

THE LIBRARY OF PARLIAMENT

CANADA. PARLIAMENT. HOUSE OF
COMMONS. STANDING COMMITTEE ON
HEALTH, WELFARE AND SOCIAL AFFAIRS.

Wife battering : report on violence
in the family.

CANADA. PARLEMENT. CHAMBRE DES
COMMUNES. COMITE PERMANENT DE
LA SANTE, DU BIEN-ETRE SOCIAL ET
DES AFFAIRES SOCIALES.

Les femmes battues : rapport sur
la violence au sein de la famille.
BIBLIOTHEQUE DU PARLEMENT

J
103
H7
1980/83
H4
A12

BIBLIOTHEQUE DU PARLEMENT
LIBRARY OF PARLIAMENT



3 2354 00506 343 6

BIBLIOTHEQUE DU PARLEMENT
LIBRARY OF PARLIAMENT



3 2354 00506 344 4

DATE DUE

APR 1 1988 17/4/2014		

GAYLORD

PRINTED IN U.S.A

J
103
H7
1980/83
H4
A12





HOUSE OF COMMONS
CANADA

REPORT ON
VIOLENCE IN THE FAMILY



WIFE BATTERING

STANDING COMMITTEE ON HEALTH, WELFARE
AND SOCIAL AFFAIRS

MARCEL ROY, M.P., CHAIRMAN

MAY 1982

STANDING COMMITTEE ON HEALTH, WELFARE AND SOCIAL AFFAIRS

Chairman

MARCEL ROY (Laval)

Vice-Chairman

PETER LANG (Kitchener)

Members of Parliament who participated in the Committee's study

Bill Blaikie (Winnipeg-Birds)	Stanley Hudecki (Hamilton West)
Garnet Bloomfield (London-Middlesex)	Hon. Bill Jarvis (Perth)
Robert Bockstael (St. Boniface)	David Kilgour (Edmonton-Strathcona)
Maurice Bossy (Kent)	Thérèse Killens (Saint-Michel)
Pat Carney (Vancouver Centre)	Claude-André Lachance (Rosemont)
Vince Dantzer (Okanagan-North)	Hon. Flora MacDonald (Kingston and the Islands)
Roland de Corneille (Eglinton-Lawrence)	Jean-Claude Malépart (Montreal - Sainte-Marie)
Peter Elzinga (Pembina)	Gilles Marceau (Jonquière)
Girve Fretz (Erie)	Margaret Mitchell (Vancouver East)
Doug Frith (Sudbury)	Doug Neil (Moose Jaw)
Len Gustafson (Assiniboia)	Mark Rose (Mission-Port Moody)
Bruce Halliday (Oxford)	Raymond Savard (Verdun-Saint Paul)
Jim Hawkes (Calgary West)	Stan Schellenberger (Wetaskiwin)
Hon. J. Robert Howie (York-Sunbury)	Blaine A. Thacker (Lethbridge-Foothills)

Staff

Mildred J. Morton,
Library of Parliament

Roger LeBlanc,
Translation Bureau

Judith LaRocque,
Committee Clerk

Audrey O'Brien,
Clerk of the Committee

HOUSE OF COMMONS

Issue No. 34

Thursday, May 6, 1982

Chairman: Mr. Marcel Roy

CHAMBRE DES COMMUNES

Fascicule n° 34

Le jeudi 6 mai 1982

Président: M. Marcel Roy

*Minutes of Proceedings and Evidence
of the Standing Committee on*

Health, Welfare and Social Affairs

*Procès-verbaux et témoignages
du Comité permanent de la*

Santé, du bien-être social et des affaires sociales

RESPECTING:

Inquiry into violence in the family

INCLUDING:

The Third Report to the House
(Wife Battering)

CONCERNANT:

Enquête sur la violence au sein de la famille

Y COMPRIS:

Le troisième rapport à la Chambre
(Les femmes battues)

First Session of the
Thirty-second Parliament, 1980-81-82

Première session de la
trente-deuxième législature, 1980-1981-1982

STANDING COMMITTEE ON HEALTH,
WELFARE AND SOCIAL AFFAIRS

COMITÉ PERMANENT DE LA SANTÉ, DU
BIEN-ÊTRE SOCIAL ET DES AFFAIRES
SOCIALES

Chairman: Mr. Marcel Roy

Président: M. Marcel Roy

Vice-Chairman: Mr. Peter Lang

Vice-président: M. Peter Lang

Messrs. — Messieurs

Berger	Carney (Miss/M ^{lle})	Halliday	Marceau
Blaikie	Dantzer	Hudecki	Neil
Bloomfield	de Corneille	Killens (Mrs./M ^{me})	Schroder
Bockstael	Fretz	MacDonald (Miss/M ^{lle})	Young—(20)
Bossy	Gustafson		

(Quorum 11)

Le greffier du Comité

Audrey O'Brien

Clerk of the Committee

Pursuant to S.O. 65(4)(b)

Conformément à l'article 65(4)b) du Règlement

On Thursday, May 6, 1982:

Le jeudi 6 mai 1982:

Mr. Bloomfield replaced Mr. Savard;
Mr. Bossy replaced Mr. Frith;
Mr. Bockstael replaced Mr. Malépart;
Mr. Neil replaced Mr. Hawkes;
Miss Carney replaced Mr. Howie;
Mr. Fretz replaced Mr. Crombie.

M. Bloomfield remplace M. Savard;
M. Bossy remplace M. Frith;
M. Bockstael remplace M. Malépart;
M. Neil remplace M. Hawkes;
M^{lle} Carney remplace M. Howie;
Mr. Fretz remplace M. Crombie.

The Standing Committee on Health, Welfare and Social Affairs has the honour to present its

THIRD REPORT

On Friday, February 13, 1981, your Committee received the following Order of Reference: - That the Standing Committee on Health, Welfare and Social Affairs be empowered to examine, inquire into and report from time to time appropriate measures for the prevention, identification and treatment of abused persons involved in intrafamily violence and in particular, without limiting the generality of the foregoing, to address the issue of battered wives and dependents and for such other measures in the same matter as the Committee may consider desirable.

The motion, proposed by the Honourable J. Robert Howie received unanimous agreement in the House and empowered your Committee to study a vast subject, that of intrafamily violence. We have deliberately chosen to limit our attention to one area, wife battering. By this we mean violent behaviour directed by a man towards a woman with whom he is emotionally involved, and with whom he lives or has lived, whether or not the relationship has received legal sanction as a marriage.

We have not limited our investigation out of indifference to the problem of child abuse, the abuse of the elderly, or the abuse of husbands. However, child abuse has already been the topic of two recent Parliamentary reports, including one prepared by this Committee.¹ The narrower subject of the sexual abuse of children is currently being studied by the Committee on Sexual Offences Against Children and Youth.² There appears to be too little information in Canada on the subject of violence towards elderly family members to afford us a basis for analysis or recommendations. Although husband battering does exist one cannot compare its incidence to that of wife beating. For all these reasons we have chosen to turn our attention to the problem of wife battering alone.

Since January 25, 1982, your Committee has heard testimony from a cross-section of interest groups and regional representatives on the subject of wife battering. (The list of witnesses appears as Appendix I.) We have also received a wide variety of written material from various groups and individuals (Appendix II) and we have called on the expertise of federal departments and agencies (Appendix III). We wish to express our special thanks to those who participated in this inquiry; they provided us with invaluable information and insight.

We have been deeply disturbed by the evidence we have received. We hope that our work will contribute to a greater understanding of the problem of wife battering and so to a better measure of protection and assistance for its victims. We urge the Government to consider the advisability of implementing the recommendations we are making.

Chairman

Chairman

The Standing Committee on Health, Welfare and Social Affairs has the honor to present its

Page	Chapter	Page	Chapter
1	Introduction	1	Introduction
2	1. The Problem	2	1. The Problem
3	2. The Causes	3	2. The Causes
4	3. The Consequences	4	3. The Consequences
5	4. The Remedies	5	4. The Remedies
6	5. The Recommendations	6	5. The Recommendations

TABLE OF CONTENTS

On Friday, February 13, 1961 your Committee received the following letter of reference: That the Standing Committee on Health, Welfare and Social Affairs be empowered to conduct further into and report upon the following matters: the prevention, identification and treatment of current persons involved in substance abuse and in particular, without limiting the generality of the foregoing, to advise the ways in which persons and organizations and for such other persons in the community as the Committee may consider desirable.

The matter referred to by the Honorable J. W. P. King is a matter of great importance in the health and welfare of our people. It is a matter which has attracted the attention of the public and the press. It is a matter which has caused much concern and anxiety. It is a matter which has caused much suffering and pain. It is a matter which has caused much loss of life and limb. It is a matter which has caused much loss of property and wealth. It is a matter which has caused much loss of honor and respect. It is a matter which has caused much loss of dignity and self-respect. It is a matter which has caused much loss of hope and faith. It is a matter which has caused much loss of love and affection. It is a matter which has caused much loss of peace and tranquility. It is a matter which has caused much loss of joy and happiness. It is a matter which has caused much loss of life and living.

We have not limited our investigation to the problem of child abuse, the abuse of the elderly, or the abuse of the handicapped. However, child abuse has already been the subject of two recent parliamentary reports, including one prepared by this Committee. The present report of the Royal Commission on Child Abuse is currently being studied by the Committee on Social Childcare, Adult Education and Youth. It is our intention to provide information to the public on the subject of child abuse, and to advise the ways in which persons and organizations and for such other persons in the community as the Committee may consider desirable. Although the present report does not deal with the problem of child abuse, it is our intention to provide information to the public on the subject of child abuse, and to advise the ways in which persons and organizations and for such other persons in the community as the Committee may consider desirable.

Since January 22, 1961, your Committee has heard testimony from a cross-section of interest groups and various organizations on the subject of child abuse. (The list of witnesses is appended.) We have also received a wide variety of written material from various groups and individuals (Appendix II) and we have called on the expertise of official departments and agencies (Appendix III). We wish to thank our special thanks to those who participated in the inquiry, they provided us with valuable information and insight.

We have been deeply impressed by the evidence we have received. We have been struck by the widespread nature of the problem of child abuse, and by the extent to which it has caused suffering and pain. We have been struck by the loss of life and limb, and by the loss of property and wealth. We have been struck by the loss of honor and respect, and by the loss of dignity and self-respect. We have been struck by the loss of hope and faith, and by the loss of love and affection. We have been struck by the loss of peace and tranquility, and by the loss of joy and happiness. We have been struck by the loss of life and living.

TABLE OF CONTENTS

	Paragraph
<i>Ellen's Case History</i>	1
INTRODUCTION	4
THE NEEDS OF BATTERED WOMEN	
<i>Ann's Case History</i>	10
<i>Barbara's Case History</i>	11
Police	13
The Courts	14
Emergency Shelters and Second Stage Housing	15
Welfare	17
Attitudes of Professionals Dealing with Battered Wives	18
BATTERED WOMEN, BATTERING MEN, AND THE CRIMINAL JUSTICE SYSTEM	
<i>Charles Baker's Case History</i>	19
CONCLUSIONS	
Introduction	28
The Needs of the Battered Wife	31
Society's Response to the Battering Husband	35
RECOMMENDATIONS	40
R. C. M. P. Training (Recommendations 1-4)	
Funding for Shelters (Recommendations 5-9)	
Treatment for Wife Batterers (Recommendation 10)	
Long-Term Research (Recommendation 11)	
Publicizing the Problem of Wife Battering (Recommendations 12-14)	
Jurisdiction of Federally-Appointed Judges over Family Matters (Recommendation 15)	
Federal-Provincial Conference (Recommendations 16-17)	
Suggested Agenda Items (Recommendations 17a - 17g).....	
IMPLICATIONS FOR PROVINCIAL GOVERNMENTS AND PRIVATE ORGANIZATIONS	41
Protection for the Battered Wife	42
Emergency Income.....	45
Advocacy Services	46
Education	47

SUMMARY

Karen's Case History 50

Footnotes

Appendix I - Witnesses

Appendix II - Submissions

Appendix III - Federal departments and agencies who participated in the inquiry

Introduction

1. *Ellen has been separated from her husband for two years. Following an incident in 1979 during which she was severely beaten and the husband threatened suicide with a knife in front of the children, she fled to Mission Services Family Apartments with her two young children. Ellen initiated custody proceedings during this time and was granted interim custody. Her husband grabbed the children from their school in spite of the custody order. Ellen did not know where they were for three weeks. In an attempt to get her children back, Ellen went to her husband's house where she was threatened and repeatedly raped.*

2. *At the final custody hearing the judge ordered both Ellen and her husband to see a psychiatrist in order to determine which one was a fit parent. While they were waiting for the court's decision, the husband continually phoned his children, threatening suicide if they didn't go with him. After reading the psychiatrists' reports, the judge allegedly felt that the husband was unstable and that Ellen was a totally competent mother; however, he gave the children to their father because if he did not get them, Ellen and the children would be under constant threat of violence.*

3. *Ellen believes that her husband has been committing incest with their 11-year-old daughter for a period of time and is continuing to do so. Both children are terrified of their father. His new girlfriend called the police from Ellen's home because she herself had been beaten up when she caught Ellen's husband having sex with her own 15-year-old sister.³*

4. Living in intimacy with someone is often frustrating. Nerves become frayed, tempers flare, dishes start flying about the room, and someone gets slapped. Such events are not pleasant, but they are not unexpected; they are tolerated, and wryly made fun of.

5. We have found that wife battering is not a matter of slaps and flying crockery. Battered women are choked, kicked, bitten, punched, subjected to sexual assault, threatened and assailed with weapons. Their assailants are not simply men who have had a bad day, or who drink and become temporarily belligerent: they are men who, for whatever reason, behave violently towards the women they live with. We have found that such behaviour is far too common. The evidence presented to us contains numerous accounts similar to the one reproduced above. We have been given good reason to believe that every year in Canada one-tenth of the women who live with men as a couple are battered. Society should not expect or tolerate such behaviour.

6. We have tried to understand why men behave violently towards the women they live with. We have learned that there is no ready answer. Such men are normal from the psychiatric point of view; they suffer from no identifiable mental disorder. Their violence is not directly attributable to drunkenness: sober men beat their wives; some violent alcoholics have learned to control their violence but not their alcoholism. Rather, from the evidence we have received, it appears that wife battering is the result of a number of events and circumstances. We want to stress two of them. First, a man who as a child has seen his mother being beaten, or who has himself been abused or rejected by his parents, is more likely to behave violently towards his own partner. Second, traditional views about a man's and a woman's place in a domestic relationship encourage someone who is disposed to be abusive to strike out at his wife rather than someone else. It is not a short step from the belief that a man's home is his castle, a man is head of his household, a man reigns over his family, to actual domestic tyranny. But it is a step more easily taken if such beliefs pervade one's own thinking and the thinking of one's society.

7. Until very recently wife battering has not been seen as a problem which deserves public recognition. Indeed, our evidence indicates that too often the facts of wife beating are not seen by the professionals to whom the victim has turned for help. The depression, the bruises, the broken limbs are recorded of course. But the history behind the wounds remains hidden, becomes glossed over or ignored:

If a woman comes in with bruises, I ask about the cause. If she says, "I fell down the stairs", I accept her explanation. Upon examination, however, I may feel that she didn't sustain these bruises by falling down the stairs. Somebody may have hit her. I accept the patient's story... We don't have the time or the background for the reason of the assault... It's a personal problem between man and wife.⁴

8. We cannot explain why wife battering has until now received so little public recognition. However, through the presentations which have been made to us, in particular as a result of seeing the film "Not A Love Story", we have become sensitive to other activity to which society turns a blind eye and which seems to us to share some of the characteristics of wife battering. For us the salient feature of wife beating is the violence together with the particular object of that violence - women with whom the batterers are intimate, whom they profess to love. The attraction which the depiction of violence - on television and on film - has for our society is well-known. Perhaps not as many of us are aware of the extent to which our society is attracted by images of violence ostensibly bound up with the love of women; such images as the figure of a naked woman disappearing down a meat grinder, which appeared on the cover of a pornographic magazine, or of a woman's body being subjected to other forms of torture, which is a usual subject of certain pornographic films. This is indeed not the portrayal of love in any form, and must not be thought of in that way, as wife battering is not a lover's quarrel, and cannot be taken to be such.

9. Without further study any conclusions to be drawn from the fact of the similarities between wife beating and certain forms of pornography can only be modest ones, although they have influenced our own recommendations. We have concluded that wife battering is not an anomalous phenomenon; it is bound up with beliefs and feelings which are prevalent in our society and are at present not easily understood or erased: beliefs about the use of force, the exercise of force as an appropriate activity for men, and submission to force as an appropriate response from women.

The Needs of Battered Women

10. *Ann separated from her husband following an attack in 1980. She did not go to stay with family or friends because she felt that their lives would be in danger; instead, she went to the Women's Community House, and after her husband started phoning there and threatening the staff, she decided to lay an assault charge. The Justice of the Peace issued a warrant for her husband's arrest. At the first court appearance, he told the judge that he had had a nervous breakdown and, therefore, he beat his wife. He was sent to the London Psychiatric Hospital for a 30-day assessment and during this time, his family removed all the furniture and belongings from the couple's apartment. He was found guilty of common assault and placed on probation for one year (he saw his probation officer three times).*

11. *Barbara has been waiting three years for her divorce case to be heard in court. She is terrified for her life and is currently seeing a psychiatrist and taking medication. The two children are not allowed to play outside on weekends for fear of their father kidnapping them. He is constantly harassing Barbara by driving by the house, breaking into the house, and attending social functions that she attends. She had been assaulted approximately 250 times before her separation and has been threatened with a shotgun, and choked since. She is totally frustrated with the criminal justice system and feels that she is capable of taking the matter into her own hands by killing her husband.⁵*

12. Whatever the causes are of society's neglect or ignorance of wife battering the evidence presented to us has made it clear what the consequences are for battered wives. The police and the courts do not protect them. Temporary shelter is generally not available to them. Existing welfare legislation is often not flexible enough to provide for them. Welfare workers, counsellors, and health care workers are not trained to deal with their problems. As for the batterer, he is not treated as a wrong-doer, as someone whose behaviour society finds unacceptable. Criminal charges are rarely brought against him. If he is prosecuted and convicted his sentence will be a nominal one. These conclusions are dealt with in more detail in the following sections.

Police

13. A woman who has been beaten cannot count on the police to help her. A study carried out in 1975 and 1976 reveals that the Vancouver police force responded to approximately 53% of the calls they received which were related to male-female disputes.

Our evidence suggests that the problem is similar in most other Canadian cities: while police will almost always respond to break-and-enter calls, there is no assurance that they will respond to domestic calls. Until very recently police training and police practice with respect to the handling of domestic cases has not been directed at helping the victim, so that even when the police do answer a call there is little that they are able to do for the victim. They are often unaware of the existence or location of the services available to help her - an emergency shelter where she can stay temporarily, legal aid, counselling, municipal welfare. They are ordinarily instructed not to arrest the batterer unless they find him actually hitting his victim (an unusual situation), or unless the injuries are severe enough to require a certain number of stitches. They have no other authority to take the batterer away and leave the wife (and children) in her own home. In short given the usual training and under usual practice the police are at best able to calm the batterer and leave the situation at that.

The Courts

14. Battered women are rarely beaten only once. They need protection from those who beat them. They are not given enough protection. As we have just pointed out police do not usually arrest the batterer after a violent incident. Another possible recourse, the court system, in fact affords the victim little relief. In whatever way she decides to proceed, by laying criminal charges or asking the civil courts for an order giving her possession of the family home or preventing her assailant from harming her, she will be met with numerous delays while the assailant remains free to beat her again. If she succeeds in having the criminal case go forward the present bail provisions allow the batterer his freedom until trial. If she succeeds in obtaining a civil order against her assailant and he disobeys it, the result of his disobedience is not arrest or some other measure which would ensure the woman's safety, but rather another round of court proceedings. In order to get away from her assailant the battered wife must further upset her own life and those of her children—she must leave home.

Emergency Shelters and Second Stage Housing

15. At the time this report is written there are approximately 85 emergency shelters (often called "interval" or "transition" houses) in Canada. They are regularly forced to turn away more women and children than they can accommodate.

Transition House in Vancouver accepted 681 women and children in 1976 and refused 774 in that year; accepted 726 and refused 778 in 1977; accepted 688 and refused 850 in 1978. Regina Transition House turns away 2.5 families for every 6 families it accepts. A preliminary study of the then 33 operating shelters in Ontario in 1981 (one has since closed) shows that they accommodated 10,332 women and children in the first 10 months of that year and refused approximately 20,000. *Regroupement provincial des maisons d'hébergement et de transition* estimates that member emergency shelters in Quebec, serve only 12% of the women and children in Quebec who need these services. In 1981 Bryony House in Halifax sheltered 200 women and 291 children but received 500 distress calls.

All of these shelters are located in cities or towns with sizeable populations. Battered women and their children who live in rural or isolated areas have no alternative institutional accommodation to turn to. If they receive help at all they must undergo even greater physical and emotional dislocation than women who live in cities. Funding for transition houses is precarious. Federal funding of capital costs, the costs of acquiring the house, is not usual. The Canada Assistance Plan provides for the equal sharing of operating expenses with the provinces but these funds are often not disbursed in time to allow the house to pay its current expenses and keep its doors open. Moreover, operating expenses rarely cover necessary services for the children who come to transition houses. Some houses have no money even for toys. Few offer counselling services, which are necessary because the children are often deeply affected by their parents' behaviour, and are in danger of repeating it when they grow older.

16. Women who have been battered cannot be immediately expected to get on with their lives after they have left their homes. Few are financially independent of their husbands. Few have enough information - about their legal rights, about job options - to make decisions about their future. In any case they are in no emotional state to do so. Sorting oneself out takes time. However, at present there is only one shelter in Canada which is equipped to accommodate women on something more than a short-term basis. (Such accommodation is sometimes called "second stage housing").

Welfare

17. In most provinces battered women are confronted with a welfare system which ignores their particular situation. In some provinces a battered wife cannot receive any money until she has left her husband, even if she needs the money to allow her to leave. Such cases are not rare. Women who live on farms or in other isolated areas need money for transportation to the nearest town and for initial expenses once they arrive. Many municipalities, which are often given the power to administer welfare funds, require a recipient to be a resident of the municipality before she can receive welfare. If services for battered women were available in all municipalities this would not be an unreasonable requirement, but this is not the case. Further, eligibility for welfare is normally calculated on the basis of family income. It is surely unreasonable to expect that in the short run at least a battered woman who has left her partner will receive any money from him.

Attitudes of Professionals Dealing with Battered Wives

18. If a woman who has been beaten decides to seek help outside the circle of her family and friends she may have to deal with doctors, hospital workers, social workers, counsellors, lawyers, justices of the peace, crown attorneys and judges. For the most part these professionals will have had no training in treating her problem as a whole and as a result they will not be able to give her the help she needs. We have heard evidence that some professionals do not elicit information about the beating (or do not think to ask about it); that some will not believe the information when it is given; that some will tend to blame the victim for provoking the violence. Many professionals are unable to refer her to the services of others because they do not know what services are available. Of course, we do not claim

that all those who work with battered women will act in this way. Nor do we believe that such behaviour is motivated by conscious ill-will. Rather, the evidence presented to us has led us to believe that this behaviour is not uncommon across Canada, that it is yet another manifestation of a general inclination to treat wife battering as a matter to be resolved privately by the assailant and his victim rather than an issue to be confronted by us all.

Battered Women, Battering Men and the Criminal Justice System

19. *Charles Baker, 42, was sentenced yesterday for kicking and punching his wife to death. Mr. Baker's 41-year-old wife died on January 25, 1981, after a drunken quarrel between the couple. She had broken ribs, a ruptured pancreas and several bruises on her stomach, pelvis and legs. Mr. Baker had pleaded not guilty to a charge of second-degree murder, and a jury found him guilty of the lesser offence of manslaughter.*

20. *Crown lawyer Thomas Smith had asked that Mr. Baker receive a three-year to five-year term in a federal penitentiary. "Mr. Baker and his fists were a disaster waiting to happen and that is exactly what occurred on January 24," he told the judge prior to the sentencing. "Wife beating is always a concern because the victims cannot protect themselves," he said. "The sentence of this court must shout out that it's not going to be open season on wives who are victims..."*

21. *In sentencing Charles Baker the judge of the Ontario Supreme Court said the maximum sentence for manslaughter is life and the man probably deserved a penitentiary term. "However, I know what I do will not bring back to life Mrs. Baker." Instead, Mr. Baker was given two years less a day in a provincial reformatory. The judge recommended the man be sent to an institution where programs for alcoholics are available.⁶*

22. The assault provisions of the Criminal Code make it an offence for anyone to hit someone else without their consent, or even to threaten to do harm to someone else. There is no exception for people who are married or intimately related. In fact we have found that such cases are treated differently. Battered wives are not dealt with in the same way as other victims of crime. Battering husbands are not treated the way other men or women accused of a criminal offence are.

23. Throughout Canada it is usually police practice to screen out a good many domestic calls. It appears to be police policy, either written or unwritten, not to arrest men accused of beating their wives or even to lay charges against them unless their partners' injuries are extremely serious. This leaves the process of initiating criminal proceedings to the person who is least capable of doing so: a woman who has been injured, who knows little of court procedure, and whose actions may result in the criminal conviction of someone who is likely to seek her out and beat her again.

24. Court officials also do not give wife battering cases the attention they give to similar offences. Justices of the peace, who are responsible for accepting charges, are often reluctant

to lay charges on the evidence of the battered woman alone, although they have the discretion to do so. If they consider this evidence suspect (perhaps on the assumption that the victim is lying in order to get back at her husband) they have the power to hear additional witnesses, but they often do not tell the victim that they can do this. Some justices will not hear the wife if there is no police report, even though the existence of a report is not a legal requirement for laying charges, and though in many cases there will be no report, either because the police have not investigated the matter, or have not bothered to file one. Crown attorneys assigned to wife battering cases are often badly briefed. Unless the case is a very serious one they will not have seen and questioned the victim until just before trial.

25. Judges are reluctant to impose substantial prison sentences on men convicted of wife battering even when the injuries are severe enough to require hospitalization, or result in death; that is, when such sentences would be imposed if the assailant were not related to his victim.

26. In describing how the criminal justice system treats wife batterers and their victims we do not intend to blame any one part of the system. We recognize that the police, justices of the peace, and crown attorneys are unwilling to act because they know that prosecution will probably not change the batterer or protect the victim. We understand that judges are unwilling to sentence a wife batterer to prison when there is little indication that imprisonment will make him stop beating women to whom he is emotionally attached, and when imprisonment removes a possible source of income for the battered wife and her children. We know that for a variety of reasons women who have been beaten are themselves unwilling to carry through a prosecution against their partners.

27. However we are not convinced that the present situation is unavoidable. Battered women have received very little help from our society in gaining financial and emotional independence from their assailants, or even protection from them. (The problem of achieving financial independence is of course not unique to battered women). It is no wonder that many cannot bring themselves to prosecute their partners. Battering men receive little indication from our society that what they are doing is wrong. They are not consistently charged when they beat their wives, they are allowed to remain in their homes while their wives try to find other places to live, to harass their wives with impunity, to have unsupervised access to their children. They are not forced to receive some form of therapeutic treatment. (Of course such treatment has only begun to be developed; on the other hand the problem of wife beating is not a recent one.) Schools do not mention the subject; professional faculties do not focus on it.

Conclusions

Introduction

28. From the foregoing discussion, one can see that "the problem" of wife battering is really a multitude of interrelated problems. Inevitably under Canada's federal system, some of the possible solutions fall under federal jurisdiction, some under provincial jurisdiction, while some lie in areas where both levels of government have competence. Private institutions and individuals can also do much to change the present situation. This Committee recognizes the jurisdictional limitations of Parliament. It confines its recommendations to those areas where Parliament can legislate without affecting provincial powers, and to those matters which it feels should be discussed at a federal-provincial conference.

29. Nevertheless, because of the complexity of the problem of wife battering, the recommendations of this Committee of necessity arise from a certain view of how the present situation should change, of how all Canadian institutions both public and private should deal with battered wives and battering husbands. We are well aware that even if our recommendations were implemented much more would remain to be done. Because our recommendations are unintelligible without stating the general assumptions behind them, and, equally, because we are concerned that Canadians understand the extent and gravity of the problem, we set out these assumptions; we also take the liberty of setting out some of their implications for activity which is not within the federal sphere.

30. This Committee respects and upholds the privacy of the family. However, we find that in the case of wife beating society is justified in intervening to assist the family. To ignore the problem is to ignore society's fundamental obligation to preserve the life and health of its members. Our institutions must occupy themselves with the problem more actively than they have done in the past. The ends to be achieved are diverse, and are determined both by the needs of the victim and the proper response of society towards the batterer.

The Needs of the Battered Wife

31. On the basis of the evidence which was eloquently and forcefully put before us by every group who appeared, we conclude that a battered woman must first and foremost be given protection, as well as the opportunity to gain financial and emotional independence from her partner.

32. What we imply by protection are two things. First, all reasonable steps must be taken to prevent the assailant from harming his partner again. This means in turn that assault legislation and legislative provisions directed at keeping the peace must be fully and

consistently enforced in wife battering cases. Second, she and her children should have a place to live - away from her assailant - ideally their own home, alternatively a nearby shelter.

33. There are of course a great number of ways to ensure her economic independence. However, at the very least, if a battered woman has no income independent of her partner, she should be given temporary funds to support herself and her children as quickly as possible and with little administrative complication. This income would stop once longer term arrangements were made: for her partner to support her, if this could be done without the threat of violence to her; for society to support her; or ideally, for her to support herself or to embark on a program to make her self-supporting.

34. Again a good many measures might be sufficient to ensure her emotional independence, not the least of which is to provide her with freedom from her assailant and a steady income. Another necessary requirement is the understanding and support of the professionals and others with whom she comes in contact. From the evidence before us we have concluded that this would involve making professionals - and the public in general - aware of the facts of wife beating and the needs of battered wives.

Society's Response to the Battering Husband

35. We have stated our belief that society is obliged to protect its members. We also believe that the actions of those who harm others are not to be tolerated, no matter what the relationship is between the person doing the harm and his victim. The most important consequence of this belief is the conclusion that wife battering should be treated as criminal activity not only by legislators, as is the case now, but by all those who enforce the law. By this we mean that cases of wife beating should regularly be processed through the criminal justice system.

36. In keeping with the belief that wife battering is criminal activity, and as such a matter for state intervention, we feel that the decision to lay charges against the assailant and to ask his victim to testify against him should not be determined by the consent of the victim herself. We understand that in certain cases a battered wife will be unwilling, for various good reasons, to testify against her husband. We nevertheless believe that she is best helped, and justice better served, if she is encouraged to cooperate in the prosecution of her assailant - encouraged by the police, the crown attorney in charge of her case, and by a special advisory and advocacy service. If she is even then unwilling to testify discretion still lies in the prosecutor not to call her to the stand.

37. The measures referred to in paragraphs 35 and 36 can be effected almost immediately, and they should be. Nonetheless, we hope that this proves to be only a provisional solution to the problem. We deplore the fact that at present there is little to be done with someone convicted of wife battering other than to fine him or imprison him. A fine is often a licence to commit a crime. Imprisonment does not ensure rehabilitation; it does not make up for the pain the victim has suffered; it takes away a source of income for the victim. However this is often a problem with the punishment meted out to other kinds of criminals.

We encourage research aimed at treating wife batterers, and we are in favour of criminal sentences which refer the batterer to a treatment program (if one is available).

38. It is in the interests of society not only to treat wife battering as a symptom, but to understand how such behaviour is produced and how it may be prevented. We think it very important that there be more research into the causes of wife battering.

39. We have been given reason to believe that wife battering is learned behaviour, on the part of both men and women. Many batterers as children see their fathers beat their mothers and their mothers unable to respond. Society teaches women to be passive in the face of violence; many battered women are encouraged to continue their relationship even when there is no reason to believe that the situation will change. These lessons must be unlearned. It should be a commonplace in our society, as it is not, that no woman ever deserves to be threatened, punched, maimed, sexually assaulted. More generally, it should be a commonplace in our society, as it is not, that no action short of violence justifies a violent response. We must educate ourselves, our children, those who enforce and administer the law, and those who are involved in preventing and curing our physical and emotional ills, to identify violence and to control its consequences, for the sake of battered women, for the sake of us all.

We encourage students to read the following articles and to write a paper on one of them. The articles are: "The Role of the Teacher" by [Name], "The Role of the Student" by [Name], and "The Role of the Parent" by [Name].

It is the law of nature that we are born with a certain amount of intelligence. This intelligence is not fixed, but it can be developed. We should not be satisfied with the intelligence we are born with, but we should strive to develop it to the fullest extent possible.

The first step in developing intelligence is to acquire a good education. This education should be broad and should cover a wide range of subjects. It should not be limited to the study of books, but it should also include practical experience. The second step is to cultivate a habit of reading. Reading is one of the best ways to acquire knowledge and to develop the mind. The third step is to cultivate a habit of thinking. Thinking is the process of using the mind to solve problems and to make decisions. The fourth step is to cultivate a habit of writing. Writing is a good way to organize thoughts and to express ideas. The fifth step is to cultivate a habit of speaking. Speaking is a good way to communicate with others and to share ideas.

These five steps are the foundation of intelligence. If we follow them, we can develop our intelligence to the fullest extent possible.

Conclusion

We have seen that intelligence is not fixed, but it can be developed. We should not be satisfied with the intelligence we are born with, but we should strive to develop it to the fullest extent possible. The first step is to acquire a good education. The second step is to cultivate a habit of reading. The third step is to cultivate a habit of thinking. The fourth step is to cultivate a habit of writing. The fifth step is to cultivate a habit of speaking.

These five steps are the foundation of intelligence. If we follow them, we can develop our intelligence to the fullest extent possible. We should not be satisfied with the intelligence we are born with, but we should strive to develop it to the fullest extent possible. We should not be satisfied with the intelligence we are born with, but we should strive to develop it to the fullest extent possible.

We should not be satisfied with the intelligence we are born with, but we should strive to develop it to the fullest extent possible. We should not be satisfied with the intelligence we are born with, but we should strive to develop it to the fullest extent possible. We should not be satisfied with the intelligence we are born with, but we should strive to develop it to the fullest extent possible.

Recommendations

40. In the light of the considerations set out in paragraphs 13-18 and the conclusions contained in the succeeding paragraphs of this Report, with the exception of those relating to the prosecution of the batterer, this Committee makes the following recommendations.

R. C. M. P. Training

- 1. Members of the R. C. M. P. who act as provincial or territorial police should receive training which is specifically related to answering calls in cases of wife battering. As a result of this training each officer should have an understanding of the problem of wife battering; he or she should also be willing and able to guide the victim to an emergency shelter, and to give her accurate information about the legal and other services available to her in or near the community.**
- 2. The police training program should be developed with the assistance of those people in the community who are responsible for providing services to battered women.**
- 3. The R. C. M. P. should introduce an affirmative action hiring program to increase the number of women officers. It should assign male-female teams to family violence cases.**
- 4. Competent or outstanding performance of duties associated with family violence calls should be rewarded in the same way that such performance is rewarded with respect to other duties.**

Funding for Shelters

- 5. With the consent of the provinces, federal monies should be appropriated to fund the initial capital costs of new emergency shelters and second stage housing. Funds for each house should be adequate to cover all staffing costs and the costs of child care services as well as building costs, and should be available for a long enough period to ensure the stability of the project.**
- 6. Unoccupied buildings owned by the Crown should be converted into emergency shelters in those areas where it is possible to do so.**
- 7. The Federal Government should encourage the use of the provisions of the National Housing Act which relate to loans and contributions to charitable associations and**

corporations, for the specific purpose of acquiring or constructing emergency and second stage housing for battered women.

8. The Canada Mortgage and Housing Corporation should be encouraged to direct that a certain number of units in housing subsidized by the Corporation be set aside as second stage or permanent housing for battered women with children.
9. Research and funding programs within the Department of National Health and Welfare should be used to suggest plans and help implement proposed projects for housing rural women and women from isolated areas who do not want to be removed to urban centres but whose numbers do not warrant the establishment of a transition house.

Treatment for Wife Batterers

10. Research and funding programs within the Departments of National Health and Welfare and Justice should devote adequate funds to the development of treatment programs for wife batterers.

Long-Term Research

11. Programs within the Department of National Health and Welfare should encourage and help fund research
 - (a) into the causes of wife battering;
 - (b) into the development of educational programs designed to change our attitudes about violence as appropriate male behaviour and acquiescence to violence as appropriate female behaviour.

Publicizing the Problem of Wife Battering

12. The Federal Government should develop programs for television and radio designed to inform the public about the nature and extent of the problem of wife battering.
13. The Federal Government should use inserts in family allowance cheques to give women general information about their legal rights in a wife battering situation, the resources available to them in their province, and where to turn for further information.
14. To help develop a mass media which is more aware of its responsibility in relation to the depiction of violence, the CRTC should be given the discretion to suggest guidelines to its licencees on this matter.

Jurisdiction of Federally-Appointed Judges over Family Matters

15. A recent decision of the Supreme Court of Canada has called into question the right of provincially-appointed family court judges to issue civil orders designed to exclude a

spouse from the family home or to prevent him from harming his partner. To prevent any delay caused by processing all such orders through county or superior courts we recommend that the Federal Government move quickly to appoint judges where the need is apparent. (This recommendation carries no implication as to an ultimate division of powers in the family law area. We recognize that a long term solution to the problem of creating a unified family court is a federal-provincial matter, and we have worded recommendation 17, which deals with such a court, accordingly.)

Federal-Provincial Conference

- 16.** In the light of its conclusions with respect to the protection of the battered wife and the enforcement of criminal legislation in wife battering cases, (see paragraphs 32, 35 - 37) this Committee recommends that a federal-provincial conference be held on the subject of wife battering and family violence as it relates to the enforcement and the administration of the criminal law.
- 17.** In the light of the decision of the Supreme Court of Canada referred to in recommendation 15, we recommend that the proposed conference also address the problem of establishing a validly constituted civil court which is able to issue orders affecting the possession of the family home, and preventing a man from harming his wife at least as quickly and with as little cost to the wife as provincial courts do now.

The Committee further recommends that the following specific items be put on the agenda of the proposed conference:

- A.** a proposal that all current criminal orders which prevent a man from seeing or harassing his wife be registered on a province-wide and country-wide computer system. Such orders would include recognizances to keep the peace, bail conditions, and probation orders;
- B.** a proposal that a breach of these orders that results in violence or is accompanied by a threat of violence be followed by arrest, or some other measure which protects the victim;
- C.** a proposal that the police regularly lay charges in wife assault cases;
- D.** a proposal that the victim be made a compellable witness against her husband at the option of the Crown in the prosecution of wife assault cases;
- E.** a proposal with respect to the development of uniform and punitive sentences in wife battering cases. (This Committee respectfully suggests that the impaired driving provisions of the Criminal Code⁷ be used as a guide. These provisions distinguish between first, second and subsequent offences, make allowances for the case where a subsequent conviction occurs long after the original conviction, and allow the judge to refer the accused for treatment if referral is not contrary to the public interest).

- F. a proposal with respect to the development of treatment facilities for battering men as a sentencing alternative;**
- G. a proposal with respect to the training of police at the provincial and local government level:**
- (i) the proposed program should be motivated by considerations similar to those set out in recommendations 1 - 4 of this Report;**
 - (ii) the program should ensure that municipal police officers receive the same training as their provincial colleagues. (We respectfully suggest that at present this might be accomplished by grants to needy municipalities. However, we think it preferable that police officers at both levels of government receive the same training before they take up their positions.)**

Implications for Provincial and Private Organizations

41. A number of our conclusions regarding the problem of wife battering have not been matched by recommendations. These conclusions touch on matters which are in the exclusive jurisdiction of the provinces or are the concern of the private sector. In the paragraphs which follow we comment briefly on these matters. We make our comments with respect, as an aid to the discussions which we are sure will soon take place within the provinces and among those who are concerned with the well-being of others.

Protection for the Battered Wife

42. In paragraph 32 we referred to the advisability of keeping the battered wife and her children in their own home. The power to make laws which govern rights of ownership and possession of property is a provincial one. At present no province has legislation which allows a court to prevent a man from entering his house or apartment on the grounds that he has assaulted the woman who lives with him. That is, at present a battered woman as such has no right to keep the batterer out. We note that legislation to remedy this situation would be effective only if it provided some recourse for the wife if her assailant disobeyed the order. The provinces have the power to create provincial offences and to provide for the arrest and imprisonment of those who commit them. Arrest would certainly be an effective recourse, and not a harsh one if the batterer did decide to ignore an order against him by creating a disturbance in his house or by injuring his wife again.

43. The provinces have the power to determine the way in which they fund emergency shelters. The method used by many provinces, paying the shelter a fee based on the number of days a client has stayed, does not seem to ensure the effective operation of the shelter. Often the per diem fee does not cover necessary services for children who accompany their mother (see paragraph 15). Battered women and their children need somewhere to go after they have been beaten, especially if they do not have the right to stay in their homes without their husbands. The provinces which fund shelters on a per diem basis might consider another financial scheme which is acceptable to them, but which provides for all necessary services, and affords more stability for the shelters themselves.

44. We feel that private organizations have an important part to play in the establishment of emergency shelters. They can, of course, provide some funding for shelters. In areas where it is not feasible to operate a separate facility, local groups could also help to encourage people with extra space to offer it as a temporary refuge.

Emergency Income

45. We have stated that battered women should receive emergency funds as soon as possible (see paragraph 33). We have been led to believe that the welfare system in many

provinces is not flexible enough to provide a battered woman with money when she needs it (see paragraph 17). We suggest that provincial social service ministries consider changing their eligibility requirements to take these cases into account. We also suggest that all provinces consider the introduction of legislation to recover from the batterer amounts spent on his victim.

Advocacy Service

46. We have concluded that the decision to prosecute a battering husband should rest with the state and not with the wife, and we have made recommendations to this effect (see paragraph 36 and recommendations 17 c, d). We do recognize, however, that the trial process will put strains on a battered woman which she may not be able to bear without help. For this reason we suggest that a service be available to her to do the following things: provide her with information about the legal process, the possible outcome for her partner, and her own options; act as an intermediary between the victim, the prosecutor and the police to ensure that the case is properly investigated and prepared; accompany her to court and see that her children are cared for while she is in court. Again this is an area where private groups could play an important part.

Education

47. Part of the problem of wife battering is that many people do not recognize that there is a problem. Women are seriously hurt, but their injuries and cries for help all too often fail to elicit the same response that injuries and cries do in other circumstances. Doctors treat the wounds but often do not ask about the causes. The batterer is excused: he is not normal; he drinks; he killed her but he should not be given too severe a penalty since no punishment will bring her back to life. The wife is blamed: she must have deserved it; she nagged him; she pushed him to it.

48. We must learn to respond to battered women in a different way. One way of learning is to be formally taught. This Committee suggests that schools give courses in human relations which deal generally with the problems involved in living in a family, and more particularly with the problem of wife battering. These courses and concomitant teacher training courses should be developed in consultation with those who have had experience in dealing with battered women. This Committee notes in this regard that some of its witnesses have paid particular attention to the difficulties wife batterers have in recognizing and handling their anger towards someone to whom they are emotionally attached, and in being able to control their behaviour at other times of stress.

49. We also suggest that professional faculties and associations train their students and members to be aware that wife battering is a problem, to be suspicious of certain symptoms, to be prepared to elicit information from a woman who is suspected of being beaten if she does not advance it, to be sympathetic, and to refer her to other services which can help her.

Summary

50. *When finally he threatened to kill her or her baby daughter, she tried to tell her parents. They wouldn't believe her. Such things didn't happen. She was exaggerating. She should just go on being as good a wife and mother as she could, and everything would be alright. One day she heard a staff member from a transition house for women who have been battered being interviewed on the radio. Four days later Rich beat her up again. The next day, after he had gone to work, she packed up the children and went to the house. She had been married five years. She had bruises on her face, neck and abdomen. Finally her parents were forced to face the fact that something terrible had been happening. They were very supportive of her decision to get a separation agreement. Her husband was ordered by the courts to keep the peace. Karen's father persuaded him to leave the house, and had the locks changed.*

51. *Karen stayed at the transition house for three weeks while she went through the court process. During that time she met with a counsellor from the community college, and discussed, with growing excitement, the possibilities for further education. Before she left the transition house she had enrolled for the coming term in an upgrading program to complete her high school. Day care would be provided by the college, and her parents would support her until she was self-sufficient.*

52. *Two weeks after she had returned to her home, Rich broke in, locked the two children in the bedroom, beat Karen, and finally shot her. He then went into the basement and hanged himself. That was how Karen's father found them all when he dropped by two days later for a casual visit.⁸*

53. The problem of wife battering is a complex one. In part the difficulty lies in the fact that as a society we are just beginning to address the problem, and to develop a conscious and humane position towards it. In the process we are torn between our very natural desire to let the family sort out its own affairs (and our confidence that this can be done), and our growing realization that a battered woman is not simply an unhappy, frustrated wife who needs marriage counselling.

54. Another difficulty is that the problem has no easy solution. Battered women have few financial and emotional resources to help them deal with their situation. They are ordinarily dependent on their husbands for support. If they do work, like all working women they are likely to have low-paying jobs. They cannot expect to receive emotional support from family and friends. They are rarely protected from attacks by their assailants. Few services - emergency shelters, permanent housing, welfare, child care, advocacy, job training, counselling - are available to them.

55. Men who beat their wives must be stopped from doing so. At present the only measure which is capable of deterring them is a jail term. This solution is, of course, far from ideal. There is no real evidence that jailing a batterer has any rehabilitative effect. Once in prison the batterer is unable to support his wife and children.

56. In Canada the problem of developing a coherent policy to deal with wife battering is further complicated by the fact that the proposed plans will inevitably cut across federal-provincial jurisdictional boundaries.

57. This Committee understands its jurisdictional limitations. We have confined our recommendations to areas within the federal sphere. However, because of the nature of the problem we could not help but formulate our recommendations in a wider context. In addition to making recommendations, we have taken the liberty of drawing some of the implications of this wider approach for areas which are not within the competence of Parliament.

58. This Committee has concluded that efforts to help the battered wife should be directed at protecting her, and enabling her to achieve some measure of economic and emotional independence. A discussion of what measures this implies is found in paragraphs 31-34 of this Report.

59. This Committee has further concluded that wife battering should be treated as a crime and not merely as a behavioural aberration. (See paragraphs 35-39 of this Report.)

60. In the light of its conclusions this Committee has made recommendations relating to:

- a) the training of R. C. M. P. officers (recommendations 1-4);
- b) the funding of emergency shelters (recommendations 5-9);
- c) the holding of a federal-provincial conference on the enforcement and administration of the law with respect to wife battering (recommendations 16-17);
- d) the appointment of additional superior court judges to handle family matters (recommendation 15);
- e) the development of a treatment program for wife batterers (recommendation 10);
- f) research into the causes of wife battering and the development of different attitudes towards violent behaviour (recommendation 11);
- g) public education on the issue of wife battering (recommendations 12-14).

61. This Committee has also made suggestions which deal with the following concerns:

- a) the right of a battered wife to stay in her own home without being harassed by her partner (paragraph 42);
- b) the desirability of a stable source of funds for emergency shelters (paragraphs 43-44);
- c) the easy availability of temporary emergency funds for the battered wife (paragraph 45);

- d) an advocacy service for battered women (paragraph 46);
- e) the role of schools, educational faculties and professional associations in changing attitudes towards wife battering (paragraphs 47-49);

62. We as a Committee have been moved by the presentations made before us and the briefs submitted to us. We have come to see the seriousness of a situation which many of us had been only dimly aware of. We urge that our recommendations be adopted. We sincerely hope that our suggestions will be discussed.

FOOTNOTES

- ¹ House of Commons Standing Committee on Health, Welfare and Social Affairs, *Child Abuse and Neglect*, Ottawa, Queen's Printer of Canada, 1976. Senate Standing Committee on Health, Welfare and Science, *Child at Risk*, Ottawa, Minister of Supply and Services, 1980.
- ² A federal inter-departmental committee established on December 19, 1980. The responsible ministries are Justice and Health and Welfare. The committee is expected to present its report in the summer of 1983.
- ³ From a psychologist's case history reproduced in a memorandum submitted to this Committee. The wording of the original has been changed slightly to make it more intelligible to a lay reader. Names have been supplied where an initial occurs in the original text.
- ⁴ Terry Davidson, *Conjugal Crime: Understanding and Changing the Wife Beating Pattern*, (New York: Hawthorn Books, 1978), p. 104.
- ⁵ These case histories, recorded by a psychologist, are taken from a memorandum submitted to the Committee. Names have been supplied where an initial occurs in the original text.
- ⁶ *Globe and Mail*, Saturday, December 12, 1981, p. 1. The story has been revised and names have been changed.
- ⁷ S. 234, "Driving while Ability to Drive is Impaired".
- ⁸ Linda MacLeod, *Wife Battering in Canada: The Vicious Circle*, prepared for the Canadian Advisory Council on the Status of Women, January 1980.

Appendix I

Witnesses

The following individuals testified before the Committee:

January 26, 1982 - Issue 23

- The Honourable Judy Erola, M. P., Minister responsible for the Status of Women

January 28, 1982 - Issue 24

- Mrs. Lucie Pépin, President, Canadian Advisory Council on the Status of Women
- Miss Debra Lewis, Canadian Advisory Council on the Status of Women

February 4, 1982 - Issue 25

- Dr. Donald G. Dutton, Department of Psychology, University of British Columbia

February 9, 1982 - Issue 26

- Ms. Trudy Don, Ontario Association of Interval and Transition Houses
- Ms. Lorraine Chabot and Ms. Pauline Grand'bois, *Regroupement provincial des maisons d'hébergement et de transition pour femmes en difficulté du Québec*
- Ms. Deanna Elias-Henry, Director, Regina Transition Women's Society

February 11, 1982 - Issue 27

- Dr. Peter Jaffe, London Family Court Clinic and the University of Western Ontario
- Superintendent N. LaVerne Shipley, London Police Force

February 16, 1982 - Issue 28

- Professor Alastair Bissett-Johnson, Dalhousie University Law School, Halifax

February 18, 1982 - Issue 29

- Ms. Jan Barnsley, Women's Research Centre, Vancouver

February 18, 1982 - Issue 30

- The Honourable Judy Erola, M. P., Minister responsible for the Status of Women
- Ms. Kathleen Shannon, Executive Producer, Studio D, National Film Board of Canada
- Ms. Diane Wood, Social Policy Analyst, Status of Women Canada.

Appendix II

Submissions

The following groups and individuals submitted written material (briefs, reports, statements) to the Committee:

Association féminine d'éducation et d'action sociale, Montreal

Professor Alastair Bissett-Johnson, Dalhousie University Law School, Halifax

Canadian Advisory Council on the Status of Women

Canadian Association of Social Workers

Canadian Home Economics Association

Canadian Police College

Cape Breton Transition House Association

Committee on Violence Against Women, Carleton University School of Social Work,
Ottawa

Dr. Donald G. Dutton, Vancouver

Family Service Association of Metropolitan Toronto

Federated Women's Institutes of Canada

Halifax Transition House Association - Bryony House

Dr. Peter Jaffe, London

The London Coordinating Committee on Family Violence

New Brunswick Advisory Council on the Status of Women

Nova Scotia Association of Women and the Law

Ontario Association of Interval and Transition Houses

Regina Transition Women's Society

*Regroupement provincial des maisons d'hébergement et de transition pour femmes en
difficulté du Québec*

Support Services for Assaulted Women, Toronto

Transition House Association, Charlottetown

United Way of the Lower Mainland, Vancouver

Women's Habitat, Toronto

Women's Research Centre, Vancouver

Young Women's Christian Association of Canada (YWCA)

Appendix II

Submitters

The following groups and individuals submitted written material (briefs, reports, statements) to the Committee:

- Association of Women Workers of Canada
- Professor Alan Finkelstein, Dalhousie University Law School, Halifax
- Canadian Advisory Council on the Status of Women
- Canadian Association of Social Workers
- Canadian Home Economics Association
- Canadian Police College
- Cape Breton Transition House Association
- Committee on Violence Against Women, Carleton University School of Social Work
- Others
- Dr. Donald G. Dutton, Vancouver
- Family Service Association of Metropolitan Toronto
- Federal Women's Institutes of Canada
- Halifax Transition House Association - Bridgeway House
- Dr. Peter Jaffe, London
- The London Coordinating Committee on Family Violence
- New Brunswick Advisory Council on the Status of Women
- New South Association of Women and the Law
- Ontario Association of Inpatient and Transition Houses
- Regina Transition Women's Society
- Reproductive Health Council, Department of Health and Human Resources Development Canada
- Support Services for Assaulted Women, Toronto
- Transition House Association, Charlottetown
- United Way of the Lower Mainland, Vancouver

MINUTES OF PROCEEDINGS

THURSDAY, JULY 8, 1982

(44)

(744)

The Standing Committee on Health, Welfare and Social

Officials from the following departments and agencies of the federal government provided information and offered expert advice to the Committee in background briefing sessions which were held *in camera*:

- Status of Women
- Department of Justice
- Department of National Health and Welfare
- Royal Canadian Mounted Police
- Department of the Solicitor General

A copy of the relevant Minutes of Proceedings and Evidence (Issues Nos. 23, 24, 25, 26, 27, 28, 29, 30 and 34, which includes the report) is tabled.

Respectfully submitted,

**MARCEL ROY,
Chairman.**

Office of the Secretary
Department of Justice
Washington, D.C. 20530

Appendix III

Officials from the following departments, and agencies of the federal government provided information and offered expert advice to the Committee in background briefing sessions which were held in connection with the study:

- State of Oregon
- Department of Justice
- Department of National Health and Welfare
- Royal Canadian Mounted Police
- Department of the Solicitor General

A copy of the relevant Minutes of Proceedings and Evidence (Volume 1) is being made available to the public. A copy of the relevant Minutes of Proceedings and Evidence (Volume 2) is being made available to the public. A copy of the relevant Minutes of Proceedings and Evidence (Volume 3) is being made available to the public.

Respectfully submitted,

MANUEL ROY,
Chairman

MINUTES OF PROCEEDINGS

THURSDAY, MAY 6, 1982

(44)

[Text]

The Standing Committee on Health, Welfare and Social Affairs met *in camera* at 8:36 o'clock p.m., this day.

Members of the Committee present: Messrs. Bockstael, Bloomfield, Bossy, Miss Carney, Messrs. de Corneille, Fretz, Halliday, Hudecki, Mrs. Killens, Messrs. Marceau and Neil.

In attendance: Ms. Mildred J. Morton, Research Officer, Library of Parliament; Mr. Roger LeBlanc, Translation Bureau; Ms. Peggy Mason, PC—Research; Ms. Judy Schreider, Research Assistant to Mr. Frith; Ms. Janet Binks, Research Assistant to Mr. Howie.

The Committee resumed consideration of its Order of Reference dated Friday, February 13, 1981, relating to the study of violence in the family. (*See Minutes of Proceedings, Monday, January 25, 1982, Issue No. 23*).

The Clerk of the Committee presided over the election of an Acting Chairman.

On motion of Mr. de Corneille, it was agreed,—That Mrs. Killens take the Chair as Acting Chairman.

Mrs. Killens took the Chair as Acting Chairman.

The Committee continued consideration of the final draft of a report on wife battering.

On motion of Mr. de Corneille, it was agreed,—That the report on wife battering be adopted as amended.

The Chairman presented the report of the Sub-committee on Agenda and Procedure which is as follows:

Your Sub-committee on Agenda and Procedure met on Thursday, April 29, 1982 to consider matters relating to the publication of the report on wife battering.

Your Sub-committee recommends:

1. that, in addition to the 1000 copies usually printed, 2500 extra copies of the report be printed for distribution to interested parties;
2. that the report be printed in tumble format;
3. that the report be printed with a special red cover;
4. that the inside cover of the report feature a list of all Members of Parliament who participated in the inquiry on violence in the family as Members of the Committee;
5. that a press release be prepared for distribution on the date of tabling and a press conference be called after tabling to highlight the major elements of the report;
6. that the Chairman table the report in the House as soon as possible after the printed copies of the report are available.

On motion of Mr. Halliday, it was agreed,—That the report of the Sub-committee on Agenda and Procedure be adopted.

PROCÈS-VERBAL

LE JEUDI 6 MAI 1982

(44)

[Texte]

Le Comité permanent de la santé, du bien-être social et des affaires sociales se réunit aujourd'hui à huis clos à 20h36.

Membres du Comité présents: MM. Bockstael, Bloomfield, Bossy, M^{lle} Carney, MM. de Corneille, Fretz, Halliday, Hudecki, M^{me} Killens, MM. Marceau et Neil.

Aussi présents: M^{me} Mildred J. Morton, recherchiste, Bibliothèque du Parlement; M. Roger LeBlanc, Bureau des traductions; M^{me} Peggy Mason, recherchiste-PC; M^{me} Judy Schreider, adjointe à la recherche auprès de M. Frith; M^{me} Janet Binks, adjointe à la recherche auprès de M. Howie.

Le Comité poursuit l'étude de son Ordre de renvoi du vendredi 13 février 1981 portant sur l'étude de la violence dans les familles. (*Voir procès-verbal du lundi 25 janvier 1982, fascicule n° 23*).

Le greffier du Comité préside à l'élection d'un président intérimaire.

Sur motion de M. de Corneille, il est convenu,—Que M^{me} Killens soit élue président intérimaire.

M^{me} Killens occupe le fauteuil en temps que président intérimaire.

Le Comité reprend l'étude du projet de rapport sur les femmes battues.

Sur motion de M. de Corneille, le rapport sur les femmes battues, tel que modifié, est adopté.

Le président présente le rapport du Sous-comité du programme et de la procédure, qui se lit comme suit:

Votre Sous-comité du programme et de la procédure s'est réuni le jeudi 29 avril 1982 pour étudier certaines questions concernant la publication du rapport sur les femmes battues.

Votre Sous-comité recommande:

1. qu'en plus des 1000 copies qui sont imprimées habituellement, 2500 copies supplémentaires soient imprimées pour distribution aux groupes intéressés;
2. le rapport soit imprimé en forme tête-bêche;
3. le rapport soit imprimé avec une couverture spéciale rouge;
4. qu'au verso de la couverture soit imprimé une liste de tous les députés qui ont participé à l'étude de la violence au sein de la famille comme membres du Comité;
5. qu'un communiqué de presse soit préparé pour distribution à la date de dépôt du rapport et qu'une conférence de presse soit convoquée à cette date pour souligner les éléments importants du rapport;
6. que le Président dépose le rapport à la Chambre aussitôt que possible après que les copies imprimées du rapport sont disponibles.

Sur motion de M. Halliday, le rapport du Sous-comité du programme et de la procédure est adopté.

At 8:55 o'clock p.m., the Committee adjourned to the call of the Chair.

A 20h55, le Comité suspend ses travaux jusqu'à nouvelle convocation du président.

Le greffier du Comité

Audrey O'Brien

Clerk of the Committee



