

Special Report:

UAA Justice Center Domestic and Sexual Violence Research Review and Recommendations

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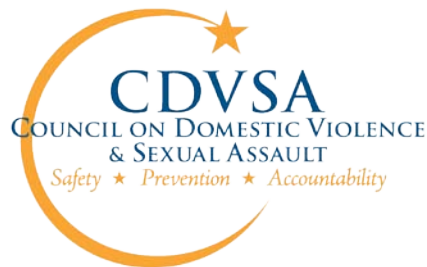
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Attachments

- *Report and Recommendations: Reducing Sexual Assault in Alaska.* (2009). Alaska Senate. Judiciary Committee.
- *Effective Criminal Justice Responses for Violence Against Women in Alaska.* UAA Justice Center.
- Annotated Bibliography of relevant Justice Center publications.

Introduction:

Alaska's state agencies, public officials, and communities at large throughout the state of Alaska have been faced with imperative demands towards addressing rates and instances of domestic violence, sexual assault, as well as child abuse and child sexual abuse. Data from the Uniform Crime Report (UCR) are the most long standing indication of crime in the state of Alaska.¹ Rates for forcible rapes have *always* been higher in Alaska than the national average (UCR 1960-2007), a statistic that is only one indication of the scope of the problem.

This indicator of forcible rape is limited because it does not include forcible rapes that were not reported to law enforcement, statutory rapes, incapacitated rapes, rapes with male victims, other sex offenses, or rapes with more serious offenses (e.g., homicide). Justice Center studies show that the federal definition of forcible rape (the carnal knowledge of a female forcibly against her will) fails to capture the severity of sexual violence in the state. For example, Justice Center data from the Anchorage Police Department show that 24% of sexual assaults reported in 2000 to 2003 are not included in the federal definition of forcible rape (Rosay 2006). Additionally, Justice Center data from sexual assault nurse examinations in Bethel in 2005 and 2006 show that 46% of patients were passed out or had blacked out at the time of the assault – these assaults are not included in the federal definition of forcible rape.

Alaska faces a host of other challenges in grappling with domestic violence and sexual assault issues. Not least among these challenges are the many rural communities throughout the state. Limited resources coupled with geographic isolation, cultural considerations, and seasonal climate fluctuations restrict access by members of Alaska's numerous bush communities to victim services, the Alaska Court System, and law enforcement personnel. Alaska's few urban areas also face daunting challenges. The rates of forcible rape reported to law enforcement were 2 to 5 times higher in Anchorage and Fairbanks than the national average.

On a statewide planning level, Alaska public agencies ranging from the Departments of Law, Public Safety, Corrections, and Health and Social Services are tasked with developing coordinated, targeted, and effective preventive and service-orientated measures to serve Alaska's people. This represents a formidable task for any governing body dealing with issues that demand robust funding appropriations and the incorporation of a wide scope of best practices among many professionals.

¹ Data retrieved from: Office of Justice Programs. Bureau of Justice Statistics. *Crime Trends*. (2010). URL: <http://bjs.ojp.usdoj.gov/dataonline/Search/Crime/Crime.cfm>

Purpose:

This brief report was requested by members of the Alaska Council on Domestic Violence and Sexual Assault (CDVSA)² in December of 2009, and is to be submitted to their own body, as well as to the Commissioner of the Department of Public Safety (DPS).

The intent behind this synopsis is to take an informative snapshot of the studies and research that the UAA Justice Center has undertaken in the past decade related to domestic violence and sexual assault, as well as to address key recommendations provided by the UAA justice Center, particularly those recommendations that the Council may specifically choose to undertake in the future.

Background:

The UAA Justice Center was created in 1975 by the Alaska Legislature.³ The Justice Center has become an academic, research, and public education leader in the State of Alaska, providing relevant and up to date information on crime and crime prevention, rural justice, and juvenile justice. Behind the Justice Center's research and studies are a host of faculty and professionals with a wide scope of credentials ranging from law, police enforcement, corrections work, and public office.

The Council has an ample opportunity to utilize relevant Justice Center studies in its policy and project coordination addressing the safety and social issues of domestic violence and sexual assault. Alaska Statute mandates that the Council:

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

(4) coordinate services provided by the Department of Law, the Department of Education and Early Development, the Department of Public Safety, the Department of Health and Social Services, the Department of Corrections, and other state agencies and community groups dealing with domestic violence, sexual assault, and crisis intervention and prevention, and provide technical assistance as

² Herein referred to as "the Council"

³ For a more complete look at the UAA Justice Center's history, purpose, and organization please see "About the Justice Center." *UAA Justice Center*. 30 July 2009. Web. 19 March 2010. URL: <http://justice.uaa.alaska.edu/jcinfo.html>

requested by those state agencies and community groups. (AS Sec. 18.66.050)

Towards these ends, the Council should seek to solidly ground its policy and project initiatives in quantifiable and peer reviewed studies and research. The UAA Justice Center, at the forefront of relevant Alaska information pertaining to the Council's field, provides just such a venue towards accomplishing its duties.

Summary of Justice Center Research and Studies:⁴

In the following review of research and studies produced through the UAA Justice Center we'll attempt to broadly cover the findings pertaining to the fields of:

- Domestic Violence
- Sexual Assault
- Stalking
- Child Abuse & Neglect
- Police Enforcement

Whenever prudent, a simple cursory list will be made indicating the findings of cited studies and research.

Domestic Violence

Rivera et al. (2008) reviewed closed cases of assaults involving domestic violence reported to Alaska State Troopers (AST) in 2004 throughout Alaska with a total of 1,281 reports reviewed. This only includes cases of assaults involving domestic violence reported to AST and does not include cases reported to local or municipal law enforcement agencies. The report examines both felony and misdemeanor assaults involving domestic violence.⁵ Additionally, this report and all those that follow, rely on reports to law enforcement. As a result, these studies only describe what law enforcement documented in their reports. Therefore, if certain information was not documented, it was not included in the Justice Center's studies.

A summary of key findings follows:

1. Fairbanks, Palmer, and Soldotna AST Detachments handled 50% of the reports.

⁴ It is important to note that the summary statistics presented here do not include every statistical figure found throughout the Justice Center's studies and research. An effort has been made to restrict the focus here to statistical findings particularly informative for the Council's purposes.

⁵ Rivera, Marny; Rosay, André B.; Wood, Darryl S.; Postle, Greg; and TePas, Katherine. (2008). Descriptive Analysis of Assaults in Domestic Violence Incidents Reported to Alaska State Troopers: 2004. AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0601intimatepartnerviolence/0601.04.dv-assaults.html>

2. Suspects were predominately male (76%) and White (51%) or Native (45%).
3. Victims were predominantly female (70%) and White (51%) or Native (47%).
4. A vast majority (86%) of cases were intra-racial (i.e., within the same racial group).
5. Over half (58%) of cases involved current or former intimate partners.
6. Nearly three quarters (72%) of victims were living with the suspect during the time of the reported assault.
7. A total of 59% of cases involved the consumption of alcohol by either the suspect or victim or both.
8. 24% of victims consulted a professional before reporting the incident to law enforcement, meaning that 76% did not.
9. Stalking and the use of weapons in domestic violence assault cases were uncommon.

Following Rivera et al. (2008) the UAA Justice Center, in its Fall 2009 issue of the *Alaska Justice Forum* publication, used the same 2004 domestic violence reports and subsequent findings to analyze court proceedings that ensued, as well as case attrition. These articles included "Predicting Legal Resolutions in Domestic Violence Cases," (Rivera et al.) and "Attrition in Cases of Violence Against Women Reported to the Alaska State Troopers," (Wood et. al).⁶ The latter of these two articles covers specifically intimate partner violence (IPV) perpetrated against women.

Following are key findings from the two related articles:

Rivera et al. 2009

1. Characteristics significantly predicting referral of cases for prosecution:
 - a. Cases were 5.8 times more likely to be referred for prosecution when the victim was interviewed by AST.
 - b. Cases were 2.9 times more likely to be referred for prosecution when the victim was an intimate partner rather than a domestic partner (e.g., parent/child, sibling, roommate).
 - c. Cases involving suspect use of alcohol or other drugs were 2.5 times more likely to be referred for prosecution.
 - d. Cases closed within 19 days were 2.3 times more likely to be referred for prosecution.

⁶ Rivera, Marny; Rosay, André B.; Wood, Darryl S.; and TePas, Katherine. (Fall 2009). "Predicting Legal Resolutions in Domestic Violence Cases." *Alaska Justice Forum* 26(3): 1, 8–12. URL: http://justice.uaa.alaska.edu/forum/26/3fall2009/a_dvrez.html

Wood, Darryl S.; Rosay, André B.; Rivera, Marny; and TePas, Katherine. (Fall 2009). "Attrition in Cases of Violence Against Women Reported to the Alaska State Troopers." *Alaska Justice Forum* 26(3): 2–4. URL: http://justice.uaa.alaska.edu/forum/26/3fall2009/b_attritionvaw.html

- e. Cases involving cohabitants were 2.1 times more likely to be referred for prosecution.
 - f. Cases involving suspects older than the 32 years of age were 2 times more likely to be referred for prosecution.
2. Characteristics significantly predicting acceptance of cases for prosecution:
 - a. Cases where suspects admitted guilt or gave a full confession were 3.1 times more likely to be accepted for prosecution.
 - b. Cases involving more than one charge were 2.7 times more likely to be accepted for prosecution.
 - c. Cases where someone other than the victim reported AST were 2.3 times more likely to be accepted for prosecution.
 - d. When AST documented victim injuries, cases were 2.3 times more likely to be accepted for prosecution.
 - e. Cases with a child present were 2.3 times more likely to be accepted for prosecution.
 - f. Cases with a male suspect were 2.2 times more likely to be accepted for prosecution.
3. Characteristics significantly predicting conviction:
 - a. Cases initially reported to a VPSO or a VPO were 2.4 times more likely to result in a conviction than those initially reported to the AST.
 - b. Cases in which suspects used alcohol or drugs during the incident were 2.3 times more likely to result in a conviction.
 - c. Cases involving more than one charge were 1.8 times more likely to result in a conviction.
 - d. Cases where suspects admitted guilt or gave a full confession were 1.8 times more likely to result in a conviction.

It is important to note that Rivera et al. (2009) exemplifies that what Troopers do can make a difference in rates of referral, acceptance, and conviction. Overall, it appears that when Troopers have the time and resources to fully investigate offense (i.e., time and resources to interview victims, close cases quickly, secure admissions of guilt or confessions, gather enough evidence to produce multiple charges, and document injuries sustained by victims) legal resolutions are more successful. The Alaska Department of Public Safety has already used these results to improve legal resolutions.

Wood et al. 2009

Alaska Native/Non-Native IPV Victims

1. IPV assaults known to the police and handled by AST and DOL were *substantially more* likely to result in a conviction (61%) than the national average (14%).
2. Cases with Alaska Native victims were never less likely to be founded than cases with non-Native victims.
3. Cases with Alaska Native victims were never less likely to be referred for prosecution than cases with non-Native victims.
4. Cases with Alaska Native victims were never less likely to be accepted for prosecution than cases with non-Native victims.
5. Cases with Alaska Native victims were *more* likely to result in a conviction than cases with non-Native victims.

Isolated/Non-Isolated IPV Victim Communities

6. Cases from isolated communities (ones without a Trooper post) were never less likely to be founded than cases from non-isolated communities.
7. Cases from isolated communities were more likely to be accepted for prosecution than cases from non-isolated communities.
8. Cases from isolated communities were more likely to result in a conviction than cases from non-isolated communities.

Wood et al. (2009) and Rivera et al. (2009) point towards several observations that should be noted. First, allegations that the State of Alaska's response to violence in Alaska Native villages were discriminatory, based on community isolation or racial biases, are not substantiated by the Justice Center's studies. In fact, Wood et al. (2009) show that Trooper responses in rural Alaska are as effective or more effective. Secondly, however, Rivera et al. (2009) indicate how the effectiveness of Trooper responses could be strengthened even more.

In the fall 2005 issue of the *Alaska Justice Forum*, the article "Court Innovations in Domestic Violence Cases," also analyzed court proceedings.⁷ Within this article the effectiveness of two new advocacy positions tasked with dealing with *ex parte* (short term) and long term domestic violence protective orders (DVPOs) within the Anchorage area were examined. More specifically, the analysis sought to examine whether or not the new positions would contribute to:

- A higher percentage of petitioners attending long-term DVPO hearings.

⁷ Justice Center, University of Alaska Anchorage. (Fall 2005). "Court Innovations in Domestic Violence Cases." *Alaska Justice Forum* 22(3): 1-7.

- The granting of more long-term protective orders.
- The granting of more child custody awards at long-term DVPO hearings or within six months following.
- The granting of more child support awards at long-term DVPO hearings or within the following six months.
- The court holding fewer hearings in each case.
- Parties filing fewer motions to modify long-term protective orders.
- Petitioners asking for fewer long-term protective orders to be dissolved after they were granted.

The analysis itself revealed a few unexpected results. For the Council's purposes, the unexpected and significant *increase* in parties seeking motions to modify long-term orders *after* the new positions were created provides an interesting observation for the Council to consider.

Interviewees questioned in relation to the *ex parte* and long-term protective order analysis believed that the presence of both an advocate, operating out of Abused Women's Aid In Crisis (AWIC - one of the Council's affiliated victim service programs) and the facilitator (operating out of the court's Family Law Self Help Center) contributed to the increased likelihood of petitioners and respondents working through the court system to resolve issues – rather than simply not following conditions of the court orders or dissolving them altogether.

Finally, regarding domestic violence and moving beyond the realm of Alaska's courts, in August 2006 the Justice Center produced a report entitled "Intimate Partner Violence Against AHTNA (Alaska Native) Women in the Copper River Basin" (Magen and Wood).⁸ Using face-to-face interviews with 91 Athabaskan women (out of a population of 291), researches sought to examine the frequency, severity, and consequences of intimate partner violence.

A summary of key findings follows:

1. Compared to the National Violence Against Women Survey (Tjaden and Thoennes 2000) the rate of intimate partner violence against Ahtna women was 3 to 10 times higher.
2. Ahtna women also reported annual physical assault victimizations at rates eight to twelve times than that of women throughout the United States.
3. Alcohol use during victimizations was prevalent: 78% of perpetrators, 60% of victims, and 57% for both using concurrently.

⁸ Wood, Darryl S. and Magen, Randy H. (April 2009). "Intimate Partner Violence Against Athabaskan Women Residing in Interior Alaska: Results of a Victimization Survey." *Violence Against Women* 15(4): 497–507. URL: <http://justice.uaa.alaska.edu/research/2000/0026.aknativewomen/0026.02.ahtna.pdf>

4. A majority of perpetrators of violence against Ahtna women were Alaska Native (58%), 22% were Alaska Native and other (i.e. mixed race), 14% were White, and 7% reported as “Other.”⁹
5. More than half (51%) of Ahtna women surveyed reported the incident to police, a significantly higher number than the national reporting rate (26.7%).
6. The percentages of perpetrators arrested (76%), charged (32.8%), convicted (94.7%), and imprisoned (83.3%) are significantly higher than the nationally reported figures of 36%, 7.3%, 47.9%, and 35.6% respectively.
7. Eighty percent of victims were either satisfied or very satisfied with the police response, 80% thought the officer treated the incident as if it were important, and 77% felt as if the police treated them with respect.
8. According to Ahtna victims, only 13.8% contacted a women’s shelter; similarly only 6.9% called a crisis line, and additionally 25% of respondents found women’s shelters to be “not helpful at all.”

Sexual Assault

Similarly to reported domestic violence incidents, the Justice Center also examined reports of sexual assault within the state of Alaska. Postle et al. (2007) analyzed 989 reports of sexual assault and child sexual abuse reported to the Alaska State Troopers between 2003 and 2004.¹⁰ The report examines suspects and perpetrators in each reported incident, as well as the legal resolutions to each ensuing case. These data are from sexual assaults reported to Alaska State Troopers only. They do not include data from sexual assaults reported to municipal or local police departments.

A summary of key findings follows:

Suspects

1. 25% of all reports were handled by Bethel Enforcement (17%) or Palmer Investigation (8%).
2. Most suspects were male (97%) and Native (59%) or White (37%).
3. On average, suspects were 29 years of age; 22% were 16-20 years old, 25% were 21-30 years old, 20% were 31-40 years old, and 13% were 41-50 years old.

⁹ Sum of percentages exceeds one hundred due to rounding; the racial/ethnic categories were exclusionary

¹⁰ Postle, Greg; Rosay, André B.; Wood, Darryl S.; and TePas, Katherine. (2007). *Descriptive Analysis of Sexual Assault Incidents Reported to Alaska State Troopers: 2003-2004*. Report prepared under Grant No. 2005-WG-BX-0011 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice and Alaska Council on Domestic Violence and Sexual Assault Grant Numbers 2003-WF-BX-0201 and 2004-WF-AX-0033 awarded by the Violence Against Women Office, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL:

<http://justice.uaa.alaska.edu/research/2000/0601intimatepartnerviolence/0601.02.sexualassault.pdf>

4. 43% of suspects were reported to have used alcohol, while only 7% of suspects reportedly used other drugs.
5. 41% of minor victims were assaulted by a relative, while only 17% of adult victims were assaulted by a relative.

Victims

1. Most victims were female (89%) and Native (61%) or White (38%).
2. On average, victims were 16.2 years old, with 80% being under the age of 21; 11% were 5 years old or younger, 25% were 6-12 years old, 29% were 13-15 years old, and 16% were 16-20 years old.
3. 27% of victims reported using alcohol, compared to only 5% who reportedly used drugs.
4. 26% of victims received a SART exam and evidence of penetration was found in 17% of victims.
5. Characteristics of Victim/Suspect relationships were found to be as follows:
 - a. 46% involved friends and acquaintances.
 - b. 35% involved family members.
 - c. 12% involved current or former intimate partners.
 - d. 4% involved a suspect identified as an authority figure.
 - e. 2% involved complete strangers.

Incidents

1. 87% of incidents were intra-racial (i.e., within the same racial group). 91% of Native victims and 94% of Native suspects reported intra-racial incidents, while 84% of White victims and 87% of White suspects reported intra-racial incidents.
2. 71% of victims were not living with the alleged suspect.
3. 34% of incidents had documented alcohol use by either victim or suspect or both.
4. 32% of incidents involved no substance abuse.
5. 4% of incidents involved drug use by either victim or suspect.
6. 2% of incidents involved both alcohol and other drug use by either the victim or suspect.
7. 29% of incidents had undocumented or unknown statuses regarding alcohol or other drug use.

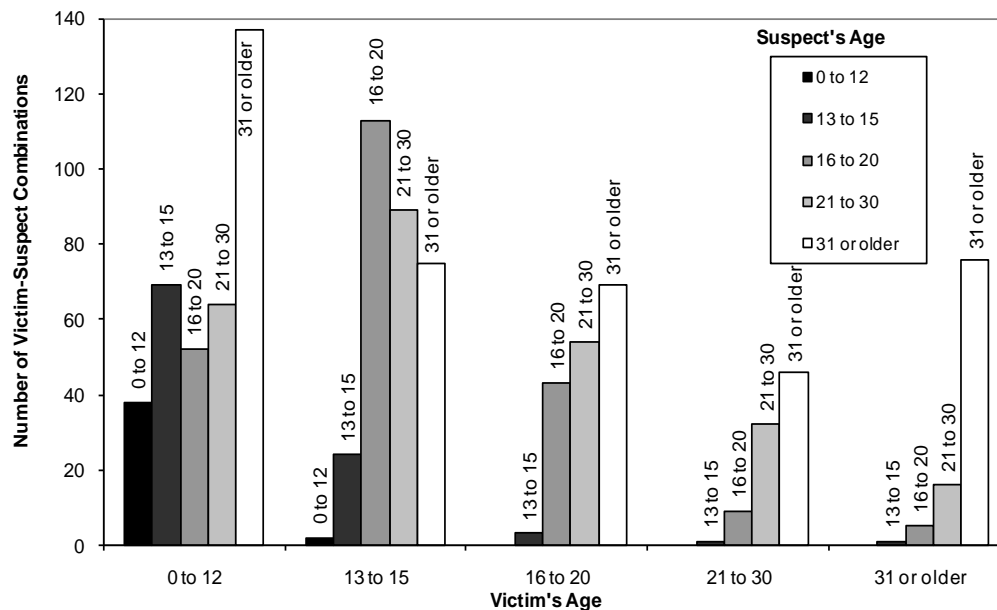
Legal Resolutions

1. Of the 989 incidents, 46% were referred to the Alaska Department of Law (DOL), 28% were accepted for prosecution, and 22% resulted in a conviction.
2. Of the 452 cases referred to DOL, 60% were accepted for prosecution. Of the 273 cases accepted for prosecution, 80% resulted in a conviction.

Other report characteristics

1. Notifications on the Violent Crimes Compensation Board were documented in only 3% of the reports.
2. Notifications pertaining to the Office of Victims Rights were documented in only 1% of the reports.
3. Among sexual assault charges, the most common charges (accounting for 81% of charges) were 2nd degree sexual abuse of a minor (29%), 1st degree sexual assault (22%), 2nd degree sexual assault (18%), and 1st degree sexual abuse of a minor (12%).¹¹
4. Among sexual assault charges the least common charges (accounting for 19% of charges) were 3rd and 4th degree sexual assault and 3rd and 4th degree sexual abuse of a minor.¹²
5. 79% of incidents involved victims and suspects from widely differing age brackets. See Figure 1.

Figure 1 (Postle et al 2007, pg. 48)



¹¹ Statutory References: 2nd Degree Abuse of a Minor (AS 11.41.436); 1st Degree Sexual assault (AS 11.41.410); 2nd Degree Sexual Assault (AS 11.41.420); 1st Degree Sexual Abuse of a Minor (AS 11.41.434)

¹² Statutory References: 3rd Degree Sexual Assault (AS 11.41.425); 4th Degree Sexual Assault (AS 11.41.427); 3rd Degree Sexual Abuse of a Minor (AS 11.41.438); 4th Degree Sexual Abuse of a Minor (AS 11.41.440)

6. 71% of victims were not living with suspects at the time of the incident.
7. 66% of the charges referred for prosecution were accepted for prosecution and 33% were not accepted from prosecution. The most common reason for not accepting charges (for 32% of declined charges) was “inadequate corroboration.”

In the *Alaska Justice Forum*, Wood and Rosay (2008) published an article titled “Case Attrition of Sexual Violence Offenses: Empirical Findings.”¹³ The article examines court proceedings that followed the sexual assault and sexual abuse of minor reports to the AST between 2003 and 2004. The report addresses overall case attrition, as well as specifically discussing claims that arose indicating that AST and DOL held discriminatory practices against Alaska Natives and those living in isolated Alaskan communities without main highway access.

A summary of key findings follows:

1. Out of 1,379 cases reported to the AST, 884 (74.7%) cases were ultimately founded with a suspect and were within AST’s jurisdiction.
2. Out of those founded cases 449 (50.8%) were referred for prosecution and of those referred 271 (60.4%) cases were accepted for prosecution
3. Of those accepted from prosecution, 217 (80%) resulted in a conviction and 54 (20%) resulted in an acquittal.

After comparative analysis of Native and non-Native victim reports, as well as isolated and non-isolated victim reports, within the case attrition described above, Wood and Rosay (2008) determined that:

With the exception of SAM [Sexual Abuse of a Minor] cases against Alaska Native victims being less likely to be founded, *cases of sexual violence against Alaska Native victims were just as likely or actually more likely to receive full enforcement and prosecution when compared with cases against non-Native victims*. On the basis of geography, cases occurring in locations with predominately Alaska Native populations believed to be underserved by AST were actually more likely to be dealt with by AST or DOL when compared with cases from outside those geographic areas. (pg. 20)

¹³ Wood, Darryl S. and André B. Rosay. 2008. "Case Attrition of Sexual Violence Offenses: Empirical Findings." *Alaska Justice Forum* 25(1-2): 1, 18-20. URL: http://justice.uaa.alaska.edu/forum/25/1-2springsummer2008/b_attrition.html

Rosay et al. (2010) examined 638 sexual assault cases reported to Alaska State Troopers that involved just one victim and one adult suspect. Of these 638 cases, 61% were referred for prosecution, 36% were accepted for prosecution, and 29% resulted in a conviction.¹⁴

Many factors were found to significantly predict referral, and the following are particularly important. The likelihood of referring a case for prosecution increased by a factor of:

1. 3.4 when physical or DNA evidence was collected from the suspect.
2. 3.2 when multiple sex acts were documented.
3. 3.0 when the suspect had more than one charge.
4. 2.6 when the suspect was tape recorded.
5. 2.1 when the suspect had prior arrests against the victim.
6. 1.6 when the case was closed within two weeks.

Several important factors were also found to predict whether cases would be accepted for prosecution. The likelihood of accepting cases for prosecution increased by a factor of:

1. 3.7 when multiple sex acts were documented.
2. 3.7 when the case was closed within two weeks.
3. 2.6 when the first responder was a local paraprofessional (e.g., VPSO).
4. 2.4 when Troopers took photographs of the assault scene.
5. 2.3 when the suspect provided inconsistent statements to Troopers.
6. 1.9 when the suspect had more than one charge.
7. 1.7 when the suspect was interviewed within three days of the report.

These factors, similar to those associated with legal resolutions of domestic violence cases reviewed above, show that the work of the Alaska State Troopers can improve legal resolution. When Alaska State Troopers have the time and resources to fully and quickly investigate sexual assaults, legal resolutions improve.

In addition to the analyses that reviewed sexual assault cases submitted to the Alaska State Troopers, the Justice Center also examined sexual assault reports that were submitted to the Anchorage Police Department (APD) between 2000 and 2001, as well as 2002 and 2003 (Rosay et al. 2003; Rosay et al. 2006).¹⁵ The report published in 2003 *Descriptive Analysis of Sexual*

¹⁴ Rosay, A. B., Wood, D., Rivera, M., Postle, G., & TePas, K. (2010). *Investigation and Prosecution of Sexual Assault, Domestic Violence, and Stalking*. Pending publication. Shared with Council staff May 2010 by Rosay, A. B.

¹⁵ Rosay, André and Langworthy, Robert H. (2003). *Descriptive Analysis of Sexual Assaults in Anchorage, Alaska*. Report prepared under Grant No. 2000-RH-CX-K039 from the Bureau of Justice Statistics. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL:

<http://justice.uaa.alaska.edu/research/2000/0107sxassault/0107sexualassaults.pdf>

Assaults in Anchorage, Alaska examined 541 reports of sexual assault, while the report published in 2006, *Descriptive Analysis of Sexual Assaults in Anchorage, Alaska: 2002/2003 Updated*, reviewed 691 reports of sexual assaults.

A summary of key findings from the two related articles follows:

Rosay et al. 2003

1. When comparing the Uniform Crime Report's (UCR) figures of forcible rapes to that of Alaska's statutory definitions of sexual assault, the Justice Center found 113 additional sexual assault incidents. This was 26% of all sexual assaults reported to the Anchorage Police Department. This indicates that 26% of the sexual assaults reported to the Anchorage Police Department were not counted in the Uniform Crime Report figures.
2. Between 1982 and 2001, the proportion of violent crime (i.e., murder, robbery, aggravated assault, and forcible rape) that was attributed to rape was more than two times higher in Anchorage than the national average throughout the United States.

Victims

1. Native victims were "vastly" overrepresented when compared to the racial and ethnic make-up of the Anchorage population, accounting for 45.1% of victims (but only 10.6% of the Anchorage population). Comparatively, 44.7% of victims were White, 5.0% were Black, 1.5% were Hispanic, and 1.5% were Asian.
2. 95.5% of victims were female and 66.8% of victims were between the ages of 15 and 34; additionally 15 to 19 year olds were 4.7 times more likely than other age groups to be victims of sexual assault.
3. More than 60% of victims, intentionally or not, consumed alcohol prior to the assault.
4. Of the known 325 relationships, 181 (55.7%) of incidents involved people who knew each other compared to 144(44.3%) of incidents that involved strangers. Among the 181 people who knew each other, 58% were friends and acquaintances.

Suspects

1. A majority of suspects were male (99.4%) and White (40.7%), while Natives made up 22.2% of suspects and Blacks 24.2% of suspects.

Rosay, André, with Sanders, Jeannie; Collins, Mary Lee; Smith, Sandra; Caladine, Bonnie; and Monahan, Donna. (2006). *Descriptive Analysis of Sexual Assaults in Anchorage, Alaska: 2002/2003 Update*. Final report. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL:

<http://justice.uaa.alaska.edu/research/2000/0107sxassaultupdate/0107-03.sexualassault.pdf>

2. Blacks and Natives were overrepresented as suspects when considering Anchorage's general population.
3. The average age of suspects was 29.6 years old, while the highest rates of sexual assaults were shown to be attributed to suspects between 20 to 24 years old.
4. Most suspects (76.2%) used alcohol prior to the incident.

Incidents

1. Over half (52.3%) of sexual assault incidents were intra-racial. Native victims, however, were more likely than others to be assaulted in an inter-racial incident (victim and suspect of a different race).
2. In 59.7% of incidents, both the victim and the suspect had consumed alcohol prior to the incident.
3. On average, suspects were 5 years older than victims.

Rosay et al. 2006

1. Little changed in reports of sexual assault to the APD when including 2002 and 2003 data compared to 2000 and 2001 data:
 - a. Rates of forcible rapes reported to law enforcement continued to be higher for Anchorage than national rates.
 - b. Most victims continued to be female and were predominantly White or Native, and sexual assault rates upon 15 to 24 year olds were still the highest among age groups.
 - c. Most suspects continued to be male and most tended to be White. Additionally, alcohol use by suspects remained frequent.
 - d. The most common (50%) location of sexual assaults continued to be a private residence of either the suspect's, victim's, or another person's.
2. The changes that did take place with the inclusion of 2002 and 2003 reports to the APD included:
 - a. The number of sexual assaults increased by 45% between 2002 and 2003.
 - b. Victimization of Natives and Blacks increased. In addition, victimizations of individuals less than 15 years of age and of individuals 45 to 54 years of age also increased.
 - c. The number of stranger assaults declined by 21%, while the number of non-stranger assaults increased by 30%.

Both the Anchorage Police Department and the Alaska State Trooper studies reviewed above show that non-stranger assaults are more common than stranger assaults. Additionally, non-stranger assaults were becoming more common in the Anchorage Police Department Studies.

Historically many prevention efforts were geared towards preventing stranger assaults. These studies, however, suggest that sexual assault prevention strategies should focus on non-stranger assaults (by friends and acquaintances) than on stranger assaults.

Before moving onto the host of Sexual Assault Nurse Examination (SANE) studies that the Justice Center has conducted – summarized herein within the broader scope of sexual assault in general - we turn towards *Reporting Sexual Assault Victimization to Law Enforcement* (Rosay et al. 2007).¹⁶ The report reviews 101 SANE patients from Bethel, Fairbanks, Kodiak, Kotzebue, Nome, and Soldotna who provided information regarding their decisions to report their victimization to law enforcement.

A summary of key findings follows:

1. Nearly a half (49%) reported to the AST, while 48% reported to local police enforcement agencies, and only 4% reported to the federal police.
2. 98% of patients were female and were predominately Native (53%) or White (43%).
3. Upwards of 50% of victims were under the age of 25.
4. 65% of victims reported being under the influence of alcohol during the assault; additionally, 28% of victims reported being passed out or had blacked out due to intoxication.
5. All suspects were male (100%), and most (81%) had used alcohol prior to the assault.
6. A majority of suspects (52%) were Native, 33% were White, and 14% were Black.
7. 97% of victims were assaulted by non-strangers, while just 3% were assaulted by complete strangers.
8. 92% of victims consulted someone prior to reporting, but only 5.9% consulted a health professional and only 5.9% consulted a Rape Crisis Center.

*Sexual Assault Nurse Examiner Study*¹⁷

In 2007 the Justice Center produced a report entitled *Alaska Sexual Assault Nurse Examiner Study: Final Report* (Rosay et al. 2007).¹⁸ The study examined the characteristics of 1,699

¹⁶ Rosay, André B. and Henry, Tara. (2007). *Reporting Sexual Assault Victimization to Law Enforcement*. Report prepared under Grant No. 2004-WG-BX-0003 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0501sexualassaults/0501.06.reportsexoffense.pdf>

¹⁷ Within this sub-section it should be noted that a particularly small fraction of the findings of the Justice Center's SANE study are presented here. Topics that were covered extensively within the Justice Center's SANE study (genital injury, patient's demeanor during exams, types of sexual violations, etc.) did not seem to be readily applicable to the purposes of this report or the Council's interests

¹⁸ Rosay, André B. and Henry, Tara. (2007). *Alaska Sexual Assault Nurse Examiner Study: Final Report*. Report prepared under Grant No. 2004-WG-BX-0003 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0501sexualassaults/0501.07.final.pdf>

records created by Sexual Assault Nurse Examiners (SANE) within the communities of Anchorage (1996-2004), Bethel (2005-2006), Fairbanks (2005-2006), Homer (2005), Kodiak (2005), Kotzebue (2005), Nome (2005), and Soldotna (2005).

A summary of key findings follows:

Victim/Suspect/Incident Characteristics

1. The majority of patients (98%) were female and Native (56%) or White (36%).
2. At the time of the SANE examinations, 50% of patients were 24 years of age or younger.
3. Intoxication was common (67%) among patients during the time of assaults; 10% reported intoxication due to drugs.
4. Most suspects (99.7%) were male and Native (34%), White (34%), or Black (22%).
5. 39% of suspects were 20 to 29 years old, 25% were 30 to 39 years old, 22% were 40 years old or older, and 15% were 10 to 19 years old.
6. Suspects overwhelmingly (85%) used alcohol prior to the assault, while 18% used other drugs.
7. 84% of patients were assaulted by a non-stranger, while 16% were assaulted by complete strangers.

Legal Resolutions

1. Five factors influenced the likelihood of cases reported to law enforcement being referred for prosecution:
 - a. Cases reported to the AST were 86% more likely to be referred for prosecution than cases reported to local police departments.
 - b. Cases involving non-disabled patients were 2.4 times more likely to be referred for prosecution than those involving disabled patients.
 - c. Cases where SANE exams included an alternative light source were 50% more likely to be referred for prosecution than cases with an exam that did not.¹⁹
 - d. Cases were more likely to be referred for prosecution as the number of non-genital injuries increased.
 - e. Cases that involved a known suspect were 2.4 times more likely to be referred for prosecution.
2. Three factors influenced the likelihood that cases would actually be accepted for prosecution:
 - a. Cases involving sober victims were 32% more likely to be referred for prosecution than those with intoxicated victims.

¹⁹ Rosay et al. 2007 indicates that this factor is likely spurious

- b. Cases involving masturbation by the suspect were 28% less likely to be accepted for prosecution than those cases not involving masturbation.
 - c. Cases involving a genital follow-up exam were 34% more likely to be accepted for prosecution than those cases that did not.
3. Two factors influenced the likelihood that cases would eventually end in a conviction:
 - a. Cases involving victims who did not test positive for sexually transmitted diseases were 37% more likely to result in a conviction.
 - b. Cases involving intra-racial (persons of the same race) assaults were 23% more likely to result in a conviction than those assaults that took place inter-racially (persons of different races).

In addition to the *Alaska Sexual Assault Nurse Examiner Study: Final Report* (Rosay et al. 2007), four separate reports were published that analyzed data on a more regional scale.²⁰ More specifically, one report analyzed SANE examinations within Anchorage (1996-2004), another within Bethel (2005-2006); one analyzed exams within Bethel in 2005 and 2006 and in Homer, Kodiak, Kotzebue, Nome, and Soldotna in 2005, and finally one report analyzed exams within Fairbanks (2005-2006).

The individual report statistics are reviewed here for a comparative look at the broad areas of victim and suspect characteristics. The main purpose of the tables compiled below is to indicate the regional differences that SANE exams reveal. One should use prudence when considering the information below, particularly in regards to suspect information, as these figures are based on victim responses and not all identities of suspects were known.

²⁰ Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Anchorage: 1996-2004*. Report prepared under Grant No. 2004-WG-BX-0003 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0501sexualassaults/0501.01.anchorage.html>

Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Bethel: 2005-2006*. Report prepared under Grant No. 2004-WG-BX-0003 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0501sexualassaults/0501.03.bethel.html>

Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Bethel, Homer, Kodiak, Kotzebue, Nome, and Soldotna*. Report prepared under Grant No. 2004-WG-BX-0003 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0501sexualassaults/0501.04.rural.html>

Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Fairbanks: 2005-2006*. Report prepared under Grant No. 2004-WG-BX-0003 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0501sexualassaults/0501.02.fairbanks.pdf>

SANE Examinations Anchorage: 1996 - 2004													
Victims	Gender		Race			Age Range					Substance Use		
	Female	Male	Native	White	Other	Under 18	18-24	25-34	35-44	Over 44	Alcohol Use	Drug Use	Passed Out
	98%	2%	52%	38%	10%	20%	29%	23%	18%	10%	65%	10%	23%
Suspects (67% of Identities Were Known)	Female	Male	Native	White	Other	10 to 19	20 to 29	30 to 39	40 to 49	Over 50	Alcohol Use	Drug Use	
	0.30%	99.70%	25.70%	37%	37.30%	14%	37%	26%	16%	7%	85%	18%	
Relationship	Stranger	Non-Stranger											
	19%	81%											
SANE Examinations Bethel: 2005 - 2006													
Victims	Gender		Race			Age Range					Substance Use		
	Female	Male	Native	White	Other	Under 18	18-24	25-34	35-44	Over 44	Alcohol Use	Drug Use	Passed Out
	98%	2%	100%	0%	0%	27%	26%	24%	12%	12%	71%	3%	46%
Suspects (95% of Identities Were Known)	Female	Male	Native	White	Other	10 to 19	20 to 29	30 to 39	Over 40	Over 50	Alcohol Use	Drug Use	
	2%	98%	97%	3%	0%	33%	42%	12%	14%	N/A	87%	8%	
Relationship	Stranger	Non-Stranger											
	3%	97%											
SANE Examinations Bethel in 2005 and 2006 and in Homer, Kodiak, Kotzebue, Nome, and Soldotna in 2005													
Victims	Gender		Race			Age Range					Substance Use		
	Female	Male	Native	White	Other	Under 18	18-24	25-34	35-44	Over 44	Alcohol Use	Drug Use	Passed Out
	99%	1%	88%	11%	1%	26%	31%	23%	10%	9%	70%	3%	41%
Suspects (93% of Identities Were Known)	Female	Male	Native	White	Other	10 to 19	20 to 29	30 to 39	Over 40	Over 50	Alcohol Use	Drug Use	
	1%	99%	90%	10%	0%	30%	40%	12%	18%	N/A	89%	7%	
Relationship	Stranger	Non-Stranger											
	3%	97%											
SANE Examinations Fairbanks: 2005-2006													
Victims	Gender		Race			Age Range					Substance Use		
	Female	Male	Native	White	Other	Under 18	18-24	25-34	35-44	Over 44	Alcohol Use	Drug Use	Passed Out
	97%	3%	54%	40%	6%	13%	38%	25%	17%	8%	71%	5%	31%
Suspects (86% of Identities Were Known)	Female	Male	Native	White	Other	10 to 19	20 to 29	30 to 39	40 to 49	Over 50	Alcohol Use	Drug Use	
	0.80%	99.20%	55%	41%	4%	15%	54%	21%	8%	3%	86%	36%	
Relationship	Stranger	Non-Stranger											
	13%	87%											

Sources: Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Anchorage: 1996-2004*; Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Bethel: 2005-2006*; Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Bethel, Homer, Kodiak, Kotzebue, Nome, and Soldotna*; Rosay, André B. and Henry, Tara. (2007). *Descriptive Analysis of Sexual Assault Nurse Examinations in Fairbanks: 2005-2006*

Stalking

Having now covered the broad areas of domestic violence and sexual assault we move towards the Justice Center study which examined the issue of stalking. In 2007, the Justice Center produced a report entitled *Descriptive Analysis of Stalking Incidents Reported to Alaska State Troopers: 1994-2005*, which included information on all stalking incidents reported to the AST between 1994 and 2005, amounting to 210 reports of stalking.²¹

A summary of key findings follows:

1. The average number of stalking reports to the AST dropped from 22 per year to 15 within four years of Alaska's anti-stalking legislation.
2. 67% of stalking cases reported to AST detachments resulted in arrest.
3. Of the 222 charges that arose from the 210 reports of stalking, 55% were between current or former intimate partners while 45% were between strangers, friends and acquaintances.
4. 21% of stalking reports involved alcohol use, and only 2% involved drug use.

Suspects

1. Stalking suspects were usually known by the victim (only 7% were complete strangers) and were most commonly male (98%) and White (78%) and their average age was 36 years old.
2. 30% of stalking suspects violated a protective order condition, or conditions of release, and/or conditions of probation.
3. 22% of suspects had previous arrests for stalking, assaulting, or harassing the victims.

Victims

1. Stalking victims were typically female (89%) and White (86%) with an average age of 33 years.
2. Few stalking victims (2%) reported using alcohol or any other drug.
3. 70% of victims did not consult anyone prior to reporting the stalking incident(s).

Legal resolutions and other characteristics

1. Of the 92 stalking reports between 1999 and 2004 examined, 75% were referred for prosecution, 55% were accepted for prosecution by DOL, and 40% ultimately resulted in a conviction.
2. 55% of stalking charges were accompanied by other non-stalking charges, the most common non-stalking charge being assault (25.5%).

In conjunction with the report *Descriptive Analysis of Stalking Incidents Reported to Alaska State Troopers: 1994-2005* (Rosay et al. 2007), an article in the *Alaska Justice Forum* entitled "Stalking in

²¹ Rosay, André B.; Wood, Darryl S.; Postle, Greg; and TePas, Katherine. (Feb 2007). *Descriptive Analysis of Stalking Incidents Reported to Alaska State Troopers: 1994-2005*. Report prepared under Grant No. 2005-WG-BX-0011 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/2000/0601intimatepartnerviolence/0601.01.stalking.pdf>

Alaska” briefly reviewed their findings in their report (Rosay et al. Spring 2007).²² In their concluding remarks they note that:

While we do not have any data on why stalking is so underreported, law enforcement hypothesizes that stalking may be under-recognized by victims....Law enforcement might be trained to capitalize on opportunities for early recognition of stalking patterns. Efforts might also be undertaken to raise public awareness of stalking as a crime and report it as such and to further train law enforcement to recognize the signs of stalking. (pg. 12)

In addition to the stalking studies above, Rosay et al. (2010) also analyzed legal resolutions in stalking cases, as they pertain to referrals and acceptance.

Cases reported to Alaska State Troopers were more likely to be referred for prosecution when:

1. Investigations were closed within 45 days.
2. Suspects were charged with stalking in the first degree.
3. The charge involved domestic violence.
4. The charge involved alcohol or drugs.
5. The suspect harassed the victim's family and friends.
6. The suspect engaged in two or more different stalking behaviors.
7. The suspect had three or more charges.

Once referred for prosecution, cases were more likely to be accepted for prosecution when:

1. The suspect made unsolicited phone calls.
2. The suspect threatened to physically assault the victim.
3. The suspect had three or more charges.
4. The suspect used alcohol or drugs.

These results reiterate that legal resolutions are improved when Alaska State Troopers have the time and resources to fully investigate offences (e.g., to collect enough information to secure multiple charges).

Sexual, Physical and Neglectful Abuse of a Minor²³

Several of the Justice Center’s studies have corollary significance towards understanding aspects of sexual and physical abuse of a minor. These corollary figures can be derived from the research studies we’ve already examined here. For instance, Postle’s et al. (2007) analysis of reports of sexual assaults to the AST revealed that a wide age difference between average ages of victims and suspects is apparent – while a victim’s average age was around sixteen, a suspect’s age averaged around twenty-nine. From

²² Rosay, André B.; Postle, Greg; TePas, Katherine; and Wood, Darryl. (Spring 2007). "Stalking in Alaska" *Alaska Justice Forum* 24(1): 1, 7–12.

²³ *Pro forma*, the terms “minor” and “child” simply refer to all those under 18. Though for statutory, as well as researcher purposes, this is typically not the case.

this statistic alone, one could infer that issues of child and minor physical and sexual abuse are a pressing issue for Alaskans to grapple with.

Within the past twelve years, the only study that the Justice Center has undertaken which *specifically* addressed child physical and sexual abuse as its primary focus is its 1998 study entitled *Results from the Long-term Inmate Survey: Focus on Child Abuse Histories* (Langworthy et al.).²⁴ The study conducted congregative surveys (240 total) of long-term inmates in several prisons within Alaska, as well as more detailed and descriptive face-to-face interviews (100 total) with inmates to gather information pertaining to child physical abuse, neglect, and sexual abuse.

A summary of key findings follows:

1. Overall, 50% of long-term inmates reported being physically abused by a family member and a larger percentage (80%) reported physical abuse when including others outside their family.
2. Over 65% of respondents indicated some form of neglect during their childhood.
3. More than 70% of respondents indicated that they had one or more sexual experiences before the age of 12, comparatively only 25% of these respondents indicated that they considered these sexual experiences abuse.
4. Overall, women were more likely to report experiencing abuse as a child than men. Similarly, 70% of women considered their childhood sexual experiences to be abuse compared to 17% of men who considered their childhood sexual experiences to be abuse.
5. Overall, African-Americans reported higher frequencies of physical, sexual, and neglectful abuse than Whites and Alaskan Natives. Whites, however, were more likely to report abuse than Alaska Natives, but Alaska Natives were more likely to report neglect than Whites.
6. Inmates who reportedly grew up in an Alaskan village were less likely to report abuse but more likely to report neglect.
7. Inmates who reportedly grew up in a two-parent household were less likely to report a history of abuse or neglect.
8. Inmates who reportedly had parents that abuse alcohol or drugs were more likely to report histories of abuse.

Langworthy et al. (1998) comment that while there were few surprises in the data collected, it is interesting to note the exceptionally high rates of abuse and neglect within the long-term inmate population. Additionally, Langworthy et al. also sought to examine the “cycle of violence” hypothesis, which posits that abusive childhoods are passed from one generation to the next, through analysis of the 100 interviews conducted with long-term inmates. Langworthy et al. conclude that, “We did not see compelling, statistical evidence for the existence of a “cycle of abuse”... They [long-term inmates, however,] tended to have lived disrupted, unstable and somewhat abusive childhoods” (pg. 11).

²⁴ Langworthy, Robert H.; Barnes, Allan R.; and Curtis, Richard W. (Jun 1998). *Results From the Long-Term Inmate Survey: Focus on Child Abuse Histories*. Report prepared for the Alaska Department of Corrections. Anchorage, AK: Justice Center, University of Alaska Anchorage.

In addition to Langworthy's et al. (1998) study, there are several statistics within Rosay's et al. (2010) analysis which also bear review here in regards to minor sexual abuse. When examining the difference between adult and minor victims of sexual assaults reported to Alaska State Troopers in 2003 and 2004, there are some important differences:

1. Minor victims were more likely to be assaulted by relatives than adult victims (41% of minor victims were assaulted by relatives while 17% of adult victims were assaulted by relatives).
2. The most common sexual acts reported by minor victims included touching of the external female genitalia (55%), penile penetration of the victim's vagina (36%), and touching of the victim's breasts (32%).
1. Overall, 43% of minor victims reported elements of sexual penetration (the statutory requirement for felony sexual abuse of a minor).
2. Minor victims were more likely to cooperate or to pretend to cooperate than adult victims, and were less likely to run away from the suspect, to attack the suspect, or to call or yell for help.

Police Enforcement

Finally, we take a brief look at some of the Justice Center studies which have specifically addressed the area of police enforcement. For the purposes of this report, we'll take a look at two publications which address the effects of alcohol on police enforcement, as well as looking at Alaska's Village Public Safety Officer Programs (VPSOs).

The Justice Center in 2004 published a quantitative and qualitative report entitled *The Police Alcohol-Related Service Study (PASS): A Study of the Intersection of Public Alcohol Use and Routine Police Patrol* (Mystrol and Langworthy).²⁵ The report utilized trained observers' notations that were collected over a period of 28 days for a total of 76 day-beat-shift patrol observations with an officer of the APD.

A summary of alcohol involvement in patrol work statistics follows:

APD Tasks

1. 26.2% of all police-citizen encounters in Anchorage were alcohol related.
2. Approximately, 11% of all non-encounter patrol officer activities were alcohol related.

APD Time

1. Roughly 14% of a patrol officers' total time on shift was spent on alcohol-related tasks (activities + encounters). On average, this translates into about 84 minutes per 10 hour shift.

²⁵ Myrstol, Brad A. and Langworthy, Robert H. (2004). *The Police Alcohol-Related Services Study (PASS): A Study of the Intersection of Public Alcohol Use and Routine Police Patrol*. Preliminary report prepared for the Anchorage Police Department. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: http://justice.uaa.alaska.edu/research/2000/0417pass/0417_01pass.pdf

APD Total Time between Activities and Encounters

1. Patrol officers dedicated an estimated 9.4% of their total activity time on alcohol-related tasks.
2. 33.7% of the total time officers spent interacting with members of the public (i.e., encounter time) were alcohol related.

Estimated cost of APD time on Alcohol-Related tasks and encounters

1. APD's estimate of \$91 per hour to maintain a line-level patrol officer in the field, 202 line-level patrol officers (during the study) and a 2,000 work year (2,080 minus 2 week vacation), the direct costs associated with alcohol-involved incidents totals about \$5.2 million.²⁶

Prior to Myr Stol and Lanworthy's (2004) report, the Justice Center published a report with a widely different subject area within police enforcement – namely, turnover among Alaska's VPSOs. In 2000, Wood produced a report entitled *Turnover Among Alaska Village Public Safety Officers*.²⁷ Information was gathered from Alaska Department of Public Safety records and 113 self-administered surveys of current and former VPSOs at the time of the study.

A summary of key findings follows:

1. 63% of VPSOs were Alaska Natives. Of this population:
 - a. 75% served in their home village or where they were related to other village residents (93%).
 - b. 79% reported arresting a relative while 39% reported arresting an immediate family member.
 - c. Slightly over half (52%) of respondents reported that it was difficult to enforce the law against relatives.
 - d. 42% of VPSOs felt that they were treated as outcasts due to their position as a VPSO.
2. Across all cross samplings of VPSOs:
 - a. VPSOs dissatisfied with their training were more likely to leave the program.
 - b. Unmarried VPSOs were more likely to leave the program.
 - c. VPSOs were actually at a greater risk of leaving the program if they did not have a second job.
3. Across some samples of VPSOs:
 - a. Those VPSOs who reported having to use food stamps were more likely to leave the program.
 - b. VPSOs of Alaska Native heritage were less likely to leave the program.

²⁶ See Myr Stol, Brad A. (Spring 2004). "Police Patrol and Public Alcohol Use in Anchorage." *Alaska Justice Forum* 21(1): 1, 9-12. URL: <http://justice.uaa.alaska.edu/forum/21/1spring2004/forum211spring.pdf> which explores caveats associated with this cost estimate.

²⁷ Wood, Darryl S. (2000). *Turnover Among Alaska Village Public Safety Officers: An Examination of the Factors Associated With Attrition*. Report prepared under Grant No. 98-IJ-CX-0035 from the National Institute of Justice. Anchorage, AK: Justice Center, University of Alaska Anchorage. URL: <http://justice.uaa.alaska.edu/research/1990/9901vpso/9901vpso.html>

- c. Those VPSOs working with other officers (VPOs or Tribal Police) were less likely to leave the program.
4. By focusing on the core reasons VPSOs remain in the program, Wood (2000) found that:
 - a. Immersion within the Alaska Native culture made VPSOs more likely to remain in the program.
 - b. VPSOs that were married were more likely to remain in the program.
 - c. VPSOs serving their own communities were more likely to remain in the program.
 - d. VPSOs working in collaboration with other police paraprofessionals increased the likelihood of remaining in the program.

Finally, it is pertinent to note a slightly dated report produced in 1995 which the Justice Center published as part of a larger research project for the Alaska Department of Public Safety entitled *Public Safety and Policing in Alaska Native Villages*.²⁸ The report concluded that a majority of respondents from rural, predominately Native Alaskan villages, felt that law enforcement, to the extent possible, needed to be addressed at a local level for the greatest effectiveness. Additionally, respondents indicated a general satisfaction with rural community life, but also had an articulated understanding of the social problems that needed to be addressed.

Recommendations and Suggestions

Having attempted to review a wide swath of statistics and research analysis produced by the UAA Justice Center, we now turn towards understanding what these statistics and studies suggest for the Council. Before getting into the Justice Center's specific recommendations, as well as the suggestions we might glean from the information presented here, a note of caution is warranted.

One must be careful in attempting to make causal relationships between statistics and the social issues we are grappling with here. While it is essential to be as informed as possible in the subject areas that the Council works within, simply indicating a set of statistics as a basis for implementing policies or projects fails to address broad complexities in creating a robust response to domestic violence and sexual assault. Therefore, the recommendations and suggestions here are geared more towards spurring a larger discussion and further scrutiny within areas the Council may deem crucial in addressing.

UAA Justice Center Recommendations

Attached to this report are two documents which pertain to those recommendations the Justice Center has deemed particularly important in addressing. The two documents attached include:

1. "Effective Criminal Justice Responses for Violence Against Women in Alaska"²⁹
2. *Report and Recommendations: Reducing Sexual Assault in Alaska*³⁰

²⁸ Justice Center, University of Alaska Anchorage. (1995). (1995). *Public Safety and Policing in Alaska Native Villages: Component Three of Alaska Public Safety Project*. Report prepared for the Alaska Department of Public Safety. Anchorage, AK: Justice Center, University of Alaska Anchorage.

²⁹ Armstrong, B. <anbaa@uaa.alaska.edu> (2010, March 4). [Personal Email]. Submitted to Council staff as Attachment.

We'll not review each recommendation here, as they are enumerated within the attached documents, but it is noteworthy that both of these sets of recommendations contain core emphasis areas, which are also reflected in the studies already presented within this report. These are:

1. Increasing law enforcement capabilities for investigative purposes, as well as strengthening VPSO, VPO, and TPO rural community programs.
2. Addressing alcohol abuse through education and/or prohibitive actions.
3. Enhancing access to Sexual Assault Nurse Examiners.

The Judiciary Committee recommendations also include provisions seeking a statewide victimization survey and a more comprehensive data collection system to be under the auspices of the Alaska Department of Public Safety. This system would record key characteristics from cases of violence against women reported to all law enforcement agencies in the state. The Justice Center and the Alaska Department of Public Safety have already discussed such a system and have already identified key characteristics that would be important to track.

Due to the lack of a complete statewide law enforcement and prosecutorial data collection system, none of the studies mentioned in this report provide a statewide description of violence against Alaskan women. While we now have significant information from cases reported to the Anchorage Police Department and the Alaska State Troopers, we do not have a statewide description.

Additionally, focusing on reports to law enforcement only provides a partial picture of violence against women in Alaska. As new initiatives to reduce domestic violence and sexual assault in Alaska are being considered, we must develop the capacity to evaluate those initiatives. Unfortunately, relying on rates of offenses reported to law enforcement is insufficient, inaccurate, and misleading:

- a. These rates do not include offenses that were not reported to law enforcement.
- b. Sexual assault and domestic violence are less likely to be reported than other offenses.
- c. Not all law enforcement agencies provide data on reported offenses.
- d. Increases in rates of reported offenses may indicate:
 - i. Success, because victims are becoming more likely to report.
 - ii. Failure, because victimization rates are increasing.
- e. Decreases in rates of reported offenses may indicate:
 - i. Success, because victimization rates are declining.
 - ii. Failure, because victims are becoming less likely to report.

Although the rate of forcible rape in Alaska has declined by 31% from 2003 to 2008, we cannot determine whether our efforts to combat sexual violence are succeeding (by lowering victimization rates) or failing (by inadvertently making it more difficult for victims to report to law enforcement). In addition, we cannot determine whether our efforts are succeeding in some locations but failing in others. To answer these questions necessitates a victimization survey. The Justice Center and the

³⁰ Alaska Senate. Judiciary Committee. (2009). Memorandum: *Report and Recommendations: Reducing Sexual Assault in Alaska*. URL: http://www.aksenate.org/french/101609_Senate_Judiciary_report_on_sexual_assault.pdf

Council have already begun one victimization survey and hope to continue this survey in subsequent fiscal years.

Suggestions Following Review

Beyond the recommendations that the UAA Justice Center has suggested, there also appear to be several other suggestive areas of interest that can be gleaned from the UAA Justice Center's studies presented here for the Council's purposes. To address these we'll cover each within the following topical areas: 1) Targeted prevention strategies, 2) CDVSA funded victim service programs, 3) Data collection and analysis needs, and finally, 4) Municipal and State law enforcement collaboration.

Targeted Prevention Strategies

Within the past decade a particular emphasis has arisen on prevention and prevention strategies throughout the United States, as well as Alaska. Evidence of this can be seen in the various prevention initiatives that have been developed and continue to be refined within states like Washington and Virginia.³¹ The recent Domestic Violence and Sexual Assault initiative undertaken by Alaska's Governor Parnell also specifically seeks to implement preventative measures to combat domestic and sexual violence.

While domestic and sexual violence prevention strategies are still being refined, it is important to get a sense of the complexities that prevention initiatives involve. Counter to what might be initially assumed, prevention is largely understood to take shape in three forms (Wolfe and Jaffe 2003).³² First, primary prevention seeks to prevent violence before it is ever committed. Secondary prevention, on the other hand, seeks to target services and campaigns for particular populations (typically understood to be at-risk populations) to reduce suspected or known risk factors associated with violence. Finally, tertiary prevention can largely be understood as interventions to mitigate the negative consequences that ensue following the perpetration of violence.

It is important to note that CDVSA's funded victim service programs have been on the forefront of creating and implementing prevention strategies through educational and other intervention-based programs on a local level. Additionally, these victim service programs and other professionals in the field have entered into a Cooperative Agreement with the Center for Disease Control and Prevention (CDC) called Domestic Violence Prevention Enhancement and Leadership through Alliances (DELTA). DELTA focuses upon primary prevention and its work is guided by local partnerships with victim service programs throughout the state of Alaska.³³

³¹ See "Domestic Violence and Sexual Assault Prevention," (2010) *The City of Seattle, Human Services Department*. URL: <http://www.cityofseattle.net/humanservices/domesticviolence/> and "Sexual and Domestic Violence Prevention," (2010) *Virginia Department of Health*. URL: <http://www.vahealth.org/injury/sexualviolence/>

³² Jaffe, P. G. & Wolfe, D. A. (2003, January). *Prevention of Domestic Violence and Sexual Assault*. Harrisburg, PA: VAWnet, a project of the National Resource Center on Domestic Violence/Pennsylvania Coalition Against Domestic Violence. URL: <http://www.vawnet.org>

³³ Grassgreen, Lori and Siebold, Wendi. *Pathways To Prevent Domestic Violence: A Plan for Alaska 2010-2016*. (2010). Report prepared under grant US4/CE001522-02 a cooperative agreement with the Centers for Disease Control and Prevention. Alaska Network on Domestic Violence and Sexual Assault. 1-24.

As is evident in the statistics reviewed here, the UAA Justice Center's studies are primarily geared towards analyzing tertiary preventions. That is to say, that following acts of violence, if they are reported, law enforcement, corrections, health professionals, Alaska's court system, and other state and private agencies, are involved in the mitigation of the negative effects caused by acts of domestic and sexual violence. Given this *de facto* focus we can really only address, in general terms, those populations that seem most likely at risk to be victims of violence or perpetrators, and possibly seek secondary interventions to reduce the associated risk factors.

A prominent associated risk factor already addressed by the Justice Center, but deserving of reiteration, is substance abuse, particularly of alcohol. While making a causal relationship between the perpetration of violence and the use of alcohol would be unwise, a simple cursory glance at the statistics presented here show that incidents of domestic and sexual violence in the majority of cases involved either severe or moderate use of alcohol.

Given this information, the Council and its partners should strive to collaborate with state, local, and other organizations to implement strong secondary prevention measures to address alcohol abuse, possibly through education or the implementation of other policies and strategies to curb alcohol abuse.

Examining how best to implement secondary prevention measures, targeting both victims and perpetrators, should also be part of the Council's considerations. For example, while it is widely understood that within Alaska sexual violence overwhelmingly involves female victims and male perpetrators, the studies here also indicate that a vast majority of assaults take place intra-racially between friends, relatives and acquaintances. Additionally, the examination of sexual violence information presented here shows a fairly significant age difference typically between younger female victims and older male perpetrators. Delving further into these apparent victim and perpetrator risk populations may prove beneficial for the Council in implementing and collaborating with others in creating effective secondary prevention strategies.

Although the Justice Center data focuses on assaults that have been reported to law enforcement, several findings are important for primary prevention. In particular, the data show that the stereotypical image of a young adult female assaulted by a male stranger appear to be rare. Many victims are minors and many are assaulted by friends and acquaintances. Primary prevention efforts should be geared towards common forms of assault rather than stereotypical images of assault.

Finally, in contemplating secondary prevention measures, it is crucial that the Council work towards strengthening existing ties with Alaska Native regional and community bodies, as well as creating new partnerships, to further understand and positively address the general overrepresentation of Alaska Natives as victims and perpetrators of domestic and sexual violence within the state of Alaska.

In considering secondary prevention, the Council should seek to not only incorporate the inferences that can possibly be made from the information presented here and elsewhere, but also to take time to examine other public models of prevention to inform the planning and execution of secondary prevention projects or long term programs.

CDVSA Funded Victim Service Programs

In the information presented here regarding the Ahtna Women study (Magen and Wood 2006) only 13% of participants contacted a woman's shelter and 25% found women's shelters to be "not helpful at all." Wood, co-author of the Ahtna Women study, conjectures that these figures are largely due to the limited access to victim service programs in the Copper River Basin area.³⁴ Given the breadth of Alaska's rural and isolated regions and their communities, this difficulty certainly is not limited to the Copper River Basin alone.

The issue of service catchment is not a simple issue to tackle. A significant amount of resources, both fiscally and professionally, must be in place and secured before goals towards increasing service catchment areas and communities can be achieved. Additionally, these gains cannot be at the expense of well established victim service programs that the Council and others already support. It is, however, fundamental for the Council to address how to innovate in the short term to meet victim needs and plan for the long term in growing and building a strong service infrastructure to aid victims of violence.

In this light, within the short term the Council should continue work with established victim service programs and community organizations to ensure and verify that those isolated communities without a readily accessible victim service facility and staff are provided with some quantifiable and qualitative measure of care and assistance. In the longer term, the Council and its partners should also examine ways that service catchment areas and communities can be feasibly increased to meet community and victim needs.

Data Collection and Analysis Needs

There are several aspects to data collection and analysis that the Council, in this age of information and knowledge driven policy, must recognize as continuous and long term commitments. Fundamentally, the Council is tasked with the following in regards to data collection and analysis:

- (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. (AS.18.66.050)

Beyond this statutory requirement, following the passage of Sections 40292 and 40509 of Title IV, within the Violence Against Women Act of the Violent Crime Control and Law Enforcement Act of 1994, the U.S. government has put strong emphasis on centralizing data collection in a qualitative and quantifiable systematic process. Given these requirements and emphases, the Council should take particular care to continually examine and consider areas where research and other studies need to be conducted.

This report indicates several research areas which are in need of data collection and analysis. First, Alaska specific studies within the past decade that primarily deal with child and minor sexual and physical abuse appear to be non-existent. The only study examined here by the UAA Justice Center that

³⁴ Armstrong, B. <anbaa@uaa.alaska.edu> (2010, April 13). [Personal Email]. Forwarded email originally sent to Justice Center.

dealt with child abuse was the 1998 study *Results from the Long-term Inmate Survey: Focus on Child Abuse Histories* (Langworthy et al.).

In the research conducted for this report, no readily applicable, contemporary, or available study, even outside of the Justice Center's research, seemed to cover child or minor abuse in any quantifiable or qualitative fashion within the state of Alaska. The exception to this appears to be data available through the federal agency within the U.S. Department of Health and Human Services - the Administration for Children and Families (ACF). The ACF has compiled and reported child and minor abuse rates through their States to the National Child Abuse and Neglect Data System for a number of years.³⁵ The Alaska Office of Child Services also provides data in regards to cases of child and minor abuse, but its presentation of figures are limited and have, as of late, produced little qualitative analysis of the data their agency collects.

Given the absence of studies surrounding the issue of child and minor physical and sexual abuse, the Council should seek to partner with relevant state agencies and other organizations to address this data collection and analytical shortfall.

Secondly, another area in which the Council should seek to collect data for research purposes revolves around the overall effectiveness of victim service programs. As has already been discussed, the Ahtna women study of the Copper River Basin revealed the limitations that service catchment areas impose on the effectiveness of providing services. Outside of this limitation, there appears to be a need to understand the comparative outcomes between victims who utilize victim services and those who do not. A study of this nature could inform the Council of both its victim services strengths and weaknesses and implement policies and programs accordingly.

To achieve such a study of victim service effectiveness, collaboration and planning with law enforcement, the Alaska Court System, as well as the Council's own victim service programs, would be essential. Understanding how victims come to utilize services and the overall outcomes of those that do is a crucial research initiative that has yet to be undertaken.

Finally, the Justice Center research on case attrition within domestic and sexual violence cases also appears to be an important area of research the Council could consider. Unlike the above mentioned areas of data collection and analysis, data and analysis of case attrition actually exist. The Council, however, could implement further research into the process of case attrition to increase understanding of how rates could be reduced. The Justice Center, in its series of recommendations, indicates that increased investigative capacities for both the AST and municipal police departments could reduce attrition rates. The Council, given a detailed understanding of how case attrition takes place, could also implement recommendations and policies of its own to contribute towards the improvement of these rates.

³⁵ See Children's Bureau. "Statistics and Research." Accessed April 2010. URL: http://www.acf.hhs.gov/programs/cb/stats_research/index.htm

Overall, the suggestions here regarding data collection and analytical needs are limited. Given the constantly evolving nature of data collection and relevant areas for research, the Council will need to continually evaluate its own data collection and analytical needs to benefit knowledge-based implementation of projects and programs.

Municipal and State Law Enforcement Collaboration

Postle's et al. (2007) analysis of 989 reports of sexual assault and child sexual abuse reported to the Alaska State Troopers between 2003 and 2004 indicated that only 2% of victims were informed of the Victims of Crime Compensation Board (VCCB) and only 1% of victims were informed of their victim rights.

There are two possibilities for these low figures: 1) this information is being passed to victims and is simply not being documented, or 2) this information is not being communicated to victims at all. Whichever may be the case, the Council should work with law enforcement and paralegals to ensure that personnel are aware and trained within the scope of VCCB services and victims' rights. Additionally, the Council should seek to ensure that this information is being passed to victims and is being adequately documented.

The recommendations, thus far, have revolved around fairly complicated tasks that that Council could undertake. One suggestion, however, while involving considerable planning and implementation, is straightforward: the Council should ensure that victims are informed of their rights and the services available to them. There appears to be no other more immediate and practical way to accomplish this other than ensuring that personnel working directly with victims are not only well versed in this information, but are also passing on this information to victims.

Prospects and Conclusion

The issues of sexual and domestic violence are pressing social issues that demand attention within our state and throughout the nation. Given their prevalence and negative effects, these issues are far from static affairs that can be solved with one approach or another. The Justice Center itself has ongoing projects and studies are currently being pursued. These projects and others by the Justice Center should be examined by the Council upon their completion to further its pursuit in preventing and responding to sexual and domestic violence.

The Council, its staff, and the programs it supports are also continually refining program execution from the administrative level to the project and program level towards providing and implementing the most effective and available means necessary to address domestic and sexual violence. Throughout this process, an examination of its vision, purpose, and programs should constantly be scrutinized and seek innovative solutions to the enduring problems of domestic and sexual violence.

Those examinations should include the use of new resources and theoretical approaches available to the Council. For instance, as the Council nears a stable phase of data collection from its victim service programs, a closer look at the populations being served could reveal a host of preventative measures

that could be undertaken to prevent and reduce, as well as mitigate, the consequential effects caused by incidents of domestic and sexual violence.

On a preliminary analysis of data collected for state Fiscal Year 2009 from the Council's supported victim service programs, it appears, not surprisingly given what the Justice Center's studies have shown, that Alaskan Natives are disproportionately recipients of the victim services provided throughout the state. Additionally, Alaska Department of Labor statistics show Alaska Native populations are overrepresented in populations at or below the poverty line. While there are a host of reasons that could explain both of these generalizations, not least among them is the location of a majority of the Council's supported victim service programs, and Alaska Native cultural lifestyles which include subsistence practices, it is important that the Council explore inter-agency and interdisciplinary approaches for addressing these issues. In this case, the Council could ask: How is economic status related to rates of violence or the utilization of victim services? What services or programs could the Council seek to implement to improve economic statuses prior and following acts of violence?

Examining the Council's own collected data for possible project and program initiatives towards creating a comprehensive and collective response to domestic and sexual violence is only one of the many pursuits that can be utilized for the growth of a robust response infrastructure.

This report has sought to cover broadly the UAA Justice Center's research within the past decade that pertains to the Council's focus on domestic violence and sexual assault. Additionally, it has covered the Justice Center's specific recommendations, as well as suggestions that can be inferred from the information presented throughout this report. It is up to the Council, its many partners, and collaboration with other professionals, to ultimately work towards an Alaska free from domestic and sexual violence. The information and recommendations herein are only one small contribution towards that work.