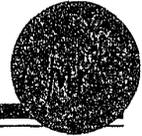


142056

U.S. Department of Justice  
Office of Justice Programs  
National Institute of Justice



*A Research Report*

# *Joint Investigations of Child Abuse*

*Report of a Symposium*

142056



National Institute of Justice  
Office for Victims of Crime  
Office of Juvenile Justice  
and Delinquency Prevention



National Center on  
Child Abuse and Neglect

---

## *Federal Leadership in the Symposium*

The symposium on "Joint Investigations of Child Sexual Abuse" was a product of the Secretarial Initiative on Child Abuse and Neglect, developed by the U.S. Department of Health and Human Services. The Initiative took the form of a memorandum of understanding calling for interdepartmental cooperation on the issue.\*

Eight Federal Government departments, each of which is responsible for one or more aspects of child protection, joined to express their commitment to "coordinating personnel, programs, and resources on behalf of abused children and their families." The symposium was among the specific cooperative efforts resulting from the memorandum.

Responsibility for planning and conducting the symposium was shared by four Federal Government offices. One of them, the National Center on Child Abuse and Neglect (NCCAN), is part of the Department of Health and Human Services' Administration for Children and Families. The three others are components of the Department of Justice's Office of Justice Programs. They are the National Institute of Justice (NIJ), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the Office for Victims of Crime (OVC).

NCCAN invited participants from child protective service agencies, and the Department of Justice offices invited representatives of the law enforcement community.

\* "Memorandum of Understanding among the U.S. Department of Health and Human Services, U.S. Department of Education, U.S. Department of Justice, U.S. Department of the Interior, U.S. Department of Housing and Urban Development, U.S. Department of Agriculture, U.S. Department of Defense, and the U.S. Department of Labor on Child Abuse and Neglect," unpublished, December 12, 1991.

**U.S. Department of Justice  
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this ~~copyrighted~~ material has been granted by

Public Domain/OJP/NIJ

U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the ~~copyright~~ owner.

# *Joint Investigations of Child Abuse*

## *Report of a Symposium*

**U.S. Department of Justice  
Office of Justice Programs  
National Institute of Justice  
Office for Victims of Crime  
Office of Juvenile Justice and Delinquency Prevention**

**U.S. Department of Health and Human Services  
Administration for Children and Families  
Administration on Children, Youth and Families  
National Center on Child Abuse and Neglect**

*July 1993*

NCJ 142056

---

**National Institute of Justice**

Michael J. Russell

*Acting Director*

**Office of Juvenile Justice and  
Delinquency Prevention**

John J. Wilson

*Acting Director*

**Office for Victims of Crime**

Brenda G. Meister

*Acting Director*

**National Center on Child Abuse  
and Neglect**

David W. Lloyd

*Director*

---

*This Research Report is based on a report of the symposium provided by Janet Dinsmore, Communications Director of the National Center for Prosecution of Child Abuse. The Center is a program of the American Prosecutors Research Institute, the nonprofit educational affiliate of the National District Attorneys Association.*

---

*The National Institute of Justice is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, Bureau of Justice Statistics, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.*

---

## *Joint Investigations of Child Abuse*

*Jimmy, a child about 8 years old, died a victim of homicide, but his death might have been prevented.*

*The fourth of 10 children, Jimmy lived with his family in a Midwest county with a population of about 100,000. Socio-economically the county was middle class, politically it was conservative, and racially it was homogeneous. Law enforcement and child protective services (CPS) had capable, trained professional staffs.*

*These agencies had responded to complaints and to the needs of Jimmy and his family. Sheriff's deputies visited his home nearly twice a month every month, usually in response to reports of domestic violence. CPS caseworkers visited almost as often, in response to reports from neighbors about similar incidents. Social workers occasionally arranged for food stamps and Medicaid and provided household management assistance. Investigators from the county health department went to Jimmy's house six times.*

*The health department also saw the family when the father appeared at its office, highly intoxicated and accompanied by all the children. On one occasion, Jimmy's mother and his siblings, all visibly bruised, were taken by a CPS case aide to a battered women's shelter. On another, the father was alleged to have sexually abused one of his daughters.*

*Jimmy was treated for injuries six times at two hospitals and by three physicians. Medical records revealed some suspicion about how he had received the injuries. Although Jimmy was enrolled in two schools, he was absent several weeks during the third grade and never attended fourth or fifth grade. At one of the schools, teachers reported seeing severe bruises on him.*

---

*The story concluded when a relative reported to the sheriff that Jimmy might be dead. The child's body, severely injured and burned beyond recognition, was found buried near his house. He had been dead nearly a year and a half. Jimmy's father was charged with manslaughter and his mother with felony child abuse for failure to protect him.*

*Jimmy's death galvanized the community to institute a coordinated, multiagency approach to child maltreatment. The hope was that the "whole" could accomplish what the "parts" did not.*

The dramatic increase in the number and severity of cases of child abuse and neglect in the past decade has given new urgency to the need for coordinated efforts by law enforcement, child protective services, and other organizations to identify and protect physically and sexually abused children. According to a nationwide survey of social service administrators, 7,300 children a day were reported as suspected victims of abuse and neglect in 1991—for an annual total of almost 2.7 million.<sup>1</sup>

In 1991 at least four children a day died at the hands of their caretakers. Physical abuse accounted for most of the fatalities—60 percent—and neglect for 36 percent. Practitioners and researchers believe the actual number of child abuse fatalities would likely have been higher if data collection and coordination of investigations had been better.<sup>2</sup>

Like Jimmy, these children were not unknown to the child welfare system. Almost half the known deaths involved children who were previous or current clients.

No one would argue that adherence to multidisciplinary investigations will protect each abused child who comes to the attention of an agency. However, the lack of a coordinated approach

---

among agencies virtually guarantees that some abuse will go undetected by authorities until, as in Jimmy's case, it is too late.

Many communities, most States, and the Federal Government recognize the benefits of a team approach to protecting child victims and preventing further abuse. Experience indicates that coordinated responses can:

- Reduce the number of interviews a child undergoes.
- Minimize the number of people involved in a case.
- Enhance the quality of evidence discovered for civil litigation or criminal prosecution.
- Provide information essential to family service agencies.
- Minimize the likelihood of conflicts among agencies with different philosophies and mandates.

### **The Professional Community Responds**

The challenge of establishing and maintaining coordinated interagency efforts by law enforcement and child protective services (CPS) was explored in a national symposium on "Joint Investigations of Child Sexual Abuse." It grew out of a 1991 initiative, begun by the U.S. Department of Health and Human Services, for interagency cooperation on child abuse issues. Sponsorship by four Federal agencies—the National Center on Child Abuse and Neglect, the National Institute of Justice, the Office for Victims of Crime, and the Office of Juvenile Justice and Delinquency Prevention—highlighted the importance of interagency responsibility. (See the inside cover of this report.)

The June 1992 meeting brought together representatives of criminal justice and child welfare organizations to identify and explore barriers to cooperation and forces that promote interagency activities. Participants included police officers, child

---

protective service administrators, Native American social service officials, victim advocates, prosecutors, researchers, and representatives of the sponsoring agencies. (The agenda and a list of participants are presented in exhibits 1 and 2 at the end of this report.)

The meeting sought to determine how a "climate of cooperation" can be established and maintained between law enforcement and child protective service agencies that have overlapping investigative mandates in child abuse cases. Discussion and recommendations covered physical abuse and severe neglect as well as sexual abuse.

### **Current Practice**

Symposium participants learned that the groundwork for cooperative efforts has already been laid, and in many instances the organizational structures have been set up. At least 33 States and the District of Columbia have laws requiring joint investigations and cooperation between law enforcement and child protection agencies in child abuse cases. (For a list of these States, see exhibit 3.) Laws in 29 States and 2 U.S. territories mandate or authorize creation of multidisciplinary and multiagency child protection teams (see exhibit 4). Many more jurisdictions have informal information-sharing arrangements.

In most localities some form of coordination between law enforcement and CPS agencies is now taking place. Preliminary findings of a survey by the Police Foundation and the National Center on Child Abuse and Neglect (NCCAN) indicate that 94 percent of the more than 800 police and sheriffs' departments contacted conduct some form of joint investigations with CPS agencies.<sup>3</sup> Of the more than 400 county and State CPS agencies contacted, 89 percent have a written or unwritten agreement with their respective local law enforcement agency.

---

The survey revealed other evidence of the extent of existing cooperation:

- Just over half (53 percent) of the law enforcement agencies contacted for the survey have a special unit dedicated to child abuse investigations. These units are far more common in large law enforcement agencies than in small ones (89 percent, compared to 18 percent).
- Of the CPS agencies surveyed, just over half (51 percent) have held some type of inservice training in joint investigations during the past year. Half the agencies (50 percent) reported that training was held in cooperation with law enforcement agencies.

Although there have been a number of advancements in coordination, police and child protective service agencies are not always able to respond as effectively as they might. A 1991 survey<sup>4</sup> of large urban and suburban (county) law enforcement agencies, conducted by the Police Foundation and the American Enterprise Institute, found that:

- A pressing need exists for more investigative personnel.
- One-third of police agencies surveyed lack written child abuse policies.
- Existing policies often fail to provide sufficient guidance for making important decisions (examples are whether to make an arrest, whether to place a child in protective custody, and how to deal with unusual or difficult situations such as abuse in day care settings).
- Patrol officers and sheriffs' deputies frequently encounter child abuse but sometimes do not recognize it or know how to handle it.
- The effectiveness of interagency agreements varies greatly.

---

The study report concluded that there is “substantial room for improvement” not only in the response of the police but of other community agencies as well.<sup>5</sup>

### **The Components of a Coordinated System**

The experience of child abuse professionals and anecdotal evidence suggest that a coordinated investigative system includes at least four components:

- Educating all participating disciplines in the dynamics of victimization, child development, and the criminal justice process as it relates to children.
- Establishing and maintaining consistent reporting practices.
- Providing better quality investigations and eliminating duplication of effort.
- Ensuring sensitive treatment of the child victim and her/his family throughout the investigative and trial process.<sup>6</sup>

### **Talking Different Languages**

A major barrier identified at the start of the symposium was lack of a common definition of certain terms. “Joint investigation” must be defined to facilitate gathering data on child abuse. The term can cover everything from the occasional phone call between police officers and CPS workers to shared CPS/criminal investigator responsibility for every child sexual abuse report. The wide range may help explain why so many respondents to the Police Foundation/NCCAN survey indicated their communities conducted joint investigations.

The term “joint investigation” also applies to a variety of physical arrangements—from single-site facilities housing the staff of different agencies who handle only child abuse cases, to

---

separately housed agencies that maintain regular contact. The term can also include meetings of professionals and citizens concerned about child abuse.

To cover the range of possibilities, the symposium reached a consensus on a broad definition:

Joint investigations include all cooperative and collaborative activities by any and all agencies involved in information sharing, investigation, and decisionmaking in cases of child abuse, neglect, and exploitation.

Other terms ("abuse," for example) need a common definition, and participants also agreed that the use of professional jargon hinders rather than helps communication among disciplines.

## **Hindering Forces**

The obstacles to effective team investigations identified by symposium participants fall into a number of broad categories related to the divergent philosophies of agencies with different missions, resource constraints, leadership, and procedures.

**Differences in philosophies, goals, and agency roles.** In certain professions, policies on how to handle child victim cases prevent cooperation with other agencies. Child protection, mental health, law enforcement, and medical agencies may have opposing mandates. Failure to understand these differences can lead to mutual suspicion, reinforced by professional loyalty and even insularity. One police official who attended the symposium noted that the view of some officers is "I want to deal with the bad guys; you go talk to the kids."

Other conferees complained of a lack of CPS recognition that "child abuse is a crime. Crimes require law enforcement intervention and investigation." The observation by the head of a

---

social service agency illustrated a divergent view: "All crimes are social problems." In fact, the child welfare system is premised on preservation of the family, in contrast to law enforcement's goal of fighting crime.

Failure to define roles and establish clear lines of authority almost certainly leads to tension and interagency conflict. The friction caused by enforcing coordination without designating responsibilities and agreement on a common goal has undermined well-intentioned efforts in several communities. Their experience suggests the need to carefully plan for change. Communities must also refrain from using models developed elsewhere that may not be appropriate. Cooperative arrangements must reflect local needs.

**Public policy and resource allocation problems.** Major cuts in social service funds have left resource gaps most States are unable to fill. Scarce financial resources limit personnel, time, resources for victims and families, training opportunities, and the number of cases that can be adequately investigated, appropriately handled through family court, or prosecuted. At the same time, basic social problems such as poverty and inadequate health care have worsened, further exacerbating family stress.

Social scientists cite other massive resource drains on limited child welfare budgets: parental or caretaker use of crack cocaine, drug-addicted infants, HIV-positive parents and children, homelessness, teen parents, dwindling foster care options, an increase in the number of deinstitutionalized disabled children, and immigrants and refugees whose approaches to child rearing may be considered abusive in this country. These developments are taking place as law enforcement funding is increasingly devoted to the war on drugs and the criminal violence associated with it.

The lack of importance society assigns to child protection is reflected in low wages for caseworkers and other professionals.

---

The consequences are less qualified personnel and high staff turnover.

Symposium attendees agreed that resource shortfalls raise the issue of equitable allocation of funds. Without coordination, agencies tend to compete for smaller portions of whatever is available. This tends to undermine motivation to cooperate on a common goal.

**Lack of trained personnel at every level.** Effective intervention in child abuse cases requires specialized knowledge and skills on the part of many professionals: police, CPS workers, prosecutors, medical personnel, mental health workers, and teachers, among others. Sensitivity to child development issues and family circumstances, and familiarity with the legal ramifications of child abuse are all skills essential to protecting the child victim and ensuring her or his rights. However, training to provide needed skills is unavailable, sporadic, or inadequate to meet the need.

Fewer than half the States provide preservice training to child welfare staff. Inservice training is universally unavailable for direct service workers.<sup>7</sup> The level of education required for certain child welfare positions is not as high as it might be. About one-fourth of States reporting this type of data do not require a college degree for some direct service positions, and less than 10 percent require a master's degree for supervisory positions. The shortage of CPS workers is acute nationwide, with 90 percent of the States reporting difficulty recruiting staff.

In the criminal justice system, the lack of personnel may be due in part to the low prestige accorded to positions handling "kiddie" cases. Derogatory terms are often used for police officers, prosecutors, and investigators who work with these cases, and they are often assigned to the least desirable office space. Experienced staff who wish to avoid such treatment and possibly limited promotional opportunities frequently request assignments

---

elsewhere. Almost half of the prosecutors who attended child abuse training seminars indicated in a recent survey that, if given the option, they would choose not to handle child sexual abuse cases.<sup>8</sup> The personal toll, the extreme difficulty of the assignment, and the lack of prestige in work with child victims were the reasons.

Symposium participants noted that preliminary investigations are often assigned to young, poorly prepared staff who are ill at ease with sexual abuse cases. On the other hand, experienced professionals may suffer burnout from dealing with an unremittingly tragic series of incidents. A police officer who attended put it this way: "This work gets to your gut. Everybody thinks you're crazy. Nobody wants to hear about it." The lack of resources to deal with this job-related stress can erode an agency's long-term effectiveness.

**Scarcity of experienced, committed, and supportive leadership.** The manager who encourages creativity, flexibility, professional development, and self-evaluation is rare, according to symposium participants. Yet these are the qualities that can lead to job satisfaction, solution of problems that arise in new relationships with other agencies, and better service for victims and their families.

Turf battles, politics, and administrative rigidity influence the behavior of too many people in leadership positions. The result is often a stifling of innovative programs and adherence to the letter rather than the spirit of the law.

Lack of committed leadership can even undermine the law. It happens when an official circumvents rules he or she does not want to comply with. "When someone doesn't like the outcome of a case," said a symposium participant, "he or she simply puts pressure on the judge or CPS to change the decision." He noted

---

that this seemed more common in small jurisdictions than large ones.

**Lack of protocols and written guidelines.** Failure to document policies and procedures leads to inconsistent case handling, confusion, and friction. It can occur not only among agencies but also within a single agency. Joint training that would generate an interagency protocol for case handling would be a major step toward multidisciplinary cooperation.

Involving staff in developing protocols to guide their work builds their investment in the agency's success and makes the protocols more acceptable once developed. Not all line workers can be part of the planning team, but all can have a role—dealing with logistical issues and similar problems of coordination, for example. Involvement creates in the staff a sense of being stakeholders and encourages them to find solutions to problems as they arise.

## **Positive Forces**

Conferees identified strong forces that they believe can be effective in developing multidisciplinary teams. Some of these forces are already in operation at all jurisdictional levels—Federal, State, and local.

**Recognizing the need to work together.** Federal law recognizes the importance of a multidisciplinary response. The Child Abuse Prevention and Treatment Act (CAPTA) helps States and communities identify, treat, and prevent child abuse. Enacted in 1975, CAPTA set up a Federal agency, the National Center on Child Abuse and Neglect, to carry out the legislative mandate. To obtain funds under CAPTA, States must establish multidisciplinary teams. As recently amended, the Act contains further provisions regarding interagency cooperation. It requires that States submit a statement of the extent to which processes are coordinated

---

statewide and protocols exist in several areas (multidisciplinary teams with representatives of child welfare and law enforcement agencies, interagency child fatality review panels, and interagency coordination to prevent, intervene in, and treat child abuse and neglect).

The Children's Justice Act, enacted in 1986, provides funds to the States to train law enforcement professionals in dealing with child abuse. It requires that in each State eligible for funding, the Governor convene an interdisciplinary task force comprising an even broader coalition of disciplines than is called for by CAPTA. The task force must include medical and mental health professionals, child advocates, and judges and attorneys who work with criminal and family courts.

More and more, the States are recognizing the need for coordination in cases involving children who die under questionable circumstances. Almost half the States have set up "child death review teams" that bring together law enforcement, the medical profession, and social services.<sup>9</sup> The U.S. Public Health Service recommends that the number increase significantly by the end of the decade.<sup>10</sup>

With increased awareness of victims' needs, child advocacy centers have multiplied. These centers bring different agencies together under one roof rather than requiring that the victims and their families travel from agency to agency, repeating the same story to several professionals.

Increased attention is being paid to coordinating the services of treatment and child protection agencies with those of the courts. Guidelines and protocols for such coordination have been developed for criminal court and family/civil court.<sup>11</sup>

**Availability of training and technical assistance.** Twenty years ago, police officers, child protection workers, and child abuse

---

prosecutors rarely worked together on cases. Few professionals who handled child abuse cases had access to practical information or the findings of basic research. Advances in medical investigation, therapeutic interventions, and investigative and trial techniques were known only to their respective fields. Information was limited not only because few cases were reported and fewer still were prosecuted, but also because there was little interagency cooperation to disseminate it.

Today, the scope and gravity of child abuse have generated a commensurate response. At the Federal level, a number of projects, many of them based in the U.S. Department of Health and Human Services and the U.S. Department of Justice, have been established to deal with the issue. These projects include discipline-specific training and technical assistance, which is offered to professionals in all disciplines that handle child abuse cases. Training in multidisciplinary response is one type of assistance offered.<sup>12</sup>

Research has identified prevention and intervention strategies that work, and technical assistance in adopting them is available. Model programs such as child advocacy centers and M/CAP (Missing and Exploited Children Comprehensive Action Plan) are available for review and adoption by local jurisdictions.

Investigators, physicians, nurses, prosecutors, and social workers, among other professionals, disseminate their specialized knowledge widely. Publications and conference presentations are one means. Professional organizations have proliferated, and regional and national conferences are held frequently. They provide the opportunity to share discoveries and discuss problems with a network of colleagues in related fields. For inexperienced staff, these conferences also offer training in the basics, and for more seasoned professionals, they make advanced policy "brainstorming" sessions available.

---

### **Emphasis on accountability of offenders and agencies.**

Twenty years ago, crimes against children in a family were handled almost exclusively by the child welfare system. Police and prosecutors were ill prepared to pursue cases involving sexual or physical abuse of children and were often not interested in doing so. Today, some communities still have a hands-off attitude toward these cases. In other communities, by contrast, such cases now make up the bulk of prosecutors' caseloads. Prosecutors themselves believe that interagency cooperation is an important factor in increasing the attention paid to child sexual abuse cases.<sup>13</sup>

The new attitudes and practices are being shaped by several forces: Federal agencies, State reporting laws and other statutory initiatives, the crime victims' movement, and increased sensitivity to due process in issues affecting children and women. Research into sex offenses, program assessments, and concerns about legal liability have also shaped the response.

Thanks to these forces, courts and lawmaking bodies now recognize sexual and severe physical child abuse as a criminal act, whether it occurs within or outside the family setting. In many States, convicted offenders can expect severe penalties. The change in response to the offender also extends to treatment. Although programs are still too few, the number has increased substantially in the past 10 years, along with experimentation in therapeutic approaches for juvenile offenders, child victims, and family members.

The emphasis on accountability has extended to public agencies whose mandates have come under greater scrutiny with the rise in family violence. Particularly egregious cases, such as the one involving Jimmy, a child known to the local CPS agency as well as to the police and the hospitals, have prompted many communities to insist on coordination of information and greater protection for children at risk.

---

**Availability of specialized knowledge and technology.** As specializations in various aspects of child maltreatment multiply, knowledge has exploded. Professionals seeking the most advanced information in their own or related fields now have new options available, among them regional and national resource centers.

The revolution in electronic technology has created the most dramatic change. Communities isolated from training or technical assistance resources now have virtually instantaneous access via computer and other means. They can obtain model CPS and law enforcement protocols and programs, as well as information on medical advances and trial and investigation techniques. The number of calls to the federally sponsored National Center for Prosecution of Child Abuse—now more than 2,000 per year—testifies to the value of this information clearinghouse.

Technological advances are improving communication through the availability of teleconferencing and the increasing capacity of Federal resource centers to compile and disseminate information. Plans are being developed to provide training via satellite hook-up. Facsimile (FAX) machines are an advance whose utility in speeding information is by now virtually taken for granted.

**Committed, creative, and knowledgeable child advocates.**

Individuals who have substantive skills and are persistent advocates for better response can be found in virtually every discipline involved in handling child abuse. Some hold leadership positions in their professions. They generally share years of commitment to child victims and reform of the systems in which they work. The intensity of the commitment can be an accurate gauge of effectiveness in promoting change.

However, along with an increase in the number of professionals whose skills are widely acknowledged is a growing cadre of “experts” whose objectivity, credentials, or motives appear

---

questionable. To some extent, this is the inevitable accompaniment of success. The emergence of individuals with suspect credentials may suggest the need for closer professional scrutiny to protect legitimate practitioners and, more important, the welfare of child victims.

### **For the Future: Symposium Recommendations**

To speed the adoption of effective multidisciplinary approaches, symposium participants recommended strategies at the Federal, State, and local levels.

1. *Provide comprehensive training that includes multidisciplinary and discipline-specific components.*
  - Identify Federal, State, and private funding sources for training.
  - Base training curriculums on models that have been evaluated and found to work.
  - Require that training conferences include participation of many disciplines.
  - Make certain that the training curriculums cover such issues as cultural competency (that is, intervention sensitive to a family's cultural background), team-building, gender sensitivity, and compliance with laws affecting disabled individuals.
  - Offer training at two levels, basic and advanced.
2. *Promote joint investigations in local jurisdictions.*
  - Elicit support from community groups.
  - Conduct a needs assessment to document the effectiveness of existing resources.

- 
- Cultivate media contacts to create public awareness of the need for team investigations.
  - Maximize the use of existing task forces, including those with representatives of CPS and law enforcement agencies.
  - Solicit the support of elected officials, agency administrators, opinion leaders, and policymakers.

3. *Implement Federal and State incentives to establish community-based multidisciplinary teams.*

- To the extent permitted by statutory authorizations, provide Federal funds allocated to the U.S. Department of Health and Human Services and the U.S. Department of Justice for training in joint investigation, "marketing" of model site programs, and program assessments.
- Convene a meeting of the Consortium of Federal Clearinghouses and the national resource centers to develop a unified strategy for disseminating information about the benefits of joint investigations. (The target audiences are public and private agencies that deal with child abuse.)
- Convene a "summit" of organizations representing child welfare, law enforcement, and prosecution professionals to communicate the results of the national clearinghouse meeting.
- Implement activities that will persuade policymakers and elected officials to expand the use of joint investigations.
- Require joint training under legislative and administrative mandates and follow up with advanced training, onsite support, and funding for personnel and equipment.

- 
- Allow flexibility in the use of funds, avoiding narrowly prescribed purposes and instead permitting States to develop creative solutions.
  - Furnish support for evaluating various types of joint investigations, identifying best practices, and establishing minimum guidelines.
4. *Promote legislative reform by enhancing the Children's Justice Act and requiring ongoing evaluation of joint responses to child abuse and neglect by interagency task forces.*
- Encourage States to apply for Children's Justice Act funds and ensure that federally funded activities meet the Act's requirement of providing team training in investigation and prosecution.
  - Require that grantees who receive State aid disseminate information about their activities statewide.
  - Amend the Act or promulgate regulations defining operational guidelines for the use of funds made available through it.
  - Work to develop uniform nationwide standards in CPS and law enforcement for thorough investigations in which all agencies are informed and coordinate efforts.
  - Identify existing State laws that can serve as models for joint investigations, determine gaps in services to victims and by agency, and examine data tracking needs.

---

## Symposium Conclusion: The Need for Direction

Symposium participants agreed that major advances had been made in the past 20 years in handling child abuse, but they also concluded, in the words of one participant, that "everyone is hungry for some direction." What makes the need compelling is the increased number of reported cases, along with dwindling resources and a backlash against allegations of child sex abuse.

Communities need to recognize that some approaches work and make sense for both the child victims and the agencies mandated to serve them. Joint investigation is one approach that has proved its value. While it may be difficult to build bridges among agencies and keep them in good repair, the results are well worth the effort.

## Notes

1. D. Daro and K. McCurdy, *Current Trends in Child Abuse Reporting and Fatalities: The Results of the 1991 Annual Fifty-State Survey*, Chicago: National Committee for Prevention of Child Abuse, 1992.
2. Ibid.
3. David Sheppard, *Study to Improve Joint Law Enforcement and Child Protective Service Agency Investigations of Reported Child Maltreatment: Preliminary Findings*, Washington, D.C.: Police Foundation, June 16, 1992.
4. The survey was a 50-percent random sample of all municipal and county law enforcement agencies serving jurisdictions with populations over 100,000.
5. Susan E. Martin and Douglas J. Besharov, *Police and Child Abuse: New Policies for Expanded Responsibilities*, National Institute of Justice (Issues and Practices), U.S. Department of Justice, June 1991.
6. American Prosecutors Research Institute, *Investigation and Prosecution of Child Abuse*, 2d ed., Alexandria, Virginia, forthcoming 1993.
7. *Factbook on Public Child Welfare Services and Staff*, Washington, D.C.: American Public Welfare Association, 1990.

- 
8. "Survey reveals attitudes of child abuse DA's," *NDAAs [National District Attorneys Association] Bulletin*, vol. 7, no. 6 (November/December 1988).
  9. Michael J. Durfee et al., "Origins and clinical relevance of child death review teams," *Journal of the American Medical Association*, 267 (23), 1992. The authors noted that 22 States had set up these teams.
  10. U.S. Department of Health and Human Services, *Healthy People 2000: National Health Promotion and Disease Prevention Objectives*, U.S. Public Health Service, 1990.
  11. *Deprived Children: A Judicial Response—73 Recommendations*. Reno, Nevada: National Council of Juvenile and Family Court Judges, 1986.
  12. See, for example, Douglas J. Besharov, *Child Abuse and Neglect Reporting and Investigation: Policy Guidelines for Decision Making*, Chicago, Illinois: American Bar Association, 1988; Douglas J. Besharov, *Combating Child Abuse: Guidelines for Cooperation Between Law Enforcement and Child Protection Agencies*, Washington, D.C.: American Enterprise Institute for Public Policy Research, 1990; Diane DePanfilis and Marsha K. Salus, *Child Protective Services: A Guide for Caseworkers (The User Manual Series)*, Washington, D.C.: National Center on Child Abuse and Neglect, 1992; Diane DePanfilis and Marsha K. Salus, *A Coordinated Response to Child Abuse and Neglect: A Basic Manual (The User Manual Series)*, National Center on Child Abuse and Neglect, Washington, D.C., 1992; *Building Blocks: An Implementation Guide for the National Children's Advocacy Center*, Huntsville, Alabama: National Children's Advocacy Center, 1990; Donna Pence and Charles Wilson, *The Role of Law Enforcement in the Response to Child Abuse and Neglect (The User Manual Series)*, Washington, D.C.: National Center on Child Abuse and Neglect, 1992; Debra Whitcomb, *When the Victim Is a Child*, 2d ed., U.S. Department of Justice, National Institute of Justice, 1992.
  13. *ABA Juvenile and Child Welfare Law Reporter*, 11, 6 (1992):94-96; and 11, 6 (1992): 78-80.

---

## **Exhibit 1**

### ***Symposium Agenda***

#### **Introduction**

- Introduction of participants and group facilitators.
- Statement of goals for the session.

#### **Presentation of Preliminary Research Findings**

- Impact of Joint Law Enforcement/CPS Agency Investigations in Child Maltreatment Cases.
- Findings of Police Foundation Study To Improve Joint Law Enforcement/CPS Agency Investigations of Reported Child Maltreatment.

#### **Goal 1: Identification of Barriers to Joint Investigations**

- Individual group members identify barriers and answer questions about them.
- In each group, consensus is reached on identifying barriers.
- Small groups consolidate findings and reach consensus on consolidated list of barriers.

#### **Goal 2: Identification of Forces That Help Promote Joint Investigations**

- Individual group members identify helping forces and answer questions about them.
- In each group, consensus is reached on identifying helping forces.
- Small groups consolidate findings and reach consensus on consolidated list of helping forces.

#### **Review and Identification of Force Field Analysis**

#### **Goal 3: Development of Change Strategies**

- Large group identifies potential strategies to minimize barriers and maximize helping forces.
- Consensus is reached on set of strategies for further development by participants.
- Group assignments are revised based on preferences for assignments to specific strategies.

---

#### **Goal 4: Defining Tasks To Support Each Strategy**

- Individual group members identify tasks and answer questions about them.
- In each group, consensus is reached on consolidated list of tasks.
- Small groups consolidate findings and reach consensus on consolidated task list for each strategy.
- Individual group members identify agencies responsible for each task and answer questions.
- Small groups consolidate findings and reach consensus on assignment of responsibility.
- Small group results are presented to large group, with large group input obtained for each task.

#### **Goal 5: Establishment of Priorities for Implementing Each Strategy**

- Individuals identify a priority order for implementing strategies.
- Small groups discuss each member's priority assignments.
- Small groups reach consensus on priorities.
- Small group results are presented to large group for consensus.

---

## Exhibit 2

### *Joint Investigations of Child Sexual Abuse, Symposium Participant List*

**Bernard Auchter**  
Program Manager  
National Institute of Justice  
U.S. Department of Justice

**James Auchter**  
Child Protective Services Specialist  
National Center on Child Abuse  
and Neglect

**Nora Baladerian**  
Director  
Disability, Abuse, and Personal  
Rights Project

**Det. Dave L. Barnard**  
CID/Major Crimes  
King County (Seattle) Police

**Barbara Bates**  
Research Coordinator  
National Center on Child Abuse  
and Neglect

**Peter Bellmio**  
Director of Safety Services  
City of Decatur, Illinois

**Lisa Bossetti**  
Intern  
National Institute of Justice  
U.S. Department of Justice

**Penny Coleman**  
Attorney Adviser, Solicitor's Office  
Division of Indian Affairs  
U.S. Department of the Interior

**Emily Cooke**  
Children's Justice Act Specialist  
National Center on Child Abuse  
and Neglect

**Det. Richard Costello**  
Montgomery County (Maryland)  
Police Youth Division

**Cheryl Crawford**  
Program Manager  
National Institute of Justice  
U.S. Department of Justice

**Lieutenant Teddy Daigle**  
New Orleans Police Department  
Child Abuse Section

**Sallie D'Asaro**  
Coordinator of Federal  
Demonstration Programs  
New York State Department of  
Social Service

**Donna Davies**  
Children's Justice Team Coordinator  
Connecticut Department of Children  
and Youth Services

**Sergeant Gordon Davis**  
Hillsborough County (Florida)  
Sheriff's Office

**Jeanne DiLoreto**  
Challenge Grant Specialist  
National Center on Child Abuse  
and Neglect

**Janet Dinsmore**  
Communications Director  
National Center for Prosecution  
of Child Abuse  
American Prosecutors Research  
Institute

---

**Francine Ecker**  
Section Chief, Juvenile Services  
Virginia Department of Criminal  
Justice Services

**John Ellis**  
Special Agent  
Federal Bureau of Investigation

**Patsy Franks**  
Muscogee Creek Nation  
(Oklahoma)  
Children and Family Services  
Administration

**Heather Garson**  
Intern  
National Institute of Justice  
U.S. Department of Justice

**Karen Hall**  
National Resource Center on  
Child Sexual Abuse  
(Huntsville, Alabama)

**Jo Hanson**  
Child Protective Services  
Investigator  
Madison County (Oklahoma)  
Department of Human Resources

**John Hopeck**  
Special Agent  
Investigations and Counter  
Intelligence  
U.S. Naval Investigative Services  
Command

**David W. Lloyd**  
Director  
National Center on Child Abuse  
and Neglect

**Edwin Marcus**  
Coordinator  
U.S. Interagency Task Force  
on Child Abuse and Neglect  
National Center on Child Abuse  
and Neglect

**Barbara McCormick**  
Assessment Supervisor  
Montgomery County (Maryland)  
Department of Social Services  
Child Welfare Division

**Meredith McEver**  
Program Manager  
Child Protective Services  
Fairfax County (Virginia)  
Department of Human Development

**Brenda Meister**  
Acting Director  
Office for Victims of Crime  
U.S. Department of Justice

**Janet Motz**  
Program Administrator  
Colorado Department of Social  
Services

**Jan Parks**  
President, National Network of  
Children's Advocacy Centers  
(Tulsa, Oklahoma)

**Donna Pence**  
Tennessee Bureau of Investigation

**Theodore Quasula**  
Division of Law Enforcement  
Services  
Bureau of Indian Affairs  
U.S. Department of the Interior

---

**Joyce A. Roy**  
Agency Special Officer  
Bureau of Indian Affairs  
U.S. Department of the Interior

**Commander Brad Russ**  
New Hampshire Bureau of  
Administrative Services

**Michael J. Russell**  
Deputy Director  
National Institute of Justice  
U.S. Department of Justice

**David Sheppard**  
Project Director  
Police Foundation

**Marti Speights**  
Federal Crime Victims Division  
Office for Victims of Crime  
U.S. Department of Justice

**Susan Steppe**  
Program Director  
Child Protective Services  
Tennessee Department of Social  
Services

**Joyce N. Thomas**  
Project Director  
People of Color Leadership  
Institute

**Nainan Thomas**  
Child Welfare Program  
Specialist  
Children's Bureau  
Administration for Children  
and Families

**Patricia Tjaden**  
Research Associate  
Center for Policy Research  
(Denver, Colorado)

**Renee Toomey**  
Coordinator  
Du Page County (Illinois) Children's  
Sexual Abuse Center

**Patricia Toth**  
Director  
National Center for Prosecution  
of Child Abuse  
American Prosecutors Research  
Institute

**Kathryn Turman**  
Director  
Missing and Exploited Children  
Program  
Office of Juvenile Justice and  
Delinquency Prevention  
U.S. Department of Justice

**Bill Walsh**  
Dallas (Texas) Police Department

---

### Exhibit 3

#### *Statutes Requiring Joint Investigations and Cooperation Between Law Enforcement and Child Protection Agencies in Child Abuse Cases*

The date listed in each citation is the year the statute was last amended.  
(Current through December 31, 1991)

#### State Statutes

Alabama	Alabama Stat. § 12-15-76 (1990)
Arkansas	Ark. Code Ann. § 12-12-503 (1991) Ark. Code Ann. § 12-12-507 (1991)
California	Cal. Penal Code § 11166.3(a) (1988)
Colorado	Colo. Rev. Stat. § 19-3-308 (1991) Colo. Rev. Stat. § 19-3-303 (1987)
Connecticut	Conn. Code § 17-38f (1983)
Florida	Fla. Code § 415.505 (1990) Fla. Code § 415.509 (1988)
Georgia	Ga. Code Ann. § 19-15-2(e) (1991) Ga. Code Ann. § 19-1-2 (1990)
Illinois	Ill. Stat. ch. 23, para. 1803 (1989) Ill. Stat. ch. 23, para. 1804 (1989) Ill. Stat. ch. 23, para. 2057.1 (1989)
Indiana	Ind. Family Law § 31-6-11-16 (1979)
Iowa	Iowa Code Ann. § 232.71 (1989)
Kansas	Kan. Children's Code § 38-1523 (1990)
Maryland	Md. Code Ann. § 5-706 (1988)
Michigan	Mich. Comp. Laws § 722.628 (1990) Mich. Comp. Laws § 722.622 (1990)
Minnesota	Minn. Stat. § 626.556(10) (1990)
Missouri	Mo. Rev. Stat. § 660.520 (1990)
Montana	Mont. Stat. § 41-3-107 (1987) Mont. Stat. § 41-3-101 (1979)

---

Nevada	Nev. Rev. Stat. § 432B.260 (1989)
New Hampshire	N.H. Stat. § 169-C:38 (1988) N.H. Stat. § 169-C:3 (1989)
New Mexico	N.M. Stat. Ann. § 32-1-2 (1989) N.M. Stat. Ann. § 32-1-14 (1981)
New York	N.Y. Social Services Law § 34-a (1988)
North Dakota	N.D. Cent. Code § 50-25.1-05 (1989) N.D. Cent. Code § 54-12-04.2 (1991)
Ohio	Ohio Rev. Code Ann. § 2151.421 (1991)
Oregon	Or. Rev. Stat. § 418.747 (1991)
Pennsylvania	Pa. Stat. tit. 23, § 6346 (1990)
Rhode Island	R.I. Gen. Laws §§ 40-11-7 and 40-11-9 (1990)
South Carolina	S.C. Children's Code § 20-7-650 (1981)
Tennessee	Tenn. Stat. § 37-1-611 (1985)
Texas	Texas Education Code § 21.928 (1991)
Virginia	Va. Code § 63.1-248.17 (1975)
Washington	Wash. Stat. § 26.44.035 (1985) Wash. Stat. § 26.44.020 (1988)
West Virginia	W.V. Stat. § 49-6A-9 (1977)
Wisconsin	Wis. Stat. § 48.981 (1978)
Wyoming	Wyo. Stat. § 14-3-204 (1978)
<b>Other Legislation</b>	
District of Columbia	D.C. Code Ann. § 6-2102 (1977) D.C. Code Ann. § 6-2101 (1977)

---

## Exhibit 4

### *Statutes Mandating or Authorizing the Creation of Multidisciplinary/Multiagency Child Protection Teams*

This compilation includes all statutes (excluding military and tribal statutes) that encourage or mandate multidisciplinary reviews of child abuse cases.

The citation date refers to the year of passage or latest amendment.

(Current through December 31, 1991)

#### State Statutes

Alabama	Ala. Stat. § 26-16-50 (1985) Ala. Stat. § 26-16-51 (1985)
Arkansas	Ark. Code § 12-12-502 (1991) Ark. Code § 12-12-503 (1991)
California	Cal. Welfare and Instit. Code § 18982 (1989) Cal. Welfare and Instit. Code § 18982.1 (1989) Cal. Welfare and Instit. Code § 18982.2 (1989) Cal. Welfare and Instit. Code § 18982.4 (1989) Cal. Welfare and Instit. Code § 18951 (1979)
Colorado	Colo. Rev. Stat. § 19-3-308(6) - (10) (1991)
Florida	Fl. Stat. Ann. § 415.5055 (1988) Fl. Stat. Ann. § 415.503 (1991)
Georgia	Ga. Code Ann. § 19-15-2 (1991)
Hawaii	Haw. Rev. Stat. Ann. § 588-1 (1986) Haw. Rev. Stat. Ann. § 321-38 (1984)
Idaho	Idaho Code § 39-6001 (1985) Idaho Code § 39-6002 (1990) Idaho Code § 39-6003 (1990)
Illinois	Ill. Stat. Ann. ch. 23, ¶ 2053 (1990) Ill. Stat. Ann. ch. 23, ¶ 2057.1 (1989)
Indiana	Ind. Code § 31-6-11-2.1 (1990) Ind. Code § 31-6-11-14 (1985) Ind. Code § 31-6-11-15 (1979)
Iowa	Iowa Code Ann. §§ 232.71(3) and (17) (1989) Iowa Code Ann. § 235A.13 (1987)

---

Kansas	Kan. Stat. Ann. § 38-1502 (1991) Kan. Stat. Ann. § 38-1523a (1990)
Maine	Me. Stat. tit. 22, § 4091 (1989) Me. Stat. tit. 22, § 4092 (1989) Me. Stat. tit. 22, § 4093 (1989)
Maryland	Md. Family Code § 5-584 (1989)
Massachusetts	Mass. Gen. L. ch. 119, § 51D (1983)
Minnesota	Minn. Stat. § 626.558 (1990)
Missouri	Mo. Stat. Ann. § 660.520 (1990)
North Dakota	N.D. Cent. Code § 50-25.1-02 (1991) N.D. Cent. Code § 50-25.1-04.1 (1987)
Oregon	Or. Rev. Stat. § 418.747 (1991)
Pennsylvania	Penn. Stat. Ann. tit. 23, § 6365 (1990)
South Carolina	S.C. Children's Code § 20-7-640 (1981)
South Dakota	S.D. Codified Laws Ann. § 26-8A-17 (1991)
Tennessee	Tenn. Code Ann. § 37-1-407 (1978) Tenn. Code Ann. § 37-1-607 (1988)
Utah	Utah Code § 62A-4-509 (1988)
Vermont	Vt. Stat. Ann. tit. 49, § 4917 (1982) Vt. Stat. Ann. tit. 49, § 4918 (1982)
Virginia	Va. Stat. § 63.1-248.6(E) (1989)
Washington	Wash. Stat. § 74.14B.030 (1987)
West Virginia	W.V. Code § 49-1-3(f) (1990)
Wyoming	Wyo. Stat. § 14-3-212 (1985)
<b>Other Legislation</b>	
Guam	Guam Code § 2514 (1989)
Puerto Rico	Puerto Rico Laws Ann. tit. 8, § 422 (1980) Puerto Rico Laws Ann. tit. 8, § 436 (1988)
U.S. Code	18 U.S.C.A. § 3509 (a) & (g) (1990)

---

## *Resources*

For guidance on how to establish a coordinated team approach, see American Prosecutors Research Institute, *Investigation and Prosecution of Child Abuse*, 2d ed., Alexandria, Virginia, forthcoming 1993.

Information on child abuse and neglect can be obtained from the National Criminal Justice Reference Service (NCJRS), National Institute of Justice, by calling 800-851-3420; and from the National Center on Child Abuse and Neglect (NCCAN), by calling 800-FYI-3366 (800-394-3366).

**U.S. Department of Justice**  
**Office of Justice Programs**  
*National Institute of Justice*

Washington, D.C. 20531

**Official Business**  
**Penalty for Private Use \$300**

**BULK RATE**  
**POSTAGE & FEES PAID**  
**DOJ/NIJ**  
**Permit No. G-91**

**Joint Investigations of Child Abuse: Report of a Symposium**