

MANITOBA'S FRAMEWORK:

Addressing Gender-Based Violence

DECEMBER 4, 2020

Message from the chair of the Gender-Based Violence Committee of Cabinet

As Minister responsible for the Status of Women and chair of the Gender-Based Violence Committee of Cabinet (GBVCC), I am honoured to release Manitoba's Framework: Addressing Gender-Based Violence. This framework builds on the commitment our government has made to address gender-based violence, and outlines how our government is organizing itself to address this critical issue.



Addressing gender-based violence is not the responsibility of one department or organization, it requires a whole-of-government approach in partnership with other levels of government and community. We are committed to collaborating across government to break down departmental silos as we work with community to improve outcomes and address gender-based violence.

Manitoba has some of the highest rates of gender-based violence, and their impacts are broad and far-reaching. Violence can affect victims' short and long-term physical health, psychological/mental health, relationships, ability to work or continue with school, can lead to poverty or homelessness, and can have ripple effects on those around them.

The COVID-19 pandemic has emphasized the need for coordinated, concrete actions to support those who are vulnerable to or are experiencing gender-based violence. The important and critical public health measures of restrictions and isolation have exacerbated the stressors facing those at risk of gender-based violence. This increased stress has resulted in an increased likelihood of violence within relationships at home and within intimate partnerships. It is important, particularly now, that we take concrete action to address gender-based violence in all its forms.

Though this framework is focused on gender-based violence, we acknowledge the unique nature of the experiences of Indigenous peoples and the need to address the Calls for Justice of the National Inquiry into Missing and Murdered Indigenous Women and Girls. We will prioritize activities that link to the recommended priorities identified from engagement with families, survivors, community-based organizations, the broader community and Indigenous leadership.

This document is rooted in the research, principles and recommendations of several reports and feedback and advice from community stakeholders. The document outlines key priorities organized in the themes of Prevention, Support and Intervention and is a starting point for the ongoing work and discussions on this complex and multi-faceted issue. As work proceeds, and ongoing discussions and engagements occur, new needs will continue to be identified and we commit to ongoing dialogue with people impacted by gender-based violence. The activities will change and adapt as we move through this work.

I would like to express my sincere thank you to the stakeholders who participated and shared their valuable knowledge and experience. I also want to acknowledge all Manitobans who participated in the many other engagement processes that this framework also reflects.

Original Signed by
Cathy Cox

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Table of Acronyms

| | |
|------------|--|
| GBVCC | Gender-Based Violence Committee of Cabinet |
| DVDRC | Domestic Violence Death Review Committee |
| MMIWG | Missing and Murdered Indigenous Women and Girls |
| 2SLGBTQQIA | Two-Spirit, lesbian, gay, bisexual, transgender, queer, questioning, intersex and asexual |

Manitoba's Framework: Foundations

This framework is a product of the **Gender-Based Violence Committee of Cabinet (GBVCC)**. It outlines how the Manitoba government is organizing itself with a whole-of-government approach to respond to gender-based violence.

The GBVCC is releasing this framework to guide the integration of services and take a government-wide approach to coordinate policies, legislation and initiatives on pervasive gender-based violence issues, such as intimate partner violence, sexual exploitation and sexual violence. This framework is a compilation of actions our government is committed to implementing and will be prioritizing going forward. The actions identified are based on recommendations from various discussions with stakeholders, research and reports. Updates will be issued to report on progress and new action areas as they are identified.

Listening to community

Addressing gender-based violence must be anchored in knowledge and experiences from people and communities who are directly impacted. The framework actions are a synthesis of recommended actions from recent consultations, stakeholder meetings, reports and strategies, including:

- Improving Access and Coordination of Mental Health and Addiction Services: A Provincial Strategy for all Manitobans (VIRGO report)
- Tracia's Trust: Collaboration and Best Practice to End Sexual Violence and Sex Trafficking in Manitoba
- Domestic Violence Death Review Committee recommendations (See Appendix A)
- Winnipeg Safe City Scoping Study
- Pathways to a Better Future - Manitoba's Poverty Reduction Strategy
- Truth and Reconciliation Commission's Calls to Action
- National Inquiry into Missing and Murdered Indigenous Women and Girls Calls for Justice
- Family Law Modernization Action Plan
- Policing and Public Safety Strategy
- Criminal Justice Modernization Strategy
- Reducing Women's Incarceration Strategy
- Ongoing collaboration with the Family Violence Consortium of Manitoba and the Manitoba Association of Women's Shelters

The framework also reflects feedback received during a stakeholder engagement process in October 2020. Over 200 stakeholders involved in gender-based violence work were invited to participate and provide feedback on priorities and actions to address gender-based violence. Sixty-nine individuals representing a broad range of gender-based violence sectors and regions in Manitoba participated. The summary What We Heard report is available online at www.manitoba.ca/msw.

Implementation will require ongoing partnership and engagement with community and stakeholders. This framework is a starting place for the ongoing discussions needed to ensure actions moving forward are responsive, inclusive and community-informed.

Guiding Principles

The Manitoba government is committed to equity, equal rights and respect for all people. The following principles guide the work of the GBVCC and all actions within the framework.

Actions and approaches to address gender-based violence should:

- recognize that gender-based violence is rooted in historic global gender inequality and systemic oppression, including colonization and other forms of persistent discrimination, such as racism, homophobia and sexism
- be rooted in an intersectional approach and understanding that broad contributing factors to gender-based violence
- be survivor-centric and trauma-informed
- be designed, implemented and evaluated through collaboration among survivors, community/service providers and government
- promote community-led responses and commit to co-development processes and relationships (community and stakeholders work together with government to generate, implement and evaluate solutions)
- recognize the fundamental role of men and boys in addressing gender-based violence by involving them in all aspects of gender-based violence work
- treat survivors and people who use violence with dignity and respect
- support Indigenous-led, culturally safe and culturally relevant responses

Gender-based crimes affect individuals from all backgrounds, orientations, gender identities and ages. However, some populations are disproportionately affected by gender-based violence, including women who are Indigenous, young, financially disadvantaged, racialized, newcomers, living with disabilities, and individuals in the 2SLGBTQIA community. Research supports that most offenders are male. Even among populations that may not experience disproportionately high rates of gender-based violence compared to some other population groups, they may have unique experiences and face barriers (e.g., hesitancy to seek help; mistrust of services; cultural barriers to accessing services), which must be appropriately and compassionately addressed. Responses must recognize gender-based violence is not limited to one demographic, cultural community or population and take into account these various systems, factors and contexts.

- have a sustained focus on reconciliation and the ongoing process of establishing and maintaining mutually respectful relationships between Indigenous and non-Indigenous peoples. The overarching goals must be to build trust, affirm historical agreements, address healing, draw on successful models and create a more equitable and inclusive society.
- ensure activities are guided by the Calls for Justice from the National Inquiry into Missing and Murdered Indigenous Women and Girls final report
- prioritize prevention

Based on the guiding principles, actions moving forward should be:

- rooted in experiences and knowledge of communities and populations impacted by gender-based violence
- survivor-led, trauma-informed and strength-based
- cognizant of cultural influences and context
- supportive of Indigenous-led solutions, reflective of the diversity of Indigenous culture
- inclusive of men and boys
- responsive to the needs of Manitoba's diverse populations and contexts
- culturally safe and culturally appropriate
- inclusive of all genders and sexual orientations, ethnicities, races, cultures and abilities
- established in collaboration with the community and support community-based initiatives
- built on community strengths and capacity
- providing service using a harm reduction approach to care, which is non-judgmental, person-centred and meets people where they are at
- designed to include appropriate means of data collection and reporting
- monitored to determine effectiveness

Reconciliation

Addressing gender-based violence requires a sustained focus on reconciliation. The legacy and continuation of colonialism, racism, sexism and exclusion creates and exacerbates personal, systemic and structural violence against Indigenous peoples. As a result, Indigenous women and girls are disproportionately affected by violence, including intimate partner violence and sexual violence. They represent the significant majority of missing and murdered women in Canada.

Following the release of the Truth and Reconciliation Commission's final report, the Manitoba government unanimously ratified The Path to Reconciliation Act, which can be accessed at: <https://web2.gov.mb.ca/bills/40-5/b018e.php>. The principles of respect, engagement, understanding and action guide government's efforts towards reconciliation. Manitoba's commitment to reconciliation has a particular focus on addressing the persistent and long-standing negative impacts of residential schools and reconciling relationships between Indigenous and non-Indigenous peoples of Manitoba.

The Minister of Indigenous and Northern Relations leads Manitoba's participation in the development of a reconciliation strategy. This work includes a public engagement process in collaboration with Indigenous communities and all Manitobans, and the development of a comprehensive reconciliation framework and action plan for advancing Indigenous priorities.

Each year, the government reports on its progress towards reconciliation through The Path to Reconciliation Act Annual Progress Report. The reports can be accessed at: www.manitoba.ca/inr/reconciliation-strategy/index.html.

Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls

On June 3, 2019, the National Inquiry into Missing and Murdered Indigenous Women and Girls released its final report: Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls.

The National Inquiry's final report is the product of extensive work involving the participation of 2,380 people, including:

- 468 families and survivors who provided testimony at 15 community hearings
- 270 families and survivors who provided testimony in 147 private or in-camera sessions
- 750 people who shared testimony through statement gatherings
- 819 people who submitted artistic expressions
- 83 expert witnesses, Elders, Knowledge Keepers, front line workers and officials who provided testimony in nine Institutional, Expert and Knowledge Keeper Hearings

The two-volume report “reveals that persistent and deliberate human and Indigenous rights violations and abuses are the root cause behind Canada’s staggering rates of violence against Indigenous women, girls and 2SLGBTQQIA people.” Through testimony from family members and survivors, the report describes a context of multigenerational and intergenerational trauma and marginalization (e.g., poverty, insecure housing or homelessness, barriers to education, employment, health care and cultural support) that surrounds the violence. Experts and Knowledge Keepers described how violence against Indigenous women, girls and 2SLGBTQQIA people is rooted in “specific colonial and patriarchal policies that removed women from their traditional roles in communities and governance and diminished their status in society, leaving them vulnerable to violence.”

The final report lists a total of **231 Calls for Justice** within four domains, including:

- Calls for Justice for All Governments
- Calls for Justice for Industries, Institutions, Services and Partnerships
- Calls for Justice for All Canadians
- Calls for Justice: Distinction-based (Inuit, Métis, 2SLGBTQQIA) Calls

The final report is available at: www.mmiwg-ffada.ca/final-report/.

Action:

The Manitoba government is committed to taking concrete steps to respond to the recommendations from the National Inquiry's Calls for Justice.

One important part of Manitoba's response is the establishment of the GBVCC to coordinate government actions. Initiatives listed in this framework also connect to a number of the Calls for Justice. Manitoba will engage with the Grand Chiefs, Grandmother Councils, MMIWG Coalition co-chairs and community stakeholders on the Calls for Justice and this framework will complement the provincial response to MMIWG and the Calls for Justice.

Manitoba will work with its federal, provincial and territorial partners on the MMIWG National Action Plan.

Manitoba's Framework: Addressing Gender-Based Violence

Strategic Goals

The Manitoba government's ultimate goal is to **prevent gender-based violence by challenging the pervasiveness of abuse and addressing the underlying attitudes and norms that perpetuate it.**

We will achieve this by:

- challenging and changing societal attitudes that contribute to violence in order to break the silence around the issue
- responding to the needs of victims in a trauma informed, culturally-safe and victim-centred way
- ensuring people who use violence are held responsible in a way that properly recognizes the consequences of their behaviour
- empathizing and supporting individuals who perpetrate abuse in order to break the cycle of violence

Key Objectives

The framework is organized into three key objectives. Manitoba is committed to undertaking actions within each objective over the next three years to address our strategic goals for minimizing gender-based violence. The three objectives include:

1. **PREVENTION:** Address root causes and systemic drivers of gender-based violence.
2. **SUPPORT:** Provide direct assistance to survivors and victims of gender-based violence to make sure they get the right help at the right time to reduce the impact of the violence and support healing.
3. **INTERVENTION:** Intervene and support people who have committed gender-based violence to help end the cycle of violence.

1. PREVENTION: Address root causes and systemic drivers of gender-based violence

Government responses to gender-based violence must prioritize prevention. There are many interrelated and intersecting factors that contribute to gender-based violence. Some of the overarching prevention topics our government will prioritize are:

1. Support diverse initiatives involving men and boys in gender-based violence prevention, including:

- 1.1 Public awareness campaigns
- 1.2 Supports for men who have used violence
- 1.3 Specific education and healing programs
- 1.4 Workshops on toxic masculinity
- 1.5 Supports for men who have been victims

2. Support trauma-based mental health and addictions services across Manitoba for all genders.

- 2.1 Provide mental health, addiction and spiritual outreach support to high risk vulnerable youth, in partnership with community.
- 2.2 Support “upstream” initiatives that support mental wellness and resiliency.
- 2.3 Provide a whole-of-government approach to mental health and addictions support.

3. Raise awareness and foster greater understanding of healthy relationships, consent and the spectrum of gender-based violence, through initiatives, such as:

- 3.1 Awareness-raising campaigns that seek to change behaviour
- 3.2 Healthy relationship training offered to various communities/populations (e.g., newcomers)
- 3.3 Education for children and youth on healthy communication, consent, relationships, boundaries, gender, signs of grooming and abuse
- 3.4 Online and technology-facilitated gender-based violence (e.g., cyber violence)
- 3.5 Sexual exploitation
- 3.6 Sexual harassment (e.g., workplace, sport, education)

4. Support cross-sectoral collaboration and co-development, such as:

- 4.1 Share information about risk factors for intimate partner violence including substance abuse and alcohol and history of past trauma
- 4.2 Provide training on the different types of intimate partner violence offending behaviour to stakeholders
- 4.3 Expand the use of domestic violence risk assessment tools
- 4.4 Support community-led responses to prevention and safety
- 4.5 Enhance cross-departmental and cross-sectoral efforts to strengthen system responses to gender-based violence

5. Implement “Pathways to a Better Future – Manitoba’s Poverty Reduction Strategy.”

The strategy includes a target of reducing child poverty by 25 per cent by 2025 and a commitment to working with the federal government and other partners to support the federal goals of reducing the national poverty rate by 20 per cent by 2020 and 50 per cent by 2030. Gender-based violence affects people of all socio-economic backgrounds, but can be particularly difficult for those who live in poverty.

6. Support children and youth:

6.1 Reduce the social cost of conflict on children of families experiencing separation and divorce by delivering court-mandated parenting programming, early resolution supports and enhanced out-of-court options that support healthier, timelier and less adversarial transitions.

7. Support Indigenous parents and communities:

- 7.1 Implement the Restoring the Sacred Bond Initiative: a two-year pilot project that will match doulas with Indigenous mothers who are at risk of having their infants apprehended and placed into care of child and family services agencies. This is a partnership between the province, seven investors, the Southern First Nations Network of Care and the doula service provider (Wijii’idiwag Ikwewag).
- 7.2 Implement a three-year pilot project with the Métis Child and Family Services Authority that will provide mental health and addictions services to families at risk of child apprehension.
- 7.3 Support Indigenous-led healing programs.
- 7.4 Support Indigenous and community-led Community Helpers Consortiums that work to help keep families together through relationships, support and connection.
- 7.5 Support Mount Carmel Clinic’s Mothering Program that supports women who are pregnant or have had a child in the past year, and are actively using drugs or alcohol, are not connected to community supports and are at high risk of Child and Family Services intervention. The program is trauma informed, and includes prenatal, health services, advocacy, drop-in programming, healthy meals and nutritional learning, parenting groups, addiction support, counseling, and access to Indigenous ceremonies and teachings.

8. Support to local governments

- 8.1 Support municipalities with implementation of a new legislative framework on codes of conduct for municipal council members. The legislation helps ensure elected officials, as leaders in the community, understand the requirement to have a respectful work environment on councils and other governing bodies across the province.
- 8.2 Leverage existing engagement opportunities to integrate and promote best practices, share relevant information, and develop tools and resources. Information may be housed on the Municipal Relations Learning Portal.

2. SUPPORT: Provide direct assistance to victims/survivors of gender-based violence

Our government will continue to build on our investments into supports for individuals impacted by gender-based violence. We are committed to supporting victims and survivors to rebuild their lives and heal in ways that are needed for them. When we speak about support and healing, we must recognize that support for healing at the community level is important for Indigenous communities due to the impact and ongoing legacy of residential schools.

We also need to recognize the intersecting and interrelated systems that impact survivors' ability to rebuild their lives and heal.

1. Ensure equitable gender-based violence services in rural and northern Manitoba:

- 1.1 Expand sexual assault supports (for instance: forensic nursing services, Third Party Reporting).
- 1.2 Expand provincial partnerships with the UN Women's Safe Cities and Safe Public Places global program to address sexual violence.
- 1.3 Enhance programming available to victims of intimate partner violence in restorative justice matters across the province, including Indigenous-led and cultural programming.
- 1.4 Support trauma-informed addictions and healing services.
- 1.5 Expand services to northern Manitoba through establishing an outreach model to support missing and at-risk youth.

2. Increase accessibility of information about support services:

- 2.1 Share information about services in various languages and formats (e.g., video, American Sign Language).
- 2.2 Expand existing translation support when accessing services (including for Indigenous people, newcomers and the Deaf community) including through the use of virtual technologies for improved access.
- 2.3 In response to the unique circumstances of COVID-19, continue to expand access to information and supports using a variety of methods, including technology and online ways to access resources. For example, enhancing crisis line support services and exploring options to provide improved access to information about support services to newcomers.
- 2.4 Increase awareness of new legislation related to gender-based violence (e.g., legislation enabling survivors of sexual violence to take time off work due to interpersonal violence; legislation enabling survivors to terminate their lease early due to safety concerns).
- 2.5 Develop and implement strategies to address under-reporting of gender-based violence.

3. Safe housing and shelter options:

- 3.1 Enhance the Family Violence Prevention Program emergency shelters, including improved telephone and online crisis support options and integrated tracking for more seamless support across the sector.
- 3.2 Increase housing supports for victims.
- 3.3 Enhance trauma-informed shelter services for men.
- 3.4 Explore options with law enforcement to accompany victims retrieving belongings from the family home.

4. Supports for families:

- 4.1 Consistent with Child Welfare reform changes, continue to support families through a prevention-support lens (rather than apprehension).
- 4.2 Continue to provide support for families, including:
 - supportive programming for fathers
 - programming for children, youth and families experiencing mental health issues, including implementing the Strongest Families Initiative

5. Supports for youth:

- 5.1 Continue to liaise with schools and front-line educators to identify at-risk youth.
- 5.2 Support youth transitioning out of care.
- 5.3 Collaborate with schools, youth-serving agencies and child welfare agencies to strengthen violence prevention and healthy relationship training.

6. Sexual exploitation, missing persons and human trafficking:

- 6.1 Engage in a coordinated response through a three-year action plan based on feedback from community and survivors. Continue to strengthen the commitment to survivor-led responses and support for grassroots, local responses to sexual exploitation.
- 6.2 Provide funding to support community and survivor-led activities.
- 6.3 Support holistic, Indigenous-led mental health and addictions healing programs for sexually exploited female and transgender youth.
- 6.4 Strengthen the Tracia's Trust Strategy through interdepartmental partnerships.
- 6.5 Support regional responses to human trafficking.
- 6.6 Improve the emergency assessment, treatment, and mental health walk-in service for high risk, sexually-exploited youth.
- 6.7 Work with women's emergency shelters to ensure services are provided to all women, including those experiencing homelessness and those who are victims of human trafficking.

- 6.8 In alignment with priorities identified under Manitoba's Policing and Public Safety Strategy:
- Assist in the development and standardization of a provincial missing persons' protocol, in concert with Manitoba Law Enforcement agencies.
 - Support and encourage enhanced collaboration of police agencies with respect to exploited persons and human trafficking.
 - Foster strong collaboration between police agencies with respect to exploited persons and missing and murdered Indigenous women and girls.

7. Support individuals experiencing violence or who have experienced violence in the past:

- 7.1 Develop accessible and safe ways for victims and people who use violence to seek assistance (e.g., social media, web-based chat).
- 7.2 Expand province-wide Protection Order Designate training by transitioning to an online model.
- 7.3 Support Indigenous-led, culturally-safe and responsive healing programs and initiatives that work with individuals and communities (e.g., Indigenous-led healing for women who have experienced sexual violence, sexual exploitation and human trafficking; Indigenous-led addictions and mental health healing programs).
- 7.4 Expand timely access to mental health and specialized trauma services for girls and women.
- 7.5 Address substance abuse, trauma, and mental health as interrelated issues through comprehensive, integrated, and culturally relevant services for all Manitobans, including culturally and gender-diverse individuals.
- 7.6 Launch new testimonial aids for victims testifying in court, including 'soft' rooms with video-conferencing technology to provide a comfortable, safe environment to testify.
- 7.7 Intervene in the historic cycle of violence to address past violence and victimization. Consult with female offenders and those at risk of offending and service providers from the public and community sector to develop short, medium and long term actions to reduce women's incarceration in recognition that the majority of women incarcerated are previous and current victims of violence themselves.
- 7.8 Explore new legislative options on how individuals can access information about their partner's past history of domestic violence.
- 7.9 Support for victims involved in restorative justice matters:
- Consistent with the goals of the Criminal Justice Modernization Strategy, provide more support to victims of intimate partner violence involved in restorative justice matters across the province, including one on one support and group programming to ensure their needs and perspectives are addressed.
 - Enhance programming available to victims of intimate partner violence in restorative justice matters across the province, including Indigenous-led and cultural programming.

8. Implement the Family Law Modernization Strategy:

- 8.1 Support healthier, stable, long-term family relationships, and reduce mental and physical illness by prioritizing and investing in collaborative, restorative approaches for families involved in separation and divorce.
- 8.2 Launch a single window Family Resolution Service that enhances front-end support, expands out-of-court options, improves access to justice and reduces the social cost of conflict. Deliver central intake, triage and referral to Family Guide specialists with expertise in court operations, family law, domestic violence and mediation.
- 8.3 Enhance support for families experiencing domestic violence and mitigate risk to victims in family and criminal proceedings by screening all family law clients for intimate partner violence and launching Family Guides - Domestic Support Specialists, as part of the new Family Resolution Service team including delivering safety planning, and providing information on protection orders and written documentation to the court regarding risk.
- 8.4 Contract with community and private partners to pilot the delivery of voluntary, alternative out-of-court approaches to resolving family law matters. Ensure trauma-informed approaches and enhanced supports are used.
- 8.5 Partner with the Winnipeg Police Service to identify those at risk of intimate partner violence earlier and connect them to appropriate resources before police and/or Family Resolution Service resources are deployed.
- 8.6 Improve the consistency and frequency of safety screening with both legal and social service providers in the family law system.

9. Support greater cross-sectoral collaboration, for example:

- 9.1 Work with medical professionals to develop safety planning strategies and intervention options.
- 9.2 Promote and expand cultural competency among service providers.
- 9.3 Support community-led collaboration with law enforcement.
- 9.4 Support community responses to gender-based violence (including intimate partner violence and sexual exploitation) and safety.
 - Consistent with the Manitoba's Policing and Public Safety Strategy:
 - Provide information and support to communities considering Community Mobilization or Hub Tables to intervene and assist high-risk families in crisis.
 - Develop a standardized framework and governance structure for Community Mobilization programs.

10. Address the Calls for Justice from the National Inquiry Into Missing and Murdered Indigenous Women and Girls:

- 10.1 Create a provincial response to addressing the Inquiry and its Calls for Justice, including priorities and actions informed by the engagement process led by Indigenous and Northern Relations.
- 10.2 Prioritize activities that link to the recommended priorities identified from engagement with families, survivors, community-based organizations, the broader community and Indigenous leadership.
- 10.3 Participate in national dialogue and support the work to develop a National Action Plan Addressing the Calls for Justice and ensuring the voices of Manitobans are heard.

3. INTERVENTION: Support and supervision to people who have committed gender-based violence

Supports for individuals who have committed gender-based violence is the third objective of the framework. Ending cycles of violence requires comprehensive approaches to intervention that include recognizing that people who use violence require support to change patterns of behavior.

1. Strengthen restorative justice:

- 1.1 Determine the most appropriate response to intimate partner violence charges by undertaking a critical review of the case incident.
- 1.2 Support the work of the Restorative Justice Centre in Winnipeg and expand this resource to other areas in Manitoba, including providing programming and supports to offenders on healthy relationships and from a cultural perspective.
- 1.3 Provide intimate partner violence training and program delivery models to both Indigenous and non Indigenous communities in Manitoba working with the Restorative Justice Branch.

The Domestic Violence Intensive Case Assessment Process Unit assesses cases to determine if they can be diverted through restorative justice. Part of this process involves differentiating between cases, based on a consideration of the seriousness, nature of the incident, record of the offender, degree of harm and other factors.

2. Provide reintegration support and reduce recidivism:

- 2.1 Open a trauma-informed addictions Therapeutic Community at the Women's Correctional Centre, with a strong emphasis on sexual violence, other trauma and healing.
- 2.2 Provide supervision and deliver healthy relationships programming for offenders in both adult and youth probation and in correctional centres.

- 2.3 Address substance abuse, trauma, and mental health issues by offering comprehensive, integrated, and culturally relevant services through appropriate reintegration and community supervision of offenders.
- 2.4 Establish a system of community supervision and re-entry with comprehensive, collaborative services.
- 2.5 Provide support to initiatives that work with men who use violence and the role intergenerational trauma plays in the lives of offenders of intimate partner violence.
- 2.6 Support the Problem Solving Courts of the Manitoba Provincial Court, including those focused on mental health, drug treatment and fetal alcohol spectrum disorder.
 - Collaborate with other provincial departments, non-government agencies and community organizations to deliver supports that address the root causes of criminal behaviours in some offenders who are before the criminal justice system, and to ensure they do not become re-involved in the criminal justice system.

3. Improve knowledge sharing and collaboration across government and non-governmental sectors:

- 3.1 Promote greater understanding of the impact of colonization and effect of intergenerational trauma with a focus on Indigenous populations.

Implementation

Priority actions will be identified through ongoing engagement.

Activities identified above will be implemented over the course of the Manitoba government's mandate, in collaboration with community agencies. Building from ongoing engagement, new and innovative initiatives will be announced on a periodic basis in support of the goals of the framework.

Measuring and Being Accountable for Results

The Manitoba government is committed to measuring progress. This framework sets out our guiding principles, strategic goals and objectives. As a next step we will establish short-, medium- and long-term target metrics to measure whether the actions we have committed to taking are moving us closer to our goals.

There is no one single measurement that can demonstrate success at tackling gender-based violence. A variety of metrics must be used to create an understanding of where improvements are experienced. Future communication updates will be provided online based on engagement and consultation.

Appendix A: Domestic Violence Death Review Committee

The Domestic Violence Death Review Committee (DVDRC) examines domestic violence homicides that are no longer before the courts, to identify trends, risk factors and systematic concerns and prevent future tragedies.

The DVDRC review process examines each domestic homicide using an in-depth assessment of a range of socio-economic and demographic factors with regard to both the perpetrator and the victim. This includes education, income and employment, age, family status and cultural identity. In addition, the DVDRC Advisory Committee, which identifies and develops recommendations, is comprised of a diverse range of stakeholders, including representatives from:

- University of Manitoba
- Manitoba Education
- Manitoba Indigenous and Northern Relations
- Manitoba Status of Women Secretariat/Family Violence Prevention Program
- Manitoba Justice (Probation Services; Prosecution Services; Policing and Public Safety; Victim Services)
- Mental Health and Addictions representatives
- Office of the Chief Medical Examiner
- Winnipeg Regional Health Authority
- Family Violence Consortium
- An emergency room physician
- Manitoba Health, Seniors and Active Living
- Addictions Foundation of Manitoba
- Winnipeg Police Service
- RCMP

Each year, recommendations are included in an annual report and submitted to the minister of Justice. The annual reports can be located at:
www.manitoba.ca/justice/publications/index.html.

Appendix B: Definitions and Terminology

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| Culturally-safe approaches | Approaches that recognize and challenge unequal power relations between service providers and survivors by building equitable, two-way relationships characterized by respect, shared responsibility, and cultural exchange. Survivors must have their culture, values, and preferences taken into account in the provision of services. ⁱ |
| Criminal harassment or stalking | Repeated conduct that makes someone fear for their safety or the safety of someone they care about. It can include: watching or following someone; making threats that cause someone to fear for their safety; making threats to someone's children, family, pets or friends that cause fear; or repeatedly contacting someone or sending gifts after being asked to stop. ⁱⁱ |
| Emotional abuse and psychological abuse | <p>When a person uses words or actions to control, frighten, isolate or take away another person's self-respect. Emotional abuse is sometimes called psychological abuse. It can include: put downs, name calling or insults; constantly yelling at someone; keeping someone from seeing family or friends; making fun of someone's religion or faith, not letting a person practice it (spiritual abuse); controlling what someone wears, where someone goes, who someone can see (in the case of adults); preventing someone from going out, taking classes or working if the person wants to (in the case of adults); threatening to have a person deported if the person doesn't behave a certain way; making threats to harm another person; destroying a person's belongings, hurting a person's pets or threatening to do so; or bullying (intimidating or humiliating someone, including on the internet).</p> <p>Some forms of emotional abuse are crimes: stalking, threatening to harm someone, harassing someone on the phone, intimidating someone on purpose or counselling (advising) someone to commit suicide. Many other forms of emotional abuse are not crimes, but they often have long-term negative effects and sometimes lead to criminal acts later on.ⁱⁱⁱ</p> |
| Exposure to intimate partner violence | When children are aware of intimate partner violence that is happening in their home. ^{iv} |

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| Family violence | Any form of abuse or neglect that a child or adult experiences from a family member, or from someone with whom they have an intimate relationship. It is an abuse of power by one person to hurt and control someone who trusts and depends on them. ^v |
| Femicide | The intentional killing of women because they are women. |
| Financial abuse | <p>When someone uses money or property to control or exploit another person. It can involve: taking someone's money or property without permission; withholding someone's money so the person cannot pay for things; making someone sign documents to sell things that the person doesn't want to sell; forcing someone to change his/her/their will; or not letting someone have access to family money to meet the person's or the person's children's basic needs.</p> <p>Most forms of financial abuse are crimes, including theft and fraud. Financial abuse can also include situations where one person intends to financially exploit another, as in cases of dowry fraud.^{vi}</p> |
| Gender | The roles and behaviours that society associates with being female or male. Rigid gender norms can result in stereotyping and curb our expectations of both women and men. A society's understanding of gender changes over time and varies from culture to culture. ^{vii} |
| Gender-based violence | <p>Violence that is committed against someone based on their gender identity, gender expression or perceived gender. Gender-based violence can take many forms: cyber, physical, sexual, psychological, emotional and economic. Neglect and harassment are also forms of gender-based violence. Violence and abuse can have negative effects that span generations and this often leads to cycles of violence and abuse within families and sometimes whole communities.</p> <p>Gender-based violence includes physical acts as well as words, actions and attempts to control, to degrade, humiliate, intimidate, coerce, deprive, threaten or harm another person. Examples of gender-based violence/abuse include: physical abuse; sexual abuse (adults); sexual abuse (children); emotional and psychological abuse; criminal harassment or stalking; technology-assisted violence; neglect; so-called "honour" violence; early or forced marriage; financial abuse.</p> <p>Gender-based violence is linked to sexist attitudes and behaviours and is made worse by other forms of discrimination such as racism, ableism, classism, homophobia, transphobia and biphobia. Discrimination, prejudice and intolerance can also make it hard for survivors from diverse populations to access appropriate support and services.^{viii}</p> |

Human trafficking (for a sexual purpose)

Human trafficking involves the recruitment, transportation, harbouring and/or exercising control, direction or influence over the movements of a person in order to exploit that person, typically through sexual exploitation or forced labour. It is often described as a modern form of slavery. The Criminal Code of Canada (Criminal Code) contains the tools to hold traffickers accountable and includes four specific indictable offences to address human trafficking, namely sections 279.01 (Trafficking in persons), 279.011 (Trafficking of a person under the age of eighteen years), 279.02 (Material benefit), and 279.03 (Withholding or destroying documents).

Many other Criminal Code offences can also apply to human trafficking cases including kidnapping, forcible confinement, uttering threats, extortion, assault, sexual assault, prostitution-related offences, and criminal organization offences. ^{ix}

“Honour” violence

So-called “honour” violence happens when family members believe that the victim has behaved in ways that will bring shame or dishonour to the family. The violence can be perpetrated by a partner or family member, and from the perpetrator’s perspective, is used to protect the family honour and restore the family’s reputation. ^x

Indigenous

Includes First Nations, Métis, Inuit and Non-status Indians as defined in the Canadian Constitution.

Intergenerational trauma

Happens when a traumatic event not only affects people who experience it, but when it also affects their children and sometimes, grandchildren. For example, children of Indigenous peoples who experienced trauma from residential schools are at higher risk for depression. Other examples of the long-term effects of the residential school experience include loss of traditional knowledge, poor community health, intergenerational stress, disparities in the social determinants of health and disruptions to ethnic and cultural identity. Intergenerational trauma is a significant issue for some Indigenous communities. For these communities it is often related to residential schools as well as historical and political contexts. ^{xi}

Intersectional

The concept of 'intersectionality' has been defined as "intersectional oppression [that] arises out of the combination of various oppressions which, together, produce something unique and distinct from any one form of discrimination standing alone..." An intersectional approach takes into account the historical, social and political context and recognizes the unique experience of the individual based on the intersection of all relevant grounds. This approach allows the particular experience of discrimination, based on the confluence of grounds involved, to be acknowledged and remedied.^{xii}

Intimate partner violence

The actual or threatened harm that happens in intimate relationships, including marriages, common-law, physical, sexual, psychological, emotional or financial abuse directed toward a partner in an intimate relationship. It can include behaviours such as harassment and stalking. An intimate relationship can be between people who are married, living together, dating, separated or divorced. It can take place while the relationship is ongoing or after it has ended. Such violence can occur in opposite- or same-sex relationships, and can be one-sided or involve both partners. (Sometimes referred to as domestic violence)

Lateral violence

Violence directed at peers rather than adversaries. Lateral violence occurs in different contexts throughout the world. The Native Women's Association of Canada defines lateral violence within Indigenous communities as "when a powerful oppressor has directed oppression against a group for a period of time, members of the oppressed group feel powerless to fight back and they eventually turn their anger against each other."^{xiii} (also referred to as horizontal violence)

Neglect

Not providing basic needs (e.g., food, adequate clothing, health care, protection from harm). Some forms of neglect are crimes in Canada, including failure to provide the necessities of life and child abandonment. Everyone has a legal duty as a parent or guardian to provide necessities of life for their dependent children (under 16 years of age), as well as their spouse, common-law partner, and any other person they are legally responsible for. Neglect happens when a family member, who has a duty to care for another, fails to provide for that person's basic needs. It can involve: failing to provide proper food or warm clothing; failing to provide a safe and warm place to live; failing to provide adequate health care, medication and personal hygiene (if needed); failing to prevent physical harm, or failing to ensure proper supervision (if needed). It may also include leaving someone alone for too long when that person is injured or unwell.^{xiv}

Non-consensual distribution of intimate images

In Canada, it is illegal to share intimate images without consent. An "intimate image" is a visual recording of a person made by any means (e.g., picture or video) in which the person is nude or exposing his or her genitals, rear end or breasts, or is engaged in explicit sexual activity if:

- a) at the time the recording is made, there were circumstances that gave rise to a reasonable expectation of privacy (e.g., a picture taken by a person while in their bedroom); AND
- b) at the time the recording is shared without consent, the person who is in the recording still has a reasonable expectation of privacy. It is expected that if the person who is in the image had a reasonable expectation of privacy when the recording was made the person would retain the expectation of privacy, as long as s/he does not subsequently share the recording with others or post it online, etc.^{xv}

Physical abuse (including assault)

The intentional use of force against a person without that person's consent. It can cause physical pain or injury that may last a long time. It includes: pushing or shoving; hitting, slapping or kicking; pinching or punching; strangling or choking; stabbing or cutting; shooting; throwing objects at someone; burning; holding someone down for someone else to assault, or locking someone in a room or tying them down.^{xvi}

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| Sex | The biological and physiological characteristics that define males, females and intersex persons. ^{xvii} |
| Sexual abuse (children) | <p>Any sexual contact between an adult and a child under 16 is a crime. Child sexual abuse happens when a person takes advantage of a child for sexual purposes. It does not always involve physical contact with a child. For example, it could happen when an adult makes sexual comments to a child, or secretly watches or films a child for sexual purposes. Sexual abuse of a child includes: any sexual contact between an adult and a child under 16 years of age; any sexual contact with a child between the age of 16 and 18 without consent; or any sexual contact that exploits a child under 18.</p> <p>In Canada, the age of consent for sexual activity is 16, but there are some exceptions if the other person is close in age to the child.</p> <p>In addition, children under 18 cannot legally give their consent to sexual activity that exploits them. Sexual activities that exploit a child include prostitution and pornography. They also include situations where someone in a position of authority or trust, or someone the child depends on, has any kind of sexual activity with the child. A person of authority or trust could be a parent, step-parent, grandparent, older sibling, teacher or coach.^{xviii}</p> |
| Sexual abuse (adults) | All sexual contact with anyone without consent is a crime called sexual assault. Sexual assault includes sexual touching or forcing sexual activity. It can include: sexual touching or sexual activity without consent; continued sexual contact when asked to stop; or forcing someone to commit unsafe or humiliating sexual acts. ^{xix} |
| Sexual assault | All sexual contact with anyone without consent is a crime. Sexual assault includes sexual touching or forcing sexual activity. It can include: sexual touching or sexual activity without consent; continued sexual contact when asked to stop; or forcing someone to commit unsafe or humiliating sexual acts. Sexual assault is defined in the Criminal Code of Canada into three separate offences: S 271: Sexual assault (level 1); S 272 Sexual assault committed either with a weapon or with threats to a third party, or causing bodily harm (level 2); and, S 273 Aggravated sexual assault (level 3). |

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| <p>Sexual exploitation</p> | <p>(1) Child sexual exploitation: the act of coercing, luring or engaging a child, under the age of 18, into a sexual act, and involvement in the sex trade or pornography, with or without the child’s consent, in exchange for money, drugs, shelter, food, protection or other necessities. Child sexual exploitation of an individual under the age of 18 is clearly defined and interpreted as child abuse.</p> <p>(2) Sexual exploitation (general): any actual or attempted abuse of a position of vulnerability, differential power or trust, for sexual purposes including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.</p> |
| <p>Sexual harassment</p> | <p>Includes offensive or humiliating behaviour that is related to a person’s sex, as well as behaviour of a sexual nature that creates an intimidating, hostile or poisoned environment.</p> |
| <p>Sexual violence</p> | <p>A broad concept that includes a range of acts in which people can be sexually violated. Examples include all forms of sexual harassment, forced, actual or attempted sexual intercourse, unwanted sexual contact, sexual assault, indecent or sexualized exposure, unwanted sexual comments, sexual molestation, sexual abuse of children, genital mutilation, forced sexual initiation, and sexual exploitation and trafficking with sexual purpose, among others. It can manifest as Missing and Murdered Indigenous Women and Girls.</p> |
| <p>Technology-assisted violence</p> | <p>Violence that is committed, facilitated, and aggravated through the use of contemporary technologies. It includes, but is not limited to: harassment, cyberstalking, luring, trafficking, non-consensual distribution of intimate images, non-consensual pornography via software applications (i.e., using an AI enabled programme to change the face of a person in a pornographic video recording), doxing (i.e. searching for and publishing private or identifying information about an individual on the internet with malicious intent), and mobbing (i.e., targeted campaign against an individual by a concerted group of perpetrators).^{xx}</p> |
| <p>Trauma-informed approaches</p> | <p>Approaches that take into account the lasting effects trauma has on survivors and tailors information, resources, and services to avoid re-traumatizing them.^{xxi}</p> |

- i Status of Women Canada. About Gender-Based Violence. Accessed May 1, 2019. <https://cfc-swc.gc.ca/violence/knowledge-connaissance/about-apropos-en.html>
- ii Ibid
- iii Ibid
- iv Public Health Agency of Canada (October 2016). The Chief Public Health Officer's report on the State of Public Health in Canada 2016: A focus on family violence in Canada. <https://www.canada.ca/content/dam/canada/public-health/migration/publications/departement-ministere/state-public-health-family-violence-2016-etat-sante-publique-violence-familiale/alt/pdf-eng.pdf>
- v Status of Women Canada, Supra note i
- vi Ibid
- vii Ibid
- viii Public Health Agency of Canada, supra note iv
- ix Ibid.
- x Status of Women Canada, Supra note i
- xi Public Health Agency of Canada, supra note iv 109, 110
- xii Ontario Human Rights Commission. An introduction to the intersectional approach. Accessed May 24, 2019 <http://www.ohrc.on.ca/en/intersectional-approach-discrimination-addressing-multiple-grounds-human-rights-claims/introduction-intersectional-approach>
- xiii <https://www.youthforlateralkindness.com/what-is-lateral-violence-1>
- xiv Status of Women Canada, supra note i
- xv Canadian Centre for Child Protection. Non-Consensual Distribution of an Intimate Image. Accessed May 24, 2019 https://www.cybertip.ca/pdfs/Ctip_SharingSexualPictures_en.pdf
- xvi Status of Women Canada, supra note i.
- xvii Ibid
- xviii Ibid
- xix Ibid
- xx Ibid
- xi Ibid

