

ALASKA LEGISLATURE COMMITTEE FILES 1981-1982 86/2

1574 SHESS HB 91

1574

(3) aids, induces, causes, or encourages a child under 18 years of age to enter or remain in the same room in a building where the unlawful sale of a drug occurs; or

(4) engages in sexual contact with a child under 16 years of age but 13 years of age or older; or

(5) aids, induces, causes, or encourages a child under 18 years of age to be absent from the custody of a parent, guardian, or custodian or to be repeatedly absent from school, without just cause.

(b) Contributing to the delinquency of a minor is a class A misdemeanor. (§ 5 ch 166 SLA 1978; am § 16 ch 102 SLA 1980)

Effect of amendment. — The 1980 amendment, effective June 21, 1980, substituted "aids, induces, causes, or encourages" for "permits" at the beginning of paragraphs (1) and (3) of subsection (a), deleted the provisions contained in paragraph (2) of subsection (a), inserted "in the same room" preceding "in a building" near the middle of paragraph (3) of subsection (a), added "or" at the end of paragraph (4) of subsection (a), and added present paragraph (5) of subsection (a).

Legislative history report. — For a report on Chapter 102, SLA 1980 (HCS CSSE 511), see 1980 Senate Journal Supplement, No. 44, May 29, 1980, or 1980 House Journal Supplement, No. 79, May 29, 1980.

Alaska's revised Criminal Code drastically changed and narrowed the contributing statute. *Holton v. State*, Sup. Ct. Op. No. 1967 (File No. 4038), 602 P.2d 1228 (1979).

DECISIONS UNDER PRIOR LAW

As to constitutionality of former statutory, etc.

In accord with original. See *Holton v. State*, Sup. Ct. Op. No. 1967 (File No. 4038), 602 P.2d 1228 (1979).

When accused could be liable under former section. — Under former AS 11.40.130, if an accused had a reasonable belief that the person with whom he had sexual intercourse was 16 years of age or older, he could not be convicted of statutory rape. If, however, he did not have a reasonable belief that the victim was 18 years of age or older, he could still be criminally liable for contribution to the delinquency of a minor. *State v. Guest*, Sup. Ct. Op. No. 1709 (File No. 3533), 583 P.2d 836 (1978).

Specific intent is not an ingredient, etc.

Anderson v. State, Sup. Ct. Op. No. 156 (File No. 271), 384 P.2d 669 (1963), is overruled to the extent that its holding is inconsistent with the views expressed in *State v. Guest*, Sup. Ct. Op. No. 1709 (File No. 3533), 583 P.2d 836 (1978), holding that an honest and reasonable mistake of fact as to the victim's age may serve as a defense to a charge of statutory rape. — Ed. note.

Persons having illegal, etc.

Anderson v. State, Sup. Ct. Op. No. 156 (File No. 271), 384 P.2d 669 (1963), is overruled to the extent that its holding is inconsistent with the views expressed in *State v. Guest*, Sup. Ct. Op. No. 1709 (File No. 3533), 583 P.2d 836 (1978), holding that an honest and reasonable mistake of fact as to the victim's age may serve as a defense to a charge of statutory rape. — Ed. note.

And mistaken belief as to age, etc.

Anderson v. State, Sup. Ct. Op. No. 156 (File No. 271), 384 P.2d 669 (1963), is overruled to the extent that its holding is inconsistent with views expressed in *State v. Guest*, Sup. Ct. Op. No. 1709 (File No. 3533), 583 P.2d 836 (1978), holding that an honest and reasonable mistake of fact as to the victim's age may serve as a defense to a charge of statutory rape. — Ed. note.

As actual knowledge of age, etc.

Anderson v. State, Sup. Ct. Op. No. 156 (File No. 271), 384 P.2d 669 (1963), is overruled to the extent that its holding is inconsistent with the views expressed in *State v. Guest*, Sup. Ct. Op. No. 1709 (File No. 3533), 583 P.2d 836 (1978), holding that an honest and reasonable mistake of fact as to the victim's age may serve as a defense to a charge of statutory rape. — Ed. note.

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STATE OF ALASKA

DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF ADULT AND AGING SERVICES

SB 91 file
members

JAY S. HAMMOND, GOVERNOR

POUCH H-01C
JUNEAU, ALASKA 99811
PHONE: (907) 465-3250

Document# 145-81 →

May 28, 1981

The Honorable Charles Parr
Chairman, Senate HESS
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Senator Parr:

At the Senate Health, Education and Social Services Committee meeting on Monday, May 25, 1981, Senator Kelly requested the Department's opinion on the definition of Sexual Assault, as defined in Senate CS for CS for House Bill No. 91 (State Affairs). The Department would like to recommend that in order to be consistent with the Criminal Code or any amendments which may be made to the Code in the future, the following definition be used:

"Sexual assault" means a crime specified in AS 11.41.410 &
11.41.30 (a) (4). This was the definition used in the
original House Bill 91.

If you would like any additional information, please let me know.

Sincerely,

Elizabeth Muktarian

Elizabeth Muktarian
Director

*Typo
11.51*



Alaska Network on Domestic Violence and Sexual Assault

POSITION PAPER: Senate CS for CSHB91 (State Affairs)

Senate CS for CSHB91 establishes an administrative council in the Department of Public Safety. It empowers that council to hire staff; conduct studies on issues relating to domestic violence, sexual assault, and crisis and prevention programs; conduct public hearings; develop and implement a standardized data collection system; develop a resource library for community education and a curriculum for use in public schools; receive and disburse state and federal monies through the award of grants to programs it regulates; and to monitor and audit those programs.

The Network recognizes that the incidence of domestic violence and sexual assault in Alaska is a statewide tragedy and that current means of dealing with its manifestations are band-aids at best. It is important to provide the victims of those types of abuse with shelter and counseling, but that alone is not sufficient to significantly affect the reoccurrence of these crimes. Only by combining the resources of the state, both governmental and private, can inroads be made in the prevention of and punishment for the crimes of domestic violence and sexual assault, and for the treatment of the victims of those crimes. Therefore, the Network supports the establishment of an administrative council on domestic violence and sexual assault.

The Network feels that only by empowering such a council with administrative functions can significant progress be realized. The council must have the authority to make use of governmental resources, as well as the expertise available in the public sector. By including three Commissioners (Departments of Health and Social Services, Public Safety, and Education) and the Attorney General on the council a broad-based representation of state agencies concerned with domestic violence and sexual assault and the prevention thereof is assured. Senate CS for CSHB91 also provides for the appointment of three knowledgeable public members who have expertise in the field. The Network is confident that, given this composition, the council will execute the functions outlined in this bill in a reasonable and responsible manner.

If it is the intention of the legislature to significantly impact the alarming rate of the incidences of violent crime in Alaska, it is imperative that the council be able to implement its policy and enforce its recommendations; to effectively initiate legislation addressing the necessary reforms in the existing social service and criminal justice systems; and to have the actual authority to be the interdepartmental planning agency for all programs and agencies delivering services to the victims of these violent crimes.

Recognizing that there are important differences between criminal justice and social service remedies, the Network supports the placement of the council in the Department of Public Safety. We acknowledge the need for criminal justice intervention to further ensure the physical safety of the victims and the prosecution of the perpetrators, and to officially recognize that these acts are not solely manifestations of anti-social behavior but are in fact violent personal crimes.

POSITION PAPER

SENATE CS FOR CS FOR HOUSE BILL NO. 91 (State Affairs)

"An Act relating to domestic violence, sexual assault and crisis intervention and prevention programs."

Senate CS for House Bill No. 91 (State Affairs) would transfer the Domestic Violence, Sexual Assault and Crisis Intervention and Prevention programs presently funded by the Department of Health and Social Services to a Council on Domestic Violence and Sexual Assault placed under the Department of Public Safety. The Council would act as an interdepartmental planning and coordinating agency of the Departments of Health and Social Services, Public Safety, Law and Education.

The Council would consist of seven voting members appointed by the Governor; three of those persons would be appointed in consultation with the Network on Domestic Violence and Sexual Assault, and representatives of the Departments of Health and Social Services, Public Safety, Law and Education.

The duties of the Council would be to: hire an executive director and staff, develop and implement a standardized data system, conduct studies on issues relating to domestic violence, develop a resource library of community education as well as a curriculum for use in public schools, award grants to programs, receive state and federal funds, and monitor programs.

The Department of Health and Social Services is pleased that the Bill specifically addresses the issue of coordination with major departments involved in issues of violence, particularly in the area of domestic violence and sexual assault. There is no doubt that more public awareness, even at the early educational years, is necessary in order to begin to eliminate some of the cycles of violence which have become established in some families.

The Council's role to coordinate services could have a noticeable impact on violence issues in the state. However if this council is burdened with the responsibility of grants and program management for only one segment of the programs which address the issue of domestic violence and sexual assault it will divert it from its major function of inter-departmental coordination and advisement.

The Department is also pleased that, if passed, legislative appropriations for support of the many programs presently being funded will be authorized by statute as requested by the legislature last session and submitted by the Department and Governor in the original version of House Bill No. 91.

The Department of Health and Social Services has some concerns about this Bill:

- 1) While we recognize the importance of coordination and involvement of the criminal justice systems as well as other systems and agencies in addressing the problem of domestic violence and sexual assault, this Department is concerned with moving domestic violence and women's resource program from

a human service treatment agency into a police model which has a primary focus on safety, and not treatment. We perceive a possible conflict of purpose to have the arresting agency and the treatment agency in the same organizational structure. There are differing philosophies in the domestic violence arena with regard to compulsory prosecution of the perpetrator and how that affects treatment of all members of the family unit.

- 2) We question the long range benefit of placing a social service function in a traditionally public safety oriented department. Research by the Center for Women Policy Studies in the summer of 1980 finds that of the 27 states that have services to violent families, 25 states place the lead responsibility in a human service agency. Of the remaining two, Minnesota places it in the Commission of the Department of Corrections; Ohio has a joint responsibility shared by the Attorney General's Office and the Department of Economic and Community Development, Division of Criminal Justice Services.

Recommendation: The Department of Health and Social Services recommends the establishment of a strong advisory council with review authority on state policy regarding domestic violence and sexual assault. We believe an advisory council, rather than an administrative one, is indeed the appropriate structure to facilitate the accomplishment of the major goal of the council, which is interdepartmental policy, advice and coordination. We believe the Council having the responsibility of handling traditional administrative duties, such as grants dispersion, may find itself without sufficient time, energy and attention to adequately address these all important policy direction coordination issues.

Recommended by:

Elizabeth Muktarian
Elizabeth Muktarian, Director
Division of Adult and
Aging Services

Date:

5/25/81

Approved by:

Helen D. Beirne
Helen D. Beirne, Commissioner
Department of Health and
Social Services

Date:

5/25/81

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. Senate CS For CS For House Bill No. 91 (State Affairs)
Title "An Act relating to domestic violence, sexual assault and crisis intervention and
Requested by prevention programs." Date May 20, 1981

II. FISCAL DETAIL

Agency Affected Department of Public Safety
Program Category Affected _____

BRU, Program, or Subprogram(s) Affected Council on Domestic Violence

(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		47.9				
200 TRAVEL		6.8				
300 CONTRACTUAL		1.7				
400 COMMODITIES		.4				
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.		1988.8				
TOTAL	-0-	2045.6				

FUNDING (Thousands of Dollars)

GENERAL FUND	-0-	2045.6				
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME	-0-	1				
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

Department of Health and Social Services FY'82 requested funds would be transferred to the Department of Public Safety in a new BRU.

IV. DATE 5-20-81 PREPARED BY Dorothy Walt

Original: Legislative Finance AGENCY Division of Adult and Aging Services

cc: Budget and Management PHONE 465-3250

Prime Sponsor (First Legislator Named) M&B Approval Marshall Hubbard Date 5/27/81

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. Senate CS For CS For House Bill No. 91 (State Affairs)
 Title "An Act relating to domestic violence, sexual assault and crisis intervention and
Requested by prevention programs." Date May 20, 1981

II. FISCAL DETAIL

Agency Affected Department of Health and Social Services
 Program Category Affected Division of Adult and Aging Services
 BRU, Program, or Subprogram(s) Affected Adult Services
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		(47.9)				
200 TRAVEL		(6.8)				
300 CONTRACTUAL		(1.7)				
400 COMMODITIES		(.4)				
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.		(1988.8)				
TOTAL	-0-	(2045.6)	-0-	-0-	-0-	-0-

FUNDING (Thousands of Dollars)

GENERAL FUND	-0-	(2045.6)				
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME	-0-	(1)				
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

Department of Health and Social Services FY'82 requested funds would be transferred to the Department of Public Safety.

IV. DATE 5-20-81 PREPARED BY Dorothy Walt
 AGENCY Division of Adult and Aging Services
 PHONE 465-3250
 Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named) M&B Approval _____ Date _____

#891 file

TELECOPY COVER SHEET

SENATOR CHARLES DARR

TO: SENATE HESS COMMITTEE PHONE: 465-4907

FROM: KAY ACKERMAN PHONE: 486-6171

INSTRUCTIONS: _____

RECEIVED: DATE: 5/27/81 TIME: 1:15 p.m.

SENT: DATE: 5/27/81 TIME: 1:20 p.m.

BY: (YOUR OFFICE AND PHONE NO.) MODIAK INFO. OFF. 486-4881

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Kodiak
Women's
Resource
Center

CUSTOMER LINE PHONE — 486-3625 BUSINESS PHONE — 486-6171 POST OFFICE BOX 2122, KODIAK, ALASKA 99513
487-5088

27 May 1981

Senator Charles Parr
Alaska State Legislature
Pouch Y (MS 3100)
Juneau, Alaska 99811

Dear Senator Parr,

I am writing to urge you to support House Bill No. 91 as it stands at present, and to promote its progress through the Senate HESS Committee.

As an agency working directly with victims of of violent crime, we feel strongly that an administrative council, rather than an advisory council, must be established to plan and coordinate services to victims of domestic violence and sexual assault, and to their families.

It is also clear to us that such a council belongs properly within the Department of Public Safety rather than the Department of Health and Social Services.

The Kodiak Women's Resource Center, as a part of the Alaska Network on Domestic Violence and Sexual Assault, sees a need for a council with administrative, not just advisory functions, in order to have our full effectiveness as a vehicle to interrupt the cycle of violence, we need a council with the power to initiate effective legislation to address needed reforms in the Social Service and Criminal Justice Systems. A council with mere advisory powers has no ability to follow through with needed reforms or legislative action, and our efforts to effect change could possibly be wasted if an advisory council's recommendations were not heeded.

We also feel strongly that the Department of Public Safety is a more appropriate place for an administrative council to address domestic violence and sexual assault, for several reasons.

Our agency already works far more closely with the Department of Public Safety, through case by case networking, shared training, and shared information resources, than with the Department of Social Services on the local level. Because we spend a major part of our time giving service to crime victims, we have developed a shared approach to domestic violence and sexual assault with our law enforcement in the Kodiak area. We view these acts of violence first and foremost as crimes, not only requiring the attention of counselors and social workers, but also requiring justice for the victims and prosecution for perpetrators.

I would also like to point out that many phases of our local program would be significantly assisted by established ties to the Departments of Public Safety and the Department of Education, particularly in the area of long-range planning. Training to police officers and to teachers in the area of child sexual abuse, for example, can be more efficiently organized at the departmental, rather than local level.

Sincerely,

Kay G. Ackerman

Kay G. Ackerman,
Director

May 27, 1981

Senator Charles Parr
Alaska State Legislature
Pouch V
Juneau, Ak. 99811

Dear Senator Parr, / Senate HESS Committee members Stinson, Colletta, Fisdar, Kelly

This letter is in regard to SCS CSHB91, serving as enabling legislation for domestic violence, sexual assault, crisis intervention and prevention programs.

As a program director, and a member of the Alaska Network on Domestic Violence and Sexual Assault, I am in total support of the current version of this bill for two primary reasons:

1) The establishment of an Administrative Council, which can have the authority to implement change in the manner in which services are provided to victims of violence and of crisis. This line of authority will definitely have a more far-reaching effect, and a more timely effect, than the advisory procedures currently established by the Department of Health and Social Services. The composition of the Council can incorporate the expertise of many governmental branches into well-planned and organized courses of action in the effort to halt violent crimes. Including the commissioner of Education and the Attorney General can support the Network efforts toward prevention of violent crimes by instructing those parts of the system in effective methods of prevention. Cooperation between all of these State branches can be truly beneficial to victims. An administrative council can also have the benefit of having actual authority in inter-departmental planning for programs and agencies delivering services to victims of violent crimes.

It is the consensual feeling of the Network that empowering a Council with administrative functions and powers is the only way in which significant progress can be realized in bringing an end to violent crimes.

2) The establishment of the Administrative Council within the Department of Public Safety. In examining the philosophies of both the Department of Public Safety and Department of Health and Social Services, and in examining their remedies to victims of violent crimes, I find our program more frequently concurring with public safety. I see a distinct need for criminal justice intervention for the safety of victims and prosecution of perpetrators. The acts of perpetrators are not solely manifestations of anti-social behavior, but are, in fact, violent acts.

Domestic Violence and Sexual Assault are occurring in massive proportions in the State of Alaska. Providing shelter and counselling to victims are necessary acts, but cannot fully impact violent crimes until combined with

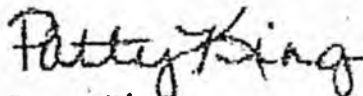
efforts of all of these branches of government.

Establishment of the Council within the Department of Public Safety and NOT the Department of Health and Social Services has my personal support.

Too often, health and social service agencies become massive bureaucracies, devoting large percentages of their time, energy, and money to over-sized administration of those agencies, and not to serving clients. The current DHSS administration seems not to have deviated from this pattern. When services are so necessary at this time, it would be sad to see a simple advisory council become lost in the Health and Social Services paper shuffle, in turn mandating the same activity from programs like ours.

Senator Parr, I encourage you to support SCS CSHB91, with it's Administrative Council within the Department of Public Safety, as a means of bringing an end to violent crimes against women and children.

Thank you,



Patty King,
Director

cc: Senate HESS committee members
Representative Malone
Representative O'Connell
Senator Gilman
Alaska Network on Domestic Violence & Sexual Assault



Keith Wiger

Wiger helps men halt violence

By SARAH MOTT
Daily News reporter

Keith Wiger's soft-spoken words carry an uncomfortable message: Men are trained to be violent. And beyond that, he continues, violence is condoned as a means of solving problems.

Wiger should know. He spends his working day counselling batterers — men who beat their wives.

"These men aren't crazy or abnormal, they have merely learned that violence 'works' for them," he says.

Wiger is the director of the Male Awareness Project, an arm of Abused Women's Aid in Crisis (AWAIC), the local agency providing services for battered women.

He's been working with the project for 11 months now and has seen some 130 men — batterers — who want to change their behavior pattern and stop resorting to violence to solve problems.

Wiger begins by looking at what he calls the "masculinity baggage" with which he feels men are brought up, and examines why violence is used. The men, he says, have a sense of isolation and possessiveness. Usually they have seen violence in their parents' homes. They feel victimized by the world, never getting "the breaks" they believe they deserve.

The women they batter are the only things over which they have control and

when that control is threatened, they lash out.

They can't express themselves, so they become frustrated and react in anger. That anger turns into physical violence. And that physical violence brings them control over their world — the women they batter.

Wiger and his groups meet for eight- to 12-week sessions, once a week for two hours, at the AWAIC administrative offices at 417 W. Eighth Ave. He initially sees the men individually, but most of the time is spent in group discussions with about 10 batterers. The counseling is done in groups, he says, to combat the isolation, factor and build a support network, as well as to break down what he refers to as the "expert system."

The men talk about relationships and power dynamics while working on effective ways of communicating. Most important, they admit that they have a problem.

No one can stop a batterer, says Wiger, until the man truly wants to change things: "That's his issue."

An important tenet of the program is to learn other ways of coping with stress — and that often means leaving the situation that creates it.

Wiger agrees with a reformed batterer he recently heard speak in Boston, who advised all women who were victims of

battery to leave. Once violence is part of a relationship, he asserts, there are relatively few chances of reconciliation. "It gets real messy," says Wiger.

National figures show that batterers come from every economic, racial and age group. Wiger sees a lot of younger married men who are involved in their first relationship. Many have been or are currently in the military.

His clients come through the courts, from AWAIC's shelter for women or from word of mouth. The police seldom recommend his program, largely, Wiger feels, because they don't want to get involved in domestic violence. Hopefully, the new criminal code will change things, he adds.

"We have a lot of one-timers in the program," admits Wiger. The impulsiveness of the client — and the batterer's difficulty in taking responsibility for his violence — makes for a high attrition rate.

"Intuitively," he says, "I think it's a successful program. I know that as long as they're seeing me, they're not battering. That's an improvement."

He wants to focus on community education in the future. For him, the object is to end violence. And that he sees as a community issue.

"Men's violence is a male problem," he says. "Being neutral about violence against women is to condone it."

FISCAL NOTE

I. REQUEST

Bill/Resolution No. SCSOSB 91 (State Affairs)
 Title An Act Relating to Domestic Violence, Sexual Assault, and Crisis Intervention
 Requested by State Affairs Committee Date 5/22/81

II. FISCAL DETAIL

Agency Affected Department of Public Safety
 Program Category Affected Administration of Justice
 BRU, Program, or Subprogram(s) Affected Council on Domestic Violence (Commissioner's Office)
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.) and Administration & Support

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		95.0	105.6	116.2	127.8	140.3
200 TRAVEL		14.0	15.4	16.9	18.6	20.5
300 CONTRACTUAL		24.0	26.4	29.0	31.9	35.1
400 COMMODITIES		2.5	2.8	3.1	3.4	3.7
500 EQUIPMENT		6.5	-0-	-0-	-0-	-0-
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		143.0	150.2	165.2	181.7	199.4

FUNDING (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
GENERAL FUND		145.0	150.2	165.2	181.7	199.4
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
FULL TIME		2	2	2	2	2
PART TIME						
TEMPORARY		1	1	1	1	1

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

The bill will establish "Council on Domestic Violence and Sexual Assault" within the Department of Public Safety.

The Council will provide programs and services for victims of domestic violence or sexual assault, their families, and perpetrators of domestic violence and sexual assault, and provide crisis intervention and prevention programs.

These functions, on a very limited scale, are now being performed by the Department of Health and Social Services through its Division of Adult and Aging. PCN 7055 within the Department of Health and Social Services and budgeted associated costs should be transferred to the Council and is in addition to the requested additional cost.

The powers and duties of the Council are outlined under Sec. 18.66.050.

IV. DATE 5/22/81 PREPARED BY Joe Malgranti
 AGENCY Public Safety
 PHONE 214-5-4279
 Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)

Fiscal Note Analysis (cont)

SCSCSHB 91

Page Two

Among other duties, the Council will award grants and contracts to qualified local community entities, probably spread among 25 programs. The Council will have authority to receive and disburse Federal grants.

Section 18.66.050(a), subsections 1 through 11, outlines the range of duties of this "new" council. To accomplish these tasks and to provide for the administrative costs of the Council, composed of 8 members (5 appointed and 3 ex-officio), the following resources are requested. Sec. 18.66.050 empowers the Council to hire an Executive Director and staff.

i) Council Staff:

1 Executive Director, Range 23	\$56,699
1 Secretary I, Range 10	25,034
Subtotal	<u>\$81,733</u>

ii) Administration & Support BRU (DPS)

1 Admin. Support (Finance), Range 10 (non-permanent for 4 months)	7,592
Subtotal	\$88,355

Total is 3 permanent full-time and 1 non-permanent position. (including 1 position, PCN 7055, appropriated to and established within the Division of Adult and Aging Services, Department of Health & Social Services)

Associate Costs:

200, Travel:

8 Council meetings (4 meetings @ 1750 each)	\$14,000
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Executive Director and staff travel will be accomplished using available funding that will be transferred from the Department of Health and Social Services (\$6800).

300, Contractual:

Phone, copying costs, postage, printing, rent	\$14,000
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Data Processing equipment of Health & Social Services, Public Safety and Education will be used to develop data needed to the decision makers. A minimum amount of \$10,000 is included for Contractual Services help.

Professional Service for the development of data	\$10,000
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Subtotal	\$24,000
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Fiscal Note Analysis (cont)

SCSCSHB 91

Page Three

400, Supplies:

Office and duplicating supplies \$2500

500, Equipment:

3 desks @ \$550 each	\$1650	
1 credenza & side table	750	
7 chairs @ \$225 each	1575	
3 file cabinets @ \$200 each	600	
1 typewriter	1250	
1 calculator	250	
3 book shelves	300	
1 typewriter table	100	\$6475

Summary of Costs (FY 82)

	<u>Council</u>	<u>Div. of Admin. Services</u>	<u>Transfer/Div. Adult & Aging*</u>
100	88.4	7.6	47.9
200	14.0	-0-	6.8
300	24.0	-0-	1.7
400	2.5	-0-	0.4
500	<u>6.5</u>	<u>-0-</u>	<u>-0-</u>
	135.4	7.6	56.8

TOTAL \$199.8

The amount of \$199.8 requested for FY 82 is strictly for the program operating costs of the Council and the Central accounting, budgeting and other administrative costs. The Fiscal Note, however, requests only \$143.0 in additional funds. (\$56.8 should be transferred from the Adult and Aging Services BRU within the Department of Health and Social Services - includes 1 PCN)

*In addition, grant funds appropriated to Division of Adult and Aging Services will also be transferred to the Council Budget, either through the budgetary process now or through RSA between Department of Health and Social Services and Public Safety in FY 82.

HB 91 file



Abused Women's Aid in Crisis, Inc.

May 28, 1981

Legislative Information Office

1024 W. 6th

Anchorage, Alaska 99501

Please send the following letter to these listed Senators:

Dan Bennett
Ed Hankworth
Artias Sturgulewski
Frank Ferguson
John Sackett
Dick Blason

Charles Parr
Terry Stinson
Vic Fischer
Tim Kelley
Mike Colletta

Thank you.

(13)

Dear Senator

I am writing to support the basic concepts embodied in HB 91 and asking your support for no further amendments to these fundamental aspects.

I wish to address two specific issues. First, why we feel the council is best placed in the Dept. of Public Safety as opposed to the Dept. of Health and Social Services, and secondly, why it is important that the council be administrative in scope rather than advisory.

There are important differences in focus between the criminal justice system and Social Services. The former centers upon the protection and safety of citizens, the prosecution of those who commit violent crimes and the prevention of such crimes. Social Services, by statute, is mandated to provide services to families and in attitude views removal of endangered family members as a potential conflict to that mandate. Intervention in acts that are violent interpersonal crimes to insure protection and safety of an individual family member is, in fact, most appropriately a function of the Dept. of Public Safety. Long-range services for aid to families so affected should be, and are, coordinated with DHSS.

Past history, as well as on-going policy statements issued verbally and in writing by DHSS, have made it clear to us that we cannot expect firm support in the prosecution of violent offenders, particularly where wife abuse is coupled with the sexual abuse of minor children. Nor will the Dept. accept responsibility for vigorous investigation and legal follow-up of these inter-family crimes. Case in point. A severely battered and disturbed shelter resident threatened to kill a child (one of six) to free him of his possession of the devil. The first case conference (in seven years of DSS involvement) among school nurses, principals, teachers, church members and Social Services was called by AWAIC and findings indicated that the children were abused by the father and should not be returned to his residence. Yet DHSS refused to commit the mother for psychiatric help and place the children. Ultimately we, a shelter, were forced to commit the mother, one female child was battered in the head and face, to the point of hospitalization, by the father who was subsequently arrested for assaulting a police officer.

The Department of Public Safety supports intervention, protection and safety as the first step in dealing with violent families, not the last resort. This is far more

consistent with the ten years of nationwide and five years of Alaskan experience and expert recommendations that are those held by DHSS.

Our stand on the second issue also emerges from years of statewide experience. Effectiveness is based on accurate, knowledgeable information and the authority to act on that information. This belief is at the root of the creation of HB 91 and through it a council of actively informed persons vested with the authority to propose guidelines, standards and regulations, as well as the powers to disburse funds, coordinate training and oversee the creation of educational programs appropriate to our varied communities. It creates the authority to be an inter-departmental planning council for all agencies delivering services and implementing legislation affecting families afflicted by domestic violence. A cursory review of just the legislation introduced this year will reveal various amounts of money spread throughout the bureaucracy for services, education and training; only HB 91 provides for the oversight and coordination of these expenditures. No advisory council, placed within any one department, would have the authority to coordinate the effective planning and spending of these sums.

We currently have allocations placed in a minimum of three departments within the bureaucracy. Each department might reasonably be expected to plan, disburse and administer its pot of domestic violence money. However, there is no administrative power except contained in HB 91 to insure the long-range coordinated planning and evaluation of the total impact and improvements those monies are meant to provide.

I ask your consideration of these basic issues: the most appropriate placement for the Council on Domestic Violence and Sexual Assault and its most effective scope of authority. I ask not because our program or any other would gain particular funds or influence. We would not. The families and communities we serve would, however, most assuredly gain by ending fragmentation of philosophy and services.

Sincerely

Kit Evans,

Executive Director

Abused Women's Aid in Crisis, Inc.

417 West Eighth Avenue

Anchorage, Alaska 99501

WIC-CA CENTER

302 Charles St.
Fairbanks, Alaska 99701
452-2293

Parr, Stimson,
Colletta, Fisher
Kelly, Bennett,
Dankworth, Eliason
Ferguson, Sackett,
Stojarski

HB 91 file

May 28, 1981

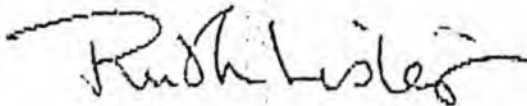
Dear Senator,

I am writing to ask your support of H.B. 91. This is the enabling legislation for the network of rape crisis and domestic violence centers in Alaska. As I'm sure you are aware the problem of sexual assault in Alaska is major and the solutions are not easy. The purpose of creating a council with administrative as opposed to advisory status is to enable that council to implement it's recommendations. By having four departments represented on the council it will have the authority and ability to be an interdepartmental planning agency.

There can be no question, however, that sexual assault is a violent crime, and the solutions are best implemented by the criminal justice system. For this reason placing the council within the Department of Public Safety is more appropriate than within the Department of Health and Social Services. While our past experience with DHSS has been good at some levels, the ability to develop a co-ordinated statewide plan has not evolved within DHSS. Nor do we foresee this as happening in the future. But how can we assure the safety of victims if we do not develop a good comprehensive program at a state level and have the ability to implement that program?

Again I urge you to pass H.B. 91 in its present form this year.

Sincerely,



Ruth Lister
Director
Women in Crisis - Counseling and Assistance

RL/mw



women in crisis - counseling & assistance

STATE OF ALASKA

DEPT. OF HEALTH AND SOCIAL SERVICES
OFFICE OF THE COMMISSIONER

JAY S. HAMMOND, GOVERNOR

POUCH H 01
JUNEAU, ALASKA 99811
PHONE: 465-3030

May 29, 1981 Document# 142-81

The Honorable Charles Parr
Chairman
Senate HESS Committee
Pouch V
Juneau, Alaska 99811

Dear Senator Parr:

At the Monday, May 25, 1981 meeting of Senate HESS Committee, you requested the Department to supply the following information regarding Committee Substitute for House Bill 91:

- (1) assessment of the Department of Health and Social Services present and future operations of Domestic Violence programs (if an advisory board were established and additional necessary resources added to the program);
- (2) articles regarding impact of counseling in Male Treatment Programs; and
- (3) a recommendation for a definition for domestic violence. We have attached this information for your reference.

Ms. Betsey McGuire, Social Services Program Coordinator for the Division of Adult and Aging Services Domestic Violence and Sexual Assault programs, is available to address any questions you may have on this material. She may be reached at 465-3250.

We appreciate the opportunity to comment on this important matter.

Sincerely,



Helen D. Beirne
Commissioner

Enclosures

STATE OF ALASKA

DEPT. OF HEALTH AND SOCIAL SERVICES

Division of Adult & Aging Services

JAY S. HAMMOND, GOVERNOR

POUCH H 01
JUNEAU, ALASKA 99811
PHONE: 465-3250

May 29, 1981

Document# 147-81

The Honorable Charles Parr
Chairman, Senate HESS
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Senator Parr:

I regret to say that an error was made in a letter to you yesterday concerning the recommended definition that was requested. At the Senate Health, Education and Social Services Committee meeting on Monday, May 25, 1981, Senator Kelly requested the Department's opinion on the definition of Domestic Violence, not Sexual Assault.

The Department would like to recommend that in Senate CS for CS for House Bill No. 91 (State Affairs), in order to be consistent with the Criminal Code, the following definition be used:

"Domestic Violence" means a crime under AS 11.41 committed against a spouse, a former spouse, or a member of the social unit comprised of those living together in the same dwelling as the respondent."

If you would like any further information, please let me know.

Sincerely,


Elizabeth Muktarian
Director

SENATE CS FOR CS FOR HOUSE BILL NO. 91 (State Affairs)

POSITION PAPER

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

DUTIES OF THE COUNCIL

PRESENT OPERATIONS

ADVISORY BOARD AND BUDGET RECOMMENDATIONS

Sec. 18.66.050. DUTIES OF THE COUNCIL. (a) The council shall

At present there is no advisory council, but the Department does, to some extent, use the Alaska Network on Domestic Violence and Sexual Assault in providing expertise in the field and in recommending funding levels to the Commissioner; the present staff attends Network meetings

The Governor would appoint an advisory board which would also have membership on the Human Services Advisory Committee of the Department which meets quarterly. We would consider that make-up would be consistent with CS HB 91

(1) hire an executive director and necessary staff;

At present the Department of Health and Social Services, Division of Adult and Aging Services has one Social Services Program Coordinator who is responsible to the Director of the Division for all of the Domestic Violence, Sexual Assault and Adult Crisis Intervention Programs. Fiscal responsibilities are carried out by the Coordinator with support from Fiscal/Grant Administrative Section, Division of Adult and Aging Services. Clerical support is provided by the clerical support staff of the Division.

An Advisory Board would require considerable staff time: preparing information, reports, agenda, fiscal reports, planning meetings, arranging for travel, etc. Therefore, the staff should include the following:

Coordinator - Range 22, Grants Administrator - Range 17, Clerk IV, Range 9; daily fiscal support will be provided by the Division staff. (See attached fiscal note for details)

(2) elect one of its members as presiding officer; N/A

Advisory Board would elect its own officers.

(3) in consultation with authorities in the field, develop, implement, maintain, and monitor domestic violence, sexual assault, and crisis intervention programs, including educational programs, films and school curricula on the cause, prevention, and treatment of domestic violence and sexual assault;

Social Services Program Coordinator attends Network meetings and some of their scheduled training as time permits; staff uses Network for technical information when preparing legislative Position Papers on specific technical issues; staff has attended two conferences in order to gain more expertise in the field; has consulted with experts in Washington State;

Presumably the Advisory Board would have experts from the field as members; the Grants Administrator hopefully would be a person with expertise and program experience, not necessarily state managerial and administrative expertise.

development and implementation of programs is done at the local level;

With more knowledge of individual programs, and more data on needs/outcome, development of local programs could be more adequately planned and assessed;

16 programs are presently funded by the Department; present staff has visited 13 of those programs since February 1980; field visit reports have been written on some of those visits with program recommendations;

with more staff as well as the knowledge of local programs by some of the members of the Advisory Board, more specific monitoring could be accomplished by the central office; problem areas would be known presumably by the Advisory Board members; now problem areas come to the attention of the central office staff only when they request help from staff;

SENATE CS FOR CS FOR HOUSE BILL NO. 91 (State Affairs)

POSITION PAPER

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

DUTIES OF THE COUNCIL

PRESENT OPERATIONS

ADVISORY BOARD AND BUDGET RECOMMENDATIONS

<p>(4) coordinate services provided by the Department of Law, the Department of Education, the Department of Health and Social Services, and other state agencies and community groups dealing with domestic violence and sexual assault, and crisis intervention and prevention, and provide technical assistance as requested by those state agencies and community groups;</p>	<p>programs submit to Central Office quarterly reports on program and fiscal activities on form development by present staff using Management by Objectives concept;</p> <p>educational programs from the central office consist of providing new publications/information to all local programs, including some information to Mental Health and Alcoholism programs; each local program has an educational component funded as part of their total program; the State library has a few films, but primarily films, library materials, etc., are the responsibility of each local program; funds for such activities are included in each program's budget, as requested and as funds are available;</p> <p>each local program works with the schools in their region, as funds allow and as school boards permit;</p> <p>At present staff of the Division of Adult and Aging coordinates with program/managerial staff of some of the Departments; there is no mechanism for coordination at the Commissioner level, nor is it mandatory; coordination with community groups is done extensively at the local level and encouraged by the central office; technical information on domestic violence is provided by the central office to mental health and alcoholism programs, as time and funds permit.</p>	<p>an Advisory Board would periodically receive updated information on each funded programs as well as anticipated future needs and therefore more adequate planning could take place;</p> <p>an Advisory Board could make recommendations to the Director and staff for improvement of coordinated educational planning.</p> <p>With more funding, a statewide curricula could be prepared on domestic violence and sexual assault for all schools. (by FY 84) This funding is included in the House Budget.</p> <p>With an Advisory Board with Commissioners on the Board, mandatory coordination would be evident;</p>
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SENATE CS FOR CS FOR HOUSE BILL NO. 91 (State Affairs)

POSITION PAPER

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

DUTIES OF THE COUNCIL

PRESENT OPERATIONS

ADVISORY BOARD AND BUDGET RECOMMENDATIONS

<p>(5) develop and implement a standardized data collection system on domestic violence and sexual assault, and adult crisis intervention;</p>	<p>In FY 81, under the Division of Social Services, a preliminary data form was prepared and as required in each program's contract, is being used for quarterly reports; the Division of Adult and Aging Services does not have a data person at present; the preliminary form is in need of considerable revision, but at present no staff is available to work with individual programs of the Network to accomplish this mission. (See attached form)</p>	<p>If mandated, as part of the proposed legislation and if funds are available, a statewide data collection would be developed and maintained; this would provide a basis for planning future programs, more ability to coordinate with other programs such as alcoholism and mental health and the Departments of Law and Public Safety; presumably some information would be available on outcome/results which is not available now on a statewide basis;</p>
<p>(6) conduct public hearings and studies on issues relating to violence, including domestic violence and sexual assault, and on issues relating to the role of crisis intervention and prevention;</p>	<p>At present no staff or funding is available to conduct public hearings on the issues described. Staff has attended the Legislative Task Force Hearings on violence when time has permitted.</p> <p>The Department does not have specific mandates to conduct hearings on domestic violence sexual assault.</p>	<p>If mandated and funded, the Advisory Board could conduct hearings on issues of violence, statewide; also all Board meetings would be open to the public and presumably time would be planned at each meeting for public input; meetings would be hopefully planned in different communities statewide, if funds are available.</p>
<p>(7) 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 prevention programs;</p>	<p>At present the Department of Health and Social Services negotiates and awards contracts with 16 programs; the Department cannot award grants until authorized by the legislature to do so. The Department can and has received federal and state funds for such purposes; in 1978-1980 the Department received federal (LEAA) funds from the Criminal Justice Planning Agency for start-up monies for some of the programs; at present, no federal funds are available except for children's programs within shelters. One program has applied for these funds.</p> <p>To become "qualified", while no "standards" presently exist, the Department in FY 81 and for FY 82 requested proposals from all interested programs. A review committee, with representation from the Network reviewed and commented on all proposals for FY 81; when the funding level was known prospective program directors met, negotiated, and made recommendations to the Commissioner, who after consulting with staff, determined funding levels.</p>	<p>If authorized, the Department would be able to award grants, rather than contracts; the Advisory Board would have the responsibility to review all proposals, as would the staff and some HSA's; recommendations would be made to the Commissioner on funding levels and programs to be funded; the Commissioner would continue to have the final authority for decisions. Qualifications for funding would be developed by the Advisory Council with staff assistance. Requests for proposals would, as established by regulation, continue to be made.</p>

SENATE CS FOR CS FOR HOUSE BILL NO. 91 (State Affairs)

POSITION PAPER

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

DUTIES OF THE COUNCIL

PRESENT OPERATIONS

ADVISORY BOARD AND BUDGET RECOMMENDATIONS

(8) oversee and audit domestic violence, sexual assault, and crisis intervention and prevention programs which receive money under this chapter;

At present, the staff has visited 13 out of 16 programs one time since February 1980; each program's contract requires a quarterly report - both fiscal and program, by objectives.

When programs have not complied with terms of their contract, letters of reprimand have been sent and filed with their contracts.

Two programs have been audited since 1980 by the Department's audit section.

(9) provide fiscal and technical assistance to plan, organize, implement and administer domestic violence, sexual assault, and crisis intervention and prevention programs;

The Division did provide one training session (1/2 day) on Management by Objectives for program Directors. Frequent phone consultation occurs concerning individual program fiscal questions and problems;

Much information about available training has been sent to each program such as new training schedules and opportunities become available; coordination with Division of Family and Youth Services training programs has been productive and appropriate training planned by that division, as well as the Office of Alcoholism and Drug Abuse has been made available to programs;

no funds are available specifically for training in the Central Office budget, but each program has both training and travel funds for meeting some of their own needs. The Network has assumed the responsibility for coordination of training; this has not been functional at all times.

A preliminary draft of a statewide plan for the establishment of a statewide policy on domestic violence, sexual assault and crisis intervention and prevention programs has been written.

The Advisory Board would provide input to the staff on concerns about the programs and regions some members will represent; the Board could recommend to the Director/Commissioner other standards for monitoring.

With more funds available for administration, and more staff all programs could at least be monitored annually.

The responsibilities of the Advisory Board would include preparing a plan of Goals and Objectives for domestic violence, sexual assault and crisis intervention and prevention programs. An Advisory Council would periodically review quarterly reports from the programs; recommendations for action would be transmitted to the staff and from them to the programs. Recommendations from the Board to the staff would be made on administration issues.

SENATE CS FOR CS FOR HOUSE BILL NO. 91 (State Affairs)

POSITION PAPER

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

DUTIES OF THE COUNCIL

- (10) make an annual report to the Governor and the legislature on the activities of the (Council) Board plans of the (Council) Board for new services and programs, and concerns of the (Council) Board, including recommendations for legislation necessary to carry out the purposes of this chapter;
- (11) adopt regulations in accordance with the Administrative Procedures Act (AS 44.62) to carry out the purposes of this chapter and to protect the health, safety, well-being and privacy under this chapter.

PRESENT OPERATIONS

At present the budget process provides a mechanism for reports to the Governor and the legislature for activities and accomplishments of a program.

At present the Department is not specifically authorized to promulgate regulations for the domestic violence and sexual assault programs; drafts of proposed regulations have been made for shelter programs, but have not been circulated nor subject to public hearings, until authorization takes place; no regulations have been considered for safe homes, sexual assault, (except as defined by Child Protection and Incest statutes); treatment programs for perpetrators, nor crisis intervention programs.

Because of the physical conditions of some of the facilities and because of the residents of the shelter facilities, the following clause was included in each shelter contract in FY 81:

Operate a program directed at serving victims of domestic violence and rape/sexual assault. The programs shall:

Provide shelter in a facility for victims of domestic violence, sexual assault and rape; the shelter shall be evaluated for life safety by the State Fire Marshall and the State Sanitarian or local equivalents by December 31, 1980; the Fire Marshall and the Sanitarian or local equivalents, shall submit to the Division of Social Services a written report describing the existing conditions of the facility and the improvements necessary to meet minimum state or local requirements, which ever are more stringent, for such a facility serving non-dependent adults and their children.

ADVISORY BOARD AND BUDGET RECOMMENDATIONS

An Advisory Board could make an annual report to the Commissioner of the Department of Health and Social Services, who in turn could make a report to the Governor and the legislature.

Staff time would, of necessity, be needed to prepare such a report.

An Advisory Board would have the responsibility of reviewing and commenting on any proposed regulations and making recommendations for approval to the Commissioner. They would also be responsible for holding public hearings on such proposed regulations. Staff would be responsible to the Board for preparation, including research, for such regulations.

This form has been developed for reporting services to persons which are provided by contractors with the Division of Social Services, Department of Health and Social Services, State of Alaska, in order that the department may meet federal and state requirements. Reports are due to the Division of Social Services Quarterly, within 15 days of the end of the quarter. Your cooperation is appreciated. You will receive the reports as published by the Division.

INSTRUCTIONS

- A. Report Title: Fill in the contractor name, contract number and reporting dates.
- B. Client Identification: If contractor has current client ID numbering system, please use it; if contractor does not currently use such a system, please establish one. For reasons of confidentiality, do NOT report client name. For shelter or safe homes services, when children are receiving services, please report as an individual person.
- C. Status: Use status code (new) only during the first quarter an individual receives services; use (continuing), (repeat), or (transfer) for all other services; use (transfer) code when a person is referred to another contractor of the Division of Social Services, such as Safe Home to Shelter. Status code (hotline) refers to crisis calls; fill in as much information as available.
- D. Client Characteristics: See Code Section at end of the form for race, marital status and referral. If unknown, mark "U".
- E. Reason For Service: Check the primary reason that the person is receiving services; check only one.
- F. Type of Service Provided: Indicate the type of service.. For shelter, residential or safe home service, fill in the number of nights. For Adult Day Care, fill in the number of days. For other categories, indicate a service by a check (x). More than one service may be provided and should be indicated.
- G. Referral From and Referred To: Use codes as described in box at right of form.
- H. Subtotals: Subtotal the number of new clients (those with new status codes) and number of continuing, repeating or transferred clients.
- I. Totals: Add the subtotals.

CONTRACT FOR SERVICES

Department of Health and Social Services

~~SAM~~ State of Alaska

This contract, to be effective as of the 1st day of July,
1980, between the State of Alaska, Department of Health & Social Services,
hereinafter called the "State", and WISH (Battered Women's Shelter)
(hereinafter called the Contractor) whose place of residence is:
P.O. Box 6552 - Ketchikan, Alaska 99901

WITNESSETH that:

Whereas, the State is entering into this contract by direct negotiation and not by competitive bids since this is a contract for "Professional services";

Whereas, the Contractor is willing to undertake the performance of this contract under the terms and general provisions hereto attached and made a part of this agreement;

Whereas, the State has the authority under AS 44.29.020 to enter this contract;

NOW THEREFORE, the parties hereto mutually agree as follows:

ARTICLE I. SERVICES TO BE PERFORMED:

(a) The Contractor shall, in accordance with the terms and provisions of Appendix A., Articles A-2 through A-12 and Appendix B, General Continuation and Additional Contract Provisions, perform the service herein described:

Operate a program directed at serving victims of domestic violence and rape/sexual assault in the Southeast Region. The program shall:

- 1) Provide shelter in a facility for victims of domestic violence, sexual assault and rape; the shelter shall be evaluated for life safety by the State Fire Marshall and the State Sanitarian or local equivalents by December 31, 1980; the Fire Marshall and the Sanitarian or local equivalents, shall submit to the Division of Social Services a written report describing the existing conditions of the facility and the improvements necessary to meet minimum state or local requirements, which ever are more stringent, for such a facility serving non-dependent adults and their children.

ARTICLE IV. AMENDMENTS/MODIFICATIONS

- (a) This contract may be amended, modified and/or extended by the mutual consent of the parties thereto;
- (b) An amendment and/or modification must be executed on or before the expiration date of this contract established in Article II, paragraph (a) or any extensions thereof;
- (c) An amendment and/or modification will be submitted and executed on a form prescribed by the State.

ARTICLE V. ADDITIONAL CONTRACT PROVISIONS

Appendix A, attached hereto and made a part hereof, sets forth additional general contract provisions of this contract.

ARTICLE VI. CHANGES AND CONTINUATION OF ARTICLE I

Appendix B, attached hereto and made a part hereof, sets forth any changes, additions, or continuations to and of Article I (include bids, proposals and any supportive documentation, etc.).

GENERAL CONTINUATION

- 2) Comply with the Goals and Objectives as defined in Appendix B and in accordance with the approved Budget, Appendix C.
- 3) Provide the Division of Social Services with quarterly data reports on Form #06-3376, Appendix D.
- 4) Provide the Division with quarterly fiscal reports within 15 days after the end of the quarter, on Form #06-5435-FV, Appendix E.
- 5) Provide the Division with quarterly program reports within 15 days after the end of the quarter on Form #06-1-FV, Appendix F; these reports shall be based on Program Goals and Objectives, Appendix B.
- 6) Request revised budgets, as necessary, on Form #06-5436-FV, if revision exceeds 10% of any approved line item, Appendix G.
- 7) Provide the Division with data on a quarterly basis on the Project's own form which shall include data as described in the approved proposal, and not included in DSS Form #06-3376, Appendix D.
- 8) Provide the Division with Request for Payment, Form #06-5434-FV, Appendix H, within 15 days after end of quarter.
- 9) Provide a certificate of liability insurance to the Division of Social Services for review and approval by the Risk Manager, Dept. of Administration, prior to approval of this contract.
- 10) Any newsletters, publications, public information which is paid for by general fund money, or prepared by staff on state general fund money shall be strictly informational and unbiased in content.

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. Proposed Senate CS for CS for HB 91
 Title An act relating to domestic violence, sexual assault, & crisis intervention /pre-entior
 Requested by _____ Date _____

II. FISCAL DETAIL

Agency Affected Department of Health and Social Services
 Program Category Affected Division of Adult & Aging Services
 BRU, Program, or Subprogram(s) Affected Adult Services
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)
EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		67.1				
200 TRAVEL		15.2				
300 CONTRACTUAL		21.4				
400 COMMODITIES		2.1				
500 EQUIPMENT		4.5				
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		110.3				

FUNDING (Thousands of Dollars)

GENERAL FUND		110.3				
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME		2				
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

The Governor's FY 82 budget includes \$56,800 for the administration of the Domestic Violence and Sexual Assault programs within the Division of Adult & Aging services. This includes PCN 7055, a Social Services Program Coordinator .

IV. DATE 5-28-81 May 28, 1981

PREPARED BY Dorothy Walt
 AGENCY Dept. of Health & Social Services
 PHONE 465-3250

Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)

Marsha Hubbard

PROPOSED BUDGET REQUEST FOR PROPOSED
 COMMITTEE SUBSTITUTE
 SENATE CS FOR CS FOR HOUSE BILL NO. 91 (State Affairs)

	FY. 82 GOV. BUDGET FOR DOM. VIOL. & SEXUAL ASSAULT	ADD. FUNDS FOR COMPLIANCE WITH CSHB 91	TOTAL FY 82 BUDGET TO IMPLEMENT HB 91
<u>100 PERSONNEL</u>			
SOCIAL SERVICES PROGRAM COORDINATOR Range 20/C	47,900	(47,900)	
Reclass to : COORDINATOR RANGE 22		53,524	53,524
GRANTS ADMINISTRATOR Range 17/A		37,942	37,942
CLERK IV Range 9A		23,514	23,514
TOTAL	47,900	67,080	114,980
<u>200 TRAVEL</u>			
STAFF			
2 Network meetings @ \$350 = \$700 Per Diem - 3 days x \$70 = \$210 x 2 = \$420	1,120	1,120	1,120
Site visits - 20 x \$300 ave. travel = \$6,000 Per diem - 3 days x \$70 x 20 = \$4,200	5,680	4,520	10,200
COUNCIL			
7 members plus Coordinator / 4 meetings incl. 1 in Juneau x \$300 travel = \$6,300 Per Diem - 3 days x \$70 = \$210 x 3 x 8 people = \$4,410		10,710	10,710
	6,000	15,230	22,020

FY 82 GOV.
BUDGET FOR
DOM. VIOL.&

ADD. FUNDS
FOR COMPLIANCE:
WITH CSHB 91

TOTAL FY 82
BUDGET TO
IMPLEMENT HB 91

SEXUAL ASSAULT

300 CONTRACTUAL

COUNCIL - Increase phone, postane , xerox
Meeting room - \$150 x 4 = \$600

3,100

3,100

ADMINISTRATION - Phone, postage, rent
xerox, etc.

1,700

8,300

10,000

DATA PROCESSING -
Equipment of DHSS, DPS, DOE will be used to
to develop data ; a minimum of \$10,000
is included for contractual services assist-
ance.

10,000

10,000

TOTAL

1,700

21,400

23,100

400 SUPPLIES

Office supplies

400

Increased staff & responsibilities

2,100

2,500

TOTAL

400

2,100

2,500

500 EQUIPMENT

2 Desks @ \$550 /each \$1100

4 chairs @ \$225 900

2 file cabinets @ \$200 600

1 Typewriter 1250

1 calculator 250

3 book shelves 300

1 typewriter table 100

TOTAL

\$4500

0

\$4500

\$4500

FY 82 GOV.
BUDGET FOR
DOM. VIOL.&

ADD. FUNDS
FOR COMPLIANCE
WITH CSHB 91

TOTAL FY 82
BUDGET TO
IMPLEMENT HB 91

SEXUAL ASSAULT

GRAND TOTAL

56,800

110,310

167,110

COORDINATOR

ADVISORY BOARD ON DOMESTIC VIOLENCE, SEXUAL ASSAULT & ADULT CRISIS INTERVENTION & PREVENTION

DRAFT

DEFINITION

Under the supervision of the Director of Adult and Aging Services, coordinates, administers and supervises the monitoring of programs funded by the Department; coordinates and administers the activities of the Board; supervises professional and support staff.

EXAMPLES OF DUTIES

Under the supervision of the Director of Adult and Aging Services, prepares P-402s, solicits and makes recommendations for employment of professional and support staff, plans BRU management, arranges purchase of equipment, establishes BRU policies within the Division, develops and implements staff training as necessary, supervises staff, prioritizes and schedules work plans.

Manages and supervises fiscal activities and procedures; cooperates in annual budget preparation, supervises the preparation of RFPs, grant and contract proposal reviews; recommends funding levels to Board; supervises the monitoring of expenditures and preparation of quarterly fiscal reports for Board.

Plans Board meetings and supervises the arrangement of schedules, travel, agenda, etc.. Provides liason between Board and other state and federal agencies as well as the Alaska Network on Domestic Violence and Sexual Assault, as appropriate; maintains active communication system with Board members; prepares information as requested.

In consultation with authorities in the field, develops, maintains and monitors programs on the cause, prevention, and treatment of domestic violence and sexual assault. Coordinates services provided by other state agencies and community groups dealing with domestic violence, sexual assault and crisis intervention and prevention, providing technical assistance as requested.

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Assist local community entities engaged in the delivery of domestic violence, sexual assault and crisis intervention and prevention services through the award of grants and contracts.

Develops needs assessment process and procedures to determine extension of programs in rural and urban areas.

Supervises the provision of fiscal and technical assistance to plan, organize, implement and administer new or existing programs.

Supervise the development and implementation of a standardized data collection system, compatible with other related data collection systems.

Supervise studies on issues relating to violence, including domestic violence and sexual assault, and the role of crisis intervention and prevention.

Supervise the development of resource materials to provide for the education of the public about domestic violence and sexual assault issues, including films and school curricula.

Conduct, as requested by the Board, public hearings on specific issues.

Award grants and contracts to qualified local entities for domestic violence, sexual assault, and crisis intervention and prevention programs.

Oversee and audit programs.

Supervise the writing and adoption of regulations in accordance with the Administrative Procedures Act (AS 44.62)

KNOWLEDGE, SKILLS AND ABILITIES

Knowledge of : Budgetary and financial controls, as well as the state fiscal, accounting and budgetary process and procedures, including policies and procedures for grants and contracts; organization and management principles; group and human relations, including women's issues; criminal justice and human resource services systems.

Ability to : work with an Advisory Board which will include both professional and lay people; manage and offive, maintain effective relations with staff, other agencies, the public , including the Alaska Network on Domestic Violence and Sexual Assault as well

program people; participate effectively in conferences and meetings, as well as organize and plan meetings; speak in public; analyze administrative problems and take appropriate action; write accurately and concisely; work under stress and time constraints.

MINIMUM QUALIFICATIONS

Graduation from an accredited college or university with a degree in human service field, such as education, psychology, sociology, anthropology, women's studies, etc.. Must have 5 years of professional administrative experience and demonstrated ability in program development, community organization and managerial experience; preference will be given to a person having had experience wither serving on a Board or Council or having been a staff person for a Board or Council.

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The Grants Administrator (Range 17) would be responsible to the Coordinator for the following :

- (1) receive and dispense state and federal money and award grants and contracts to qualified local community entities for domestic violence, sexual assault, and crisis intervention and prevention programs; with money appropriate under this chapter;
- (2) oversee and audit domestic violence, sexual assault, and crisis intervention and prevention programs which receive money under this chapter;
- (3) provide fiscal and technical assistance to plan, organize, implement and administer domestic violence, sexual assault, and crisis intervention and prevention programs;

DEPARTMENT OF HEALTH & SOCIAL SERVICES
DIVISION OF ADULT & AGING SERVICES

2/81
BWMc
Updated 3/17/81
Updated 3/19/81

PROGRAM	FY 81 FCC BEFORE GOV.'S ACTION	FY 81 CONTRACT	LEAA FY 81	TOTAL FY 81	FY 82 GOV. BUDGET	FY 82 LETTERS OF INTENT (PRELIM. REQUESTS)	FY 82 GRANT REQUESTS	FY 82 FCC	FY 82 GRANTS
<u>SHELTERS</u>									
* AWAIC (Anch.)	\$386,100	343,000	33,936	376,936	370,440	601,000	603,846 (incl. Men)		
* AWARE (Juneau)	250,500	225,500	7,300	232,800	243,540	405,819	436,154		
* WIC-CA (Frbks.)	350,000	300,580	8,711	309,291	324,626	354,446	384,483		
* TUNDRA WOMEN (Bethel)	199,300	167,000	7,459	174,459	180,360	340,695	340,697		
* BERING SEA (Nome)	154,900	138,000	4,865	142,865	149,040	377,100	377,100		
* WISH (Ketchikan)	112,500	110,000	17,347	127,347	118,500	357,346	393,080		
* KOTZEBUE WOMEN (9 mos.)	62,800	44,990	0	44,990	48,589	193,916	193,916		
* ARTIC WOMEN (Barrow)	0	0	0	0	0	14,328	141,377		
BRISTOL BAY (Dillingham) (Men's resid/ treatment)	0	0	0	0	0	250,000	749,897		
AL/PRIIBILOF ASSOC.	25,000	22,000	0	22,000	23,760	125,000	59,272		
Sub-Total	1,541,100	1,351,070	79,618	1,430,688	1,459,155	3,019,650	3,679,822		
<u>SAFE HOMES / WRC</u>									
* KENAI/ CRISIS/ WRC	79,100	66,000	14,718	80,718	71,280	161,715	161,735		
* KODIAK/CRISIS/WRC	60,000	50,000	7,792	57,792	54,000	173,357	180,694		
* SITKA/ CRISIS/ WRC	20,000	20,000	0	20,000	21,600	76,951	76,761		
ADV. / VIOL./VICTIMS (Valdez)	0	0	0	0	0	100,000	76,813		

DEPARTMENT OF HEALTH & SOCIAL SERVICES
DIVISION OF ADULT & AGING SERVICES

2/81
BWMc

PROGRAM	FY 81 FCC BEFORE GOV ACTION	FY 81 CONTRACT	LEAA FY 81	TOTAL FY 81	FY 82 GOV. BUDGET	FY 82 LETTERS OF INTENT Prelim. Requests	FY 82 GRANT REQUESTS	FY 82 FCC	FY 82 GRANTS
<u>WOMEN'S RESOURCE CENTERS</u> (Adult Crisis Intervent:) (Displaced Homemaker)									
* ALASKA WOMEN'S RESOURCE (Anch.)	190,000	159,000	Ø	159,000	171,720	343,340	342,783		
* JUNEAU WOMEN'S RESOURCE	85,000	45,000	Ø	45,000	48,600	140,778	142,918		
WOMEN'S RESOURCE CENTER (Seldovia)	Ø	Ø	Ø	Ø	Ø	20,000	20,000		
Sub - Total	275,000	204,000	Ø	204,000	220,320	504,118	505,701		
<u>MISCELLANEOUS</u>									
COOK INLET NATIVE ASSOC.	Ø	Ø	Ø	Ø	Ø	189,000	189,000		
TANANA CHIEFS	Ø	Ø	Ø	Ø	Ø	110,000	97,800		
AL. INST./HUMAN DEVELOP.	Ø	Ø	Ø	Ø	Ø	150,000	Ø		
UNIV./ALASKA/FRBKS.	Ø	Ø	Ø	Ø	Ø	17,500	Ø		
ALASKA HOSPITAL	Ø	Ø	Ø	Ø	Ø	?	Ø		
NW EDUC. ARTS & THERAPY (Juneau) 9 mos.	41,800	35,530	Ø	35,530	38,372	75,000	74,827		
Sub - Total	41,800	35,530	Ø	35,530	38,372	541,500	361,627		
GRAND TOTALS	2,166,400	1,841,440	102,128	1,943,568	1,988,754	5,116,573	5,638,163		

* - Members of the Alaska Network on Domestic Violence & Sexual Assault

REACHING THE BATTERING HUSBAND

ACSW

Janet A. Geller, CSW

ABSTRACT. This paper presents a descriptive account of a social service project involving a new client population—battering husbands. The short-term group is the treatment of choice. The focus is on helping the group members acknowledge their spouse-directed violence as a problem and find alternative methods for dealing with their anger. The paper describes this group process, presents a graphic picture of the battering husbands, and sheds light on the women and why they stay. Suggestions are made for offering viable service to this population, as well as delimiting areas for exploration regarding spouse abuse.

The social problem of wife beating has now reached national attention. The incidence of husbands assaulting their wives has reached alarming proportions, with an estimate of "five million victims each year" ("LEAA Is Tripling Funds," 1977). Yet, in most cases, the extent of wife beating continues both unreported and unpunished. According to one New York attorney, "In New York, wife beating is not a crime, it is a civil offense" (Hali, 1976, p. C3). Just as the criminal justice systems appear unresponsive to these crimes, mental health professionals are by and large unprepared to deal with the maladaptiveness of these violence-filled marriages. Only recently, due to the public spotlight on spouse abuse, has there begun to be assistance for the battered spouse, primarily in the form of shelters for abused wives. Some of the cities where shelters now exist are San Francisco; Brentwood, Pa.; Boston; Washington, D.C.; St. Paul; and New York City.

The shelter concept has proliferated so rapidly, that there are few accurate statistics on the phenomenon. Shelters offer relief and aid to the battered victim in the form of alternative housing and rudimentary counseling and referral services during periods of crisis. There is an implicit assumption that wives will remove themselves from the battering husband, provided they can flee to a safe haven.

Shelters for women provide temporary relief and aid to the battered victim:

Ms. Geller is Clinical Director, Victims Information Bureau of Suffolk, 501 Route 111, Hauppauge, New York 11787. The author wishes to thank the staff of the VIBS, and especially the graduate student who worked with this group, without whom this paper could not have been written.

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however, they do not address themselves to the needs of those who choose to remain in the marriage. They do not address themselves to changing dysfunctional marital patterns or eliminating violent behaviors. By ignoring men, shelters deal with only half of this troubled population.

In this paper, the author will describe short-term group work as the treatment of choice in working with battering husbands. Given the absence of clinical material in the area of spouse abuse, this description offers a beginning point in understanding the nature of spouse abuse. The paper will discuss the use of a time-limited group to treat certain types of batterers and will offer some insight into the psychodynamics of wife beaters.

In June 1976 the project referred to in this paper began offering a broad array of services to women who were victims of rape, sexual assault, and spouse abuse. The services included crisis intervention, advocacy, and counseling. The project made services available to clients through a 24-hour hot-line and walk-in counseling center. This unique and innovative project stressed the prompt availability of service providers to potential clients and the availability of resources for meeting needs.

The project originated through the efforts of a coalition of diverse community groups. Their common interest in providing services to women victims sparked the identification of gaps in already-existing service delivery systems. As a result, the Law Enforcement Assistance Administration (LEAA) funded this project through a 100% 2-year grant.

Within a 3-month period, the major portion of the project's caseload consisted of battered wives. Since 96% of the client population were victims of spouse abuse, it behooved the project to develop an understanding of spouse abuse and to develop viable treatment modalities to meet this problem. While there were no precedents in the field regarding clinical work with battered wives, there was a body of theoretical knowledge and research in the area of victimology (Gelles, 1972; Steinmetz & Straus, 1976; Symonds, Note 2). Minuchin (1974) and Haley's (1977) goals of problem solving and emphasis on the here and now in family therapy echoed the social work tradition and "fit" with group work methodology. The project thus began to formulate a method of viable treatment based on an understanding of victimology combined with well-established therapeutic group techniques.

We learned that the vast majority of our clients wanted to remain in their marriages if the violence could be eliminated. Less than 5% sought separation or divorce. From her experiences with battered wives in Great Britain, Pizzey (cited in White & Women's Aid, n.d.) stated that women who left their husbands either returned to them at a later date or chose second husbands who repeated the violent patterns of their first spouse. There were indications that these findings would apply to the project's clients as well, the majority of whom were women in their 30s, fulfilling traditional roles.

The literature indicates that women put up with repeated beatings from their husbands for a variety of reasons, all of which were articulated by the project's

client population. Some said they stayed married because of cultural and religious strictures. They felt that the only acceptable role for a woman was that of wife and mother. Others had no work experience or employment skills and were fearful of being unable to survive economically as well as emotionally. In addition, child support and child care were difficult or impossible to obtain. Many of the women had no access to family assets. Their homes were jointly owned by husband and wife, and savings and checking accounts were in the husband's name. Other wives were convinced that their husbands would magically reform. They stated that their husbands were good husbands and fathers when they were not batterers. (No wives were being continuously beaten, but rather all were intermittently assaulted.) A large percentage of the battered wives we saw wanted to learn new ways of coping with their situations. They wanted to meet other women like themselves. Another large number said they wanted their marriages to improve and their husbands to change.

If women were desirous of remaining in their marriages and they were not to be written off as "non-amenable to treatment" because of an "innate streak of masochistic self-destructiveness," and "somehow precipitating the crime against themselves", (Martin, 1976, p. 154), then it was necessary to perceive the problem as a syndrome and to begin working with the husband.

For about half of the cases of spouse abuse, couple counseling was offered. In this population, the men were seeking help voluntarily, although the request had been initiated by their wives. They were men who acknowledged that violence was a problem with which they wanted help. Another portion of the population of battered wives involved in treatment were women whose husbands refused service. The husbands were potential clients but they were beyond the reach of our service system. While the earlier focus was on how to deliver viable services to battered wives, we now turned our attention to the wife batterers, exploring who these men were and how to engage them.

From the men we saw in couple counseling and from women's description of their husbands, it appeared that men who beat their wives reacted with violence to feelings of anger and frustration. Although the men felt it was wrong to inflict physical harm on another person, they were able to justify their abuse through projecting blame onto their wives. These men occupied traditional male roles. While violence towards one's spouse was not overtly accepted, neither was the use of one's fists disapproved of. In addition, some men came from violent homes. It is widely accepted that there is a high correlation between childhood and adult violence. Gelles (1972) states, "We found that many of the respondents who had committed acts of violence towards their spouses had been exposed to conjugal violence as children and had been victims of parental violence" (pp. 169-170).

In an attempt to reach these men, group work was selected as the appropriate method. The group setting maximized peer interaction and reduced individual resistance to change. It was formed to include only men and was staffed by a male

worker. This was consistent with the values and mores of these men who often socialized in groups that excluded women. If a group was to move beyond the initial stages of development, it had to incorporate patterns consistent with the men's lifestyle.

In order to minimize threat and prevent flight, the word "therapy" was avoided. Because of a generalized low frustration level, the group was designed to be short term and goal oriented.

The main professional objectives of the group were to sensitize the men to their violence and help them to rechannel their aggression into more socially acceptable forms. The population was drawn primarily from the husbands of wives in women's groups, with a few husbands recruited from couple counseling. One husband requested help for himself after his wife left him. In reviewing how the men became engaged in treatment, it is clear that with the exception of one group member, the men did not initiate service. Our men's group replicated the general societal situation in which women constitute the bulk of people seeking help and are in the majority of those in treatment (Chesler, 1972).

The men were told the nature of the group and its time duration. They were asked to initiate calling our intake worker as a demonstration of their motivation. The intake worker confirmed the appointment and provided information about the group. We offered reluctant potential members the opportunity of trying out one group and deciding for themselves whether or not to continue. Our assumption was that once they were in our service system, they would form a beginning level of trust and exploration, facilitating the change effort. Upon receiving commitments from five men, the group began.

The following is an account of the ten sessions of the batterers group.

In the first session only two of the five men who had made a commitment attended. The goals of the beginning session were to help the men to be comfortable, to establish relationships and to develop a therapeutic climate. From the initial session, the worker was direct about the purpose of the group. He stated that the goals were to discover why the men hit their wives and to stop this behavior. Active outreach was geared toward encouraging the missing men to come to the group.

Four men attended the second session, including the two who had come the previous week. The worker facilitated an emergent identification between members. All members acknowledged that they loved their wives and wanted the violence to stop. Every member, however, denied responsibility for the violence. One member stated that he hoped the group would stop him from violence. All members stated that their wives provoked them into violence by not catering to their needs. Statements included: the men felt frustrated by outside stresses and they expect their wives to instill calm; they expect their wives to act as if they are important; their wives have nothing to do all day so the husbands should be catered to when they return home at night. At this stage, the worker did not challenge their denial, rationalizations, and projections, although it was suggested that the problem was within the men. The worker asked if they thought they would hit any woman they were married to? When no one responded, it became clear that the group was not yet ready to be introspective. While there was an open discussion of descriptive examples that led to violence at home, and all of the men acknowl-

edged that they felt bad after batterings, there was a lack of appropriate affect; the men talked of wife beating as a fact of life. In the sharing of information, identification with one another and acceptance by the leader, group cohesiveness began to develop. This was exemplified by the men's request to extend the group sessions another half hour. They also continued interacting with one another in the lobby after the termination of the session.

In the third session, four members attended. Only two of the four who had been there the previous weeks returned. There were two new members. Many of the same themes emerged, particularly the projection of blame onto their wives. In this session the first expression of the group's value to its members was articulated. One member stated that coming to the group made him feel better because he saw that he was not the only one with these problems. The group expressed disapproval of seeking out help, calling therapists "do-gooders." They clearly differentiated between "do-gooders" and the group leader. As a result of the positive transference that developed, the worker was able to obtain a commitment from the members to attend every week. They admitted to wanting help. In addition, the worker was able to introduce another piece of the project's services: the use of the hot-line for immediate intervention. The worker suggested that when they felt like hitting their wives, they call the hot-line instead. The members were told that a hot-line worker would talk to them and try to help them to feel better. The worker also said that he would be informed of what transpired.

In this manner, the worker began to help the men to find a way to rechannel their aggression, delay the impulse to hit, and facilitate the achievement of change goals. In addition, he fostered the notion of continuity of service and agency identification. He reinforced the availability of helping persons at the project and his relatedness to the individual group member and the group as a whole. This demonstrated to the men that the worker respected their commitment to change and expected change to take place.

Another development in this session was the men's beginning discomfort with their violence. Although the men again justified their actions by blaming their wives, they began to speak defensively. One member questioned, "I wonder how many husbands have Orders of Protection against their wives?" After the ten sessions were completed, the plan was for this group to become a couples group. The worker was able to lay the groundwork for this in the third session by suggesting that they might want to invite their wives to one group meeting.

Sessions 1-3 marked the beginning phases of group development. An attempt was made to establish a relationship between the members and the worker and to create a therapeutic atmosphere that would be accepting and non-judgmental. Expectations and goals were clearly stated by the worker in order to clarify the group's purpose and to lay the groundwork for change. Because different members were present at different sessions, the goals were restated and reinforced. By the end of the third session, the middle phase of treatment had begun. The members had become committed to the group and their violent behavior began to be ego-dystonic.

All four members attended the fourth session and, in addition, there were four new members. Rationalizations and projections continued, but they were now be-

pinning to show sympathy for their wives' situations. One member stated that he shared housework with his wife a few times a week and he found it "dull and boring". Other men stated that they are "the boys" and their violence is fear that their wives are superior to them. One member even said, "I married a woman who was better educated than me so she could help the kids to learn . . . but I am the boss." They talked about their feelings of inferiority through the issue of women's liberation, openly stating that they do not want their wives equal to them. At the end of the session, one member suggested they exchange phone numbers so that they could call each other for help with a problem.

This session graphically demonstrated the development of intimacy, mutual aid, and group identity.

A core membership of five emerged at the fifth session, with seven members in attendance. There was acknowledgement that violence was a problem, although at the beginning of the session they still externalized the blame. Some men related incidents of violence that were not related to their wives. One member talked about wanting to shoot a neighbor's dog who would not stop barking. Another member talked about a work-related incident when he lost his temper. The members continued to refuse to take responsibility for their violent acts and to blame them on sources beyond their control. They referred to "stored-up energy that needs to be released," the need for medical treatment, "sick" as synonymous with a violent temper. The members jokingly referred to the worker as the only "normal" one there. After these admissions, motivation for change emerged. The members began to look critically at the problem and to assume individual responsibility. It was in this session that a member said that violence was his responsibility, and no one denied it. Someone made a suggestion that the violence was related to feelings of frustration, saying, "Maybe your frustrations on your job are related to your unhappiness and loss of temper with your wife." All members admitted that outside pressures started the violence. They began to look for solutions with the notion that it was within their power to effect change. This was graphically illustrated by advice giving. One man had separated from his wife and was dating her. He had gotten unjustifiably angry with his wife and was advised by the group to take her "out to dinner and talk nice to her," indicating that he could influence and identify the course of events. Because of the group's receptivity to change and acknowledgment of responsibility for the violence, the worker was able to take an open stand against violence. He stated that there were other ways to deal with wives. The group's response was "How?" The men talked about feeling comfortable in the group, stated they now felt they were getting somewhere, and confirmed that they had to look at themselves.

Session 5 marked a turning point in the group in spite of the fact that three men subsequently dropped out.

Session 6 dealt with change and the difficulty of change. There was open affirmation that spouse battering was wrong and that the men had to deal with their frustrations in a different way. One member was able to relate internalizing the group norm. He had the impulse to hit his wife in an argument but was able to curb it by remembering discussions in the group. This proved to be a breakthrough for him as well as the group because it illustrated that change was possible and that the power to change was within the members.

It was in the middle phase of treatment that group members made the greatest

gains. Intimacy had been established, with free expression, mutual support, and high communication characterizing the group process. Members risked themselves and openly stated they wanted to change. They tried to deal with their own problems and understand their own actions. The worker was able to modify the pre-existing group norm regarding violence and offer alternative role model values.

Sessions 7-10 dealt with the termination of the group.

The discussion of termination at session 7 disrupted the smooth flow of feelings. All members were resistant and negativistic. There was some verbal acting out through threats. Most of the session was spent with members encouraged to verbalize their angry feelings. The other issue that had to be raised at the session was the plan to invite the wives to a meeting to create an atmosphere conducive to the men's being seen in treatment with their wives. Session 9 was chosen for this program in order to allow for further discussion at session 8 about their feelings around termination. Session 7 ended with high levels of anxiety and rage.

When dealing with termination, it was expected that there would be a mix of emotions including feelings of loss and abandonment. Denial, regression, and recapitulation were other dynamic characteristics. It was not surprising that anger was released. The men had made a great investment in the group. They risked themselves with positive results. If the worker had cut off their feelings, it would have prevented them from successfully working through their separation anxiety. Predictably, in the termination stage the group members began to regress, exhibiting some of the behaviors that brought them to the group.

Session 8 was spent on the previous week's two major issues.

The men were able to resolve their feelings about the group's ending in two more weeks. With the help of the worker, they were able to deal more effectively with separation. Part of the group was task oriented, planning for the session with wives and discussing what they would have to eat. They also talked about their feelings regarding meeting with their wives. One member was looking forward to having his wife there, but many others expressed apprehension. One man stated that his wife always made him look bad when he was with others because she would graphically describe the details of her battering.

The members' ability to move on to other issues indicated that they had worked through their feelings regarding termination. They would not have been able to work cooperatively on a task if their separation anxiety had not diminished.

In session 9, only four out of five men came with their wives. The fifth member did not attend or call. All members expressed the importance of their wives' being present. The session was introductory and exploratory in nature, and the discussion centered around the couples' relationships. The wives were more verbal and articulate than their husbands. By the end of the session, all present felt the need to continue as a couples group. A commitment was made to meet as a new group with new workers.

New workers were chosen for two reasons. On a pragmatic level, the worker was

leaving. From another perspective, the group's configuration would be different and new workers symbolized both a new phase in treatment and a new beginning. It was also decided that a male/female team would help to model new male/female relationships.

In the tenth and last session the group focused on termination, reviewing what they had gained from the group and what further work needed to be done.

All but one member talked about the need to end their violence and recapitulated their commitment to change. The one member resistant to couple counseling was the same person who did not show up for the previous session. He had regressed to the point where he externalized blame, rationalized his actions, and denied that wife beating was a problem for him. The group was unable to influence him, but neither could he sway the group to his position. The worker left him with the expectation that he would reconsider and join the couples group. In the last half of the session, the new workers came in to provide a transition. It was in this phase that discussion took place about what they hoped to gain from a couples group. The new workers were also able to help the group deal with their positive feelings toward the old worker. The group was appropriate in their feelings and the transfer appeared to have been successful.

It was felt that this was successful professional service. These battering husbands had been hard-to-reach clients, invisible to the project, and prejudiced against therapy. The goals were clearly stated and reached. Group identity and cohesiveness developed. Group members experienced growth and were able to change their attitudes and views. Members were able to consolidate gains and to achieve a carryover into other situations. They incorporated the worker as a role model and internalized group values.

The initial success of the group grew out of innovative outreach methods and the social work principle of "least contest." The environment was made as comfortable as possible for the husbands by defining the group as short term, for men only, and staffed by a male worker. The offering of help was tailored to their needs. This author believes that often when treatment is unsuccessful, the cause for failure is within the treatment model, not within the clients. It behooves the helper to help and how that occurs is the professional responsibility of the social worker. With this group, the major effort was in understanding who our clients were and providing a structure that met their needs.

A postscript is that all but one couple continued in couple counseling. The couple who did not continue had separated, only to reunite later. By then, the group's membership was closed, although the couple did request group couple therapy.

CONCLUSIONS AND RECOMMENDATIONS

It is always difficult to offer service to hard-to-reach clients because their resistance to treatment probably affects our sense of effectiveness.

There is no clinical literature in the field of working with battering husbands, and this compounds the problem. In addition, violence is abhorrent to most of us. The knowledge that men have beaten their wives black and blue does not help to motivate a desire to engage with this clientele. Only since 1973 has there been attention directed to the plight of battered spouses. The presence of violence might be the sole factor that explains why this problem had not been addressed sooner by society as a whole.

The attempt to offer help to husbands who inflict violence on their spouses provided a unique opportunity to learn about the dynamics of the spouse abuse syndrome. It also afforded an opportunity to experiment with treatment techniques for working with battering husbands. Although the group met for only ten sessions, what was learned about the batterers was both illuminating and surprising. These men appeared normal in all other areas of functioning with the exception of marital relationships. All the men were steady, employed and some men had their own businesses. They were homeowners, good neighbors, and average citizens. They had the same concerns and desires as their wives, and they possessed the gamut of human traits and emotions. In most instances the violence was exclusive to their wives.

For these husbands, psychotherapy was not a part of their frame of reference. These men were brought to the attention of the project through the identification of a single presenting problem. They were able to become engaged in treatment because problem solving focused on the specific issue of violence. Several factors affected the decision to work with them in a group. Meeting with other men in groups was part of their lifestyle, and the group setting also decreased discomfort since the focus was not always on one person as it is in individual therapy. The fact that the group was short term was an advantage to the client, for the men would not have tolerated the time and investment involved in more traditional therapy. Time-limited treatment facilitated working toward realizable solutions (Strickler & Allgeyer, 1967).

However, the use of the group alone would not have totally provided the needed service. Another essential component for working effectively with battering husbands was the ability to provide immediate intervention. Because violence could occur at any time and could be life threatening, it was not possible to wait for the clinic appointment to deal with the crisis. If there was to be modification of the violent behavior and attempts to rechannel aggression, intervention at the time of the incident was essential. Calling the hot-line instead of battering a spouse is in and of itself an attempt at an alternative solution to the violence.

Not all batterers are identical in personality and pathology. Some men who beat their wives are too severely disturbed to benefit from treatment; others are not. In this group, rather than being unable to use help they were highly resistant to treatment. Pizzev (cited in White & Women's Aid, n.d.) speculated that some battering husbands might benefit from treatment. In some cases, violence may be a maladaptive response to particular triggering situations and can be modified over a period

of time. In the short life of this group, there were marked modifications in the violence. There is reason to believe that the violent behavior could be further reduced with continued help.

If these group members are a typical sampling of certain categories of batterers, then this information may shed additional light on why their wives remain in the hostile environment. Research has supplied some of the answers to this question (Gelles, 1972; Symonds, Note 2; Straus, Note 3). Based on the experience of this group, we can glean some answers from the men themselves. No wives were continuously beaten and batterings could be quite infrequent. The women *may* stay because their husbands are good husbands except when beating them. This is not to negate the seriousness of wife abuse, but it may aid in an understanding of the wives' reactions.

If violence in most cases is limited to wives, one might question what there is in the marital relationship that fosters violence. The author rejects theories of the sadomasochistic relationship and believes that the salient issue is intimacy. One hypothesis is that batterers cannot tolerate the close contact and exposure that the intimacy of most marriages demands. An area for further exploration might be the relationship between spousal violence and fear of intimacy.

When looking at the methods the project employed in treating battering husbands, several modalities were combined to provide an effective model for working with spouse abusers. These included individual, group, and crisis-intervention methods. Although this group was considered successful, some members dropped out of treatment. Questions must be raised regarding why they dropped out. In addition, follow-up is needed to determine if gains made in treatment have been sustained over time. Finally, experimentation with treatment methods must be continued. The problems of battered spouses have reached the domain of the helping professional. While the efforts made in this project to work with battering husbands were brief, the knowledge gained may serve as the beginning of the development of increasingly effective treatment techniques for abusers and their wives.

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A TREATMENT PROGRAM FOR MALE BATTERERS

Karil Klingbeil, MSW, ACSW
Director, Social Service Department
Harborview Medical Center

Clinical Associate Professor
School of Social Work
University of Washington

Project Director
Sexual Assault Center
Harborview Medical Center

A TREATMENT PROGRAM FOR MALE BATTERERS

Although there are substantive efforts underway to mount varied services for women and children who are battered, there have been relatively few efforts aimed at assisting the batterer or perpetrator of domestic violence in our society. The handful of programs in the country have largely been volunteer efforts and have discontinued after a few months for a variety of reasons including lack of commitment to goals, lack of referral and lack of money. That social agencies have either refused to initiate services for batterers or been apathetic to this program-need speaks to the complexity of the issues surrounding such programs. The lack of both formal and informal education among health care professionals today in realizing the pervasive nature of violence in our society and developing both crisis and preventative programs to meet needs is commonplace.

A unique and innovative project has been initiated in Seattle, Washington under the auspices of the YMCA-METRO Center focusing on the batterers. This is one of the pioneer efforts in the nation to address specifically the batterer and is both a necessary and important element in a comprehensive approach to domestic violence, with attention to prevention.

This project encompasses three specific components:

- (1) A media-public awareness program aimed at reaching the general public with facts about battering. This educational effort is the first step in changing attitudes that support violence.

A speakers bureau or network bureau has been organized for radio, television and interested community organizations. A large grant has been submitted to the Washington Commission for the Humanities to mount major workshops and symposia for the first year project.
- (2) A small demonstration counselling effort has been contracted through Family and Child Service, a United Way agency. This aspect will involve both men and women in twelve week counselling sessions but is only geared to couples therapy. Extensive training and consultation in the battering syndrome is part of the counselling component; and,

- (3) A Network Committee has been developed geared to the exchange of information and will aim at coordinating the now unrelated services for domestic violence in the geographical area. A directory of services will be published and a 24-hour hot-line will be available for crisis as well as informational purposes.

The project is overseen by an Advisory Committee composed of representatives of the counselling-mental health field, criminal justice system including legal services, shelter movement, media and Metro staff. This Committee is very active and represents more of an administrative decision-making model than the traditional advisory model.

The project, although funded for only one year through the United Way Demonstration Project Section, shows evidence of already becoming a necessary component in the area's efforts to combat domestic violence. Although in embryonic stages, the aim will be to continue the original goals and objectives and to mesh the public and private sector in a model program for our nation.

AGENCY AND PROJECT PURPOSE

Metro Center is a branch of the YMCA that seeks to create innovative programs addressing substantive (social) problems in our society. Metro Center encourages individuals, groups and community initiative in challenging discriminatory and dehumanizing attitudes and institutions through positive action. Already responsible for several successful projects, a number of women's groups approached Metro Center staff in 1976 suggesting that it sponsor counseling groups for men who physically and psychologically abuse women. Since early 1973 Metro-Center had developed and supported the Men's Resource Center whose purpose was the extensive examination and re-evaluation of traditional males roles in our society. Because of recent developments of medical counselling and legal services for battered women and the opening of two shelters, an important missing link was the establishment of appropriate counselling services for men. Metro Center seemed a logical setting and was eager to develop this necessary program component in conjunction with a clear movement in the great Seattle area to combat domestic violence.

The Batterers Project actually began in November of 1977, almost a year after the initial report. During the interim substantial surveying and investigative activities including literature review were completed. The purpose of the project as initiated is two-fold:

- (1) To increase community awareness of the extensiveness of domestic violence and of its services, consequences to individual, families and society; and,
- (2) To focus on reaching men who themselves batter women and men who de facto support through their attitudes toward women an environment in which some men feel free to batter women.

The Project further aimed to fulfill the agency purposes and objectives to:

- (1) Assist people with constructive re-examination of values based on societal conditioning;
- (2) Assist people to become more involved in the decisions that affect their lives; and
- (3) Make people aware of the major issues in the community of how their actions can affect these issues;
- (4) Assist men in a constructive reassessment of what it means to be a male in today's society and to re-examine stereotyped sex-roles through the use of mens groups; and,
- (5) Aid men to gain a clearer understanding of their feelings and ideas about family life and child rearing.

PUBLIC AWARENESS COMPONENT

Battering, wife abuse or domestic violence continues to be a hidden crime, a taboo subject in our society. Indeed efforts continue by the health care community and the criminal justice system to ignore it and to sweep it under the table. Despite the enormous cost in injury and life, the drain placed on society, agency resources, the fact that battering is a definitive crime, the rate of incidence is increasing at alarming rates. Recent FBI statistics state it is ten times the incidence of reported rape, in itself a grossing under-reported crime of violence. Because society works ingeniously to protect and hide violence and battering behavior the issue of education and raising the level of community awareness in a sensitive but pointed manner became one of the initial and clearly significant objectives. Specific to this were the following aims:

- (1) Increasing public awareness of the scope of the problem;
- (2) Demonstrating in what ways marital violence impacts society as a whole;
- (3) Developing a background of public support in addressing the issue now and in the future;
- (4) Advertising the availability of a program to counsel men who are wife-abusers;
- (5) Encouraging men who are wife-abusers to seek counseling through the program advertised.

To accomplish these aims a major advertising firm was engaged to provide direction to the design of an appropriate public awareness advertising package. They further participated in garnering the support of business and in meeting with media in finalizing plans for implementation of the campaign. Metro Center staff worked extensively with media representatives to develop a series of public affairs presentations for television and radio and secured several public service announcements (PSAs). Articles appeared in major as well as neighborhood newspapers. Brochures were developed and transit billboard advertising was initiated. The advertising firm created three posters which have been well received and frequent requests for them have emanated from national as well as local sources.

In early 1978 with the assistance of a small grant from the Washington Commission for the Humanities, a series of public forums began entitled "Domestic Violence: Public Issue or Private Problem?" Scholars were paired with clinicians to present scheduled public meetings on different aspects of the domestic violence scene. In addition to the planned twenty small group forums, a television program and radio talk shows are scheduled for the future. Efforts are being made to reach not only the public sector but the professional groups as well. A volunteer speakers bureau has augmented the more formal public presentations.

THE COUNSELLING COMPONENT

The counselling effort was contracted to Family and Child Service of Metropolitan Seattle

Aimed at couples primarily the project also included some individuals when no other resource was available. The specific aims of the counselling component included:

- (1) Consultation with professionals and agencies active in domestic and family violence, including child abuse, sexual abuse, sexual offender programs and to seek their advice regarding the design and format;
- (2) Organize a team of professional staff at Family and Child Service to conduct counselling sessions;
- (3) Conduct training workshop for counselors led by Karil Klingbeil, Vicki Boyd and Anne Ganley;
- (4) Develop educational and evaluative materials;
- (5) Develop intake criteria for selecting prospective participants;
- (6) Establish a network of organizations for referral;
- (7) Establish and advertize a telephone hotline for men requesting information and services;
- (8) Develop model group therapy programs.

The specific methodology for the counselling sessions fell into the following format:

- (1) Two counselling sessions for ten groups each;
- (2) Each session will run twelve-fourteen weeks and will consist of weekly two hour sessions as specified:
 - a) Eight meetings in separate men's and women's groups of ten participants;
 - b) Four-six meetings in mixed groups of ten participants each.
- (3) Individual counselling when necessary during the duration of the program;
- (4) Individual counselling for people in crisis prior to the beginning of the counselling session;
- (5) An interim period between counselling sessions for evaluative purposes;
- (6) Use of resources for refining the programs and modifying the format and content as necessary - including additional indepth training of group leaders, prior to the second stage group beginning.

NETWORK COMPONENT

The purpose of the network was to establish information exchange, develop mutual support services and inter-agency cooperation in relation to project activities. To accomplish this several objectives were initiated:

- (1) Creation of a telephone hotline with backup answering service;
- (2) Publishing of a newsletter entitled "Make and Change" with an extensive mailing to agency personnel;
- (3) Maintenance of close contacts with other agencies and setting including the criminal justice system dealing with battering;
- (4) Development of a directory of agencies for services they provide; and,
- (5) Development of a comprehensive manual on how to conduct counselling program for batterers after sessions are completed and evaluated.

RESULTS

It is premature to report on the results of all components of the Batterers Project. Evaluation forms and criteria have been established, however, for all three major components. The Advisory Committee has met monthly since the inception of the Project and carefully monitored the public awareness campaign, counselling effort and networking relationships. More than an advisory capacity, the Committee has been instrumental in assisting in all program components, but primarily in the development of the intake system for couples in counselling, training of staff, and in the development of program evaluation. As of this writing the first counselling session has been completed.

Six two-person counselling teams received approximately twelve hours of training prior to initiation of the counselling sessions. These individuals were already professionally trained staff social workers and volunteered to participate in the Project. Extensive evaluation forms were devised for all aspects of the counselling sessions including training. The initial session began in April and continued throughout June 1978.

(4) Changes for the future:

- a) Carry through of homework and having attorney come in
- b) More practice in practical situations
- c) More discussions of life style alternatives, sexual issues
- d) More individual attention, smaller group
- e) Childcare from the beginning
- f) More on conditioning of women

LEADER'S EVALUATION - WOMEN'S GROUPWHAT WAS ACCOMPLISHED:

- (1) Exposure to communication and problem solving skills
- (2) Support for one another
- (3) Issues clarified
- (4) Different perspectives presented
- (5) Movement from being a beating problem to learning how they can assert themselves

MEN'S GROUP - PARTICIPANTS EVALUATION

(A) Expectations the men listed in the first session were rated according to how well they were met: (1-low to 5-high). Most felt they learned well: (all 4's and 5's).

- 1) About power in a relationship
- 2) How to communicate ideas
- 3) How to recognize and deal with feelings
- 4) How to communicate feelings
- 5) How to listen

- Other expectations were met to a lesser degree (3's and 4's)

- 1) How to stop a destructive fight
- 2) How to deal with daily tension
- 3) How to control one's temper and why one loses it
- 4) How to resolve a disagreement fairly
- 5) How to be patient
- 6) How to handle spouses anger and frustration
- 7) How to deal with frustration

(B) A rating of the group leaders indicated they were most helpful in:

- 1) Providing a supportive and noncritical atmosphere
- 2) Knowing the subject well and able to explain it
- 3) Understanding the mens' feelings and ideas
- 4) Able to help them with their fear and anger

LEADER'S EVALUATION - MENS
WHAT WAS ACCOMPLISHED:

- (1) Introducing different ways of living, teaching that change is possible
- (2) Support from one another
- (3) Learned that good communication was a real possibility
- (4) Saw resolution to arguments
- (5) Learned that men felt equally powerless to women

PROBLEMS WITH THE DESIGN OF THE GROUP

- (1) Intensified isolation of the individuals, distorted perceptions
- (2) Separate time is a trade off-need the individual support yet costs in terms of extending the separateness of the people
- (3) Too much content and process to cover in eight weeks
- (4) Short term - should we choose couples with the same goals:
i.e. - separation or being together?
- (5) Two agendas in the women's group need to be faced - decision about the relationship separated women from the start.

SUGGESTION FOR FUTURE CHANGE

- (1) Present the project as a twelve-fourteen week series, not as eight and four series
- (2) Have a session near the beginning on resources - a forum to give information where everyone sees everyone else
- (3) Have two checkpoints (fourth and sixth session) for couples to meet together and see what is happening for one another
- (4) Need to present alternative life styles as an option - especially for the men who never brought up separation
- (5) Videotape a session and use with one another's group; or use fishbowl approach
- (6) Deal with the issue of blame from the beginning
- (7) For the men's group focus on how to accept the wives' anger
- (8) Have an optional longer session (2½ hours)
- (9) Counselors need more time for follow-up after each session

- (10) Focus on issues of relationship; decision-making about separation before communication skills
- (11) Present concepts through role plays earlier, not so much through presentation
- (12) Fear is real issue for women at the beginning, needs to be discussed in a more focussed way.

A critique of the Counselling sessions were conducted by counselors themselves and presented to the Advisory Committee. Comments are important in formulating changes for the future and are listed here for those who may be conducting similar sessions or initiating group sessions for couples or batterers.

GENERAL COMMENTS

- . Those individuals with alcohol problems didn't last very long in the sessions. It would be wise not to include them in the future.
- . Seven couples went through the whole series of individual groups.
- . Couples continuing into the couples series dropped out for various reasons after four weeks.
- . It was suggested that the whole series be thought of as one twelve weeks series than two, one eight weeks individuals sessions and one four week session for couples.
- . Working with these groups takes more time than was anticipated.
- . A monthly follow-up of the participants will be done by the counselors.
- . Telephone numbers were exchanged in both groups.
- . Some of the men are now participating in other men's groups.
- . It was suggested that groups be brought together again at a later date. The purpose of this was questioned.
- . Expectations for the groups may have been set too high. The problems shouldn't be expected to be resolved in twelve or fourteen weeks. However, there can be a therapeutic advantage to the high expectation. A balance should be found.
- . There should also be a balance found between individual and group work.

WOMEN'S GROUP

- . The women's groups were divided into two, those who simply wanted to know how to get out and those who wanted to work on their relationships.
- . This diversity of interest was problematic, it was difficult to get any cohesiveness.
- . Various approaches were tried, such as dividing the group time between the two issues.
- . It was suggested that two groups would be appropriate.
- . Two stages could be recognized and the group sessions be designed around them.
- . All these solutions are complicated by the fact that people change their minds often about what they want to do.
- . One topic that all the women could get together about was stopping the battering. This was others' experience also.
- . The group began with a few sessions of ventilation, both anger and fear.
- . After this ventilation period, there didn't seem to be enough time left.

DYNAMIC BETWEEN WOMEN'S AND MEN'S GROUP

- . Participants in both groups were very curious about what was going on in the other group. It was suggested that this is symptomatic of the inability to give each other space and could be used to focus on that problem.
- . The women's group stopped asking questions after the second session partly because of a recognition of the problem.
- . The counselors got involved in the dynamic also, pointing up the strength of the dynamic and the disparity with which the men and women viewed the same situations.

MEN'S GROUP

- . Men started out scared and nervous, felt they could be blamed. The first issue was to provide a certain level of comfort. Cookies and coffee helped.
- . All the men were interested in keeping the relationship going. Some saw the group as the last possibility to do that.
- . The men chose not to talk about the specifics of violence.
- . Men were more talkative than was expected. A couple were particularly expressive and served as role models for others.

- . Counselors felt they could have been more confrontive.
- . A sense of comraderie developed. It occurred particularly when one man confessed a battering incident. The group decided not to kick him out and came up with concrete suggestion for dealing with the problem. This is when telephone numbers were exchanged.
- . Men were frustrated and confused - particularly angry at the "silent treatment."
- . Men started out very task-oriented. That is, they wanted to know the steps to keep their relationship intact.
- . Role plays were used - it was felt that they could have focussed more on the feelings of the women.
- . Men tended to minimize problems. Reports by women corroborated this.
- . For those who went through the eight weeks some changes occurred - battering stopped at least temporarily and some doors were opened. It was understood that basic changes would occur only over the long period.

Although initially somewhat disappointing in numbers referred to the counselling sessions, the overall outcome for those who completed the sessions has been quite positive. The goal of stopping battering behavior was realized as well as several other positive gains as mentioned. Caution must be exercised by counselors not to have unreasonable expectattons for major success in all areas. Batterers are exceedingly difficult patients and require more long term sessions than originally planned.

PRACTICE PRINCIPLES FOR HELPING MEN WHO BATTER

by

Frances Purdy MEd ATR and Norm Nickle MSW

Washington State Shelter Network
1063 S. Capitol Way 3217
Olympia, Washington 98501
(206) 753-4621

PRACTICE PRINCIPLES FOR HELPING MEN WHO BATTER

Frances Purdy MEd ATR and Norm Nickle MSW

Men who batter are victims of domestic violence. They are victimized by their own lack of communication skills, fear of intimacy, and dependency on the woman they batter. They are further victimized by a society that trains men to be inadequate through a rigid support of male sex-role stereotypic behaviors. Men who batter are the products of a society that trains men to be 1) unaware of their own feelings, 2) dependent on women to take care of feelings in the family or relationship, 3) problem and action oriented as opposed to process oriented, and 4) programmed that anything less than perfect behaviors is failure.

The majority of men who batter are not crazy or hideous monsters. Most are "nice guys" who function well in most situations that do not require intimacy. In relationships, however, these men are either very passive with occasional outbursts of physical, emotional, or sexual abuse on their partner or family or are constantly explosive with their partner or family. An estimated 15-20 % of men who batter are abusive outside of this family setting as well as at home. This group of batterers is generally not seen in counseling because the men are behaviorally psychotic or sociopathic, reside in jails and institutions, or are openly hostile to any type of intervention in their life styles. These men are probably extremely dangerous to themselves and/or others but little is actually known about them.

Before helping men who batter, helpers must believe the following values and assumptions:

1. The abuser is solely responsible for his own violence and abuse. No matter how much stress there is in a relationship, the abuser is not provoked to use violence. He chooses violence as a means of coping with stress. The abused cannot cause nor eliminate the abuser's violence.
2. Once the abuser uses violence to cope with stress, he will rarely stop using violence spontaneously. Violence is a behavior that is addictive and immediately effective eventhough destructive in the long run.
3. Violence is a learned behavior. It is learned by individuals through the culture. The dominant culture teaches that people who are in authority or are right can control or manipulate other people. For example: parents can "discipline" or hit a child for not thinking or behaving the "right" way, churches can dictate the "right" way to think and fee, schools can determine the right job for each person, advertising describes good behavior for each sex and race, etc.. The more the family believes and practices the principles of this culture, the more likely the the individual will learn this behavior.
4. Initially, in counseling, the problems of the relationship cannot be the focus. It is too dangerous to discuss the problems of the family until all members are safe from being abused. Couple or family counseling with the abuser present should never happen until the violence has stopped and the abused is no longer afraid of the abuser. To develop trust, equal communication, and mutual support necessary for solving family problems, safety must first be achieved.

5. Group counseling is much more effective than individual counseling. Groups lessen the shame, guilt, and isolation felt by each family member by demonstrating the commonality of abuse. Because group members are at different stages in their efforts toward non-violent behaviors, individuals have more opportunity to teach and practice skills already learned or learn from positive role models.

6. Group leaders must be aware of his/her own attitudes and experiences with violence. The group leaders provide information, positive role models, and confront violent values and behaviors. The group leaders should be sensitive to the overt and subtle destructiveness of all violence. A male-female co-leader team appears to be the most effective method for modeling, teaching, and discussing non-violent communication skills and behaviors and the effects of socialization.

Groups for men who batter involve major phases. The material described in each phase needs to be incorporated throughout the work of the group. The emphasis however is placed in the following sequence:

BREAKING THROUGH THE DENIAL

Men who batter characteristically minimized and deny their own use of violence. Whether this is done consciously or subconsciously is not important at the onset of counseling. The function of denial is to relieve him of the responsibility of the behavior and therefore the responsibility to change himself. Denial serves to also protect him from extreme depression resulting from acritical evaluation of his life style and situation.

Denial can be observed in the following behaviors:

1. Blaming the victim. If he can blame her for the abuse then all he must do is get her to change her behavior. The abuser will only tell what she does to cause his violence and how her behavior is provoking him.
2. Justifying his violence. He will relate an incident in such a manner that the listener will have to conclude that violence was the least destructive or only alternative. Again, the focus will be on how right or good he is and how bad or wrong the abused is and was.
3. Distorting. The event will be told accurately except that some facts will be changed or ameliorated to make him look good or right. If he was drunk, he might only recall having had a few drinks. If he broke her jaw, he will have only slapped her or she accidentally hit the wall. If he was screaming insults for an hour, he only raised his voice a little. etc.
4. Externalizing. He will place the reason for the abuse on some other person or event. For example: he was too drunk to know what he was doing; he had a difficult day at work and was too tense; the chair got in the way; she did not move quickly enough; he has a bad temper, anyway; etc.
5. Omitting and lying. The story is not accurate because the details are not told or another set of incidents are told. Often this is not obvious.

In order to break through the denial, it is important for group leaders to ask direct questions. Anytime blame is shifted to someone or something else or there appears to be a time/information gap in the story or the abuser appears to be blameless, the group leaders should point out the discrepancy or denial. To

do this reinforces to the man that he is responsible for himself and therefore can change his behavior. The important concept at this stage is that eventhough he is never in control of others or the situation, he is always in control of his feeling and actions. Noone can control his feelings and actions other than himself.

The tool for establishing that he is always in control of himself is the provision of information about abuse. He needs to know what is violence, how he learned to be violent, and why he continues to use violence to try to control others.

Defining violence. There are four types of violence: physical, sexual, emotional/environmental, and social abuse.¹ Each type forms a continuum from minor to major lethality.

The most obvious form of violence is physical abuse. This begins with lack of consideration for the physical comfort of others (forgetting a person who is waiting for a ride or walking too quickly for a child to keep up); pushing; shoving; hair pulling; slapping; and escalates to actions like shaking, punching, bruising, twisting of limbs, breaking bones, denying sleep and nutrition, denying needed medical care, causing internal injuries, using household objects as weapons, causing permanent injury, using weapons (guns, knives, drugs), and finally murder.

A part of physical abuse is sexual abuse. On a continuum this begins with the objectification of women through jokes, humiliating or degrading comments and name calling, unwanted touching, and escalates to uncomfortable ouching, demands for sex or punishment by rejection of her as a sexual partner, degrading her while having sex, forcing sex, forcing sex after a beating or under threat of a beating, using penetrating household object in sex, causing injury during sex, using weapons to force sex or for sexual manipulation, causing permanent injury, and ultimately murder.

Another form of violence is emotional/environmental abuse. Emotional abuse includes those behaviors that are done directly to the person to render her helpless and totally dependent on the abuser. This begins with jokes about her habits and faults as a woman, ignoring her feelings, screaming and yelling menacingly during arguments, repeated use of insults, repeated humiliation, blaming her for anything that goes wrong in the relationship and escalates to labelling and repeatedly calling her degrading and derogatory names (crazy, bitch, whore, dumb), threatening to use physical/sexual abuse, constant denial of her feeling and abilities in her work/home roles, blaming her for the violence, describing promiscuous activity with others, constant unfounded accusations about affairs he is having, threatening to abuse the children, threatening to hurt her and/or the children if she leaves, threatening to take the children away or commit her, and eventually claiming to love her only when she acts paranoid, hysterical, psychotic, or suicidal/homicidal. Environmental abuse includes those abuses that parallel emotional abuse but that he does to others or in the environment in order to isolate others from her or have them confirm that she is crazy. This begins with jokes about women and roles of women in general, physically or psychologically driving away family and friends, constant degrading of her family/ethnic/religious customs or beliefs, and escalates to keeping her economically dependent on him, moving repeatedly, imprisoning her by geographic isolation or asking her stay in the home, destroying her possessions and pets, physically and/or sexually abusing the children, switching her medication without her knowledge, threatening to kill himself if she does not change her "bad habits", turning the children against her, and eventually manipulating events and others until she believes she is paranoid, hysterical, psychotic or suicidal/homicidal.

The last form of violence is the social abuse of victims that serves to re-inforce the abuse done by the abuser. This includes the family that approves of spanking and control of others and not self as a form of discipline; the family, church, and school system that teaches rigid life roles to men and rewards: actions rather than how to solve problems, the showing of anger and depression rather than a full range of feelings, a vocabulary that excludes an awareness of feelings and intimacy, an attitude "it's a dog eat dog world and men who get ahead are always one step ahead of everyone else", and finally that women are not as capable or important as men; the family, church, and school system that teaches rigid life roles to women and rewards: the showing of most feelings except anger, the value of taking care of others first before or instead of self, the responsibility for making certain the family is together, the value of feelings and process above making decisions, the need to depend on other to make decisions, the value that men are more intelligent and will protect women, and finally that other women are competition and cannot really be trusted. The media displays violence as a problem solving technique and reinforces "correct" male and female roles. The other systems that support these attitudes also includes the police and legal system that often blames the victims for their own demise or don't respond to victims' cries for help. The medical system that often does not address abuse and disbelieves or blames the victim or mismedicates the victim. The social service system that often fails to respond to, blames the victim, or does not address the victim's need for safety. Finally, an economic system that undervalues or exploits women and children while overburdening men with unrealistic responsibilities.

This information is suggested by both the men and the group leaders by the question: "What is physical abuse?" "What is sexual abuse?" "What is emotional/environmental abuse?" and "What in our culture supports or encourages these behaviors?" The information is then written, as it is spontaneously verbalized, as a continuum.

The man who batters can then understand that the violence he utilizes has been to get her to do what he wants but that this behavior has or will probably result in; 1) her not being able to do what he wants, 2) her leaving him, or 3) the relationship's eventual breakup by divorce, separation, or death.

The second part of the information is to explain the function of anger. Defining Anger. Anger is a natural feeling for most people and serves several useful functions. It helps to excite and strongly express feelings. Like fear, anger also energizes the adrenalin so that the body can move quickly for protection. Negatively, like fear, anger also disrupts clear thinking. During fearful or anger situations the person usually does what he has been trained to do in the past during similar situations. Physical violence, in particular, helps use the built up adrenalin and reverts the body to a more calm state. If violence has been used in the past, the batterer has also learned that after hurting or insulting someone, she usually stops putting stress on him. This effectiveness of the violence combined with the physiological release of hitting explains why men who batter do not just stop using violence spontaneously.

Most often anger is a secondary or phony feeling that is a summary for other feelings. Feeling of fear, hurt, insecurity, inadequacy, guilt, being ignored or discounted, and feeling out of control of a situation are some of the feelings that are often called anger. For men who have not been encouraged to feel or express these other feelings, anger appears to be the first and only thing they feel. Anger also appears to automatically turn into aggression.

ANGER CONTROL

The key to anger control is to use anger, the tension felt in the muscles and the desire to be aggressive, as a cue that the situation is out of control. 2,3

To develop an anger control system, the following steps are necessary:

Cueing. The group leaders should teach each man in the group to talk with his spouse and children if possible, in order to establish an early warning system to assist him in the prevention of his violence. This consists of a verbal cue and a sign to clearly express that he feels or looks angry and might use violence. The verbal cue can be words such as : emergency stop, I'm too angry to think or talk, I need a time out, etc.. The sign can be gestures close to the body, such as: time out sign used in sports; holding oneself tightly with both arms, etc.. This cue should remain the same until there is a mutual agreement to change the cue. The man should then remove himself from the situation to an agreed upon room or place. He should remain there undisturbed until he realizes he is in control of himself and does not have to try to control something or someone else. It is crucial for each man to understand that leaving a situation unresolved or another person arguing is preferable to hurting someone. Solutions rarely occur when one or more persons feel angry.

Self-Talk. Before, during, and after an anger situation, it is important for each man to learn to hear what he says to himself. This silent monologue and its interpretation is the mechanism that aids men who batter to convert primary feelings to anger and then into aggression. This same mechanism will later be used to prevent the conversion of feelings and the escalation of them into aggression.

Examples of anger producing negative self-talk:

- she called me a name
- it was a dirty name
- I can't let her get away with that
- I'll show her
- she should be punished

Anger reducing self talk contradicts this conversion. These statements redirect the man's energy to a broader range of feelings. At first, positive self-talk can be written on 3" by 5" note cards and read silently after or instead of using the "cue"

Examples of positive self talk:

- I can control my anger
- I can take deep breaths to give me time to think
- if I get too angry, I can use the "cue" instead of hitting
- there is no point in getting mad about this
- as long as I keep my cool, I'm in control of me
- I'm the only who can make a fool of me
- I don't need to prove anything
- My muscles are getting tight
- maybe we've both right
- the last word is really not important
- actually, I'm not really mad, I'm hurt

Relaxation. One alternative to hurting someone is for men who batter to use the cue of being angry as an indicator for the need to relax. There are several relaxation techniques that are simple to learn. Some examples of these techniques are autogenics, self-hypnosis, psycho-cybernetics, Transcendental Meditation, and biofeedback. Progressive Relaxation⁴ is one of the easiest to learn. As part of Progressive Relaxation it is best to teach each man to develop an imaginary place that is tranquil and private. This allows the emotional pairing of pleasure and physical relaxation. It should only add about

two minutes to the ten or so minutes spent on relaxation. Practicing this technique twice a day will gradually help to reduce everyday tension.

Self-care. Self care includes many factors. As part of anger control, the most important facts are proper nutrition, sleep, and exercise. Without a regular cycle and enough sleep it is impossible to really feel relaxed and think clearly. Nutrition is important to evaluate since many foods currently available contain large doses of sugars, salts, artificial food colors and flavors, and additives. It also vital that men who batter re-train themselves to not utilize substances as a means or tension release. Drugs and alcohol depress the central nervous system by putting part of the system to sleep. This increases the probability of impaired judgment. After the chemical begin to wear off, the tension level actually becomes greater than before the use of chemicals. This can lead to psychological and physical addictions. Poor nutrition, sleep, exercise or chemical/substance habits may not affect everyone in the same negative manner but when violence has been present, reducing each little stress factor becomes an advantage.

UNLEARNING ABUSIVE COMMUNICATION

The most crucial step is for each man to pledge himself to stopping his violence and never rely on it again. Most men who batter do not recognize low level forms of tension. When they are not angry, these men view themselves as "nice guys". In other words they do not say how they really feel. Men who batter are experts at swallowing their feelings, overlooking slight tension and irritations and trying to "be cool" until the moment they explode. Learning to be assertive gives men who batter an acceptable way of expressing themselves with someone else.

Assertiveness. Assertiveness is neither passive nor aggressive. It is a method of communication that neither frightens, intimidates, or manipulates the listener. With assertive statements, the person can say no or yes without having to justify or defend an opinion. Because assertiveness includes expressing a broad range of feelings, it helps each person to only take responsibility for him/herself.

Men who batter have a tendency to want to use assertiveness techniques as just another way to control his family and partner. Many reenactments of recent events are necessary for each man to learn to identify, label, and express the broad range of feelings he experiences. The role-plays and reenactments with the group are crucial for each man to be convinced that assertiveness is not going to hurt him in the long run, that he is not giving up control of himself, and that he can master the skill.

UNLEARNING DESTRUCTIVE MYTHS

The social abuse continuum outlined the ways in which major institutions assisted in or promoted rigid life roles for men and women and their acceptance of the use of violence. These roles are summarized by short statements that are said as apart of the negative self talk. These statement serve to justify anger and aggression. Some examples are;

Work twice as hard as the next guy but expect no reward.
 A woman should know how to please a man
 If she loves, she won't criticize me
 Men know more about sex than women
 Women are always too hysterical
 A man must be right in his own house

A man who shows weakness is a sissy
 There's only one right woman for each man
 When pushed, a man must stand up and fight
 Kids should be seen and not heard
 Men need sex more often than women

In group and between groups, each man must examine the myths he has incorporated into his everyday thinking. It is helpful if men keep a journal or log such as the one below:

Description of the situation when I became angry	Feelings I was aware of during the situation	Recalling the situation, I am aware of these feelings	Myths that I am aware of that support my converting feelings

It is important that group time not be used as a homework check. The content of the journal help each man to retrain himself to hear his own self-talk, recognize the pattern in other men as they discuss situations, and begin the slow process of ridding himself of unwanted myths. The process is slow because it is extremely difficult and painful to separate myths lived with since childhood, myths that are constantly reinforced by the society and culture, and then believing that these statement are not true.

One crucial myth that represents the final breakthrough into non-violence is: "I need her because I love her". This phase is very similar to what is called addiction counseling. In many ways, the man who batters is as addicted to the woman he batters or any other woman who would take her place as an alcoholic is to alcohol. The man who batters believes that she will make him feel good about himself, she will love him like noone else could, he/she could not survive without each other, and if she would ever really understand and forgive him then he would finally be alright. Once he can understand that love does not equal need and that noone else can make him feel goo other than himself, he can stop using violence.

MAINTAINING NON-VIOLENCE

Violence , as said earlier, is not caused by individual psychopathology. Violence is an inherent part of the culture. If a man who has been violent is to never be violent again he will have to develop a peer and support group, a miniculture. Through this culture he can get support for being non-violent and not have to be addictively dependent on his partner and family for emotional support. Dveloping this support usually takes the full twelve to eighteen months while the man is going through the four phases of the counseling program.

SAFETY CHECKS--THE RESPONSIBILITY OF THE GROUP LEADERS

Group leaders must remember that domestic violence always involves the possibility of one or more persons dying. Safety should always be the first and last consideration whenever attempting a new technique, assuming that details in a

story are true, or that the man is really progressing very quickly. Safety checks must be done before and/or after every group. The safety check can be done either with the battered woman herself or with the shelter staff/volunteer who is working with her. It is best if the group leader can do the safety check with both.

With the battered woman, the group leader must know the abused's perception of any violent or potentially violent episode that occurred between counseling groups. Non-violent episodes are helpful but this will most likely come from the abuser himself. This information gives the group leader an awareness that is necessary in order to realistically breakthrough the abuser's denial system. The information should be utilized only as confidential background material. To use this information to openly deny an abuser's story would only endanger the safety of the battered woman once the abuser has a chance to confront her. The safety check should also make certain that the abused and the children, if any, have a plan for escape to safety if the abuser chooses to become violent again. The plan should be detailed and practical (transportation, place of refuge, a friend/helper to call for transportation, etc.). It is also important that the abused understand the lethality of her situation. Men who batter do not change quickly and very often do become potentially more violent when there a great deal of stress in their lives. Counseling is very stressful!

When the safety check is done with a shelter staff or volunteer, it is important to do all of the above. In addition, both group leader-shelter staff should plan the parallel goals for both the abuser and the battered woman. This includes making certain that both understand "cueing", the value of non-violent parenting, who is responsible for the violence, the importance of intimacy and trust in a positive family relationship, etc.. Developing parallel plans also helps both helpers to anticipate potentially dangerous times and preparing both for the possibility of a least a temporary separation. Helpers must remember that the abuser will view a shelter stay much more highly if he views it as helping him not hurt his family and possibly preventing an outburst of violence. Helpers can also review their goals to make certain that the goals are realistic for all family members.

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**Domestic Violence: Issues in Designing
and Implementing Programs for Male Batterers**

**Anne L. Ganley, Ph.D. and Lance Harris, Ph.D.
American Lake Veterans Hospital, Tacoma, Washington**

**To be presented at American Psychological Association
Tuesday, August 29, 1978
2:00 - 2:50 pm
Toronto Harbour Castle Hilton Hotel
Room: Pier 4**

**Domestic Violence: Issues in Designing and
Implementing Programs for Male Batterers**

**Anne L. Ganley, Ph.D. and Lance Harris, Ph.D.
American Lake Veterans Hospital**

In recent months the problem of Domestic Violence has commanded increased national attention. Presently the two houses of Congress are considering Bills to meet the multiple needs of families caught in the throes of violence. Research and clinical experience have multiplied as evidenced by the literature now available on child abuse, incest, and battered women. More and more community groups are responding to the problem by establishing crisis lines and/or shelters for the estimated 1.8 million battered women (Straus, 1977) and their children.

Contrary to popular myths about domestic violence, the physical assaults are not caused by the victim's behavior or by her masochism (Walker, 1977; Martin, 1976). Furthermore, it is the position of these authors that except for physical self defense, the use of violence is NOT justified in intimate relationships. Consequently, providing treatment for or doing research on the victim will not stop the violence of the batterer. While the victims and their children must be given priority in support services, prevention of domestic violence requires treating the offender.

Sociological Factors:

If the victim does not "cause" the violence of the offender, who or what does? Sociologist Murray Straus (1977) outlines several cultural norms that facilitate violent behavior in the family. He

states that this society views violence as a legitimate means of resolving conflict. Thus, it should not be a surprise that family conflict is sometimes resolved in this way. Not all family violence is a response to family conflict. Some of this violence is related to stresses on the job or elsewhere. Until recently society considered what went on in the home as outside the domain of public concern. Thus, there are fewer sanctions against violence taking place in the home than anyplace else. If a man is assaultive as a reaction to the stress of living, he is more likely to be violent at home than elsewhere. One myth used to justify violence is that any person will be violent given the right provocation. Social learning theorists such as Bandura (1973) indicate that actually there are a wide variety of responses to stress or frustration, with violence being only one of them. While these and other cultural norms about male dominance (Martin, 1976) influence people to be violent, they do not explain fully why some men are assaultive and others are not. Nor do these sociological factors suggest clearly what can be done for those who do batter.

At this point there are no clearcut answers to those questions. There has been little research on men who batter spouses.¹ However, we do have some clinical impressions gathered from 1) our work with batterers on an individual basis, 2) our experiences as co-directors of a pilot project for male veterans who assault adult family members and 3) our conversations with other clinicians working in the area of domestic assault. This information raises significant issues in designing and implementing programs for male batterers.

1. This article is limited to a discussion of men who batter other adults with whom they have intimate relationships. For our population the abused person has been female. The authors refer child abusers to other resources.

Characteristics of Male Batterers:

In order to develop treatment programs, attention must be given to an understanding of the men who batter. There seems to be consensus on two points. First, men who assault adult family members come from all races, socio-economic classes, and occupations. There is some controversy as to whether there is a higher percentage of batterers in one socio-economic class than another and if so, what does it mean (Straus, 1976). While this controversy is not fully resolved, it is clear that we can no longer assume that domestic violence is limited to only one group. Secondly, men who batter seem either to have been battered as children or to have witnessed physical abuse in their families. Our own limited research sample indicates that 63% had that experience.

While there appears to be some consensus on those two points, it is more difficult to generate a definitive profile of a "typical batterer." The comprehensive research on men who batter has yet to be done. Thus, our understanding rests on a list of characteristics which seem to apply in varying combinations to batterers. This is not an exhaustive list but a select one on which the aspects of the Domestic Assault Program at American Lake Veterans Hospital was based.

Many men who batter women have intense, dependent relationships with their victims. They seem to experience a great deal of fear of losing the relationship and take extreme measures in controlling it. These controlling behaviors include the violence itself, monitoring all activities of the victim, limiting who she sees, and so forth. The men appear excessively possessive and jealous about their partners. For example, one man's wife was fired from her job because he called her sixteen times a day to check on her whereabouts. Before she was fired, he insisted that she stop taking her lunchbreak out of the office because he was fearful of her meeting someone and starting an affair. Her compliance did not reassure him as he then went to her office each day to sit with her while she ate. It is