

**CENTRE FOR
RESEARCH ON VIOLENCE AGAINST WOMEN AND CHILDREN**

CENTRE DE RECHERCHE SUR LA VIOLENCE FAITE AUX FEMMES ET AUX ENFANTS

*A collaborative venture of Fanshawe College, The London Coordinating Committee to End Woman Abuse and
The University of Western Ontario*

**AN ACCOUNTABLE COMMUNITY-BASED
EVALUATION OF PROGRAMS
FOR MEN WHO BATTER**

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Robert Gough and Jacquelyn Burkell, Researchers

BACKGROUND

Purpose

Following the Montreal Massacre on December 6, 1989, the Canadian federal government devoted funds to research on the issue of violence against women. The Centre for Research on Violence Against Women and Children in London, Ontario is one of five research centres that were funded from this initiative. Each of the five research centres has a unique mandate. The London Centre was proposed by a group including activists, agency workers, and researchers, from Fanshawe College, The University of Western Ontario, and The London Coordinating Committee to End Woman Abuse (LCCEWA). The mandate of the Centre in London includes the evaluation of programs for men who batter. This community-based evaluation of programs for men who batter is, therefore, a natural part of the work of the Centre for Research on Violence Against Women and Children.

Much of the previous evaluation of programs for men who batter has been carried out in the United States, and virtually all has focused solely on indicators of violence as outcome measures (Chen, Bersani, Myers, and Denton 1989; Dutton 1986; Eisokovits and Edleson 1989; Tolman and Bennet 1990; Harrell 1991). These evaluations give mixed results, inviting only *cautious* conclusions that group participation may reduce violence. Almost universally, however, the evaluations focus on relatively short-term consequences (six months is a typical follow-up period, while some evaluations follow participants for two years; Tolman and Edleson 1995), and ignore the potential for positive effects of the program beyond that timeframe and beyond the immediate behaviour of the program attendee. Thus, for example, the evaluations ignore the possibility that a man who has attended a program for men who batter might not *immediately* reduce his own violence, but instead might undergo subtle changes in attitude that lead to changes in behaviour in the long term. Similarly, these evaluations do not attend to the needs of the wider community with regard to the men's program, ignoring the possibility that the program might serve an important role in the wider response to violence against women, or be integrally involved in the larger process of ending all violence against women.

The research designs and processes which have been traditionally utilized have not attended to the sensitive nature and the complexity of the social issues involved. Specifically, the studies to date have been widely criticized for a focus on pre-determined, narrow, quantitative methodologies, a lack of community consultation in the evaluation process, and a lack of input from women's advocates in the evaluation process. As a result, there is growing call for evaluations that consider the potential secondary benefits to women and children (Dankwort and Austin 1995), as well as the secondary benefits to the community in general in the work of ending violence against women.

The narrow approach to the evaluation of programs for men who batter has often led to difficult relations between programs for men who batter and women's advocates. Women's advocates take a sociopolitical approach to the issue of violence, understanding the roots of violent behaviour to rest in the cultural and political environment that permits this violence (Brandl 1990). According to this view, it is unlikely that treatment interventions with individual batterers

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will be the means of bringing about social change to end all violence against women (Edleson, 1995); instead, interventions at a cultural and political level are required. Batterer's programs which focus on behaviour change without working to promote social change do not address the roots of violence as identified in a feminist perspective.

There have also been general concerns among community partners across Canada regarding how academics and academic institutions have used the community to validate their efforts and take knowledge, credit and recognition from the community. The development of trust, negotiation of mutually agreeable time frames, and acknowledgement of expertise have been identified as key issues in negotiating a mutually respectful partnership (Riger 1997) between community and academic partners.

In response to these issues, the Centre for Research on Violence Against Women and Children proposed the current research project, which directly addresses the shortcomings of traditional research on programs for men who batter. The project had two equally important goals: first, to develop a comprehensive evaluation model for batterer's programs which emphasizes both qualitative and quantitative methodologies; second, to involve extensive community collaboration, and specifically collaboration from women's advocates, at all stages of the research process. Without meeting both of these goals, no satisfactory and accountable resolution for the evaluation of programs for men who batter can be realized.

The funding for this project was provided by the Trillium Foundation. The research project pursues the objective of evaluating batterer's programs in their full social context. By initiating a fresh evaluative methodology this project generates new perspectives on programs for men who batter. Further, by implementing a research process which includes the community at all stages, accountability of the project has been ensured. Finally, the project demonstrates a dynamic and iterative process of collaboration between community partners and academics.

Accountability and Accessibility Principles of Male Batterer's Programs

In 1992, the Ontario Ministry of Community and Social Services and the Solicitor General hosted a forum on male batterer's programs called "**Towards Women's Safety**". This forum was attended by victims of violence, women's advocates and individuals working in programs for men who batterer. A key outcome of the forum were 10 Accountability and Accessibility Principles of Male Batterer's Programs. The Government of Ontario then required male batterer's programs in the province to adhere to these principles.

The principles identified in this process are as follows (note that additional information is provided to clarify some principles):

- A) Women's safety is the first priority and is given first consideration in all activities undertaken by a batterer's program.
- B) Batterer's programs are a piece of a broader effort to end violence against women and their purpose is to contribute to end this abuse.

This principle addresses the need for batterer's programs to be involved in broad anti-violence activities aside from directly counselling individual abusive men. It also implies a consistency with the direction of the women's movement and feminist approach to

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ending violence.

- C) They must be accountable to women, specifically to survivors of abuse and women who are partners of the participants, through for example, partner contact/input and information sharing.

Accountability for violence at the personal level (ie. an individual man who is abusive toward his spouse/partner) requires information sharing and input of the abused woman.

Accountability for efforts to end institutional and cultural roots of the violence requires the input and information sharing with women's advocates and victims of violence in the community.

- D) Batterer's programs must reflect the diversity which exists in Ontario and include approaches which are culturally sensitive, appropriate and accessible to all.

Recognizing there are costs to fully addressing this principle, to examine the efforts and activities of batterer's programs to respond to the needs of linguistic, racial and culturally diverse peoples. This may involve an action plan targeting services, outreach, support and consultation.

- E) Men and batterer's programs must acknowledge men's responsibility for their violence.

This principle again stems from the gender specific nature of men's violence. The acknowledgement of the fact that, though not all men are physically violent toward their partners, all are raised with cultural attitudes and socially ascribed power which contribute to men's domination of women.

- F) Batterer's programs should only exist where women's services also exist and they must be an integrated part of a community network.

*Batterer's programs should only exist in communities **where women have access to women's services**. They must also be an integrated part of a community network.*

This principle is also addressing the requirement that batterer's programs not focus efforts only on counselling in a men's group, but are a part of institutional and cultural change efforts. It also ensures accountability to women's advocates and victims of violence for these broader change efforts.

- G) They should have standards and must be monitored and evaluated on their outcomes, on an ongoing basis, by the community including women's advocates, "survivors", justice system staff, etc.

- H) There should be a monitoring system in place beyond batterer's programs, a system which follows abusive men from their first contact with police.

Batterer's programs must advocate for a monitoring system ...

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Batterer's programs must document their efforts to establish protocol to monitor abusive men at junctures where they work with the justice system.

- I) Sanction (penalty/punishment) against violence should be enforced and separated from treatment, therapy and education.

An abusive man's involvement in a batterer's program should in no way affect sanctions for his violent behaviour or interfere with due process in the courts. For example, a perpetrator's sentence would not be lighter because he began a counselling program upon his lawyer's advice prior to appearing in court.

- J) Batterer's programs should function within the context of social and institutional change, as part of men's anti-violence activities.

Similar to Principle B, Principle J pertains to batterer's programs adhering to a feminist approach to ending violence. Specifically, this means that batterer's programs must acknowledge the gender specific nature of violence against women. Change is therefore needed at the individual, institutional and cultural levels.

These principles play a central role in this accountable community-based evaluation of programs for men who batter. Never before has an evaluation of batterer's programs incorporated the accountability and accessibility principles. The broad scope of the principles allows for flexibility for the community in choosing an area of focus for this project. At the same time, choosing a focus was difficult since each accountability principle could constitute a study in and of itself.

Political and Economic Climate

In recognition of the complexity of issues related to violence against women, an important aspect of this *community-based* evaluation of programs for men who batter was the need to examine these programs in their full social context. The intended product of this project is a template for an evaluation which includes both a recommended community consultation process and an audit instrument of accountability indicators. The current political and economic climate has implications for both accountability indicators for batterer's programs and the process of community consultation required to implement an evaluation of a program for men who batter.

A clear example of the current hostile environment in which services for abused women and their families must operate is found in the results of a study commissioned by the Provincial Government of Ontario in 1996, published in a report entitled "A Framework for Action on the Prevention of Violence Against Women in Ontario". The report suggests starting with a "clean slate" to develop intervention strategies. Without broad consultation for such dramatic policy change, the report threatens the viability of women's shelters and other anti-violence organizations. Though women's shelters drew attention to the issues of violence against women and have worked for the past 20 years amassing expertise and intervention strategies, they were not involved in the development of the "Framework for Action". The report has been widely criticized on methodological grounds, and for the uninformed conclusions leading to recommendations for restructuring which would have serious repercussions for abused women. The recommendations in the report threaten the very existence of the current system of services

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required to respond to the complex social problem of violence against women in Ontario.

In an astounding response, more than 500 groups submitting critiques of the report. This response has stalled the implementation stage of the "Framework for Action". As noted by one women's advocate, the government support of the "Framework for Action" report "is a startling indication of how misinformed current provincial leaders are as to how communities can ensure the safety of women and children and provide realistic alternatives that support an end to violence in their lives."

A local example of the impact of the political and economic environment is as follows. On March 14, 1997, the London Status of Women's Action Group staged a demonstration day at MPP Dianne Cunningham's office "protesting provincial (government) funding cuts to women's services, social assistance programs, women's shelters and second-stage housing projects and the jobs — mostly women's — lost in hospital closings." (The London Free Press, March 15, 1997)

The current political/economic climate has resulted in dramatic cutbacks in legal aid funding, social assistance, and services from community agencies such as the London Housing Registry. The impact of these cutbacks has been to reduce the alternatives available to women experiencing violence in their primary relationships, thus decreasing safety, access to affordable housing, and economic viability. Women's advocates spend an increased amount of time seeking appropriate resources and supporting women in an increasingly hopeless system with a government that fails to recognize the complexity of the needs of abused women and children.

Changing Ways (London) Inc., the program for male batterer's lost 40% of its funding in 1996. Since the inception of this research project in March 1996, funding to London Second Stage Housing was removed and the apartments are now operated by Women's Community House (the local shelter) — without the accompanying programming, as there are no funds to cover the costs. Family Service London, which offers groups for adult survivors of childhood sexual abuse and a couples group related to men's violence, has continued to experience decreases in funding over the past two years. The Sexual Assault Centre London is concerned it will experience a loss of funding in the near future.

As a result of these funding cuts and the resulting reduction in services, there is grave concern that the coordinated approach to addressing woman abuse in London could collapse. This would obviously compromise the safety of women — a result which is clearly at odds with the stated goal of anti-violence initiatives in Ontario. Without access to the safety which is addressed by women's services and the safety conscious responses provided by other organizations, there would be more danger created for abused women if the batterer's program was to continue to operate. Indeed, the problem would go "underground" as women would be forced to remain isolated and silent in abusive relationships.

Effect on Accountability Indicators

With down-sizing and the pressure to amalgamate services, there is a trend for batterer's programs in the Province of Ontario to be absorbed by Family Service Organizations. In many cases, this leads to an emphasis on "treatment" or "therapy groups" and a loss of the political

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platform which these programs need to model men taking responsibility for men's violence in the community.

The removal or reduction of activities aimed at institutional and cultural change diminishes the ability for the community to further the ultimate goal of social change to end violence against women. Down-sizing, shrinking funds and increased workload have reduced the range of services provided by member agencies of the London Coordinating Committee to End Woman Abuse. This has resulted in decreased time and resources for these groups and individuals to invest in more elaborate strategies toward institutional and social change.

For example, accountability principles for batterer's programs in Ontario stipulate, among other things, that:

- a) women's safety is the first priority;
- b) batterer's programs should not exist where there is not accessibility for women's services for abused women;
- c) batterer's programs must be part of the community's broader effort to end violence against women and contribute to institutional and cultural change.

Reduced funding to services for abused women, as well as to the batterer's program, raises serious questions related to the accountability principles:

○At what point do reduced services for abused women jeopardize women's safety to the extent that batterer's programs should not be operating?

○If batterer's programs must be accountable to, and integrated with, the range of anti-violence services, how is this possible when all service providers do not have adequate resources to maintain this network?

○If efforts toward institutional and cultural change are components essential to the mandate of batterer's programs, how can these activities be maintained when government funding does not support them?

Effect on Community Consultation

Community consultation is also affected by the political and economic climate when women's advocates and other service providers are struggling to meet the increased demand for service. Historically, there has been controversy as women's advocates have expressed concern that advocacy and accountability efforts in the area of violence against women have been done "on the backs of women" without adequate compensation. These concerns become even more pressing as resources are stripped from violence against women services.

For service providers, a direct impact of funding cutbacks has been a reduction in the resources available for participation in work that falls outside of their direct mandate. As the director of the local shelter points out, the sweeping changes in the funding structures for transition houses

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"sidetrack our ability to participate in such important efforts as this project." Other services, including the program for men who batter, are feeling similar effects of funding cuts.

Local women's advocates and other service providers expressed concern at the outset about becoming involved in an evaluation of programs for men who batter at this time. Given shrinking resources, the increased demand on services geared toward the well-being of abused women as a result of government cutbacks, and the hostile political environment, it has been taxing for these groups to participate in this research project. Again, the need to compensate community service providers for their time and expertise is apparent. Further, there is a need to adequately fund research evaluation which includes necessary release time to facilitate involvement of community service providers. This would allow women's advocates and other community service providers to maintain important services while participating in such research.

Appropriate recognition and acknowledgement of contributions have been an important issue in this research project. Documentation of time and costs to service providers have been included.

THE ROAD MAP: AN OVERVIEW OF PROCESS AND CONTENT

As an accountable, community based evaluation of programs for men who batter, this research project has involved an iterative process with the community. All aspects of the project, from funding proposal to instrument development to draft reports, have been developed with and reviewed by key stakeholders in the community.

Documentation of the process of consultation was deemed equally important to the measurement instruments developed for the batterer's programs. Both of these components contributed to the end result of an evaluation template for batterer's programs. The following overview is intended to guide the reader through the ensuing report which weaves together process, results, and the template of evaluation.

Structure of the Report

This section briefly describes the structure of the remainder of this report, identifying the issues addressed in each section.

Terms of Reference

The terms of reference describe the project as it was initially envisioned. These are the project plans that were developed at the outset, and modified based on community feedback. These terms of reference are included for the information of the reader, to identify the 'starting place' for this project.

Community Consultation Process

1. Representatives of women's advocates and the batterer's program attended a working group of the Centre for Research on Violence Against Women and Children to develop a funding proposal for the research project.
2. A Project Manager was hired and began by drafting Terms of Reference. The Terms of Reference were informally discussed with a group of women's advocates who expressed initial concerns about involvement in the project. These concerns were incorporated into the project.
3. The project was endorsed by both the London and Middlesex Coordinating Committees To End Woman Abuse.
4. A Community Consultation Questionnaire seeking feedback on the Terms of Reference, evaluation design and Accountability Principles for Programs for Men Who Batter was administered to key stakeholders. Follow up calls were made to all recipients of the questionnaire and participants were invited to be involved on a monitoring group.
5. A Research Consultant was hired to work with the Project Manager to develop accountability measures from results of the Community Consultation Questionnaire and available literature.

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Community Consultation Results

1. Summarized results of the questionnaire and a draft report were provided to all stakeholders to review.
2. Monitoring groups were established in both the rural and urban communities. The purpose of a monitoring group was to engage in an iterative process whereby smaller groups of stakeholders met periodically to review research results, reports and draft instruments.
3. London women's advocates placed emphasis on developing "Foundations For An Accountable, Community-Based Evaluation Of Programs For Men Who Batter." These Foundations expanded on the principles of operation for the project to define specific benchmarks which would indicate adherence to an accountable, community-based approach. The Foundations also defined a governance structure for the project. The Strathroy monitoring group suggested areas of modification needed for the Accountability and Accessibility Principles for Programs for Men Who Batter.
4. Atenlos Native Family Violence Services met to share their perspective on the project and the Accountability Principles.
5. The Community Consultation Questionnaire and draft report were provided to an advocate for gays, lesbians and bisexuals and to an advocate for people with developmental disabilities.

Taking the Community's Lead - The Project Evolves

1. Results of the Community Consultation Questionnaire and subsequent monitoring group meetings led the project to evolve in a number of ways. First, the Accountability and Accessibility Principles for Programs for Men Who Batter were clarified and their intent made more explicit for organizations who were not as immersed in the underlying political and philosophical issues related to the principles.
2. Ending woman abuse requires change at the personal, institutional and cultural levels. A batterer's counselling program addresses the need for "personal" change. It was determined that accountability measures must equally address the efforts of batterer's programs toward institutional and cultural change.
3. A shift took place in the intended product of the research from that of outcome indicators to defining an audit instrument of accountability indicators to measure adherence of batterer's programs to the Accountability and Accessibility Principles for Programs for Men Who Batter.
4. A questionnaire was administered to abused women and abusive men participating in the batterer's program to elicit their opinions about the Accountability and Accessibility Principles for Programs for Men Who Batter.
5. A draft Audit Instrument of Accountability Indicators was developed based on the

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questionnaire results, additional community consultation, and a literature review. This draft instrument was sent to all key informants for review and suggested revisions, and the revisions were incorporated into the document.

A Template for an Accountable Community-Based Evaluation

1. A draft project report including a template for community consultation and the audit instrument of accountability indicators was distributed to key stakeholders for review.
2. Stakeholder feedback was taken into account in revising the draft report. The resulting document summarizes process and outcome for the project, and includes a template for an 'Accountable, Community-Based Evaluation of Programs for Men who Batter'.
3. A template was designed as a guide to other communities interested in conducting a similar accountable, community-based evaluation of programs for men who batter. The template includes the following components:
 - a) Steps in a proposed community consultation process;
 - b) Terms of Reference
 - c) Draft introductory letter for the Community Consultation Questionnaire
 - d) Community Consultation Questionnaire
 - e) Audit Instrument of Accountability Indicators

TERMS OF REFERENCE: EVALUATION DESIGN

Defining Terms of Reference

In designing the Terms of Reference, it became clear that there was a need for a fluid process that promoted a range of community involvement and allowed flexibility to respond to community direction. The Terms of Reference for the project were considered a starting place for an iterative process with community stakeholders about the proposed evaluation and its subsequent development. Further, in the face of serious resource constraints for service providers, it was expected that different community representatives may become involved at different stages of the project.

Initial Terms of Reference

The Terms of Reference and the Accountability and Accessibility Principles For Batterer's Programs formed the basis of an introduction of the project to the community through the Community Consultation Questionnaire. The following section describes the terms of reference at the outset. The balance of this report describes the process and outcome of community consultation which led to adjustments in the Terms of Reference and a recommended template for evaluation.

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1. *Goals*

The Centre For Research on Violence Against Women and Children has undertaken to develop a community-based model for the evaluation of programs for men who batter and apply this model to both an urban and rural program.

- a) To develop a comprehensive evaluation model for batterer's programs which emphasizes both qualitative and quantitative methodologies.
- b) To involve extensive community collaboration at all stages of the research process.

2. *Principles*

To date, approaches to evaluating batterer's programs have focused largely on traditional methods and have not included the community and women's advocates in the development of the research design and implementation. The more accountable and inclusive evaluative methodology proposed by the Centre For Research on Violence Against Women and Children will include the following.

- a) An emphasis on the integrated range of community-based complementary services to abused women and children within which batterer's programs must operate and be evaluated.
- b) Women's advocates working in the field of violence against women and community stakeholders must be involved in a monitoring process throughout the life of the project; from development of the research design and implementation to the analysis of results and final report on findings. In order to proceed, there needs to be a commitment to participate from women's advocates.
- c) Input will be sought from key community stakeholders on the process of community consultation.
- d) Concerns about batterer's programs and the evaluation of these programs will be incorporated into the evaluation.
- e) The Interim Accountability and Accessibility Requirements of Male Batterers' Programs clearly defines principles for responsible program delivery. (Ministry of Community and Social Services, Solicitor General, March, 1994). The criteria in this document were derived from a conference seeking community perspectives about batterer's programs in Ontario and will be applied to the research process.
- f) Accessibility and diversity will be addressed through seeking a rural group for the study, Atenlos Native Family Services and the London Cross Cultural Learner Centre.
- g) The safety and inclusion of partners of participants in the batterer's program, the inclusion of women's advocates and the reduction of funding support for batterer's programs have already engendered shifts in program design and collaborative strategy development. These shifts will continue to evolve during the course of the project. Documentation of the process of program evolution and community

collaboration will be included in the methodology.

3. *Community Consultation Process*

- a) **A brief questionnaire exploring key areas** of evaluation as well as concerns and issues about the evaluation of batterer's programs was distributed to key informants in the community. Key informants included representatives from a cross section of social systems (eg. Criminal Justice System, Mental Health, Medical System, Social Service, and Education System).
- b) **Focus groups follow questionnaire** reviewed key themes and issues identified by all respondents which contributed to research design. A summary of the questionnaire results were presented to generate full discussion at these meetings.
- c) **A draft of the research design and instruments** was developed by the Community Consultant and Researcher together with the Working Group of The Evaluation Of Batterer's programs Committee at the Centre for Research.
- d) **A Monitoring Group** was established representing key informants from the community (including women's advocates) together with the working group. Throughout the development, implementation and report on findings of the research project, the monitoring group assessed and critiqued progress. This group also contributed to the development of a model for a community response to men who batter, including protocol and accountability principles for batterer's programs.

Due to the limited time and resources available to all organizations during this time of fiscal constraint, attendance at monitoring meetings was fluid. All interested parties received updated reports and agendas, and attended those meetings to which they wanted to contribute.

4. *Evaluation Model*

- a) Developed a template to evaluate rural and urban programs for men who batter in their full social context through quantitative and qualitative methodologies.
- b) Implemented the evaluation of an urban and a rural batterer's program. Included in this evaluation is the community response to, and involvement with, the men who batter. The research also evaluated the extent to which the community provides an integrated response and how community agencies cooperate and interact regarding this issue.
- c) Following data analysis, a model was developed for a community response to men who batter. This included a community protocol for responding to male batterers, as well as accountability principles to guide mens programs and their evaluation.

5. *Evaluation Sites*

Locations

There were two locations for the project — London (urban site) and Strathroy (rural site). The agency, Changing Ways (London) Inc. is the program for men who assault their spouses/partners which is involved in this study. The agency was established in London, Ontario in 1984 and began a satellite program in Strathroy in 1993. There is a benefit in the consistency of program delivery by examining the same program model in both an urban and rural setting. While adopting the Changing Ways model, the unique needs of program participants and of the abused women and their families in a rural setting are addressed by the Strathroy community.

Stakeholders

In the urban community, the London Coordinating Committee To End Woman Abuse was identified as the key stakeholders (Appendix A). The rural community stakeholders are the representatives of the Middlesex Coordinating Committee To End Woman Abuse (Appendix A). Both coordinating committees include representation of a cross section of community systems including criminal justice, mental health, medical, social service and education. Each setting also provided additional suggestions for key informants in the study. Both locations are fortunate to have coordinating committees. In communities where such committees are not established, representation of key stakeholders must be sought from each of the aforementioned community systems to allow for broad community consultation.

COMMUNITY CONSULTATION PROCESS

Initial Reservations to Community "Buy-In"

The Project Manager met with the women's advocates and a representative from the program for men who batter at the London site to informally review the draft Terms of Reference for the project. Prior to their agreeing to becoming involved in the project, they discussed some initial concerns. The London stakeholders, having had more experience working with research projects through close proximity with the Centre for Research on Violence Against Women and Children, were most vocal about their reservations about participation in this study. The initial concerns were related to the following issues:

- The historical controversy about batterer's programs being an effective strategy to end violence against women raises questions about investing more funding into evaluation of these programs. This concern is especially pronounced when existing funding for women's services are diminishing.
- The current economic and political climate, including government cutbacks, has caused an increased demand on the resources for abused women and their families. Especially for women's advocates, investing time and resources in research and an evaluation of batterer's programs in particular, has lower priority.
- Research projects are traditionally structured around academic input and the naming of "principle investigators." Funding is often granted based on the reputations and expertise of "principle investigators" whose institutions value such labels and structures around research projects. Community members feel that this has often led to research projects being narrowed or limited to the interests of the academic investigator. The community-based perspective is often based on a circular model where, though there is some personal recognition, the work is done for the community.
- There have been general concerns among community partners across Canada regarding how academics and academic institutions have used the community to validate their efforts. Some community members have felt that they have not been equals when academics have used "the language of research" with the assumption that those without a background in research should understand.

Listening and Responding to Community Concerns

It was incumbent upon the Project Manager, Research Consultant and the Evaluations of Interventions Sub-committee to demonstrate that the research was not only responsive to the concerns expressed, but that the project would remain community driven. The following undertakings were therefore incorporated into the study:

- a) The evaluation of batterer's programs will document the effects of a harsh economic and political environment on the integrated network of services in which the batterer's program must operate.
- b) Recognition that this is an opportunity for the community to develop a model for a cooperative relationship between academics and the community which exemplifies their vision of community-based research.
- c) During the project, presentations about the research methodology and terminology were made to stakeholders where required.
- d) The research project involved an iterative process of consultation and revision that reflected the community expectations of the batterer's program. Also, it was recognized that women's advocates must support the project at each stage for the study to continue.
- e) The Interim Accountability and Accessibility Principles Of Male Batterer's Programs, which resulted from a forum hosted by the Ontario Government in 1992, have never before been incorporated into an evaluation of programs for men who batter and were the basis for this research project.

Community Consultation Questionnaire — Casting a Wide Net

The Community Consultation Questionnaire (Appendix B) was an important element to this accountable evaluation of programs for men who batter because it *facilitated the opportunity* for all key community stakeholders to participate in the evaluation. This survey opened to scrutiny, all aspects of the study from research design to an exploration of the nature of the community's desired contribution to the project. The questionnaire was distributed to members of both the urban and rural coordinating committees. Specific areas of feedback sought through the Community Consultation Questionnaire included the following:

- . The goals and proposed principles to guide the study
- . A review of the suggested process of community consultation
- . Desired involvement in a monitoring group for the project
- . Comments about outcome indicators for the Principles Of Batterer's Programs as defined in the Accountability and Accessibility Requirements of Male Batterer's Programs
- . General issues and concerns

Just over half of the urban coordinating committee and more than one third of the rural coordinating committee responded to the questionnaire. Most of the respondents agreed to follow up calls or wanted to continue to receive project reports and be kept up to date. Fewer stakeholders could commit to being involved in ongoing monitoring groups to guide the project. In the urban community, 14 of 16 organizations indicated interest in a focus group following the questionnaire. Four women's advocates and two children and youth affiliated organizations agreed to participate on monitoring groups. In the rural community, two women's advocates, three respondents from the justice system and one respondent from cooperative housing agreed to participate on a monitoring group. The batterer's program also agreed to be on a monitoring group in both the urban and rural sites.

Monitoring Groups -- A Natural Distilling Process

As an accountability and communication mechanism, a monitoring group was to be established in both the urban and rural settings. These groups were to meet as needed during the study to review results and reports as they were developed. Not surprisingly, there was a natural distilling process as those organizations whose primary mandates are to work with abused women and their families (generally the women's advocates and batterer's program) chose to participate on a monitoring group. For obvious reasons, among these participants there was a fuller understanding of the historical and political origins of the **Accountability and Accessibility Principles for Batterer's programs**, established by the Province of Ontario. Other organizations provided a great deal of information through the Community Consultation Questionnaire and, due in part to limited resources, chose to receive reports and respond to these as their method of feedback. The women's advocates and batterer's program placed a greater investment in the project through involvement in monitoring meetings.

Documenting Community Time and Costs

Traditional approaches to research with community groups have viewed the community as the subject of study, rather than a partner in the research with expertise to contribute. As a result, community participants have often been resentful.

In this community-based evaluation, it was important that the community participants direct the research and that the expertise and resources of community participants be documented. An honourarium was provided to community participants who became involved in monitoring groups. The time of representatives of other community organizations who completed the community consultation questionnaires was documented.

The total amount of time contributed by community participants was 214 hours. The following outlines the amount of time contributed by groupings of community stakeholders to funding proposal development, the working group, the monitoring process, and the community consultation questionnaires.

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Task	Hours
<u>Funding Proposal Development</u> women's advocate, batterer's program representative	20
<u>Working Group</u> women's advocate, batterer's program representative, children's services representative	38
<u>Monitoring Process</u> women's advocate batterer's program representative, monitoring group members	78 26 27
<u>Community Consultation Questionnaire</u> community respondents aside from individuals involved above	25
<u>Total</u>	214 hours

COMMUNITY CONSULTATION RESULTS

The summarized results of the community consultations are presented in Appendix C.

Urban Program

Twenty-seven questionnaires were sent to members of the London Coordinating Committee To End Woman Abuse. Of these, 14 questionnaires were completed and returned and two women's advocates brought their responses to a meeting of women's advocates. Information provided by Atenlos Native Family Services was provided in an interview following their receipt of the Community Consultation Questionnaire. Follow-up calls were made to all recipients of the questionnaire. The urban women's advocates requested to meet in cluster groups rather than one monitoring group to allow for more participation. Cluster groups are groupings of stakeholders based on specific categories of service provision (eg. Health, Women's Advocates, Justice, Multicultural). Women's advocates believe this method would better represent the diversity of the community and the varied mandates of LCCEWA members.

All cluster groups were contacted for follow-up interviews after receiving the results of the Community Consultation Questionnaire. Women's advocates met most frequently and concentrated feedback on the principles guiding the research, partnership with the Centre For Research On Violence Against Women and Children and expected outcomes. The batterer's program participant also provided regular feedback, while some participants provided further information in telephone interviews.

The batterer's program participant also had regular contact with the Project Manager. The questionnaire provided some indication from the community about the desired direction in evaluating batterer's programs. Other concerns were raised regarding batterer's programs needing to reflect the diversity of Ontario (further discussion later in this report). Three respondents noted the need for various cultural groups to be educated about zero tolerance for violence in relationships in the province. Others listed the kinds of efforts which could be measured to determine if a batterer's program was providing culturally diverse programming, from staffing through to supporting the development programs in multicultural communities. A key concern raised by one respondent was that programs will be restricted in their efforts to provide culturally diverse programs when limited resources mean they can hardly meet their own objectives now.

The women's advocates who responded needed to have specifically detailed "benchmarks" which would indicate adherence to the principles guiding the research as defined in the Terms of Reference. These more detailed principles developed by the women's advocates cluster group address their concern about establishing an "equal playing field" between the community and any researchers who work on the project.

The document produced is called "**Foundations For An Accountable Community-Based Evaluation Of Programs For Men Who Batter: The London, Ontario Model**" (Appendix E) The "Foundations" also detail other principles regarding stakeholders, cluster groups, the relationship between the community and researchers and the safety and inclusion of partners of those in batterer's programs. Some important needs were identified for the women's advocate cluster group to remain involved with the project. These included:

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Any publications from these data, though owned by the Research Centre, must follow (these) foundations for the evaluation.

Reciprocal awareness sessions will take place for community stakeholders and the organization conducting the research.

Documentation of time and cost to women's advocates (and community members) to be involved in the project to acknowledge the contributions and costs to the community in action oriented research.

Finally, the women's advocate cluster group members were concerned that the success or failure of this project would depend on the integrity of the community process being maintained. To that end they developed a project governance structure which defined the roles of the Cluster Groups, the Project Manager and Research Consultant and the Working Group — a sub-group of the Evaluation of Intervention Strategies Committee of the Centre for Research on Violence Against Women and Children (please refer to Project Governance Structure Chart on the next page).

In summary, the vast majority of respondents endorsed the project and agreed to participate. Three family and children's service organizations provided further information on the telephone. Most did not need to meet to provide further feedback on the project proposal, but indicated they would be involved in reviewing the research documents and reports as the project progressed. Women's advocates invested a great deal of effort in this initial stage of refining an accountable community-based evaluation method. These efforts contributed immeasurably to the processes followed in this research project.

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To be community-based, the project governance structure is developed with the community and roles defined:

Working Group

As a sub-group of the Evaluation sub-committee of the Centre For Research, the working group shall:

- Be accountable to the Centre For Research and the Funder for the implementation of tasks and time frames and for reporting requirements;
- Model ongoing communication between Researchers and the Community;
- Determine limits and expectations for the research project.

Community Developer and Research

Consultant

To be community driven, it is pivotal that the Community Developer and Research Consultant be trusted by the community to build a process that follows the established principles. This team shall:

- Be accountable to the working group for fulfillment of tasks and timeframes and to incorporate the perspectives of the Research Centre;
- Be accountable to the community, through cluster groups, for the direction and integrity of the community-based evaluation;
- Work with the community to translate issues and needs regarding evaluation of a batterer's program into methodology;
- Respond to conflict in perspectives where they arise. This process will involve the Research Consultant and the Community Developer/Coordinator's hearing and documenting all issues on both sides of the disagreement and making recommendations for proceeding;

Cluster Groups

Cluster groups will be formed to create a forum for diverse members of the community to present issues and interests without feeling silenced so that these (including the extremes) can be synthesized.

The Cluster groups shall:

- Represent, as much as possible, the diversity of community stakeholders. These have been defined as Women's Advocates, First Nations, Multicultural, Health, People With Disabilities, Justice, Anti-Violence Services, Education, Funders & Children/Youth Services.
- Meet periodically (or through some agreed format) throughout the project to define and review:
 - * community consultation process
 - * outcome measures based on Accountability Principles For Programs For Men Who Batter & research tools to be used
 - * research design & implementation
 - * analysis of results & final report on findings
- Work with the Community Developer and Researcher to allow consultation to take place in the community. Where possible, meetings will take place at community organizations

Rural Program

In June 1996, prior to the mailing of the Community Consultation Questionnaire, the project was presented to the Middlesex Coordinating Committee To End Woman Abuse and this group endorsed the project in principle. Thirty-one questionnaires were sent to members of the Middlesex Coordinating Committee To End Woman Abuse. Of these, 12 were completed and returned. Atenlos Native Family Services is also a member of the Middlesex Coordinating Committee To End Woman Abuse and information provided by Atenlos is summarized earlier in this report. Follow up calls were made to all recipients of the questionnaire.

The rural project participants initially chose a monitoring group process rather than cluster groups to provide ongoing feedback for the research project. Ten respondents, including women's advocates, agreed to be involved in a monitoring group. Women's advocates (three individuals) met once to review the questionnaire and discuss the project in more detail. This meeting of women's advocates provided a greater amount of content for the Community Consultation Questionnaire. There was some discussion about the mandate of women's advocates to address women's safety and the historical/political requirement of batterer's programs to be accountable to women and women's advocates. As a result, this group (with the addition of two members) determined that it would be beneficial for women's advocates to form a separate cluster group. A second cluster group was formed of five representatives; three from the criminal justice system and two from social services. These two groups met to review the first report following the Community Consultation Questionnaire.

The questionnaire revealed that all respondents supported the stated goals and the principles guiding the research project. Ten of 12 respondents desired follow up and to be kept informed about the project. Some of these individuals form the 10 participants who were interested in being involved in an ongoing monitoring process. Generally, there were comments about limited time on behalf of participants and some concern expressed about the effects of funding cuts on the project and services related to violence against women. The questionnaire also provided an opportunity for input about outcome indicators for the stated Accountability and Accessibility Principles Of Batterer's programs.

Some of the rural program respondents noted the need for a culturally sensitive approach for the large Portuguese community in Strathroy where violence often goes unreported. The majority also questioned the need to have women's services present in a community before a program for male batterers could exist as stated in one of the Accountability and Accessibility Principles. Because Strathroy is a small town in a rural setting, access to women's services in a neighbouring community was considered not only sufficient, but desirable by some for reasons of confidentiality. Compared with the urban program respondents, more of the rural respondents believe that sanctions should not be separated from treatment and education. Though most agreed that attendance in a batterer's program should not interfere with legal sanctions, they suggested treatment should be part of a comprehensive strategy.

Accessibility and Diversity

The Metro (Toronto) Woman Abuse Council recently published a report responding to the need to develop a more coordinated approach to woman abuse in Metro Toronto (prepared by Subcommittee on Interventions with Abusive Men and Vivien Green, Project Manager). In a section on Ethno-Specific Considerations, it is noted that there is a high dropout rate among participants from diverse communities and that batterer's programs must develop models that are transferrable to racially and culturally diverse communities. The report goes on to suggest that counsellors in batterer's programs must be educated about cultural issues to respond sensitively with regards to cultural norms, and to avoid racist stereotyping, while not excusing the violent behaviour. Respondents to this research project identified a number of indicators that would demonstrate that a batterer's program was addressing cultural diversity:

- In what languages are the services offered?
- What are the hiring practices and who is running the programs?
- Are credentials from other countries accepted to work for the program?
- How are programs advertised?
- How do they deal with racially, culturally and linguistically diverse clients?
- Are cultural interpreters used to work with individuals?
- Are groups conducted in languages other than English?
- What assistance is offered to multicultural communities to develop their own services? Outreach?
- What cultural training is undertaken by counsellors in batterer's programs?
- Is literature available in various languages?

In 1991, Changing Ways worked with Atenlos Native Family Violence Services to assist in the development of a program for abusive men. In reviewing the pro-feminist model offered by Changing Ways, it was clear that, though the fundamental approach and value base was different, many of the program axioms were transferrable in a form that was adapted to a native community context. For example, the need for men to take responsibility for their behaviour is consistent with native spiritual healing traditions in that respect and accountability are first to one's self. Another example applying of one of the Accessibility and Accountability Principles to the First Nations community, is that of batterer's programs functioning within the context of social and institutional change. However, according to Atenlos, this change is predicated upon the return to traditional native values rather than changing embedded gender-based cultural values as is the goal in Euro-Canadian batterer's programs.

As was noted by a respondent earlier in this report, limited resources do not make it possible to implement all of the "indicators" outlined above. It is, however, possible to measure all of the *outreach efforts* made by a batterer's program to support the development of programs in multicultural communities. Further, batterer's programs can be evaluated based on goals (that there are goals) and priorities established together with the network of anti-violence services which pertain to consultation with local multicultural communities. For example, the rural site for this research project has identified a high level of violence suspected among the large Portuguese population in that community.

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Again, the current economic and political environment has proven to be a barrier to the time and resources needed to provide services to diverse communities. Last year a mental health organization in Strathroy hired a Portuguese worker to reach out to this community. It took nearly the full year to establish trust and to begin to "break in" to the community. Unfortunately, the pay was quite low and the worker left for a higher paying job in London.

Atenlos Native Family Violence Services

Atenlos Native Family Services was interviewed with the Community Consultation Questionnaire as a guide to this interview. This project and the "Interim Accountability and Accessibility Principles of Male Batterer's Programs" adhere to a feminist approach to violence against women. The native community takes a quite different approach to family violence, an approach that is holistic and that involves the elders and the broader community in the healing of abused woman, abusive men and their children.

The Executive Director and a counsellor were the key informants from Atenlos. They were quite clear that they do not follow feminist principles in their work with male batterers. They supported the goals of the project and particularly the community consultation process. Since Atenlos staff could only represent their organization and their clients, a process involving cluster groups of various native communities would be an ideal model to gain more knowledge about the native approach to male batterer's programs. However, it was decided that this was a worthy companion project to promote dialogue among native communities, but would not fit within the current evaluation of programs for men who batter.

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Gay/Lesbian/Bisexual Advocates

A respondent representing the gay, lesbian, and bisexual community expressed concerns related to the gender-based analysis of violence in relationships. The emphasis of the batterer's program on violence against women does not take into consideration violence in same-sex relationships.

Another concern was that gays and lesbians may not seek counselling services unless they are prepared to reveal their sexual orientation. This creates a serious barrier for gays and lesbians in abusive relationships within a society that is not accepting of same-sex relationships.

While the patriarchal power structure in society was identified as the underlying cause of violence in relationships by this informant, the need for gay-positive services represents a gap in batterer's programming.

TAKING THE COMMUNITY'S LEAD — THE PROJECT EVOLVES

We started with the assumption that the community is best able to determine how programs for male batterers should contribute to the community-based process of social change. Following the Community Consultation Questionnaire, interim results and reports were provided to stakeholders who indicated an ability to participate in the project. As a result of the initial stages of an iterative process of community consultation, and the subsequent meetings with women's advocates and the batterer's program, adjustments were made to expected product at the end of the project. As stated in the terms of reference for the study, there was a need for flexibility and fluidity in the evolution of the project to respond to the direction of the urban and rural communities.

One concern that became apparent was the large scope of study required for any one of the Accessibility and Accountability Principles for Male Batterer's Programs to be pursued in depth. The urban women's advocates discussed the need to perhaps focus on the first three principles which address women's safety, batterer's programs as part of the broader effort to end violence against women and accountability to women and survivors of abuse. Further discussions led to a decision to identify audit areas for each of the principles for batterer's programs as opposed to outcome indicators which emphasize program effectiveness. Audit indicators were used to determine whether or not the batterer's program is meeting the accountability requirements.

Clarifying Accountability and Accessibility Principles

As a basis for an accountable relationship between a batterer's program and the community, we provided the principles identified in the Interim Accountability and Accessibility Requirements for Male Batterer's Programs, produced by the Ministries of Community and Social Services and the Solicitor General in March 1994. These principles were reviewed by community members for two purposes: 1) to identify whether the principles reflect the accountability concerns and expectations of the community, and to modify the principles as required; and 2) to identify indicators that could be used to determine whether the batterer's program is meeting the accountability requirements.

As previously stated, the majority of individuals participating in the research project work within organizations that do **not** have the sole mandate to work with abused women and their families (eg. police, family physician). Many of these participants noted that there are historical and political issues and purposes behind the accountability principles that were not clear to them.

In order to enable community participants to more fully contribute to accountability indicators regarding the adherence to these principles, it was necessary to expand and clarify their intended meaning and purpose. These revised principles (included in the Background section) and indicators also reflect how batterer's programs would be affected by the presence or absence of other services, addressing the network and integration of services needed for an effective response to woman abuse.

Measuring Strategies for Personal, Institutional, and Cultural Change

The goal of this project is to create a template for a community-based evaluation of batterer's programs. In the template, the focus is on the accountability relationship between a particular

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batterer's program and the community in which it is implemented.

While it is important to continue to examine the effectiveness of specific elements of the group counselling/education component to batterer's programs, it is believed that counselling is only one strategy to social change, and that by itself, will not end violence against women. The ultimate goal of any batterer's program is to end violence against women. To do so requires intervention at the personal, institutional and cultural levels. When batterer's programs work with the male participants and their partners, they are targeting the personal component of social change. In order to end violence against women in the long term, change must also occur within social institutions where the barriers to women's equality are evident in existing policies and practices. Sexist attitudes and beliefs about women must also be addressed in Canadian culture to bring about social change and end violence.

The evaluation of batterer's programs must therefore assess the extent to which these programs meet the ultimate goal of ending violence against women. This demands evaluation of how the program meets each of the aspects of this ultimate goal: the extent to which the program offers interventions against violence against women at the personal, institutional and cultural levels.

Social change is a slow process, affected by many different factors. The impact of a successful social change strategy might not be felt for many years, and it may take many incremental successes of individual interventions to create a noticeable change. For this reason the evaluation template developed in this project addresses the *accountability* of batterer's programs to the larger community in the *process* of social change, instead of focusing on *effectiveness* as reflected in visible and immediate changes at an individual or societal level.

Accountability Indicators: Auditing a Batterer's Program

Most evaluations of programs for men who batter focus on the *individual* men who participate in the program, and the impact of the program on their violent behaviour. In the evaluation template created through this project, we have included evaluation tools that reflect community expectations pertaining to the safety of women and to other principles for batterer's programs as they apply to the practice of working with individual men. We have also expanded the evaluation focus to include the contribution of batterer's programs to the larger process of *institutional* and *cultural* change in a given community as required by the Accountability and Accessibility Principles adopted by the Government of Ontario.

Though it may be argued that batterer's programs do their part by working with individual men, and that other groups could concentrate of social change, participants in this study have largely expressed the belief that these programs cannot work in isolation. Not only must men in the program take responsibility for their individual violence against women, but the men operating the batterer's program must be seen in the community as men taking responsibility for men's violence against women. Therefore, male batterer's programs must maintain a political platform to join the community to speak out against violence against women at all levels.

An initial draft of the Audit Instrument of Accountability Indicators was produced on the basis of the responses to the Community Consultation Questionnaire, additional community feedback

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from monitoring group meetings, and a review of the literature. This initial draft was sent to all key stakeholders for review and suggested revisions. Feedback on the initial draft of the Audit Instrument of Accountability Indicators was received from 11 respondents: three representatives of violence against women services, one representative of women who have experienced violence, and seven responses from representatives of other services or organizations, including hospitals, other social service agencies, and police. The revised Audit Instrument of Accountability Indicators is included as part of the *Template for an Accountable Community-Based Evaluation*. This revised audit instrument includes 17 accountability areas. The relationship between these accountability areas and the accountability and accessibility principles is summarized in the table below. The accountability principles are identified in the columns, and the audit areas are identified in the rows. Crosses mark the audit areas that apply to specific principles.

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ACCOUNTABILITY AND ACCESSIBILITY PRINCIPLES

	A	B	C	D	E	F	G	H	I	J
AUDIT AREAS	Safety of Women	Part of a Broader Effort	Accountable to Women	Reflect Diversity	Acknowledge Responsibility for Violence	Women's Services Accessible	Standards and Monitoring	Monitoring System	Sanctions Separate	Within context of change
Identified conditions of participation	X				X				X	
Participation Agreement	X				X					
Waiver of Confidentiality	X		X							
Participant Intake / Assessment	X									
Partner Intake / Assessment	X									
Attendance record							X	X		
Ongoing partner contact	X		X							
Police contact	X	X								
Participant/Partner follow-up	X									
Educational outreach and social action activities		X			X					X
Curriculum review			X				X	X		
Written policies and procedures			X				X	X		
Board, Staff, Volunteers		X	X	X	X					
Accessibility				X						
Collaboration with other providers	X	X	X	X						
Access to external services	X					X				
Evaluation							X	X		

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Some of the items in the audit instrument are quite specific (eg. a list of actions which need to be included in partner contacts to attend to women's safety). Other accountability indicators are in the form of questions to allow individual communities to apply these to the specific strategies and approach in their own location (eg. Is the community satisfied with the strategic efforts of the batterer's program to address the cultural roots of violence?).

The accountability audit instrument, together with the recommended community consultation process, will form the evaluation template for this project.

Feedback from Program Participants

Twenty-two participants in Changing Ways provided feedback about the evaluation process and the principles for programs for men who batter. The questionnaires administered to the program participants assessed whether the participants viewed each of the principles as important priorities. The table below presents a summary of their responses.

	Yes	No	No Response
Safety of women	18	2	2
Participation in the broader effort	18	2	2
Accountable to women	18	2	2
Reflect cultural diversity	15	7	-
Acknowledge men's responsibility for violence	19	3	-
Ensure that women's services are available	19	2	1
Have standards and be monitored	19	3	-
Monitoring system that follows men from first police contact	15	7	-
Program attendance does not reduce penalties/punishment	15	7	-
One part of anti-violence activities	18	4	-

A TEMPLATE FOR AN ACCOUNTABLE COMMUNITY-BASED EVALUATION

Social change is a slow process, affected by many different factors. The impact of a successful social change strategy might not be felt for many years, and it may take many incremental successes of individual interventions to create a noticeable change. The evaluation of batterer's programs must assess the extent to which these programs meet the ultimate goal of ending violence against women. This demands evaluation of how the program meets each of the aspects of this ultimate goal: the extent to which the program offers interventions against violence against women at personal, institutional and cultural levels. For this reason the evaluation template developed in this project addresses the *accountability* of batterer's programs to the larger community in the *process* of social change, instead of focusing on *effectiveness* as reflected in visible and immediate changes at an individual or societal level.

What is Accountability, and Who Should Monitor It?

Accountability does not mean that all actions must be first checked with the community, but only that these actions are available for scrutiny. Women's advocates have specific responsibility, and specific interest, in monitoring accountability of batterer's programs because of their primary focus on the safety of women. It is possible that batterer's programs can inadvertently collude with batterers, and monitoring by women's advocates helps to reduce this possibility. Other community stakeholders, including justice system representatives and women who have experienced abuse, also have an interest in monitoring accountability.

Implementation Plan

The following template is intended as a guide to apply accountability measures to a batterer's program. The Accountability and Accessibility Principles of Male Batterer's Programs set forth by the Ontario Government have not been incorporated into the evaluation of batterer's programs. Traditional evaluations of batterer's programs have also not involved adequate consultation with women's advocates and service providers who work with abused women and their families.

A basic assumption underlying this research project is that community service providers and women's advocates who work with abused women and their families are correct in their understanding of the root causes of violence against women. There is also an underlying assumption that community needs and community standards are the best. Therefore, this template provides a plan for an iterative process of consultation with community stakeholders in the implementation of the audit instrument. The iterative process ensures that:

1. The evaluation model involves the community at all stages from development of the Terms of Reference to implementation of the audit instrument, ensuring that the evaluation remains community driven.
2. The relationship between the community and the research body is defined.

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3. The uniqueness of each community is respected in the evaluation process. The network of services available and the approach to the issue of violence against women may vary somewhat from community to community. The consultation process allows for customizing the evaluation model to suit individual community needs.

Community Consultation Process

1. Establish a working group comprised of researchers, women's advocates, batterer's program representative and community service providers. The working group will:
 - develop a list of key community stakeholders (e.g., Coordinating Committee members) who should be consulted in the evaluation;
 - develop a funding proposal and be accountable to the funder in the event that funds are received;
 - determine limits and expectations for the research project.
2. Women's advocates and anti-violence service providers take part in hiring community development consultant and research consultant.
3. Review Terms of Reference (see below) with working group and informally review with women's advocates and staff of program for men who batter.
4. Adjust Community Consultation Questionnaire seeking feedback on the proposed Terms of Reference and the Audit Instrument which incorporates the Accessibility and Accountability Principles of Male Batterer's Programs. The questionnaire promotes widespread consultation and invites participants for a monitoring group. The questionnaire is distributed to all identified key stakeholders. The list of key stakeholders is part of this package, in order that additional key stakeholders can be identified by community members.

It is important to ensure the confidentiality of respondents to the Community Consultation Questionnaire. Data collected using this instrument should be released in a combined form only, and individual respondents should not be identified in the results.

5. Determine local stakeholders to receive this questionnaire. Where there is a Coordinating Committee To End Woman Abuse, all members would receive a copy. Where no Coordinating Committee exists, a cross section of Social Service, Criminal Justice, Medical, Mental Health and Education Systems should be approached (see Appendix A).
6. Administer Community Consultation Questionnaire and conduct follow up calls to encourage a high response rate.
7. Summarize results of Community Consultation Questionnaire and establish a monitoring group for review of results.

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8. Refine audit tools and review with the monitoring group.
9. Apply audit tools to program for men who batter. The results of this process will identify those areas where the batterer's program is not meeting accountability requirements, and provide an opportunity for the batterer's program to set goals, in conjunction with the community, to remedy this situation.
10. The monitoring group will follow up on the recommendations that flow from application of the audit instrument. For example, the monitoring group may work with the batterer's program to develop social action strategies that fit with the broader community initiatives.

The following template includes a sample letter and an adaptable Community Consultation Questionnaire. Terms of Reference are also included as an insert for the Community Consultation Questionnaire.

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Date

Dear

I am writing to seek your participation in an accountable community-based evaluation of programs for men who abuse their spouses/partners which is being conducted by

This project is exciting because it truly is community based. Community participants will not simply respond to a survey, but will be involved in developing and monitoring the evaluation design throughout the life of the project. This evaluation of batterer's programs has incorporated the Interim Accountability and Accessibility Principles of Male Batterer's Programs which resulted from a forum hosted by the Ontario Government in 1992. This forum was attended by victims of violence, women's advocates and individuals working in batterer's programs. We are interested in your thoughts about how to evaluate adherence to these accountability principles by the batterer's program.

The enclosed questionnaire seeks your ideas about how this evaluation should be approached. Your direct involvement from the outset is what will make this study unique as compared to traditional, purely quantitative measures of batterer's programs. Community members and women's advocates have been involved in the development of this project to date, including the funding proposal.

Please take the time to complete and return the enclosed questionnaire by _____ . I will contact you for a brief phone interview or meeting to follow up on your responses. Thank you for your support with this important community endeavour.

Sincerely

Program Manager

An Accountable Community-Based Evaluation of Programs for Men Who Better

COMMUNITY CONSULTATION QUESTIONNAIRE

The following questions are meant to generate discussion about the proposed process for a community-based evaluation of programs for men who batter. You have been identified as a key stakeholder to participate in this study. At this time we are seeking to identify any issues or concerns about such an evaluation in order to incorporate these into this study.

The questionnaire is divided into three sections for your input. Section I: Terms of Reference, Section II: Principles of Men's Programs, Section III: General Issues.

Prior to completing this questionnaire, please read the enclosed Terms of Reference. Also, please review the list of key stakeholders who will be approached in this evaluation.

Confidentiality will be maintained with information you provide on this questionnaire and responses will be presented in aggregate

format only unless you provide permission to use it otherwise. Your name and organization is requested in the event that a response requires clarification and for the possibility of organizing responses by social systems.

You are invited to share this questionnaire with front line staff to incorporate their ideas into your responses.

Thank you for taking the time to contribute to this important research project.



Name: _____ Date: _____

Organization: _____

■ SECTION I: TERMS OF REFERENCE ■

GOALS

1. Is there anything you would add to what is articulated as the goals for this research project?

FOUNDATIONS: For an Accountable Community-Based Evaluation of Programs for Men Who Batter

2. Are there any changes or additions you would make to the "Foundations" presented in the Terms of Reference? Please explain.
3. Overall, what is your opinion about the format for the community consultation process? Is there anything you would add?

4. Are there any key stakeholders you would add to the list of those identified?
5. Would it be appropriate for your organization to participate on the Monitoring Group? Yes No
If yes, will you be willing to participate? Why or why not? What would it take for you to come to the table?

■ SECTION II: PRINCIPLES OF MEN'S PROGRAMS ■

6. The ten principles of men's programs listed below were identified in a report by the Ontario Government entitled, Interim Accountability and Accessibility Requirements of Male Batterer's Programs. The principles were derived from a forum held in 1992 which was attended by victims of violence, women's advocates, and individuals working in men's programs.

The accountability principles will be necessary for the operation of the batterer's programs.

Please provide your comments about these principles and suggest additional principles which could be added to the list to ensure that a men's program is adequately addressing to them and etc. All use your initials or name from the number of phone calls to desirable service outcomes.

- A) Safety of women is the first priority.

-
- B) Men's programs are a piece of a broader effort to end violence against women and their purpose is to contribute to end this abuse and violence.

 - C) They must be accountable to women, specifically to survivors of abuse and women who are partners of their participants, through, for example, partner contact/input and information sharing.

 - D) Men's programs must reflect the diversity which exists in Ontario and include approaches which are culturally sensitive, appropriate and accessible to all.

 - E) Men and men's programs must acknowledge men's responsibility for their violence.

 - F) Men's programs should only exist where women's services also exist and they must be an integrated part of a community network.

 - G) They should have standards and must be monitored and evaluated on their outcomes, on an ongoing basis, by the community including women's advocates, "survivors", justice system staff, etc.

 - H) There should be a monitoring system in place beyond men's programs, a system which follows abusive men from their first contact with police.

-
- I) Sanctions (penalty/punishment) against violence should be enforced and separated from treatment, therapy and education.
- J) Men's programs should function within the context of social and institutional change, as part of men's anti-violence activities.

■ SECTION III: GENERAL ISSUES ■

9. Are there any areas that you believe have been overlooked in the process of constructing an accountable community-based evaluation of programs for men who batter?
10. Are there any concerns or issues you have about participating in this evaluation project? Please explain.
11. What input would you like to have in this research project? How would you like to contribute?

Terms of Reference

1) Goal

To implement an accountability audit instrument through an iterative process of community consultation.

2) Evaluation Foundations

a) An emphasis in the evaluation on the integrated range of community-based complementary services to abused women and children within which batterer's programs must operate and be evaluated.

i) Cross-sector representation will take place with community partners from the spectrum of social systems that work with abused women and children regarding their perspectives on batterer's programs.

Justice System: e.g. police
Social Service System: e.g., shelter
Health System: e.g., health unit

Education System: e.g., school board

Participants in the Batterer's Program

Abused women

Representatives of marginalized groups

Other interested community members

ii) All stakeholders will be invited to be involved in the project.

The community drives the project and provides direction. Community Stakeholders will choose and define the depth of participation suitable for themselves in the consultation process.

b) Women's advocates working in the field of violence against women and community stakeholders must be involved the monitoring/consultation process throughout the life of the project, from review of the terms of reference, through revision of the audit instrument to fit the community needs, to monitoring the implementation of the revised audit instrument.

i) Commitment of women's advocates during the project is defined as support of the direction of the project and this will be ensured through a women's advocates monitoring group.

An Accountable Community-Based Evaluation of Programs for Men Who Batter

- ii) Other community stakeholders will have input through a monitoring group composed of other stakeholders. This group will include representation from the spectrum of social systems (as noted above).
- iii) The monitoring group will have input at all stages of development during the project.
- iv) It is suggested that any publications resulting from the evaluation should follow the foundations for the evaluation.
- v) To facilitate an environment of mutual trust and respect and to provide an "equal playing field" for the community service providers and research organization to carry out the project, it is suggested that the following will take place:
 - 1) Reciprocal awareness sessions will take place for community service providers and the academic partners in this research project. Women's advocates in the community are particularly interested in discussing issues such as: research processes and decisions; methodological approaches; authorship and ownership of data and research products; and community/academic partnerships.
 - 2) Documentation of time and cost to women's advocates (and community members) to be involved in project to acknowledge the contributions and costs to the community in action oriented research.
 - 3) Limits or boundaries pertaining to resources and time frames will be made clear at the outset. The Community Developer/Coordinator and Research Consultant will advocate for community process and time where needed. Where limits affect or reduce the expected outcomes, the Community Developer and Researcher will negotiate with the community about what measures will be implemented and will document community concerns.

An Accountable Community-Based Evaluation of Programs for Men Who Batter

v) **To be community-based, the project governance structure is developed with the community and roles defined:**

Working Group

The driving force behind the evaluation; the group who come together to develop a funding proposal:

be accountable to the funder for the implementation of tasks and time frames and for reporting requirements; determine limits and expectations for the research project.

Community Developer and Research Consultant

To be community driven, it is pivotal that the Community Developer/Research Consultant be trusted by the community to build a process that follows the established principles. This team shall: be accountable to the working group for fulfillment of tasks and time frames and to incorporate the perspectives of the funder; be accountable to the community, through the monitoring group, for the direction and integrity of the community-based evaluation; work with the community to translate issues and needs regarding evaluation of a batterer's program into practice; respond to conflict in perspectives where they arise. This process will involve the Research Consultant/Community Developer/Coordinator hearing and documenting all issues on both sides of the disagreement and make recommendations for proceeding;

Monitoring Group

A monitoring group will be formed to create a forum for diverse members of the community to present issues and interests without feeling silenced so that these (including the extremes) can be synthesized. The monitoring group shall: represent, as much as possible, the diversity of community stakeholders.

meet periodically (or through some agreed format) throughout the project to define and review:

- * community consultation process
- * research design & implementation
- * analysis of results & final report on findings

work with the Community Developer/ Researcher to allow consultation to take place in the community. Where possible, meetings will take place at community organizations

An Accountable Community-Based Evaluation of Programs for Men Who Batter

- c) **Input should be sought from key community stakeholders on the process of community consultation.**
 - i) The community consultation process will be outlined in the Community Consultation Questionnaire to solicit and incorporate suggestions to improve this process. This questionnaire will be sent to all key stakeholders.
 - ii) The perspectives of community stakeholders and researchers will be given equal weight in the interpretation of evaluation results.
 - iii) The integrity of the community consultation process will be preserved and maintained by being responsive to ideas about adjustments to the process throughout the project. The Community Developer/Research Consultant will advocate for community needs pertaining to the evaluation.
- d) Accessibility and diversity should be addressed by seeking input in the community consultation process from various marginalized groups, such as: people with disabilities, native peoples, gay/lesbian/bisexual community.
- e) **Review and revisions of the proposed accountability indicators should take into account the effect of current political and economic climate on community organizations.**
 - i) The ability of community stakeholders including women's advocates and the batterer's program to contribute resources to the evaluation process must be taken into account.
 - ii) To what extent is social cation/advocacy supported within the current political and economic climate? Group counselling for batterers fits with the traditional treatment model and can have more tangible results, whereas longer term efforts toward social action/advocacy may contribute to the broader goal of ending violence against women, but not have as immediate results. Thus, these efforts may not have the same degree of support. This will have an impact on the degree to which batterer's programs can fulfil the accountability principles.

3) Accountability and Accessibility Principles for Male Batterer's Programs

- A) Women's safety is the first priority and is given first consideration in all activities undertaken by a batterer's program.

An Accountable Community-Based Evaluation of Programs for Men Who Batter

- B) Batterer's programs are a piece of a broader effort to end violence against women and their purpose is to contribute to end this abuse.

This principle addresses the need for batterer's programs to be involved in broad anti-violence activities aside from directly counselling individual abusive men. It also implies a consistency with the direction of the women's movement and feminist approach to ending violence.

- C) They must be accountable to women, specifically to survivors of abuse and women who are partners of the participants, through for example, partner contact/input and information sharing.

Accountability for violence at the personal level (ie. an individual man who is abusive toward his spouse/partner) requires information sharing and input of the abused woman.

Accountability for efforts to end institutional and cultural roots of the violence requires the input and information sharing with women's advocates and victims of violence in the community.

- D) Batterer's programs must reflect the diversity which exists in Ontario and include approaches which are culturally sensitive, appropriate and accessible to all.

Recognizing there are costs to fully addressing this principle, to examine the efforts and activities of batterer's programs to respond to the needs of linguistic, racial and culturally diverse peoples. This may involve an action plan targeting services, outreach, support and consultation.

- E) Men and batterer's programs must acknowledge men's responsibility for their violence.

This principle again stems from the gender specific nature of men's violence. The acknowledgement of the fact that, though not all men are physically violent toward their partners, all are raised with cultural attitudes and socially ascribed power which contribute to men's domination of women.

- F) Batterer's programs should only exist where women's services also exist and they must be an integrated part of a community network.

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Batterer's programs should only exist in communities **where women have access to women's services**. They must also be an integrated part of a community network.

This principle is also addressing the requirement that batterer's programs not focus efforts only on counselling in a men's group, but are a part of institutional and cultural change efforts. It also ensures accountability to women's advocates and victims of violence for these broader change efforts.

- G) They should have standards and must be monitored and evaluated on their outcomes, on an ongoing basis, by the community including women's advocates, "survivors," justice system staff, etc.
- H) There should be a monitoring system in place beyond batterer's programs, a system which follows abusive men from their first contact with police.

Batterer's programs must advocate for a monitoring system ...

Batterer's programs must document their efforts to establish protocol to monitor abusive men at junctures where they work with the justice system.

- I) Sanction (penalty/punishment) against violence should be enforced and separated from treatment, therapy and education.

An abusive man's involvement in a batterer's program should in no way affect sanctions for his violent behaviour or interfere with due process in the courts. For example, a perpetrator's sentence would not be lighter because he began a counselling program upon his lawyer's advice prior to appearing in court.

- J) Batterer's programs should function within the context of social and institutional change, as part of men's anti-violence activities.

Similar to Principle B), Principle J) pertains to batterer's programs adhering to a feminist approach to ending violence. Specifically, this means that batterer's programs must acknowledge the gender specific nature of violence against women. Change is therefore needed at the individual, institutional and cultural levels.

4. Community Consultation Process

- i) A community consultation questionnaire exploring key areas of the evaluation, as well as concerns and issues about the evaluation of mens programs, is distributed to key informants in the community. Key informants will include representatives from a cross-section of social systems (e.g., criminal justice system, mental health system, medical system, social service, and educational systems).
- ii) Follow up phone will be made to encourage a high response rate and to clarify or respond to any questions about the evaluation.
- iii) A monitoring group will be established with representatives including women's advocates, batterer's program representative, and others from the community who are interested in participating in the monitoring process. The monitoring group will provide ongoing input to the development, implementation, and report of findings of the evaluation.
- iv) The monitoring group will follow up on the recommendations that flow from application of the audit instrument. For example, the monitoring group may work with the batterer's program to develop social action strategies that fit with the broader community initiatives.

Audit Instrument of Accountability Indicators

The Audit Instrument has been derived from the accountability and accessibility principles for male batterers' programs (Towards Women's Safety, 1992), and informed by the community consultation process to reflect community standards and expectations. The purpose of this instrument is to support determination by the community of whether the program for men who batter is meeting accountability principles. Thus, the instrument does not set benchmarks (e.g., a specific proportion of batterer's program resources that should be devoted to social action activities), but instead encourages the community to do so.

Given the broad nature of some of the accountability and accessibility principles, it was necessary to develop this audit instrument in two parts.

The first part of the audit instrument includes questions about the application of the principles to an individual community. These questions address complex issues evaluating the batterer's program in its full social context which would not fit in a checklist format. They are meant to prompt discussion amongst the monitoring group who will conduct the audit.

The second part of the audit instrument is the audit checklist. This checklist consists of items which measure specific activities that are deemed important for accessibility and accountability. For each of these items, there is space to indicate presence or absence, along with room for comments. This audit checklist should be completed after a review of program files, documentation, and activities, along with consultation with the batterer's program as required.

It is recommended that the results of the Audit Instrument are used to formulate an action plan to maximize accessibility and accountability of the batterer's program.

An Accountable Community-Based Evaluation of Programs for Men Who Batter

Part A

- 1) What services must be accessible to women before a program for batterers is implemented?
- 2) At what point do reduced services for abused women jeopardize women's safety to the extent that batterer's programs should not be operating?
- 3) Who should monitor adherence of the program for men who batter to the accountability principles?
- 4) Is there funding to compensate women's advocates and other participants in the monitoring process?
- 5) What if women's advocates do not agree to participate in the evaluation?
- 6) What proportion of the resources (financial, staff, etc.) of the program for batterers should be devoted to advocacy/social action efforts to end violence against women?
- 7) Is the program for men who batter engaging in the kinds of social action activities expected by the community?
- 8) How is the program contributing to the broader community strategy to end woman abuse?
- 9) Is the community satisfied with the strategic efforts of the batterer's program to address the cultural roots of violence?
- 10) Is the batterer's program involved in outreach to support the development of programs in multi-cultural and diverse communities?
- 11) If batterer's programs must be accountable to, and integrated with, the range of anti-violence services, how is this possible when all service providers do not have adequate resources to maintain this network?
- 12) If efforts toward institutional and cultural change are components essential to the mandate of batterer's programs, how can these activities be maintained when government funding does not support them?

Audit Checklist

1) IDENTIFIED CONDITIONS OF PARTICIPATION, INCLUDING:

Item	✓	Comments
Independent method for monitoring progress (e.g., partner contact)		
No outstanding court charges related to violence in primary relationship		
Partner contact must be established for any primary relationship, including new relationships started during the program		
Signed Participation Agreement		
Signed Waiver of Confidentiality		
Completed participant intake		
Completed partner intake		
No couple counselling for relationship issues during program		

2) PARTICIPATION AGREEMENT, INCLUDING:

Item	✓	Comments
Statement of program philosophy, principles, and objectives		
Length of program		
Attendance policies		
Dismissal criteria		
Acknowledgement of individual responsibility for violence		
Identified responsibilities of participant		
Identified responsibilities of leader/facilitator		
To contact partner in even of a threat of violence		
Contract of non-violence		
Commitment to rules of group participation		

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3) WAIVER OF CONFIDENTIALITY INDICATING THE FOLLOWING LIMITS:

Item	✓	Comments
Suspected child abuse		
Threats to harm or kill partner, children, or anyone else		
Court and/or probation and parole contact for batterers participating by court mandate		

4) PARTICIPANT INTAKE/ASSESSMENT:

Item	✓	Comments
Focus on profile of violent and/or controlling behaviours		
Including psychological/emotional abuse		
Contact information for partner		
Probation/parole information (where appropriate)		
Record of successful partner contact		
Independent assessment of violence behaviours by:		
Confidential partner feedback		
Police records		
Identification of addictions (drug/alcohol)		
Referrals for treatment		

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5) PARTNER INTAKE/ASSESSMENT:

Item	✓	Comments
Focus on profile of violent and/or controlling behaviours including psychological/emotional abuse		
Information provided about components of batterer's program		
Identification of how program materials can be abused by batterer		
Warning that program has no guarantee, partner can best assess change		
Referral to women's services		
Safety planning		
Curriculum content		
Limits of confidentiality for batterers		
Protocols for reporting abuse, threats, etc.		
Limitations of the program		
Confidentiality of partner contacts		

6) ATTENDANCE/PARTICIPATION RECORD, including:

Item	✓	Comments
Attendance record		
Reasons for missed sessions		
Punctuality		
Willingness to participate		
Willingness to look at own issues		
Quality of participation Defensive vs. Self-reflective		

An Accountable Community-Based Evaluation of Programs for Men Who Batter

7) ONGOING PARTNER CONTACT:

Item	✓	Comments
Planned partner contacts		
Review potential misuse of batterer's program material		
Follow-up on referrals to women's services		
assessment of violent/controlling behaviours		
Safety planning		
Record of partner contacts		

8) POLICE CONTACT:

Item	✓	Comments
Record of police contact		
Protocol for police contact (when, why)		

9) PARTICIPANT/PARTNER FOLLOW-UP:

Item	✓	Comments
Contact with partner including:		
Assessment of presence/absence of violence results recorded for evaluation		
Information and referral provided if violence is occurring		
Contact with participant, including:		
Assessment of presence/absence of violence results recorded for evaluation		
Offer of: Re-enrollment, if required		
Invitation to follow-up group		

An Accountable Community-Based Evaluation of Programs for Men Who Batter

10) EDUCATIONAL OUTREACH AND SOCIAL ACTION ACTIVITIES:		
Item	✓	Comments
Participation in local social action activities		
Activities, dates		
Meets communication expectations		
Education outreach to schools		
Topics, dates		
Meets community expectations		
Letters to the Editor		
Topics, dates		
Meets community expectations		
Public lectures		
Topics, dates		
Number of attendees		
Audience evaluations		
Meets community expectations		
Documented participation in media watch		
Appropriate involvement in public education by program participants		
Political action/lobbying efforts		
Documentation of activities		
Collaboration with other community groups		
Meets community expectations		

An Accountable Community-Based Evaluation of Programs for Men Who Batter

11) CURRICULUM REVIEW AND CONSULTATION		
Item	✓	Comments
Written curriculum available for review	<input type="checkbox"/>	
Pro-feminist approach	<input type="checkbox"/>	
Concentration on group work, not individual work	<input type="checkbox"/>	
Regular curriculum review scheduled	<input type="checkbox"/>	
Review includes feedback from:	<input type="checkbox"/>	
Women's advocates	<input type="checkbox"/>	
Multicultural community	<input type="checkbox"/>	
Other interested community stakeholders	<input type="checkbox"/>	

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12) WRITTEN POLICIES AND PROCEDURES, INCLUDING BUT NOT LIMITED TO:		
Item	✓	Comments
Partner Contact Policy		
Police Contact Policy		
Policy for Response to Breaches by Violence		
Incident report protocol		
Protocol for partner contact, including safety planning		
Protocol for police contact		
Terminate group involvement?		
Policy on Response to threat of abuse/harm by perpetrator		
Protocol for involvement of violence against women services developed in collaboration with those services		
Confidentiality Policy, specifying:		
Limits of confidentiality, including		
Suspected child abuse		
Threats of abuse by batterer		
Contact with probation and parole if mandated attendance		
Mandated Participation Policy, including:		
Whether mandated clients are accepted into treatment		
Policy on relationship between program participation and sentencing (i.e. participation DOES NOT reduce sentencing)		

An Accountable Community-Based Evaluation of Programs for Men Who Batter

13) BOARD/STAFF/VOLUNTEERS:		
Item	✓	Comments
Board and staff are culturally diverse		
Screening process for board/staff/volunteers, addressing:		
Attitudes regarding violence against women		
Behaviour assessment		
Women participate as co-facilitators		
Job descriptions include specific responsibilities for:		
Women's contact coordinator		
Volunteer coordination		
Ongoing staff training, including:		
Regular case consultation		
Confidentiality limits		
Indications of abuse		
Risk indicators for abuse		
Effects of abuse on child witnesses		
Legal responsibility of staff (e.g. duty to report suspected child abuse)		
Working with diverse communities		
Staff training uses external resources, including:		
Women's advocates		
Criminal justice system representatives		
Organized volunteer program, including:		
Protocol for response to volunteer applicants includes screening as identified above		
Identification of appropriate volunteer roles does not include partner contact role		
Training program for volunteers		

An Accountable Community-Based Evaluation of Programs for Men Who Batter

Pro-feminist approach to batterer's program activities		
Mission and activities reflect efforts toward personal, institutional, and cultural change		
14) ACCESSIBILITY:		
Item	✓	Comments
Programs are delivered in locations accessible to the physically disabled		
Program is available in languages other than English as required		
Audio and video materials are available for clients with low literacy and/or cognitive skills		
Transportation is available to program		
Programs are offered off-site if required		
Use of specialized services to promote accessibility (e.g., translation services, cultural interpretation)		
Provision of consultation services to other programs/agencies regarding programs for men who batter		
Outreach to those wishing to offer program to clients with different cultural backgrounds		

15: COLLABORATION WITH OTHER SERVICE PROVIDERS:		
Item	✓	Comments
List of activities with other services/agencies		
Membership on local coordinating committee		
Documentation of referrals to other programs		
Documentation of referrals from other programs		
Identified liaison staff at other agencies/ services		

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Established accountability relationship with women's advocates		
Participation in broader community strategy to end woman abuse		

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16: ACCESS TO RELEVANT SERVICES/PROGRAMS THAT ARE EXTERNAL:

Item	✓	Comments
Access to women's services (advocacy and shelter) available for partners		
Mechanism to follow men from first contact with police		
Child witness to woman abuse programs		
Demonstrated advocacy for these programs if they do not exist:		
Fundraising		
Proposal development		
Program development		

17) EVALUATION:

Item	✓	Comments
Case management which monitors compliance with polices and procedures		
Follow-up survey of partners re: participant violence		
Follow-up survey of participants re: violence		
Assessment of participant attitudes post-program		
External involvement of monitoring group to review accountability indicators		
Plan to address accountability shortfalls		

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Appendix A - Stakeholders

MIDDLESEX COORDINATING COMMITTEE TO END WOMAN ABUSE

Carole Lambkin
Women's Rural Resource Centre
Box 37
Strathroy, Ont. N7G 3J1
Tel: 246-1526
Fax: 246-1422

Tina Plat-Dekoter
Four Counties General Hospital
Newbury, Ont. N0L 1Z0
Tel: 681-7441

Jamie Herrington
Strathroy District Ambulance
61 Albert Street
Strathroy, Ontario N7G 1V4
Tel: 245-4044
Fax: 245-4044

Leslie-Anne Streeper-Doxator
Middlesex Children's Resource Centre
Box 479, 633 Lions Park Dr.
Mt. Brydges, Ont. N0L 1W0
Tel: 294-0380 (H) 264-1549 (W)
Fax: 264-9599

Wendy Caron - Family Violence Counsellor
Colbourne Public School
25 Colburne St.
Strathroy, Ont. N7G 2M1
Tel: 245-6701 (H)

Lin Grant
Social Worker
120 Hyde Park Road
Hydepark, Ont. N0M 1Z0
Tel: 471-3510

Vicky Stevens - Executive Director
SEARCH Community Services
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Strathroy, Ont. N7G 1M8
Tel: 245-0120
Fax: 245-0121

Yvonne Lunham-Armstrong, Executive Director
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Fax: 438-0070

Dr. Sharon Graham, MD, CCFP
Southwest Middlesex Health Centre
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Fax: 264-2742

Glee Barnard
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Fax: 245-5438

Liz McHugh
Middlesex London Health Unit
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London, Ont. N6A 5L7
Tel: 663-5317 or 245-3230
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Rosie McHugh
Principal
Our Lady Immaculate School
Strathroy, Ont. N7G 2K8

Cyndy MacKinlay
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Karen Suk-Patrick
Survivors Support Group
c/o SEARCH Community Services
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Nancy Nolan
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and Middlesex
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Staff Sergeant
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Ruth Rutherford
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Lee Prenney
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Lynda Martens
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Bob McIlmoyle
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An Accountable Community-Based Evaluation of Programs for Men Who Batter

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An Accountable Community-Based Evaluation of Programs for Men Who Batter

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Appendix B - QUESTIONNAIRE

An Accountable Community-Based Evaluation of Programs for Men Who Batter

COMMUNITY CONSULTATION QUESTIONNAIRE

The Centre For Research On Violence Against Women and Children is undertaking to develop a community-based model for the evaluation of programs for men who batter. You have been identified as a key stakeholder to participate in this study.

The following questions are meant to generate discussion about the proposed process for a community-based evaluation of programs for men who batter. At this time we are seeking to identify any issues or concerns about such an evaluation in order to incorporate these into this study.

The questionnaire is divided into three sections for your input. Section I: Terms of Reference, Section II: Principles of Men's Programs, Section III: General Issues.

Prior to completing this questionnaire, please read the enclosed Terms of Reference. Also, please review the list of key stakeholders who will be approached in this evaluation.

Confidentiality will be maintained with information you provide on this questionnaire and responses will be presented in aggregate format only unless you provide permission to use it otherwise. Your name and organization is requested in the event that a response requires clarification and for the possibility of organizing responses by social systems.

You are invited to share this questionnaire with front line staff to incorporate their ideas into your responses.

Thank you for taking the time to contribute to this important research project.

**IF YOU HAVE ANY QUESTIONS,
PLEASE CONTACT
ROBERT GOUGH AT**

Name: _____ Date: _____

Organization: _____

■ SECTION I: TERMS OF REFERENCE ■

GOALS

1. Is there anything you would add to what is articulated as the goals for this research project?

PRINCIPLES

2. Are there any changes or additions you would make to the principles presented in the Terms of Reference? Please explain.
3. Overall, what is your opinion about the format for the community consultation process? Is there anything you would add?

An Accountable Community-Based Evaluation of Programs for Men Who Batter

4. Are there any key stakeholders you would add to the list of those identified?

5. Would you be available for a focus group following this questionnaire? YES NO
Do you have any thoughts on the grouping of stakeholders for focus groups?

6. Would it be appropriate for your organization to participate on the Monitoring Group? YES NO
If yes, will you be willing to participate? Why or why not? What would it take for you to come to the table?

EVALUATION MODEL

7. Do you have any comments or suggestions for the proposed evaluation model?

■ SECTION II: PRINCIPLES OF MEN'S PROGRAMS ■

8. The ten principles of men's programs listed below were identified in a report by the Ontario Government entitled, Interim Accountability and Accessibility Requirements of Male Batterer's Programs. The principles were derived from a forum held in 1992 which was attended by victims of violence, women's advocates, and individuals working in men's programs. A copy of the full document is available through Nora Shanahan at the Research Centre (858-5033).

The accountability principles have never been used in the evaluation of men's programs and will be incorporated into this study. Please provide your comments about these principles and suggest outcome indicators which could be used to measure that a men's program is adequately adhering to them. Include all ideas you think of — from the number of phone calls to desirable service outcomes.

- A) Safety of women is the first priority

An Accountable Community-Based Evaluation of Programs for Men Who Batter

- I) Sanctions (penalty/punishment) against violence should be enforced and separated from treatment, therapy and education.

- J) Men's programs should function within the context of social and institutional change, as part of men's anti-violence activities.

■ SECTION III: GENERAL ISSUES ■

- 9. Are there any areas that you believe have been overlooked in the process of constructing an accountable community-based evaluation of programs for men who batter?

- 10. Are there any concerns or issues you have about participating in this research project? Please explain.

- 11. What input would you like to have in this research project? How would you like to contribute?

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- B) Men's programs are a piece of a broader effort to end violence against women and their purpose is to contribute to end this abuse and violence.

- C) They must be accountable to women, specifically to survivors of abuse and women who are partners of the participants, through, for example, partner contact/input and information sharing.

- D) Men's programs must reflect the diversity which exists in Ontario and include approaches which are culturally sensitive, appropriate and accessible to all.

- E) Men and men's programs must acknowledge men's responsibility for their violence.

- F) Men's programs should only exist where women's services also exist and they must be an integrated part of a community network.

- G) They should have standards and must be monitored and evaluated on their outcomes, on an ongoing basis, by the community including women's advocates, "survivors", justice system staff, etc.

- H) There should be a monitoring system in place beyond men's programs, a system which follows abusive men from their first contact with police.

Appendix C - Community Consultation: Urban Pilot Project

The following is a summary of issues arising from the community consultation and is organized under the headings of the **Community Consultation Questionnaire**.

Section I -- Terms of Reference

Goals

Most respondents (14 of 16) supported the goals as articulated for this research project. Other comments or additions included:

- the addition of clients and other service providers in the development of the evaluation model.
- a concern that comprehensive may mean only long-term results and that tools are needed to evaluate the success of types of sessions, increased women's safety and long-term results.
- one respondent was only interested in evaluating whether or not there is a reduction in violence and did not agree with the focus on methodology and process.

Principles

The majority of respondents (10 of 16) would not add or change the principles which would guide the research project. One respondent questioned the amount of attention placed on process. Other respondents offered the following feedback:

"What will you do if no commitment is forthcoming from women's advocates?"

"The product must be easily adapted into the social service culture and activities ... Are provincial standards still applicable?"

"With no acknowledgement of some success that has been recorded with men's programs, one respondent was concerned the evaluation may be doomed from the start."

"Applicability in northern rural communities where there are less resources. Good to document affects of resource limits."

"We should be asking men (in program) at some point regarding the program and women (spouses/partners) regarding their success."

"Women's advocates in generic services see hidden population of abused women, teens who experienced abuse at home, women with mental illness."

The women's advocates cluster group was concerned that the success of the project rests on the researchers' respectful involvement of community stakeholders and women's advocates. This concern is related to long term historical conflicts between academics and community service providers with regard to research.

From the perspective of the community, academics have often been seen as most interested in theoretical questions, gathering data and interpreting the results from their own perspective, and generating publications. The community is seen as more interested in practical, useable products which will help in the day to day lives of service providers and lead to improvements in services. Academics are often viewed as holding much of the expertise in research design and methodology and consequently make decisions about the focus and direction of research. Community stakeholders have, at times, experienced alienation from this process and have felt disempowered by being defined as the subject rather than as a partner in research.

These differences are apparent in doing action research in partnerships, the mandate of the five violence research centres in Canada, of which the Centre for Research on Violence Against Women and Children is one. The researchers involved in this project, to date, are not academically based, and are well-placed to deal with these perceptions and experiences in carrying out this project. In addition, the general issues surrounding building successful community/academy partnerships are an ongoing challenge, and it is hoped that this project will contribute useful knowledge and experience to that debate.

The women's advocates who responded needed to have specifically detailed "benchmarks" which would indicate adherence to the principles guiding the research. These more detailed principles developed by the women's advocates cluster group address their concern about establishing an "equal playing field" between the community and any researchers who work on this project. These are the **"Foundations For An Accountable Community-Based Evaluation Of Programs For Men Who Batter: The London, Ontario Model,"** the document under development that will become part of the final report. The "Foundations" also detail other principles regarding stakeholders, cluster groups, relationship between the community and researchers and the safety and inclusion of partners of those in batterers' programs.

Consultation Process/Participation

Respondents identified 15 additional community stakeholders to be added as participants to receive the Community Consultation Questionnaire. At the end of July these individuals and organizations were mailed the questionnaires. None had responded at the time of this report.

Fourteen out of sixteen participants indicated interest in a focus group following the questionnaire. Two declined due to time constraints.

All interested participants received a fax identifying optional meeting dates for follow up cluster group meetings. Aside from the women's advocates cluster group, few others were available over the summer (even with an attempt to combine cluster groups). Given the high interest indicated in the questionnaires, we assume that availability during summer months was a factor in low numbers responding to optional meeting times. Also, a number of respondents stated they would be interested in reviewing further documents and evaluation tools generated during the project. They may not have had more to add to the Community Consultation Questionnaire at this time.

Evaluation Model

Most respondents did not add comments or suggestions for the evaluation model or thought it "makes sense." One respondent pointed out that the project is a "substantial undertaking" Referring to the Principles For Men's Programs, another noted that "Many issues are esoteric ... I am not close enough to programs to know why these are important." The latter comment underscores the complex and political nature of programs for men who batter. Many respondents seemed to be unclear about what issues lay behind certain principles and how they would be measured. This is discussed further in the following section on Principles of Programs For Men Who Batter.

Section II -- Principles of Programs For Men Who Batter

Most respondents support, in general, the idea of each of the ten principles but posed more questions about exactly what issues are being targeted. Some expressed concern about more than one idea or thought being represented in one principle. Many respondents had difficulty identifying outcome indicators for the principles and several indicated that some principles were either vague or may be too broad to measure.

The majority had concrete ideas about outcome indicators for principle A) Safety of women is the first priority. In four follow up calls to the questionnaire, where there was uncertainty about the meaning of a certain principle, the answers became quite different after discussing the intent of that principle. The following are two examples.

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Principle F) Men's programs should only exist where women's services also exist and they must be an integrated part of a community network.

One respondent from the rural survey disagreed with this statement because while there was not a shelter in her small town, there was a men's program. A neighbouring city had a shelter that abused women used and the respondent would therefore not agree with closing the men's program since there was access to a shelter. This respondent also went on to say that, particularly in small rural communities, some women would prefer to seek shelter in a different community for reasons of confidentiality and safety.

If the spirit of this principle is that men's programs should only exist in communities **where women have access to women's services**, this same respondent would agree.

Principle I) Sanctions (penalty/punishment) against violence should be enforced and separated from treatment, therapy, and education.

Two respondents expressed concern in a telephone interview about how one could separate punitive sanctions such as jail from the need for counselling. One was particularly concerned about how this would affect court mandated counselling and the fact that there is a rehabilitative aspect to probation/parole. These respondents stated they would be less concerned if the spirit of this principle was as follows:

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An abusive man's involvement in a batterer's program should in no way affect sanctions for his violent behaviour or interfere with due process in the courts. For example, a perpetrator's sentence would not be lighter because he began a counselling program upon his lawyers advice prior to appearing in court.

The women's advocates, the batterer's program and organizations providing direct service to abused women and their families had a clearer understanding of the intent behind the principles and a stronger investment in this evaluation project. This is likely due to their mandate being solely or directly related ending woman abuse.

Women's advocates noted there is a vast range of issues within the principles. They suggested there may be a need to focus on two or three key principles for the evaluation (eg: women's safety, contributions to broader effort, accountability and program standards)

The following are the comments and some of the concrete indicators suggested by respondents to measure adherence to the accountability principles for programs for men who batter.

Principle A) Safety of women is first priority

Most respondents (13 of 16) suggested that efforts by men's programs to maximize contact with partners of men in the program are important indicators of women's safety as the first priority. Many commented on the need for men's programs to ensure that the partners are supported, aware of available services, that there is protocol to respond to disclosure of violence. Some commented on determining if safety is a priority for a men's program through a review of policies, procedures, curriculum, and through information from key informants in the community. Reports by the abused women themselves are seen to be most accurate in terms of recurring abuse and her safety. One respondent stated that the question is not whether women's safety is a priority, but are the women safer and suggests monitoring that the level of violence has decreased. Another suggested longitudinal follow-up of men and recidivism of violence.

"Acknowledgement of experience for traditional programs where the first priority is "client" or "consumer." How is this demonstrated -- policies and procedures - protocols - curriculum - intake - systems?"

"Questionnaires to battered women indicating number of threats to safety over, for example, the last month."

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"Can this be measured qualitatively - reports from women in the community? (as well as quantitative analysis)"

"Safety is the primary goal of any treatment program. It is the women who can tell us if programs work. Women should be surveyed."

"Maximize efforts to link up with abused women to ensure they are supported and safety is monitored."

"Rural partners may need transportation for safety and the possible need to meet elsewhere. Emergency responses by shelter. Is she aware of services and do women follow through? Regularity of checking in with women - is this enough for them? Location is important? What's on Questionnaire? Relationship with women's contact coordinator."

Principle B) Men's programs are a piece of a broader effort to end violence against women and their purpose is to contribute to end this abuse and violence.

The majority of respondents noted that an indicator that a men's program is acting as part of the broader effort to end violence against women is the amount of participation and documentation of advocacy efforts in the community. Another indicator frequently identified was the number of interactive protocols, referrals networks and involvement on a coordinating committee. Two respondents suggested that program participants evaluate one another and the group leader. One respondent stated that the theoretical approach and how this is put into practice would indicate the involvement of the men's program in the broader effort to end violence.

"What is the theoretical basis for the program. How is this demonstrated in "curriculum?"

"An outcome indicator for this principle would be a longitudinal study where, as the number of batterers going through programs increases, the numbers of abuse and violence (incidents) as a whole will reduce."

"We could look at how referrals get to the men's programs and track what other agencies are involved with the family."

"Advocacy efforts are measured or documented within community. Participation in public awareness, etc."

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"Number and quality of interactive protocols. Number and quality of case-focused collateral contacts with broader community."

"Documentation of participation of men's programs in broader community-based initiatives. Educational and advocacy activities."

"How much is enough and why does it matter? We are all a part of the broader effort, we focus on where our strengths are... How to evaluate?"

Principle C) They must be accountable to women, specifically to survivors of abuse and women who are partners of participants, through, for example, partner contact/input and information sharing.

The majority (14 of 16) respondents agreed that men's programs must be accountable to women, specifically the victims of abuse. The other two respondents noted it was important to define accountability and to differentiate this from being "responsible to."

"Women's advocates essential.

"Yes, absolutely necessary if programs are to have a long term impact.

"Measure by staff's contacts with women Making community contacts, liaising with groups for women."

"Program design. Conformity of practice to design."

"Depends on what accountable means. Do you mean to share information? Don't know how could measure."

"Existence and substance of partner contact/involvement protocols, procedures, etc. Qualitative analysis of feedback from partners."

Principle D) Men's programs must reflect the diversity which exists in Ontario and include approaches which are culturally sensitive, appropriate.

Examine staffing, hiring practices, the languages in which services are offered, how programs are advertised, how they deal with racially, culturally and linguistically diverse clients, assistance to multicultural communities to develop their own services, outreach.

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Program participants' thoughts and beliefs before and after the program (ie. measuring acculturation process).

Education for various cultures re: abuse not tolerated in Ontario.

Efforts to provide culturally diverse programs, cultural interpreters, etc.

What are targets for "cultural sensitivity" Sensitive to safety issues (specific to different cultures).

Principle E) Men and men's programs must acknowledge men's responsibility for their violence.

Curriculum review and development. Policies and procedures.

Owning responsibility for behaviour used as a key factor in assessing change.

Measure efforts made towards social action, advocacy.

Follow up with program participant and partner. Impressions of staff.

Examine opinions of program staff and their own approach to the work. Measure the extent to which program participants, counsellors and management support the principle.

Principle F) Men's programs should only exist where women's services also exist and they must be an integrated part of a community network.

Working protocols between agencies. Membership on Coordinating Committees or other umbrella network. How do they network?

Men's programs seek out advocates (for collaboration)

Survey community partners to ascertain level of community involvement (qualitative and quantitative). Community profile.

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Principle G) They should have standards and must be monitored and evaluated on their outcomes, on an ongoing basis, by the community including women's advocates, "survivors," justice system staff, etc.

Monitoring and evaluation of standards must be done in a culturally sensitive way and in a safe environment for women.

Review protocols. Ensure there are manuals. An evaluation process is in place.

Community participation in developing standards. Funders and coordinating committees can monitor. Mandatory participation of program on coordinating committee.

Outcomes must follow agreed-upon criteria and methodology such as through this project. Determine acceptable outcomes and frequency of monitoring standards.

Principle H) There should be a monitoring system in place beyond the men's programs, a system which follows abusive men from their first contact with police.

Include probation, parole and inter-connectedness between all these later stage service providers to avoid manipulation or miscommunication. Protocols

Review police records, court records, determine who is responsible for monitoring.

Increased awareness through judicial system from dispatch - officers - JP/Judge - probation.

Principle I) Sanctions (penalty/punishment) against violence should be enforced and separated from treatment, therapy, and education.

Part of sentencing should be treatment. Treatment does not remove man from legal consequences.

Review court dispositions, police records and policy for admittance into program.

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Education through judicial system. Sanction for violence first (eg jail), simultaneously work on violence. Make sanctions/consequences public and educate in advance.

Accountability of justice system.

Consider female partner's wishes in jail term or not (especially cultural women's perspective).

Principle J) Men's programs should function within the context of social and institutional change, as part of men's anti-violence activities.

Examine the linkages and how they are demonstrated.

Advocacy as an outcome indicator. The extent to which social actions/advocacy is a part of service delivery.

Evaluate what is being done to review policy changes on paper.

Teach children about healthy relationships early.

Evaluate if program is isolated or involved on case-by-case or more global scale in community efforts.

Section III -- General Issues

A number of participants reported funding cutbacks and increased workloads. Therefore, limited availability of time and resources on behalf of respondents was a common theme in the post-questionnaire contacts. To review research instruments and results every other month was an acceptable time commitment for most.

Question 9: Are there any areas that you believe have been overlooked in the process of constructing an accountable, community-based evaluations of programs for men who batter?

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One respondent requested more one-on-one meetings rather than focus groups. Also, one individual expressed concerns about accountability with regards to the different philosophical perspectives of those being surveyed and direct accountability to abused women and their families. Another participant noted that a lack of resources has limited program accessibility for people from diverse communities.

Include more one-on-one rather than focus groups.

Accountability:

- Who reviews results; concern about philosophical differences of those surveyed about men's programs.
- Ensuring no gap between women's experiences and reporting of participants in a men's program. More input from victims, how affected by programs.

Public reporting of men who abuse.

Youth and women with mental illnesses

People in diverse communities are left out of service because it costs us.

Question 10. Are there any concerns or issues you have about participating in this research project? Please explain.

Conflicts between academics and community participants come from the perceptions of differing interests as discussed earlier in this report. The Centre for Research on Violence Against Women and Children in London is an example of a community-academic partnership which has been in place for a number of years. The three partners in the Centre, University, Community College, and the LCCEWA, have, with others, worked on a number of joint projects together over the years. Researchers are drawn from all three constituencies, or are hired on contract. Nevertheless, conflicts have sometimes arisen, requiring ongoing and clarifying negotiations about research relationships. In the cluster group, women's advocates raised the need for establishing clear expectations and relationships between the community and academics. One respondent suggested that this project "can provide an example of how research can be used to enhance community work.

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Another issue raised by one individual was the need for their organization to maintain a perception of neutrality in the eyes of abused women and their families in the community. Other issues raised include informing women and community about progress of project and time constraints for participants.

"Direct gathering of information from diverse clients could be somewhat problematic. However, indirect methodologies could be more successful."

"Low level of trust with Centre for Research. I do not feel that the conflicts between the academy and the community have been resolved. There is likely a need to establish clear conflict resolution strategies before the research. Clear expectations that are understood and agreed upon by both sides are important."

"I think that this is a very important piece of research and that it can provide an example of how research can be used to enhance community work."

"Informing women and the community about standards, policies and practices of such a venture ... and also so that a climate of safety and consistency is developed."

"As the Coordinator of the Supervised Access Program, I am bound to provide non-judgemental, neutral based setting/environment for custodial and non-custodial parents. I would not want to be perceived as taking one side over another."

Possible time constraints (for participation).

I would want energy and resources to go to results outcomes, less on how programs are operating.

Question 11. What input would you like to have in this research project? How would you like to contribute?

Most participants identified how they would like to be involved from being on a monitoring group to attending a focus group to providing feedback on reports and research tools developed. One participant commented again on the opportunity for this project to develop relationships and clarify expectations between the community and academics, and between women's advocates and programs for men who batter. One participant was cynical about the ambiguities and vagueness of the principles of men's programs.

"I could give some input into the diversity section of the project provided we adhere to the attendance requirements at monitoring meetings."

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"I am still on the fence about my contribution to this project. I believe that a lot of this project will be about mending broken fences with The Centre and with men's programs."

"Willing to be part of a monitoring group and/or working group (nine of 16 respondents)."

"Focus group. Review draft report"

"Kept up to date through Coordinating Committee."

"Cynical about this because when one goes to apply principles, their ambiguities and vagueness become apparent. Anti-violence views are in conflict at different levels, and don't apply to all situations."

Appendix D - Community Consultation: Rural Pilot Project

The following is a summary of issues arising from the rural community consultation and is organized under the headings of the **Community Consultation Questionnaire**.

Section I -- Terms of Reference

Goals

All 12 respondents to the questionnaire supported the goals as articulated for this research project and would not add anything to these.

Principles

10 of 12 respondents would not add or change the principles which would guide the research project. One respondent was interested in learning more about the shifts which have already taken place in program design and collaboration as a result of reduced funding to services. One participant suggested adding victims of violence to the monitoring group for the project.

Consultation Process/Participation

All respondents supported the format for the community consultation process. Most commented that it was good, logical, comprehensive and workable. Some added comments to reinforce aspects of the consultation process that they identified as important.

"Like fluidity. Critical for women's advocates to have a voice."

"I am not sure the rural areas can be accessed easily as many of the programs in the smaller communities did not have the corrections portion of program."

"At all stages of process it would be important to include victims, partners and perpetrators."

"Format is OK provided follow up and evaluation is done on an ongoing basis. Making the appropriate changes where needed."

Currently, a meeting of those organizations who were interested in being on the monitoring group is being organized. The Project Manager and Research Consultant are also scheduled to provide an update at the next Middlesex Coordinating Committee To End Woman Abuse in November 1996. Other key stakeholders identified by respondents to be involved in the project are victims, perpetrators, London Psychiatric Hospital, W.O.T.C.H. and other hospitals.

Evaluation Model

Most respondents did not add comments or suggestions for the evaluation model (8 of 12). Two commented that we need to make it a priority to involve all key players as outlined earlier. The remaining two respondents provided the following suggestions:

"Can't comment on model specifically until design is done."

"You can't always use a 'Template' for men who batter, some would fall into this area. The reasons for the way men batter differ from culture to culture. Strathroy has a significant Portuguese population and I find spousal abuse largely unreported in this community. We would have to approach this area as well. A retraining of our peoples.

Section II -- Principles of Programs For Men Who Batter

Organizations whose mandates are specifically to work with abused women and their families naturally have a fuller understanding of the historical and political issues related to programs for men who batter. Consistent with the findings of the urban Community Consultation Questionnaire, women's advocates provided the majority of concrete outcome indicators to measure adherence to the Principles for Men's Programs. Other stakeholders provided important comments and suggestions to guide the research project, as well as a number of outcome indicators.

Most of the principles were supported by respondents. However, views tended to be most divergent with regards to principle F) pertaining to men's programs not existing where women's services are not present and principle I) regarding sanctions being separated from treatment for abusive men. Many respondents commented generally on their agreement or disagreement with principles, but had difficulty identifying outcome indicators.

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It was common for comments to identify problems related to a principle and suggestions for improving the delivery and evaluation of services. These are helpful in pointing the research in the direction of significant outcome indicators.

Principle A) Safety of women is first priority

All respondents agreed that women's safety is the first priority. One respondent added the need to consider men who are battered and another commented that the safety of children is also essential. Respondents offered a number of outcome indicators related to women's safety and men's programs. These range from aspects of working with victims and perpetrators to community accountability and coordination with other service providers.

"Women are aware of their partners' participation and goal of program."

"Consent (by women) to be contacted. Policies that promote disclosure during partner contacts. Safety planning, etc. Check-ins with women. Follow up calls"

"Contact with women and women's advocates."

Accountability of behaviour for men, signed statement of agreement to participate and take responsibility for their own behaviour including abusive behaviours.

"that the offender be made accountable to the extent he would not repeat the offence. Maybe stiffer sentences are in order."

"Separate marriage counselling."

"Do women have support?"

"Police awareness of programs, goals, risks, etc."

"Will police automatically respond to calls?"

Principle B) Men's programs are a piece of a broader effort to end violence against women and their purpose is to contribute to end this abuse and violence.

Respondents agreed that men's programs must be a part of the broader effort to end violence against women. Indicators of adherence to this principle largely involved measuring the education and advocacy activities of the men's program.

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Visibility of the men's program in the community was also suggested in the comment that as part of the broader effort to end violence, men's programs "need to stay upfront!" One respondent commented it is a "nice thought, not always so."

"Do stats show that men are less violent after programming?"

"Organized response to social issues and current incidents by programs and clients -- media watch."

"Identify strategies and concrete actions (for social change) and seek government and other funds."

"Teach men to be advocates and educate/confront others. How to be a role model for younger men."

"Men's program staff involved in education to battle minimization of the problem... Number of speaks (as concrete service). What kind of public awareness and education happens by program/agency. Number of clubs and men's groups reached. Use evaluations for speaking engagements. Staff account for time in advocacy. "

"One third of resources to advocacy and education."

"Public advocacy in community and political action. Awareness of and supporting all advocacy efforts by men in the community. Men organizing responses with other men's groups."

"Education (as much as possible) to different systems in the community. Fundraising for shelters."

"Membership on community coordinating councils, etc."

"Police participation/awareness especially in rural areas."

Principle C) They must be accountable to women, specifically to survivors of abuse and women who are partners of participants, through, for example, partner contact/input and information sharing.

The majority (11 of 12 respondents) agreed with the need for accountability to women and suggested indicators of adherence to this principle. One respondent questioned accountability to women and suggested, "how about accountable to today's societal standards?" There was a comment suggesting that men's programs cannot operate behind closed doors, but must have activities open to public scrutiny. Some comments regarding accountability to the abused woman refer back to comments made for principle A) pertaining to women's safety.

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"Has been some closed doors - what are the details of the program and public efforts. Policies and processes available to the community (to MCCEWA, media for broader community, women's advocates)"

See A). Check-ins with women. Safety planning. Consistent and frequent contact with partners/victims.

"Networking with community resources for abused women."

Principle D) Men's programs must reflect the diversity which exists in Ontario and include approaches which are culturally sensitive, appropriate.

Respondents were in agreement about the need for cultural sensitivity and that men's programs must reflect the diversity which exists in Ontario. Questions were raised about diverse communities in conflict with a pro-feminist approach to men's programs. This highlighted the complexity involved when men's programs, which operate from this perspective, attempt to respond to the service needs of diverse communities. A number of the comments reflect that men's programs would not necessarily provide all services for diverse groups, but would be involved in outreach to support the development of specialized programs.

"If pro-feminist, how is work done with diverse communities in conflict with this approach?"

"Outreach (and consultation) to culturally diverse organizations."

Reciprocal method of feedback between men's group and diverse communities to develop an appropriate response.

"Programs must get to know the population of their community. Networking should be occurring with local organizations that represent various diverse groups."

"Rural and urban"

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"I believe that some immigrant populations allow men to abuse women because 'it's part of the culture.' This has to stop."

Principle E) Men and men's programs must acknowledge men's responsibility for their violence.

All respondents agreed that men and men's programs must acknowledge responsibility for their violence. Women's advocates and one justice respondent provided specific outcome indicators of adherence to this principle. They also suggested that the outcome indicators for provided for principle A) (women's safety) and principle C) (accountability to women and women's advocates) could also be used to measure acknowledgement of men's responsibility for their violence.

Access to information about services provided in groups and a method of monitoring is needed (ie. being accountable to community for activities of men's program).

Information about activities of men's groups and measurement of same developed and communicated.

Following a pro-feminist approach would indicate adherence to this principle.

Public education about men's responsibility for their violence.

Principle F) Men's programs should only exist where women's services also exist and they must be an integrated part of a community network.

The majority of respondents (7 of 12) did not agree that men's programs should only exist where women's services also exist. Most of those not in agreement suggested that men's programs should exist where there is a need. One respondent commented she/he did not understand why this principle was important. In some interviews where the underlying reasons for this principle were discussed (ie. women's safety, political history), respondents changed their answer from disagreeing completely, to incorporating the need for access to women's services if men's programs are to exist. The important issue is access for women to women's services, not that they exist in the same community. One respondent pointed out, in fact, that "in small rural communities retaining privacy could be a problem. Taking the program in a neighbouring area would be beneficial."

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"Lack of resources may limit" (the ability for both in same community).

"What happens in communities where women's services do not exist? Men's programs can be out there advocating for services for women."

"If the need for a men's program is identified and women acknowledge the need, then why would a men's program not be proposed?"

"Men's programs should exist where there is a need."

Principle G) They should have standards and must be monitored and evaluated on their outcomes, on an ongoing basis, by the community including women's advocates, "survivors," justice system staff, etc.

All respondents agreed to the need for standards and for these standards to be monitored by the community. Women's advocates suggest that the community must define preferred outcomes for men's programs (not just that physical violence has stopped for a male participant). Others add that not only must outcomes be monitored, but the processes by which men's programs conduct accountable services and activities. Some methods were suggested to measure that this principle is in effect.

"Partners and communities must define outcomes/standards (not just that physical violence has stopped). Community defines success."

"Men's programs must lead these tasks of community work" (initiate the development of standards and process of monitoring).

What are protocols with the justice system?

"Is a system in place to communicate between community players and receivers of service?"

"Strongly agree, but not just on outcome but entire process."

"I couldn't agree more. The monitoring aspect needs to be tightened up, especially when the abuser violates his probation or parole, or is non-compliant with the agency's expectations (eg. group therapy)."

Principle H) There should be a monitoring system in place beyond the men's programs, a system which follows abusive men from their first contact with police.

All respondents support the idea of a monitoring system which follows abusive men from their first contact with police. Three individuals specifically noted that Huron County has a program in place called DART which the Middlesex Coordinating Committee to End Woman Abuse would like to implement. One respondent commented that an indication that a men's program is addressing this accountability principle can be their efforts to advocate for the establishment of such a system, since the programs could not do so in isolation of other services. It was also suggested that this monitoring system would provide statistics to evaluate the men's program. One respondent also expressed concern that abusers do not take the system seriously now because there is no follow-up on court orders. Two individuals noted that the lack of resources was a problem and questioned if Corrections would fund this effort. Other suggestions related to achieving this principle were also offered.

"eg. DART. If men mandated, we could check regarding involvement in program."

"Middlesex County Coordinating Committee to End Woman Abuse would like to initiate such a system and are in primary stages of implementation."

"Identification of all possible abusers on probation" (even if for offenses other than assaulting their partners)

"Monitoring groups need to voice that this is not happening."

"Information cards (can be provided) for men who are in jail for a night."

"'Control Assessments' for judges in cases of violence (eg. men make statements indicating he 'allows' her to do something or not."

"What role do men's programs have in advocating for such a monitoring system?"

"I agree -- all parties in the system must be accountable to each other, the victims, the men, the community. ie DART program."

Principle I) Sanctions (penalty/punishment) against violence should be enforced and separated from treatment, therapy, and education.

A significant number of respondents (4 of 12) did not agree that sanctions should be separate from treatment. Of the five who agreed with this principle, three commented about the need for treatment/education at some point in the judicial process. Though the majority believe that counselling/education should not interfere with, or reduce court sanctions (7 of 12), they believe that it is possible for both areas to coincide and be part of a comprehensive program. Again, since the development of protocol related to this principle depends on cooperation amongst a system of services, one respondent suggested that men's programs can only be evaluated based on their involvement in advocating for such a system.

"Treatment, therapy and education should not get in the way of, or influence penalty/punishment."

"Deal with charges first and separately. Protocols for judges to follow and probation offices. (When mandated to attend counselling) work with destructive group members separately."

"Violence should be sanctioned regardless of involvement in treatment etc. However, severity of sanction could be connected to involvement in treatment. Treatment, therapy, education could be part of sanction."

"I agree. But what role will men's programs play in advocating for this."

Principle J) Men's programs should function within the context of social and institutional change, as part of men's anti-violence activities.

All respondents support this principle. One respondent noted that men's programs should function as part of men's anti-violence activities, but if we wait for social and institutional change, we may wait forever. This individual captured the sentiment that all aspects of men's programs (individual, institutional and social change) must be integrated into the operations of the men's program. Women's advocates noted that their responses here were the same as earlier comments about men's programs working with other service providers to establish protocols and an integrated response.

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"Men's programs should function as part of men's anti-violence activities, but if we wait for social change and institutional change, we may wait forever."

"I agree with the above mentioned 10 principles."

"Same as principle 1).

Question 9: Are there any areas that you believe have been overlooked in the process of constructing an accountable, community-based evaluations of programs for men who batter?

Three respondents noted funding concerns. These were related to funding cuts to services made by the Ontario government and funding for this ongoing evaluation. One individual commented that program outcomes based on positive changes experienced by family members and the male participant were not included. Another participant echoed the need for involvement of women who are victims, partners and the men who attend the programs. One respondent noted she/he will comment on areas not covered by the project when she/he sees what is produced from this stage of consultation.

"Funding cuts of the Ontario government."

"Funding -- ongoing for evaluation and development of this project."

"Funding. Discussion around what are acceptable/positive outcomes and who establishes these."

"Outcomes of the program is a major accountability factor. Have they changed for the better both from the family members' point as well as the male participant?"

"Involving the women who are victims and partners and the men who batter and attend the programs."

"Let me look at what comes out of this and then I will comment."

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Question 10. Are there any concerns or issues you have about participating in this research project? Please explain.

Only two participants expressed concerns/issues about participating in the project. Both noted time commitment as an issue. One added that, not having experience working with men's programs, she/he was not sure how much she/he could contribute.

"I have not experience working with men's programs. I am not sure how much I could contribute! At this time I cannot make a big time commitment."

"Time commitment."

Question 11. What input would you like to have in this research project? How would you like to contribute?

Five respondents reiterated their interest in being involved in focus or monitoring groups. One individual again identified time commitment as an issue and another questioned her/his depth of involvement due to working only indirectly with programs for men who batter. Two others offered additional ideas about how they would like to contribute to the project. One suggested a questionnaire to distribute within the organization to which she/he is affiliated. The second suggested a willingness to be involved in informing women of different nationalities of the fact that wife assault is not tolerated in Canada.

"Perhaps I could get involved with focus groups. I am only indirectly involved with programs for men who batter, so question being overly involved, though the research project looks to be very thorough and necessary."

"A questionnaire or survey to distribute at our next W.S.A. meeting possibly. I don't really know."

"I would like to try to inform the different nationalities (ie. Portuguese women in Strathroy), by means lecture if need be, that we do not tolerate assaultive behaviour in Canada!"

"Would be willing to be part of a focus group and a monitoring group, depending on time commitment."

**Appendix E - Foundations For An Accountable
Community-Based Evaluation of Programs For Men Who Batter
The London, Ontario Model**

a) **An emphasis on the integrated range of community-based complementary services to abused women and children within which men's programs must operate and be evaluated.**

i) Cross-sector representation will take place with community partners from the spectrum of social systems that work with abused women and children (through the LCCEWA) regarding their perspectives on men's programs.

Justice System: London Police Department, Police Family Consultants, Probation and Parole Services, Lawyer, Crown Attorneys Office, Victim Witness Assistance Program, Judge.

Social Service System: Women's Community House, Battered Women's Advocacy Centre, Sexual Assault Centre London, Madame Vanier Children's Services, Changing Ways, London Cultural Interpretation Service, Atenlos, Children's Aid, Family Service London, Merrymount Children's Centre, Rotholme Women's & Family Shelter, Ministry of Community and Social Services.

Health System: Middlesex-London Health Unit, London Intercommunity Health Centre, Regional Sexual Assault Treatment Centre, St. Joseph's Health Centre (Dept. of Psychiatry), London Health Science Centre (Dept. of Psychiatry), St. Thomas Psychiatric Hospital.

Education System: London & Middlesex Roman Catholic Separate School Board, Regina Mundi School.

ii) All above stakeholders will be asked to be involved in different processes that guide and provide the direction for the Research Project through the identified consultation process:

a) Community Consultation Questionnaire

b) Follow up calls and interviews

c) Review of materials through Cluster or Monitoring Groups

The community drives the project and provides direction. Community Stakeholders, based on their availability, interest and their organization's mandate, will choose and define the depth of participation suitable for themselves in the consultation process. There is a skewed amount of effort and resources required by Women's Advocates (BWAC, Women's Community House & Sexual Assault Centre) given their expertise in the area and specifically related mandate of these stakeholders. Commitment of Women's Advocates is further defined in "foundation b) which follows.

- iii) examination of referral patterns with men's programs, joint policies and networking meetings attended by representatives of men's programs.

b) Women's advocates working in the field of violence against women and community stakeholders must be involved in a monitoring/consultation process throughout the life of the project; from development of the research design and implementation to the analysis of results and final report on findings. In order to proceed, there needs to be a commitment to participate from women's advocates.

- i) Cluster groups will be formed of community stakeholders and will include representation from the spectrum of social systems (as noted above). Cluster groups recognize that "the community" is not homogeneous. These smaller clusters will provide an opportunity for wide representation to be heard and synthesized. A user-friendly product must include the perspective of all stakeholders. The LCCEWA has been divided into cluster groups as follows:

- **Women's Advocates**

- BWAC, Women's Community House, Sexual Assault Centre London, WAAAVE

- **Anti-Violence Services**

- Changing Ways, Family Service London,

- **Children & Youth Services**

- Merrymount Children's Centre, Children's Aid, Rotholme Women's and Family Shelter, Madame Vanier Children's Services, Family Court Clinic

- **Health**

- Middlesex-London Health Unit, Intercommunity Health Centre, Victoria Hospital - Sexual Assault Treatment Centre

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- **Multi-Cultural Services**
London Cultural Interpreters Program, Atenlos Native Family Services, Intercommunity Health Centre, Women Immigrants of London
 - **Funders**
Ministry of Community and Social Services, United Way, Ministry of Health
 - **Justice**
Police Family Consultant Services, Ministry of Solicitor General & Correctional Services, Judge Eleanor Schnall, Attorney Margaret Buist, London Police Department, Crown Attorney's Office, Victim Witness Assistance Program
 - **Education**
London & Middlesex R.C. School Board, Regina Mundi School
- ii) Cluster groups will have input at all stages of development during the project.
- iii) Commitment of women's advocates during the project is defined as support of the direction of the project and this will be done through a cluster group (of women's advocates) in the monitoring process.
- iv) Any publications from these data, though owned by the Research Centre, must follow the foundations for the evaluation.
- v) To facilitate an environment of mutual trust and respect and to provide an "equal playing field" for the community service providers and research organization to carry out the project, the following will take place:
- 1) Reciprocal awareness sessions will take place for community service providers and the academic partners in this research project. Women's advocates in the community are particularly interested in discussing issues such as: research processes and decisions; methodological approaches; authorship and ownership of data and research products; and community/academic partnerships.
 - 2) Documentation of time and cost to women's advocates (and community members) to be involved in project to acknowledge the contributions and costs to the community in action oriented research.

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- 3) Limits or boundaries pertaining to resources and timeframes will be made clear at the outset. The Community Developer/Coordinator and Research Consultant will advocate for community process and time where needed. The Research Centre will negotiate for this with the funder. Where limits affect or reduce the expected outcomes, the Community Developer and Researcher will negotiate with the community about what measures will be implemented and will document community concerns.

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v) To be community-based, the project governance structure is developed with the community and roles defined:

Working Group

As a sub-group of the Evaluation sub-committee of the Centre For Research, the working group shall:

be accountable to the Centre For Research and the Funder for the implementation of tasks and timeframes and for reporting requirements;

model ongoing communication between Researchers and the Community;

determine limits and expectations for the research project.

Community Developer and Research Consultant

To be community driven, it is pivotal that the Community Developer and Research Consultant be trusted by the community to build a process that follows the established principles. This team shall:

be accountable to the working group for fulfilment of tasks and timeframes and to incorporate the perspectives of the Research Centre;

be accountable to the community, through cluster groups, for the direction and integrity of the community-based evaluation;

work with the community to translate issues and needs regarding evaluation of a men's program into methodology;

respond to conflict in perspectives where they arise. This process will involve the Research Consultant and the Community Developer/Coordinator hearing and documenting all issues on both sides of the disagreement and make recommendations for proceeding;

Cluster Groups

Cluster groups will be formed to create a forum for diverse members of the community to present issues and interests without feeling silenced so that these (including the extremes) can be synthesized. The Cluster groups shall:

represent, as much as possible, the diversity of community stakeholders. These have been defined as Women's Advocates, First Nations, Multicultural, Health, People With Disabilities, Justice, Anti-Violence Services, Education, Funders & Children/Youth Services.

meet periodically (or through some agreed format) throughout the project to define and review:

- * community consultation process
 - * outcome measures based on Accountability Principles For Programs For Men Who Batter & research tools to be used
 - * research design & implementation
 - * analysis of results & final report on findings
- work with the Community Developer and Researcher to allow consultation to take place in the community.

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- c) **Input will be sought from key community stakeholders on the process of community consultation.**
1. The community consultation process will be outlined in the Community Consultation Questionnaire to solicit and incorporate suggestions to improve this process. This questionnaire will be sent to all members of the London Coordinating Committee To End Woman Abuse.
 2. The community perspective on contextualizing and interpreting results will be given equal weight to that of the researchers. For example, if the perspectives differ dramatically, a section of the report will be devoted to community interpretations.
 3. The integrity of the community consultation process will be preserved and maintained by being responsive to ideas about adjustments to the process and methodology throughout the project. The Community Developer/Coordinator and Research Consultant will advocate for community needs pertaining to required tasks and timeframes with the Working Group. The Director of the Centre will then negotiate with the funders on behalf of the Working Group.
- d) **Concerns about men's programs and the evaluation of these programs will be incorporated into the evaluation.**
1. Evaluation tools will respond to concerns about the evaluation and operation of men's programs. This is accountability and will manifest in terms of outcome measures for the Accountability Principles For Programs For Men Who Batter.
 2. Cluster groups will review for inclusion of community concerns in the research project. Some concerns include:
 - benchmarks are needed to indicate effectiveness of strategic **efforts** to end woman abuse;
 - do programs create as much safety as possible for battered women within the system;
 - design an ongoing method to monitor adherence to accountability principles;
 - evaluation of the necessary balance between the services of counselling and advocacy/social action efforts which are required to end the violence.
 - identification of services which must be in place in a community for a community-based evaluation of men's program to exist.

- e) **The Interim Accountability and Accessibility Requirements of Male Batterer's Programs clearly defines principles for responsible program delivery (Ministry of Community and Social Services, Solicitor General, March, 1994). The criteria in this document were derived from a conference seeking community perspectives about men's programs in Ontario and will be applied to the research process.**
1. Cluster groups will identify outcome measures to gauge the extent to which the men's program adheres to each of the accountability principles.
 2. The Research Consultant will develop the necessary tools to measure compliance to the principles.
 3. Principle number one, "safety of women is the first priority", will be emphasized. In the interest of time and resources, there may be a need to focus attention on the first 3 or 4 principles since the remaining principles relate to these.
- f) **Accessibility and diversity will be addressed through seeking a rural group for the study, Atenlos Native Family Services and the London Intercommunity Health Centre/London Cultural Interpreters Service.**
1. The Middlesex Coordinating Committee To End Woman Abuse and the Strathroy Men's Program have agreed to be involved in the study.
 2. Atenlos will be approached for a native perspective on approaching a study of men's programs.
 3. Some perspective of people with disabilities will be sought.

- g) The safety and inclusion of partners of participants in the men's program, the inclusion of women's advocates and the reduction of funding support for men's programs have already engendered shifts in program design and collaborative strategy development. These shifts will continue to evolve during the course of the project. Documentation of the process of program evolution and community collaboration will be included in the methodology.**
1. The Community Developer/Coordinator and the Research Consultant will document shifts in safety measures, programming and collaboration.
 2. WAAAVE group will be consulted about perspective of abused women regarding this research project and women's safety.
 3. Partners of participants in the men's program, and the male participants themselves, will be approached about their perspective on efforts to maximize safety.

Appendix F - References

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