woolwich
Counselling Services	22	16	17	17	13	11	10	9
Job Training	5	5	5	5	3	3	3	3
Job Placements	1	1	1	1	1	0	0	0
Skills Training	3	3	3	3	3	3	3	3
Diversion Programs	2	2	2	2	2	1	1	1
Addictions Services	12	8	10	10	5	3	2	2
Mental Health Services	13	9	10	10	6	5	4	4
Mentorship	4	4	4	4	1	1	1	1
Peer Support Groups	13	12	12	12	8	6	6	6
Legal Advocacy	5	5	5	5	4	4	4	4
Legal Assistance	2	2	2	2	1	1	1	1
24 Hour Support Hotline	4	3	4	4	3	3	3	3
Emergency Shelter Services	7	7	7	7	5	4	4	4
Housing	7	7	7	7	5	4	4	4
Court Accompaniment	12	11	11	11	9	9	9	8
Case Management	19	16	17	17	15	13	12	12
Referrals	29	26	26	26	19	16	16	15
Information Services	26	23	23	23	16	15	15	14
Crisis Intervention	25	19	20	20	16	14	13	12

Note: Mediation services were mentioned as a written reply by one service provider who services Kitchener, Waterloo, Cambridge and the Township of North Dumfries.

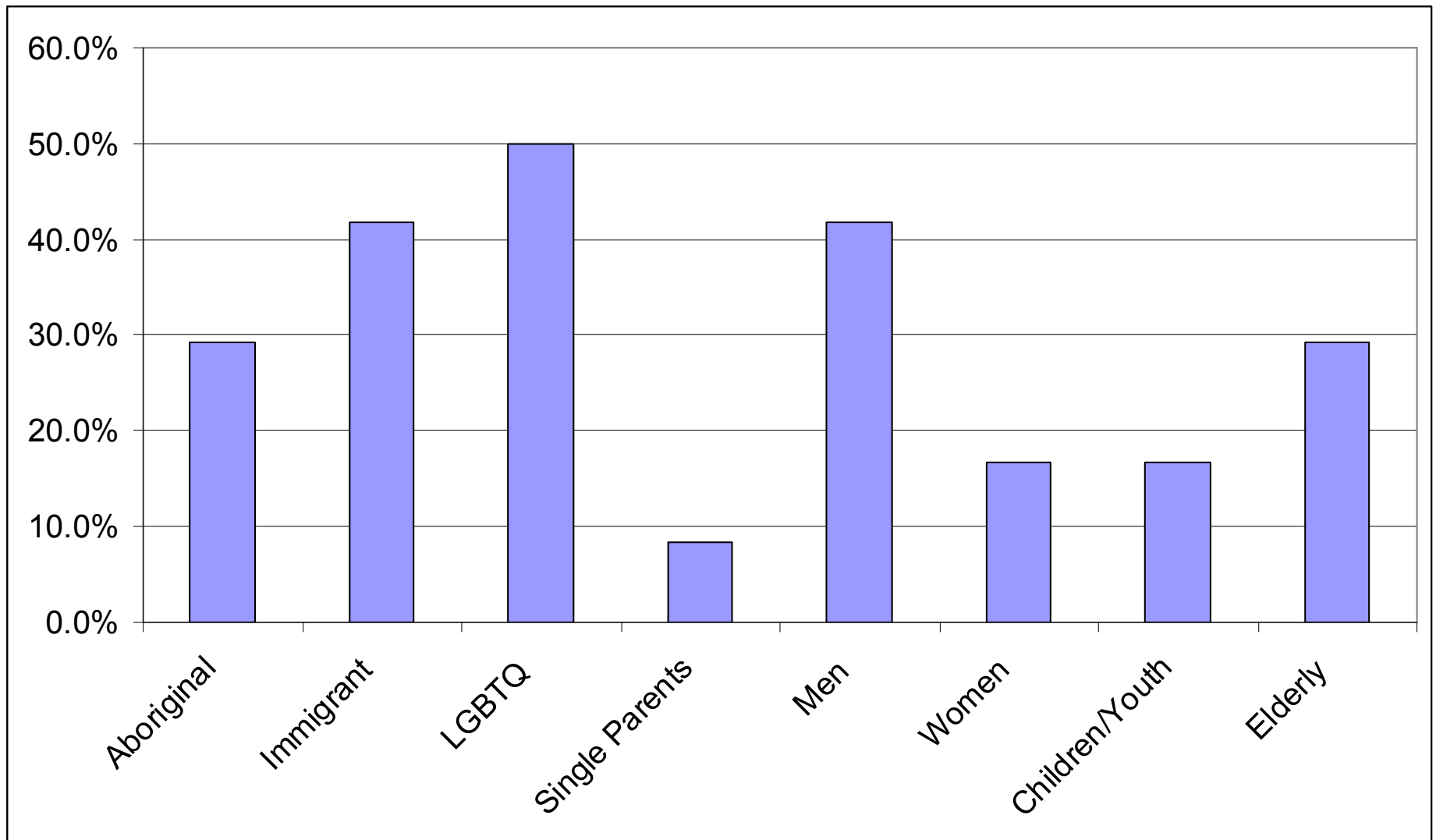


Figure 2: Populations in Need of Additional Services for Victims of Interpersonal Violence

Service providers who indicated they provide services to offenders of interpersonal violence were then asked questions about the state of services for offenders within Waterloo Region. Similar to victim service providers, a question was asked as to which cities and townships service providers operate within Waterloo Region and another question was asked, “What kind of service/program does your agency provide for individuals who have committed interpersonal violence?” Interviewees were then presented with a list of possible services (see Table 10). Combining these questions provides a break down of where services are available for offenders of interpersonal violence within the region.

Respondents who offered services to offenders were then asked an open ended question, “If you could add one service for offenders of interpersonal violence what would it be?” Similar to victims there was little repetition in responses:

- More housing for offenders (2 responses)
- Peer support groups (2 responses)
- Individual counselling (2 responses)
- Programs for adolescent males
- Restorative justice programs
- Supports for individuals facing mental health issues

Agencies providing services to offenders of interpersonal violence were also asked an open ended question about the geographic areas in Waterloo Region that do not have adequate services for individuals who have committed interpersonal violence. Similar to the victim results, eight of the 24 possible respondents to this question identified the townships or rural areas as having a need for more services. Service providers were also asked to identify what populations in the region do not have access to services for offenders of interpersonal violence. Once again the LGBTQ community was identified as the most common response by 58% of the respondents (7 responses) to this question, second was children and youth, with half (6 responses) identifying this need, and third was immigrants with 41% of respondents (5 responses) (see Figure #3).

Table 10: Number of Agencies Providing Services for Offenders of Interpersonal Violence

	What geographic areas do you serve for individuals who have committed interpersonal violence?							
	Total	City of Cambridge	City of Kitchener	City of Waterloo	Township of North Dumfries	Township of Wellesley	Township of Wilmot	Township of Woolwich
Counselling Services	11	8	7	7	7	4	4	3
Job Training	3	2	2	2	1	1	1	0
Job Placements	1	1	1	1	1	0	0	0
Skills Training	3	2	2	2	2	2	2	1
Diversion Programs	2	2	2	2	2	1	1	1
Addictions Services	8	5	7	7	3	2	2	2
Mental Health Services	9	5	6	6	3	2	2	2
Peer Support Groups	5	4	4	4	2	1	1	1
Legal Advocacy	1	1	1	1	0	0	0	0
Legal Assistance	1	1	1	1	0	0	0	0
24 Hour Support Hotline	2	1	2	2	0	0	0	0
Emergency Shelter Services	4	4	4	4	3	2	2	2
Housing	6	5	5	5	3	2	2	2
Court Accompaniment	5	5	5	5	4	3	3	2
Case Management	12	10	11	11	8	7	7	6
Referrals	15	14	13	13	10	7	7	6
Information Services	14	12	11	11	8	5	5	4
Crisis Intervention	11	8	9	9	5	3	3	3

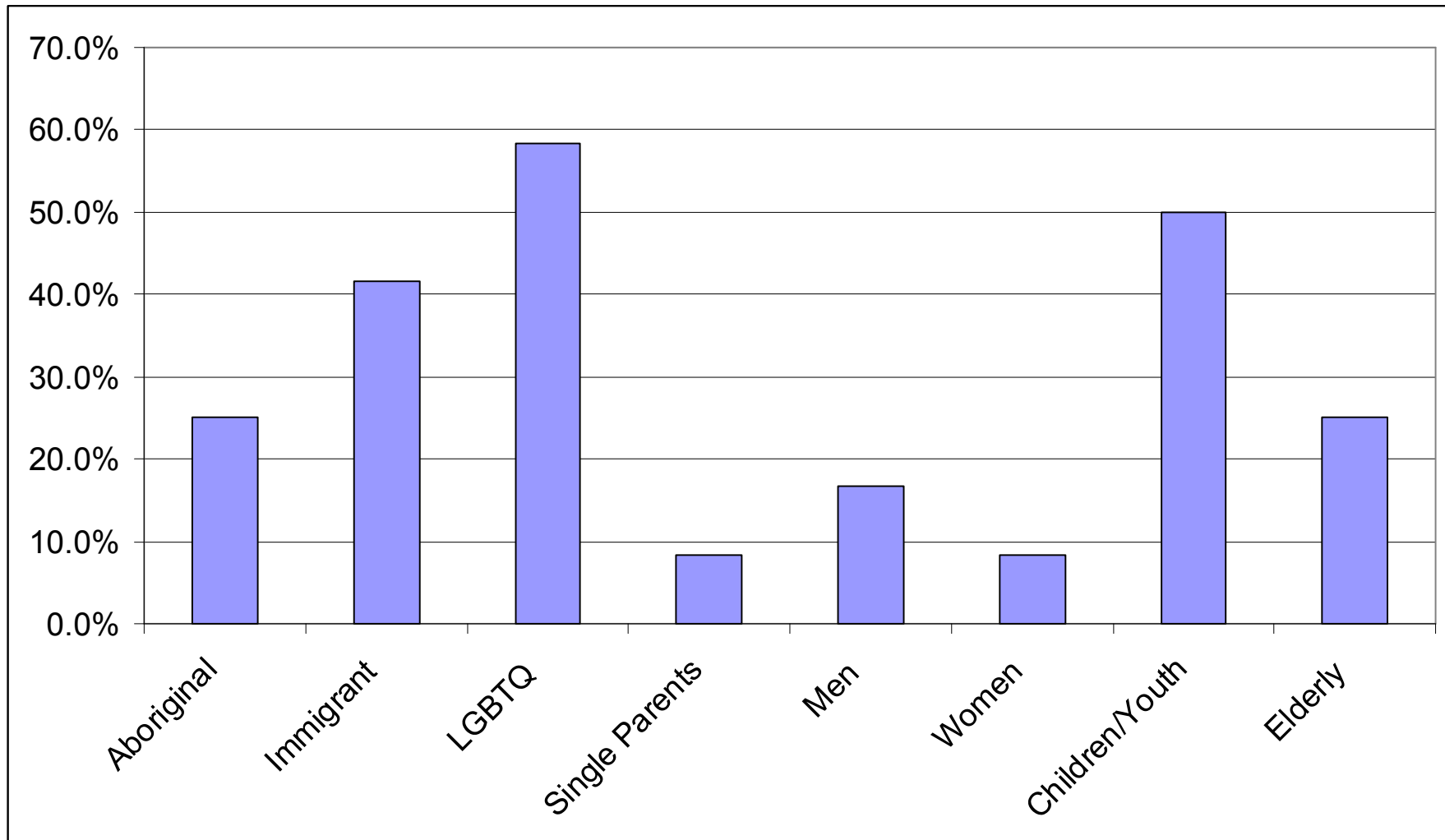


Figure 3: Populations in Need of Additional Services for Offenders of Interpersonal Violence

Victim and Offender Interviews

Interviews were conducted with victims and offenders of interpersonal violence. These interviews did not constitute a representative sample of victims or offenders of violence within Waterloo Region. Instead, the interviews generally were conducted with individuals who were in difficult financial and emotional situations as a result of their life circumstances. Though this is a limitation, these interviews could still be used to identify themes which could be explored with our key informants and to provide anecdotal evidence that can be used to help share the experiences of some victims and offenders. When explaining these themes verbatim quotes were used to accurately portray the experiences discussed. These quotes are attributed to a ‘victim’ or an ‘offender’ to identify the source of the quotation. This is not meant to label the individuals.

These interviews identified a number of characteristics that were common to the offenders and the victims interviewed. The characteristic that was common among almost all of our interviewees was a history of parental violence during childhood. This experience was manifested as either witnessing domestic violence in the home or being a victim of child abuse. In addition, almost all of the offenders in our study spoke of being victims of interpersonal violence at some point in their lives.

*“I’m trying to stay clean.
And it’s hard.”*

**(Former Victim
Facing Problematic
Substance Use Issues)**

Perhaps as a result of this traumatic past, it should not be surprising that many of our interviewees also spoke about their experiences dealing with problematic substance use issues and the difficulty they face addressing mental health issues. The sample of interviewees, with a few notable exceptions, is comprised of individuals that are among the most vulnerable in our society. This can be viewed as a strength of the study

methodology as it allows an exploration of how those in difficult situations react to victimization and offending. However, the drawback is that it does not allow an examination of how individuals from different socio-economic circumstances react to victimization or reintegrate after offending. Addressing the issues of recovery was therefore explored in the key informant interviews and the literature.

Despite the difficulty these interviewees faced, they were able to identify some assets within the community. Themes were discovered that were unique to victims and offenders. Since many individuals are both a victim and an offender at some point in their lives, it is not surprising that the assets tended to cross the offender-victim divide. This was also partially the case because some of the services identified by victims were services that had assisted their spousal abusers. One of these services was the Partner Assault Response (PAR) program which was seen as a significant assistance to offenders' recovery. Other programs run by the John Howard Society were also identified as an asset for offenders. Community Justice Initiatives was seen as an asset for its services which provided support for victims and offenders. Women's Crisis Service was identified as an asset for female victims of domestic violence. In addition, many interviewees also identified specific individual counsellors in the Region of Waterloo who had been a great help in their individual recovery. The individual counsellors in these cases clearly had a significant positive impact. Finally, many interviewees identified Alcoholics Anonymous as being a very supportive and of great assistance. Interestingly, many of the interviews discussed using Alcoholics Anonymous as the place where they learned about other supportive services that were available within the region.

Victim Interviews

Interviews were conducted with 13 victims. These interviews appeared to reach theoretical saturation. In qualitative research methods theoretical saturation is reached when the last interview does not lead to the discovery of new information (Glaser & Strauss, 1967, p. 67). Theoretical saturation was reached in the victim portion of the study as the final few interviews did not produce new themes

Eight of these individuals lived in Kitchener, three in Waterloo and two came from outside the region but were accessing services here. Two of these victims were between the ages of 18 to 24, four were between the ages of 25 to 34, three were between the ages of 35 to 44 and four were between the ages of 45 to 54. Three victim interviews were with males and ten with females. Ten individuals indicated they were heterosexual, two interviewees were bisexual and one individual did not identify their sexual orientation.

Ten of the incomes of the interviewees were between \$0 and \$30,000 per year, one person made between \$40,000 and \$60,000 per year and one person indicated they made over \$80,000 per year. One individual did not indicate their annual income. Eight of the interviewees self identified as white, one as Aboriginal, one as Chinese, one as French Canadian and two individuals did not indicate their ethno-racial background.

These interviews were analyzed using wordle.net. This website allows the key words to be extracted from the interviewee responses to create word clouds. The larger the size of the word in the cloud the more often that word was said by the interviewees. The word cloud for the victim interviews shows the 50 most said words, after common words such as ‘the’ and ‘a’ were removed (see Figure #4).



Figure 4: Victim Wordle¹

The interviews were also analyzed for themes related to perceptions of services and the recovery from being a victim of a violent crime. The first theme was the importance of having *access to service during critical moments*. Victims of interpersonal violence spoke about the need to have access to services when they were needed. One victim described the need for services bluntly. “Until I said that’s enough. I phoned the police and they took him away for three years.” This access to police at the critical moment

¹ Created using wordle.net

when the victim was ready to react was important at stopping a continuation of a violent situation.

Interestingly one victim spoke about the need for services to prevent the cycle of violence from continuing. He explained how it was difficult when he became a parent, even though he never hit his child, he started to feel frustrated and understood the temptation to become abusive. He saw this as an important moment: "I think those are critical moments in people, in peoples lives and I suspect that once people start making the choice of having hit once it becomes easier to hit again in the future."

Another victim talked about running out of family services and, due to a perceived lack of options, was forced to turn back to an abusive situation.

I was at my Grandma's for three weeks, my Aunt's for one. Then I went at the end of that, like that one week at my Aunt's house my Aunt had said to me 'You cannot stay here. You cannot live here for a long time, it's a temporary. You have to get out.' So I called [offenders name] back begging and pleading and saying like I have no place to live, I have no place to go.

This victim touched upon the importance of access to services in critical moments, particularly in a situation when the family or peer supports are not available.

The *importance of family and peer supports* in the recovery process was an important theme discussed among interviewees. The way this manifested itself varied depending on the level of support each person had available to them. One victim talked about how having friends available helped them.

I do have a couple of close friends, that don't seem to mind if I, you know, vent a little bit and just get it off my chest and they seem to be willing to make suggestions and what not. So having friends that I can talk to really makes a difference. If I didn't have that I'm not sure how I would deal with it.

Others talked about how peers were a negative influence in their lives which increased their risk of victimization. “The people I drink with and smoked up with, I’m trying to get away from those people and pick new friends.” Some individuals highlighted how family supports were non-existent, “I wish my mom would’ve been there, I wish my dad wasn’t my dad.” Others saw families turn away because they did not believe the victim of violence, “I’ve been totally disowned from my family, they turned their back on me, I have nobody. I turned to drugs and alcohol again.” This result of turning to drugs and alcohol is a theme that will be picked up later.

Supportive peers could in some cases fill the gap when family supports were lost. One woman, provides an example of her daughter’s friend helping to identify a sexual abuse, “Thank god that I taught my daughter to tell, but she didn’t want to tell her father because she was afraid that he would get violent so she waited to tell a female, a mutual friend.”

This example demonstrates the importance of having provided the daughter with education that allowed her to identify an act as sexual abuse.

The importance of *education* was a theme stressed by a number of our interviewees who had been victims of domestic violence. Women described domestic violence and then spoke about not recognizing it as abuse or returning to the abuser. One woman said, “I would say it wasn’t until into my fourteenth year of marriage that I even knew it was domestic violence. There’s not enough education out there.” Another woman who had returned to her abusive partner a number of times learned that she was in the “text book description” of abuse which she described as “they will beg for forgiveness and then the girl always goes back.” She proposed the solution to this problem to be more education.

I was immune to the abuse I thought that, you know, this was an isolated incident it would never happen again blah blah blah and I had complete disregard for all of the red flags in the beginning. So I wish that you know, even like in say high school or elementary school or whatever that this kind of education was, and not just available but mandatory.

However, in this woman's case even when the police became involved she still was not able to leave the abusive relationship.

The police called us in on the Tuesday for statements so on the Tuesday morning I told him, I said 'meet me at Tim Hortons before we go into the cop shop.' So we met at Tim Hortons and he begged and pleaded and he declared his commitment to the marriage and that he was committed to receiving help and assistance and all of this stuff and therapy and please just keep him out of jail. So when I went into the police I, in my statement I said that I was not physically hurt and I was not fearful and kept him out of jail.

This reaction represents an inability on the part of the victim to recognize abuse. It also demonstrates that opportunities for detection of violence are important to preventing future incidents of violence.

The theme of *missed opportunity for detection* was seen in other domestic violence situations. One male, who later was arrested for committing domestic violence, described a situation where the police ignored domestic violence committed against him. "She's hit me with a car...I called the police [in a city outside of Waterloo Region]...and they came and they told me to suck it up." Other missed opportunities involved instances where peers were aware of a crime but the victim would not come forward. One individual in university described this happening involving bar violence. "I seen, my roommates buddies get beat up, come back with a chipped tooth or black eye some of them go to class all that, you don't dare say anything, it's no big deal." Another woman, who later did come forward, described a situation where she was talking to a friend who noticed signs of her domestic violence but had not managed to persuade her to come forward.

He's like 'what's wrong with your back.' And I just kind of, he already knew a little bit of what was going on so I just kind of had to shoot him a look and he just shook his head and was like 'you're an idiot', he was like 'did you call the cops?', and I said 'no'.

Another woman highlighted how even professionals missed the abuse that was taking place.

I had been to seven marriage counsellors and with my ex-husband and nobody identified it for me and one of the things that that I know that it was lacking and perhaps still is, is marriage counsellors do not have domestic violence on their radar screen.

Another male victim described an example of symptoms of violence that would be much more difficult to detect.

I had a few melt downs that I remember in school, when I was a younger kid, and I remember them and I just don't think anybody even asked me what it was about or anything like that it was, it was, yea, again it was like I just dealt with it on my own and when you have a melt down at school you kind of get, removed.

This last case illustrates how abuse can be extremely difficult to detect, but it does underscore the importance of teachers being open to recognizing victimization.

Many of the missed opportunities for detection involved male victims. This is noteworthy as one of the themes was *male victimization recognition*. It was apparent that with many of the male victims (including offenders who had previous histories of victimization) recognition that they too could be a victim was difficult. One victim put this succinctly saying we need “help acknowledging male victimization more, but there’s some way we have to help men understand too that it’s okay for them to be a victim.”

Another victim described the problem this can create.

I just think that it's built into society that we just think we have this ego on us like, I just got beat up, it's no big deal, I can handle. But that's far from the truth, it makes you more violent in the end.

Part of the problem with males accessing services may also have to do with a difficulty in navigating the system of services. The need for assistance entering and *navigating the victim services system* was another theme that emerged. This was summarized by one

victim who said, “I don’t know what services I can or should or shouldn’t be using and that’s been part of the problem.”

A service that was seen as extremely important by almost all of the victims interviewed was *counselling services*. However, a number of concerns surrounded the availability of counsellors in Waterloo Region and the length of waiting lists. And once in counselling some felt it was not long enough. “It’s such a minimal amount of time, like for everything that’s going on. It’s almost meaningless.” Others had difficulty relating to their counsellor. “I don’t think the counsellors can help so much as they say they can just because not all of them have really gone through what these people are going through.”

However, despite these challenges the efforts put in by counsellors was appreciated.

I know the social worker I have, she was like awesome, she tried to understand, she couldn’t but she tried. She put in an effort at least and even like if she couldn’t understand she’d still sit there so I could vent and talk.

This victim suggested that while she appreciated the support provided by her counsellor she found more assistance from peer support groups.

The ability to talk with other people facing similar situations gave rise to the next theme, the importance of *peer support groups*. One victim picked this theme up from the idea of counsellors not fully understanding and suggested peer support would be a better option. “So to have someone else to talk, like if there is groups or something like that where people could talk with other people who went through it. Probably be a lot better.” One victim talked about the assistance she received from a small peer support group, “Right now the group I’m going to is just, a friend of mine told me about it, she helps run it... Just a couple of people gathering to talk. It’d be nice if there was bigger things.”

Another woman who was a victim of interpersonal violence found it difficult to find a peer support group to assist her.

I don't know, even like support groups you know for women that can sit with each other and you know have coffee and say okay yeah I had to go through that or this is what worked for me because I found that there wasn't anything like that.

Individuals facing problematic substance use issues described the importance of peer support groups and found Alcoholics Anonymous very helpful.

Despite the assistance provided by Alcoholics Anonymous, *the availability of services for individuals facing problematic substance use issues* was a cause for concern. An example of this concern was that some individuals facing illicit drug use issues were visiting Alcoholics Anonymous because they could not get access to other services. The reason for this difficulty generally centred upon wait times. Others talked about the lack of locally accessible services, “They have a lot of programs available and I’m learning now, but the treatment centres absolutely, some of them are so far away.”

Another woman described the despair that these long wait times and other access difficulties can cause.

You know what between now and six months what am I suppose to do? Go out there make some more money on the corners, smoke some more crack. I'll probably be dead by then. I mean there's days now where I think you know what, phew, that's it. If I just get my hands on \$200 bucks that's enough to do me, get a couple of morph pills, a couple oxys off the street pick up a chunk of crack and find a f----- a bush somewhere and just f----- do it.

This same woman also talked about *the importance of housing*, which is the next theme. A number of victims mentioned the importance of having access to affordable or supportive housing. They also talked about how these waiting lists are long.

The last theme that arose among victims was the need for *legal help*. Individuals who were victims of interpersonal violence felt the legal system was difficult to navigate. This

was particularly the case for domestic abuse victims who were also trying to navigate family court and trying to deal with Children's Aid Societies.

I had to file all those motions with the court and then I had the Crown Attorney which I was dealing because I was the victim of the crime and then I had a criminal lawyer because I had been charged with assault, so it was a mess and at the time I was running all over you know all over.

Another victim had a similar story to tell:

It was pretty much hell, trying to deal with three different lawyers and the criminal system and the manipulation of him [the offender] and restraining orders and social service and I mean the list goes on, it was an absolute nightmare.

While this was the last theme raised by our interviewees there were a few items mentioned by one or two victims that warrant note.

One woman discussed her desire to have a gendered police response, so that she would not have to describe her assault to a male, "I think the crime, or the assault detectives and that and it was a male too and I didn't feel comfortable with that. I would have preferred having a female to talk to."

Another victim described the fear that she felt after her victimization.

If I have to walk through this one part of [name of street], because I know that is where he likes to hang out with all of his wino friends and I try to avoid it but again the anxiety level goes back up.

The final noteworthy item was women who discussed the divorce process as a continuation of the abuse. Before exploring this process it is important to understand the historical context of domestic violence abuse. One victim noted the change in culture towards domestic violence by describing a situation that would not happen today, "Years

ago the police did come because my mom got beat up pretty good and we ended up spending the night in a jail cell and my father got to stay in the house.”

However, despite the progress that has been made within situations of domestic violence victims felt that abusers have the ability to continue emotional and economic abuse. One victim said,

My biggest current dealing with is the financial abuse and how he can continue to manipulate and use the system to maintain control of me, keep me holed up into a little house in [name of city] where I moved to [name of city] for him I have no family or friends in [name of city] except for his and he has isolated me from his family, so I have no support within town, like no personal support within town and he can keep manipulating the system so that financially I am fucked.

The idea of the divorce process as a continuation of abuse it particularly noteworthy as a scan of the academic literature revealed relatively little discussion of this concept. Given the impact that this issue had on the women who discussed it, and the relatively small number of women within our study who had been involved in the divorce process, it is likely worthwhile to further explore the concept of divorce as a continuation of abuse.

“Abusers bully through their lawyers.” (Victim)

Offender Interviews

Interviews were conducted with seven past offenders of interpersonal violence. These interviews did not reach theoretical saturation. Four of these individuals lived in Kitchener, two in Waterloo and one outside of the region. One of these individuals was aged 18 to 24, one was aged 25 to 34, two were aged 35 to 44 and three were 45 to 54. All seven interviewees were heterosexual males. Six of the seven were white. Four had incomes between 0 to \$30,000, one had an income from \$30,000 to \$40,000 and two had incomes between \$40,000 to \$50,000. Similar to the victim interviews, the responses

made by the offender interviewees were analyzed using worlde.net with the top 50 words used to form a word cloud (see Figure 5).

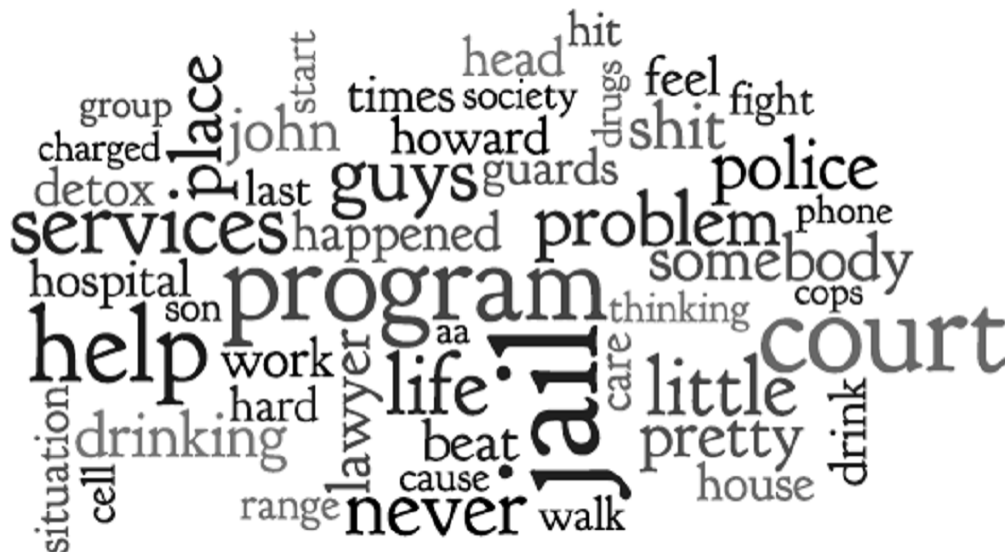


Figure 5: Offender Wordle²

The interviews were also analyzed for emergent themes. Since the interviews did not reach theoretical saturation these should not be considered actual themes but likely 'candidates' for themes.

The first emergent theme was the importance of being *ready for change*. A number of individuals interviewed talked about the importance of being ready to turn their lives around before it actually happened. One interviewee, while describing how helpful the PAR program was to his recovery, explained this concept:

Very, very helpful. Only if you want to...90% of the people in there are forced there, they don't listen, they don't involve themselves. They just sit in the background and fill a chair. But I was there and there as a couple other people that I stuck with you know, were there for the right reason, because they wanted to change.

Once an offender was ready for change though it was not an easy process and staying on track required difficult decisions. "I'm trying to stay away from the people I drink with

² Created using wordle.net

and smoked up with, I'm trying to get away from those people and pick new friends right so and that's where I stand as of today.”

However, the interviewees that discussed this process and were able to look back on it with clarity were proud of their accomplishments and the recognition they received from others. For example, “I want to pick a better road so and most a lot of people I've talked to have said ‘you've come a long way and at least you know where you want to go’.”

Another interviewee described receiving good feedback from his counsellor with enthusiasm.

I left my couch my counsellor looked at me he said ‘you came a long way’ and like I didn't complete the whole program because I got frustrated in my fifth month of the program because it was one of the hardest phases and my counsellor looked at me he said ‘I have a lot of trust in you and I think you are going to do alright’ and ever since I left I've relapsed a few times but I didn't go down that road where I was going to go.

Finally, a third interviewee was very proud of his accomplishments and pleased to have it recognized by a judge.

I got up there, the Crown Attorney wanted 12 to 14 months. And the Judge looked at it and just said ‘no’, he said we can't do this because every single person that comes in here says ‘oh, I'll go to rehab tomorrow, I'll do this tomorrow’ and he made his tomorrows yesterday so [the judge] said ‘we're not going to put him in jail. We're going to let him go and do what he's doing.’

This last example also illustrates the importance of having services available to someone who is ready to change their life. Hence, the importance of *access to services during critical moments*, similar to the case of victims, was also trending towards an emergent theme.

Well first of all, that's why I wanted to come here because there was no services. They took me out of the domestic situation and they threw me right into jail where

I just got more and more pissed off...I decided to change my life so when I got out I went to the John Howards, I went to the detox and did the ten day program. I went to a treatment facility. I went to the PAR program, I went to Caring Dads from Family and Children's Services. I did a lot of work to get myself out of that situation. But nothing was offered to me. I had to go and seek everything.

However, one former offender of interpersonal violence recognized that being ready for change was still an important factor, "I guess I wish that there was some kind of a service that would have helped me prior to my offending, would I have accessed it though is the question?"

Other offender interviewees elaborated on the need for services and specifically talked about the need to have *access to counselling*:

What a lot of people want, is somebody they can trust and somebody who they can rely upon if they really need to tell somebody or talk to somebody about their problems. So that they don't go out there and re-offend.

Some offenders recognized that they required more than a counsellor and they highlighted the *lack of psychiatrists* in the region as a gap. For example, one offender said "I did find a psychiatrist eventually through Trellis in Guelph, it took forever to get in to see him." This need for more psychiatrists was later echoed by key informants.

Another gap discussed by key informants and by offenders was the *need for more housing*. Offenders, like victims, discussed the difficulty of being on waiting lists for affordable housing. They also stressed the difficulties presented when the only living option is rooming houses.

***"The rooming house
is causing me
the threats."***

(Offender)

It's just people, that have been, have forced to live with these kind of people in rooming houses, that has been causing a lot of problems. And landlords that don't

care who come in they just want the rent money and think they can move them out the next day when they don't pay.

“I can't even keep a job anymore so, like right now, I'm on welfare.”
(Offender)

This difficulty living in rooming houses could be compounded as individuals discussed *lack of employment as a stress generator*.

It's still a stressor for me, was employment you know, it's being able to generate an income because through the process between arrest and sentencing and all that kind of stuff I accrued a huge amount of debt.

Finally, the last area that was trending towards a theme was a gap that many former individuals who had committed interpersonal violence perceived as a *respectful treatment gap*. These individuals felt that some service providers did not give them respect because of their histories. One individual discussed this in the context of his addiction and getting services from the hospital, “I would much rather just die on the street than to go to [Name of Hospital]. They have no respect, no nothing for the addicts.”

Another example is an individual who discussed this in the context of his treatment by police, “I've been beaten up by cops so many times in my life that I've got a fear of cops.”

While these isolated examples should not indict any service providers, they do show that some offenders are concerned about the treatment they receive and that they perceive this treatment as a barrier to their reintegration into society. This theme was picked up by the key informants as well, who felt that successful reintegration requires respectful treatment.

Key Informant Interviews

A total of 26 key informant interviews were conducted with individuals from a wide variety of sectors including: the criminal justice system, housing services, sexual assault support services, the shelter system, victim service providers, offender service providers, diversity sectors and the educational system. The interviews followed a more structured approach. The interview questions were tailored to each individual interviewed, and they focused on elaborating on the themes that emerged in the victim and offender interviews and the service provider survey. These interviews clearly reached theoretical saturation with themes being repeated and no new themes emerging about half way through the interview process. The interviews were continued to ensure validity of the data by accessing individuals from all the relevant sectors.

Victim Assets

This set of interviews focused on services for victims and offenders of interpersonal violence. With regard to victims, a number of assets were identified. A recurring theme in the interviews was the strength of services overall for victims of interpersonal violence. In particular, respondents felt services for female victims were strong. Many of the services for female victims that key informants were impressed with were in the area of domestic violence. Under this category women's shelters and the Family Violence Project were identified repeatedly by respondents as positive. Some respondents felt that some of the services for sexual violence were also an asset. In particular, the Sexual Assault Response Team was seen as a community strength. Similarly, elder abuse services offered by the Elder Abuse Response Team and legal services offered to victims through the courts, Legal Aid Ontario, Victim Witness Support Services and Victim Witness Assistance Program were seen as strong points.

Offender Assets

In contrast, offender assets were seen as more scant. John Howard Society and Community Justice Initiatives were readily identified by key informants as being cornerstones of our community's efforts to rehabilitate offenders. The programming offered for individuals serving custodial sentences was also seen as an asset – however,

this is a double edged sword – in areas where programming was not offered this was also seen as a glaring gap, as will be discussed in the next section. A few other services were seen as being valuable in the community around reintegration of offenders. Items discussed by key informants included the men’s halfway house, and circles of accountability, a sex offender support group. In addition, the legal services in Waterloo Region were identified as a strength. Key informants felt that our local defence bar is excellent and that they have a good working relationship with the Crown Attorney’s office. In addition, the mental health court and the vertical file case management system were also identified as important assets.

Additional Assets

Some service assets were identified that impact both victims and offenders. In this category individuals identified a number of services for individuals facing problematic

“To not address both sides of a social problem means it won’t end.”

(Key Informant)

substance use issues, services for aboriginal individuals and many other community agencies (i.e., Ray of Hope, Lutherwood, Mennonite Central Committee). In addition, many key informants felt that our social service sector operates in a collaborative nature. The work of two school boards in addressing violence and risk of violence, and the work of Family and Children’s Services, were also seen as assets.

Finally, though it is recognized as an area where we need to do more work, the existence of diversity of staff within counselling agencies within the region was seen as a strength.

Service Gaps for Victims

In addition to identifying service assets, key informants also identified a number of service gaps. With regard to victims the first gap that stood out was the need for more services for male victims. In this area, the stigma male victims face when seeking help was seen as a major challenge. This was believed to lead to a reduced level of male reporting of victimization, in particular in the area of sexual abuse reporting. Some individuals felt that, as a community, we may be partially reinforcing this problem by not ensuring that males are visible in promotional material and by not having more specific

resources for males. Finally, this area was seen as particularly challenging because in our society there is a belief that men are powerful and thus not likely to become victims. The assumption that men are privileged can lead to further stigmatization of male victims.

The LGBTQ community was also identified as a population that faces barriers to accessing services. Similar to male victims, this population is believed to be under reporting cases of domestic abuse. One key informant noted that the experience in Toronto, when they created a crisis line, was that the lesbian population was noticed to be significantly under-reporting. It was believed by this key informant that this may be happening in Waterloo Region as well, since lesbian relationships may face stereotypes around abuse needing to involve a male. It was also noted that there are only four service providers, The Aids Committee of Cambridge, Kitchener, Waterloo and Area (ACCKWA), KW Counselling (OK2BME), the University of Waterloo (GLOW) and Wilfrid Laurier University (the Rainbow Centre), providing services for the LGBTQ community specifically. This highlights that reaching the LGBTQ community has proven difficult for service providers. Finally, it was also highlighted that the domestic abuse shelter system may not be fully equipped to handle the needs of the LGBTQ community. For example, how would a transgender individual access a shelter?

A number of other gaps were also identified within the domestic abuse shelter system. These gaps began on a philosophical level, with a key informant arguing that while we cannot eliminate all domestic violence we should try and eliminate the domestic abuse shelter system by instead ensuring that offenders are forced to leave their home rather than victims. Interviewees also highlighted more concrete gaps such as the lack of domestic abuse housing in the townships. Transitional housing for women leaving the shelter was additional seen as a need. Some key informants identified the lack of a men's shelter as a community gap. Another issue is faced by women who access the shelter and who are in the process of becoming Canadian citizens as non-landed immigrants as there is currently no funding available for immigrants as they await status. A warning was also issued by key informants that though there is currently adequate capacity in the system, there would be difficulties if faced with a significant increase in victims seeking shelter.

Emergency housing for individuals facing elder abuse was also identified as an issue. Sunnyside currently has a bed that is free for 48 to 72 hours, but this is not enough time to put a plan in place. This often leads to individuals being sent to hospitals, which causes bed blocking, as they await housing. A key informant suggested that the rate of elder abuse is somewhere between 4% and 10% and, as such, it should be on our community's radar. Doctors were noted as having challenges in identifying elder abuse as sometimes they cannot differentiate between signs of abuse and injury due to frail skin. Other professionals also face barriers such as lawyers who need more training around the power of attorney process.

“Court is a very blunt instrument.”

(Key Informant)

It was noted that the court system only has two court notification counsellors to let victims and witnesses know the outcome of court hearings and to keep them up to date on trials in process. The court system, similar to victims' assertions, was also highlighted by some key informants as a method for abusers to continue emotional abuse. This, according to a few key informants, highlighted the need for counselling services to be available at the court house.

Counselling was not just seen as an issue at court. It was noted that more counselling is needed for victims following the trial. Some key informants felt that counsellors needed better training to recognize victimization, and that there was a need for more free counselling services for victims to access.

The need for counselling was seen as particularly high in the townships for women who face domestic violence issues, as currently these women typically need to visit Kitchener, Waterloo or Cambridge to receive counselling services. Some key informants felt there was a need to create a shelter system within Wellesley, though no consensus was reached on this issue. Some expressed that specifically an effort should be made to engage low German speaking Mennonites facing victimization.

New Canadians face challenges when they become victims of violence specific to their situation. Some lack an understanding of the laws in Canada, particularly with respect to domestic violence. In addition, communities face issues with respect to elder abuse and some cultural groups have stigma associated with sexual assault that makes it particularly difficult for teenagers to come forward.

Some key informants spoke about the need for schools to begin to do more to support victims. There was discussion of improving the ability of teachers to recognize the signs of abuse in children. There is a lack of clarity, when a child who has missed a significant amount of school, with regards to school boards and Family and Children's Services both being potentially responsible. Finally, some victims in schools have a fear of coming forward as one key informant noted there is a perception in schools that, "snitches get stitches."

Victims of sexual violence were seen as facing a number of barriers. The first barrier was reporting. One key informant noted that some estimates have as many as 90% of victims not coming forward to report. This is compounded by a court process that can 're-victimize' people and has a low conviction rate. In addition, male victims of sexual violence face stigma and significant barriers to reporting. As previously mentioned this is also difficult for victims from cultural communities.

The ability of victims to navigate the service provider system was seen as a challenge. The first barrier in this area is actually figuring out which service to access. Victims are often forced to re-tell their story to different service providers. Once victims find the right service to access, they often face wait times before they can begin receiving service.

Offender Barriers

Overall services for offenders were seen as lacking. The key informants felt more services were needed for offenders in general. Some even argued that the field of social work has marginalized offenders. Others noted that more services for men who commit

abuse are needed, in particular, proactive help, as currently assistance is usually after the abuse has occurred and often the participation in services at that time is mandatory.

Poverty among offenders was seen as a barrier to recovery. Poverty is largely manifested as lack of housing, difficulty paying for transportation and employment issues. Many individuals who have a criminal record find it difficult to get work and more job search supports are needed which are specifically adapted to assist offenders. In addition, it was expressed that Ontario Works is not well equipped to assist with the unique needs required in the reintegration of offenders. Many housing issues were cited including the lack of a halfway house for female offenders, the lack of transitional housing from the provincial prison system and the lack of dry houses for offenders leaving prison. This is particularly troubling as a condition of parole is often to stay in an environment without alcohol. These issues can be compounded for female offenders as the need for child care adds additional issues.

Offenders who face mental health issues and are incarcerated for a long period of time have added difficulties when attempting to reintegrate from prison. These problems are a result of losing touch with their previous support systems while incarcerated.

The lack of counselling services available for offenders is a major barrier to recovery. Many counsellors in the region will not work with offenders or have not been trained to handle offenders. This makes it difficult for offenders to find one-on-one counselling services. Currently, John Howard Society only has one full time aftercare counsellor in Kitchener-Waterloo and one part time position in Cambridge.

Probation and parole requirements create some barriers for the successful reintegration of offenders. The parole requirements lead to many offenders breaching the conditions of their probation or parole relating to abstinence from alcohol. Part of this is due to the lack of dry houses in the region.

With regards to the prison system problems begin with entry into the provincial system which currently is seen as not offering enough programs for offenders. This is partially a result of the average stay in provincial prison only lasting 65 days. In addition, offenders in provincial and federal institutions often find the cost of education prohibitive. This is especially true in provincial prison where high school courses are not free. If an individual faces mental health issues or accessibility issues, they may also face a loss of dignity while in custody and difficulty accessing services while in prison. Jobs in prison can be difficult to get, particularly in Ontario's corrections system. Once an individual is about to leave prison there are significant challenges. The provincial system occasionally discharges individuals directly to the shelter system – leaving a person homeless upon release from the shelter. Male offenders leaving the federal system tend to lack a well established transition from prison to the community. This is partially compounded because the John Howard Society in Kingston is under-resourced.

Other Barriers

There are barriers to recovery that victims and offenders face. The counselling services system within the region is difficult to navigate for some victims and offenders as there are seven agencies offering similar services. Not all of the agencies are even aware of the services offered region wide. Rural counselling is lacking and there are only a limited number of languages spoken by counsellors and culturally appropriate counselling is not always available.

In terms of service for mental health issues, there is currently a shortage of psychiatric services. There is a need for more training for teachers to recognize mental health issues. Social workers in the school board tend to focus on crises as they arise leaving little or no time for long term issues. Services for children facing fetal alcohol syndrome are also lacking.

Though services in Waterloo Region are generally considered to be skilled at collaborating, some key informants noted some issues that serve as barriers for victims and offenders. Among these concerns was a fear that sometimes individuals are referred

from agency to agency. Others were concerned that some agencies are fearful of sharing information or because of privacy legislation some recommended that agencies should obtain consents to share information. Finally more partnerships are needed between organizations servicing the aboriginal community and mainstream organizations.

Some barriers were noted for individuals facing problematic substance use. Wait times were seen as too long as individuals need to be screened before accessing services. Funding issues were noted for rehabilitation services and the need for an aboriginal-specific detox was mentioned.

Victims and offenders from multicultural communities were seen as facing additional barriers. These issues began with the need for more interpreters within the region. This was a widely cited by many key informants. It was also noted that sign language interpreters are needed, particularly for non-American sign languages.

The final key informant recommendations focused upon the criminal justice system. It

“Secondary victimization is the insensitive treatment that victims sometimes face in the criminal justice system and elsewhere .”

(McMurtry, 2008, p. 10)

was felt that this system is not well integrated with victim services and that the design of the criminal justice system is not suited for certain cases. The assumption of the criminal justice system is that they are dealing with ‘strangers’. This makes it difficult when family sexual assault cases or domestic violence is being addressed. Concern was expressed that the closure of the Cambridge court house will lead to significant transportation barriers for victims and offenders.

Other Statistics

A few additional pieces of information were learned during the key informant interviews that are worth noting. This information was provided in personal communications with individuals suggested by key informants.

The breakdown of offenders being serviced by the local Federal Parole office is noteworthy information. This office covers the counties of Bruce, Wellington, Waterloo, Grey and Dufferin. In March of 2010 this office had 115 individuals who had been released from Corrections Canada under supervision. These offenders were separated geographically as follows:

- 58 in Kitchener
- 15 In Guelph
- 7 in Cambridge
- 6 in Waterloo`
- The remainder in other rural areas or smaller cities

Similarly, it was learned that Kitchener-Waterloo probation and parole has more clients than any probation and parole office within the Western Region (covering an area from Niagara Falls to Windsor). Most of these individuals will have been arrested for drug or property offenses.

The Assaulted Women's Help Line provides referral services to any woman within Ontario who is facing abuse. In 2009 this service received 48,883 calls from the public.

These calls broke down as follows (see Figure 6).

- 16% from 519/226 area code
- 51% from 416/647 area code
- 16% from 905 area code
- 6% from 613 area code
- 5% from 705 area code
- 4% from 807 area code
- 2% from other area codes

“Shouting, threatening, intimidating are all forms of violence....

Big men, loud men, scary men – looming over their women, making them quake in fear .”

(Stamper, 2005)

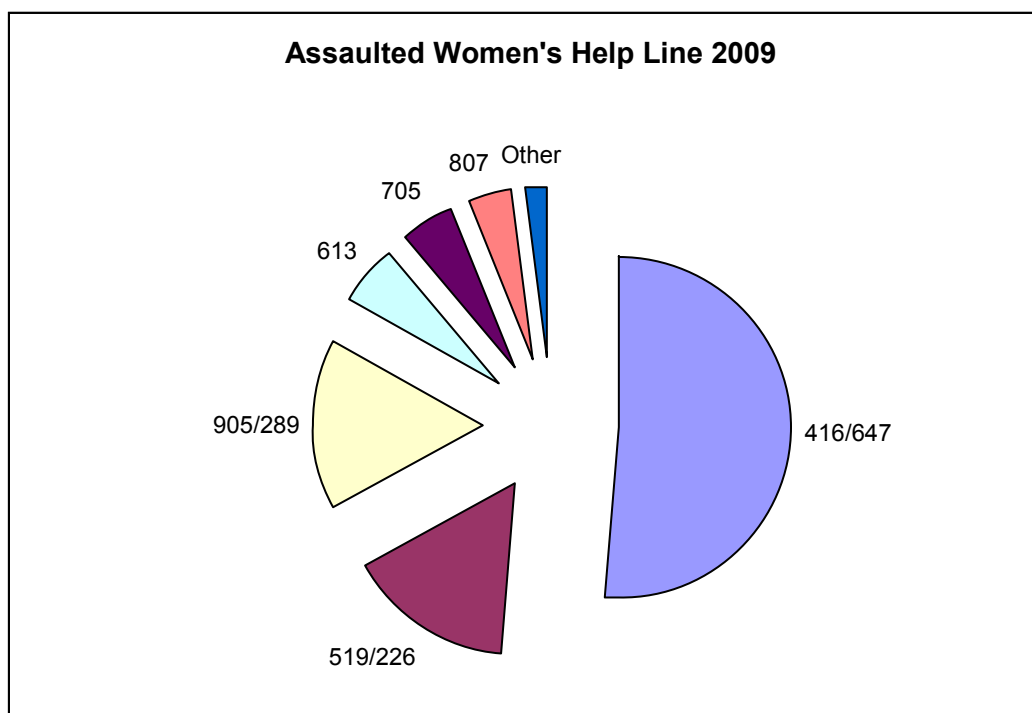


Figure 6 : Calls to Assaulted Women's Help Line (1-866-863-0511)

Section Five: Recommendations

The information gathered from the surveys and interviews with victims, offenders, and key informants was shared with the Violence Prevention Plan Implementation Committee. This committee synthesized this data to form these recommendations.

Recommendations Related to Victims of Interpersonal Violence

Victim System Navigation

In order to address the difficulty some victims face navigating the system of services two recommendations were made with respect to system navigation.

<p>Create a pamphlet of services for victims</p>

Creating a pamphlet of services for victims will aid in system navigation. Many key informants stressed that if we create a pamphlet of services it is important that it be easy to understand for victims. However, simply creating this pamphlet is not, in itself, enough of an effort. Once the pamphlet is complete, it will be necessary to ensure that this pamphlet is shared with victims of violent crime and a process for this has to be developed.

<p>Create a peer mentoring program for victims of violence</p>

The recommendation to create a peer mentoring program is designed to allow victims to assist other victims in accessing services. Peer relationships can be a valuable tool in assisting recovery. Creating a peer mentoring program will allow for victims to assist other victims in navigating service systems by offering suggestions peers can be a valuable asset in the recovery process on their own. Encouraging this type of service to be provided to victims also recognizes that most victims of violence turn to friends or neighbours for support (Brazeau & Brzozowski, 2008, p. 3).

LGBTQ

This community was noted by our survey respondents as in need of additional supports.

These recommendations attempt to rectify this gap.

Include the rainbow flag on service provider websites and pamphlets to recognize that inclusive services are offered

The inclusion of a rainbow flag on services provides materials was seen as a simple way to communicate to the LGBTQ community that services are inclusive and available to individuals of different sexual orientations. However, it is important that the use of rainbow flag also reflects a genuine openness to diversity on the part of service providers.

Include images depicting different sexual orientations on service provider websites and pamphlets

Heterosexism “denotes prejudice in favour of heterosexual people and connotes prejudice against bisexual and, especially, homosexual people” (Jung & Smith, 1993, p. 13). It can therefore aptly describe situations where it is assumed that everyone is heterosexual. In order to combat this risk in Waterloo Region it is important that service providers strive to include images depicting different sexual orientations on their promotional material. This will help to encourage participation in services and it will aid to combat heterosexism in society.

Work with existing service providers to expand LGBTQ crisis services

A key informant recommended that there is a need for an LGBTQ crisis line in Waterloo Region. The Violence Prevention Plan Implementation Committee decided to broaden this recommendation and make it less specific by changing it to expanding crisis services for the LGBTQ community. This recommendation is a finding from the service provider survey which suggests that the LGBTQ community is most in need of additional services for victims. It is also a finding from key informants who discussed the difficulties faced by lesbian women, gay men and transgender individuals.

Conduct an education campaign to raise awareness that abuse can occur in gay and lesbian relationships

Key informants told us that individuals in lesbian relationships were significantly less likely to report abuse than individuals in heterosexual relationships due to the misconception that women cannot abuse other women. It is important to dispel this myth in the lesbian community, and the broader community. An educational campaign depicting abuse in same-sex relationships will raise awareness about the possibility of abuse in the LGBTQ community and encourage reporting.

Encourage the implementation of best practices addressing interpersonal violence and the LGBTQ community among existing service providers

This recommendation, like the others in this category, responds to service provider recognition that the LGBTQ community is underserved within Waterloo Region. Implementation of this recommendation will require identifying best practices in other communities and assisting local agencies in implementing them.

Sexual Assault

Sexual assaults are seldom reported to the police. Canadian reporting rates in 2004 were only 8% (Wallace, Turner, Matarazzo & Babyak, 2009, p. 21). Given this reality it is important that services are in place to assist individuals in reporting and recovering from sexual abuse.

Increase access to long term counselling for sexual violence by increasing the number of trauma informed counsellors

Access to counsellors was reported as an issue by key informants and victims. This recommendation is designed to ensure that there is an adequate supply of counsellors with the skills to assist victims of sexual violence.

Fund a part-time coordinator for the Sexual Assault Response Team

The Domestic Assault Review Team has recently hired a part time coordinator to assist in its activities. Doing the same for the Sexual Assault Response Team would enhance the ability of this committee to support and enhance sexual assault services within the region.

Waterloo Region Crime Prevention Council to support the Sexual Assault Response Team in development and implementation of a community protocol for sexual violence

The Sexual Assault Response Team has recently hired the Social Interest Research Group to create a community protocol for sexual violence. Given the connections the Waterloo Region Crime Prevention Council has to the justice community within Waterloo Region, it is important that the Crime Prevention Council support the development and implementation of this protocol.

Increase public awareness of the impact of childhood sexual abuse and dispel the myths that are associated with it

Victims of childhood sexual abuse often do not report out of fear of not being believed, fear of damaging their family relationships and because they do not want to face the realities of the abuse (Clancy, 2009). There is also, according to key informants and researcher MacDonell (2010), a perception in society that boys cannot be victims of abuse. In addition, it is falsely believed that victims of abuse will automatically go on to become abusers (MacDonell, 2010). This is particularly troubling because it is victims that do not address their abuse that are most likely to become offenders (MacDonell, 2010). This recommendation seeks to address these and other myths associated with childhood sexual abuse by assisting the general public in understanding the realities of childhood sexual abuse. If successful it is believed this will encourage increased reporting.

Encourage a consistent message to youth about sexual assault and coercion

Within Waterloo Region a number of initiatives are taking place to educate youth about the risk of sexual assault and coercion. These efforts do not require formal coordination; however, it is important that a consistent message be presented to youth to prevent confusion.

Males

Key informants were particularly concerned about the ability of male victims to address past victimization issues. This was also the second most common group identified by service providers as in need of additional services.

Conduct an education campaign to raise awareness about male victimization

The first step in addressing male victimization issues within Waterloo Region will be raising awareness about the problem. It is hoped that an education campaign will lower the stigma associated with accessing services among male victims.

Make it clear on websites of counselling agencies that they offer counselling services for male victimization issues

Key informants felt that counselling agencies should try and do a better job within the community of promoting the access that male victims have to services. Some of this can be done by making it clear in the text on websites that services are available to male victims. This can also be done by putting up images of males accessing counselling. This should assist in addressing stigma as well as promoting access.

Increase the accessibility and availability of services for male victims in the community

The final step suggested in addressing male victimization within Waterloo Region is to increase the availability and access to services. This is a bit of a chicken or egg problem. Currently, part of the reason men do not access services is a lack of services, but until men start accessing services it is difficult to add more services. It is proposed that the first two recommendations attempt to increase uptake of services by male victims will simultaneously increase agencies attempts to add more services for male victims of violence.

Elder Abuse

The Waterloo Region Elder Abuse Response Team puts our community in a good position to respond to elder abuse. These recommendations attempt to build upon the work of this team.

Conduct a comprehensive campaign on elder abuse

The community is not fully aware of the impact and presence of elder abuse. Conducting a campaign to educate the public on the presence of elder abuse should increase reporting and create the ground work for prevention efforts.

Implement mandatory reporting for elder abuse

Nova Scotia and Newfoundland currently have general mandatory reporting laws requiring everyone to report elder abuse and Manitoba requires professionals who work with older adults to report abuse (Mandatory Reporting, 2009). In Ontario, the 2007 Long-Term Care Homes Act (s. 24.1) requires reporting by anyone who suspects any of the following has occurred or may occur:

1. Improper or incompetent treatment or care of a resident that resulted in harm or a risk of harm to the resident.
2. Abuse of a resident by anyone or neglect of a resident by the licensee or staff that resulted in harm or a risk of harm to the resident.
3. Unlawful conduct that resulted in harm or a risk of harm to a resident.
4. Misuse or misappropriation of a resident's money.
5. Misuse or misappropriation of funding provided to a licensee under this Act or the *Local Health System Integration Act, 2006*. 2007, c. 8, ss. 24 (1), 195 (2). (Long Term Care Homes Act, 2007)

This recommendation proposes that mandatory reporting should be expanded to include all helping professionals who work with older adults.

Create emergency housing for elder abuse victims

Key informants stated that there is a need in the community for emergency housing for individuals who experience elder abuse. Currently, an individual who is a victim of elder abuse may end up in the hospital as this is the only place where they can receive care. This can create, according to one key informant, bed blocking. Creating emergency housing that is available to victims of elder abuse

will free up hospital beds and provide victims with a safe and appropriate place to stay while a permanent solution is found.

Screening for Abuse

Recognizing abuse is often the first step in prevention. Key informants recognized the importance of screening and made a number of suggestions to improve screening for abuse.

Offer more training for teachers about how to recognize and respond to abuse and neglect

Teachers have a duty to report abuse in Ontario. For this requirement to work it is important for teachers to recognize the signs of abuse and neglect. Key informants suggested that teachers are aware of their duty to report and are able to recognize the overt signs of physical abuse. However, more training is needed to recognize less obvious signs of neglect and abuse.

Begin screening for domestic violence at the triage stage at Grand River Hospital

St. Mary's General Hospital and Cambridge Memorial Hospital currently screen for domestic violence (See Appendix E for St. Mary's General Hospital's screening tool). According to our key informants, Grand River Hospital is exploring adding a screening tool to detect domestic violence. Implementing this tool is worthwhile as it would assist in detection efforts locally.

Encourage physicians region wide to screen for domestic violence, elder abuse and child abuse and neglect

Physician screening for abuse has the potential to greatly enhance the number of victims that are recognized and referred for services. In order for this recommendation to be adopted it is important that an agency works with physicians to encourage them to screen for abuse. In doing so, providing physicians with straight forward tools should increase adoption. One such tool worth exploring is the Routine Universal Comprehensive Screening for Women Abuse tool developed by the Region of Waterloo Public Health department. Another option worth exploring is presented by Yaffe, Wolfson, Lithwick and Weiss in 2008 (see Table 11). This tool has six questions with a yes answer to the first question and any one of the next five indicating a need for a referral. Yaffe,

Weiss, Wolfson and Lithwick (2007) further validate the Elder Abuse Suspicion Index tool in a follow up research study on its effectiveness based upon the gender of the physician screening³.

Table 11: Elder Abuse Suspicion Index (Yaffe, Wolfson, Lithwick & Weiss, 2008, 284).

1. **Have you relied on people for any of the following: bathing, dressing, shopping, banking or meals?**
Yes No Did not answer
 If Yes: Have problems been common between these people and you?
Yes No Did not answer

2. **Has anyone prevented you from getting food, clothes, medication, glasses, hearing aides, or medical care, or from being with people you wanted to be with?**
Yes No Did not answer
 If Yes: Has this happened more than once?
Yes No Did not answer

3. **Have you been upset because someone talked to you in a way that made you feel shamed or threatened?**
Yes No Did not answer
 If Yes: Has this happened more than once?
Yes No Did not answer

4. **Has anyone tried to force you to sign papers or to use your money against your will?**
Yes No Did not answer
 If Yes: Has this happened more than once?
Yes No Did not answer

5. **Has anyone made you afraid, touched you in ways that you did not want, or hurt you physically?**
Yes No Did not answer
 If Yes: Has this happened more than once?
Yes No Did not answer

Doctor: Do not ask this next question to the patient. It is for you only to respond to:.

6. **Elder abuse *may* be associated with findings such as: poor eye contact, withdrawn nature, malnourishment, hygiene issues, cuts, bruises, inappropriate clothing, or medication-compliance issues. Did you notice any of these today or *within the last 12 months*?**
Yes No Not sure

³ Please note though this study has an early publishing date it is the second article about the tool. The tool first appeared in a presentation at the Proceedings of the 34th North American Primary Care Research Group Annual Meeting in 2006. This presentation later turned into the 2008 article.

Screen for elder abuse at hospital admission or emergency department visits

Currently none of the hospitals in Waterloo Region have developed a systematic way to screen for elder abuse. It is believed by our key informants that the success of local hospitals in screening for domestic abuse can be built upon to develop a procedure to screen for elder abuse.

Domestic Violence

Key informants told us that victims of domestic violence are well served within Waterloo Region. However, there are still some areas for improvement.

Partner with local employers to provide domestic violence victims with employment skills and opportunities

People who face domestic abuse and come from disadvantaged backgrounds should have access to additional supports. Providing these people with access to employment skills training and opportunities for employment will aid them in overcoming the abuse.

Offer access to a counsellor and referrals at the court house when family court is in session

A key informant suggested that the court house would be a good place to conduct referrals to counsellors, particularly when family court is in session. This recommendation seeks to provide opportunities to allow individuals in domestic violence situations opportunities to enter counselling at a time when they may recognize the need. This service could also help other victims and perhaps even offenders.

Create more affordable and safe housing for domestic violence victims

Victims of domestic violence are well served by being placed as a priority on waiting lists for affordable housing. Nevertheless it is still important to try and reduce wait times so that victims can get access to safe and affordable housing of their own when they are ready to transition from the shelter system.

Recommendations Related to Offenders of Interpersonal Violence

Reintegration of Offenders

Key informants told us that there is a need to provide some offenders of interpersonal violence with additional supports to aid them in making a successful transition from offender back into civil society.

Introduce a circle of support program for men exiting custodial institutions

The circle of support program offered by Community Justice Initiatives for women exiting Grand Valley Institution for Women was widely recognized by our key informants as an asset in the community. This recommendation attempts to build on the success of that program by encouraging the creation of a similar program for men exiting custodial institutions into Waterloo Region. This will be challenging, as part of the success of the Community Justice Initiatives program is the proximity to Grand Valley Institution for Women.

Increase after care counselling services for offenders throughout the region

Key informants told us that currently there are only two counsellors dedicated to after care services for offenders within Waterloo Region. There is a substantial demand for more counselling services focused upon this group to encourage successful reintegration.

Increase number of counsellors for offenders of sexual violence in Waterloo Region

Counselling offenders of sexual violence can be difficult work. However, as a key informant pointed out, unless you deal with both sides of a social problem you will not solve it. For this reason it is important to increase the amount of counselling that is available for offenders of sexual violence.

Invite survivors of sexual abuse into groups to speak with offenders of sexual abuse

A key informant suggested that having survivors of sexual abuse speak to offenders can be a positive experience for both parties. The offenders are able to see the impact of their actions which makes them less likely to re-offend, and the victim who speaks can feel empowered.

Create a pamphlet of services for offenders

This recommendation mirrors the recommendation made to create a pamphlet of services for victims. The goal of this pamphlet will be to aid offenders in navigating the system of services to aid in their reintegration into Waterloo Region.

Offender Employment

The survey of service providers revealed that there is a need for services to assist offenders of interpersonal violence in finding meaningful employment. This need was verified by key informant interviews.

Develop a protocol for Ontario Works to work with John Howard to do pardons or offer this service internally within Ontario Works

Key informants told us that it is not clear to offenders on Ontario Works how to receive funding to cover the cost of a pardon. Currently, although the John Howard Society is helping many offenders receive pardons, the agency is not receiving funding to cover the administrative time used to complete these pardons. This recommendation seeks to create a straightforward process whereby all offenders on Ontario Works who qualify for a pardon may apply for one. This is important as it will greatly aid offenders in returning to work.

Partner with local employers to provide offenders with employment skills and opportunities

The John Howard Society in Kingston runs a skid making factory to aid offenders leaving prison in finding employment. This program, according to a key informant, is an effective way to assist offenders in reintegrating into the labour market. Similar efforts should be made in Waterloo Region to offer employment opportunities to individuals exiting custodial institutions. This recommendation seeks to partner with existing agencies rather than introduce a new program.

Offer training for employment counsellors on how to offer support to offenders

Employment counselling works well for most individuals in Waterloo Region, however key informants told us that individuals leaving prison require specialized counselling that is not always available. To rectify this difficulty, training should be offered to employment counsellors within Waterloo Region to ensure that they

have the skills to assist individuals exiting custodial institutions in finding employment.

Re-energize the Work Release program at Grand Valley Institution for Women, with expanded contacts to employers and volunteer agencies in the community and willingness to propose longer assignments that may require regional approval.

The work release program at Grand Valley Institution is an important opportunity to provide women with an opportunity to develop employment skills. Re-implementing and expanding this program will improve the ability of women exiting prison to gain employment upon release.

Housing

Key informants told us that offenders of interpersonal violence are in need of some specific housing supports.

Open a dry house in Waterloo Region

Individuals on parole or probation are often given restrictions around consuming drugs or alcohol or being around individuals consuming drugs or alcohol. Key informants told us that many individuals leaving custodial institutions end up in rooming houses and thus are put in situations that make breaching the terms of parole very likely. Opening a dry house in Waterloo Region will improve the likelihood that individuals who are serious about fulfilling the requirement of their parole are given a fair opportunity to succeed. This should ultimately reduce breaches of parole.

Open a halfway house for women in Waterloo Region

Efforts are underway in Waterloo Region to open a half way house for women. Currently the nearest halfway houses for women are located in Dundas, Brampton, Toronto and London. This hampers the ability of women leaving Grand Valley Institution to reintegrate into Waterloo Region. Additionally, many women form relationships with volunteers in the Waterloo Region through Community Justice Initiative's Stride Night program and through the Grand Valley Institution for Women's Chaplaincy program. Having a halfway house in the region will enable women to maintain these positive relationships while in the community, thus increasing the chances of successfully reintegrating.

Partner Assault Response Program

The Partner Assault Response Program offered by the John Howard Society was seen by offenders, victims and key informants as a great asset within Waterloo Region. Some recommendations were made to expand this program within Waterloo Region.

Promote other options to the Partner Assault Response Program for appropriate individuals
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The Partner Assault Response Program is, for the most part, extremely successful. However, there are some individuals who are not suited for this program. In these cases it is important that alternative options are promoted and that people are encouraged to pursue these options.

Create a Partner Assault Response Program for the LGBTQ community open to males, females and transgendered individuals

According to key informants the Partner Assault Response Program is worth expanding. Currently the program is seen as not well suited to individuals from the LGBTQ community. The program should look to expand to offer a Partner Assault Response Program specifically for individuals that identify as part of the LGBTQ community.

Recommendations Related to Victims and Offenders of Interpersonal Violence

Cultural Services

The survey of service providers identified a need to provide more services for immigrants who have been victims of interpersonal violence and immigrants who have committed interpersonal violence. Aboriginal victims and offenders were also identified as priority populations. These recommendations attempt to expand services within all cultural communities in the region.

Support the creation of an aboriginal wellness centre

The report *Moving Towards Enhanced Services: Assessment of Gaps in Services and Mapping for Survivors and Perpetrators of Domestic Violence (2008)* identified the need for an aboriginal wellness centre in Waterloo Region. This need was echoed by key informants in our study. The creation of an aboriginal wellness centre has been identified by the local aboriginal community as a need. It will provide a place where aboriginal peoples can receive culturally appropriate services in a supportive environment.

Support initiatives for culturally specific wellness centres

Other cultural groups may also be in need of wellness centres. This would provide a place where they can receive culturally appropriate services in non-judgmental safe space. For example, one key informant suggested there may be a need for an LGBTQ wellness centre. It is not the place of this report to speak for these communities, but should cultural communities or groups identify the need for wellness centres it is incumbent upon us to support these initiatives.

Create forums for ongoing conversations with agencies, cultural leaders, and immigrant community members to address community issues

The need to provide better services for cultural communities was identified by the survey of service providers and the key informant interviews. The first step in improving service delivery in cultural communities is to create forums and opportunities for dialogue to identify and address community issues. Communities know what they need. By working with them to identify these needs service providers will be well positioned to address the communities' concerns.

Counselling

Counselling services are important to victims of violence and offenders. These recommendations seek to ensure Waterloo Region has the continued capacity to service these populations.

Recruit more psychiatrists and psychologists to Waterloo Region

A reoccurring theme among our interviewees was the need for more psychiatrists and psychologists within Waterloo Region. This recruitment should be a priority.

Counselling agencies should continue to strive to reflect the diversity of Waterloo Region in their counselling staff

The Waterloo Region is a very multicultural community. Counselling agencies currently strive to ensure they include individuals that reflect the communities they serve. It is important that these efforts continue as individuals accessing counselling should see their culture and identity reflected when accessing services.

Ensure that Addictions Assessment and Treatment (SK632u) is taught at least once per academic year in the Wilfrid Laurier University Master of Social Work program

Key informants identified a need for counsellors within Waterloo Region to have access to an addictions course as part of their counselling training. The Wilfrid Laurier University Master of Social Work program has one such course but it is not always offered each academic year. In future the course SK632(u) or an equivalent course should be offered at least once per academic year.

Section Six: Conclusion

Ensuring that individuals who have been victims of interpersonal violence or have committed interpersonal violence have access to services is important to reduce the number of victims in society. It is important that these services are delivered effectively.

Any comprehensive violence prevention strategy must not only address those risk factors targeted by the interventions outlined in these briefings, but must also be integrated with policies directed at these macro-level social factors and harness their potential to reduce the inequalities which fuel interpersonal violence.”

(WHO Overview, 2009, p. 5)

As Williamson (2009) notes, “There can be a plethora of well-intentioned and well-constructed policy and strategies but without effective delivery mechanisms and suitably trained practitioners little is likely to be achieved” (p. 15). This report provides a detailed outline of what the communities of Waterloo Region perceive as the gaps in services for individuals who are victims or offenders of interpersonal violence. In addition, and perhaps most importantly, this report also provides an overview of what the strength of services are within the region.

Any good research report requires an important addendum – suggestions for further research. In this report two areas jump out as warranting further exploration. The report found that victims and key informants have seen the divorce process used to continue financial and emotional abuse by an offender after the physical abuse had been stopped. However, the research on this area is relatively thin. This would be a good area for further exploration.

A second area that warrants consideration is to assess the ability of teachers to screen for child abuse and neglect. This is an area that has been explored by the literature, which found that teachers are not always confident in their ability to recognize abuse (Kenny, 2001; Walsh, Farrell, Schweitzer & Bridgstock, 2005). This fits with the experience within Waterloo Region where key informants felt that teachers are well informed about their duty to report, and that they are diligent in reporting but that they may not always recognize some of the less obvious signs of abuse. Exploring understanding of reporting

and the ability to recognize abuse may be a worthwhile research study in Waterloo Region⁴.

It is hoped that the recommendations in this report will be acted upon by the agencies within Waterloo Region. To that end, the Waterloo Region Crime Prevention Council is asking that agencies volunteer to play a lead role or a supporting role in implementing the different recommendations found throughout the report. Lead agencies will be asked to coordinate their efforts with the Crime Prevention Council in hopes of tracking progress towards implementation.

⁴ This study could be modeled using similar questions to those asked by Kenny (2001) and Kenny & Adriana (2002). These studies asked teachers, guidance counsellors and principals some basic questions about understanding the duty to report and they presented some case studies wherein respondents were asked to assess if these cases required reporting.

Appendix A: Report Summaries

Appendix A summarizes the following reports:

- The United Nations Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power,
- The Community Safety & Crime Prevention Council Summary of their May 21st, 2008 Community Forum,
- The Ontario Government report on Financial Assistance for Victims of Violence Crime in Ontario,
- The Canadian Government report A Roadmap to Strengthen Public Safety
- The Ontario Government report The Review of the Roots of Youth Violence, and,
- The Waterloo Region Domestic Assault Review Team report an Assessment of Gaps in Services and Mapping for Survivors and Perpetrators of Domestic Violence

These reports were consulted to help inform the research process and recommendations.

Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power

In 1985 the United Nations General Assembly adopted a *Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power*. A number of the sections in the document are relevant when considering services for individuals who have been victims of interpersonal violence. In the first two sections, of note, is the broad definition of victims which also includes individuals who are familial relations to the direct victim.

1. "Victims" means persons who, individually or collectively, have suffered harm, including physical or mental injury, emotional suffering, economic loss or substantial impairment of their fundamental rights, through acts or omissions that are in violation of criminal laws operative within Member States, including those laws proscribing criminal abuse of power.
2. A person may be considered a victim, under this Declaration, regardless of whether the perpetrator is identified, apprehended, prosecuted or convicted and regardless of the familial relationship between the perpetrator and the victim. The term "victim" also includes, where appropriate, the immediate family or dependants of the direct victim and persons who have suffered harm in intervening to assist victims in distress or to prevent victimization. (United Nations General Assembly, 1985)

The code also outlines the responsibility of the judicial and administrative system.

6. The responsiveness of judicial and administrative processes to the needs of victims should be facilitated by:
 - (a) Informing victims of their role and the scope, timing and progress of the proceedings and of the disposition of their cases, especially where serious crimes are involved and where they have requested such information;

- (b) Allowing the views and concerns of victims to be presented and considered at appropriate stages of the proceedings where their personal interests are affected, without prejudice to the accused and consistent with the relevant national criminal justice system;
- (c) Providing proper assistance to victims throughout the legal process;
- (d) Taking measures to minimize inconvenience to victims, protect their privacy, when necessary, and ensure their safety, as well as that of their families and witnesses on their behalf, from intimidation and retaliation;
- (e) Avoiding unnecessary delay in the disposition of cases and the execution of orders or decrees granting awards to victims. (United Nations General Assembly, 1985)

It then continues to encourage the adoption of conciliation systems.

- 7. Informal mechanisms for the resolution of disputes, including mediation, arbitration and customary justice or indigenous practices, should be utilized where appropriate to facilitate conciliation and redress for victims. (United Nations General Assembly, 1985)

Restitution is also discussed both from the perspective of the offender and from the state,

- 8. Offenders or third parties responsible for their behaviour should, where appropriate, make fair restitution to victims, their families or dependants. Such restitution should include the return of property or payment for the harm or loss suffered, reimbursement of expenses incurred as a result of the victimization, the provision of services and the restoration of rights.

- 9. Governments should review their practices, regulations and laws to consider restitution as an available sentencing option in criminal cases, in addition to other criminal sanctions. (United Nations General Assembly, 1985)

And,

- 12. When compensation is not fully available from the offender or other sources, States should endeavour to provide financial compensation to:
 - (a) Victims who have sustained significant bodily injury or impairment of physical or mental health as a result of serious crimes;
 - (b) The family, in particular dependants of persons who have died or become physically or mentally incapacitated as a result of such victimization. (United Nations General Assembly, 1985)

The report also discusses what services should be available for individuals who have been victims of crime and the need for appropriate sensitivity and training by individuals providing services.

14. Victims should receive the necessary material, medical, psychological and social assistance through governmental, voluntary, community-based and indigenous means.

15. Victims should be informed of the availability of health and social services and other relevant assistance and be readily afforded access to them.

16. Police, justice, health, social service and other personnel concerned should receive training to sensitize them to the needs of victims, and guidelines to ensure proper and prompt aid. (United Nations General Assembly, 1985)

This report therefore provides a framework for countries to ensure that victims of crime are treated fairly.

Community Safety & Crime Prevention Council Forum May 21st, 2008

In May of 2008 the Community Safety & Crime Prevention Council (now known as the Waterloo Region Crime Prevention Council) hosted a community forum to discuss the Waterloo Region Violence Prevention Plan. The forum was designed to include an environment scan and a discussion of the need for a coordinated effort to address violence within the Region. In the report summarizing responses from that forum, data was gathered on what agencies who attended are currently doing to help prevent violence. A number of these activities included services for victims and perpetrators of violence (see Tables 12 and Table 13).

Table 12: May 21, 2008 Forum Identified Support Services for Victims

Catholic Family Counselling

- Support groups for children who have witnessed violence – support groups for adolescents related to bullying, self image, anger

Child Witness Centre

- Provide support and court preparation for child victims at no charge
- Writing a book on child witnesses in Canada – addressing issues relating to child sexual abuse – disclosure, investigation, laws, support, treatment, prevention, best practices

Family & Children Services

- Provide counselling and group programs for children exposed to domestic violence

Family Counselling Center of Cambridge and North Dumfries

- Child witness counselling. for children and their parent (mother)
- Individual counselling to address domestic violence
- Group counselling for domestic violence
- Partner assault response program – violence against women support group

Victim Witness Assistance Program

- Provide information about the court system, provide support and interpret for immigrant women

Table 13: May 21, 2008 Forum Identified Support Services for Perpetrators

Canadian Mental Health Association Grand River Branch

- Pre-charge diversion, release/probation support, mental health court and diversion

Crown Attorney

- Support probation referrals to addiction treatment counselling in sentencing submissions in appropriate cases

Family Counselling Center of Cambridge and North Dumfries

- PAR group for men charged with domestic violence
- Group counselling for domestic violence

Grand Valley Institute

- Has “mother – child” program to assist in maintaining family connections
- Extensive substance abuse programming – women’s centred programs
- Work with volunteers to create “Circles of Support” for parolees
- Established “discharge planners” to create links for women with mental health needs

John Howard Society

- Counselling and education regarding parenting for fathers

Report on Financial Assistance for Victims of Violent Crime in Ontario

The Criminal Injuries Compensation Board of Ontario commissioned the Honourable Roy McMurtry to review Ontario’s system of providing compensation for victims of violent crimes. In May of 2008 McMurtry released his findings making eight key recommendations to improve the Ontario victim assistance system:

1. Continued financial assistance for victims of violent crime
2. Creation of a victim advocate reporting to the Ontario Legislature
3. Individualized assistance for victims
4. A single application form and administrative organization for victims financial assistance programs
5. Police notification of victims services and programs and information sharing with victims on a timely basis
6. Performance measures established to monitor victim financial assistance programs
7. Annual victim services and programs reports
8. Review of victims needs and services in Ontario at least every four years

These results came after months of consultation with dozens of individuals and after reviewing over 40 written submissions. In addition, McMurtry concluded that in addition to safety concerns, and a need for information about the criminal justice process, victims had five key needs: “(i) financial assistance, (ii) counselling, (iii) acknowledgement of victimization, (iv) an opportunity to relate what happened to an official decision-maker,

and (v) individual assistance in navigating through the network of victim services and programs” (McMurtry, 2008, p. 11).

In building his case for reforms McMurtry discussed some of the difficulties facing victims of crime in Ontario. In doing so he described the progress that has been made for victim services but also the areas that still need improvement.

“Crime victims also include secondary victims such as the family members of crime victims.”

(McMurtry, 2008, p.9)

[Victims] are often the forgotten individuals of the criminal justice system, sometimes viewed as third party interlopers in a system that is focused primarily on the criminal trial and the rights of the accused. While Ontario has taken significant steps in the past few decades to assist victims of crime, much of this assistance is linked to supporting victims through criminal proceedings, and does not address the significant needs faced by victims of violent crime that are unrelated to the prosecution process.

(McMurtry, 2008, p. 8)

In addition to concerns about services provided, McMurtry also discussed the difficulty victims face in terms of system navigation.

Victims of violent crime often find it overwhelming to navigate through the network of victim services and programs to determine which agency has the services most appropriate to their needs or to make the necessary contacts or complete the necessary paperwork. (McMurtry, 2008, p. 3)

McMurtry felt that part of the solution to system navigation could be provided by police officers as they are in a position to provide victims with information about victim services in a timely manner. However, in order for police to be effective, McMurtry believed, “police officers must receive the necessary training and support so they are able to convey a sense of societal compassion and sensitivity to crime victims” (McMurtry, 2008, p. 14).

“The police usually play a very important role in the lives of violent crime victims, and are well situated to provide them with information about various victim services and programs, including financial assistance programs.”

(McMurtry, 2008, p.3)

A Roadmap to Strengthen Public Safety

On April 20th 2007, an independent panel was created to examine the operations of Correctional Service of Canada. The panel consisted of Rob Sampson, a former Minister of Corrections for the Ontario Government, Serge Gascon, Ian Glen, Clarence Louie and Sharon Rosenfeldt. In their report *A Roadmap to Strengthen Public Safety* (2007) the panelists outline five key focus areas and 109 specific recommendations. First they argue for a focus within corrections on offender accountability. They argue “if rehabilitation is to occur and truly be sustained, it must be a shared responsibility of CSC [Correctional Service of Canada] and the offender” (Sampson, Gascon, Glen, Louie, & Rosenfeldt, 2007, p. vii). This recommendation focuses primarily upon making changes to Corrections and Conditional Release Act. Sampson and colleagues’ second focus area is the elimination of drugs in prison by enhancing all of the current interdiction initiatives, including but not limited to, more drug dogs and enhanced searching procedures. The third focus area examines employment. The panel notes that “more than 70% of offenders at admission had unstable work histories; more than 70% had not completed high school and more than 60% had no trade or skill knowledge” (Sampson et al. 2007, p. vii). In order to address these issues the panel felt that a more structured work day should be implemented to balance work, education and programming and that the quality and quantity of work opportunities in the penitentiary should be increased. The fourth panel focus area discusses physical infrastructure with the specific proposal to construct regional correctional complexes across the country. The fifth, and final panel focus area, is to eliminate statutory release and move towards an earned parole system. This recommendation is meant to complement the first focus area of offender accountability. The focus on earned parole is in response to statistics that show 40% of statutory releases are not successfully completed (Sampson et al. 2007, p. x). Sampson et al. argue this demonstrates “that any arbitrary release that is not made based on rehabilitation is counter-productive and, when aggravated by shorter sentences, reduces public safety” (2007, p. ix).

The panel’s 255 page report and corresponding recommendations were responded to by Jackson & Stewart (2009) in a thorough 236 page response paper. The response focuses primarily upon the human rights implications of the panel recommendations. Jackson & Stewart (2009) “argue that human right is not something that needs to be ‘balanced’ against prison discipline and control. Rather, it is something through which prison discipline and control is exercised in a professional manner” (p. xii). Using this premise they critique each of the five focus areas recommended by Sampson and colleagues.

Jackson and Stewart (2009) find serious human rights concerns with the first focus area of offender accountability with specific concerns around the panel’s suggestions that prisoners only maintain ‘basic rights’. They note that:

- (1) it is inconsistent with the evolving common law and charter jurisprudence on the human rights of the prisoners, especially the judgment of the Supreme Court of Canada in *Solosky v. the Queen* [1980] and *Sauvé v. Canada* [2003];

- (2) it disregards the extensive legislative history and context of the CCRA (specifically the work of the Correctional Law Review);
- (3) it is out of step with international human right standards;
- (4) it would comprise respect for the rule of law and human rights in Canadian prisons and
- (5) it would undermine rather than promote prisoner reintegration. (Jackson & Stewart, 2009, p. xiv)

Jackson & Stewart elaborate that the idea that human rights are something that can be limited is a fundamental misunderstanding of the purpose of the Canadian Charter.

The second focus was eliminating drugs in prison. Jackson and Stewart (2009) focus upon the lack of a cost benefit analysis surrounding this recommendation. In addition, they discuss the difficulty new policies in this area will have on families. They see the rights of families and drug prevention as a continuum that must be balanced. “Permitting a humane visiting regime while ensuring a drug-free penitentiary is impossible if either the visits or the drug interdiction must be absolute” (Jackson & Stewart, 2009, p. xxi).

The third focus area of the panel was on prisoner employment both within the prison system and upon release. Jackson and Stewart (2009) question the lack of research of the panel in this area.

The Panel seems to think that CSC Research Branch has placed relatively modest amounts of their resources into employment and training research simply as an oversight rather than a deliberate strategy to focus research in those areas that their existing research, and that of other jurisdictions, see as being most promising. (p. xxvii).

They also question how the panel expects the prison system to maintain its current programming, let alone add new programs, given that the prison population is likely to increase due to recent legislative changes introducing mandatory minimum sentences.

With regard to the fourth focus area, and the idea of creating regional complexes, Jackson and Stewart (2009) recognize that they do not have specific expertise in this area. However, they do note that given the long lifespan of prisons the Correctional Service of Canada should not act hastily in building new facilities.

In examining the idea of shifting to earned parole, Jackson and Stewart (2009) examine the context and history surrounding the creation of earned parole. They note that before 1970 a prisoner who was “not granted parole and who had not lost remission through bad behavior would be entitled to be released at the end of two-thirds of their sentence” (Jackson & Stewart, 1999, p. xxiii). This release left the inmates with no further restrictions making them a free person. However, after 1970, through amendments to the Parole Act, all prisoners were released at the two thirds point but mandatory supervision or compulsory parole was instituted as part of the release. In 1992, this release was formally renamed ‘statutory release’. Jackson and Stewart (2009) argue this

demonstrates that statutory release programs therefore represent an increase in punishments for offenders. In addition, using the same statistics as Sampson and colleagues (2009) they argue that the program is effective. Jackson and Stewart (2009) note that from 2006 to 2007 only 117 violent offences were committed by individuals on statutory release or 0.035% of all violent crimes for that year (p. xxiii). According to Jackson and Stewart this means that very few violent crimes can be prevented by eliminating statutory release. Furthermore, they believe, “given that release at warrant expiry would follow anyway in less than 7 months on average, the likelihood that the offences would only be delayed slightly would mean no noticeable or real difference in the violent crime we experience in the community” (Jackson & Stewart, 2009, p. xxii).

The Review of the Roots of Youth Violence

In 2007, the Ontario Government commissioned Dr. Alvin Curling and the Honourable Roy McMurtry to study the roots of youth violence in Ontario. The Province of Ontario has not released an implementation plan for the five volume, 1,500 page report. However, the extensive consultation process (over 750 individuals) makes the report a valuable provincial environmental scan.

The study focused upon the most serious forms of violence involving youth, choosing to define youth broadly, generally cutting it off at the age of 18, but occasionally considering individuals up to their mid-twenties. The report’s core finding was that, “neither the breadth nor the depth of the roots [of violence] is taken into account in shaping public policy in Ontario” (McMurtry and Curling, 2009, Volume 1, p. 1). To address this McMurtry and Curling recommended a four pillar approach. The first pillar was to create a repaired social context by addressing social opportunity and racism in Ontario. The second pillar was to create a youth policy framework to guide and coordinate policies and programs. The third pillar involved focusing on neighbourhood capacity to strengthen and empower communities, and the forth pillar was to create an integrated governance framework to coordinate work across ministries within the Ontario government.

In arriving at these pillars McMurtry and Curling were attempting to address what they see as the ten root causes of violence they see in Ontario. Among the root causes identified, a number have a direct relationship to services for individuals who have been a victim of crime and services for youth offenders.

One root cause of crime is the education system. They saw this as a root cause because they felt the curriculum failed to address the historical contribution of racialized individuals, zero tolerance policies are criminalizing youth, and some teachers and some guidance counsellors are guilty of having lower expectations for racialized individuals.

The next root cause identified was family issues. The authors were careful to note that growing up in a certain family type did not automatically lead to a child becoming a violent criminal, but that certain family types increase the risks children face. The family types McMurtry and Curling identified as being of higher risk were single-parent

families, homes without fathers, teenage parent families, immigrant and refugee families (because they tend to be faced with other risk factors), foster care families, and low income families. This root cause was particularly important as the authors drew special attention in this to ‘crossover children’, who are children that start in the child protection system and then cross over to the criminal justice system. McMurtry and Curling felt that children who move directly from the child protection system to the criminal justice system were not having their needs met.

The final root cause identified by McMurtry and Curling was the justice system. This root cause took two main forms. The first issue the authors saw was that many youth receive poor and even discriminatory treatment. This was often seen as an issue with frontline police officers. The second issue was the needless criminalization of youth. This was seen as leading to youth seeing themselves as criminals, it was also seen as creating opportunities for youth in trouble with the law to hang out with other youth and adults in conflict with the law and at times this provides opportunity for gang recruitment.

In addition to identifying the causes, the report also contains a number of recommendations to address gaps within the criminal justice system and the social services sector. Some of these recommendations were formally listed as part of the 30 areas for the Ontario government to address, whereas others were listed as suggestions scattered throughout the report.

The first 12 formal recommendations focused upon creating a governance structure within the Ontario government to coordinate violence prevention initiatives across ministries.

The next 11 recommendations are the major policy areas McMurtry and Curling call for action. Among these, a number relate directly to services for victims and offenders:

- The Province must address the level of poverty in Ontario, its concentrations and the many invidious circumstances that accompany it.
- The Province must articulate more effectively its commitment to anti-racism and should address this urgent issue as a major priority in its response to our report.
- The Province must take steps to bring youth mental health out of the shadows.
- The Province must remove barriers and disincentives to education that exist for many children and youth.
- The Province must implement local, integrated, culturally specific services for families of all forms.
- The Province must increase the supply of decent, affordable housing units, diversify their locations and improve standards within both public and private accommodation.
- The Province must recognize the value of sports and arts in supporting learning, development and creativity of youth.
- The Province must work actively with communities and agencies to assist every child and youth to have access to at least one adult who provides nurturing and support, and towards providing youth with a voice in matters that affect them.

- The Province must support the contribution of youth workers to initiatives that address the roots of violence involving youth.
- The Province must work with and encourage the private sector to create meaningful, long-term employment opportunities for youth.
- The Province must bring coordination to the three ministries that operate parts of the youth justice system, ensure an overall policy focus and support a more balanced approach to resourcing by establish a Youth Justice Advisory Board.

In addition to these recommendations the authors provide four pieces of related advice. The first is for the province to adopt a community-focused strategy to reintegrate youth who have committed violence. The second is to press the federal government to institute a handgun ban. The third is to work with First Nations communities to identify and address issues collaboratively, and possibly conduct a separate review for these communities, and the fourth is for the Province to act immediately to provide services for First Nations children who must move away from home to attend high school.

Finally, worth noting, is the authors comment on the justice system generally. They start by noting that previous reports have recommended that culturally appropriate services be provided for Aboriginals and African-Canadians in correctional institutions. In addition to offering services the report also highlighted that approximately 45 percent of individual youth are being charged and then later having the charges withdrawn or stayed (McMurtry & Curling, 2008, Volume 1, p. 271). They fear that the act of charging a youth may be enough to stigmatize them as criminals and that the contact with the criminal justice system itself may provide opportunities for gang recruitment. The solution they suggest to this issue is to provide police officers with the opportunity to refer youths for a social service assessment before a charge is laid. This is a process that the authors saw being used in Quebec and they believe it would work as police officers told the authors, “they would divert more charges from the courts if community-based sanctions were available” (McMurtry & Curling, 2009, Volume 1, p. 279). Finally, the authors generally felt that the youth justice system needs to be changed so that alternatives in the system become core elements.

Domestic Assault Review Team Gap Analysis Report

Section Author: Dalibor Savicic

In January 2008, the Domestic Assault Review Team (DART) released a report by Lafrenière, Rowe and Tardif entitled, *Assessment of Gaps in Services and Mapping for Survivors and Perpetrators of Domestic Violence* in the Region of Waterloo. The report summarizes information collected through a series of interviews with 63 key informants working in organizations offering services for victims and offenders of domestic violence within Waterloo Region.

The authors use a common definition of survivors and perpetrators of domestic violence (DV). They define survivors and perpetrators, in this report, as “people who had a violent act carried out against them as either ‘victims’ or ‘survivors’ and people who carried out some type of violent act as ‘perpetrators’ or ‘offenders’” (Lafrenière, Rowe &

Tardif, 2008, p.22). The report contains a number of key elements including a map of the services pertaining to survivors and perpetrators in the region, an assessment of gaps in the services and recommendations for service improvements.

In the first part of the assessment, the authors identified gaps in services relative to the following specific client groups:

- immigrant/refugee women,
- Aboriginal women,
- women from rural communities,
- women from Mennonite Communities,
- women with disabilities,
- LGBTQ youth and adults,
- older adults,
- and men (as perpetrators).

For each of these categories, DART gave short introductions, main findings and recommendations.

The second part of the report consisted of a discussion of the strengths of services in the Region of Waterloo. The authors explained two main points related to the strengths; the importance of DART and the specificity of Waterloo Region. One of the most important elements of DART is collaborative work with each other at a high level of understanding, which is not the case in other social services. DART believes that it can build strong partnerships with the existing services of DV in Waterloo Region, which should result in a new strength in services for the region.

The second part of the report also identified the Region of Waterloo as a leader in implementing innovative and imitable projects of DV both locally, nationally and internationally. In the region, The Catholic Family Counselling Center (now the Mosaic Counselling Centre) which houses the Family Violence Project was inspired by the San Diego Justice System Project whose main goals were to “reduce recidivism and homicide rate specific to DV” (Lafrenière, 2008, p.85). In this project, the CFCC included 22 different organizations in the Region. The Women’s Crisis Center that provides shelter for victims is working collaboratively with CFCC. It is the first project of its kind in Canada and could possibly be the model for other regions across Canada.

It was also reported that in the Region of Waterloo there are a few other active specific innovative programs which are unique in Canada, such as the PAR program by John Howard, the Family and Children Services Family Violence Team project and the Elder Abuse Response Team project. Research participants reported that the Region of Waterloo is generally the area for pilot projects in social services. It is one of the biggest strengths of the region. Lastly, it was reported that the Humane Society is already involved in providing services for victims of domestic violence by taking pets from victims for shelter during the period when victims are moving from violent families to safer places. It was also reported that the Humane Society is seeking training in understanding domestic violence and thus proving to be another area where the Region of

Waterloo is strengthening, as well as addressing, problems in services related to domestic violence.

The third and final part of the report described the recommendations made by research participants about possibilities for updating social provision. The authors grouped recommendations made by key informants into five subsections which included: coordinating services for victims of DV, lack of financial resources, education about DV, program development, and issues related to human resource and volunteers. Within these groups, DART provided the main suggestions for each in relation to identified needs in the services for victims and perpetrators of DV (see Appendix B).

Appendix B: DART Report Recommendations

Client Groups Based on Identity or Geography	Recommendations
Immigrant/refugee communities	<ul style="list-style-type: none"> • Increased training and education strategies for service providers, volunteers and champions of cultural communities in order to effectively address various needs for enhanced service delivery; • Increased community outreach towards champions within cultural communities in order to raise awareness of DV services within the community. <p>Research team's recommendation:</p> <ul style="list-style-type: none"> • The Domestic Assault Review Team must assess the impact of demands placed on multicultural organizations and services relative to service delivery and strategize on how to strengthen these organizations' capacity to collaborate with DV service providers.
Aboriginal communities	<ul style="list-style-type: none"> • Training opportunities in the area of DV should be provided to staff working in unrelated Aboriginal services; • Training opportunities must be conceptualized for service providers working in the area of DV in order to be more sensitized to Aboriginal survivors and perpetrators' needs. <p>Research team's recommendation:</p> <ul style="list-style-type: none"> • The Domestic Assault Review Team is invited to develop working relationships with champions within the Aboriginal community in order to assist them in the development of an Aboriginal Wellness Centre.
Rural communities	<ul style="list-style-type: none"> • Programming must be creative and portable in order to accommodate the specific needs of rural communities; • Rural voices must be at the planning table when program and service delivery are being discussed. <p>Research team's recommendation:</p> <ul style="list-style-type: none"> • The idea for the development of DV services (i.e. shelter) in rural areas merits attention and support from the DART.
Mennonite communities	<ul style="list-style-type: none"> • Training and education on the specificity of the various Mennonite communities is encouraged; • Community development strategies should be developed to build bridges with various Church elders and other champions within Mennonite communities.

	<p>Research team’s recommendation:</p> <ul style="list-style-type: none"> • The development of a collaborative working relationship with researchers at UW (and perhaps other academics) working in the area of Mennonite research is encouraged, in order to conduct process and outcome evaluations of certain projects and programs developed in conjunction with various Mennonite communities.
<p>Individuals with disabilities</p>	<ul style="list-style-type: none"> • There is a need for more services which are responsive to women who are Deaf; • Agencies whenever possible should conduct disability audits relative to the physical locations which they occupy and whenever possible, adjust spaces to be more disability-friendly; • Training of social service providers and volunteers relative to the specific needs of individuals who are disabled is necessary. <p>Research team’s recommendation:</p> <ul style="list-style-type: none"> • The Domestic Assault Review Team must assess the impact of demands placed on organizations and services working within the scope of disability and strategize on how to strengthen these organizations’ capacity to collaborate with DV service providers.
<p>Lesbian/Gay/Bi-sexual/Trans/Queer/Two Spirited youth and adults</p>	<ul style="list-style-type: none"> • Mainstream services, materials and outreach methods must be adapted to the particular needs of this heterogeneous community; this entails adapting for example PAR programs for same-sex offenders, training and promotional materials in order for people to see themselves reflected in the material; • The development of a crisis line for lesbian and gay youth is urgently needed in the Region of Waterloo; • Training in the area of homophobia is recommended for all service providers and volunteers working within the scope of DV in the Region of Waterloo. <p>Research team’s recommendation:</p> <ul style="list-style-type: none"> • The Domestic Assault Review Team is invited to develop working relationships with champions within the LGBTQTwoSpirited communities in order to assist them in developing a Wellness Centre.
<p>Older adults</p>	<ul style="list-style-type: none"> • Outreach to cultural communities is imperative in order to raise awareness around the issue of elder abuse and services available to them; • Training for social service providers and volunteers is important in order to adequately discern abuse in older adults.

	<p>Research team's recommendation:</p> <ul style="list-style-type: none"> • This particular client-group is grossly under funded and given enormous scope of work in this area, additional funding to access case managers and social workers in this area is urgently needed.
Men	<ul style="list-style-type: none"> • Services for men coming from ethnocultural communities are needed, particularly around prevention; • There is a need for programming which supports the specific needs of young perpetrators; • The development of a hotline for men who are at risk of abusing is urgently needed, as suggested by certain key informants in this study. <p>Research team's recommendation:</p> <ul style="list-style-type: none"> • Men's services must be comprehensive, holistic, culturally appropriate and community based; • Men's programs should undergo process and outcome evaluations as well as longitudinal studies in order to best assess and enhance service delivery to men; • There is a need for service providers within a context of a series of forums or workshops to deconstruct the place which men occupy in DV service delivery and how such services can be adapted to their specific needs.

Other Challenges and Strengths Pertaining to the Following Recommendations

Guiding philosophies among DV service providers	<p>Research team's recommendation:</p> <ul style="list-style-type: none"> • Given the various schools of thought related to the nature and depth of DV service provision, what emerged in the data is the need for a clear articulation of how various guiding philosophies can co-exist within the larger framework of DV service provision. As such, a forum which would create a space to discuss competing philosophies relative to feminism, empowerment and self-help is encouraged given an expressed collective desire for coordinated services.
Importance of the Domestic Assault Review Team (DART)	<p>Research team's recommendation:</p> <ul style="list-style-type: none"> • It is vitally important to continue to nurture the enthusiasm and synergy which has emerged within the context of the DART as many research participants shared their enthusiasm for the networking and support which they receive when attending meetings. As such, we would encourage reflection on the possibility of opening up the DART membership to other organizations working peripherally but within

	<p>the scope of DV work. This would ensure continued support and attendance to DART meetings and be more inclusive of various other stakeholders. While some may view the management of such a large group tedious, efforts could then be made to create a formal Coordinating Committee as well as other sub-committees committed to various elements of interest within the context of DV service provision. This would ensure continued and active working groups committed to enhanced service coordination by the meaningful inclusion of other organizations. The DART as an entity itself could possibly apply for funding in order to assist in formalizing its structure and the management of what would emerge as a type of “Coordination Council” of DV service providers and secondary stakeholders. As illustrated in the literature review provided and based on other similar DART models, forums for education, training and strategic planning sessions could be incorporated every four months to replace a regular DART meeting.</p>
<p>Unique attributes of DV services in the Region of Waterloo</p>	<p>Research team’s recommendation:</p> <ul style="list-style-type: none"> Given the enormously creative work being executed within the Region of Waterloo, it became obvious to us as researchers that there are imitable “Best Practices” that need to be documented and shared with other communities across Canada. There are important educational opportunities which service providers can share with students studying in various disciplines. This is important when teaching case studies to future service providers and more importantly ones in which they can see themselves reflected given that these case studies are specific to the Region of Waterloo. As such, we would encourage the DART to consider developing stronger ties with local universities and engage the assistance of placement students from various academic programs (i.e. community psychology, criminology, social work, women’s studies, health studies, etc...) in order to identify, document, transcribe and compile the various and unique programs and models of service delivery which exist in our community. Efforts to access various funding envelopes in collaboration with local universities could be considered in order to then disseminate the case studies throughout Canada and beyond within various mediums: (conferences, websites, handbooks, educational videos, etc...).

<p>Moving towards more responsive and enhanced service provision</p>	<ul style="list-style-type: none"> • Coordinated services should be culture-sensitive, inclusive and respectful of partner organizations' capacity to collaborate on DV service delivery; • All research participants alluded to the need for increased funding for various aspects of service delivery; as such, continued and sustained political lobbying and re-configured and harmonized program delivery models should be considered; • Prevention programs in schools should be conceptualized and offered throughout the Region of Waterloo; • Training in the area of youth domestic violence, counselling skills, assessment and trauma is imperative; • Peer counselling models by and for men and women is encouraged as well as training in the area of harm reduction; • Ongoing counselling for survivors and perpetrators is crucial, and again this must be supported by funding that acknowledges the need for longer-term treatment models; • Community outreach and education for survivors is essential; • Discussing the possibility of a DV Coordinator's position which would attempt to coordinate all of the DV service provision within the Waterloo Region should be considered. • If at all possible and feasible, the idea of a Domestic Violence Court is one which was raised several times during the course of the research and as such attention to this particular recommendation deserves to be explored by the DART. <p>Research team's recommendation:</p> <ul style="list-style-type: none"> • In adding to the strengths of the DART, with an opportunity to maximize the strengths of the community, we would offer as a potential suggestion, the future involvement and input of the diversity of service users in the community, in ventures such as committee participation, planning forums and any other creative involvement in a Coordinated Community Response to domestic violence that the DART may find viable; • Given the enormity of attempting to address the multitude of recommendations which have informed this research project, it is essential to have a plan which will break down into various segments the
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	various themes and have teams rally around such themes and then report back to the larger DART.
Children and youth	<ul style="list-style-type: none"> • Child-care is needed for survivors accessing various DV services in the Region of Waterloo; • There is a need for services for teens who have been exposed to DV.
Gaps in Services Pertaining to Immigrant/Refugee Women	<p>Training:</p> <ul style="list-style-type: none"> • Most research participants stated that there was a need for human resources at all levels to undergo some form of training relative to the specific needs of immigrant and refugee women in the area of DV • Research participants stated that training cultural leaders in the area of DV was extremely important as an outreach strategy; • Having service providers educated on the religious values of victims was identified as being of particular importance and as such was viewed as opening up future explorations of the role of faith based organizations as potential partners in the area of DV; • Outreach and training of volunteers from ethnocultural communities was a notable strategy which in the eyes of the research participants, would help agencies connect to various communities; • Adapting the RUCS screening tool to the needs and realities of immigrant and refugee women was also shared as a possible consideration and one which is already being implemented in some agencies; <p>Community Outreach:</p> <ul style="list-style-type: none"> • According to several research participants, taking the time to identify the leadership in cultural communities is important as well as developing relationships over time in order to establish trust - this could only be achieved if the nature of that outreach is consistent and not one which is at the mercy of a specially funded project; • As mentioned earlier, there is much work to be done to clearly illustrate the nature and function of DV services as well as the therapeutic relationship to certain immigrant and refugee women from various cultural communities; this should be done in collaboration with cultural partners in forums which are adapted to the needs of this specific client group; • An increasing concern which was expressed was the need for services for abused older adults who are immigrants or refugees; at the present time there is very little which can be offered to this particular group

	<p>which presents with a very complex set of realities and circumstances. As such, training in how to effectively deal with immigrants and refugees who are older adults is important;</p> <ul style="list-style-type: none"> • The idea of a crisis line conceptualized by and for immigrant and refugee women was discussed by a few of the research participants; • One recommendation which surfaced and would merit some reflection and debate was the notion of strengthening the response by agencies that do target DV rather than the multicultural agencies that work in the area of settlement.
<p>Challenges Pertaining to Aboriginal Women</p>	<ul style="list-style-type: none"> • There should be more attention paid to Aboriginal specific programming for women within mainstream organizations which should include a holistic approach to coping and healing from DV; • Training and education on the specific realities and needs of Aboriginal women should be dispensed to all staff working in the area of DV; • Staff working in Aboriginal-specific agencies in the Region working in fields unrelated to DV should nonetheless be trained and educated in the area of DV in order to effectively respond to victims' needs; this can only occur if mainstream organizations identify the various leaders within Aboriginal communities in the Region and connect in a meaningful, ongoing and respectful manner; • Sustainable funding should be attributed to the Aboriginal-specific organization dealing with survivors and intergenerational survivors of the residential school system and that the creation of an Aboriginal Wellness Centre should be conceptualized and supported by community organizations working in the area of DV.
<p>Challenges Pertaining to Rural Communities</p>	<ul style="list-style-type: none"> • According to respondents, whenever possible, urban programs should be “portable” in order to accommodate the challenges of travel needs of rural clients; it is therefore important to have rural voices at the table when program and service delivery are being discussed; • It is important to offer programming in creative ways within rural contexts; • The idea for the development of DV services (i.e. shelter) in rural areas merits attention and as such should be discussed within the DART committee; • Rural communities have much to offer in terms of best

	<p>practices relative to creatively offering services to women who are survivors and as such should be encouraged to share the nature of their work within a broader forum; the need for quarterly symposiums or workshops on DV work in the Region of Waterloo may be considered as a viable venue for all service providers</p>
<p>Challenges Pertaining to Mennonite Communities</p>	<ul style="list-style-type: none"> • There were few recommendations put forth by research participants as the task of working with Mennonite communities appears to be delicate and complex and as such there are no easy “quick fixes” in terms of working with this particular target population. Therefore, we would simply reiterate that social service providers wishing to work more closely with various Mennonite communities should a) become familiarized with the various Mennonite communities and their own specificities in the Waterloo Region • Engage in community development which honors the role of Church elders and other champions within Mennonite communities • Be mindful of what characterizes Mennonite cultures and as such respectful engagement which honors for example certain scriptures or other ways of healing which are cogent with Mennonite cultures should be employed
<p>Challenges relative to women with disabilities</p>	<ul style="list-style-type: none"> • organizations or agencies which work with people with disabilities must enjoy the same benefits of ongoing funding as other types of social services; this ensures that people with disabilities are agents of their own challenges and solutions to their issues; we have found a disturbing pattern of marginalized communities wanting to work for specific client groups but are compromised in their ability in doing so, given that they are not funded in the same ways as more established mainstream organizations; as such, it is important that the DART team examine the systemic barriers which impede marginalized communities’ capacity to work with and for their specific communities; • Not all agencies in the Waterloo Region are readily accessible; attention to issues around accessibility must not be lost when agencies are contemplating expanding or re-locating within the Region; • If disabled women are not represented at the DART table, then measures to ensure adequate representation should be considered.

<p>Challenges relative to LGBTQTwoSpirited youth and adults</p>	<ul style="list-style-type: none"> • It is important to have housing for 16-18 year olds who are out of F&CS mandate; a long term place where they can remain in school would be ideal given apparent high drop out rates of vulnerable youth within this client group; • A crisis line for lesbian and gay youth in the Region is urgently needed; • There needs to be an awareness of the specific needs of the transgendered population and according to research participants appear to be the most vulnerable within the context of the larger LGBTQTwo Spirited population; • It would be important to consider adapting the PAR program for offenders of the LGBTQTwoSpirited population; • Training relative to homophobia and the specificity of intersecting challenges for LGBTQTwoSpirited individuals is recommended for all service providers working in the area of social services in the Waterloo Region; • Outreach to LGBTQTwoSpirited youth and adults within various ethnocultural communities is essential as they are extremely vulnerable given various religious, family and cultural contexts; • If and when certain mainstream organizations decide to adapt and outreach to the LGBTQTwoSpirited communities, it would be important to have posters supporting these communities in reception rooms, waiting areas, etc... This would ensure that people see themselves reflected in the messages; it would also be important to have myth busting posters as well so that people feel safe enough about disclosing when dealing with service providers; • Additionally, it would be important to adapt training material, pamphlets, etc... with inclusive language whereby members of same sex couples could see themselves reflected in the education, training and literature;
<p>Challenges Pertaining to Older Adults</p>	<ul style="list-style-type: none"> • There is a need to have more human resources available to manage the complex array of cases relative to elder abuse as well as additional officers and social workers; • Self-care is a huge component for people working in the area of DV and as such attention to issues relative to burnout and compassion fatigue for human resources is vital;

	<ul style="list-style-type: none"> • Much attention needs to be focused on outreaching to various ethnocultural communities to raise awareness around the issue of elder abuse and services available to older adults. • Training for professionals is imperative so that abuse which is specific to older adults can be recognized and therefore acted upon.
<p>Challenges relative to men</p>	<ul style="list-style-type: none"> • Attention must be paid to conceptualizing services and programs for men who are abused; • There is a need to offer services for men coming from ethnocultural communities in terms of understanding Canadian law, what is expected of citizens, limits on child discipline, etc... according to research participants “this would go a long way in terms of prevention”; • There is a need for programming for young men under the age of 18 relative to addressing issues around intimate partner violence (i.e. a 16 year old boy beats his girlfriend); there needs to be programming which supports the specific needs of the young perpetrator; • Women as social service providers may want to consider some type of training relative to working with men; according to one respondent who has run programs for men, it has been in her experience a positive experience for women to be able to provide support to men; • There is a need for a men’s hotline for men who are at risk of abusing.

Appendix C: Ethics Approval

LAURIER Research

September 24, 2009

Mr. Anthony Piscitelli
Region of Waterloo

Dear Mr. Piscitelli:

Re: REB #2211

Your Research Proposal Entitled, "Services for Victims and Perpetrators of Interpersonal Violence in Waterloo Region - Asset Inventory and Gap Analysis"

The Research Ethics Board of Wilfrid Laurier University has reviewed the above proposal and determined that the proposal is ethically sound. If the research plan and methods should change in a way that may bring into question the project's adherence to acceptable ethical norms, please submit a "Request for Ethics Clearance of a Revision or Modification" form for approval before the changes are put into place.

If any participants in your research project have a negative experience (either physical, psychological or emotional) you are required to submit an "Adverse Events Form" to the Research Office within 24 hours of the event.

According to the Tri-Council Policy Statement, you must complete the "Annual/Final Progress Report on Human Research Projects" form annually and upon completion of your project. All forms, policies and procedures are available on the Research Office website at <http://www.wlu.ca/research>.

All the best for the successful completion of your project.

Yours sincerely,



Robert Basso, PhD
Chair, University Research Ethics Board

pb

LAURIER Research

February 2, 2009

Ms. Alix Holtby
Psychology
Wilfrid Laurier University

Dear Ms. Holtby:

Re: REB #2040

Your Research Proposal Entitled, "Understanding the root causes of violent crime and their implications for social services in the region of Waterloo."

The Research Ethics Board of Wilfrid Laurier University has reviewed the above proposal and determined that the proposal is ethically sound. If the research plan and methods should change in a way that may bring into question the project's adherence to acceptable ethical norms, please submit a "Request for Ethics Clearance of a Revision or Modification" form for approval before the changes are put into place.

If any participants in your research project have a negative experience (either physical, psychological or emotional) you are required to submit an "Adverse Events Form" to the Research Office within 24 hours of the event.

According to the Tri-Council Policy Statement, you must complete the "Annual/Final Progress Report on Human Research Projects" form annually and upon completion of your project. All forms, policies and procedures are available on the Research Office website at <http://www.wlu.ca/research>.

All the best for the successful completion of your project.

Yours sincerely,



Bill Marr, PhD
Chair, University Research Ethics Board

Pb

Cc: Geoff Nelson; Chris Schwint.

Appendix D: Service Provider Survey

1. Information Letter

Project: Determining what services are available and what service gaps exist for individuals who have been victims of interpersonal violence and individuals who have committed interpersonal violence in the Waterloo Region.

Researchers: Anthony Piscitelli and Jessica Hutchison, Waterloo Region Crime Prevention Council (CPC) and Dr. Terry Mitchell, Wilfrid Laurier University – The Centre for Community Research Learning and Action

You are invited to participate in a survey in regards to services for individuals who have committed interpersonal violence and people who have been victims of interpersonal violence in the Waterloo Region. The purpose of the research is to determine what services are currently available as well as what service gaps exist. The principal researcher for this study is Anthony Piscitelli (CPC).

INFORMATION

You will be asked to complete a web-based survey which will take approximately 15 minutes to complete. The survey comprises questions about the services your agency offers for victims and/or perpetrators of interpersonal violence as well as what service gaps you believe to exist in the Waterloo Region. Following the completion of the survey, you may be contacted to participate in a telephone interview in order for us to gain a deeper understanding of the services available as well as the service gaps in the Waterloo Region. If you wish not to be contacted for an interview please indicate so on page 3 of this consent statement.

RISKS

There are no foreseeable risks attached to your participation in this research.

BENEFITS

A benefit that may result from this research is the creation of new services for victims and perpetrators of interpersonal violence. Evidence-based practices will be identified from the literature to fill the gaps identified in this research project. This will increase the capacity of Waterloo Region to effectively respond to the needs of victims and perpetrators of interpersonal violence.

CONFIDENTIALITY

Names of service agencies will be made available in the final reports. If you wish to not have your individual name and/or position published in the reports, please indicate so on page 3 of this consent statement.

CONTACT

If you have questions at any time about the study of the procedures (or you experience adverse effects as a result of participating in this study) you may contact the researcher, Anthony Piscitelli at panthony@region.waterloo.on.ca, and 519-575-4757 extension 5020.

PARTICIPATION

Your participation in this study is voluntary; you may decline to participate without penalty. If you decide to participate, you may withdraw from the study at any time without penalty and without loss of benefits to which you are otherwise entitled. If you withdraw from the study before data collection is completed your data will be returned to you or destroyed. You have the right to omit any question (s)/procedure(s) you choose.

FEEDBACK AND PUBLICATION

The results of the study will be written in a report that will be available to the public. The anticipated date of availability is April 1, 2010. The report will be published on the Waterloo Region Crime Prevention Council website and can be found at www.preventingcrime.ca.

CONSENT

By completing and returning the survey to the researchers you are providing consent for the researchers to use the information from your survey in their data set.

Please retain a copy of this information letter for your records

2. General Questions

1. What is the name of your agency?

2. What is your position?

- Executive Director/CEO
- Manager/Supervisor
- Front line service provider
- Other (please provide)

3. Do you receive core funding?

- Yes
- No

4. What is your primary source of funding?

- Federal Government Grants
- Ontario Government Grants
- United Way
- Foundations Grants
- Corporation Donations
- Personal Donations
- Other: (please provide)

5. What other sources of funding do you receive? (check all that apply)

- Federal Government Grants
- Ontario Government Grants
- United Way
- Foundations Grants
- Corporation Donations
- Personal Donations
- Other: (please explain)

Interpersonal violence is defined by the World Health Organization as including "child abuse and neglect by parents and caregivers; violence between adolescents and young adults; violence between intimate partners; violence associated with property crimes; rape and other sexual violence; workplace violence; and abuse of the elderly by relatives and other caregivers "

6. Does your agency provide services for individuals who have been victims of interpersonal violence?

- Yes
- No

3. Victim Services Questions**1. What kind of service/program does your agency provide for individuals who have been victims of interpersonal violence? (check all that apply)**

- | | |
|--|---|
| <input type="checkbox"/> Counselling services | <input type="checkbox"/> Legal assistance |
| <input type="checkbox"/> Job training | <input type="checkbox"/> 24 hour support hotline |
| <input type="checkbox"/> Job placements | <input type="checkbox"/> Emergency shelter services |
| <input type="checkbox"/> Skills training | <input type="checkbox"/> Housing |
| <input type="checkbox"/> Diversion programs | <input type="checkbox"/> Court accompaniment |
| <input type="checkbox"/> Addictions services | <input type="checkbox"/> Case management |
| <input type="checkbox"/> Mental health services | <input type="checkbox"/> Referrals |
| <input type="checkbox"/> Mentorship | <input type="checkbox"/> Information services |
| <input type="checkbox"/> Peer support groups | <input type="checkbox"/> Crisis intervention |
| <input type="checkbox"/> Legal advocacy | |
| <input type="checkbox"/> Other: (please explain) | |

2. If any of these services for victims are not adequately captured by the above categories please briefly explain them?

3. What geographic areas do you serve for individuals who have been victims of interpersonal violence? (check all that apply)

- City of Cambridge
- City of Kitchener
- City of Waterloo
- Township of North Dumfries
- Township of Wellesley
- Township of Wilmot
- Township of Woolwich

4. Do you have a wait list for your services?

- Yes
- No
- Some Services

5. If you could add one service for individuals who have been victims of interpersonal violence what would it be?

6. What population(s) do you believe do not have access to services for individuals who have been victims of interpersonal violence?

- Aboriginal
- Immigrant
- LBGTQ
- Single Parents
- Men
- Women
- Children/Youth
- Elderly
- Other: (please explain)

7. What geographic areas in the Waterloo Region do you believe do not have services for individuals who have been victims of interpersonal violence that should? (i.e. neighbourhoods, townships, cities)

4. Offenders Screen

1. Does your agency provide services for individuals who have committed interpersonal violence?

- Yes
- No

5. Offenders Services

1. What kind of service/program does your agency provide for individuals who have been committed interpersonal violence? (check all that apply)

- | | |
|---|---|
| <input type="checkbox"/> Counselling services | <input type="checkbox"/> Legal assistance |
| <input type="checkbox"/> Job training | <input type="checkbox"/> 24 hour support hotline |
| <input type="checkbox"/> Job placements | <input type="checkbox"/> Emergency shelter services |
| <input type="checkbox"/> Skills training | <input type="checkbox"/> Housing |
| <input type="checkbox"/> Diversion programs | <input type="checkbox"/> Court accompaniment |
| <input type="checkbox"/> Addictions services | <input type="checkbox"/> Case management |
| <input type="checkbox"/> Mental health services | <input type="checkbox"/> Referrals |
| <input type="checkbox"/> Peer support groups | <input type="checkbox"/> Information services |
| <input type="checkbox"/> Legal advocacy | <input type="checkbox"/> Crisis intervention |
| <input type="checkbox"/> Other (please explain) | |

2. If any of these services for individuals who have committed interpersonal violence are not adequately captured by the above categories please briefly explain them?

3. What geographic areas do you serve for individuals who have committed interpersonal violence? (check all the apply)

- City of Cambridge
- City of Kitchener
- City of Waterloo
- Township of North Dumfries
- Township of Wellesley
- Township of Wilmot
- Township of Woolwich

4. Do you have a wait list for your services?

- Yes
- No
- Some Services

5. If you could add one service for individuals who have committed interpersonal violence what would it be?

6. What population(s) do you believe do not have access to services for individuals who have committed interpersonal violence?

- Aboriginal
- Immigrant
- LBGTQ
- Single Parents
- Men
- Women
- Children/Youth
- Elderly
- Other: (please explain)

7. What geographic areas in the Waterloo Region do you believe do not have services for individuals who have committed interpersonal violence that should? (i.e. neighbourhoods, townships, cities)

6. Follow Up

1. Can we contact you for an interview if we have additional questions?

Yes

No

If yes, please provide your contact information

2. Name:

3. Phone number:

4. Email:

5. Best time to contact:

Morning (9am to noon)

Afternoon (1pm to 5pm)

Evening (6pm to 9pm)

7. Additional Information

1. Please share any additional information you feel we should know in the box below?

Appendix E: Interview Guides

Interview Guide for Perpetrators

Thank you for taking the time to participate in this interview. Your input is very valuable to us as it will provide us with information regarding what types of services are available to perpetrators of interpersonal violence as well as what types of services you feel should be available. The interview will take approximately one hour of your time.

Before we get started, let's review the consent form. You can then decide if you wish to continue with the interview.

[Interviewer reviews the information letter and consent form with participant]

What questions do you have before we begin? Can you please complete this demographics questionnaire?

[After questions have been asked and answered, participant is asked to complete the consent form and questionnaire and give it to the interviewer]

I am now going to start the tape recorder.

The purpose of this interview is to gather input as to what types of services are available for perpetrators of interpersonal violence in the Waterloo Region as well as what types of services you believe are not currently available for perpetrators but should be.

Are you ready to begin?

1. Please tell me what violent crimes you have been convicted of?
Possible probe: Were you convicted of a physical assault or a sexual assault?
2. Please tell me about the incident that led to your conviction.
3. Did you spend any time in jail?
 - a. If so, for how long?
 - b. How long have you been out of jail for?
4. Please tell me about the services you are currently accessing to address this violent incident?
5. Please tell me about any additional services you accessed following the incident.
Possible probe: Did you attend any meetings for people who have committed a violent act? If so, where?
6. Are there any services that you wish you could have accessed but weren't available to you?
 - a. If so, what types of service?
 - b. Why do you think there services were not available to you?
7. In your opinion, do you believe that the Waterloo Region has adequate services for perpetrators of interpersonal violence?
 - a. If not, how can the services be improved?
8. Is there anything you would like to add in regards to services for perpetrators of interpersonal violence?

Thank you for taking the time and energy to participate in this interview. Your input is very valuable and will help to inform the Waterloo Region as to how to ensure services are available to all victims of interpersonal violence.

Would you like me to go over the debriefing statement with you?

[Interviewer gives participant debriefing statement and reviews debriefing statement with participant if desired]

Do you have any questions or concerns regarding the interview or the research project?

[Interviewer answers questions and addresses concerns]

Thank you again for your time. It was nice speaking with you.

Interview Guide for Victims

Thank you for taking the time to participate in this interview. Your input is very valuable to us as it will provide us with information regarding what types of services are available to victims of interpersonal violence as well as what types of services you feel should be available. The interview will take approximately one hour of your time.

Before we get started, let's review the consent form. You can then decide if you wish to continue with the interview.

[Interviewer reviews the information letter and consent form with participant]

What questions do you have before we begin? Can you please complete this demographics questionnaire?

[After questions have been asked and answered, participant is asked to complete the consent form and questionnaire and give it to the interviewer]

I am now going to start the tape recorder.

The purpose of this interview is to gather input as to what types of services are available for victims of interpersonal violence in the Waterloo Region as well as what types of services you believe are not currently available for victims but should be.

Are you ready to begin?

I'd like to begin by talking to you about your experience with victimization.

1. Please tell me about your experience as a victim of interpersonal violence.
 - Possible probe: What type of violence were you the victim of?*
 - Possible probe: Were you seriously injured in this incident?*
 - Possible probe: Did you know the assailant?*
 - a. Did you press charges? What was the assailant/attacker charged with?
 - Was he/she convicted in a court of law?
2. Please tell me about the services you are currently accessing to address this violent incident?
3. Please tell me what additional services you accessed after the violent incident.
 - Possible probe: If you did not access any services, please tell me who/what you turned to for support following the incident.*
4. What services do you wish you would have been able to access after your assault but were not available?
5. In your opinion, does the Waterloo Region have adequate services for victims of interpersonal violence?
 - a. If not, how would you make it better?
6. Is there anything you would like to add regarding services for victims of interpersonal violence?

Thank you for taking the time and energy to participate in this interview. Your input is very valuable and will help to inform the Waterloo Region as to how to ensure services are available to all victims of interpersonal violence.

Would you like me to go over the debriefing statement with you?

[Interviewer gives participant debriefing statement and reviews debriefing statement with participant if desired]

Do you have any questions or concerns regarding the interview or the research project?

[Interviewer answers questions and addresses concerns]

Thank you again for your time. It was nice speaking with you.

Interview Guide for Key Informants

Thank you for taking the time to participate in this interview. Your input is very valuable to us as it will provide us with information regarding what types of services are available to victims of interpersonal violence as well as what types of services you feel should be available. The interview will take approximately one hour of your time.

Before we get started, let's review the consent form. You can then decide if you wish to continue with the interview.

[Interviewer reviews the information letter and consent form with participant]

What questions do you have before we begin? Can you please complete this demographics questionnaire?

[After questions have been asked and answered, participant is asked to complete the consent form and questionnaire and give it to the interviewer]

Are you ready to begin?

1. Please briefly describe the overall state of services for victims within Waterloo Region?
2. Please briefly describe the overall state of services for offenders within Waterloo Region?
3. What barriers do people face when navigating the victim and offender service systems?
4. Questions were then asked tailored to each interviewee.
5. What additional education, training, information or supports do you personally feel you need in your role?
6. How would you characterize the helping relationship and role between yourself as a professional and a victim?
7. And how would you characterize the helping relationship and role between yourself as a professional and an offender?
8. What kinds of things do you do to try and improve that relationship and role?

Appendix F: St. Mary's General Hospital Domestic Violence Screening Tool

ST. MARY'S GENERAL HOSPITAL

POLICY ORIGIN:
Emergency Department & WR Sexual Assault
Domestic Violence Treatment Centre

POLICY NO.

OPERATIONAL DATE: January 2006

REVISION DATE:

POLICY TITLE: Routine Screening for Intimate Partner Violence

POLICY: Routine screening will be implemented to improve the care provided to victims of intimate partner violence by identifying and referring patients to the appropriate resources. Screening will be done by staff who have been trained and who will:

1. screen all women age 16 year of age and over, for partner abuse/assault
2. be knowledgeable about the dynamics of violence against women and its impact on women and children
3. be skilled in responding effectively to disclosures of abuse/assault

PROCEDURE:

1. The Hospital will ensure that each woman, 16 years of age and older is screened for intimate partner violence once during each episode of care. This will take place at triage in the Emergency Department.
2. During the triage assessment the ER staff will:
 - ◆ screen all female patients 16 years of age and over, when the patients condition is stable
 - ◆ routinely ask the patient if she is currently experiencing or has experienced any form of abuse by an intimate partner.
 - ◆ consider patient's immediate safety
 - ◆ question the patient face-to-face

- ◆ screen the patient alone and not in the presence of her partner or children over the age of 3 years.
3. Asking the question:
The question about intimate partner violence is on the triage form. Some staff may prefer to preface the question by saying, “This is a standard question we ask all women 16 years of age and older.”
4. The ER record will reflect:
- a) the question was asked
 - b) the patient response
 - c) if the patient discloses violence by an intimate partner, the Domestic Violence Treatment Centre Team (DVTC) was offered to provide assistance. If the patient consents to the DVTC being contacted the ER nurse paged the DVTC nurse.
 - d) if the patient denies violence in her relationship, or declines the DVTC, other community support resources as well as the resource pamphlet was offered and given by the ER nurse

APPROVED: January 2006

REVISED:

REVIEWED:

Responsible: ER Department, WRSA/DVTC

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