



***SCAN ON FUNDING AND POLICY
INITIATIVES TO RESPOND TO
VIOLENCE AGAINST WOMEN***

*PREPARED FOR CANADIAN WOMEN'S FOUNDATION BY
CANADIAN NETWORK OF WOMEN'S SHELTERS & TRANSITION HOUSES
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Canadian Network of Women's
Shelters & Transition Houses

Réseau canadien des maisons
d'hébergement pour femmes

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Foreword

This high level scan examines federal, provincial and territorial responses to violence against women (VAW), with an emphasis on shelter and transition house, second stage, sexual assault centres and other related services, over the period of 2006-2011. The sector provides 24/7 crisis response, 24/7 crisis phone lines, 24/7 staffed emergency accommodation, including food, shelter and basic needs, individual/group supportive or psychological counseling, sexual assault services, children's services, individual advocacy and legal support services, emergency cell phone programs, public education, and second and third stage housing services. Services in some provinces and territories are augmented by Victims Services through the Department of Justice Victim Services and services for children who have witnessed violence.

The sheltering and transition house system has played a key role in supporting women in Canada since the 1970's. At that time, the prevailing view that violence against women was a private matter was challenged. Shelters played and continue to play a major role in this empowerment as women experiencing violence were no longer alone but supported. Shelters are generally non-profit, voluntary organizations for women run by women in a supportive feminist environment. There are currently over 500 shelters and transition houses in Canada.¹

There is public policy and funding aimed at violence prevention and supports for women who have experienced violence. Policy is implemented through provincial, territorial or federal action plans or strategies; legislation directly impacting VAW, or through legislation that indirectly impacts the VAW sector. An example of this might be alterations to sections of the Criminal Code of Canada pertaining to perpetrators of VAW. Legislation seemingly unrelated to VAW such as changes to provincial/territorial social benefits acts or landlord – tenancy acts can impact the lives of women experiencing VAW by expanding or reducing a woman's capacity to act independently and make her own free choices before, during or after experiencing violence.

Funding of the VAW sector and public policy are interlinked. How and what aspects of VAW governments fund is a form of policy setting, as is what governments determine to be "approved" or "core funding". Reducing, increasing or inadequately funding the VAW sector may be an expression of policy priority setting and will be discussed in the scan.

The scan represents a snapshot of information accessible, with an emphasis on reported developments since 2006 and VAW shelters. It is not intended to be a comprehensive listing, nor does it include a critical analysis component. Information that would allow us to rectify any errors or omissions is welcome and may be incorporated in subsequent releases. The Canadian Network of Women's Shelters & Transition Houses wishes to acknowledge consultant Claire Tremblay, B.A, B.Soc.Sc, LL.B who undertook the primary and secondary research and wrote the first draft of the Scan. Representatives of the 14 provincial/territorial, aboriginal and regional sheltering organizations in Canada participated in planning, research, informant interviews and draft reviews. Tracy Gierman, Pamela Harrison and Shabna Ali prepared the final version and appendices.

1.0 Approach and Methodology

This high level scan focuses on federal, provincial and territorial responses to VAW, with a focus on the past five years. It summarizes the current issues and trends related to funding and policy in response to VAW and presents a portrait of the policy and funding picture related to service provision and advocacy in Canada.

The key issues and trends include: funding opportunities for shelters, second stage housing and sexual assault centres, a funding structure for programs such as recovery, counseling, children's program and outreach; policy making bodies responsible for women's issues in public and significant policy initiatives; as well as key gaps in VAW service funding.

Information was compiled and summarized based on a scan of published materials conducted using electronic databases and web indexes as well as information requested and obtained from the Library of Parliament to find public reports, academic and community studies and sectoral studies. There have been few major government reports on VAW since 2006 and thus outside the scope of this scan, current information was obtained via the members of the Canadian Network of Women's Shelters & Transition Houses, an emerging national network united to end VAW. The founding members of the Network are Canada's 14 provincial / territorial, regional and aboriginal sheltering organizations, who have a collective membership of over 350 emergency and second stage shelters for abused women and their children. An information request was also distributed via the Policy-Action-Research-List (PAR-L) an electronic network of over 1,400 individuals and organizations interested in women-centred policy issues in Canada, hosted by the University of New Brunswick. Finally, informant interviews were conducted with 8 regional representatives covering all parts of Canada and selected for their diverse knowledge and in-the-field expertise in VAW Information and themes that emerged are presented in the scan.

2.0 Funding to Respond to Violence against Women

2.1 Overview

This scan focuses on public funding of the VAW sector in Canada by federal and provincial/territorial sources. Funding provided by public departments and agencies is divided into core funding and non-core funding. Core funding is defined as financial support that covers basic "core" organizational and administrative costs, which tends to be of longer duration and is more predictable. Indirect or non-core funding focuses on project costs and is often provided through crime prevention programs, violence prevention, victim funds and family violence initiatives.

Shelters and transition houses, sexual assault centres and other VAW services are often funded through the same provincial/territorial government departments, such as health, social services, and justice, depending on the region of Canada. Government departments may deliver a percentage of

core funding or service agreements or contracts to the centres and/or to community organizations working to provide physical and psychological health services to sexual assault victims. In addition, most provinces and territories provide services to victims of crime and compensation to individual victims. The Department of Justice website provides a list of victim services, by type, that are provided federally, provincially and territorially.ⁱⁱ

2.2 Federal Funding Structure and Opportunities

The federal public departments and agencies that fund the VAW sector in Canada are the 15 partnership organizations that comprise the Family Violence Initiative (FVI). The FVI is led by the Public Health Agency of Canada on behalf of 15 partner departments, agencies and crown corporations, with the goal of reducing family violence in Canada. The Government of Canada provides approximately \$7 million per year to support and complement activities across eight member departments: Public Health Agency of Canada, Canada Mortgage and Housing Corporation, Citizenship and Immigration Canada, Department of Justice Canada, Department of Canadian Heritage, Royal Canadian Mounted Police, Statistics Canada and Status of Women Canada. Other departments, Indian and Northern Affairs Canada, Health Canada, Human Resources and Skills Development Canada, Correctional Service of Canada, Public Safety Canada, Service Canada and the Department of National Defense also address family violence issues. The FVI manages the National Clearinghouse on Family Violence, an information hub on violence within the family.ⁱⁱⁱ The following is an overview of funding opportunities available federally for VAW.

2.2.1 Shelters, Transition Houses and Second Stage Housing

Canada Mortgage and Housing Corporation (CMHC)

The Shelter Enhancement Program is an ongoing program administered by CMHC and operated through the provinces. The program provides financial assistance to buy, repair, rehabilitate and improve existing shelters (capital assistance). Non-profit corporations and charities that house victims of violence are eligible for forgivable loans. CMHC contributes up to 100 percent of a project's capital cost secured by a 15-year mortgage. For renovations, the loan amount depends on geographic location and number of beds.

Human Resources and Skills Development Canada

Homelessness Partnering Strategy (HPS) The Homelessness Partnering Strategy was started in 2006 as a two year pilot project. In 2009, funding was extended for two years at current funding levels (\$269 million nationally) and renewed for a further three years at existing funding, to March 31, 2014. HPS funding focuses on the reduction of those who are homeless and at risk of homelessness. Shelters and Transition Houses have been determined to fit under the HPI umbrella and have received capital funding to build shelters in new locations and replace inadequate buildings.^{iv}

Department of Indian and Northern Affairs

The Department of Indian and Northern Affairs (INAC) provides the majority of core (or operational

funding) to 39 shelters (mostly on-reserve and some off-reserve) across Canada used by First Nations women. INAC administers the Shelter Enhancement Program (SEP) for on-reserve shelters in association with the Canadian Mortgage and Housing Corporation, as well as the Family Violence Prevention Program (detailed below).^v The INAC portion of the Shelter Enhancement Program is \$11.5 million in annual operational funding. In some regions, family violence prevention activities are funded on a project basis, while in other regions First Nations are provided with funding on a per capita basis.^{vi} Monies received under Federal Programs and Services for Registered Indians are administered on reserves by First Nation councils for both on and off-reserve groups operating shelters for victims of family violence.^{vii}

2.2.2 Violence Prevention Programs

Department of Indian and Northern Affairs

First Nations Family Violence Prevention Program

This program aims to provide a more secure home environment to on-reserve children by providing abuse prevention and protection services for children and their families. Supported under the program are public awareness and education campaigns, conferences, workshops, stress and anger management seminars, support groups and community needs assessments. The program consists of annual one time project funding grants of varying amounts.^{viii}

Department of Canadian Heritage

Aboriginal Women's Programming: Family Violence Initiative (off-reserve)

The overall aim of the program is to enable Aboriginal women to influence decision making in their communities. Included is a family violence component, which operates via a series of one time project funding grants.^{ix}

Public Safety Canada

National Crime Prevention Centre: Grants and contributions are provided under the Northern and Aboriginal Crime Prevention Fund (NACPF). The maximum amount is \$600,000 per recipient project over three years (a yearly maximum of \$200,000). The aim of the fund is to prevent crime through culturally sensitive crime prevention practices that address known risk factors. Only projects that fulfill the aims of the National Crime Prevention Strategy are eligible for funding. The current NACPF funding structure will expire on March 31, 2013.^x

Status of Women Canada

Since 2007, Status of Women Canada has funded 117 projects worth \$22 million to eliminate VAW.

Community Fund: The Community Fund supports projects that bring about equality and the advancement of women in three priority areas: ending violence against women and girls, especially those in remote, Aboriginal, and immigrant communities; improving women and girls' economic security and prosperity, and; encouraging women and girls in leadership and decision-making roles. Funds are available to incorporated not-for-profit and for-profit Canadian organizations for local,

regional, provincial/territorial or national projects. Beginning with the 2010-2011 fiscal year, Status of Women Canada accepts and reviews applications on an ongoing, year-round basis. Previous funding occurred in annual cycles. Funds are not available for core funding or for the provision of ongoing administration costs.^{xi}

Women's Partnership Fund: The Women's Partnership Fund provides contribution funding to projects that improve the economic and social conditions of women in Canada. Not-for-profit and for-profit organizations that carry out projects at local, regional, provincial/territorial and national levels are eligible, with a \$500,000 maximum per fiscal year. Matching funds are on a 1:1 ratio, with up to 25% percent in the form of in-kind contributions.^{xii}

2.3 Provincial and Territorial Funding Structure and Opportunities

In the review of funding for shelters and transition houses across Canada, it became evident that, with the exception of Quebec, "core funding" is inconsistent, and varies within and across provinces/territories. Often non-profits are required to compete against each other, and rarely is funding guaranteed beyond a year. In most provinces, one or more provincial departments are involved in the funding of this sector, and the responsibility for the VAW sector often is juggled from department to department.

Funding challenges are not only operational, but also result from changes in legislation that have a financial impact, either directly or indirectly on shelters and transition houses; examples include changes in minimum wage, occupational health and safety, landlord-tenant legislation, social benefits and child protection policy and legislation. The VAW sector has a large number of unionized houses, which brings other human resource and funding challenges.

Policies and funding of the VAW sector is recognized as a priority by most provinces/territories, yet policies on appropriate and consistent funding do not yet exist, except in Quebec. The VAW sector is primarily women. A lack of competitive salaries and benefits prevent the sector from hiring and retaining well educated and experienced shelter staff. One informant said that "We are thinking of adding to our mandate that we are a training ground for government workers, as our staff, though committed to the work, often look for higher wages and benefits in the public and private sectors. **For an overview of the funding situation by province or territory, please refer to Appendix A.**

3.0 Policy Initiatives and Policy-Making Bodies

3.1 Federal Policy

Family Violence Initiative (FVI)

As detailed in Section 2.2, the federal government response to VAW is coordinated through the cross-departmental Family Violence Initiative, which includes 15 federal departments with leadership of the Public Health Agency of Canada. The Family Violence Initiative is described by the Government of

Canada as a long-term commitment to address violence within relationships of kinship, intimacy, dependency or trust. With permanent annual funding by the Government of Canada, the long-term goal of the FVI is to reduce the occurrence of family violence in Canada. This allocation supports and complements activities across eight member departments: Public Health Agency of Canada, Canada Mortgage and Housing Corporation, Citizenship and Immigration Canada, Department of Justice Canada, Department of Canadian Heritage, Royal Canadian Mounted Police, Statistics Canada, and Status of Women Canada.

Additionally, Indian and Northern Affairs Canada, Health Canada, Human Resources and Skills Development Canada, Correctional Service of Canada, Public Safety Canada, Service Canada and the Department of National Defence address family violence issues through existing departmental programs and activities.

The FVI promotes public awareness of the risk and protective factors associated with family violence; works with government, research and community partners to strengthen the capacity of criminal justice, housing and health systems to respond; and supports data collection, research and evaluation efforts to identify innovative/promising practices and a range of effective interventions.

This Initiative represents a significant federal effort to reduce family violence. The issue of family violence has been integrated into ongoing programming in many government departments. We have learned that the best way to address family violence is to support a common vision and advance a coordinated approach.

Under the Family Violence Initiative, the Public Health Agency of Canada also manages the National Clearinghouse on Family Violence, Canada's resource centre for information on violence within the family. Multiple points of contact and accessible materials ensure that FVI knowledge development and exchange activities are available to a broad range of audiences. For updates on new products and resources, government initiatives, funding opportunities, research and events, subscribe to the quarterly NCFV E-bulletin.

Status of Women Canada

Status of Women Canada is a federal government organization with an aim to promote equality for women and their full participation in the economic, social and democratic life of Canada. Current SWC priorities are: women's economic security and prosperity, women's leadership and ending VAW.^{xiii}

3.2 Federal/Provincial/Territorial Forum

The Federal/Provincial/Territorial Forum of Status of Women Senior Officials meets annually to *"explore ways to achieve equality for women and to exchange information on issues affecting women in Canada, particularly in the areas of economic security, violence and human rights."* An example of a forum initiative is the report *"An Exploration of Promising Practices in Response to Human Trafficking."* The report commissioned by the Government of Manitoba on behalf of the Forum identifies practices to prevent human trafficking.^{xivxv}

3.3 Provincial Policy

There are a number of diverse provincial and territorial policy initiatives underway to address violence against women. **An overview of policy-making bodies and major policy initiatives by province or territory is available in Appendix B.**

4.0 In-the Field Impact of Funding and Policy

Informant interviews were conducted with 8 VAW experts who have actively participated in funded programs, representing different regions of Canada, including the East, West, Central and far North, to provide an “in-the-field” picture of how the funding and policy portrait described above effects provision of services. **A profile of the informants is provided in Appendix D.**

Most informants were linked with a provincial (or regional representative) shelter and transition house association. The provincial and territorial shelter and transition house associations play a key role in monitoring changes to funding and policy and measuring the impact of such changes. A provincial/territorial view allows for a broad-based analysis across the rural/urban divide, identifying specific services, gaps, trends and government partnerships and policy/legislation. It is of note that not all provinces and territories have a provincial or territorial association, not all are publicly funded, and some are funded inadequately, which provides real challenges in terms of coordinating provincially as well as nationally. **A profile of each sheltering or transition house association (where they exist) can be found in Appendix C.**

4.1 Funding Gaps

The informant interviews identified gaps in funding and support to the VAW sector in Canada. Although each province and territory is unique, some common themes emerged. There is currently no federal legislation that speaks directly to the issue of VAW. Provincial and territorial legislation and policies often have unintended consequences for transition houses. The provision of programs and services without stable core funding and the need to fundraise internally to fill gaps in programming and staffing is highly problematic. The interviewees emphasized that time and resources spent on fundraising took away from direct services for clients. Of note, Quebec was less affected by these issues as the province has made significant advances, such as implementing Quebec's Action Plan on Violence against Women. As described in Appendix B, the Quebec provincial plan and related policies and legislation is the result of significant consultation between Quebec's VAW sector and the province. Many in the Canadian VAW sector see Quebec as a model to strive for.

In several provinces and territories, the impact of federal and provincial legislative policies directly affected funding, as well as service provision by transition houses. Shelters and transition houses support pay equity legislation and increases in minimum wage levels. However, this type of legislation presented financial challenges. The transition houses have to comply with the federal wages increases

without funding increases. Also of concern to transition houses was policy making on a provincial and municipal level. Changes in municipal policies such as changes in fire codes and the need for building upgrades have a direct financial impact on transition houses, most of which already operate on a shoe string budget. **An overview of funding gaps by province or territory is available in Appendix E.**

4.2 Alternatives to Public Funding

4.2.1 Overview

Public funding does not cover 100% of core funding expenses. As a result there is a growing gap between public funding received and core funding needs. Funding increases are infrequent and when received failed to meet increases in cost of living (inflation). This has meant an increased reliance on non-public sector funding. Private sector funding sources are increasingly less generous and obtaining private sector funding is becoming more cumbersome and time consuming. With the exception of Quebec, the need to fill the financial gap due to inadequate public funding is a growing burden on Canada's VAW sector. Fundraising is also a risk and the return is not known. Significant up-front investment is often required.

4.2.2 Perspectives on Fundraising in VAW

As described in Appendix F (by province or territory), a lack of organizational resources (a lack of fundraising coordinators, for example) was a common theme for most of the provinces and territories. Instead, the task of fundraising falls to executive directors, board members and even on the ground staff, fundraising in their own time, in some cases to keep their jobs. The need to risk spending money to make money was also emphasized. Fundraising requires staff resources and initial start up money. Urban organizations generally, had more fundraising resources than rural organizations.

The need to fundraise is taking up valuable staff time, leaving less time to provide on the ground service provision to users of the VAW system. Some informant interviewees also reported the need to fundraise was contributing to staff burnout as staff take on the role of fundraiser, grant writer and shelter worker. For many executive directors, fundraising was taking up more of their time leaving less time for human resource needs, case management and addressing pressing policy and advocacy issues. **An overview of perspectives and impacts of fundraising, by province or territory is available in Appendix F.**

4.3 Policy and Advocacy Efforts

4.3.1 Organizational resources available for policy

Few of the provincial or territorial associations or individual shelters had staff dedicated to policy efforts. This task usually falls to the executive directors of the individual shelters or comprises part of the communications and coordination roles of the coordinators/EDs of the provincial associations. A

consideration in conducting policy and advocacy work is determining how to approach policy work. This is due in part to new policies, such as by the Status of Women Canada to not fund initiatives involving women's advocacy. Informants spoke with concern of increasing difficulty in securing resources for policy and advocacy work in VAW.

4.3.2 Policy change

All interviewees suggested changes in the public policy agenda and legislation that would ensure the VAW sector in Canada receives consistent and reliable funding, that takes into account rural and urban populations, demand and that is tied to inflation. In the meantime, time, energy and resources are used in searching for alternate means of funding, both from the public sector and from private donors and foundations. Making the process of applying for public funds more transparent and less cumbersome, while still providing sufficient information for funders, would lessen the administrative burden on organizations. Lengthy applications followed by extensive follow up reports and deliverables are time consuming, and place an additional burden on an already overtaxed sheltering and transition house system. As the comments below show, there is also a need for inter-provincial co-operation, greater consultation between the public sector and the VAW sector and the clear need for a national vision on VAW that is coordinated, clear and strong.

Some interviewee comments regarding policy change include:

Applying for public funds: "The main issue is the amount of time that it takes to put a proposal together for funds which may not be forthcoming." (Newfoundland)

Consultation process: "A framework where it becomes policy for public funders involved in domestic violence to collaborate with domestic violence shelters. The United States did that and it made a big difference..." (British Columbia)

"If there is a change in policy we have to change the way we work. This means money to address policy changes comes out of core funding. This is a pile of money I don't have." (New Brunswick)

"There is a list of training requirements to meet new policies, but there is no money for backfilling staff ...to attend training." (Ontario)

Inter-provincial/territorial collaboration: "It would be great if Yukon and Nunavut had shelter and transition house capacity funding to have their own network so that they could connect in their territory and our work would connect the three territories." (Northwest Territories)

Need for National Overview: "I think in Canada we need an action plan as women...we need a bar of conduct for the territorial and provincial governments that acknowledge the oppression and VAW as a political issue and as a human rights issue and things need to filter down from there." (Yukon)

An overview of perspectives and experiences with policy and advocacy by province or territory is available in Appendix G.

5.0 Key themes and learnings – a view to the future

From both primary and secondary sources explored in this scan, clear trends have emerged. Although there is diversity across Canada, many commonalities exist.

Maintaining adequate funding is a tremendous challenge

No province or territory provides 100% of funding required to operate shelters or transition houses, or second and third stage housing in Canada. The trend by governments is not to increase funding levels to the VAW sector. In many cases, funding has remained stable in absolute dollar amounts over the past five years. This represents an erosion of real funding to the shelter system as cost of living increases, demand for services and legislation (such as pay equity legislation or increases in the minimum wage) that increases operational costs, are not taken into account. The deficit in core funding is not being met by private sector donors, due in part to the lack of staffing resources and a larger pool of charitable options for donors. The economic recession has also affected fundraising efforts. Informant interviewees indicate that it is more difficult to raise funds in 2009-2010 than five years previous. This trend looks set to continue.

Fundraising for basic sector needs comes at a cost

It is clear from the informant interviews that the erosion of real funding to the VAW sector has impacted women and their children who use shelter services, as well as the staff who provide the services. Board members are more likely to be in full-time employment, and have less capacity to address fundraising. Shelter staff members, including executive directors and front-line staff, are fundraising to make up the funding deficit from the public sector. Time spent on fundraising is considerable, with up to 20 to 30% of staff hours dedicated to raising funds. Often staff is fundraising to pay for their own salaries and for food and other essential shelter needs. Fundraising has also become more onerous. Both public departments and private donors are demanding more accountability which means application and reporting processes are increasingly complex and time consuming. Fundraising has to be done under challenging circumstances – with little startup money, time or staffing resources.

Staffing constraints and staffing resources applied to fundraising may result in a decrease in the level of direct service provision for clients. At the same time, shelters are serving many more clients suffering multiple issues related to trauma such as mental illness and substance use, as well as providing assistance to children who have witnessed abuse. Several informant interviewees identified children of intimate partner violence survivors later re-entering the shelter system as adult victims of violence. In the case of young boys, this often means being identified as perpetrators of abuse as adults. Many informant interviewees stressed the need for adequate funding for transition houses and second and third stage housing, as well as the human consequences of a lack of adequate funding

Change is required for a strong, sustainable system

A common theme from informant interviews is the need for guaranteed and consistent core funding commensurate with the needs of the VAW sector. Lack of appropriate funding has resulted in increased stress on staff, low salaries in the sector, high staff turnover, and most importantly reduced service levels to shelter system users. Across the three levels of government, there are no consistent increases in funding to meet increased demand or increases in inflation. In some provinces, service providers have to bid for government contracts for service, often resulting in inconsistent funding levels.

A View to the Future – Coordinated, collaborative sector leadership

Coordinated, collaborative sector leadership is required to drive meaningful policy and funding changes in Canada. One example is the recent formation of the Canadian Network of Women's Shelters & Transition Houses. With some project work supported for three years by the Status of Women Canada Partnership Fund, significant advances in coordinated, collaborative leadership is already taking place.

In a short time, the Canadian Network has already served to facilitate knowledge exchange, reduce duplication of efforts, share funding opportunities and policy issues common to all provinces and territories. For instance, if a province has best practices guidelines or policy on an issue, this information is exchanged and modified instead of reproduced by another province. Promising, innovative and model practices are being tested and evaluated across regions to advance quality services for women. Information on funding or templates of successful funding applications are being centralized for easier access and many more activities are underway.

It is hoped that with sustainable funding, coordinating organizations like the Canadian Network could emerge to play a lead role in finding coordinated, collaborative solutions to the VAW sector's policy and funding challenges. Ultimately, these functions free up time for individual shelter and transition houses and provincial associations to work on what they do best – servicing the needs of Canada's vulnerable women and children affected by violence.

ⁱ Sauv , J. & Burns, M. 2009, Residents of Canada's shelters for abused women, 2008, Statistics Canada, Ottawa, Vol 29, No. 2.

ⁱⁱ Department of Justice website on victim services in Canada, <http://www.justice.gc.ca/eng/pi/pcvi-cpcv/vsd-rsv/over-aper.html>, accessed on January 30, 2011.

ⁱⁱⁱ Public Health Agency of Canada website, The Family Violence Initiative, <http://www.phac-aspc.gc.ca/ncfv-cnivf/initiative-eng.php>, accessed on January 26, 2011.

^{iv} Human Resources and Skill Development Canada website, The Homeless Partnering Strategy, <http://www.hrsdc.gc.ca/eng/homelessness/index.shtml>, accessed on January 30, 2011.

- ^{vv} Indian and Northern Affairs Canada website, Family Violence Prevention/Shelter Enhancement Programs, <http://www.ainc-inac.gc.ca/ai/arp/2010trp/bkg/fvs-eng.asp>, accessed January 10, 2011.
- ^{vi} Indian and Northern Affairs Canada website, Family Violence Prevention Program, <http://www.ainc-inac.gc.ca/hb/sp/fvp-eng.asp>, accessed January 14, 2011.
- ^{vii} Indian and Northern Affairs Canada website, You Wanted to Know – Federal Programs and Services for Registered Indians, <http://www.ainc-inac.gc.ca/ai/pubs/ywtk/ywtk-eng.asp>, accessed on January 26, 2011.
- ^{viii} Department of Justice website, Background B: The Government of Canada’s Ongoing Support for Aboriginal Peoples, http://www.justice.gc.ca/eng/news-nouv/nr-cp/2010/doc_32565.html, accessed on January 26, 2011.
- ^{ix} Department of Canadian Heritage, Canada Invests in Native Women’s Transition Centre, October 14, 2010, <http://www.pch.gc.ca/pc-ch/infoCntr/cdm-mc/index-eng.cfm?action=doc&DocIDCd=CR101368>, accessed January 14, 2011.
- ^x Public Safety Canada website, Northern and Aboriginal Crime Prevention Fund, Application Guide, <http://www.publicsafety.gc.ca/prg/cp/nacpf-app-gd-eng.aspx>, accessed on January 26, 2011.
- ^{xi} Status of Women website, Community Fund, <http://www.swc-cfc.gc.ca/fun-fin/wcf-fcf/index-eng.html>, accessed on January 30, 2011.
- ^{xii} Status of Women website, Women’s Partnership Fund, <http://www.swc-cfc.gc.ca/fun-fin/wpf-fpf/guide-eng.html>, accessed on January 26, 2011.
- ^{xiii} Status of Women Canada website, Condition feminine Canada Status of Women Canada, <http://www.swc-cfc.gc.ca/abu-ans/index-eng.html>, accessed on January 24, 2011.
- ^{xiv} An Exploration of Promising Practices in Response to Human Trafficking, Prepared for: Federal/Provincial/Territorial Forum of Status of Women Senior Officials, International Centre for Criminal Law Reform and Criminal Justice Policy, http://www.child.alberta.ca/home/documents/WomensIssues/Human_Trafficking_Report.pdf, accessed on January 24, 2011.
- ^{xv} Government of Alberta, Children and Youth Services, Women’s Issues, <http://www.child.alberta.ca/home/1065.cfm>, accessed on January 24, 2011.

Appendix A – Provincial and Territorial Funding for VAW*

**The following represents a snapshot of information accessible, with an emphasis on reported developments since 2006. It is not intended to be a comprehensive listing, nor does it include a critical analysis component.*

BRITISH COLUMBIA

Shelters, Transition Houses and Second Stage Housing

In BC, there is no core funding for transition houses, second stage or safe home programs. All of the funding is through service agreements (contract for services) between government and agencies across the province. The contracts typically last for three years. However for the past two years, agencies have been on one year renewals as the government reorganizes the delivery of services. There is also potential for contracts to go to a request for proposal process.

As of 2009 funding for transition houses, second stage and safe homes is provided through a crown corporation, BC Housing Management Commission (BCHMC). There is 31 million dollars to fund 63 transition houses, 9 second stage and 26 safe homes across the province and 15 outreach programs. Most transition homes provide services for children, with close to 70% having a child support worker (either part-time or full-time) funded through their contracts. Second Stage facilities are for longer term stays (from 6 months to 2 years) and provide greater support to women around issues of access/custody for their children, employment opportunities and ongoing supports. Many charge rents to women and supplement funding. BC is one of the few provinces to have Safe Home programs; they provide short-term (up to 5 days) temporary shelter and supports in communities where there is not a transition house.ⁱ

In less than three years, the VAW (shelters and counseling) programs have moved to four different BC ministries. Government websites have therefore not been able to provide accurate, up to date information. The information provided here has been reviewed by leaders of service agencies in-the-field who have clarified the complex funding systems.

Sexual Assault Centres

In 2003 the government of BC cut all funding to sexual assault centres and many centres closed down across the province. Those that remain do so with funding via contract for services for victim services or stopping the violence counseling programs. These are funded through the Ministry of Public Safety and Solicitor General.

Other Programs

The Ministry of Public Safety and Solicitor General (MPSSG) is the main funder for “non-core” services, that is, services not directly pertaining to operating the shelters within the shelter system. In 2009, MPSSG became the funder for counseling programs for children and women dealing with intimate partner violence, sexual assault and historical issues of abuse. These services are combined with the existing victim support services. The range of programs available for women and children are: Victims’ Support Services, Stopping the Violence Counseling Services and Children Who Witness Abuse Counseling Programs, Outreach and Multicultural Outreach, all funded by the Ministry of Public Safety and the Solicitor General via service agreements. These programs are available across the province,

ALBERTA**Shelters and Second Stage Housing**

Alberta Child and Youth Services provides “core” funding to 29 women’s VAW emergency shelters, program funding for two second-stage housing facilities and has a capped fee for service agreement with four on-reserve women’s shelters. On-reserve shelters in Alberta (a total of six) receive federal funding through the Department of Indian and Northern Affairs. ⁱⁱ

Sexual Assault Centres

Limited funding for nine sexual assault centres is provided through the Government of Alberta, Children and Youth Services. ⁱⁱⁱ

SASKATCHEWAN**Shelter and Second Stage Housing**

Funding for Saskatchewan’s ten women’s VAW shelters comes from the Ministry of Justice and Attorney General and Indian and Northern Affairs Canada (INAC) (on-reserve shelters). Currently there is no funding for staffing of Second Stage facilities although the buildings themselves are maintained through provincial and municipal funds. The Provincial Association of Transition Homes and Services of Saskatchewan has identified 5 key positions which are essential to shelter operations. Not all positions are provincially or federally funded in all shelters.

Sexual Assault Centres

Funding for sexual assault services in Saskatchewan is also provided through the Ministry of Justice and Attorney General. The province has ten sexual assault crisis and information centres - six of which provide 24-hour-a-day crisis line counseling.

Other Programs

Outreach services to women who may not use a shelter but who are in violent or potentially violent circumstances are funded through the Ministry of Justice and Attorney General. The fourteen organizations that provide these services include crisis and outreach, counseling and support centres and culturally specific counseling services to Aboriginal women in the province.

MANITOBA**Shelter and Second Stage Housing**

In Manitoba, the Family Violence programs are within Family Services and Consumer Affairs which fund agencies to deliver services to women and children fleeing abuse. ^{iv}

ONTARIO**Shelter and Second Stage Housing**

The emergency VAW shelters in Ontario are funded through the Ministry of Community and Social

Services (MCSS). Services funded through the Ministry also include: counseling services, housing support services, transitional support services, a province wide crisis help line (Assaulted Women's Helpline) and a provincial crisis line for Francophone women (Femaide). In 2007, the most recent figures available there were 2,001 VAW emergency shelter beds in approximately 100 shelters across Ontario.^v In 2009/2010 MCSS provided \$80M to 97 shelters for operations. MCSS also provides funding to Aboriginal shelters on reserve through the Aboriginal Healing and Wellness Strategy. MCSS does not have a specific funding program for second stage housing providers, however, many of them receive some funding under the counseling and/or Transitional and Housing Support Program.

Women's shelters were historically funded through a local government 'per diem' payment for occupied beds, paid retroactively and cost-shared with the Province (20%/80%), as well as a quarterly funding in advance from the Province of Ontario for crisis intervention counseling, child witness support and crisis telephone support for women. In the mid-90s, the Province "uploaded" the per diem funding to the Provincial level. This alleviated the unstable per diem funding, but did not address adequacy. Discrepancies in local funding decisions on the amount of the per diem have remained, so that shelters in Ontario are not equitably funded, and therefore women and children do not receive, the same level of service throughout the province.

Sexual Assault Centres

Funding of 38 sexual assault centres in the province of Ontario is through the Ministry of the Attorney General and the Minister Responsible for Women's Issues.^{vi} In 2007, the funding amount was \$13 million a year. Some agencies in Ontario operate both the sexual assault centre and the women's shelter in a community. The Ministry of Health also provides funding for Sexual Assault and Domestic Violence Treatment Centres for women within hospitals.

Other Services

The Ontario Ministry of the Attorney General provides funding to gender neutral domestic violence and victims services that include support for assaulted women. These services are overseen by the justice system: Victim/Witness Assistance Programs, Domestic Violence Court (or a Domestic Violence process) in all criminal court jurisdictions, partner abuse response programs for abusers in all court jurisdictions, the Criminal Injuries Compensation Board, the Victim Quick Response Program and the Victims Assistance and Referral Service in 45 locations. A number of public systems have domestic violence protocols (e.g. police services) and DV liaison personnel. The Ontario Women's Directorate provides project funding for training and education on violence against women. The Ministry of Community and Social Services funds community counseling 'domestic violence' programs for women, children exposed to 'domestic violence' and men (\$28M to 181 agencies in 2009/10). The MCSS also provides funds to agencies (\$13.4M to 125 agencies in 2009/10) to deliver the Transitional and Housing Support Program.

QUEBEC

Shelter and Second Stage Housing

Shelter funding is provided by the Ministry of Health and Social Services of Quebec. After several years of demands from the provincial associations representing shelters (the Fédération de ressources

d'hébergement pour femmes violentées et en difficulté du Québec and the Regroupement des maisons pour femmes victimes de violence conjugale), and with the support of academic research (Critères pour l'attribution des subventions aux maisons d'hébergement, R. Rose, University of Quebec at Montreal, 2004) an enhancement of \$33 million occurred between 2004 and 2008 and was allocated based on the number of beds per shelter. The average investment per shelter by the Government of Quebec rose from over \$350,000 to nearly \$644,000, which represents an increase of 84% while the total budget allocated to shelters in 2009-2010 was \$67,889,000 for 106 shelters, resulting in 59% of shelters increasing their services, training and staff. In November 2010, the Interdisciplinary Research Center on Family Violence and Violence against Women (CRI-VIFF) released Services d'aide en matière de violence conjugale: État de la situation et besoins prioritaires (May 2010).

Sexual Assault Centres

The province of Quebec funds assistance centres for victims of sexual assault (CALAC's) including counseling and other services.

Other Services

Since 1988, the Ministry of Justice of Quebec finances the toll-free SOS domestic violence (SOS violence conjugale) phone line. 24 hours a day, 7 days a week, the workers of SOS assess applications and put women victims of domestic violence in contact with a counsellor in a shelter. This service is accessible to all of Quebec. The average funding ranges between \$225,000 and \$250,000. Since 2010, a new listening, informational and referral phone line, for victims of sexual assault, their families as well as outreach workers, offers a bilingual and confidential service, 24 hours a day, 7 days a week.^{vii}

NEW BRUNSWICK

Shelter and Second Stage Housing

The province of New Brunswick provides core funding to VAW emergency shelters and second stage housing through the Social Development department (formerly Family and Community Services.) In June 2010, New Brunswick announced it would provide \$250,000 to emergency shelters in 2010, \$500,000 in 2011 and \$750,000 in the third and subsequent years. These amounts represent a lump sum amount for all type of shelters in New Brunswick which includes transition houses. The funding is part of the province's homelessness framework *A Home for Everyone* to address chronic homelessness.^{viii}

Other Programs

Via the Social Development Department, New Brunswick funds a Child Witnessing Violence program to assist children who have witnessed violence. A children's support worker is available in each transition house (on a part-time basis) for crisis intervention, play-based interventions, psycho-educational interventions, referrals and parenting and skill development. The latter involves a focus on effective parenting, discipline strategies and the effects on children of witnessing family violence.^{ix}

NOVA SCOTIA

Shelters and Second Stage Housing

The Department of Community Services (DCS,) provides approximately 70% core funding, including

salaries, to transition houses in Nova Scotia. DCS also provides a percentage of core funding for second stage housing units operated by transition houses. No core funding is provided to the largest provider of second stage housing in NS, Alice Housing.

Sexual Assault Centres

NS has one full time sexual assault centre and one part time sexual assault centre, that are partially funded through grants from DCS. The Sexual Assault Nurse Examiner Program (SANE) is funded by the NS Department of Health and coordinated by the Avalon Sexual Assault Centre. Some rural women's centres and transition houses provide sexual assault services in their catchment area, either through existing core funding or grants.

PRINCE EDWARD ISLAND

Shelters and Second Stage Housing

The department responsible for funding the provincial shelter and rape and sexual assault centre on Prince Edward Island is Community Services Seniors and Labour. PEI has one 24 hour a day, 7 day a week provincial transition house and a newer on-reserve shelter funded in-part by INAC.^x

NEWFOUNDLAND AND LABRADOR

Shelter and Second Stage Housing

Funding for the shelter system in Newfoundland and Labrador is through the Department of Health and Community Services. Each regional health authority then receives its allocation of funding from the Department. How much each shelter receives is determined by the regional health authority, with each authority having its own method for determining budget needs. Typically the Executive Director of the shelter submits a suggested budget to the health authority.

Sexual Assault Centres

The one sexual assault crisis centre in Newfoundland and Labrador (The Newfoundland and Labrador Sexual Assault Crisis and Prevention Centre in St. John's) is funded under Newfoundland and Labrador's six year (2006-2012) Violence Prevention Initiative coordinated by the Women's Policy Office. The office is headed by the Minister of the Status of Women in Newfoundland and Labrador.^{xi}

YUKON

Shelters and Second Stage Housing

The Yukon Territorial shelter system consists of three transition houses – two smaller shelters and a larger one located in the territorial capital of Whitehorse. The largest shelter comprises of 15 beds and five second stage housing apartments, for women exiting the shelter. Government funding for the shelter system comes from Health and Social Services and is based on a three year application cycle. Funding levels are variable with most of the funding from the government. The smaller shelters however, receive inadequate and inconsistent funding and have to do a considerable amount of fundraising to make up the shortfall. Because the Yukon does not have 'reserves' but has 14 self governing First Nations, shelterse are exempt from any funding from Indian and Northern Affairs. While provinces have Aboriginal reserves, the Territories have First Nations Government lands or band lands. First Nation's women are asked to disclose their band number to enable the Yukon government

to bill the federal government for First Nations women staying in the transition home. This can lead to confidentiality issues of women escaping abusers in small communities and is a barrier to accessing funds.

Sexual Assault Centres

There are no specific sexual assault centres in Yukon. Instead, in the small communities, nurse practitioners provide medical care for family violence victims including sexual assault examinations. In the case of severe injury, victims are sent to Whitehorse General Hospital. Yukon's health care system is funded through Health and Social Services.

Other Programs

The staff of the three transition houses work with women and their children. Further services for children can be accessed through Child Abuse Treatment Services in Whitehorse. These services are funded through Health and Social Services.^{xii}

NORTHWEST TERRITORIES

Shelters and Second Stage Housing

Funding for the five shelters in NWT is provided through the Department of Health and Social Services. The NWT, like Nunavut and Yukon don't have access to INAC shelter funding because there are no reserves.^{xiii}

Sexual Assault Centres

There are no specific sexual assault centres in Northwest Territories. Victims who seek treatment would be seen in a hospital or health care-based setting.

NUNAVUT

Shelters and Second Stage Housing

Funding for the three functioning shelters in Nunavut is provided through contribution agreements with the Department of Health and Social Services.^{xiv}

ⁱ BC Housing Management Commission website, http://www.bchousing.org/resources/Programs/WTH/Transition_Housing_Key-Findings-And-Recommendations.pdf, accessed on January 30, 2011.

ⁱⁱ Creating Options at Reducing Sexual Exploitation, Breaking Down Barriers, One Step at a Time, <http://www.child.alberta.ca/home/829.cfm>, accessed on January 30, 2011.

ⁱⁱⁱ Government of Alberta website, Children and Youth Services, Sexual Assault Centres, <http://www.child.alberta.ca/home/1101.cfm>, accessed on January 25, 2011.

^{iv} Manitoba website, Family Violence Prevention Program website, <http://www.gov.mb.ca/fs/fvpp/index.html>, accessed on January 26, 2011.

^v Ministry of Community and Social Services, Survey of VAW Emergency Shelter Services, Final Report, Revised April 2009, Bay Consulting Group.

^{vi} CLEO Net Sexual assault centres to receive new funding from province, <http://www.cleonet.ca/news/664>, accessed January 25, 2011.

^{vii} Sante et Service Sociaux Quebec Domestic Violence, http://www.msss.gouv.qc.ca/en/sujets/prob_sociaux/domestic_violence.php, accessed on January 14, 2011 and Faits Saillants, Sur les service d'aide en matiere de violence conjugale, fact sheet, Fédération de ressources d'hébergement pour femmes violentées et en difficulté du Québec.

^{viii} Social Development, New Brunswick, News release, Stable Funding for emergency shelters, 22 June 2010, http://www2.gnb.ca/content/gnb/en/departments/social_development/news/news_release.2010.06.1044.html, accessed on January 13, 2011.

^{ix} Child Witnessing Violence, Social Development, http://www2.gnb.ca/content/gnb/en/services/services_renderer.14416.html, accessed January 14, 2011.

^x PEI Family Violence Prevention Services In., <http://fvps.ca/>, accessed on January 26, 2011.

^{xi} Government of Newfoundland and Labrador website, Violence Prevention Initiative, <http://www.gov.nl.ca/VPI/initiative/index.html>, accessed January 25, 2011.

^{xii} Yukon Family Violence Resource Directory, Women's Directorate 9th Edition http://www.womensdirectorate.gov.yk.ca/pdf/family_violence_2007.pdf, accessed on January 25, 2011.

^{xiii} Northwest Territories Health and Social Services, Family Violence Services for Women, http://www.hlthss.gov.nt.ca/english/services/family_violence/contact_us/family_violence_services_for_women.htm#FortProvidence, accessed on January 26, 2011.)

^{xiv} CBC News, National groups to aid Nunavut women's shelter, October 25, 2006 <http://www.cbc.ca/canada/north/story/2006/10/25/shelter-funding.html>, accessed on January 26, 2011.)

Appendix B – Provincial and Territorial Policy Initiatives*

**The following represents a snapshot of information accessible, with an emphasis on reported developments since 2006. It is not intended to be a comprehensive listing, nor does it include a critical analysis component.*

BRITISH COLUMBIA

British Columbia's women's issues have been divided among several ministries. The Ministry of Public Safety Solicitor General oversees violence against women, BC Housing Management Commission funds transitional housing programs (women's shelters for women fleeing abuse and for homeless women), and the Ministry of Health Services has the mandate for women's issues.

The Ministry of Health Services has a Women's Healthy Living Secretariat which focuses on women's issues. This is the government arm that meets with the Federal-Provincial-Territorial Ministers Responsible for the Status of Women Forum. However they are not linked to most of the VAW programs in the province. The Women's Healthy Living Secretariat has no mandate for VAW and does not support or provide policy for any of the VAW programs. This Ministry does oversee the issue of older women but does not deal with the abuse of older women (this is handled through MPSSG which has an elder abuse program.)ⁱ

Policy on VAW in Relationships, December 2010

The Ministries of Safety and Solicitor General, Attorney General and Children and Family Development collaborated on the update of the provincial Policy on VAW in Relationships VAWIR policy. This policy focuses on the justice and child welfare response to domestic violence to ensure a coordinated response between service providers. These service providers include transition house programs, Stopping the Violence Counseling Programs, Children who Witness Abuse programs, outreach and multicultural outreach services, health services, and immigrant settlement services.ⁱⁱ

Best Practice Approaches: Child Protection and VAW. November 2010.

The Ministry of Children and Family Development collaborated with the VAW sector to create a set of best practices in supporting women experiencing violence. The best practice approaches are designed to guide child protection workers while they are supporting women's and children's safety. The practice affirms that women's safety is an integral part of all child protection interventions where VAW exists.ⁱⁱⁱ

ALBERTA

Alberta does not have a minister responsible for the status of women or an advisory council to government on the status of women. Instead, the Department of Children and Youth Services of Alberta provides advice and information to the minister responsible for women's issues

(along with other departments.) The Department also undertakes joint projects with other government departments regarding issues of concern to women. Alberta has no mechanisms for gender analysis of social and economic policy nor does it have a council acting in an advisory capacity to government.^{iv} However, Alberta Children and Youth Services has two positions in intergovernmental initiatives which provides advice and information to the Minister responsible for women's issues and to other Alberta government departments, undertakes joint projects with other government departments, and with similar agencies in other jurisdictions, and promotes public and government awareness of issues of concern to women.

A Cross-Ministry Approach: Interdepartmental Committee on Family Violence and Bullying

This initiative involves nine ministries providing a provincial response to the prevention of family violence and bullying in Alberta. Ministries involved in the program are: Children and Youth Services (coordination lead); Aboriginal Relations, Education, Employment and Immigration; Health and Wellness, including Alberta Health Services (formerly AADAC and Alberta Mental Health Board); Housing and Urban Affairs; Justice and Attorney General; Seniors and Community Supports; and Solicitor General and Security.”

The above ministries are working together to implement the five key areas of action in the Strategy for the Prevention of Family Violence and Bullying and a cross ministry Action Plan, The Taking Action on Family Violence and Bullying Report. In 2008-09, over \$59 million was provided across the Government to address family violence and bullying issues. The five key areas of The Taking Action on Family Violence and Bullying Report are: Social Change (public awareness), A Collaborative, Coordinated Community Response, Services and Supports and Accountability.^v

SASKATCHEWAN

Status of Women Office

The mandate of the Status of Women Office (which operates within the Ministry of Social Services) is to offer direction and leadership on policy direction affecting the status of women. Funding opportunities are available under the International Women’s Day Grant Program. (Reference: Government of Saskatchewan, Status of Women Office, Funding and Grants) In 2009, A Gender Equality Indicators Report examined education, income and wealth, living arrangements and paid and unpaid work as contributors to women’s inequality. (Reference: <http://www.socialservices.gov.sk.ca/funding-grants> accessed on January 24, 2011.) The structure of the Status of Women Office includes advisors on women’s policy in all government departments and Saskatchewan Crowns Corporations. Status of Women holds annual forums to allow women’s groups to provide feedback on Action Plan progress reports. This is based on the *Action Plan for Saskatchewan Women* released in October 2003.

Saskatchewan Towards Offering Partnership Solutions to Violence Inc. (Stops to Violence) is a provincial funded organization dedicated to supported partnerships with individuals, communities, organizations, and governments through partnership. STOPS encourages the use of ideas, environments, and opportunities to address issues of personal and relationship violence.

Interdepartmental Committee on Interpersonal Violence

The Committee is comprised of ten government departments including Justice, Education, Social Services, the Status of Women Office and Correctional Services working toward ending interpersonal violence in the province.

Victims of Domestic Violence Act

The Victims of Domestic Violence Act provides remedies for victims in situations of domestic violence. The Act provides emergency intervention orders, victims' assistance orders, and warrants of entry to assist victims of domestic violence.

Source: <http://www.justice.gov.sk.ca/Victims-of-Domestic-Violence-Act> accessed January 31, 2011

Victims Services

Victim Services, located in the Ministry of Justice and Attorney General, delivers and supports a range of programs and services to respond to the needs of victims of crime. Police Based Victim Services – supports for victims in the immediate aftermath of a crime or tragedy, and throughout the criminal justice process, including services for Aboriginal Families – programs developed to support Aboriginal victims of crime, Community-based Specialized Programs - programs that address the needs of victims of specific crimes, including domestic violence and sexual assault, Victim Witness Services - Support for children and other vulnerable witnesses who are required to testify in court and Children Exposed to Violence Programs - programs to address the needs of children who have been exposed to violence, Victims Compensation Program - financial compensation to reimburse victims for expenses resulting from criminal acts of personal violence and Restitution Programs - programs to assist victims in collecting court-ordered restitution from offenders.^{vi vii}

MANITOBA

Ministry of the Status of Women, Manitoba

The Executive Council of Manitoba includes a minister responsible for the Status of Women. The position is not however, a full cabinet portfolio.

Women's Advisory Council – Manitoba

The Manitoba Women's Advisory Council is comprised of a chair and community members appointed by the provincial government and reports to the Minister responsible for the Status of Women. The council focuses on issues that have a social, legal or economic impact on women.^{viii}

Strategy Responding to Children and Youth at Risk of, or Survivors of Sexual Exploitation

In Manitoba, the Family Violence programs are within Family Services and Community Affairs which fund agencies to deliver services to women and children fleeing abuse. The Strategy Responding to Children and Youth at Risk of, or Survivors of Sexual Exploitation is an ongoing inter-ministerial project launched in December 2002 led by Manitoba Family Services and

Consumer Affairs department. The Strategy also involves Justice, Health, the Women's Directorate and Aboriginal and Northern Affairs. Included in the project is a safe transition home in Winnipeg, Honoring the Spirit of our Little Sisters run by the Ma Mawi Chi Itata Centre Inc, for female and transgender youth aged 13 to 17 who have been subjected to or who are at risk of continued sexual exploitation. The home opened in November, 2003. Other initiatives under the program are: an outreach program, residential child care facility, foster parent training, student support services and the TERF Program.^{ix}

ONTARIO

Ontario Women's Directorate

The Ontario Women's Directorate (OWD) provides a vehicle for government action on issues of concern to women. The OWD has two key areas of activity: preventing violence against women and promoting women's economic independence. In addition to providing project funding for training and education on violence against women, the Directorate is responsible for coordinating work within the government on the Domestic Violence Action Plan and other initiatives addressing violence against women across Ministries.

Domestic Violence Action Plan

The Domestic Violence Action Plan launched by Ontario in 2005 involves 13 Ministries with the vision to "free all women and their children from the fear or threat of domestic violence." Government information calculates that the Plan has committed \$82 million to its implementation since its launch. Aspects of the four-year plan include support and funding for community supports for victims (counseling services, transitional and housing supports); training of public system frontline workers in recognizing abuse; and education and prevention to change attitudes and stop violence before it happens. Other aspects include improvements to Ontario's criminal and family justice system to help protect women and hold abusers accountable, and programs and services to assist women from marginalized communities, with particular focus on Francophone and Aboriginal communities.^x The Domestic Violence Action Plan outlines the overall government approach to violence against women in Ontario which essentially involves five "key" community systems: justice, health, education, child welfare and community services, of which women's independent community-based services are one part. The fundamental principle of this approach is coordination and collaboration of systems and services at the local level.

Ministries within the DVAP also have Ministry-specific policy on services or supports operated with each Ministry. For example, the Ministry of Municipal Affairs and Housing, under the provincial Social Housing and Reform Act, regulates priority policy for social housing that gives priority placement on housing wait lists to abuse 'victims'.

The Ministry of Community and Social Services provides funding for women's shelters, second stage programs and community-based counseling programs for women, children and men. Policy in this area is outlined in a Policy Framework for Violence against Women Prevention Programs.

The Province of Ontario is currently working on a Sexual Violence Action Plan promised to women in 2007. Aboriginal women in Ontario are also currently working with the Province to move forward their Strategic Framework to End Violence against Aboriginal Women. In response to two inquests into the murders of women by their intimate partners in Ontario, the Ontario Coroner's Office has established a Domestic Violence Death Review Committee, which has to date released seven reports containing a myriad of recommendations for improvement to Ontario systems and services.

There have been a number of policy initiatives developed in Ontario since women's anti-violence services began over 35 years ago, each depending on the government in office at the time. Policy direction was largely positive and expansive until the mid-90s when government cut funding to women's emergency shelters, eliminated funding to second stage programs and shifted policy focus largely to the criminal justice system. As a result of women's coalition building and advocacy work, however, funding cut from these services was restored in 2008.

QUEBEC

Ministry of Culture, Communications and the Status of Women

The Status of Women Secretariat's mission is to support the development and the coherency of governmental actions for equality between women and men, including : coordinates and monitors government actions in terms of gender equality, connects with with women's groups and the academic research community to understand the realities, concerns and aspirations of the women; advises the government to ensure Quebec's influence on Canadian intergovernmental and international scenes in terms of gender equality; provides analysis, researches innovative solutions and collaborates with others to ensure it's goals. The Status of Women Secretariat is assisted by a network of over 30 departments and agencies and the government policy for gender equality entitled *Pour que l'égalité de droit devienne une égalité de fait (2006)* charts the way forward for the next ten years. It is accompanied by an initial action plan of a duration of three years, which foresees new investments.

The Government of Quebec is currently (Jan-Feb 2011) holding a parliamentary committee to review the action plan where many women's organizations and others are heard and will share their recommendations for the development of the next action plan. This activity was undertaken in response to 2005 consultations entitled *Towards a new social contract for equality between women and men*. This activity was a unique moment in the history of Quebec since broad consultations on equality between women and men were held for the first time. It enabled the Committee on Social Affairs to receive 107 submissions and to hear 75 groups.

The result was a cross-departmental, multi-agency policy to promote equality in different environments ranging from media to the leisure and sport communities, through schools, health facilities and businesses. The policy *Pour que l'égalité de droit devienne une égalité de fait* presents seven instruments of governance and six broad guidelines that will help combat persistent inequalities affecting women and to promote egalitarian relationships: the promotion of egalitarian models and behaviours; towards economic equality between women and men; employment and unequal working conditions; towards a better work-life balance;

health approaches adapted to women's needs, respect of the integrity and safety of women in all walks of life; and towards greater participation of women in decision-making.

Quebec Council on the Status of Women

The Quebec Council is an independent government agency for consultation and study and is separate from the Status of Women Secretariat. With the objective of achieving equality between women and men, the Council on the Status of Women advises the Minister and the Government of Quebec on any subject related to equality and respect for the rights and status of women, provides information relevant to women and the public.

Cross-Departmental Intervention Policy

Quebec is the only province or territory in Canada to have developed an intervention policy on domestic violence entitled *Prévenir, dépister, contrer la violence conjugale (1995)*. Ministries and secretariats originally associated with the policy are Health and Social Services, Justice, Public Safety, Education and the Status of Women and Family Secretariats. Since then, the ministries of Public Affairs, Regions and Land Occupancy, Immigration and Cultural Communities, Employment and Social Solidarity and the Aboriginal Affairs Secretariat also joined the interdepartmental committee in charge of coordination on domestic, sexual and family violence, who monitors the implementation of policy and related action plans.

The policy is structured around 4 areas of intervention: prevention, screening, adaptation and socio-legal interventions (psychosocial, judicial and correctional) and 5 conditions for success: the coordination of services (abused women and children and abusers), dialogue between partners, training of interveners, research and evaluation of programs and services.

Nine guiding principles guide all actions ordered by the policy:

1. Society must refuse all forms of violence and denounce it;
2. Society must promote respect for individuals and their differences;
3. The eradication of domestic violence is based foremost on relations of equality between the sexes;
4. Domestic violence is criminal;
5. Domestic violence is a way of dominating another person and asserting his power over her;
6. The safety and protection of women victims and children have priority in terms of intervention;
7. Any intervention with victims should be based on respect of their autonomy and rely on their ability to regain control of their life;
8. Any intervention must take into account the effects of domestic violence on children and strive to attenuate them;
9. Abusers are responsible for their violent behaviours; interventions should aim to ensure perpetrators assume responsibility for their violence.

The four pillars of the policy are prevention, detection, adaptation to the specific circumstances and psychosocial, judicial and correctional intervention.

Essential conditions for a successful action plan are based on:

- 1- Coordination of services;
- 2- Coordination of partners from different sectors of intervention;
- 3- Adequate training of managers and staff in these areas;
- 4- Basis on a common understanding of the problem;
- 5- Support of research improves knowledge and systematic evaluation of services and programs to allow for adjustments.

The second governmental action plan (2004-2009) is currently under evaluation since it expired in December 2009. This plan included 72 measures which updated the foundations, principles, and guidelines presented in the 1995 policy. A third action plan is expected in 2012.^{xi}

NEW BRUNSWICK

Family Violence Regional Networks

These regional networks are the result of collaboration between local agencies and community based organizations including the Departments of Social Development, Justice, Safety, Education, Health, Post-secondary Education, Training and Labour. Violence prevention initiatives include domestic violence outreach workers, a Moving Forward-group program for children and mothers who have experienced domestic violence, a second stage housing program, risk assessment, a Violence against Aboriginal women initiative and a Domestic Violence Court Pilot Program (Moncton.) Other initiatives include: a partnership with Fredericton Sexual Assault Crisis Centre and a partnership with transition houses and the Department of Social Development.^{xii}

Provincial Strategy on Sexual Assault Services: There is only one sexual assault crisis centre in New Brunswick , the Fredericton Sexual Assault Centre (FSACC.) resulting in victim support and crisis response specific to sexual assault being done by other agencies across the province (such as hospitals, police etc.) There are no formal provincial standards of sexual assault service delivery in place. To fill this gap, a provincial action plan “A Better World for Women –Moving Forward 2005-2010” was announced as part of a provincial strategy to expand sexual assault awareness and delivery.^{xiii}

NOVA SCOTIA

Nova Scotia Advisory Council on the Status of Women

The Nova Scotia Advisory Council on the Status of Women advises the provincial government and educates the public on women’s issues. Established under the Advisory Council on the Status of Women Act and the Advisory Council on the Status of Women Regulations, the Council is representative of women from across Nova Scotia. Council members advise the NS Government on current and emerging issues pertaining to women. Projects include: NS Campaign School for Women, the Respite Project and The Bread and Roses Bursary Fund.

The Deputy Minister’s Leadership Committee on Family Violence was established in 2001 to provide support at the most senior levels of government for interdepartmental and

community/government collaboration and a comprehensive response to spousal/partner violence.

The Domestic Violence Intervention Act was proclaimed in 2003, and as part of the Legislation, transition house workers in NS can act as Agents for women applying for an Emergency Protection Order.

The High Risk Case Coordination Framework addresses high risk cases (as determined by the Ontario Domestic Assault Risk Assessment [ODARA] and/or The Dr. Jacqueline Campbell Danger Assessment Tool (The DAT) by increasing victim's safety, reducing risk and avoiding duplication. This is achieved through information sharing, collaboration, planning and tracking cases.

The Nova Scotia Domestic Violence Action Plan Using the report of the Domestic Violence Prevention Committee Working Group (June 2009) a coordinating committee of the Government of Nova Scotia developed and released the Domestic Violence Action Plan in December, 2010.

Department of Justice Initiatives

The Department of Justice runs the following programs:

- The Provincial Victim Services Program
- The Child/Victim Witness Program
- The Criminal Injuries Counseling Program
- The Victim Impact Statement Program

PRINCE EDWARD ISLAND

Ministry of the Status of Women, Prince Edward Island

The Ministry of the Status of Women comprises of a secretariat headed by the provincial Minister for the Status of Women. The Secretariat is mandated to partner with the community on projects to promote the status of women. Part of the function of the Secretariat is to administer the Inter ministerial Women's Grant. The grant provides funding to support organizations that provide services to women, to enhance education and social action on women's equality and to support the capacity of women's organizations.

PEI is one of seven of Canada's jurisdictions that has an internal Women's Secretariat and a publically appointed Advisory Council on the Status of Women. ^{xiv}

Provincial Advisory Council – Prince Edward Island

The PEI Advisory Council on the Status of Women is comprised of an appointed chair and eight appointed community members. The role is defined under the Advisory Council on the Status of Women Act for PEI. The key function of the Council is to advise and assist the minister on status of women issues and to review policies and legislation that affect women. Other roles include developing public awareness of issues that affect women and provide assistance to women's organizations. ^{xv}

Premier's Action Committee on Family Violence Prevention

The Action Committee was established in 1995 to bring together community and other representatives to “ensure diversity and collective responsibility.” Departments and agencies on the committee are: the Department of Justice and Safety, Senior’s Secretariat, Department of Health and Wellness, Department of Education and Early Childhood Development, Department of Innovation and Advanced Learning, and the Department of Community Services, Seniors and Labour. The committee’s main mandate is to implement the provincial Family Violence Prevention Strategy. Goals of the strategy include: increased awareness of the impact and nature of family violence, improved access to information regarding family violence and enhanced training to responders to family violence. ^{xvi}, ^{xvii}

NEWFOUNDLAND AND LABRADOR

Ministry of the Status of Women – Newfoundland and Labrador

The Women’s Policy Office is the central provincial government agency that supports policies to advance the status of women in Newfoundland and Labrador. Policy office staff report to the Executive of the Women’s Policy Office, Minister Responsible for the Status of Women in Newfoundland and Labrador. Roles of the office include: compliance, monitoring and bringing to the attention of the Minister, government policies that affect the status of women in Newfoundland and Labrador. Women’s Policy Office staff are responsible for: policy analysis, information collection, violence prevention services, grants program, consultation with women’s groups and acting as a Federal-Provincial Liaison. ^{xviii}

YUKON

Women’s Directorate (Status of Women) – Yukon

The Yukon Territory has a Women’s Directorate, which fulfills a similar function to the Status of Women Ministry in the provinces. The Directorate is responsible for ensuring gender considerations are integrated into government policy-making, legislation and program development. The Directorate works with women’s groups and non-government organizations in the Yukon. The role of the Directorate is to: ensure gender considerations are integrated into policy making, public education and funding groups and initiatives that enhance women’s equality. ^{xix} The Women’s Directorate and the Department of Justice are co-leads of the Circles of Respect and Equality Group (C.O.R.E.) Initiative and have developed the Stop Violence in the Yukon website. Resources on the website include information for victims, how to assist victims, contact information on sexual assault and domestic violence resources, and information on social assistance, childcare subsidies and legal support resources.

The Yukon Status of Women Council (YSWC)

The YSWC works to achieve women’s equality through research, advocacy and public policy work. ^{xx}

Victims of Crime Strategy

This territorial strategy with a focus on addressing VAW is led by the Minister of Justice and the Minister Responsible for the Women’s Directorate in the Yukon. Key aspects of the strategy include strengthening existing services, developing new legislation and establishing mechanisms to support victims of crime. ^{xxi}

NORTHWEST TERRITORIES

Family Violence Action Plan: Phase II (2007-2012)

The Family Violence Action Plan is a result of collaboration between the Coalition Against Family Violence and GNWT. Departments that are part of the plan include the Department of Health and Social Services, Justice, Executive, Education, Culture and Employment and the Northwest Territory Housing Corporation.

Phase II of the Action Plan is a continuation of Phase I – which includes the Protection Against Family Violence Act (PAFVA), Yellowknife Interagency Family Violence Protocol and the creation of the Implementation Steering Committee of five GNWT Departments. Major goals of Phase II are: education, continued interagency collaboration, a five year evaluation of the Protection Against Family Violence Act, increasing funds to the shelter system, a handbook on child abuse distributed to schools and legal information training to shelter workers. Phase II will also explore having a dedicated Domestic Violence Coordinator located at “G” Division of the Royal Canadian Mounted Police (RCMP) at Yellowknife. ^{xxii}

Status of Women Council of the NWT

The Council was established under the NWT Status of Women Council Act in April 1990. Its mandate is to work towards the equality of women through: advice to the Government of the NWT, research, public education, advocating on behalf of women, assistance to women's groups and other groups working on issues of concern to women. The Government of the NWT provides core funding for the operations of the Council.

NUNAVUT

Women’s Secretariat, Executive and Intergovernmental Affairs, Nunavut

The governmental body in Nunavut for women’s issues is the Women’s Secretariat located within the Department of the Executive and Intergovernmental Affairs. The main funding vehicle for women’s projects in Nunavut is the Women’s Initiatives Grants and Contributions Policy. The policy supports initiatives to promote and protect women’s empowerment in Nunavut. There is also close cooperation with Status of Women Canada. The \$1.5 million three year Northern Extension Project to address VAW and to provide support services to affected women is a combined federal/territorial project in Nunavut.

Advisory Groups– Nunavut

The Qullitt Status of Women Council is the advisory Group to the Women’s Secretariat in Nunavut The Council is comprised of three Council members who each serve a two-year term. The mandate of the Council is to work for equality for women in Nunavut.

ⁱ Ministry of Health Services website, <http://www.health.gov.bc.ca/women-and-children/womens-issues/>, accessed on January 30, 2011.

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- ⁱⁱ British Columbia Ministry of Safety and Solicitor General, Ministry of Attorney General, Ministry of Children and Family Development, VAW in Relationships: Policy,” December 2010, p. 1. BC Ministry of Public Safety and Solicitor General and Children and Family Development, <http://www.pssg.gov.bc.ca/victimservices/publications/docs/vawir.pdf>, accessed December 31, 2010.
- ⁱⁱⁱ Ministry of Children and Family Development website, http://www.mcf.gov.bc.ca/child_protection/pdf/best_practice_approaches_nov2010.pdf, accessed on January 30, 2011.
- ^{iv} Parkland Institute website, Parkland Institute Research: Fact Sheets, March 08, 2010, Women’s equality a long way off in Alberta, Alberta most unequal province in Canada, http://parklandinstitute.ca/research/summary/womens_equality_a_long_way_off_in_alberta/ accessed on January 24, 2011.
- ^v Government of Alberta Child and Youth Services website, <http://www.child.alberta.ca/home/833.cfm>, accessed on December 31, 2010; http://www.child.alberta.ca/home/833.cfm#jm_CrossMinistry accessed on January 11, 2011; http://www.child.alberta.ca/home/documents/familyviolence/Taking_Action_on_Family_Violence_and_Bullying_Report_to_Albertans_FINAL.pdf.
- ^{vi} Government of Saskatchewan website, <http://www.justice.gov.sk.ca/Victims-of-Domestic-Violence-Act>, accessed January 31, 2011.
- ^{vii} Government of Saskatchewan website, <http://www.justice.gov.sk.ca/victimsservices>, accessed January 31, 2011.
- ^{viii} Government of Manitoba website, Manitoba Labour and Immigration, <http://www.gov.mb.ca/msw/mwac/index.html>, accessed on January 24, 2011.
- ^{ix} Government of Manitoba website, http://www.gov.mb.ca/fs/childfam/strategy_on_sexual_exploitation_initiatives.html, accessed on January 30, 2011.
- ^x Ontario Ministry of Citizenship and Immigration, Domestic Violence Action Plan for Ontario, 2005, p. i. <http://www.citizenship.gov.on.ca/owd/english/resources/publications/dvap/dvap.pdf> , accessed December 29, 2010.
- ^{xi} Quebec, *Plan d’action gouvernemental 2004-2009 en matière de violence conjugale – Volet Autochtone*, 2005, p. 4. http://www.saa.gouv.qc.ca/publications_documentation/publications/FRANC-complet%20femmes-autochtones.pdf, accessed December 31, 2010.
- ^{xii} New Brunswick Executive Council Office, Women’s Issues Branch, “Communities Networking to Coordinate New Brunswick’s Response to VAW,” presentation, 4 November 2010, Slide 14.
- ^{xiii} Government of New Brunswick website, <http://www.gnb.ca/0012/Violence/Tools/ProvincialStrategySexualAssaultServices-e.pdf>, accessed on

January 30, 2011.

^{xiv} Government of Prince Edward website, Department of Community Services, Seniors and Labour, Interministerial Women's Secretariat Grant, <http://www.gov.pe.ca/sss/index.php3?number=1034075&lang=E>, accessed on January 24, 2011.

^{xv} Government of Prince Edward Island website, Tourism, Inter ministerial Women's Secretariat, <http://www.gov.pe.ca/tourism/iws-info/index.php3>, accessed on January 24, 2011.

^{xvi} Government of Prince Edward Island, Premier's Action Committee on Family Violence Prevention, Five Year Strategy, <http://www.stopfamilyviolence.pe.ca/>, accessed on January 11, 2010.

^{xvii} Premier's Action Committee on Family Violence Prevention, "About Us", <http://www.stopfamilyviolence.pe.ca/index.php3?number=1017042&lang=E>, Accessed 31 December 2010.

^{xviii} Newfoundland Labrador Women's Policy Office website, <http://www.exec.gov.nl.ca/exec/wpo/office/index.html>, accessed on January 24, 2011.

^{xix} Women's Directorate, <http://www.womensdirectorate.gov.yk.ca/index.html>, accessed on January 24, 2011.

^{xx} Yukon Women's Directorate website, http://www.womensdirectorate.gov.yk.ca/womens_groups.html, accessed on January 24, 2011.

^{xxi} Yukon Women's Directorate, "Violence Prevention." http://www.womensdirectorate.gov.yk.ca/violence_prevention.html, accessed December 31, 2010; Yukon Department of Justice, Victims Services Unit, Victims of Crime Strategy, http://www.justice.gov.yk.ca/pdf/Victims_of_Crime_Strategy.pdf, accessed January 14, 2011.

^{xxii} Northwest Territories Health and Social Services, "Northwest Territories Family Violence Action Plan: Phase II (2007-2012) – Enhancing and Expanding the System for Families Affected by Family Violence," November 2009, http://www.hlthss.gov.nt.ca/pdf/reports/violence_and_abuse/2009/english/nwt_family_violence_action_plan_phase_2_2007_2012.pdf, accessed December 31, 2010.

Appendix C - Profile of provincial/territorial, regional and aboriginal sheltering organizations

BRITISH COLUMBIA

The British Columbia Society of Transition Houses (BCSTH) is the non-profit association for the transition house system in British Columbia and a centre of excellence enhancing the continuum of services and strategies necessary to end violence against women, youth and children. There are three types of shelter programs in the province – transition houses, safe home programs and second and third stage housing. Transition houses are open 24/7 and provide short-term temporary housing for up to thirty days. The Safe Home programs are open 24/7 and operate in smaller communities where a transition home does not exist and stays are limited to 5 days. Second and third stage housing provides housing for between six months to two years for women who have left a transition house and need ongoing supports and are not available 24/7. There are 63 transition houses, nine funded second and third stage (and over 20 more unfunded second and third stage houses) houses and 26 safe home programs across the province.

BCSTH is funded through service agreements with BC Housing Management Commission and Ministry of Public Safety and Solicitor General to provide support services for transition house, second/third stage, safe homes and children who witness abuse programs across BC. In addition the Society also receives grant monies for projects.

Funding for VAW programs has come under several different Ministries over the past several years and has had significant shifts to its programs. In 2008 all the programs (shelter and counseling) were overseen by the Ministry of Community Services. In June 2008, these programs moved to Ministry of Housing and Social Development. In August 2009 these programs were broken apart and shelter programs were then funded by BC Housing Management Commission and the counseling programs were moved to Ministry of Public Safety and Solicitor General (MPSSG) and funded under their Victim Services Division. The mandate for women's issues went to the Ministry of Healthy Living and Sport, Women's Secretariat. In addition, the mandate for VAW was given to MPSSG. In 2010 another government shuffle saw BC Housing Management Commission Corporation move under MPSSG. These two funders operate separately and are governed differently. Also during this time the Ministry of Healthy Living and Sport was abandoned and now the Women's Secretariat is under the Ministry of Health Service. All of this change has meant that the non-profit agencies have had several contract managers over the past three years with varying levels of knowledge on VAW issues, as well as different reporting structures and budget requirements.

ALBERTA

The Alberta Council of Women's Shelters is the umbrella organization for 43 on reserve and off reserve agencies that provide services to domestic violence survivors. Of these, six shelters are on reserve and operate under a different funding and organizational structure to the remaining 37 agencies. The largest shelter is located in Edmonton, the provincial capital. The Edmonton Women's Shelter has 60 beds – four beds are funded by an immigrant organization, not funded by the province. The smallest shelter, Pastew House, located on reserve in Cree territory has eight beds. Intake priority at the shelters (in order) is for abused women with children, abused women without children, women who are victims of sexual assault and women in crisis requiring emergency accommodation. Up to 80% of the women in the shelters are of Aboriginal descent (in Northern Alberta), with an average of 50% of shelter users of Aboriginal descent. Funding for shelters comes from Alberta Children's Services (off reserve) and from the Department of Indian Affairs (on reserve.) Funding from Alberta Children's Services comprises from 50% to 80% of total funding depending on the individual shelter. Each shelter does its own independent fundraising to meet the funding shortfall. The Alberta Council of Women's Shelters receives a grant from Alberta Children and Youth services that represents 10% of the council's operating budget. Other funding comes from private donors and project grants.

ONTARIO

The Ontario Association of Interval and Transition Houses (OAITH) is the provincial network of women's shelters in Ontario. Membership is made up of first stage emergency shelters for abused women and their children, second stage housing programs and some community-based women's service organizations. Core funding to Ontario's shelter system comes from the Ministry of Community and Social Services as well as the Department of Indian and Northern Affairs for on-reserve shelters. In 1996, the provincial association lost 100% of its core funding from the provincial government. In 2006, it lost funding from the Status of Women Canada when criteria were changed to exclude advocacy and research funding. Funding is now membership based although some funding is received through Ontario government project funding.

QUEBEC

Quebec has two shelter associations and one second-stage housing association. Regroupement des maisons pour femmes victimes de violence conjugale represents 49 shelters (first stage emergency shelters) in 16 of the 17 administrative regions of Quebec. Its members welcome women victims of domestic violence and their children. Their mission is to work with and for women to make this violence stop. The shelters work on both individual and collective levels to address domestic violence. The Fédération de ressources d'hébergement pour femmes violentées et en difficulté du Québec represents 38 shelters (first stage emergency shelters), some of which also have a second stage system. These are spread across 11 administrative regions of Quebec and welcome abused women and their children as well as women with certain multiple problems (mental health, substance abuse, homelessness) associated with various forms of violence clearly identified in their lifetime. Some houses accommodate women and children, whereas others only take women. The Federation promotes and defends the interests of both shelters and abused and troubled women. L'alliance des maisons de deuxième étape comprises 10 houses that can accommodate women for an average period of one year

after a stay in a first stage shelter. Most of them receive only very limited funding for the support offered to women and children who live there.

Twelve shelters in aboriginal communities are under the umbrella of Quebec Native Women and there are also nineteen unaffiliated shelters.

The two provincial associations play a key role in representing their members and abused women to provincial and federal departments. They participate in consultations on federal and provincial laws, policies and programs that may impact the women and children with which their members are involved (gun registry, domestic violence policy, youth protection act, social assistance program, funding of houses, etc.).

NEW BRUNSWICK

The New Brunswick Coalition of Transition Houses ceased operations in 2006, due to a change in the Status of Women Canada policy that denied funding to advocacy groups. Prior to this, the New Brunswick Coalition of Transition Houses received federal government funding for 19 years. Despite this, the New Brunswick Coalition of Transition Houses continues to conduct its core operations on a volunteer basis. Challenges associated with the cease of funding of operations include finding volunteer staff to keep the association running and the inability to provide more than basic assistance to shelter members.

The largest transition house in the province, St. Stephen's has 15 beds (servicing a population of 25,000 people) and operates out of the provincial capital of Fredericton. Government funding is provided through the Department of Social Development (previously Family and Community Services.) The percent amount that government funding covers varies from shelter to shelter. One large shelter receives about 80% of total funding requirements from government. Government funding is provided on an annual contractual basis. Each transition home does its own individual fundraising.

NOVA SCOTIA

The Nova Scotia Transition House Association (THANS) provides support, training and liaison with government departments. THANS has 11 member organizations (a total of 150 beds) at 13 locations across the province, including two Mik'maw Family Healing Centres that are funded by the Department of Indian Affairs. Provincially funded shelters receive about 75% of core funding. Only two of the eleven shelters have fundraising personnel. This means other transition staff (including the executive director) and board members also have to fundraise. Each transition house does its own individual fundraising.

PRINCE EDWARD ISLAND:

The PEI Family Violence Prevention Services Inc. represents Anderson House, the provincial emergency shelter for abused women and children staffed 24 hours a day, seven days a week. Other services include an Outreach Service in Queens County, East Prince County, West Prince County and Kings County, second stage housing and a confidential crisis and support phone line. PEI FPS receives core funding from the Province.

NEWFOUNDLAND AND LABRADOR:

The Transition House Association of Newfoundland and Labrador (THANL) supports the transition house program in Newfoundland and Labrador by facilitating networking between the Executive Directors of transition houses. This allows the transition houses to share information and learn from each other in areas such as internal policy development and staff development. The provincial association also acts as unified voice for the shelters when certain matters of advocacy are needed or when government agencies wish to work with the transition houses collaboratively.

THANL's membership consists of the ten provincially funded transition houses in Newfoundland and Labrador. Many of these are in rural or isolated areas and range from 8 to 22 bed capacity. The provincial association receives core funding from the Women's Policy Office in Newfoundland and Labrador under the Violence Prevention Initiative.

YUKON TERRITORY

There is no territorial association of transition houses in Yukon. Shelter executive directors communicate, share knowledge and support each other's efforts informally as much as possible.

NORTHWEST TERRITORIES

While there is no territorial association of shelters in NWT, the YWCA Yellowknife has administered some funding to support capacity development of the five shelters in the territory, and more recently hosted a pan-territorial meeting of territorial and national sheltering organizations.

NATIONAL ABORIGINAL CIRCLE ON FAMILY VIOLENCE

The National Aboriginal Circle on Family Violence's mission is to reduce family violence in our aboriginal communities. The Circle is funded with support from INAC is mandated to:

- Initiate, design and deliver culturally appropriate programs and services to address family violence and to support shelters and family violence prevention centres.
- Provide necessary support to service providers for networking and capacity building.
- Determine the needs of aboriginal communities with respect to family violence.
- Conduct research and share best practices and resources in relation to family violence in order to promote good program management.
- Bridge gaps between non-government organizations and federal, provincial and territorial governments.
- Participate in and conduct a national review of the Family Violence Prevention Program, and draft recommendations on the future direction needed.
- Promote public awareness of family violence.

Appendix D - Profile of INFORMANT INTERVIEWEES

British Columbia – High level staff member of a large VAW organization in British Columbia. The interviewee has more than 15 years experience working with diverse families.

Alberta – Senior staff member of a sheltering organization for many years, with significant experience in policy development and funding at the provincial, national and international levels.

Québec – A francophone executive employed by a Quebec shelter association. Previously worked as a social worker for twenty years in the field of domestic violence.

New Brunswick – A long-time sheltering volunteer and board member with experience as a member of a provincial Advisory Council on the Status of Women.

Nova Scotia – Senior staff member of a provincial transition house association. The Interviewee has worked in the field of VAW for over 15 years.

Newfoundland and Labrador– Senior staff member with a provincial sheltering and transition house association; experience working in the area of elder abuse for many years.

Ontario – Senior staff member of a coordinating VAW organization with a focus on advocacy and response to public policy.

Yukon Territory – Senior staff member of a transition house organization for over 10 years in Northern and Western Canada.

Northwest Territories -- Senior leader of an organization with experience overseeing emergency and transitional housing shelters for more than 25 years.

Appendix E – Funding Gaps*

**The following represents a snapshot of information accessible, with an emphasis on reported developments since 2006. It is not intended to be a comprehensive listing, nor does it include a full critical analysis component.*

BRITISH COLUMBIA

Several public policies have affected the operation of transition homes in British Columbia. These include: the use of Public service contracts (bidding system), pilot projects, the implementation of the Harmonized Sales Tax (HST) and changes to the operation of the Canadian Housing and Mortgage Corporation (CHMC) in British Columbia. Also having a major impact is the actual process for applying for Public funding.

Bidding System: All of the violence against women services in BC are delivered through service agreements or contracts. Historically these contracts have been direct awarded or a request for proposal process has been used. This has resulted in a privatization of services formally supplied by the not-for-profit sector. For instance, psychological counseling services that used to be provided by government agencies are now being provided by private, for-profit businesses. Often these for-profit providers are not connected to the broader network of public sector service providers (such as police and medical personnel) involved in the VAW sector. This lack of connection results in less communication and ultimately affects the level of service received by domestic violence victims. In addition, this process creates significant uncertainty for the agencies holding the contracts and for women accessing services. Service agreements are typically three years in length and if a request for proposals is done (as is expected to happen in 2012) then contracts may be awarded to new agencies/corporations. This would mean that women potentially would have to change their counselor part way through their healing process.

Canadian Housing and Mortgage Corporation: In 2006 CMHC transferred the administration of social housing resources from the Government of Canada to BC Housing Management Commission. This was done to make the process of accessing subsidized housing simpler. While a unified housing inventory exists, many housing providers are non-profits and still use their own lists to admit clients to subsidized housing. There continues to be significant barriers to women accessing long-term housing.¹

Harmonized Sales Tax: The implementation of a harmonized provincial sales tax combined with a lack of increase in funding in the last five years, has hit domestic violence shelters in British

¹ Surviving Not Thriving: The Systemic Barriers to Housing for Women Leaving Violent Relationships. (2010), BC Non Profit Housing Association, BC Society of Transition Houses.

Columbia hard. The HST has led to a five percent increase on all costs. This has added up to a total combined sales tax on all items in British Columbia of 12% (the 7% provincial sales tax (PST) and the 5% harmonized sales tax (HST.)) As the informant interviewee puts it: *“What it means for our members is that they are now fundraising to cover basic costs – bedding, food and toothbrushes.”* Adding to difficulties is that: *“fundraising has not been delivering as it used to.”*

Application Process: All of British Columbia’s VAW programs (transition home, second stage, safe home, counseling, outreach and multicultural outreach and children who witness abuse programs) are on three year service agreement (contracts). Adding to this is that four different public departments have taken over the role of funder for these programs in less than two years. British Columbia has a service agreement bidding system. This means BC puts out a bid for a service and service providers then bid on the service. The large number of government departments involved in funding and the use of the bidding system puts a strain on the time and resources of BC’s VAW programs.

Informant interviewee states: *“It means that you have bid on services, put time and resources into completing the bid all the while delivering services and continuing to deliver services. You don’t know if you will have the contract again once the bidding process is over. Also if you hold more than one contract, say you run a transition house, offer STV counseling and run a Children Who Witness Abuse program, you could be completing multiple requests for proposals. If the counseling contracts are awarded to another agency, what happens to women and children accessing services? Do they have to build new relationships with new counselors?”*

ALBERTA

In the province of Alberta, an ongoing context of inadequate funding of shelters has significantly impacted staffing levels. Many shelter staff members work alone, even during night shifts. To ensure the safety of these staff members, the province of Alberta mandates a “check in” provision to ensure the safety of lone workers. This involves off duty staff phoning in to ensure the safety of their coworkers. There is however, no provision in the budget to provide for the extra resources required for a check in provision. Another impact is high staff turnover. Low wages mean it is difficult to retain staff. Turnover is high and time and money is involved in finding, retraining and keeping new staff members. Government funding is so inadequate that staff members fundraise to top up their own salaries. As the informant interviewee stated: *“The biggest budgetary pressure is staffing so staff are fundraising to pay their own salaries. It is hard to get excited by this.”*

Funding for second stage shelters in Alberta is extremely limited, with only two shelters receiving programme funding from the province. A small shelter (4 beds) for immigrant women in Edmonton also lacks durable funding from the province. The two elder abuse shelters receive some funding through Alberta Seniors and Community Supports. The two second stage shelters on reserve receive NO funding from INAC and are entirely self resourced. Sexual assault centres in Alberta are seriously underfunded.

Another policy that has affected transition houses in Alberta is regionalization. Child care authorities in Alberta are regionalized. The result of this is that *"no one is accountable"*. There is also a lack of a coordinated mental health response to ensure mental health needs of women and children are met.

SASKATCHEWAN

Currently there is no funding for staffing of Second Stage facilities although the buildings themselves are maintained through provincial and municipal funds. PATHS has identified 5 key positions which are essential to shelter operations. Not all positions are provincially or federally funded in all shelters.

ONTARIO

Transition houses in Ontario have identified a number of gaps in shelter service funding. As an informant interviewee states: *"there is a list of training requirements, but there is no money for backfilling of staff..."* The list includes training on child welfare and risk assessment training for persons with drug addiction and mental illness and anti-racism/anti-oppression training for improved response to marginalized women and children. This puts further strain on already financially stretched shelters as costs for travel, accommodation and registration fees are rarely provided to assist with costs. If the staff member(s) being trained is a front-line person, money is required to pay for replacement workers (backfill costs). As a result, sometimes only executive directors can attend the sessions.

Other examples of policy issues affecting transition houses are the Pay Equity Act and the Ontarians with Disabilities Act. Implementing pay equity is supported but difficult to maintain when transition houses receive no additional public funding to cover required pay equity increases. In theory, pay equity means a one percent real wage salary increase for front-line workers until pay equity is reached. In practice, technically, pay equity may be implemented, but cost of living or real salary increases may have to be sacrificed to meet the requirements. Alternatively, the shelter must find additional private funds to support increases in salary. The impact of poor funding for women's services staff means that trained crisis workers do not receive salary commensurate with their expertise and dedication to the work. Most have not pension plan to rely on when they retire and many eventually must leave women's services to find work in larger systems that can provide better support for employees.

The Ontarians with Disabilities Act was created to make public spaces more accessible for people living with disability in Ontario. The Act requires all sectors to implement the changes outlined in the Act, including women's shelters, however, funds to ensure that broader public services are able to become fully accessible to women and children do not match the need. Public institutions have 25 years to comply with the Act, and shelters are now applying for funds to retro fit their facilities and comply with accessibility audits.

Between 1996 and 2004, no funding increases were provided for cost of living increases to the base budgets of women's shelters. Since then, there have been some additional increases on the base budgets, but these do not necessarily meet the real cost increases for services.

As a result of continuing short-falls in funding for women's services, both in shelters and sexual assault centres, as well as in women's centres, these services cannot meet the demand for support for women and children experiencing violence, especially for women and children experiencing intersectional forms of violence and discrimination, such as racism, ableism and other forms of discrimination. These continue to be areas where there are serious gaps in response to violence against women.

QUEBEC

Québec's situation represents an example of the province working in tandem with the VAW (VAW) sector. Each five year "Plan d'Action" (most recent between 2004-2009) includes 72 measures developed for the sector. The "plan" outlines the needs of the sector and how the needs will be met. Challenges for the future states the informant interviewee are the coordination of services and the need for greater coordination between service providers (such as the police, children services) and the Government. Development of the plan involves a series of "round tables" throughout the province on a regional level. Involved in the process are police, youth protection workers, police and lawyers. These round table consultations have an "*impact major*" (major impact) on the two ministries involved in funding decision making.

NEW BRUNSWICK

New Brunswick has been significantly affected by public policies, on federal, provincial and municipal levels. On the federal level, public policy led to the loss of a fully functioning provincial association for transition houses in the province. The New Brunswick Coalition of Transition Houses was formed in 1987 and received funding from Status of Women Canada for a period of 19 years. This changed however, in 2006 when the Harper Government defunded advocacy groups. This meant the New Brunswick Coalition of Transition Houses, went from being a fully functioning coalition (run in-part by paid staff members) to a volunteer only organization. Although the association still operates, it is unable to provide the full range of services that were available when in receipt of Status of Women Canada funding.

On a provincial level, implementing new policies on staff training and health and safety are costly. The informant interviewee for New Brunswick states: "*if there is a change in policy we have to change the way we work. This money comes out of core funding and it comes out of a pile of money that I don't have.*"

The increase in the minimum wage is another provincial policy that has affected shelters. Although improved pay for shelter staff is a welcome development, it has put a squeeze on already scarce resources. Casual staff at St. Stephen's, the largest transition home in New Brunswick receive \$9.50 an hour (a rate that hasn't changed in ten years.). As of December 2010, the province of New Brunswick mandated a 50 cent increase in the minimum wage. Says informant interviewee "*the minimum wage is going up, we have to find that extra 50 cents an hour and we have to find that from somewhere...*"

NOVA SCOTIA

Some legislative changes pertaining to justice issues have had a significant impact in Nova Scotia. Of note is a dissonance between policies that impact women victims and women in conflict with the law. The informant interviewee states there have been positive developments regarding victim services. Programs such as the Provincial Victim Services Program and Child Victim/Witness Program have been helpful.

The Domestic Violence Action Plan was released by the Province of Nova Scotia in December 2010. Included in the plan, as indicated by the informant interviewee is *“language around partnerships and trying to stay hopeful...”* Missing is information on extra resources to make this happen. An exception to this however, is a Domestic Violence Specialized Court Program Pilot, to receive one million dollars a year. The pilot in Sydney, Nova Scotia will provide early interventions to increase victim safety, encourage inter-agency cooperation and provide culturally appropriate services.

NEWFOUNDLAND AND LABRADOR: Transition houses in Newfoundland and Labrador are affected by the funding aspect of public policy. While transition houses receive core funding for the emergency shelter aspect of their work, a need for additional funds to cover staff training, outreach programs, etc. means that often executive directors of transition houses have to (as this informant interviewee states) *“worry about finding additional funds and this takes them away from the more important task of improving shelter life and supporting clients.”* In other cases, public policy has resulted in outside agencies or the Public Sector putting pressure on domestic violence shelters to take in homeless women who haven't been directly affected by relationship violence.

YUKON

The funding for shelter services in Yukon is inadequate and because the Yukon does not have 'reserves' but has 14 self governing First Nations they are exempt from any funding from Indian and Northern Affairs. First Nation's women are asked to disclose their band number to enable the Yukon government to bill the federal Government for First Nations women staying in the transition home. This can lead to confidentiality issues of women escaping abusers in small communities. As the informant interviewee states: *“This means aboriginal women do not have confidentiality. If a woman does not want to identify as First Nations, we don't push it... We do not want to put her safety at risk.”* Inadequate confidentiality provision in this policy means transition homes in the Yukon miss out on much needed funding dollars.

Surviving Not Thriving: The Systemic Barriers to Housing for Women Leaving Violent Relationships. (2010), BC Non Profit Housing Association, BC Society of Transition Houses and <http://www.cmhc-schl.gc.ca/en/corp/nero/nere/2006/2006-06-20-1600.cfm>

Appendix F - Fundraising: Provincial/Territorial Perspectives of in-the-field informants*

**The following represents a snapshot of information accessible, with an emphasis on reported developments since 2006. It is not intended to be a comprehensive listing, nor does it include a full critical analysis component.*

BRITISH COLUMBIA

Seven years ago, all shelters in the province became 24/7 operations and many (but not all) received an increase in funding to deliver these services 24 hours a day, 7 days a week. However the funding did not allocate overlap of staff time so staff hand-over information on their own time. In the past five years there has been no increase in funding. There has been no funding increase for the last 5 years and cost of living increases have had to be absorbed by agencies. In addition, the provincial government brought in the Harmonized Sales Tax, further increasing cost by t 5%. Due to the funding gap, transition homes need to raise an average of 20 to 60% from non-Government sources to make up the shortfall. The organizations use the traditional ways to generate funds (grants, private donors, fundraisers, sponsors), however some have become quite innovative and have begun to run social enterprises as a way of generating revenues (thrift stores, property management companies, etc.)

Of the 100 programs in BC, less than 10% had dedicated fund raising staff. These were often agencies in larger urban centres or those connected to larger organizations (like the YWCA). Rural organizations have struggled for funding as many of these communities have limited business groups to access and limited staffing resources to access grants.

ALBERTA

The Department of Indian and Northern Affairs and Alberta Children and Youth Services fund Alberta's shelter system. Together they provide 50% to 80% of core funding, depending on the individual shelter. Based on the informant interview, Alberta has the largest public funding shortfall.

In Alberta, fundraising staff dedicated to fundraising were only available in the urban centres. In both urban and rural centres, on the ground staff took on fundraising on top of their usual jobs. Some executive directors and board members are involved in fundraising. Each individual shelter does its own fundraising. Sources of fundraising include bake sales, bingo, financial appeals and golf tournaments.

ONTARIO

The province of Ontario "*provides approximately 80% of core funding*" but it is variable and the amount may be lower or higher than this in some communities. Shelters fundraise at least 20-

25% for government approved core services (or core funding) and 100% for additional services that women need. The approved services are those deemed as core by the government, such as crisis intervention counseling and child witness support, and unapproved services are other services requested by shelter users, such as legal support programs and community education. Resources for fundraising are limited, with the burden of fundraising typically falling to executive directors. There are very few staff members designated specifically to fundraising. As an informant interviewee stated: *"the executive directors in particular are really under a lot of pressure. When they get together they all talk about fundraising ideas..."* Types of fundraising include women's jazz nights, weekend marathons and requests to hotels to donate furniture, along with seeking grants and project funds from charitable foundations or government community grants programs. The time crunch is growing and shelters become frustrated with spending increasing amounts of time on fundraising for what they believe is an essential service. *"Shelters are saying they have had to do more fundraising and that it is driving them crazy."*

QUEBEC

The need for non-public fundraising is less marked here than in other provinces. Unlike Alberta (where the Government only supplies up 60% of core funding in some shelters), the informant interviewee states 90% of core funding is paid for by the provincial government. There are few staff members assigned specifically to fundraising in Quebec. *"The homes (maison de hebergement) don't have a lot of time to devote to fundraising, sometimes if there is a need they might hold something once a year like a cocktail party or something."* stated the informant interviewee.

NEW BRUNSWICK

There are 13 shelters in New Brunswick, all of which conduct their own fundraising. Few staff in these shelters can be assigned exclusively to fundraising. Most staff members from board members to executive directors fundraise. The informant interviewee estimates that at St. Stephen's, around 20% of staff time is spent on fundraising. An example of a fundraising event is a regatta (at St. John) that raises \$20,000 to \$30,000 a year. A lot of the fundraising work falls on the executive director. Using St. Stephen's as an example, the informant interviewee stated out of the 12 member board of directors, four or five actively help with fundraising. However, board members hold down demanding jobs, which does not permit them to fundraise as much as in the past.. As the informant interviewee states: *"We have doctors on the board for instance who don't have time to fundraise but their influence in the community helps..."*

NOVA SCOTIA

All shelters in Nova Scotia do their own fundraising, with only two organizations with paid full or part time staff to do so. In the past some shelters have carried a deficit, which will no longer be allowed under the new Service Level Agreements in the coming fiscal year. In the rural areas, executive directors, board members and staff participate in fundraising, and in the current economic climate, the results have been disappointing. The provincial association gets a grant from the Department of Community Services; however, other contracts and fundraising is necessary to keep one staff person employed full time.

NEWFOUNDLAND AND LABRADOR:

Transition houses in Newfoundland and Labrador receive 100% core funding for emergency shelter provision. However, they do not receive core funding for certain support services and programs. Community donations and project funding help make up the shortfall. This places the burden of proposal writing on the shoulders of the already full role of the executive directors of transition houses. To aid transition houses to find additional funds for staff training and other initiatives, the Director of the provincial association (THANL) spends approximately 10-20% of her time on proposal writing and the demands associated with project funding.

YUKON

A lack of coordination of Government policies on VAW puts a strain on transition houses in the Yukon. As the informant interviewee puts it: *“there is a jurisdictional war between the Yukon Government and the Feds, there is a patriarchal strong hold”*.

NORTHWEST TERRITORIES:

The informant interviewee for the Northwest Territories states that for the main 12-bed shelter in Yellowknife, fundraising for basic services is not required. For the other four shelters, staff are called upon to raise money through bingos to raise operating funds. There are also internal fundraising initiatives to raise money to pay for travel for women who *“need to relocate to southern Canada, or to buy underwear and night clothes for residents.”*

The informant interviewee stressed having full-time staff dedicated to fundraising makes a difference. The YWCA shelter has one full-time fund development person on staff. It previously had a person who sourced grant and foundation funds. The loss of this resource has impacted the shelter. As the informant interviewee states: *“Barriers (to applying for grants) are time and energy. When we had the person to apply to other pots of funding, those dollars significantly increased. Now that resource is gone.”*

Public policy that delays the receipt of funds and which also mandates funds be used by year end, creates problems. As the informant interviewee states: *“There is the pressure to provide residential support to women, regardless of their presenting issue. There is the pressure to spend money quickly at year end after it has taken the government ten months to allocate it to us.”*

Appendix G – Perspectives on Policy and Advocacy*

**The following represents a snapshot of information accessible, with an emphasis on reported developments since 2006. It is not intended to be a comprehensive listing, nor does it include a full critical analysis component.*

BRITISH COLUMBIA:

The British Columbia Society of Transition Houses (BCSTH) is the main advocacy body for shelters in British Columbia and also does some representation for the Yukon. All staff are involved in the policy work that is done in the province. BCSTH has been asking for a provincial strategy on VAW. As the VAW programs have been bounced around ministries within government, it is clear that government lacks a clear, comprehensive plan to address VAW. BCSTH has two specific areas of focus, women's services and children and youth services. BCSTH provides support to transition houses, second and third stage houses, safe home programs and children who witness abuse programs across BC. In addition to support services they also oversee the training of the workers who support these programs.

ALBERTA:

The main resource for lobbying and advocacy for women's shelters in Alberta is through the Alberta Council of Women's Shelters (ACWS.) The provincial coordinator for Alberta does the bulk of the policy and advocacy work. This work includes advocacy work that directly affects shelters but also policies that empower women. An example is a response to the Alberta Government's review of childcare in the province.

ONTARIO:

The Ontario Association of Interval and Transition Houses (OAITH) operates from an integrated, feminist, anti-racist/ anti-oppression perspective on violence against women, recognizing that violence and abuse against women and children occurs as a result of unequal power and status of women and children in society. The Association works with member agencies to educate and promote change in all areas that abused women and their children identify as important to their freedom from violence. The Coordinator of OAITH is currently the only permanent full-time staff member. Political advocacy work is one of the responsibilities of the coordinator, in conjunction with the OAITH Board of Directors and the Social Justice and Action/Anti-racism Anti-Oppression Committee. Other limited lobbying and advocacy work may be done by staff of individual shelters, on behalf of the shelter they represent. Although often acknowledging that violence against women is fundamentally an equality rights issue, government at all levels still denies public funding support for the advocacy work of women's and equity-seeking groups.

QUEBEC:

The two provincial associations play a role in representing their members and abused women to provincial and federal departments. They participate in consultations on federal and

provincial laws, policies and programs that may impact the women and children with which their members are involved (gun registry, domestic violence policy, youth protection act, social assistance program, funding of houses, etc.)

NEW BRUNSWICK:

The capacity to conduct policy work in New Brunswick has become limited since funding for the provincial association - the New Brunswick Coalition of Transition Houses was terminated in 2006. Policy work is now conducted on a volunteer and ad hoc basis.

NOVA SCOTIA

In Nova Scotia there has been an increase in collaboration and partnership around the development of legislation and policy impacting VAW. The current government has a “Building Connections” committee, of which THANS is a part, that was struck to create better working relationships between the Department of Community Services and the non-profit sector. As well, there are joint working groups around addressing budget shortfalls. There is an expectation, based on the Domestic Violence Action Plan, that there will be more partnership and collaboration opportunities between THANS and a number of government departments.

NEWFOUNDLAND AND LABRADOR:

The interviewee for Transition House Association of Newfoundland and Labrador (THANL) spends at least 20% of her time supporting policy work – on behalf of both the organization and the shelters. 2010 to 2011 has been a particularly busy time for THANL in terms of policy building as it has been conducting a board governance training initiative with the shelters.