

HB

59

HOUSE COMMITTEE REPORT

(7)

Date Referred: January 9, 1989

FURTHER REFERRALS: FINANCE

Date of Committee Action: 1/20/89

The HEALTH, EDUCATION & SOCIAL SERVICES Committee recommends that:

HOUSE BILL NO. 59 [EXTEND DOM. VIOLENCE/SEXUAL ASSAULT COUN.]
"An Act continuing the existence of the Council on Domestic Violence and Sexual Assault; and providing for an effective date."

- [] be replaced with _____ [] the same title
 [] a new title
- [] have attached amendment(s)
- [X] do pass
 [] do not pass
 [] no recommendation
 [] individual recommendations
 [] additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):

- [] fiscal impact
 [X] zero fiscal note
 [] zero with analysis

APPROVES PREVIOUS:

- [] fiscal note(s) published:

 [] zero fiscal notes(s) published:

SIGNING DO PASS:

J. Ellis

Max Guenther

Walt Farnack

Peter Seal

Max Boyer

SIGNING OTHER THAN DO PASS:

(Do Not Pass, No Recommendation, Amend)

J. Ellis

 Chairman's signature

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: An Act Continuing the Existence
of the Council on D.V.S.A.
Sponsor: Rules Committee
Requestor: Governor

Agency Affected: Public Safety
BRU: Council on Domestic Violence
and Sexual Assault
Component: _____

EXPENDITURES/REVENUES: (Thousands of Dollars) (Inflation not included)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS : (Attach a separate page if necessary)

Since this legislation continues the existence of the Council, it has no additional fiscal impact.

Prepared by: mk for Barbara Miklos
Division: Council on Domestic Violence and
Sexual Assault
Approved by Commissioner: A.H. English
Agency: Department of Public Safety

Phone: 465-4356
Date: 11/18/88
Date: 11-22-88

STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

January 9, 1989

The Honorable Sam Cotten
Speaker of the House
Alaska State Legislature
P.O. Box V
Juneau, AK 99811

Dear Representative Cotten:

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting a bill continuing the existence of the Council on Domestic Violence and Sexual Assault, in the Department of Public Safety. Under AS 44.66.010(a)(11), the council is scheduled to "sunset" on June 30, 1989.

As you know, the council provides for planning and coordination of services to victims of domestic violence or sexual assault and their families. The council is a policy-making body consisting of representatives of the Departments of Public Safety, Law, Health and Social Services, and Education, plus three public members. For FY 1989, the council has funded 22 programs in 18 communities to provide shelter or safe homes for victims, crisis intervention, counseling and advocacy services to victims and to children from violent homes, as well as intervention and prevention services for domestic violence offenders.

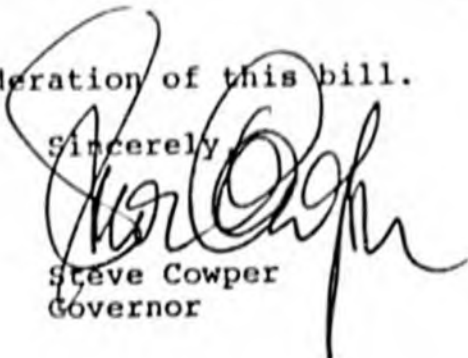
The council monitors the programs it funds and provides technical assistance and training to assure that services are effective. The council provides leadership in all areas of domestic violence and sexual assault, and coordinates services provided by state agencies and community groups. A major focus has been the coordination of services to child sexual abuse victims and police officers, and improving the criminal justice system's response to domestic violence and sexual assault. The council has also been instrumental in proposing, revising, and advocating needed legislation.

Our experience over the last decade has shown that domestic violence and sexual assault has been, and will probably continue to be, an unfortunate though preventable aspect of

our society. We hope that at some point in the future we can find permanent solutions to these problems, and can be satisfied that the need for the council no longer exists. In the meantime, however, I believe that the work of the council must continue. Therefore, this bill extends the termination date of the council from June 30 of this year to June 30, 1993.

I urge your favorable consideration of this bill.

Sincerely,



Steve Cowper
Governor

STATE OF ALASKA
COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT
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COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT

MAJOR COUNCIL INITIATIVES IN 1988

1. Coordination

Coordination of services with local, state and national agencies is one of the Council's major roles. The Council has four state members representing the Departments of Law, Education, Public Safety, and Health and Social Services. In addition, there are three public members who bring their unique backgrounds and talents from diverse areas of the state. The makeup of the Council encourages coordination by combining the knowledge, experience and programmatic resources of its members so that issues of domestic violence and sexual assault can be addressed in a comprehensive and effective manner.

In 1988 the Council was involved in two major coordination activities: the Governor's Interim Commission on Children and Youth, and the Child Sexual Abuse Working Group. The Executive Director of the Council on Domestic Violence and Sexual Assault represents the Department of Public Safety on the Children's Commission, which developed a number of far reaching recommendations to improve the services and opportunities for Alaska's children. One of their major issues of concern is the effect of family violence on children. As a result of the support from the Governor and the bipartisan Children's Caucus of the 15th Alaska Legislature, additional funds were provided in the FY89 budget to address the needs of children who are victims or witnesses of domestic violence or sexual assault.

The Executive Director of the Council served as Chair of the Child Sexual Abuse Working Group, appointed by the Governor to develop recommendations to better protect victims of child sexual abuse. Participants included representatives of the Departments of Law, Public Safety, Health and Social Services, and Corrections as well as private citizens who are children's advocates. The Committee developed both no cost and cost recommendations regarding legal intervention, treatment, primary prevention, and coordination and training. The Group is following up with state departments to ensure that recommendations will be implemented to the extent that fiscal resources allow.

Through a Reimbursable Services' Agreement with the Department of Corrections, the Council funded and monitored prison batterers' programs in Juneau, Fairbanks and Nome. The focus of these programs is to offer inmates, especially those convicted of violent crimes or who were victimized themselves, with anger control counseling, both individual and group, and to provide alternatives to violence.

Following are the amounts of funding provided to each program in FY89:

<u>Facility</u>	<u>Program Name</u>	<u>Amount Funded</u>
*Fairbanks Correctional Center	WICCA	\$28,500
*Lemon Creek Correction Center and Glacier Manor Halfway House	MEN, Inc.	41,685
*Nome Correctional Center	BSWG	20,815

In addition to routine coordination activities, the Council and its staff also:

- * Developed, distributed and advertised a Request for Proposals for training for staff of domestic violence and sexual assault programs serving children. A contractor was selected to provide training and technical assistance in issues relating to children from violent homes and sexual and physical abuse of children.
- * Coordinated and facilitated a meeting for programs that provide services to batterers.
- * Revised the Memorandum of Agreement with the Department of Corrections regarding the provision of anger control programs in three of the State's jails.
- * Participated in the Department of Public Safety's Planning Meeting.
- * Coordinated with the Trooper Academy regarding domestic violence, sexual assault and child sexual assault content in the Academy's curriculum.
- * Presented information regarding domestic violence and sexual assault to participants in the Department of Education's Youth at Risk National Forum.
- * Developed and implemented a training contract regarding sexual assault services and prevention services.
- * Worked with the Alaska State Troopers on developing protocols for responding to cases of domestic violence and child abuse and a plan for training Troopers and Village Public Safety Officers on children's services.
- * Worked with the Alaska Network on Domestic Violence and Sexual Assault on program training, coordination and legislation.
- * Worked with the Alaska State Troopers to have temporary restraining orders entered on the Department's computer system, APSIN. This will enable troopers to better enforce these court orders and ensure better protection for victims.

2. Planning of Services for Victims of Domestic Violence or Sexual Assault, their Families and Perpetrators of Domestic Violence and Sexual Assault

The Council has begun to develop a new Work Plan which focuses on activities that carry out the Council's mandates. After reviewing the previous plan, the Council found it was outdated.

The Council has continued to develop a Planning Guide for Domestic Violence and Sexual Assault Services, which will identify necessary elements of a comprehensive service delivery system. It will describe the service models, the philosophical context of service provision to victims of domestic violence and sexual assault, and strategies communities can use in developing these services. Input is being received from agencies that provide services.

3. Public Meetings and Hearings

The Council held 5 meetings in 1988. Council meetings are advertised and open to the public. The November, 1988 meeting was by teleconference and included a public hearing on the topic of domestic violence restraining orders. There were participants and testimony from 16 sites statewide.

4. Staffing and Budget

The Council maintained a full time Executive Director, Program Coordinator and Statistical Technician through 1988. Due to lack of funding, the Secretary position was filled with a temporary Clerk Typist for five months. The Secretary position was filled in August, 1988.

In FY88, the Council expended the following:

<u>PERSONNEL:</u> for the Council Office	\$186,800
<u>TRAVEL:</u> to fund program evaluations, and Council Meetings (7 Council members and staff)	20,500
<u>CONTRACTUAL SERVICES:</u> to fund basic telephone, printing, word processing, copying, etc.	24,000
<u>SUPPLIES AND MATERIALS:</u> to purchase Council office supplies and films and domestic violence and sexual assault pamphlets for distribution	2,300
<u>GRANTS:</u> grants to community-based programs	4,397,500

Since the FY87 revised budget had reduced the Council's administrative budget by 12.5%, and these cuts were continued in FY88, services provided by the Council office have been severely curtailed. Not all programs could be evaluated in 1988, and there were limited resources for printing and technical assistance materials. The Council could not function any longer without a Secretary, so \$28,400 was transferred from grants in FY89 to fully fund the Council's four positions.

Besides the state general funds in the Council's FY88 budget, there were \$203,000 in federal funds (\$153,000 from the Victims of Crime Act and \$50,000 from the Family Violence Prevention Services Act). In addition, the Council received \$100,000 from a Reimbursable Services Agreement from the Department of Corrections to fund and administer batterers' programs in prisons, and \$6,500 from a Reimbursable Services Agreement from the Department of Health and Social Services to provide rape prevention training.

5. Capital and Special Grants

In March, 1988, the Council received and administered twelve "Jobs Bill" grants, which were used to upgrade and remodel shelters throughout the state. The twelve "Jobs Bill" grantees and the grant amounts are as follows:

Abused Women's Aid in Crisis	\$106,500
Alaska Women's Resource Center	83,000
Emmonak Women's Shelter	25,500
Women in Crisis-Counseling Assistance	45,000
Aiding Women from Abuse Rape Emergencies	91,000
K/S Women's Resource and Crisis Cntr.	105,000
Women in Safe Homes	103,000
Kodiak Women's Resource & Crisis Cntr.	39,000
Bering Sea Women's Group	102,800
Valley Women's Resource Center	125,000
Sitkan's Against Family Violence	25,000
Advocates for Victims of Violence	26,000

Three of the grants were completed in the fall of 1988. Of the remaining grants, eight are in progress and some are close to completion; Bering Sea Women's Group has run into some delays in implementing their planned renovation.

There were two capital grants received in July, 1987, for projects which were completed in 1988. These included the leveling and painting of the shelter building in Bethel, Tundra Women's Coalition (\$35,000), and the renovation of the Women in Safe Homes shelter building in Ketchikan to make it accessible to persons with physical disabilities and to meet fire, safety and sanitation codes (\$25,000). The installation of a sprinkler system in the AWARE shelter in Juneau was completed in 1988. The sprinkler system and driveway and parking lot paving were included in a \$75,000 grant received in 1985.

6. Development of Educational Materials on the Cause, Prevention and Treatment of Domestic Violence and Sexual Assault

The Council makes its film library available and distributes pamphlets, upon request, to any agency in Alaska. Materials that are routinely distributed are the Council's Sexual Assault Curriculum and companion video tapes for grades K-6 and 7-12 and the booklet "Village to Village" and its accompanying video tape.

In 1988, the Council revised and updated a booklet on Child Sexual Assault, called "He Told Me Not to Tell". In addition, the Council developed and distributed Victims' Services training packets for use in training law enforcement officers.

7. Data System

The Council developed and implemented a standardized data collection system for its funded programs in July, 1982. In FY88, current data was entered for all programs. Computer reports were distributed to programs and anyone else requesting the information. The data system was improved and modified to take advantage of software upgrades, as well as changes in reporting requirements from other agencies. The Council office provided statistical information to state, federal and local agencies as requested.

8. Regulations

The Council has adopted regulations for grants' administration, which were clarified and simplified in 1987, and for program standards. One section of the program standards, relating to the reporting of abuse of elderly persons, was revised in 1988.

9. Evaluations and Audits

The Council staff monitored all funded programs through written fiscal and narrative reports. Due to a reduction in travel and personnel funds, the Council made a decision not to conduct yearly evaluations for those programs which had been in existence for three years, received good evaluations for three years, have no known problems and have maintained the same director for at least a year. On-site program evaluations were conducted for 15 programs in 1988.

On-site evaluations of programs funded by the Council were conducted by the Program Coordinator or the Executive Director and averaged 2½ days per program. Each evaluation included interviews with program staff and volunteers, relevant community agencies, clients and the governing board. The program's policy and procedure manuals, client files, and other materials pertinent to compliance with State regulations and grant award conditions were reviewed. As a result of each on-site visit, a report outlining findings and making recommendations for change was written.

10. Technical Assistance

The Council provides domestic violence and sexual assault information to any group or individual requesting it. The Council and its staff understand the importance of assisting community groups and programs, particularly in rural areas, in improving services to meet local needs. Technical assistance is provided through telephone calls, by written materials, and through on-site visits as travel resources permit.

11. Sunset Audit

In accordance with Alaska statutes, the Council is scheduled to terminate on June 30, 1989. An audit was conducted in the summer and fall in order to determine whether the Council is still needed and if it has been operating in an efficient and effective manner. The audit report recommended that the Council be reestablished.

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT
GRANT AWARDS

<u>PROGRAM</u>	<u>FY88 GRANT AMOUNT</u>	<u>FY89 GRANT AMOUNT</u>	<u>SERVICES FUNDED IN FY89</u>
<u>ANCHORAGE</u> ABUSED WOMEN'S AID IN CRISIS (AWAIC)	\$554.7	\$641.0	domestic violence: shelter, crisis line, advocacy, counseling, children's services, batterers' counseling, elder abuse services, prevention/education
<u>ANCHORAGE</u> ALASKA WOMEN'S RESOURCE CENTER (AWRC)	133.7	151.0	domestic violence: crisis intervention, advocacy, counseling, prevention/education, children's program
<u>ANCHORAGE</u> STANDING TOGETHER AGAINST RAPE (STAR)	226.6	294.2	sexual assault: crisis line, advocacy, counseling, children's services, elder abuse services, prevention/education
<u>BARROW</u> ARCTIC WOMEN IN CRISIS (AWIC)	215.0	216.5	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, children's program rural outreach, prevention/education
<u>BETHEL</u> TUNDRA WOMEN'S COALITION (TWC)	384.0	446.0	domestic violence/sexual assault: shelter, crisis line, counseling, children's services, rural outreach, prevention/education, client advocacy
<u>DILLINGHAM</u> SAFE AND FEAR-FREE ENVIRONMENT (SAFE)	112.5	157.9	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, rural outreach, prevention/education, children's program
<u>EMMONAK</u> EMMONAK WOMEN'S SHELTER (EWS)	49.4	68.4	domestic violence: shelter, crisis intervention
<u>FAIRBANKS</u> WOMEN IN CRISIS-COUNSELING AND ASSISTANCE (WICCA)	450.5	552.0	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, children's services, batterers' counseling, elder abuse services, rural outreach, prevention/education
<u>FAIRBANKS</u> TANANA CHIEFS CONFERENCE (TCC)	39.5	39.5	domestic violence/sexual assault: safe homes, crisis intervention, advocacy, rural outreach
<u>HOMER</u> SOUTH PENINSULA WOMEN'S SERVICES (SPWS)	108.8	152.1	domestic violence/sexual assault: safe homes, crisis line, advocacy, children's prog., counseling, rural outreach prevention/education, batterers' prog.

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT
GRANT AWARDS

<u>PROGRAM</u>	<u>FY88 GRANT AMOUNT</u>	<u>FY89 GRANT AMOUNT</u>	<u>SERVICES FUNDED IN FY89</u>
<u>JUNEAU</u> AIDING WOMEN FROM ABUSE AND RAPE EMERGENCIES (AWARE)	381.6	408.6	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, children's services, elder abuse services, rural outreach, prevention/education
<u>JUNEAU</u> MEN, INC. (MEN)	89.8	113.0	domestic violence: batterers' counseling, children's services, prevention/education
<u>JUNEAU</u> PARENT AIDE PROGRAM (PAP)		17.7	parent education and counseling
<u>KENAI/SOLDOTNA</u> WOMEN'S RESOURCE AND CRISIS CENTER (K/SWRCC)	244.0	295.4	domestic violence/sexual assault: shelter, crisis line, advocacy, elder abuse, counseling, children's prog., prevention/ed., batterers' counseling
<u>KETCHIKAN</u> WOMEN IN SAFE HOMES (WISH)	286.6	348.9	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, children's services, rural outreach, prevention/education
<u>KODIAK</u> WOMEN'S RESOURCE & CRISIS CENTER (KWRCC)	169.5	195.5	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, rural outreach, prevention/ education
<u>NOME</u> BERING SEA WOMEN'S GROUP (BSWG)	316.0	366.2	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, children's services, batterers' counseling, rural outreach, prevention/education
<u>PALMER</u> VALLEY WOMEN'S RESOURCE CENTER (VWRC)	247.3	300.6	domestic violence/sexual assault: shelter, crisis line, advocacy, counseling, children's services, prevention/education
<u>SEWARD</u> SEWARD LIFE ACTION COUNCIL (SLAC)		18.5	domestic violence/sexual assault; counseling
<u>SITKA</u> SITKANS AGAINST FAMILY VIOLENCE (SAFV)	169.5	211.6	domestic violence/sexual assault: shelter, crisis intervention, advocacy, counseling, children's services, rural outreach, prevention/education

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT
GRANT AWARDS

<u>PROGRAM</u>	<u>FY 88 GRANT AMOUNT</u>	<u>FY89 GRANT AMOUNT</u>	<u>SERVICES FUNDED IN FY 89</u>
<u>UNALASKA</u> UNALASKANS AGAINST SEXUAL ASSAULT AND FAMILY VIOLENCE (USAFV)	31.5	38.1	domestic violence/sexual assault; safe homes, crisis intervention, advocacy, prevention/education, elder abuse, counseling, crisis line
<u>VALDEZ</u> ADVOCATES FOR VICTIMS OF VIOLENCE (AVV)	94.0	125.4	domestic violence/sexual assault: shelter, crisis line, counseling, children's services, prevention/education, client advocacy, rural outreach

STATE OF ALASKA
OFFICE OF MANAGEMENT & BUDGET
DIVISION OF BUDGET REVIEW

DATE: 12/15/88
TIME: 15:04:38
PROG: FORMCID

FY '90 BUDGET CYCLE BENCHMARK LEVEL COMPARISONS

AGENCY: DEPARTMENT OF PUBLIC SAFETY
BRU: DOMESTIC VIOLENCE AND SEXUAL ASSAULT
COMPONENT: DOMESTIC VIOLENCE AND SEXUAL ASSAULT (SER B: 521)

ITEM	FY '88 AUTHORIZED	FY '88 FINAL AUTH	FY '88 ACTUAL	FY '89 AUTHORIZED	FY '90 ADJ BASE	FY '90 AGENCY	FY '90 GOVERNOR
*** COMPONENT TOTAL ***	4,656.8	4,665.0	4,637.9	5,568.3	5,580.4	7,915.6	6,030.4
EXPENDITURES							
Personal Services	175.3	188.2	186.8	180.3	192.4	227.6	192.4
Travel	22.4	22.1	20.5	22.4	22.4	22.4	22.4
Contractual Services	41.3	25.0	24.1	73.8	73.8	133.8	323.8
Commodities	4.3	3.3	2.3	4.3	4.3	4.3	4.3
Equipment	0.0	6.9	6.7	0.0	0.0	0.0	0.0
Land/Buildings	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Grants/Claims	4,413.5	4,397.5	4,397.5	5,287.5	5,287.5	7,527.5	5,487.5
Misc.	0.0	22.0	0.0	0.0	0.0	0.0	0.0
FUNDING							
1002 Fed Rcpts	225.0	225.0	204.5	225.0	225.0	225.0	225.0
1004 Gen Fund	4,331.8	4,336.8	4,331.0	5,236.8	5,248.9	7,584.1	5,698.9
1007 I/A Rcpts	100.0	103.2	102.4	106.5	106.5	106.5	106.5
STAFFING							
Full-time	3.0	3.0	3.0	3.0	3.0	4.0	3.0
Part-time	1.0	1.0	1.0	1.0	1.0	0.0	1.0
Temporary	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Staff-months	40.0	40.0	40.0	40.0	40.0	48.0	40.0

000646

A PERFORMANCE REPORT ON THE
DEPARTMENT OF PUBLIC SAFETY
COUNCIL ON DOMESTIC VIOLENCE
AND SEXUAL ASSAULT

July 1, 1984 - June 30, 1988

Audit Control Number

12-1344-89-R

Commissioner, Department of
Public Safety

Arthur English

Deputy Commissioner, Department of
Public Safety

Gayle A. Horetski

Members of the
Council on Domestic Violence and Sexual Assault

Chair

Drena McIntyre

Public Member

Mary Pete

Public Member

Paula Haley

Commissioner,

Department of Public Safety

Arthur English

Designee of the Attorney General,

Department of Law

Stephanie Joannides

Designee of the Commissioner,

Department of Education

Mary Hakala

Designee of the Commissioner,

Department of Health & Social Services

Yvonne Chase

STATE

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

FINANCE DIVISION
P.O. BOX WF
JUNEAU, ALASKA 99811
PHONE: (907) 465-3795

September 26, 1988

Members of the Legislative Budget
and Audit Committee:

In accordance with the provisions of Titles 24 and 44 of the
Alaska Statutes (sunset legislation), the attached report is
submitted for your review.

A PERFORMANCE REPORT ON THE
DEPARTMENT OF PUBLIC SAFETY
COUNCIL ON DOMESTIC VIOLENCE
AND SEXUAL ASSAULT

July 1, 1984 - June 30, 1988

Audit Control Number

12-1344-89-R

MGREANY

Mike Greany, Director
Division of Legislative Finance

STATE OF ALASKA

THE LEGISLATURE
BUDGET AND AUDIT COMMITTEE

AUDIT DIVISION
P.O. BOX W
JUNEAU, ALASKA 99811-3300

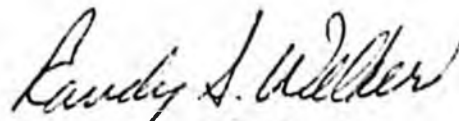
November 1, 1988

Members of the Legislative Budget
and Audit Committee:

According to the provisions of Titles 24 and 44 of the Alaska Statutes, the Division of Legislative Audit is required to conduct a "Sunset" review of the Council on Domestic Violence and Sexual Assault.

At the request of the Chairman, during Fiscal Year 1988 budget deliberations, Audit Division's budget was revised to reflect certain changes in the organization of the Committee's two Divisions. The revised budget of the Audit Division reflected efficiencies that might be obtained by utilizing the staff of the Legislative Finance Division on selected audit assignments during the interim.

As a result, the audit of the Council on Domestic Violence and Sexual Assault was conducted and this report has been prepared by the Legislative Finance Division. We feel this report discharges our responsibility under Titles 24 and 44. The report is submitted for your review.



Randy S. Welker, CPA
Legislative Auditor
Division of Legislative Audit

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PURPOSE AND SCOPE OF THE REPORT

Purpose

In accordance with the intent of Titles 24 and 44 (sunset legislation), we conducted an examination of the Department of Public Safety, Council on Domestic Violence and Sexual Assault (CDVSA), to determine if the Council has been operating in a efficient and effective manner and also if there is a public need for the program.

As required by legislative intent, this report shall be considered during legislative hearings in determining whether the CDVSA should be reestablished. Currently, the law specifies that this program will terminate as of June 30, 1989.

Scope

Our review consisted of evaluating the efficiency and effectiveness of the Council in (1) coordinating services provided by State and community agencies in response to domestic violence and sexual assault (DVSA) incidents; (2) developing, implementing, maintaining, and monitoring DVSA programs; (3) developing and implementing a standardized data collection system; (4) awarding grants and contracts; and (5) providing fiscal and technical assistance to grantee programs.

We reviewed the following sources of information:

1. Applicable statutes and legislative intent;
2. Budget documents;
3. Minutes of Council meetings;
4. Grantee performance and fiscal reviews prepared by Council and Public Safety personnel;
5. Interviews with various grantees;
6. Review of data collection forms and quarterly reports;
7. Interviews with various Council members; and
8. Office of the Ombudsman, State Equal Employment Opportunity Office, and the Human Rights Commission were contacted for information about complaints.

The policy and audit approach utilized by the Division of Legislative Finance for Performance Review can best be described as "audit by exception".

This methodology focuses audit efforts on areas of an auditee's operations that have been identified by a preliminary survey as having a high degree of probability for needing improvements.

Therefore, by design, finite audit resources are used to identify where and how improvement can be made, and little time is devoted to reviewing well-run operations or programs. Consequently, this report highlights those areas needing improvement and does not emphasize those operations and programs that are properly functioning.

ORGANIZATION AND FUNCTION

Title 18 of the Alaska Statutes gives the Department of Public Safety the authority to ". . . provide for planning and coordination of services to victims of domestic violence or sexual assault or to their families and to perpetrators of domestic violence and sexual assault and to provide for crisis intervention and prevention programs." The Department has met these statutory duties by the establishment of the CDVSA.

A large part of the Council's responsibility is their directive to "receive and dispense State and Federal money and award grants and contracts from appropriations for the purpose to qualified local community entities for domestic violence, sexual assault, and crisis intervention and prevention programs." The Council is also responsible to provide technical assistance and monitor the activities of various contractors and grantees.

The Council consists of seven members, of which four are the commissioners, or their designees, of the Departments of Public Safety, Health and Social Services, Education, and Law. The balance of the Council is comprised of persons recommended by the Network on Domestic Violence and Sexual Assault (a non-profit, private organization), and appointed at the Governor's discretion.

As of the date of this report, the Council is staffed by an executive director, a project coordinator, and a statistical technician.

The community programs, funded by the council, provide a variety of services to the public. Most importantly, their efforts are directed toward providing the victim with a safe environment by use of shelter and safe home networks. In addition, the programs are involved in educating and counseling the victim about domestic violence and sexual assault issues.

The counseling approach used by the programs is described as "empowerment". Empowerment's objective is to acquaint the victim with the law and victim rights; the cycle of domestic violence; the availability of jobs, child care, food stamps, and medical assistance; and to support and encourage the victim while she is learning self-dependence. The goal of this counseling method is to change the victim's beliefs about herself and to provide her with alternatives. It attempts to teach self-reliance.

The Council also grants funds provided by the Department of Corrections for batterers programs at the correctional centers in Juneau, Fairbanks and Nome. These programs are directed toward abusers and concentrate on reducing violent behavior.

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REPORT CONCLUSIONS

Policy Issues

This report contains policy and/or procedural issues raised as a result of our evaluation of various Council endeavors. The final decisions affecting these endeavors are not within the scope of this review but require legislative consideration. In debating these issues, the legislative oversight committees should consider the findings presented in this report so that the potential impact of changes can be evaluated.

Report Conclusions

In our opinion, the Council on Domestic Violence and Sexual Assault should be reestablished. The statutory requirement to provide planning and coordination of services to victims of domestic violence or sexual assault and for crisis intervention and prevention programs is necessary to protect the public's health, safety, and welfare. The Council provides this service by development, implementation, maintenance and monitoring of domestic violence and sexual assault programs.

The Findings and Recommendation Section (see page 7) describes areas where weaknesses or conflicts exist. We have made recommendations which, if implemented, will improve the efficiency and effectiveness of the Council.

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FINDINGS AND RECOMMENDATIONS

Recommendation No. 1

The Council should increase the availability and awareness of its yearly teleconference hearing to the general public.

Alaska Statute 18.66.040 requires that the Council hold at least one statewide public teleconference hearing a year. Since 1985, the teleconference sites have been limited to Anchorage, Fairbanks, Juneau and the rural community with a council member.

The limited number of teleconference sites and the lack of newspaper advertising of the meeting restricts the availability of the teleconference to the general public, especially in rural areas.

To comply with the statutory mandate for a yearly statewide public teleconference hearing, we recommend that the location of public notices and the number of teleconference sites be increased to improve public participation throughout the state.

Recommendation No. 2

The Council should continue to improve the data collection system by increasing its efficiency and improving the usefulness of the information for the grantees.

Alaska Statute 18.66.050(5) requires that the Council implement a standardized data collection system on domestic violence, sexual assault, and crisis intervention and prevention. The Council has complied with this requirement and has achieved a high level of compliance and awareness of the data reporting requirements among the grantees. The system which has developed, however, can be improved to reduce the number of secondary records which need to be kept. For example, the quarterly reports require that transportation services be broken down by "rural" and "other". The monthly reports do not break down data by this distinction, requiring additional records be kept.

Most of the grantees do not collect or maintain any other data than that required by the Council. For their own management needs, some grantees are performing hand tallies of statistics based on the monthly data recording forms. The information which the grantees count is easily available from the Council's computerized data base. We recommend that the Council work with the grantees to develop data collection forms which meet all of the Council's requirements and that provide information which meets the grantees' management reporting needs such as monthly management reports.

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ANALYSIS OF PUBLIC NEED

Limited Analysis

The following analyses of board activities relate to the public need factors defined in the "sunset" law. These analyses are not intended to be comprehensive, but address those areas we were able to cover within the scope of our review.

I. The extent to which the Council has operated in the public interest.

The Council has operated in the public interest by fulfilling its statutory responsibility to provide coordination of services to victims of domestic violence and sexual assault, crisis intervention and prevention, development, implementation, maintenance and monitoring of domestic violence and sexual assault programs, data collection, grants and fiscal and technical assistance.

II. The extent to which the operation of the Council has been impeded or enhanced by existing statutes, procedures, and practices which it has adopted, and any other matter, including budgetary, resources, and personnel matters.

A. The Council, through program evaluations and financial reviews, has provided valuable technical assistance to grantees. Through these reviews, the Council not only safeguards State funds but also ensures the quality of services to the public.

B. The Council should continue to improve the data collection system required by AS 18.66.050(5) to increase its efficiency and improve the usefulness of the information (see Recommendation No. 2).

III. The extent to which the Council has recommended statutory changes which are generally of benefit to the public interest.

The Council has aided in the passage of legislation covering a variety of subjects such as protection of children, family members and dependent adults, criminal violations and proceedings in child physical and sexual abuse cases, personal safety curriculum in public schools and recognition and reporting of child abuse and neglect.

- IV. The extent to which the Council has encouraged interested persons to report to it concerning the effects of its regulations and decisions on the effectiveness of service, economy of service, and availability of service which it has provided.

The Council encourages interested parties to comment on its decisions or regulations by publicly announcing its meetings. The Council also encourages input about its policies from the Alaska Network on Domestic Violence and Sexual Assault.

- V. The extent to which the Council has encouraged public participation in the making of its regulations and decisions.

A. The Council encourages public participation by advertising their meetings and teleconferences. The Council works with the Alaska Network on Domestic Violence and Sexual Assault and their membership in the development of regulations and policy decisions.

B. The Council can expand public participation by increasing the availability and awareness of its yearly teleconference hearing to the general public (see Recommendation No. 1).

- VI. The efficiency with which public inquiries or complaints regarding the activities of the Council filed with it, with the department to which the Council is administratively assigned, or with the Office of the Ombudsman have been processed and resolved.

The Office of the Ombudsman, Equal Employment Opportunity, Human Rights Commission and the Department of Law do not have any outstanding complaints regarding the Council. We did not discover any additional complaints during our interviews with grantees.

- VII. The extent to which a Board or Commission which regulates entry into an occupation or profession has presented qualified applicants to serve the public.

This section does not apply to the Council.

- VIII. The extent to which state personnel practice, including affirmative action requirements, have been complied with by the Council to its own activities and the area of activity or interest.

We found no problems in this area.

IX. The extent to which statutory, regulatory, budgeting, or other changes are necessary to enable the Council to better serve the interests of the public and to comply with the factors enumerated in this subsection.

Please refer to the previous section, Findings and Recommendations.

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APPENDIXES

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APPENDIX A

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT
CLIENT STATISTICS

FY 87 to FY 88 Comparison

	<u>FY 87</u>	<u>FY 88</u>
% Child Victims to Total Victims	8.4	9.1
% Adult Victims to Total Victims	91.6	90.9
% Child Clients to Total Clients	26.6	27.4
% Shelter Clients to Total Clients*	43.6	44.4
% New Clients to Total Clients	66.5	64.3

NUMBER OF CLIENTS BY ISSUE

Crisis Intervention	750	497
Domestic Violence	5,915	6,012
Incest	526	528
Marital Rape	344	480
Sexual Assault	898	971
Unknown	<u>194</u>	<u>94</u>
<u>TOTAL</u>	<u>8,627</u>	<u>8,582</u>

*Includes Shelter/Safe Home Programs Only

SOURCE: Council on Domestic Violence and Sexual Assault

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APPENDIX B

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT
SHELTER USE BY PROGRAM

FY 87 to FY 88 Comparison

<u>PROGRAM</u>	<u>TOTAL SHELTER NIGHTS POSSIBLE</u>	<u>FY 87 SHELTER NIGHTS</u>	<u>USAGE RATE</u>	<u>FY 88 SHELTER NIGHTS</u>	<u>USAGE RATE</u>
Abused Women's Aid in Crisis - Anchorage (52 beds)	18,980	10,040	52.9%	9,148	48.2%
Advocates for Victims of Violence - Valdez (10 beds)	3,650	261	7.2%	520	14.2%
Aiding Women From Abuse & Rape Emergencies - Juneau (48 beds)	17,520	3,939	22.5%	4,187	23.9%
Arctic Women in Crisis - Barrow (8 beds)	2,920	1,499	51.3%	1,725	59.1%
Bering Sea Women's Group - Nome (12 beds)	4,380	2,377	54.3%	1,748	39.9%
Emmonak Women's Shelter (9 beds)	3,285	139	4.2%	209	6.4%
Kenai/Soldotna Women's Resource & Crisis Center (20 beds)	7,300	3,243	44.4%	3,913	53.6%
Kodiak Women's Resource & Crisis Center (12 beds)	4,380	693	15.8%	2,721	62.1%
Sitkan's Against Family Violence (15 beds)	5,475	1,108	20.2%	1,372	25.1%
Tundra Women's Coalition - Bethel (18 beds)	6,570	2,296	34.9%	2,723	41.4%
Valley Women's Resource Center - Palmer (20 beds)	7,300	1,452	19.9%	1,448	19.8%
Women in Crisis Counseling & Assistance - Fairbanks (34 beds)	12,410	5,468	44.1%	5,023	40.5%
Women in Safe Homes - Ketchikan (25 beds)	<u>9,125</u>	<u>4,092</u>	<u>44.8%</u>	<u>3,465</u>	<u>38.0%</u>
<u>TOTAL</u>	<u>103,295</u>	<u>36,607</u>	<u>35.4%</u>	<u>38,202</u>	<u>37.0%</u>

SOURCE: Council on Domestic Violence and Sexual Assault

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APPENDIX C

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT
GRANT AWARDS

FY 87 to FY 88 Comparison

	<u>FY 87 REV</u> <u>AMT FUND</u>	<u>FY 88</u> <u>AMT FUND</u>	<u>PERCENT</u> <u>CHANGE</u> <u>IN FUNDING</u>
Abused Women's Aid in Crisis - Anchorage (52 beds)	524.9	554.7	5.7%
Advocates for Victims of Violence - Valdez (10 beds)	94.0	94.0	0.0%
Aiding Women From Abuse & Rape Emergencies - Juneau (48 beds)	381.5	381.6	0.0%
Alaska Women's Resource Center - Anchorage	105.9	133.7	26.3%
Arctic Women in Crisis - Barrow (8 beds)	222.7	215.0	-3.5%
Bering Sea Women's Group - Nome (12 beds)	289.6	316.0	9.1%
Bristol Bay Family Resource & Crisis Center - Naknek	0.5	0.0	-100.0%
Cordova Women's Resource Center	2.5	0.0	-100.0%
Emmonak Women's Shelter (9 beds)	49.4	49.4	0.0%
Hooper Bay	9.0	0.0	-100.0%
Kenai/Soldotna Women's Resource & Crisis Center (20 Beds)	223.1	244.0	9.4%
Kodiak Women's Resource & Crisis Center (12 Beds)	169.5	169.5	0.0%
MEN, Inc. - Juneau	89.7	89.8	0.1%
Safe & Fearfree Environment - Dillingham	105.9	112.5	6.2%
Sitkan's Against Family Violence (15 beds)	143.8	169.5	17.9%
South Peninsula Women's Services - Homer	93.8	108.8	16.0%
Standing Together Against Rape - Anchorage	216.5	226.6	4.7%
Tanana Chiefs Conference - Fairbanks	39.5	39.5	0.0%
Tundra Women's Coalition - Bethel (18 beds)	349.1	384.0	10.0%
Unalaskan's Against Sexual Assault & Family Violence	31.4	31.5	0.3%
Valley Women's Resource Center - Palmer (20 beds)	216.8	247.3	14.1%
Women in Crisis-Counseling & Assistance - Fairbanks (34 beds)	422.2	450.5	6.7%
Women in Safe Homes - Ketchikan (25 beds)	283.8	286.6	1.0%
Prison Programs - BSWG, MEN, WICCA	91.0	93.0	2.2%
Named Recipient Grants - TWC/VWRC	38.3	0.0	-100.0%
 <u>TOTALS</u>	 <u>4,194.4</u>	 <u>4,397.5</u>	 <u>4.8%</u>

SOURCE: Council on Domestic Violence and Sexual Assault

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STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

DEC 1 1988

December 9, 1988

STEVE COWPER, GOVERNOR

P.O. BOX N
JUNEAU, ALASKA 99811-1200
PHONE: 465-4322

Mr. Rankly S. Welker
Legislative Auditor
Finance Division
Division of Legislative Audit
P.O. Box W
Juneau, AK 99811

Dear Mr. Welker:

I am writing in response to the preliminary audit report of the Council on Domestic Violence and Sexual Assault (CDVSA). My response to the proposed recommendations follows.

Recommendation No. 1:

The Council should increase the availability and awareness of its yearly teleconference hearing to the general public.

I agree that the limited number of sites used for CDVSA teleconferences in the past has limited the public participation possible. The limited number of sites is the direct result of budget constraints.

Representative Koponen sponsored CDVSA's November, 1988 teleconference. His sponsorship meant that there were no teleconference costs to the Council. Members of the public in 11 different communities participated in the November teleconference. The teleconference focused on problems in obtaining and enforcing domestic violence restraining orders throughout the state, and identified some problems which the Council hopes to address in the future.

The Council has agreed to try to increase public awareness of and participation in its teleconference meetings. Of necessity, however, the number of teleconference sites will continue to depend on the availability of funding or the willingness of individual legislators to sponsor teleconferences.

Recommendation No. 2:

The Council should continue to improve the data collection system by increasing its efficiency and improving the usefulness of the information for the grantees.

I believe that, overall, CDVSA staff have done an outstanding job of developing the data collection system now in place. Council staff have

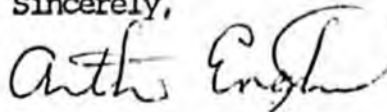
worked with the programs to reduce their data collection efforts. The statistical technician sends quarterly and yearly data reports to programs, and responds to individual requests for assistance. During on-site visits to programs, Council staff also confer with program staff concerning data collection.

As with just about anything we fallible humans undertake, however, I'm sure there is room for improvement. Council staff have assured me that they will continue to provide assistance to grantees to streamline data collection efforts, and will focus on providing information and technical assistance to programs in the upcoming year. The Council is also planning to review all data collection forms, including individual client forms and quarterly reports, to ensure that all data collected is really necessary and is collected in the most efficient manner.

I am committed to improving operations throughout the Department of Public Safety, and will follow up with the Council to encourage compliance with your recommendations to the extent possible under budget constraints.

Thank you for the opportunity to respond to the recommendations. If you have questions, please contact me at 465-4322, or Barbara Miklos at 465-4356.

Sincerely,

A handwritten signature in cursive script that reads "Arthur English". The signature is written in dark ink and is positioned above the typed name and title.

Arthur English
Commissioner

HOUSE COMMITTEE REPORT

(7)

Date Referred: January 9, 1989

FURTHER REFERRALS: FINANCE

Date of Committee Action: 1/20/89

The HEALTH, EDUCATION & SOCIAL SERVICES Committee recommends that:

HOUSE BILL NO. 59 [EXTEND DOM. VIOLENCE/SEXUAL ASSAULT COUN.]
"An Act continuing the existence of the Council on Domestic Violence and Sexual Assault; and providing for an effective date."

[] be replaced with _____ [] the same title
[] a new title

[] have attached amendment(s)

- [] do pass
- [] do not pass
- [] no recommendation
- [] individual recommendations
- [] additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):

- [] fiscal impact
- [] zero fiscal note
- [] zero with analysis

APPROVES PREVIOUS:

- [] fiscal note(s) published: _____
- [] zero fiscal notes(s) published: _____

SIGNING DO PASS:

J. Ellis

Max Guenther

Walt Farnack

Peter J. ...

Mark Boyer

SIGNING OTHER THAN DO PASS:
(Do Not Pass, No Recommendation, Amend)

J. Ellis

 Chairman's signature



Official Business

COMMITTEE:
House HESS Committee

DATE: 1/20/89

SIGN-IN

Subject of meeting:

HB 63 - Extend Board of Parole

HB 59 - Extend Domestic Violence/Sexual Assault Council

NAME	ADDRESS- Include ZIP	PHONE	(Include Title) REPRESENTING	If testifying, specify bill
Andy Smith	130 Seward Km 301	6-3650	Alc. Network on DV/SAT	HB 59
BARBARA H...				
Drew McIntyre	P.O. Box 10131 Fox 9970	465-4992	COVSA	Will not testify HB 59
G. HORETSKI	P.O. BOX N, JUN.	4322	D. PUB. SAF.	HB 59
S. Brennan	111 Seward Hwy, Juneau	6-3585	1270 Ave	
L. Otto	PO Box KC Jun	3428	POL	Will not testify unless required HB 59
Jim Umsett	P.O. Box T.	3334	Public Works	HB 63