building

community-based

partnerships

building community-based partnerships for local action on WOMEN'S SAFETY

for local action

on women's

safety

FEMMES ET VILLES
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WOMEN IN CITIES

Building Community-Based Partnerships for Local Action on Women's Safety
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building community-based partnerships for local action on WOMEN'S SAFETY

Women in Cities International

building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building commun *Table* of *Contents:*d p on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based *Introduction* on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

This is a guide for community-based women's groups to create partnerships with their local municipal government.

What makes it special is the consideration given to:

▸ The particular characteristics of community-based women's groups;

▸ The particular characteristics of municipal governments; and

▸ The importance and special challenges in creating partnerships between the two.

Partnerships between community-based women's groups and municipal governments are beneficial because together they can do important work to create safer and more inclusive communities for women and girls in all their diversity.

In order to tap into the things that are going on across the country, the guide builds on 6 existing projects in various sites. In all cases, the groups are active in creating safer and more inclusive communities for women and girls, and have been / are working with their local municipalities.

THE PILOT SITES AND PROJECTS ARE:

Williams Lake, British Columbia
The Women's Contact Society

The Women's Contact Society is working in partnership with the municipality of Williams Lake on a project dealing with women's safety and the building of a safer and more inclusive community for all. A Women's Safety Assessment was done, followed by a Women's Safety Audit and the City and the Women's Contact Society are now working on implementing the recommendations of the safety audit.

The Women's Contact Society has existed for 25 years. It runs a daycare, an advocacy program, a childcare resource and referral program and a good food box program, in addition to the women's safety project.

Williams Lake is a community comprised of 12,000 residents at the centre of a population of 53,000 of the Cariboo-Chilcotin Region of British Columbia. Its economy is principly based on resource industries; forestry, mining and agriculture. The community is concerned with diversifying the economic base of Williams Lake.

Regina, Saskatchewan
Women of the Dawn
Counselling Centre
Regina Indigenous Women

The Coordinator of the Women of the Dawn Counseling Centre works with the North Central Community Partnerships which is a tri-level (federal, provincial, municipal) partnership with the North Central Community Organization, the United Way and other neighbourhood stakeholders to improve the conditions of the North Central Area of Regina. It is also one of the neighbourhoods that are part of the Action for Neighbourhood Change program.

The Women of the Dawn Counselling Centre was created in 1993 and offers services to First Nations women with particular attention to those who lived in residential schools. The Centre also sponsors the Annual Saskatchewan Aboriginal Awards dinner and presentations.

Regina, the capital of Saskatchewan, is a community with a population of about 190,000. According to the 2001 census, approximately 10% of the population was Aboriginal and the Aboriginal community in Regina is growing rapidly.

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Region of Peel, Ontario
Peel Committee against Woman Abuse (PCAWA)
The Peel Committee on Sexual Assault (PCSA)

Both groups are made up of approximately 25 full members from agencies, or other service providers and individuals, and another 8-10 supporting or associate members, who work to coordinate response on the issues of woman abuse (PCAWA) and sexual violence (PCSA). PCAWA was founded in 1984 and PCSA in the early 1990s. The two groups work on numerous projects with the departments of the Region of Peel (Ontario Works, Peel Housing, Peel Health, Children's Services). These projects have included the development and distribution of a violence prevention resource kit for parents and caregivers of children aged 0-6, reaching out to health professionals through the distribution of ethno-specific materials on safety plans, the development of protocols for a coordinated response system, and a safety audit conducted in 2003.

The Region of Peel is a large centre of about one million in population, immediately adjacent to the City of Toronto. The Region is composed of three municipalities, Mississauga, Brampton and Caledon. The Region has a highly diverse population, with immigrants from approximately 100 countries making up approximately 43% of the Region's population. While Mississauga and Brampton are suburban growth areas, Caledon is still largely rural.

Bellechasse, Québec
Centre-femmes de Bellechasse (Women's Centre of Bellechasse)

The Women's Centre in Bellechasse County was created in 2001 and is currently working on a project with high school students to prepare charters describing what municipalities committed to non-violence would look like. Once completed, these charters will be presented to the municipal councils in Bellechasse County.

The Women's Centre has been active in a wide variety of areas including the creation of a committee on women and regional government, with representatives from the 20 municipalities making up the county, publication of material on female elected officials, a variety of information campaigns opposing violence against women, including using hairdressers for the diffusion of information, courses on health and self-esteem, and a safety audit.

Bellechasse is an agricultural county in Québec, situated close to Lévis (across the St-Lawrence River from Quebec City). It has an overall population of approximately 30,000 and is made up of 20 relatively small municipalities.

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Kuujjuaq, Nunavik
Wellness Centre project,
Municipality of Kuujjuaq

The Municipality of Kuujjuaq is interested in bringing together community-based women's groups and services in the community to work with the municipality to plan the program of a wellness centre, a project needed by the community. Along with community-based women's groups and the municipality, people have come together from the Women's Shelter, the educational sector, the CLSC (Centre local de services communautaires – the local organization of the Québec government offering front-line health and social services), and the local section of Pauktuutit (the national Inuit Women's Organization) to work together around this project.

Kuujjuaq is a community of approximately 2000 in population and is the administrative centre of Nunavik, the Northern Québec Region of predominately Inuit communities. Kuujjuaq's population is slightly more than 80% Inuit.

Charlottetown, Prince Edward Island
Mayor's Purple Ribbon Task Force on
Family Violence Prevention

Members of the Task Force include representatives of the PEI Advisory Council on the Status of Women, the Transition House Association, the PEI government family violence consultant, as well as representatives from the municipal government of Charlottetown. The Task Force was set up on the Mayor's initiative in 2001 building on the partnership established between community and governments since 1995. Members of the Task Force have been very active doing training with city employees, creating greater visibility for the issue of family violence prevention, doing a safety audit, and working on the implementation of the recommendations of the audit.

Charlottetown, the capital of Prince Edward Island, has a population of 32,000.

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Characteristics
of community-based women's groups and of municipal governments

Before getting into the guide and the ways to build partnerships, we want to emphasize the very special characteristics of community-based women's groups and of municipal governments that make these partnerships both very challenging and very important.

1. Community-based women's groups tend more and more to be funded by project funding and therefore their activity must be focused on the project at hand. This means that there is rarely enough time, if any, to think broadly about strategies and long-term objectives because the current project needs work and the next project proposal must be prepared. This also means that there is often relatively little administrative capacity to work on the new areas. The existing administrative capacity is used for the project that needs completing, and it needs to be completed to be able to go on to another project and keep the organization in existence.

2. Community-based women's groups and organizations are often made up of people who represent other agencies or groups. This has enormous advantages in producing more coordinated action on important questions and in spreading information effectively across a community. But it also means that many of the members are very busy with their own organizations and have limited amounts of time and energy that they can put into the group. This increases the workload on the staff of the community-based women's groups and, as we have just described, this staff is usually busy working on the current project. This creates even more pressure on the administrative capacity of the organization.

3. Community-based women's groups are always deeply involved in debates about definitions and focus. Are we feminists? Are we women-centered? Are we gender-based? These are hugely important questions as they have implications for who is involved, who is the primary audience and what is the focus in programming. Debates also take place in many groups about the relationship between focusing on women and other dimensions such as ethno-cultural diversity, Aboriginality, age, disability, and sexual orientation. These considerations are crucial as they pertain to the major issues of fundamental principles and questions regarding strategy and tactics. At the same time, these debates take time, enormous energy and they sometimes create painful conflicts within the group. As well, people outside the organization often do not understand why so much time is spent on these questions, which can lead to misunderstandings with potential partners.

4. Community-based women's groups have traditionally not seen municipal governments as potential partners. This has been the case both because municipal governments have often been seen as focusing on economic development or infrastructure, such as roads and sewers, areas that were seen as not being a priority for women or where women had less experience. Provincial and/or federal governments dealt with issues such as education and health that were more central to women. Moreover, it was often these governments that funded the women's groups. For all these reasons, community-based women's groups often need to be convinced that partnerships with municipal governments are possible and valuable. We hope that this guide will help to do this.

Municipal governments also have particular characteristics that make partnerships a challenge.

1. Traditionally, municipal services have been isolated from each other; they often work in 'silos'. This has been partly due to each service having links to a different provincial government department and therefore links were created vertically. Municipalities are now trying to work more horizontally, but this is not easy. What this means is that it is often very difficult to get central administrative support, as links to one service remain with that service. Community-based women's groups can create links to one area of city services but this does not mean that information about the groups travels to other parts of the municipality. Indeed, in large municipalities, the directors of departments may not even be aware that they are involved in partnerships and that members of their own staff are participating in partnerships with community-based women's groups.

2. In most municipal governments in Canada, people are elected as individuals, not as members of a political party. This means that each council member decides on each issue individually. Sometimes mayors can build coalitions, but often majorities are formed on each vote. This is very different from federal and provincial politics, where the political parties play a very important role. This means that community-based women's groups need to discuss their issues with all, or almost all, the council members. This involves time, energy, and a kind of political activity that is new to many community-based women's groups.

3. Municipal governments have not tended to see community-based women's groups as political partners. Traditionally, they have tended to seek out the business community

or neighbourhood-based residents' groups, which have more often been seen as partners for the 'main business' of the municipality.

4. Municipal governments in recent years have often been very stretched for funds, particularly in the areas of social and health spending. For this reason, they have often been reluctant to get involved in new initiatives and may hesitate to partner with community groups on the grounds that their staff is not able to take on new activities.

So, creating partnerships with municipal governments is a challenge, but it is worth it. These partnerships can help to build safer and more inclusive communities for the full diversity of women and girls.

Moreover, our visits to the 6 projects across Canada and the discussions that went on between the people involved in the projects indicated that there were interesting new perspectives and new issues that could help create links between community-based women's groups and municipalities. Some of these new ways of seeing the potential for working together include:

▸ Public health and creating healthy, violence-free communities

▸ Crime prevention and using a gender perspective to work on making the community safe for the most vulnerable and, therefore safe for all

▸ Human rights and their implementation at the local level

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Principles of this *guide*

This guide uses a women-centered approach to partnerships for community safety. It is built on the following principles:

1. It is women-centered and uses a gender-based analysis

This means that we will be looking at the issues of safety and community participation from the point of view of women and girls, using gender-based analysis[1]. We do this knowing that making communities safe and inclusive for women and girls make them safe and inclusive for everybody.

2. It builds on the inclusion of the full diversity of women and girls

This means that we are continually aware of the diversity of women and girls and of the need to consciously plan for the inclusion of women and girls of different ethno-cultural and racialized groups, of different ages, languages, sexual orientations, abilities, classes, and location, be it rural, urban or suburban.

3. It shows how to build partnerships between community-based women's groups and municipal governments

As we will discuss later on, this is one of the guide's originalities. Partnerships involving municipal governments and community-based women's groups can be powerful tools for creating safe and inclusive communities. *"Building partnerships between women's organization and municipal governments is recognized as a successful approach that addresses safety issues in the community."* (Dame & Grant, 2003)[2]

4. This guide is based on the experience of six sites across Canada that are engaged in partnership projects involving community-based women's groups, municipal and regional governments and many other community partners.

This is the great strength of this guide; it incorporates learning from six projects across Canada. The projects come from very varied communities, ranging in population of approximately 2000 to approximately one million. To give a better sense of the kinds of partnerships involved and the ways in which the six partnerships are working to create safer and more inclusive communities, we have included short descriptions of each of the projects.

To summarize, this guide is:

▸ women-centered, with the aim of building safer and inclusive communities for all

▸ continually conscious of the full diversity of women and girls

▸ intended to show how to build partnerships between community-based women's groups and municipal governments

▸ influenced by the experience of six projects across Canada, bringing together community-based women's groups, municipal and regional governments and other community partners to work in partnership to build safe and inclusive communities.

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[1] Status of Women Canada (1998). *Gender-based analysis, a guide for policy making.* Ottawa. www.swc-cfe.gc.ca

[2] Dame, T. and Grant, A. (2003). *Women and community safety : a resource book on planning for safer communities.* Cowichan Valley Safer Futures Program. www.saferfutures.org

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Phases of creating and developing partnerships for women's safety

The organization of the Guide follows the phases of creating and developing partnerships around issues of safety for the full diversity of women and girls. The sections are as follows:

1. Identifying the Issue(s) or the Problem(s)

2. Identifying Partners

3. Partnership Building and Management

4. Developing Action Plans and Funding Proposals

5. Implementing the Action Plans

6. Evaluation as a Continuous Process

7. Conclusion

These divisions are made to facilitate the use of the guide; obviously in real life they overlap and in fact may take place in a different order. In the case of Williams Lake, funding had been secured from the National Crime Prevention Centre before contact was made with the municipality. In the case of Kuujjuaq the action plan for the wellness centre was being developed at the same time, or even before, the partnership building and management. Obviously, projects differ in the way they develop and the different sections can be read separately, around specific issues, or in whatever order makes the most sense to you.

1. Identifying the issue(s) or the problem(s)

Community partnerships are developed for several reasons. They may evolve from a response to a public concern, from a particular event that happened in the community, from a local meeting, or from an initial small project that then expanded. In the case of Charlottetown, it was the murder of a woman, Debbie Holmer, on July 1 2001 that galvanized the Mayor of Charlottetown and the PEI community. In Bellechasse, the existence of the Québec government program, À Égalité pour

décider (Equality for decision-making), gave the Women's Centre in Bellechasse the required resources to produce material describing the female elected representatives in the region and to highlight their activities. This increased the visibility of the link between women, municipal government and community development. In Regina, the Women of the Dawn Counselling Centre is focused on making the links between the national campaign around missing Aboriginal women and local cases in Regina.

Before a partnership can be established, it is important to first identify the problem or the issue to be addressed. There are all kinds of issues in a community that can bring people together. There may be an issue about girls' access to sport facilities, or it may be an issue about women's sense of safety within the community. Community-based women's groups are well placed to be aware of issues that are worrying people and upon which they would like to act.

A first step to learn what matters and what is perceived as being important could be to gather a small group of individuals together to form a coalition to address concerns on a specific problem or issue. A coalition is characterized by the «collaboration of many people with different interests pooling their resources together to solve a problem no one person or group can solve alone», and has an optimal size of 8 to 12 individuals[3]. A meeting could be called to discuss the problem from several perspectives, remembering to ensure that women, and the full diversity of women, are well represented at this initial stage. This group could identify the events that have raised awareness of the problem within the community, and each individual could present the information, data or sources that they possess related to the problem.

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[3] New Rural Partnerships Project (2000). *Creating consensus for safer rural communities: How to develop an action plan to create safer rural communities for women, children, and other vulnerable people.*

PHASES OF CREATING AND DEVELOPING PARTNERSHIPS FOR WOMEN'S SAFETY on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

2. Identifying partners

Selecting and recruiting partners is crucial when addressing women's safety issues in the community. Partnerships in general involve choosing a diverse group of individuals from the community in order to build on community strengths and cover possible gaps. When selecting partners, one should consider the people that are most affected by the problem, and the individuals that can help in carrying out an analysis of the problem and in developing an action plan to successfully eliminate or prevent it.

As this guide is based on partnerships formed around community-based women's groups and municipal governments, we will start with these two partners.

Why community-based women's groups?

The participation of women and community-based women's groups brings concrete know-ledge to bear in mind regarding issues of building safe and inclusive communities. They have knowledge of the community and of the ways in which the community sees and understands the issues. Often the groups are made up of women directly affected by the issue. Municipal governments need this expertise if they are to find effective solutions to problems of violence and community fears of violence. As reported by the Federation of Canadian Municipalities (2004)[4], local women's organizations should view themselves as knowledge experts on issues such as gender, violence, racism and diversity. They then need to convince the municipal governments and the population in general that this expertise is needed if solutions are to be found.

Many municipal governments recognize the expertise of community-based women's groups and seek out these groups when acting in areas relating to women's safety. This was true of the two projects that were initiated by the municipal governments. In Charlottetown the Mayor's Purple Ribbon Task Force brought together representatives of organizations with great expertise in the area of violence prevention. The PEI Advisory Council on the Status of Women had been doing an extremely successful purple ribbon information campaign linked to December 6[5] for a number of years, the Transition House Association had deep knowledge of the women's perspective on domestic violence, and the PEI government consultant had worked with the community for years. The Kuujjuaq municipal government felt strongly that the community needed a wellness centre to build individual and community capacity to live healthy and violence-free lives. The municipal government knew also that the success of such a project depended on widespread community involvement, and on the commitment from community-based women's groups and front-line intervention workers. In Regina the tri-level project centered around North Central Regina takes the form of the Regina Inter-City Community Action Plan, and Ivy Kennedy, director of the Women of the Dawn Counselling Centre sits on the steering committee. She was invited to sit on this committee because of her known expertise around issues involving Aboriginal women.

However, municipal governments do not always make good use of the tremendous expertise within their communities around issues of building safe, healthy and inclusive commu-nities. A number of municipalities have been active in crime prevention without involving community-based women's groups; while they are active in issues involving healthy commu-nities and recognize the link between health and violence, they do not involve the groups working on these issues in their community.

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[4] Federation of Canadian Municipalities (2004). *Increasing women's participation in municipal decision making : Strategies for more inclusive Canadian communities.* www.fcm.ca

[5] Refers to the Massacre occurred on December 6th 1989, at the École Polytechnique, Montréal, in which 14 young women were killed

Why municipal governments?

Local governments can play a central role in building safe and inclusive communities for the diversity of women and girls, and therefore for all. They do so because local governments have major responsibilities that influence community safety and they have developed tools for acting in these areas. Local responsibilities can include[6]:

- planning and zoning
- public transportation
- police services
- use of public buildings
- giving grants to community groups
- being the employer of a varied workforce
- location and sometimes the provision of social and health services
- provision and management of social housing
- employment assistance programs
- advocacy to other levels of government (provincial and federal)

For example, the project in Peel involves the following departments of the Region of Peel: Children's Services, Health, Housing, Ontario Works, the Police, and the Environmental Design Committee of the Municipality of Mississauga.

The importance of local government for women more generally is well developed in the International Union of Local Governments (IULA)'s Declaration on Women in Local Government, which describes "local government as a service provider and enabler of sound living conditions". This declaration underlines the rights of women to equal access to services, to have a say in the initiation, organization, and monitoring of such services, and to be treated equally therein[7]. As a consequence of this, local governments have a responsibility to respond by promoting the growth of services aimed at encouraging women's equality in civic participation and to avoid stereotypes that may impede their quality of life. Violence against women has broad effects on individual and community health[8] and for this reason, issues relating to women's safety are the responsibility of the local government[9].

It is important for local governments to tackle the issues of safety and well being within the community, and therefore to make crime prevention and women's safety issues important priorities. Many local governments have some activity for the prevention of crime already in place, but in many cases this activity is less effective because little or no attention has been paid to gender, which could well be expanded or developed further based on the real needs of the people that they serve[10]. They often need to understand the real cost of violence and therefore the importance of acting. In addition, they need to understand what possibilities exist for being able to act effectively on domestic violence.

[6] Doctor Philippe Pinel Fondation and International Center for the Prevention of Crime (2005). *The key for safer municipalities*. www.crime-prevention-intl.org

[7] International Union of Local Governments (IULA). *Declaration on women in local governments*. www.cities-localgovernments.org/uclg/upload/template/templatedocs/worldwidedeclaration.htm

[8] World Health Organization (2000). *Violence against women*. Fact Sheet 239. www.who.int/mediacentre/factsheets/fs239.

[9] Lawlink New South Wales (Crime Prevention Division): *Plan it safe: Raising the issue of women's safety in your community*. www.lawlink.nsw.gov.au/swp/swp.nsf/pages/swp_6

[10] Doctor Philippe Pinel Fondation and International Center for the Prevention of Crime (2005). *The key for safer municipalities*. www.crime-prevention-intl.org; Lawlink New South Wales (Crime Prevention Division): *Plan it safe: Raising the issue of women's safety in your community*. www.lawlink.nsw.gov.au/swp/swp.nsf/pages/swp_6

How to approach local governments

In order to build a relationship with the local municipality that is necessary to gain support and interest in forming a partnership, one must discuss and strategize ways to approach the local council, i.e. the elected officials. When the women's groups' representatives from the 6 projects got together in Montreal, they discussed ways of approaching municipal government. The strategies that emerged were:

a) do your homework first

▸ know their election platforms

▸ know the burning issues

▸ choose your likely supporters

b) understand their position

▸ give them something that will work for them

▸ allow them ways to gracefully change their mind and save face

▸ do the background work for them

▸ give them options

c) acknowledge small steps

▸ thank council collectively for positive steps

▸ thank individual councillors

▸ even if you get only a quarter of what you want, consider it a victory and acknowledge it as such

d) relationships, relationships, relationships

▸ these need nurturing, over time

▸ personal relationships are critical

As well as knowing your council's issues, it is important to think how best to present your issues. Sometimes a fresh angle can be attractive to council members. Such angles may include the prevention of crime through a gendered analysis, as a majority of citizens believe that traditional criminal justice approaches (police, courts, and prisons) are quite ineffective with regard to reducing the level of crime[11], as well as a better control of the expenses related to public security[12], and reduction of the social and economic costs related to violence against women[13].

Challenges in partnerships with local governments

There may be challenges when it comes to establishing working relationships with local governments to address issues related to women's safety. As reported by the Federation of Canadian Municipalities (2000), aside from women's lack of participation and access to information regarding consultation processes, it has been noted that promoting women's safety may not be seen as a priority, taking a backseat to more technical issues such as roads and water. For this reason, groups or committees formed to tackle issues such as the prevention of violence against women may not be taken seriously or may be met with passive resistance. This may also be true when the activity clearly relates to particularly marginalized groups of women, for example Aboriginal women. Municipal governments may be reluctant to deal with these issues. Municipal governments may argue that a request from women to engage with them is a request from a 'special interest' group and will lead to more requests from other groups. Still other municipal governments may be hesitant to recognize women's, or gender, issues.

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[11] International Center for the Prevention of Crime (1999). *Crime prevention digest II.* www.crime-prevention-intl.org

[12] Federation of Canadian Municipalities (2000). *Primer on municipal crime prevention.* www.fcm.ca

[13] Kinnon, D. and Hanvey, L. (2006) *Health aspects of violence against women- a canadian perspective.* www.hc-sc.ca

In these cases, demonstrated community support for action may be useful. It is also important to be able to demonstrate how your issue relates to the issues the municipal government is currently working on, and is described in terms that the municipality is already comfortable with. For instance, it may be more productive in the initial stages to talk about creating a safer community and how this can be good for economic development. Reducing violence against women can reduce police costs, and also the costs of public housing, public health and welfare. Relate your issue to theirs. As described earlier, it may be very difficult to establish contact with the central administration levels. In this case, it may make more sense to start a partnership with one particular service of the municipality. If this is the route taken, it still is important to continue to try to create ties between the service and other parts of the municipality.

Why other partners?

We have described the importance of having community-based women's groups involved and of having local governments involved but other partners are also important. It is vital to think clearly and strategically about broadening the partnership. Develop a list of groups currently working on these issues, as well as a list of persons that can benefit from this partnership. Relevant agencies and individuals from different sectors who have an interest or a responsibility in dealing with the problem could be invited to participate in the development of the action plan. Potential partners may include[14]:

- provincial and federal government departments
- employers and unions
- faith communities
- school boards
- hospital boards
- health boards
- police officers and their consultative groups
- restorative justice committees
- women's centers and victim support workers
- social planning councils
- services agencies
- groups that bring Aboriginal and ethno-cultural presence
- groups representing people with disabilities
- community economic development organizations
- local businesses
- service clubs or community foundations, and
- individuals in the community who have played significant roles.

Potential partners should also reflect the full diversity and complexity of the communities. Women have different experiences, perspectives and needs according to their age, race, income, abilities, sexual orientation, and language. Partnerships should therefore ensure representation reflecting the diversity of the community since decisions may affect particular groups of women in different ways. Doubly and triply marginalized groups [i.e. women visible minorities, racialized groups, women with disabilities, LGBT communities *(lesbian, gay, bisexual and transgender),* sex trade workers, people from low socio-economic groups, etc.] should be proactively recruited and should be encouraged to participate in local decision-making processes.

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[14] New Rural Partnerships Project (2000). *Creating consensus for safer rural communities: How to develop an action plan to create safer rural communities for women, children, and other vulnerable people.*

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It may be beneficial at this point when considering other partners to think in terms of the kinds of resources that can increase the chances of a successful project. According to the Wild Rose[15] Fondation, these resources may include:

▶ Cash resources for operational funding

▶ Cash resources for program funding

▶ Enhanced access to granting or other funding programs

▶ Gifts-in-kind (products, services, or supplies)

▶ Increased credibility or reputation in the community

▶ Expertise (e.g. marketing, accounting)

▶ Added voices or support for your mission

▶ Advice and counsel

▶ Facilities for ongoing and occasional use

▶ Access to employee volunteer or donation programs

▶ Secondments

▶ Introductions to a specific audience or to a broader community

3. Partnership Building and Management

The partnership agreement

Given the power differences between community-based women's and local governments, it would be advantageous for all partners to reach an agreement on the parameters and guidelines of the partnership. Frank & Smith (2000) cite some benefits of this process, including[16]:

▶ Clear action plans related to each partnership goal

▶ An identification of the resources available to the partnership and how they will be used

▶ A clear understanding of the roles and responsibilities of each partnership member

▶ A strategy for building upon the capacity within the partnership

However, having made this point, it must be noted that none of our six projects had a formalized agreement. All projects were developed in a much more ad-hoc fashion and even the formalized partnerships did not have a written agreement. Despite this, we want to explore the issues of a formalized agreement in order to spell out the possible advantages of being explicit. It may be possible to achieve these advantages in other ways, or to develop certain elements of an overall agreement.

Investing time in the initial planning stages of the partnership is important. The partnership could be formalized by drafting together a partnership agreement (memorandum of understanding or terms of reference), which is to be signed by all partners (Appendix B). This agreement will set the partnership guidelines and facilitate accountability. The dimensions that are important to consider when preparing a partnership agreement include: a common vision, the benefits of the partnership, the relationship among partners, their roles and responsibilities, the partnership structure and leadership, dealing with power differentials, coordination proceedings, methods of conflict resolution, and the allocation of resources.

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[15] Taken directly from: Wild Rose Foundation and Alberta Community Development (2001). *Working in partnership: Recipes for success.*
www.cd.gov.ab.ca/building_communities/volunteer_community/resources/partnership_kit/Partnership_Kit.pdf

[16] Taken directly from: Frank, F. and Smith, A. (2000). *The partnership handbook.* Pg. 32.
www.hrdc-drhc.gc.ca/common/partnr.shtml.

It is particularly important in this initial planning phase that the coordinators /managers of the organization involved in the partnership get the support and clear directives from their governance structure in order to be sure that the new partnership can accommodate the workload. This is particularly important when the organization is made up of people representing other agencies or organizations. The overall group has to be aware that the new partnership represents an added effort as well as added opportunities and that it has to be shared collectively by the whole organization.

a) A common vision

It is often very practical for partners to spell out a common vision. The vision process identifies key principles or values that are fundamental to everyone, takes into account the interests of all partners, and outlines the purpose and objectives of the collaboration. A vision statement can provide an agreed-upon foundation of what the group wants to achieve, keep everyone focused on the same agenda, and guide partners through the planning and decision making processes. It can take the form of a 2 or 3 line mission statement that reflects a mutual vision. Characteristics of this statement include that[17]:

- It says what the organization is striving to become-what is not working today

- It describes the ultimate goal, the end state

- It remains in place until achieved or until environmental and/or stakeholders' needs change

- Its language is inspirational

b) Benefits of the partnership

Clarifying the potential benefits that the formation of a partnership may bring to each partner can be valuable, since partners tend to be further committed if they believe that their participation is needed to enhance the collabo-

rative effort and beneficial to their organization. Some benefits may include[18].

- An overlap of vision/mission that allows both partners to move more quickly to their goals

- Detailed knowledge of the issue that the mission serves

- Knowledge of, and access to, the client base they serve

- Overall community positioning

- Skills and expertise that partners value

- Opportunities to showcase and promote our partners

- Increased media clarity with consistent message

Additional benefits consist of[19]:

- Funding being conditional upon partnering

- Achieving administrative savings

- Learning from each other

c) The relationship among partners

Partners should get to know each other and the involved organizations by understanding each other's vision, mandate, priorities, culture, work and operational practices. This process may decrease the chances of misunderstandings and conflicts by recognizing any such differences and taking measures to minimize their impact.

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[17] Taken directly from: Office of Juvenile Justice and Delinquency Prevention (2001). *Building drug-free communities: A planning guide.* www.ojjdp.ncjrs.gov

[18] The Collaboration Roundtable (2001). *The partnership toolkit: Tools for building and sustaining partnerships.*

[19] Wild Rose Foundation and Alberta Community Development (2001). *Working in partnership: Recipes for success.* www.cd.gov.ab.ca/building_communities/volunteer_community/resources/partnership_kit/Partnership_Kit.pdf

For example, each group might have their own vocabulary, as groups occasionally use different terms for the same concept. Agreement on a common vocabulary can help. Other potential challenges to partnering that should be considered include: that it may entail too much time, create confusion in reporting practices and accountability, create legal or financial difficulties, and call for changes to one existing organization or its loss of identity and autonomy that may be upsetting for some or compromise cultural and organizational standards[20]. Possible tension and conflict between partners needs to be addressed in order for it to be minimized. Being clear about political differences, for example, may allow joint action from groups who came from very different perspectives.

d) The roles and responsibilities of each partner

The partnership agreement could highlight the roles and the responsibilities of each partner. This allows partners to have realistic expectations about each other's roles, tasks, and commitments, and may also prevent conflicts since dispute or tension can arise from unrealistic expectations. By defining each partner's reason for being and tasks, duplicating efforts may be avoided, and the process may also ensure accountability, and seek the commitment of all partners involved. According to the Collaboration Roundtable (2001) some questions that may be asked to clarify roles are[21]:

▸ Is there a lead agency?

▸ Who will sign the contract with the funders?

▸ Will there be a management committee and, if not, how will the partnership and the program be managed?

▸ If there is a management committee, who will be on it? How often will it meet? Where will it meet? Who will chair the meetings?

What will its responsibilities be?

▸ Who will prepare program reports for the funder? Will the other partners or the management committee review these reports prior to their being given to the funder?

▸ Who will prepare financial reports for the management committee and the funder?

▸ Who will pay the bills? How will invoices be submitted? What documentation is required before invoices are paid?

▸ Who will provide office space and equipment?

▸ How will staff or volunteers be selected? Who will hire and train the staff? Who will supervise them?

▸ What role will volunteers play in the project? Who will organize, train and supervise the volunteers?

▸ How will volunteers and staff relate to one another?

▸ How will the partnership and the program be evaluated? By whom? When?

e) The partnership structure and leadership

It is necessary to be willing to give up some autonomy and come to an agreement on ways to balance or share power and authority among partners, in order to inspire the feeling of joint ownership and ensure accountability[22]. To achieve this end, establish a structure that is understood by all partners and can be useful in clearly defining working relationships and coordination procedures or mechanisms. It may be necessary to identify a lead partner or to clearly establish who will exercise what leadership roles.

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[20] The Collaboration Roundtable (2001). *The partnership toolkit: Tools for building and sustaining partnerships.*

[21] Ibid.

[22] Ibid.

f) Dealing with power differentials

Municipal governments and service agencies tend to have more power than do women from community-based women's groups. These power differentials need to be recognized and dealt with, as do power differentials among community representatives. At the same times, differences need to be recognized and respected. This is an extremely difficult issue to deal with and is something that requires continual effort within projects.

g) Coordination procedures

▶ **Regular meetings**

Meetings are primarily intended for assessing the progress of the partnership, to exchange information and expertise, and for making decisions. To maintain sustainability, partners should hold meetings on a regular basis, for example, on a monthly or bimonthly basis. Convening a meeting at least three weeks before the date or sending advance notice will likely improve attendance.

Select a time and location that is convenient for all partners. For example, some women may have family obligations that make early morning or late afternoon meetings difficult. In some cases provisions for childcare may solve these problems. Municipal representatives are likely to prefer meetings during work hours whereas this may be more difficult for community volunteers. The meetings should also take place in locations accessible to all, in which case provisions for transportation may be necessary.

Flexibility and consideration are essential when planning a meeting that involves the full diversity of women and representatives of municipal governments. Frank & Smith (2000) offer some suggestions for holding effective meetings, which are[23]:

▶▶ Set a timeframe for your meeting and stick to it

▶▶ Provide the agenda in advance. Prioritize things as need be, and put a name beside each item so everyone knows who will deal with it

▶▶ Before proceeding with the meeting, ask if individuals have additional items they wish to have added to the agenda

▶▶ Keep paper to a minimum, but circulate what is necessary to ensure that all members are informed

▶▶ Make sure that a record is kept of the key discussion points and the decisions reached. Point form is fine, and so are neat handwritten notes

▶▶ Set ground rules and enforce them

▶▶ Have a skilled chairperson or facilitator

▶▶ Acknowledge contributions, including comments or ideas. Don't leave things dangling in the air as if they weren't heard

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[23] Taken directly from: Frank, F. and Smith, A. (2000). *The partnership handbook.* pg 67. www.hrdc-drhc.gc.ca/common/partnr.shtml.

▶ **Negotiation and decision-making process**

Partners should reflect on the procedures for discussion, negotiating agreements and for decision-making. Agreeing on the interactions of partners during meetings can increase the participation of women and other individuals who may often feel marginalized. For example, the Housing our Families initiative set up the following ground rules:[24]

▶▶ Go-rounds: In discussions, each participant is given an opportunity to speak in turn. Even first-time participants are strongly encouraged to give their input when their turn comes. This principle guarantees that all participants, regardless of how articulate or aggressive they are, will have an equal chance to share their views.

▶▶ Equal time for all: Time limits are often used during go-rounds; interruptions, cross-talk, and speaking out of turn are not allowed. This principle helps keep the meeting moving forward and prevents a small minority from dominating the discussion.

▶▶ Decisions by consensus: An initial go-round enables participants to raise questions, share general feedback, and hear each other's concerns. During the next go-round, participants articulate their stance on the issue. This iterative process continues until consensus has been reached. This principle ensures that all participants' perspectives are incorporated into the final decision.

There are various democratic decision making processes available: unanimity voting, majority voting, consensus voting, etc. Use a decision-making processes that is comfortable to all partners and that takes the needs of diverse women into account.

▶ **Internal communication and information sharing**

Effective communication among partners creates a more productive and successful partnership. Partners should think about developing and implementing an internal communication process that ensures the effective communication among partners and that permits their exchange of information. Decide on the type of information shared and the way it should be shared so that it is accessible to all partners. *Keep in mind that how you communicate might influence who has access to information; for example, email is a useful tool that is not necessarily available to all.* Materials should also be produced in appropriate language, that is, reflective of the languages spoken in the community, using terms that are easy to understand, and based on agreed upon definitions and terminology.

▶ **A code of conduct**

A code of conduct could be necessary when working with different groups from various backgrounds and levels. Partnerships should consider developing and implementing processes that will ensure and promote the equal participation and respect of all partners. Certain practices could pose barriers to participation. For example, the structures, the vocabulary (different groups may use different terms for the same concept) or the meeting environment may hinder participation and be intimidating for some. Establishing a code of conduct that sets rules on how to interact with each other can accommodate the needs and respect the contribution made by all partners.

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[24]Taken directly from: Smock, K. (1999). *Building effective partnerships: the process and structure of collaboration.* www.nhi.org/online/issues/105/smock.html

This is a means of encouraging respect, trust, equity, and impartiality, and of ensuring that each partner is treated in a respectful manner when large and small organizations are partnering. The goal of developing and imposing a code of conduct is *to create a safe environment in which participants of all backgrounds can feel comfortable to share ideas without fear of ridicule or criticism*. The code of conduct, which will differ according to partnership, can include clauses such as: *be open and flexible, do not be judgmental, do not blame, have mutual trust and respect, be honest, be committed, be ready to share information, be willing to give up some control or power, be willing to accept compromise, etc.*

h) Conflict resolution

In a partnership, disagreements are inevitable. Partners will have different opinions, values, perspectives and priorities in regards to certain issues or decisions. At the initial stage of the partnership building, it would be beneficial to accommodate all partners by agreeing upon a conflict resolution process that can be used to avoid future problems when a difficulty arises. Get familiar with areas of potential conflict, as well as the possible methods of dealing with it by developing an understanding of where each partner is coming from, and identify strategies in advance that can help you resolve differences of opinion or perspectives in order to avoid disputes.

The BC Association of Specialized Victim Assistance and Counseling Programs (2005)[25] proposes the following example of a conflict resolution plan:

- ▶ address differences in a timely, open and honest manner

- ▶ attempt to resolve issues directly at the level at which they occur

- ▶ bring those issues which cannot be otherwise resolved to either a regular or special meeting of the partners

- ▶ engage Board of Directors of the partner organizations if other conflict resolution processes fail

- ▶ if appropriate, engage an independent mediator to assess the situation when required

i) Allocation of resources

Required resources include: financial, expertise, staff, equipment, and technology. It is imperative for the functioning of the project to determine what resources are needed, where they will come from and whether the partners are responsible for providing or obtaining resources[26]. We have only discussed resources in a minor way in this section because most projects around building safe and inclusive communities for the full diversity of women and girls (and therefore for everyone) develop funding proposals through which they describe the action plans. Therefore we have chosen to discuss funding as part of the development of action plans.

For a specific example of a very detailed partnership agreement, including an agreement for the dissolution of the partnership, see Appendix B.

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[25] Community Coordination for Women's Safety (2005). *Building partnerships to end violence against women : a practical guide for rural and isolated communities*. BC Association of Specialized Victim Assistance and Counselling Programs. www.endingviolence.org/publications/265/BuildingPartnerships.pdf

[26] Wild Rose Foundation and Alberta Community Development (2001). *Working in partnership: Recipes for success.* www.cd.gov.ab.ca/building_communities/volunteer_community/resources/partnership_kit/Partnership_Kit.pdf

PHASES OF CREATING AND DEVELOPING PARTNERSHIPS FOR WOMEN'S SAFETY on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

▶ **Resources available**

Creating a list of the potential resources that each partner has to offer may help to keep track of each partner's duty to provide them, as well as clarify which resources are abundant and which are lacking. Once the missing resources are determined, it will be easier to begin planning how they may be acquired. The following table illustrates the form this list may have:

RESOURCES NEEDED		
Type	Available (by whom)	Lacking (action required to gain)
Financial:		
Expertise:		
Staff:		
Equipment:		
Technology:		

building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

PHASES OF CREATING AND DEVELOPING PARTNERSHIPS FOR WOMEN'S SAFETY

4. The Action Plan

The action plan translates agreed strategies into a detailed course of action that will be undertaken and monitored during a specific time frame. In most cases this takes the form of a funding proposal that details the action plan. This plan typically includes an analysis phase or assessment of the situation, a planning phase, an implementation phase and an evaluation phase with periodic reviews[27].

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                          TRIGGERS

SUSTAINABILITY  ←  ESTABLISH      →  DEVELOP
                   PARTNERSHIPS       ACTION PLAN

                   IMPLEMENT
                   ACTION PLAN
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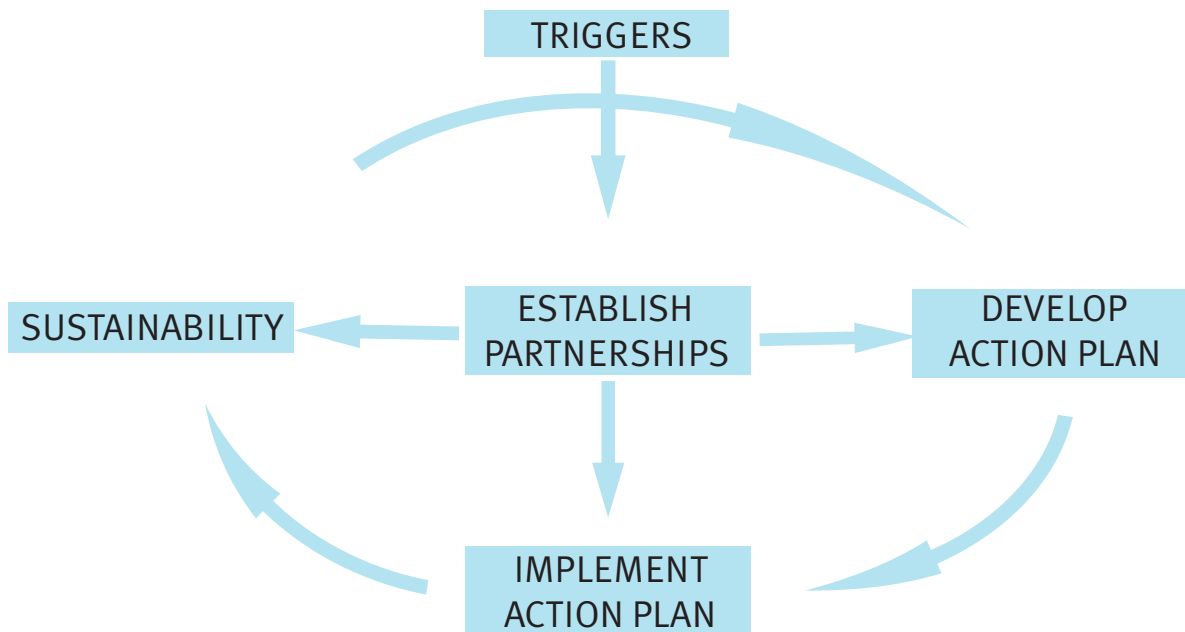
[27] City of Montreal and International Centre for Municipal Development of the Federation of Canadian Municipalities (2004). *A city tailored to women: the role of municipal governments in achieving gender equality.* www.icmd-cidm.ca

a) Analysis phase

This phase includes performing an analysis of the community, and consultation with its general members.

Community-based analysis

The initial phase in developing an action plan requires that partnership members complete a community-based analysis, which includes an in-depth analysis of the safety problems affecting women, in addition to an analysis of the needs of the community.

▸ **Data collection**

To develop a detailed action plan, gather information on the safety problem and on your community. Identify the sources of information or data related to crime and violence in your community and to the physical, social and economic characteristics of your community. Information is widely dispersed and there are a variety of sources of information available in your community such as: Statistics Canada, police statistics, health agencies, sexual assault prevention centres, etc. Partners' could use their contacts and linkages to access the existing information.

The next step would be to compile and analyze the data or information available from the different sources. In order to effectively implement a response that affects women, data collection should be improved by using gender disaggregated data. This means collecting, analyzing and presenting the information according to gender. This facilitates the understanding of the impact of the problem on women and men separately, since they may be affected differently.

Data collection should also take into consideration the question of intersectionality. This term refers to the idea of recognizing that the differences between women and men are influenced by several factors, including economic status, age, sexual orientation, gender identity, ethnicity, geographic location, language, education and disability.

▸ **Community consultation**

Collecting existing information only provides a partial overview of the current situation. To complete a comprehensive community-based analysis, holding community consultations or public meetings can be excellent for understanding the reality of the problem according to residents of the community. The process of gathering and discussing diverse residents' knowledge and experiences is essential and will help to establish consensus about local problems. However, this process presents some challenges such as: the various interests and understanding among people, keeping to a focused agenda without seeming authoritative, and allowing many people to present their opinions[28]. For this reason, Wilcox (1994) suggests that a larger public meeting be a last resort rather than a first, and recommends beginning by forming smaller workshop groups that may allow for the discussion of ideas in an informal manner. Women need a safe environment where they feel comfortable before they are going to open up the discussion. Once a common ground on pertinent issues is reached, they can be later presented in a «report-back seminar» fashion, which will help to keep the focus on the key issues when consulting with general members of the community. Keep in mind that it is helpful to maintain high visibility for the issues that require a community-based analysis, which may be made possible through the local media.

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[28] Wilcox, D. (1994). *Guide to Effective Partnerships.* www.partershipsonline.org.uk

Community consultation should always focus on incorporating the perspective and experiences of women in the community. "Women's experiences tell us much about the problems we need to address. Tackling these problems requires a framework, which starts by asking women to identify the specific problems. Listening to this experience and knowledge enables to targeted and effective solutions which will help to improve women's safety and community safety" (White,1998)[29]. Remember to consult with diverse groups of women, that is, women with disabilities, women from LGBT communities, racialized women and other marginalized women.

The use of various community consultation methods such as focus groups, surveys, public forums, interviews, safety audits[30], etc. are not only useful to determine pertinent safety issues, but also to establish community assets available to counter such problems, to raise possible suggestions for successful implementation of projects, and find out how participation in the problem-solving process is helpful to the individual[31].

b) Planning phase

In this phase of the implementation of the project, it is required to determine the partnership's priorities, the response, as well as the protocols for monitoring, reporting, and evaluation.

Priorities setting

Community-based analysis is a method by which the local community may reach an understanding of the problems that need to be addressed, and so that priorities for the action plan may be determined. As resources are limited in most communities and not all problems can be effectively addressed at the same time, priority setting can be very important for the success of local action plans and the funding proposal. Consensus on safety

issues should be obtained from the coalition and partners should together determine the priorities of the action plan. In order to create a successful action plan, it must be specific, having concrete and step-by-step actions that address each goal; measurable, to assess and document the completion of each step; achievable, that is to say a sensible plan with objectives that can be met; realistic, with goals that are attainable through reasonable efforts; time-targeted, with beginning and end times; and supported, deciding who can help and how[32].

The response

The response entails establishing the goals and objectives of the project, as well as the strategies and activities, timeframe, anticipated outcomes, roles and responsibilities, and resources necessary to carry them out. Very often funding agencies have very specific requirements for the ways in which the goals, activities, outputs and outcomes are to be recorded in the funding proposal.

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[29] White, J. (1998). *The access and equity resource kit*. NSW Community Legal Centre's Secretariat Management Support Project.

[31] New Rural Partnerships Project (2000). *Creating consensus for safer rural communities: How to develop an action plan to create safer rural communities for women, children, and other vulnerable people.*

[32] Frank, F. and Smith, A. (2000). *The partnership handbook.* pg.

▶ **Goals and objectives**

This initial step in developing a response calls for partners to agree on the main goal and objectives of tackling the priority safety issues. Partners should start by defining the main purpose of the action plan, that is, to identify what they intend to accomplish, to define the goal or desired end result of their actions.

Partners should then determine the objectives, or means by which it is possible to close the gap between the current and ideal situations. Objectives should be specific, clear, realistic, measurable and set within a timeframe. Objectives that are well defined will enable partners to evaluate the adequacy, the progress and the impact of the action plan.

▶ **Strategies and activities**

Decide on a strategy that will be used to achieve the objectives of the action plan and help tackle the women safety problem. A strategy is an overall approach designed to eliminate or alleviate the problem and bring about the desired change. The projects we cite within this work have engaged in an extremely wide variety of activities:

▸▸ safety audits – Williams Lake, Charlottetown, Peel, Bellechasse

▸▸ violence prevention resource kits for parents and caregivers of children aged 0-6 – Peel

▸▸ using hairdressers as distributors of information about violence against women – Bellechasse

▸▸ developing ethno-specific public education and information material – Peel

▸▸ working with high schools to develop anti-violence charters for municipalities – Bellechasse

▸▸ developing a project for a wellness centre – Kuujjuaq

▸▸ developing good food box programs – Williams Lake

▸▸ developing a day care and focusing on 'at risk' parents – Williams Lake

▸▸ developing childcare resource and referral program – Williams Lake

▸▸ developing awards to bring visibility to Aboriginal leaders and role models – Regina

These community-based women's projects have been incredibly active and resourceful in designing action plans and finding funding for them. Their current projects with municipal governments are a confirmation of this activity and resourcefulness.

Clearly, not all of these activities relate directly to violence prevention but indirect activities can also have long-term results in creating safer and more inclusive communities. For example, the good food box program in Williams Lake helps to create possibilities for low income families and individuals to lead healthier lives and this in turn helps to create a healthier and more stable community. In addition to seeing activities as being directly or indirectly related to violence prevention, it is also possible to think of primary, secondary and tertiary interventions for creating safer communities for women and girls[33].

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[33] Regarding this, the model of the Australian VicHealth project is extremely useful, see
http://www.vichealth.vic.gov.au/assets/contentFiles/publichealthmodel%20VAW%20for%20campaign%20review_updated%20.pdf

▶ **Timeframe**

Develop a time schedule outlining the activities to be carried out and taking into consideration the sequence, the dependent factors and the duration of activities. A schedule will ensure that proposed activities are coordinated in time. If needed, the timeframe of the partnership may also be considered, as in when it will begin, how long it will last, what milestones will be used to indicate progress, time needed for the development process, when to report, as well as when to review, re-confirm, renegotiate, or abandon the partnership.[34]

▶ **Outcomes**

Outcomes are the anticipated results or effects produced by the activities. They are targeted changes in knowledge, attitudes, behaviours or community conditions that can be attributed to the implementation of activities.

▶ **Roles and responsibilities**

The responsibility for the activities and outcomes should be shared among partners: who may be responsible for very different functions or may work together to carry out certain activities. Funding proposals should identify clearly who will take the lead accountability for each required action and document the roles and responsibilities so that there is common understanding within the partnership of what is expected. Funders often have requirements for lead agencies that relate to their financial history and accountability structures.

▶ **Monitoring, Reporting, Evaluation and Indicators**

Monitoring is the ongoing process of reviewing activities by collecting information regularly, in a planned and organized way, of the results and effects produced by the implemented activities.

It provides an ongoing verification of the progress toward achieving goals and objectives. Specify the type of information that should be collected on planned and implemented activities, establish the methods of collecting the data on a regular basis and determine which partners will participate in the monitoring process.

Reporting is an integrate component of the monitoring process. It entails documenting the progress and results of planned activities and sharing this information to all partners. During the planning phase, it is important to specify the method of documenting the information collected during the monitoring process and also establish the procedures for sharing information, such as the creation of progress reports, financial reports, or client satisfaction surveys intended for all partners.

Evaluation is a thorough and objective process that assesses the relevance, effectiveness and impact of the action plan and activities.

Once again, each funding agency has specific requirements for the ways in which these elements are described. We will return in a separate section to the question of evaluation as it is a crucial question in all phases of projects.

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[34] Wild Rose Foundation and Alberta Community Development (2001). *Working in partnership: Recipes for success.* www.cd.gov.ab.ca/building_communities/volunteer_communit y/resources/partnership_kit/Partnership_Kit.pdf

▶ **Resources and fundraising**

As explained previously, we are linking the question of resources to that of fundraising, as projects in Canada for the most part depend on raising funds. In our six sites only the Peel Committee on Sexual Assault and the Women's Centre of Bellechasse receive amounts of core funding and both of them also actively seek project funding. Only the PEI Advisory Committee on the Status of Women is government funded. We chose to start with the action plan to indicate that the activity plan should precede the funding and not the funding dictate the activity. However, we know that in practice the two are highly interrelated.

It is imperative to know what the potential funder's mandate is and to know where their interests lie. Sometimes funders want a two-page summary as the basis of an initial contact and request, to be followed by a determination as to whether or not the funder is interested. Funders are interested in projects that meet their own mandate, and that fill a need that can be met by a partnership with the required expertise to do so. When applying for funding, some adjustments to the formulation of the project's objectives may be necessary in order to comply with funders' demands. Funders may have specific application forms that must be fully, clearly, and accurately completed and submitted along with a partnership agreement. They may also have other expectations of the partnership, therefore it is crucial to have carefully prepared an action plan[35]. The funding agencies that have been used most by our projects are Status of Women Canada and the National Crime Prevention Centre. Other sources have been more particular to the specific projects:

▶▶ Aboriginal Healing Foundation (Regina)

▶▶ Ontario Ministry of the Attorney-General (Peel)

▶▶ Ontario, BC and Québec Ministries of Community and Social Services (Peel, Williams Lake, Bellechasse)

▶▶ Zonta Club (Peel)

▶▶ Québec Ministry of Municipal Affairs – À Égalité pour décider (Bellechasse)

▶▶ Ontario – Trillium Foundation (Peel)

▶▶ Ontario – Ministry of Health (Peel)

▶▶ Ontario – United Way (Peel)

▶▶ and this list goes on and on – the projects have been very inventive about seeking out funding sources.

Two main funders, Status of Women Canada and the National Crime Prevention Centre, both operate in terms of an initial proposal that they work with the group to develop into a full proposal. This can be a lengthy process but clearly one that has been successful, at least for our projects. Other kinds of fundraising have been attempted by the groups involved in our projects. Clearly the most successful fundraising initiative has been that of Women of the Dawn Counselling Centre which organizes the annual Saskatchewan Aboriginal Awards dinner and ceremony. The event requires a huge organizational effort but it is a major fundraiser.

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[35] Ibid

5. Implementing the Action Plan

The first stage in implementation is to readjust the action plan in terms of the actual funding available. Funders very often cut budgets and then projects do not carefully reevaluate what can be done, who will do what, what the timelines will be, etc. This is crucial as the development of the action plan is related to the development of a budget; changing the budget necessitates changing the action plan, but this is rarely done.

Celebrating successes is another key to successful implementation. The absence of this element relates in part to the major problem identified by the community-based women when they met: burnout. Factors that may lead to burnout include: limited, sometimes diminishing, resources; the sometimes overwhelming extent of violence against women and girls; and the expanding number of possibilities for coordinating and extending activities but always with the limitations of staff and resources. The point of celebrating successes is not to lessen the work, but to increase the sense of accomplishment and to encourage people. It is also important to celebrate the partnerships and collaborations themselves; creating and maintaining a partnership is, in itself, a success and something to be celebrated.

Another way to improve the quality of the working environment, one that is always difficult to achieve given the pressures on staff time, is to expressly develop capacity-building activities.

Capacity building

Conducting a series of activities (seminars, trainings, workshops, mentoring and coaching, etc.) can increase the ability and knowledge of partners in undertaking and managing the action plan and can strengthen their expertise and skills related to their responsibilities that they will carry out. In a partnership, different individuals will possess different skills and expertise. The partnership can be maximized by sharing these abilities and building the capacity of other partners. For example, community-based women might have greater skills in mobilizing the community, and partners can learn from their expertise.

6. Evaluation

Evaluation is a thorough and objective process that assesses the relevance, effectiveness and impact of the action plan and activities. It seeks to determine whether goals and objectives have been met, whether strategies are working as intended, and whether activities are implemented as planned. The information collected and documented during the monitoring and reporting phase will allow for the evaluation of the action plan and its impact on the community. Planning for evaluation should be an integral part of the planning phase as it measures ongoing progress and results. Evaluation should be thought of as a continuous process throughout the project.

▸ **Indicators**

Use indicators to monitor, report and evaluate your activities and action plan. Indicators are measures used to assess the progress towards outcomes and the performance of achieving the goals and objectives. Establish responsibility for collecting and processing the indicators. Social indicators include participation in community activities, increase of quality of life, and decrease in delinquent or criminal behavior and victimization[36].

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[36] National Crime Prevention Strategy (1996). Step by Step: Evaluating Your Community Based Crime Prevention Efforts. http://ww4.ps-sp.gc.ca/en/library/publications/general/step/index.html

PHASES OF CREATING AND DEVELOPING PARTNERSHIPS FOR WOMEN'S SAFETY on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

Indicators may be quantitative, for example, involving data from available statistical information, or qualitative, that is, pertaining to people's feelings and perceptions. It is recommended to have a basket or range of indicators, which refers to a mix of different sources[37]. Once a list of indicators is chosen, their usefulness may be determined based on validity, reliability, obtainability, cost, relevance, and stability[38].

The following table gives an example of how to keep track of the method for reviewing the results, based on the action taken and its indicators:

Objective	Indicators	Methods of evaluation	Time available for evaluation	Timing of the evaluation	Personnel required	Financial resources required
Desired outcome of project	Short-term and/or long-term	Surveys, observation, interviews, workshops, crime data analysis	Timeframe of project and time required to prepare final report	Intervals during the project timeframe to conduct evaluation, deadlines	Who will conduct the evaluation, to whom results will be reported	Evaluator, creation of surveys, etc

[37] Home Office Crime Reduction College (2002). *Passport to evaluation: An introduction to evaluating crime reduction initiatives and projects.*

[38] Office of Juvenile Justice and Delinquency Prevention (2001). *Building drug-free communities: A planning guide.* www.ojjdp.ncjrs.gov

Evaluation should be seen as something useful, indeed essential, for groups to have some ability to critically look at their work. In the case of partnerships this is even more important in judging the results in terms of each of the groups involved. Carrying out an evaluation of the partnership will help to assess how partners are doing, give them an opportunity to receive feedback on the partnership and to present their own views. It is also an occasion to think of future directions; on ways to strengthen the relationship and determine where changes may be necessary. Some basic evaluations include[39]:

▶ Rationale: why did we decide to work as partners in the first place? Is the reasoning still valid?

▶ Impact: what has happened as a result of our working together as partners? What has the partnership's impact been on our programs, our organizations and our clients?

▶ Goals: did we achieve our partnership goals? Did we achieve what we expected to achieve?

▶ Value: was the outcome worth the expenditure of effort and other resources?

▶ Alternatives: are there better ways of working together? If we made mistakes, how can we avoid them next time?

▶ Next steps: how will we use the evaluation findings?

7. Conclusion

This work should serve as an important reminder that feeling unsafe is a factor that inhibits many women, especially those from marginalized groups, from participating in, and contributing to, the development of their communities and having a sense of well-being in the course of their daily lives. It is necessary for local governments to recognize the significance of this situation and of the barriers that keep women from participating in processes that aim to remedy it, and to contribute to solutions by working in partnership with community-based women's groups to implement projects and to promote women's sense of being valued and respected citizens.

With this in mind, we have presented ways in which to build partnership between local governments and community-based women's groups. We hope that this will be useful to people in municipal governments, people from community-based women's groups and indeed all other people interested in creating safer and more inclusive communities for women and girls, and therefore for all. We hope that you will give us your comments, any additions that you would like to see, and suggestions of resources and/or documents that would add to the guide. Our email is info@femmesetvilles.org. Please let us know what you think of this guide, whether it was useful for you and in what way. Thanks.

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39 The Collaboration Roundtable (2001). *The partnership toolkit: Tools for building and sustaining partnerships.*

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Appendix A:
The partnership agreement[40]

(This partnership agreement is general – it can be modified to suit the particular context)

1. Introduction

The following represents a Partnership Agreement between *(legal name and address of each partner)*. The Agreement's purpose is to clarify our relationship thereby enabling us to work together in a cooperative manner.

The partnership will be for the period from *(begin date)* to *(end date)*. The Agreement may be modified at any time if all partners agree to the changes.

We have chosen to work together, as partners, rather than separately because:
(Describe benefits of partnership).

2. Vision, goals and objectives

As partners, our vision for this project is: *(Describe desired future situation).*

As partners, our goal for this project is: *(Describe what will is necessary to make vision a reality).*

As partners, our objectives for this project are: *(Describe the outcomes, on what will be achieved rather than how to do so).*

We will measure our progress towards these goals and objectives, and evaluate the success in doing so, based on the following indicators: *(List objectives and what can be used to measure whether or not they have been accomplished).*

3. Relationship

(Name of each partner) are distinct organizations each with its own vision, mandate, priorities, organisational culture and operational practices. We recognize that these differences can create conflict in a partnership. Therefore we want to identify both our differences and the measures we will take to minimize their impact. *(List examples of possible differences and measures by which it will be possible to lessen potential tension and conflict).*

4. Roles and responsibilities

(Describe who will do what in the partnership, who will be responsible for what, who will report to whom, and how the partnership and its activities will be managed –remember, the more detailed they are, the less opportunity for misunderstandings).

5. Organizational structure and reporting

(Create a simple organizational chart indicating who is responsible for what and who is reporting to whom).

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40 Ibid: p.66-75.

APPENDIX A community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

6. Financial administration

The contract with the funder will be signed by *(name of contract holder)* on behalf of the partnership. The total amount of the contract is *(amount provided for in the contract)*. Funding within the partnership will be distributed roughly as follows:

BUDGET ITEM	TOTAL BUDGET ($)	AMOUNT: PARTNER 1	AMOUNT: PARTNER 2
Personnel			
Management			
Supervisors			
Staff salaries & benefits			
Expenses associated with volunteers			
Total personnel			
Expenses			
Staff/volunteer training & development			
Travel			
Management committee meetings			
Space rental			
Furnishings, equipment			
Supplies			
Upkeep & maintenance			
Management administration fee			
Other			
Total expenses			
PROJECT TOTAL			

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The partners recognize that the contract holder bears the most significant legal and financial risks in this relationship. For the sake of clarity, the partners affirm that each:

▸ Is an independent organization acting together only within the terms of this partnership agreement;

▸ Cannot be directly responsible, beyond the reporting terms identified above, for the expenditures or actions undertaken by the other;

▸ Will establish time records and books of account, invoices, receipts and vouchers of all expenses in accordance with standard accounting practices;

▸ Will permit the funder, at all reasonable times, to inspect, review and copy all time records and books of account, invoices, receipts and vouchers; and

▸ Will not, without the prior written consent of the funder, assign either directly or indirectly, any responsibilities assigned under the contract of this partnership agreement to a subcontractor or other third party.

It is further agreed that:

▸ The management committee is not the legal employer of staff;

▸ Consolidated revenue and expenditure forecasts will be prepared every three months and will provide a framework for the project's financial administration;

▸ Any expenditures of more than *(dollar level)* will require the approval of the management committee;

▸ The *(name of partner)* will receive *(identify an appropriate percent, if applicable)* of total value of the contract to defray the costs associated with its administrative, accounting and audit responsibilities;

▸ The *(name of partner)* will receive *(identify an appropriate percent, if applicable)* of total value of the contract to defray its administrative costs;

▸ The contact holder's chief financial officer will pay all invoices promptly, in accordance with its standard procedures in this regard;

▸ Staff will be paid by their respective organizations in accordance with the procedures in place for such purposes;

▸ The project's financial records will be audited by *(name of auditor or accountant)*; and

▸ Each organization's conflict of interest provisions will apply to this project.

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7. Dispute resolution

The partners are committed to working in a cooperative manner and recognize that this requires a commitment of time and energy. Where differences arise, the partners agree:

▸ To address their differences in a timely, open and honest manner;

▸ To attempt to resolve issues at the staffing level at which they occur;

▸ To bring those issues which cannot be otherwise resolved to either a regular or a special meeting of the management committee;

▸ To consider whether to involve the funder in efforts to resolve the differences; and

▸ If appropriate, to engage an independent mediator or evaluator to assess the partnership and/or the situation either when required or as part of a formal evaluation.

8. Evaluation

As outlined in section 4, the management committee will arrange for the project to be evaluated in a professional manner, based on the objectives and indicators identified in section 2.

9. Dissolution in case of dispute

The partners may acknowledge that their relationship is no longer viable and may be detracting from their efforts to achieve the program's goals and objectives. If such occurs and the issues cannot be satisfactorily resolved following the procedures identified in section 7 above, the partners agree to dissolve the

relationship, honourably and without acrimony, following:

▸ Management committee discussion of the situation and of alternatives to the current arrangements;

▸ Notice being served, in writing, to other members of the management committee and to the funder; and

▸ A transition period of *(number of)* months.

At termination, the management committee will:

▸ Identify the partnership's major accomplishments and acknowledge those people and organizations who have contributed to these accomplishments;

▸ Determine how to inform people-both inside and outside the partnership-of the decision to terminate;

▸ Document the partnership's history and the lessons which can be drawn from its operations;

▸ Recommend an appropriate alternative to the current partnership; and

▸ Select a time, place and event to celebrate what has been accomplished and to move on.

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APPENDIX A

10. Dissolution

At project completion, the partners will prepare a final report on their partnership. It will include the following *(to be completed by the partners)*:

▶ When was the partnership initiated? What were its goals and objectives?

▶ What were the partnership's major accomplishments?

▶ Who contributed to these accomplishments?

▶ What lessons can we learn from the partnership's successes?

▶ What lessons can we learn from the partnership's shortcomings?

At dissolution, the partners will:

▶ Inform the funder, in writing;

▶ Provide copies of the final program and financial report to the management committee, funder, and others as appropriate;

▶ Organize the files and other records so the project and partnership's history is not lost;

▶ Inform all stakeholders, including Boards of Directors, staff, and clients, as appropriate; and

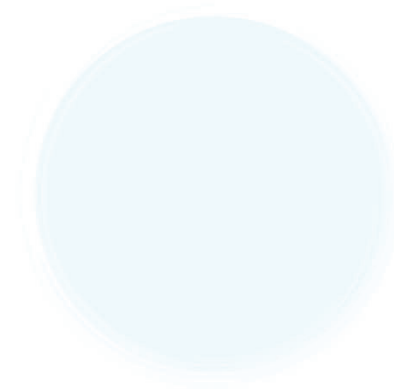▶ Host a «moving on» celebration for partnership staff, managers, and funders.

11. Signatories

Signed this day of   ,   by:

_____

On behalf of *(name),* (funder)

_____

On behalf of *(name),* (contract holder)

_____

On behalf of *(name),* (other partner)

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Appendix B:
Model of Partnership

TRIGGERS

(context/situation)
- reasons for partnering?
- how were problems identified?

ESTABLISH PARTNERSHIPS

Partnership Recruitment
- Who are the partners?
- How were partners chosen? (recruitment process)
- How were women involved?
- How were municipalities involved?
- What is the representation of women?
- What is the representation of municipalities?
- What is the representation of the community? (diversity)

Partnership Management
- Establishing common vision and purpose
- Establishing a structure (Is there a structure? What type of structure?)
- Establish type of partnership
- Establish partnership guidelines (code of conduct, decision making processes, etc.)

DEVELOPING THE ACTION PLAN

Carry out community-based analysis
- Needs assessment (community consultation, data collection, etc.)
- Setting priorities

Developing the response
- Agree on goals and objectives
- Develop strategies and activities
- Determine outputs
- Determine roles and responsibilities (who does what?)
- Establish timeframe
- Determine capacity of partners (Resources: facilities, staff support, etc.)

Setting up monitoring & evaluation protocols
- Establish outcomes
- Develop indicators
- Establish data collection procedures and reporting protocols

IMPLEMENTING THE ACTION PLAN

Implementing strategies and activities
Capacity-building
Monitoring (collect data)
Information sharing

SUSTAINABILITY

Leadership (municipal / women)
Feedback
Evaluation
New partners
Share challenges and successes
Resources
Plan modification
Intersectorial coordination

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Appendix C:
Sample Safety Audit Checklist [41]

General impression and overall design

▸ What is your first reaction to this place?

▸ What three words best describe this area?

▸ Is it easy to find your way around the area? Does it make sense?

▸ Is the area (building) accessible?

▸ Is it served by transit?

▸ Would you know where to go for help? How accessible is help?

▸ Are there signs, for example, indicating how to access emergency services?

Isolation

▸ Does the area feel isolated? When?

▸ Are there many people around the area? Morning, day, evening?

▸ Do the surrounding land uses encourage people to be there?

▸ How far is the nearest emergency service such as an alarm, personnel? Are there any public telephones around?

Lighting

▸ Is the light bright enough, even, and in good repair?

▸ Are there any lights out?

▸ Are walkways, sidewalks, directional signs or maps, and doorways sufficiently illuminated?

▸ Is lighting obstructed by trees or bushes?

▸ Would you be able to identify someone from a distance?

Sightlines, movement predictors/entrapment sites

▸ Are you able to see clearly what is up ahead?

▸ Are there small, confined areas where you (or others) could be hidden from view?

▸ How easy would it be to get away if you were threatened?

▸ How easy would it be for an offender to disappear?

▸ Are there any alternative routes available to you?

▸ Are there any rooms or storage places left unlocked?

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[41] Dame, T. and Grant, A. (2003). *Women and community safety: a resource book on planning for safer communities*. Cowichan Valley Safer Futures Program. www.saferfutures.org [adapted from METRAC (1989). *Women's Safety Audit Kit Guidebook*. Toronto].

APPENDIX C building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-based partnerships for local action on women's safety building community-

Maintenance

▸ Does the area feel cared for or abandoned?

▸ Is there litter, graffiti, or vandalism present?

▸ Do you know who to report problems to?

Signage

▸ Are there signs or other information that tell you about the area, where to find assistance, wheelchair access, entrances and exits?

▸ Can they be seen and read easily? By someone in a wheelchair, someone with a sight impairment?

▸ Are there any signs that should be added or changed?

BUILDING community-based partnerships for local action on women's safety