Promoting Resiliency in Children and Families

– A Summary Paper on the Effects of Separation and Divorce
# TABLE OF CONTENTS

I Introduction ................................................................................................................. 1

II Issues .......................................................................................................................... 2
   The impact on the child .............................................................................................. 2
   The impact on the parents ........................................................................................ 3
   The role of professionals .......................................................................................... 4
   The role of the judiciary ........................................................................................... 4
   The role of the child .................................................................................................. 5
   The role of families .................................................................................................... 6
   The role of the community ......................................................................................... 7
   Choice of process ....................................................................................................... 8
   Abuse and abuse allegations ...................................................................................... 8
   Mobility issues .......................................................................................................... 10
   Parenting arrangements ............................................................................................ 10
   Enforcement of the order .......................................................................................... 12

III Options for Future Services ...................................................................................... 14

IV Conclusion .................................................................................................................. 15
I Introduction

Complex issues arise for children and their parents during and after separation of the family. By encouraging dialogue and facing these issues, parents, families, communities and government can promote positive outcomes for children and support resiliency for children and families. Parental cooperation and participation, support networks, education for children and parents, and reduced parental conflict help to develop resilient children and families.

Appreciating the emotional strains associated with the words custody and access, this paper uses the term “daily caregiver” and “contributing caregiver” rather than custodial and access parent. These terms focus on the child’s perspective of separation and divorce and recognize the contributions both parents make to the upbringing of children.

Resiliency is the capability of individuals, families and communities to cope successfully in the face of significant adversity or risk. Resiliency characteristics are built-in personality traits that can be inherited from parents, but family and social experiences are also highly influential. Traits such as self-esteem, optimism, sense of autonomy, sociability, and degree of competence are examples of characteristics that tend to reduce risk of harm.

Family life experience is probably the most influential factor in the formation of a resilient personality in children. Appendix to this paper is a list of some of the critical factors to promote the development of resiliency in children. See Appendix A.

General principles can help guide discussions on needs of families experiencing separation and divorce. The following are some of the principles raised by various reports that Saskatchewan considers significant:

- Decision making should focus on the needs and rights of children.
- The “best interests of the child” test is the fundamental test, but it should be predictable and clear.
- Concepts and terminology should reflect the experience of families.
- Children must learn from their parents and the community to develop healthy relationships and to resolve conflicts in peaceful ways.
- There is a primary need for protection of the physical safety and emotional well being of children and spouses.
- The economic well-being of children should be a priority.
Promoting Resiliency in Children and Families

II Issues

Each issue begins with a scenario intended to demonstrate the human components of family breakdown and to encourage discussion.

1. The impact on the child

   When Brendon found out his parents were getting a divorce he was somewhat relieved and hoped their arguing would finally come to a stop. But, it’s only been worse. Every time he is picked up for a visit, his parents end up screaming at each other. Worse yet is that both his Mom and Dad constantly complain and say mean things about the other. He doesn’t like spending time with either. Brendon’s concentration in school has declined. In fact, he will fail this year if he cannot improve his grades. It seems his whole world has collapsed.

It is generally accepted that sustained parental conflict and lack of parenting skills can negatively affect children’s social, emotional and academic performance. Parenting skills and training can assist the child and the family to positively adjust to new roles.

Although parent education programs are currently offered in Saskatchewan, what further steps should be taken towards education for parents and children going through separation and divorce? Should mandatory education sessions be considered?
2. The impact on the parents

Terry sat on the doorstep waiting for Parent A to pick him up so they could go to a movie. When it became apparent nobody was coming, Parent B had to comfort the heartbroken child. Parent B only wishes to protect Terry from the painful alienation.

Parent A played an active role in Amber’s life during the marriage although Parent B completed the day to day tasks. Since the separation, Parent A has felt uncomfortable with the relationship, dislikes the structure to the visits and having to watch the time. Parent A misses the back and forth teasing and fun which occurred on a day-to-day basis. Now, Parent A feels like an outsider and sometimes it is easier not to see Amber.

The continuing dominant social culture is one in which the mother is, is expected to be, or is perceived to be the primary caregiver. The traditional attitudes that exist within families, society and work places influence the outcomes for parents on separation and divorce.

The disengaged contributing caregiver presents complex reasons for loss of contact with their children including:

- discouragement / denial of access
- their concern that ongoing conflict is harmful to the child;
- practical difficulties such as distance to travel;
- children refusing contact; and
- difficulties with the legal system.

Contributing caregivers experience difficulty in adjusting to a new family form or identifying with their new role. The daily caregiver, often the mother, bears the burden of day-to-day care of the children, discipline and the disappointment of their children when the other parent fails to be involved. Both parents require significant social support from friends, family, workplace and support groups to ease their adjustments. A positive parent and child relationship fosters the development of resiliency for both the child and the parent.

What steps can be taken to educate and support daily and contributing caregivers in their new roles? What encouragement can be provided to contributing caregivers to maintain regular contact with their children? What supports do parents need to overcome difficulties with access issues and the practical problems such as distance, finance and work schedules? What support groups do daily and contributing caregivers and their children need?
3. The role of professionals

Despite the lack of the parent’s involvement in the child’s life, the lawyer encouraged Parent A to seek custody for two reasons. First, it could be used as a bargaining chip. Second, if Parent A has custody of the child it would be a much better position with respect to child support. However, the lawyer did not consider the best interests of the child and the child’s strong attachment to the other parent.

Professionals need to balance child-centered and client-focused approaches. They need to identify and address the deficits in knowledge or practice they see in their own area as well as identify and compensate for any biases in their work.

Professionals can help parents adopt approaches that are child-centred.

Would more substantial and interdisciplinary training of professionals on the effect of custody disputes on children or child development be helpful? Should this training be mandatory?

4. The role of the judiciary

(a) The social context

Parent A has been a single parent for approximately two years. Parent A has made outstanding efforts to balance career and family. Parent A is able to work at home two days of the week and on the three days spent in the office, the grandparents care for the child. Parent A spends the evenings and weekends with the child and any work is done after she is asleep. With careful planning, Parent A has become financially independent with a successful career without sacrificing family responsibilities.

Judges are required to decide personal and emotional issues, but they may not have had the same life experiences as the parties or they may have a different perception of the situation.

Social fact evidence can provide judges, and others involved in the process, with a reality check of what may lie ahead for the parties.

What social context information would assist judges?
(b) The best interests of the child test

In the separation agreement, the parents agreed Parent A would have three weeks of access this summer but they were unable to agree on future access. Parent A and the new spouse have a good relationship with the children and the children enjoy spending time at their country home. It is in the best interests of the children to maintain relationships with both parents; therefore, the court ordered the children spend half their summer vacation with Parent A.

The best interests of the child test is very complex as it is often influenced by religious, moral and social values and biases. Consequently, decisions based on the best interests of the child test may appear arbitrary and unpredictable. Specific factors or criteria can help identify “best interests” but only provincial legislation contains these factors. Even with more clearly defined factors, the determination of best interests is difficult and decisions may not always be child-centred.

**What can be done to improve the understanding of the best interests of the child test?**

5. The role of the child

In a divorce proceeding, letters written by the children requesting that they live with Parent A were filed as evidence. Both letters were written while at the residence of Parent A.

At the trial, both parties agreed to the judge interviewing the children. During the interviews both children expressed a desire to live with Parent B and visit Parent A. Should the judge say anything to the parties about the interviews?

A judge ruled a child could live with one parent and access by the other parent would be solely at the discretion of the child. Although the child’s wishes may not be in her own best interests, there is always a point in time when a child is fully capable of making his or her own decisions on important matters such as access.
The United Nations Convention on the Rights of the Child urges that children be provided the opportunity to express their view in matters affecting them.

Some argue that when children are asked their preference as to which parent they want to live with they experience a serious loyalty conflict. The mediation and litigation process can be emotionally difficult and could expose children to damaging conflict. On the other hand, their involvement could be limited to questions that focus on how the family can maximize the time each parent spends with the child or how decision making could be done in the family. This approach reduces loyalty conflicts experienced by the children while still considering the child’s views.

Researchers have argued that young children fail to demonstrate explicit legal understanding. Consequently there are questions raised about their ability to participate in a lawyer client relationship. Some suggest the most efficient method is to have lawyers or specially trained volunteers represent the child’s view.

Is there a need to improve the process by which the child’s views are heard?

6. The role of families

(a) Extended families

The children’s mother was diagnosed with a terminal illness. The maternal grandparents were the children’s primary caregivers during their mother’s illness. In addition, the children spent extended periods of time with their grandparents in the six months following their mother’s death. A strong bond of attachment grew between the children and their grandparents.

Their father re-married and his new wife adopted the children. The father denied the grandparents access to the children based on his perception that the children exhibited abnormal behaviour after visits with their maternal grandparents. The grandparents applied for access.

It is generally accepted that ongoing relationships with members of the child’s extended family are in the best interests of the child. However, there is concern that contact with extended family members declines after divorce.

What additional support networks or legislative change would benefit extended families?
(b) Aboriginal families

Parent A obtained custody of the children. Parent B was a band member on a reserve in Saskatchewan. Although Parent B was denied custody of the children, the band was encouraged by Parent B to apply for custody as a party with sufficient interest. The band had not been involved with the children prior to the application. Given that one factor to consider is the quality of the relationship the child has with the person seeking custody, the band did not obtain custody. However, for the children to learn about their culture, the court ordered extended access so the children could spend vacations on the reserve.

An important issue facing courts dealing with custody of Aboriginal children is the significance of the children’s Aboriginal culture and heritage.

**How could it be ensured a child’s Aboriginal culture is recognized when applying the best interests of the child test?**

7. The role of the community

The children had significant difficulties adjusting to their parents’ separation. Both parents were exasperated with their troublesome attitudes, poor performance at school and reclusiveness. The parents were unable to reach their children. In an effort to help them, the parents enrolled the children in a peer support group. In a short time the children became better adjusted. Being able to discuss their problems with other children in the same situation helped them to understand and cope with their feelings.

Families going through separation and divorce require the resources and support of communities to maintain a healthy environment for children. Family service agencies already play a lead role in supplying services such as parenting education. Other support from the community may include support groups for parents and children, as well as practical support such as extracurricular activities with minimal cost that take place after school.

**What additional services within the community would assist single parents and their children?**
8. Choice of process

The parents separated in 1990. The past eight years have been an ongoing tug of war over the children. It seems as though every time the order was not followed, even to the slightest extent, the parties had to return to court for a solution. As a result, the legal fees were astronomical and the parents were unable to resolve even minor disputes themselves.

The mediator was introduced to two parents seemingly able to agree. However, as the meeting wore on, the mediator clearly understood the power one parent had over the other.

Litigation emphasizes the adversarial process. In some cases, it can be argued, litigation is appropriate where parties need the assistance of lawyers to articulate and protect the interests of both the parents and child. However, there is a growing recognition that the adversarial model is not conducive to building positive post-divorce relationships.

Mediation encourages cooperation and strengthens parents’ problem solving skills. However, mediation may not be appropriate for all clients depending on their emotional level or when there is a power imbalance or risk of family violence.

What can we do to better guide people into the appropriate forum of dispute resolution?

9. Abuse and abuse allegations

(a) Abuse

Parent A has a history of an excessive temper and has been convicted of assaulting Parent B. Parent A also has a history of psychologically abusing Parent B. Parent A refuses to obtain counselling or to learn from this aggressive behaviour. Although the abuse was not directed towards the children, Parent A’s past conduct was relevant to access of the children because this conduct connotes a person unable or unwilling to control anger.
Witnessing family violence can have a negative impact on children. It is argued that legislative clarification is required to ensure that evidence of physical violence or verbal and emotional abuse within the family unit, even if not directed at the children, is considered by the court in making custody and access determinations.

**Should there be changes made to the law to specifically require judges to consider a history of family violence when making custody orders?**

(b) False allegations

Parent A had custody of their three year old daughter and Parent B had liberal visits. Parent A brought an application to vary access arguing that Parent B sexually abused their three year old daughter. Parent A relied on statements made by their daughter and observed their daughter’s behaviour. However, their daughter did not provide sufficient information to bring about a criminal charge. Parent B denied injury.

However small the number of false allegations, they are extremely troubling in terms of ensuring the relationships with both parents are maintained. Another unfortunate outcome of false allegations is that battered parents may be reluctant to introduce allegations of domestic violence for fear they will appear unfriendly towards their former spouse and that this will negatively affect the custody determination. When an allegation is made, police, child welfare authorities and other professionals, may perceive it as less reliable because it is raised within the context of a custody dispute.

What protection can be offered to ensure that all situations of child abuse are reported? What precautions can be taken to ensure all abuse allegations are investigated and false allegations are dismissed? Is specialized training for lawyers and other professionals involved in the process required?

(c) The friendly parent rule

Parent A genuinely cared about the child and wished to maintain a relationship with him. Parent B was constantly trying to frustrate Parent A’s access. The tactics included making unsubstantiated allegations of abuse. Parent B’s anger with Parent A was completely unreasonable. Parent A was able to meet the child’s needs and had a very supportive family. Parent A understood the importance of the child having a relationship with both parents and was willing to provide reasonable access to Parent B. The court ordered a change of custody to Parent A with reasonable access to Parent B.
Subsections 16(1) and 17(9) of the *Divorce Act* and subsection 6(5) of *The Children’s Law Act* state that a child should have as much contact with each parent as is consistent with his or her best interests. Consequently, the court considers the willingness of persons seeking to be the daily caregiver to encourage visits. However, the rule can have the effect of silencing parents who fear that if they reveal abuse as part of their request for restricted access by contributing caregivers they may risk losing custody altogether.

*Should the friendly parent rule be reviewed in light of arguments that it prevents spouses from raising concerns about abuse?*

### 10. Mobility issues

The parents had an arrangement where Parent A had custody and Parent B had reasonable access rights. The children saw both of them on a regular basis. For three years both parents lived in the same city. The children were very close to Parent A although Parent B was also able to maintain a close relationship with the children because of their close proximity. In 1997, Parent A was required to transfer to another city or lose the job. Parent B opposed the move and applied for custody.

Following marriage breakdown, daily caregivers may move their home such a distance that the ability of the contributing caregiver to continue a meaningful relationship with the children is significantly affected. Yet restrictions on moving may create financial hardship for the daily caregiver or prevent the development of a new family entity.

*How can children’s needs be met when parents or courts deal with mobility issues?*

### 11. Parenting arrangements

(a) Parental roles

Parent A is the primary caregiver. While attending school, Parent A relies upon child care. Parent B is in rehabilitation for drug and alcohol abuse and is receiving social assistance but has a substantial amount of free time to spend with the child. Parent B seeks custody of the child.
The past century has seen an extraordinary evolution in parental roles. This produces an increasingly complex context for people to understand and develop their roles. Social norms and role expectations must adapt to the new context. Concerns have been expressed about courts applying a maternal presumption that favours women attaining custody. On the other hand, it has also been argued that courts sometimes judge fathers as parents by a different and much less demanding standard than mothers.

What can be done to confront the social expectations of parents, judges and society? What steps in education, training and legislation could be taken?

(b) Types of custody orders

Parent A has been the child’s primary caregiver and psychological parent since birth. Parent B generally had little or nothing to do with the child. Parent B is more financially successful and can provide the child with a better physical environment. However, the court awarded Parent A sole custody as the child was far more attached to that parent.

One parent was a strong advocate for joint custody. However, the differences in the parents’ lifestyles and in their parenting methods precluded the viability of a joint custody order. The order was for sole custody but liberal access time.

Both the mother and the father are involved with their children and care for them deeply. Both are excellent parents. They are able to communicate about the children even after their separation. They sought joint custody based on blocks of time. The court agreed that joint custody was appropriate but did not allocate specific times.
The forms of orders currently available are sole custody or joint custody.

Some argue a primary caregiver presumption, which emphasizes the role of the person who has had the primary care of the child, will discourage litigation as the probable outcome would be sole custody. However, the approach has been criticized as not being predictive of who is the preferable daily caregiver for the future.

Joint custody is a court order that defines the living and visiting arrangements for the child. However, the potential for inequity in the sharing of day-to-day responsibilities by the parents, and the interference or control by one parent over the other, may make such arrangements unworkable.

In situations that do not involve joint custody, there may be shared parenting agreements focused on the parental obligation or plan the parties agree upon rather than having the arrangement imposed upon them as part of an order. It is a method that encourages both parents to remain involved in the child’s life.

There are situations where shared parenting does not seem workable. Where one parent has dominated and controlled the other party, the control can continue in a shared parenting relationship. Effective parenting skills and even the most carefully planned arrangement become impossible to carry out when the parents cannot cooperate. Shared parenting plans can have a tendency to split a child into pieces with each parent making decisions about particular interests in the child’s life rather than parenting the whole child. Consequently, a child may internalize conflicting moral or social ideals instilled in him or her by each parent.

**What emphasis should be given to approaches such as primary caregiver and sole custody, joint legal custody or shared parenting? What process or assistance is required by the parties in determining parenting arrangements?**

12. Enforcement of the order

Parent A permitted their child to accompany Parent B on a vacation out of the country. When Parent B refused to return the child, Parent A withdrew consent thereby making Parent B in contempt of court and leading to criminal charges of child abduction.
Even where relations between parents are good, the process of exercising contact can be unsettling for children and can become a source of difficulty for the parents, particularly where the orders are unclear.

Saskatchewan has a range of remedies where there has been non-compliance with an order or agreement. These include awarding compensatory access to the contributing parent, ordering supervised access, providing security to ensure performance of the obligations, directing the parties to mediation or awarding custody to the contributing parent. Also, a parent may apply for a finding of contempt if the other parent breaches a court order. A finding of contempt can lead to significant fines and incarceration. Enforcement may also involve criminal parental child abduction charges under the Criminal Code.

Some argue for the establishment of an enforcement program similar to the maintenance enforcement. But, these programs are resource intensive, very interventionist and may foster dispute rather than resolution.

*How can the remedies available best be used? What other legislative initiatives to enforce custody and access orders are needed? Do orders and agreements need to contain more specific terms and conditions?*

The remedies in *The Children’s Law Act* apply to situations in Saskatchewan. *What consideration should be given to custody and access enforcement between provinces or between countries?*

Canada was the second state to ratify the Hague convention on the Civil Aspects of International Child Abduction which came into force December 1, 1983. This convention applies between Canada and approximately 26 countries.

There are significant increases in the number of interprovincial custody and access disputes. The provinces do not have uniform legislation such as the Hague Convention to resolve disputes. Presently, a parent’s remedies are limited to those offered by the province with jurisdiction, or in certain circumstances charges under sections 282 and 283 of the Criminal Code.
In the United States, the National Conference of Commissioners on Uniform State Laws is currently revising their *Uniform Child Custody Jurisdiction and Enforcement Act*. One of the major purposes of the revision was to provide a remedy for interstate custody cases as there is no uniform method of enforcing custody orders in another state. The draft Act has strict provisions with regard to supplying information about the child. As time is often a consideration, the draft Act provides a simple procedure for registering a custody determination in another state as well as an emergency process. The draft Act indicates a role for public authorities in the enforcement process and a public official as an enforcement agent to ensure the remedy is available regardless of income level.

*Should Saskatchewan explore further remedies to enhance the enforcement ability or promote the development of further interjurisdictional or international remedies?*

### III Options for Future Services

The motivation for family law services is prevention and intervention to reduce conflicts, develop resiliency and promote the best interests of the child. Saskatchewan’s family law services address these concerns. Saskatchewan’s services include custody and access investigation and assessments, supervised access and parent education programs and seminars.

(a) Custody and access assessments

These assessments, directed by court order, are prepared by Family Law Division social workers, who provide independent, written information to the court and parties. The assessor interviews the child or observes the child while in each parent’s care. Most assessments include recommendations to the court regarding the parenting arrangement.

*What additional assessment and investigative services should be available?*

(b) Supervised access

Upon court order, supervision of access to children by the contributing caregiver and other family members is provided by trained volunteers and social workers, in a safe, child-centered environment. As well, supervision of exchanges of children during an unsupervised access period can be provided upon request.

*Is there a need to expand the location or extent of this program?*
(c) Parenting education

Effective parenting programs geared to informing parents about their children’s needs can teach people the benefits of altering their relationship for the good of their children. As well, the positive adjustment of the daily caregiver can be a major predictor in positive child adjustment post divorce. Thus, parenting education and skills training may be a significant factor in assisting the family to reduce the trauma of the separation and helping the children adjust to the post-separation world.

Should parent education be mandatory? To what extent should education about separation and divorce be available to children?

Do we have the right mix of services in Saskatchewan? Do we have the right mechanisms for delivery of services?

IV Conclusion

Resiliency changes and develops over time. Protective characteristics within the individual maintain and enhance the individual’s health. Proponents of a resiliency model emphasize the need to balance individual coping resources with support and services provided to the family and community. The goal is to enhance the capacity of individuals, families and communities to respond to a range of life challenges.

This paper was prepared to promote discussion and obtain feedback on how parents, families, communities and the government can work together in the best interests of children. It promotes dialogue with the goal of achieving consensus on, or at least a better appreciation for the necessary actions to ensure the best interests of children are addressed. We must act together to build resilient children and families.
If you wish to communicate your views on this document or the issue of promoting resiliency in families experiencing separation and divorce, please contact:

Policy, Planning and Evaluation
Saskatchewan Justice
4th Floor, 1874 Scarth Street
Regina, Saskatchewan
S4P 3V7

Fax: (306) 787-9008
E-mail: policyplanning@justice.gov.sk.ca
Some of the critical factors to promote the development of resiliency in children include:

- Protecting children from parental conflict and violence.
- Ensuring adequate economic resources for raising children. Diminished economic resources can affect nutrition, health, living circumstances, social and extra-curricular activities.
- Adapting parenting capacity. Parents may need to acquire new strategies or adapt their existing methods to take account of the change in family structure.
- Developing structures, roles and boundaries in the post-divorce family. Adequate support systems for parents and children should be available so they can adjust to the transition and assume appropriate roles in the post-divorce family.
- Generally, supporting children’s relationship with both parents. The contribution and role of each parent needs to be valued. However, there will be some circumstances where continuing the parent-child relationship is not advisable or supervised access may be warranted.
- Lessening stresses in the divorce environment. Changes should be implemented as slowly and carefully as possible. Consideration of how events are defined for children is important; for example, how do children understand parental dating or re-marriage?
- Discussing and encouraging children’s questions. Parents and other adults in the child’s life should help formulate and respond to questions based on concerns and fears.
- Respecting cultural or religious heritage. Religious affiliations and cultural groups may be an important source of support for changing families or critical factors in promoting resolution of seemingly intractable disputes.¹

In terms of a child’s adjustment to post-divorce situations, some children are profoundly affected and others seem to suffer less. Some children can rise above parental conflict to retain relations with both parents and others are greatly harmed by such conflict.

Promoting Resiliency in Children and Families

Please submit your comments to Policy, Planning and Evaluation, Saskatchewan Justice, 4th Floor, 1874 Scarth Street, Regina, Saskatchewan, S4P 3V7. Fax: (306) 787-9008. E-mail: policyplanning@justice.gov.sk.ca

1. **The impact on the child:**

   Although parent education programs are currently offered in Saskatchewan, what further steps should be taken towards education for parents and children going through separation and divorce? Should mandatory education sessions be considered?

2. **The impact on the parents:**

   What steps can be taken to educate and support daily and contributing caregivers in their new roles? What encouragement can be provided to contributing caregivers to maintain regular contact with their children? What supports do parents need to overcome difficulties with access issues and the practical problems such as distance, finance and work schedules? What support groups do daily and contributing caregivers and their children need?

3. **The role of professionals:**

   Would more substantial and interdisciplinary training of professionals on the effect of custody disputes on children or child development be helpful? Should this training be mandatory?
4. The role of the judiciary:

4 (a). What social context information would assist judges?

4 (b). What can be done to improve the understanding of the best interests of the child test?

5. The role of the child:

Is there a need to improve the process by which the child’s views are heard?

6. The role of families:

6 (a). What additional support networks or legislative change would benefit extended families?
6 (b). How could it be ensured a child’s Aboriginal culture is recognized when applying the best interests of the child test?

7. The role of the community:
What additional services within the community would assist single parents and their children?

8. Choice of process:
What can we do to better guide people into the appropriate forum of dispute resolution?

9. Abuse and abuse allegations:
9(a). Should there be changes made to the law to specifically require judges to consider a history of family violence when making custody orders?
9 (b). What protection can be offered to ensure that all situations of child abuse are reported? What precautions can be taken to ensure all abuse allegations are investigated and false allegations are dismissed? Should specialized training for lawyers and other professionals involved in the process be required?

9 (c). Should the friendly parent rule be reviewed in light of the argument that it prevents spouses from raising concerns about abuse?

10. Mobility issues:

How can children’s needs be met when parents or courts deal with mobility issues?

11. Parenting arrangements:

11 (a). What can be done to confront the social expectations of parents, judges and society? What steps in education, training and legislation should be taken?
11 (b). What emphasis should be given to approaches such as primary caregiver and sole custody, joint legal custody or shared parenting? What process or assistance is required by the parties in determining and in carrying out parenting arrangements?

11 (c). How can the remedies available be used? What other legislative initiatives to enforce custody and access orders are needed? Do orders and agreements need to contain more specific terms and conditions?

12. Enforcement of the order:

12 (a). What consideration should be given to custody and access enforcement between provinces or even outside of Canada?

12 (b). Should Saskatchewan explore further remedies to enhance enforcement or promote the development of further interjurisdictional or international remedies or agreements?
OPTIONS FOR FUTURE ACTION

1. **Custody and Access Assessments:**

   What additional assessment and investigative services should be available?

2. **Supervised Access:**

   Is there a need to expand the location or extent of this program?

3. **Parent Education:**

   Should parent education be mandatory? To what extent should education about separation and divorce be available to children?

4. **Do we have the right mix of services in Saskatchewan? Do we have the right mechanisms for delivery of services?**