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# **Institutional Child Abuse & Neglect: A Selected Annotated Bibliography**

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**NYS Commission on**



**QUALITY  
OF CARE**

**for the Mentally Disabled**

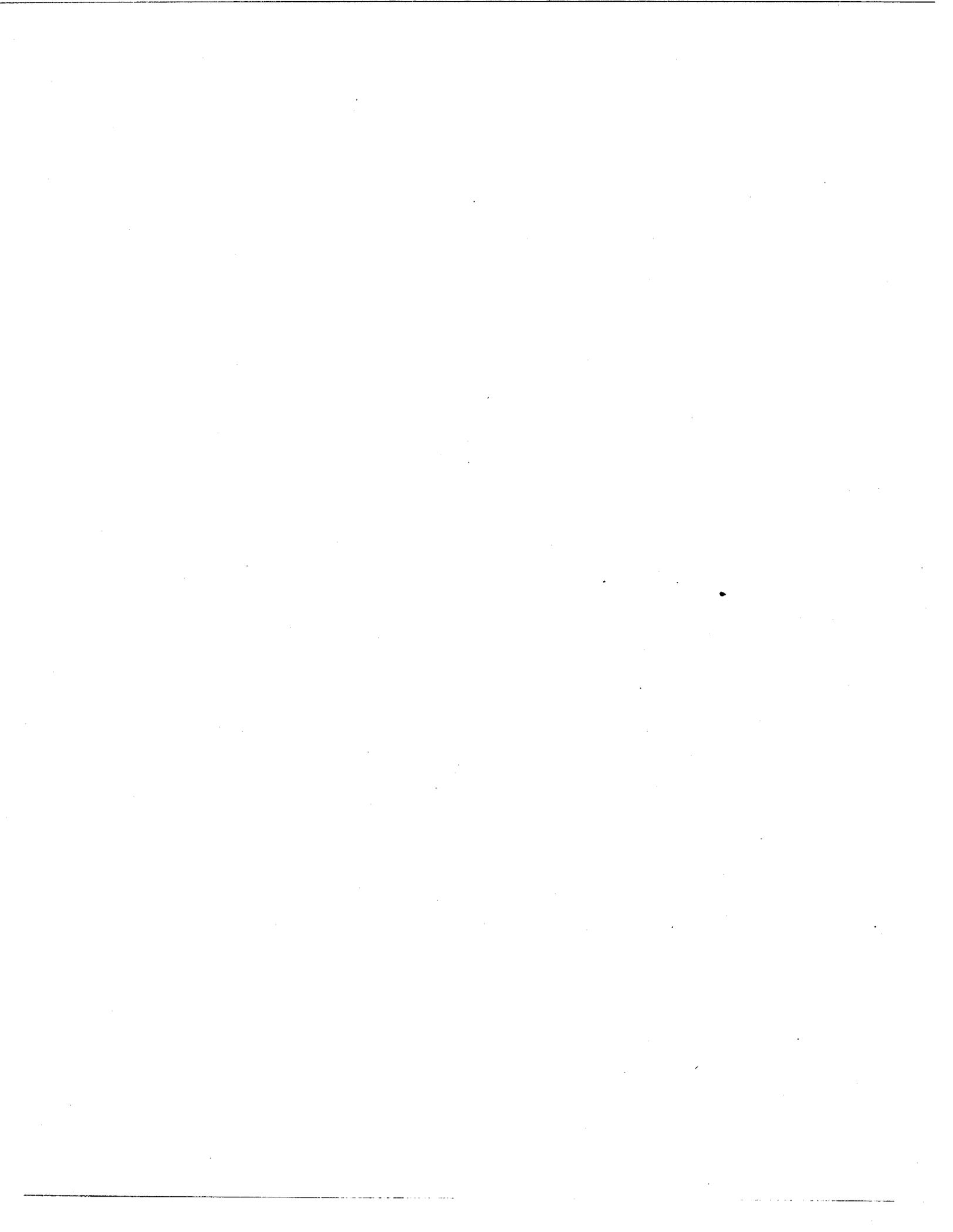
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**August 1987**

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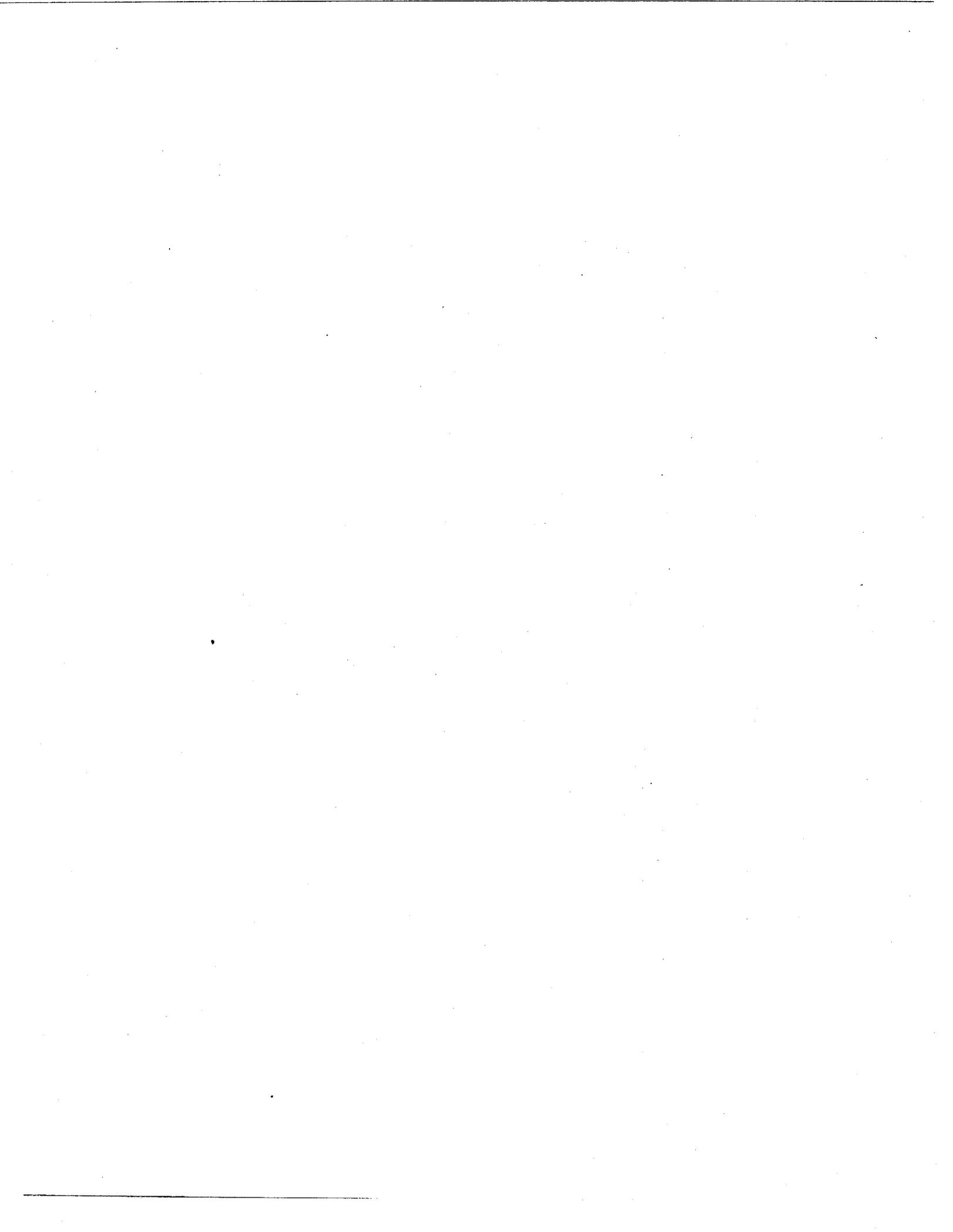
**INSTITUTIONAL CHILD ABUSE & NEGLECT:  
A SELECTED ANNOTATED BIBLIOGRAPHY**

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**New York State Commission on Quality of Care  
for the Mentally Disabled**

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## Preface

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Pursuant to New York's Child Abuse Prevention Act of 1985, the NYS Commission on Quality of Care for the Mentally Disabled, a State watchdog agency for mental hygiene services, was assigned new statutory responsibilities for investigating child abuse and neglect allegations in residential mental hygiene facilities. In conjunction with these new responsibilities, the Commission conducted a review of existing research and training materials related to child abuse and neglect in these settings.

While the literature on intrafamilial child abuse and neglect is extensive, literature on institutional child abuse and neglect is limited and is mainly comprised of reports on recently conducted demonstration projects. Many of these projects were federally-funded under priorities established by the National Center on Child Abuse and Neglect. A smaller body of research reflects the initiatives of individual states or local agencies or organizations.

The available literature focuses on four major issue areas: definitional concerns, reporting and investigatory guidelines, prevention strategies, and model state statutes and policies. Interestingly, despite its incipient nature, this literature presents remarkable consistency in the definition of key issues, as well as in the presentation of recommendations for future governmental action.

For example, the literature reveals a general consensus that definitional standards for institutional child abuse and neglect should be more stringent than those in place for intrafamilial child abuse and neglect. Most authors concurred that the state as the "custodian" for children in institutional settings should be subject to higher standards for child rearing practices and allowed less discretion in deviations from these standards. In addition, many have concluded that the state's failure to meet basic standards for custodial care and adequate supervision also constitutes abuse and/or neglect.

To clarify these more stringent definitional standards, many authors have proposed new federal and state statutory definitions for institutional child abuse and neglect. Typical of these proposed definitions is the one offered by Helfer:

Any interaction or lack of interaction between a child and his or her caregiver which results in non-accidental harm to the child's physical and/or developmental state. (Helfer, 1982)

Notwithstanding this need for definitional clarification, the literature is equally unanimous that existing practices result in widespread underreporting of child abuse and neglect allegations in institutional settings. Noting that most institutions operate behind closed doors with little public scrutiny, researchers point out that typical reporting sources, like concerned neighbors, teachers, and others who may have occasion to see or notice potential indicators of abusive or neglectful situations, are unavailable to the institutionalized child. Many also cite the powerful disincentives intrinsic to the institutional setting - the code of silence among employees and the fear of reprisals among resident children and their families - which conspire against accountable reporting. Given these barriers to reporting, most authors argue that facilities must have very explicit reporting policies and procedures for allegations of child abuse and neglect, and that they must also assure comprehensive staff training to ensure that established guidelines are accountably carried out.

Guidelines for effective, independent investigation of institutional child abuse and neglect allegations are another common focus of the literature. Spurred by recurrent criticisms of in-house investigations of institutional child abuse and neglect reports, there is consensus that such investigations should be conducted by investigatory bodies separate from the operators of these facilities. Several states have also issued "how-to" manuals for conducting these investigations, complete with training curricula for staff and a number of specific teaching aids. Commonly referenced topics in these manuals include: techniques for gathering and preserving physical evidence, methods for recording and documenting testimonial evidence, and suggested formats and content areas for final investigation reports.

The prevention of institutional child abuse and neglect is also a pervasive theme of the literature, and is interwoven with proposals for model state statutes and policies on the subject. Significantly, whereas much of this literature focuses on staff training activities aimed toward preventing abusive or neglectful incidents from occurring, many documents also emphasize that effective prevention is closely linked to a sound state statutory and regulatory framework governing the range of issues specific to institutional versus intrafamilial child abuse and neglect.

The annotations included in this volume summarize 42 articles and reference materials on institutional child abuse and neglect. Articles are organized in the volume by their major content area focus, and an index is also provided to assist readers in locating references on specific topics of interest.

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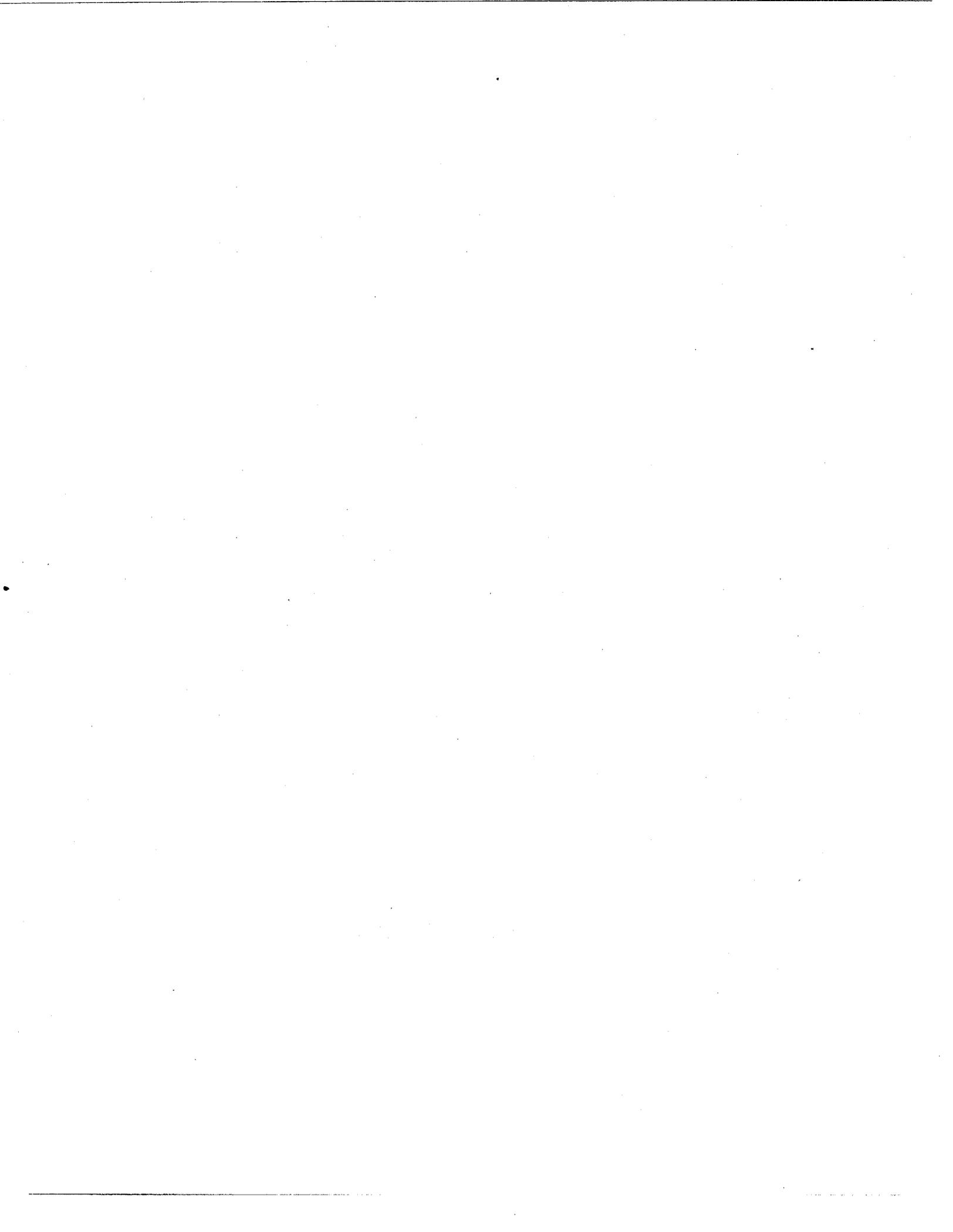
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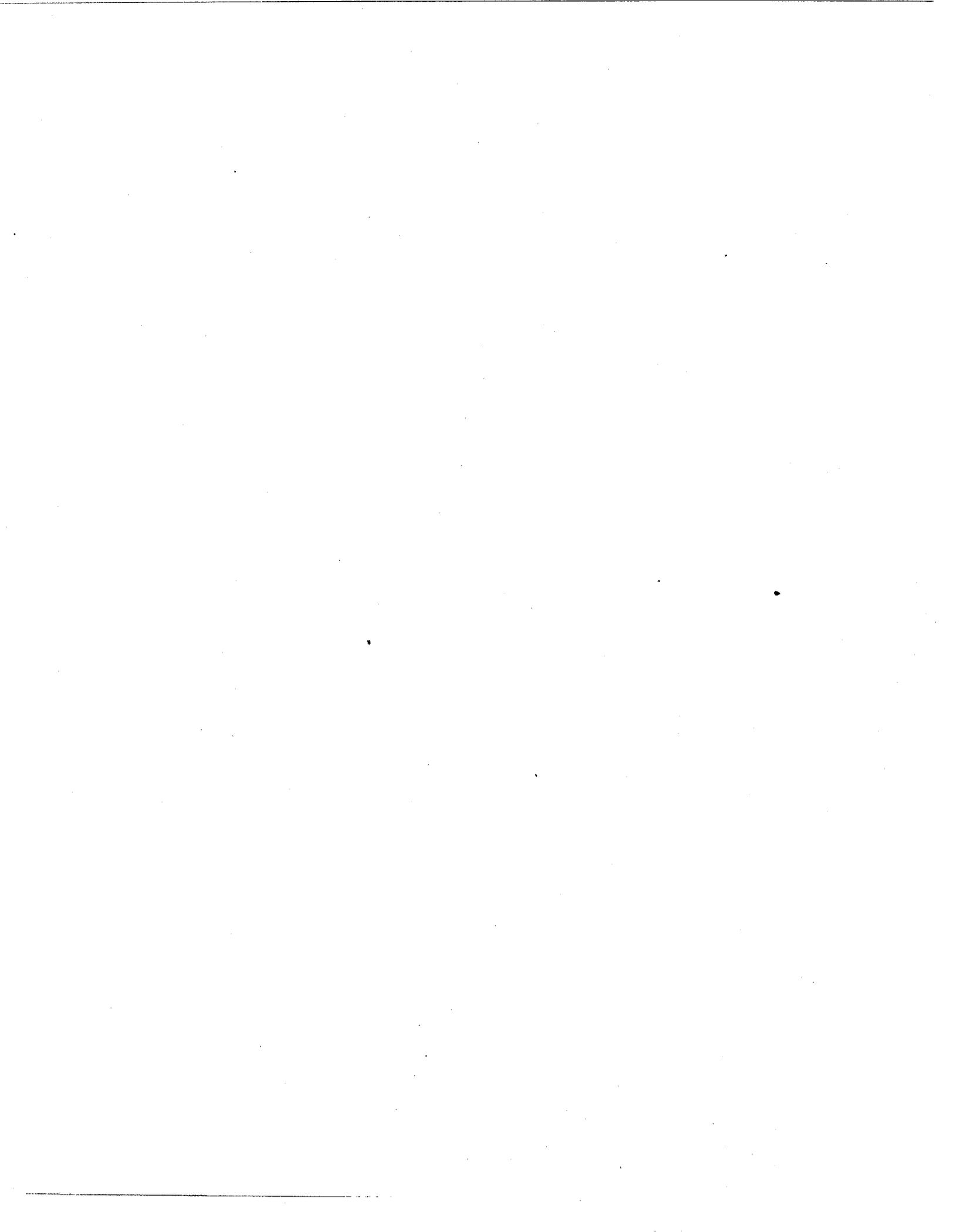
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## **Section I: Introductory Background Resources**



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## **Child Abuse and Neglect in Residential Institutions: Selected Readings on Prevention, Investigation and Correction**

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National Center on Child Abuse and Neglect, Children's Bureau, Administration on Children, Youth and Families, Office of Human Development Services, U.S. Department of Health, Education, and Welfare, Washington, DC 1978

Available from: Clearinghouse on Child Abuse and Neglect Information, P.O. Box 1182 Washington, DC 20013 (301) 251-5157 [No. CD-78-30160]

### **Document Summary**

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This document, organized in six major sections, represents one of the first collections dedicated to the topic of institutional child abuse. Its contents include the Final Report of the First National Conference on the Institutional Maltreatment of Children (Ithaca, New York, 1977); articles on institutional abuse excerpted from the *Human Ecology Forum*, a publication of the New York State College of Human Ecology at Cornell University; excerpts from the Draft Federal Standards for Child Abuse and Neglect Prevention and Treatment Programs and Projects; and the Draft Model Child Protection Act. Resource materials and bibliographies are also included in the collection.

Selected content areas in the collection include:

- Background information concerning the National Center's role in dealing with institutional child abuse and neglect;
- The nature and scope of child abuse and neglect in residential institutions;
- The relationship between institutional abuse and societal abuse; and
- Prevention guidelines for states and institutions.

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## Residential Child Maltreatment: An Unrecognized Problem in the United States

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George Thomas, Ph.D.  
Unpublished, Undated Paper

Available from: Clearinghouse on Child Abuse and Neglect Information, P.O. Box 1182, Washington, DC 20013 (301) 251-5157 [No. CD-06858]

### Document Summary

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In this paper, the author argues that the child welfare field places an undue emphasis on child placement (i.e., removal from the family setting into substitute residential care) without a concomitant investment to the protection of children in placement. Citing data that only 80 of the 711,142 official reports of child abuse and neglect in 1979 dealt with child maltreatment in residential care programs, the author states that underreporting of such incidents is rampant.

Mr. Thomas identifies three interrelated factors which contribute to society's bias for residential placement: the doctrine of *parens patriae*; the concept of child's best interest; and the presumption of best professional judgement. Thomas maintains that the public's acceptance of this rationale, together with the limited resources to sustain residential programs, accounts for the poor recognition of residential child maltreatment in the United States.

In his concluding remarks, Mr. Thomas states that advocacy efforts to date have done little to increase awareness of institutional abuse. He argues that a different approach which relies on legal actions to limit the presumptive powers of state, judicial, and professional authorities in matters related to child placement is necessary. He calls for clearer standards for judging the appropriateness of governmental placement decisions and maintains that such standards will provide the needed framework for establishing a definition of residential child maltreatment which can be understood and supported by the public. He also maintains that protective services for children in residential placement need to be enhanced.

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## **Child Abuse: An Agenda for Action**

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Edited by: George Gerbner, Catherine J. Ross and Edward Zigler  
New York, Oxford Press 1980

Available from: Clearinghouse on Child Abuse and Neglect Information,  
P.O. Box 1182, Washington, DC 20013  
(301) 251-5157 [No. CD-07394]

### **Document Summary**

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This book contains a collection of articles by noted authors in the areas of familial and institutional child abuse and neglect. Topics covered include:

- . Dynamics of human aggression and its relevance to the problems of child abuse;
- . Evolution and evaluation of child protection services and models;
- . Profiles of violence toward children in the United States;
- . Institutional abuse and neglect in residential facilities for the mentally retarded;  
and
- . The television industry's role in portraying the problems of child abuse and neglect.

The concluding chapter outlines immediate and long-term recommendations for the prevention of child abuse and neglect. The authors state that the first step is to agree on a definition of child abuse. "No single definition of abuse has succeeded in fulfilling all of the functions that social scientists and social service professionals would like." In addition, the authors argue that socially sanctioned abuse (e.g., corporal punishment) must be abolished. Citizen reviews of the care provided by residential institutions are suggested as a means to expose the abuses prevalent in such facilities.

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**Oversight Hearings on Title I -- Child Abuse Prevention and Treatment Act and Adoption Reform Act of 1978. Hearings before the subcommittee on select education of the Committee on Education and Labor, U.S. House of Representatives, 96th Congress, 2nd Session, December 2 and 4, 1980**

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Available from: U.S. Government Printing Office, Washington, DC

**Document Summary**

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These hearings examined the progress achieved under the mandate of Title 1 of the Child Abuse Prevention and Treatment Act and Adoption Reform Act of 1978. The second day of the hearings was devoted to discussion of the abuse of children in residential institutions, i.e., those programs and facilities with more than 10 children which provide 24 hour care through the use of full-time staff. Persons testifying at the hearing included:

- . Mr. John Calhoun, Commissioner of the Administration on Children, Youth, and Families;
- . Mr. Joseph Pisani, Chairman of the New York State Temporary State Commission on Child Welfare;
- . Mr. Jerome Miller, President of the National Center on Institutions and Alternatives;
- . Mr. Brian Cahill, Executive Director of the California Association of Children's Residential Centers;
- . Dr. Eli Newberger of the Children's Hospital in Boston, Massachusetts;
- . Mr. George Thomas, President of the Regional Institute of Social Welfare, Athens, Georgia; and
- . Ms. Sharon Harrell, Director of Project HANDS, Washington, DC.

While the testimony referenced many different points of view on the phenomenon of child abuse in residential facilities, several common themes emerged:

- (1) Institutional abuse is conceptually different from familial abuse, and specific definitions should be developed to elucidate these differences.

- (2) The extent of the problem is unknown; reporting of institutional abuse is lacking because traditional sources (e.g., neighbors, teachers, etc.) are not available in the "closed" institutional settings. As one speaker stated: "Why should the program draw attention to bad things about itself?"
- (3) Resources to implement existing laws and mandates are insufficient; consequently, facility staff are poorly trained, poorly paid and poorly supported in their efforts to care for children.
- (4) There is something inherently ill in a society which removes a child from his/her abusive home only to place him/her in a program which is abusive.
- (5) Standards and expectations for the state's responsibility in child care are higher than for families, with less discretion and leeway, and they should be, too.
- (6) Mitigating circumstances, intent and severity of harm are irrelevant in institutional abuse cases. An incident either happened or it didn't.
- (7) The system of child placement diffuses accountability and responsibility such that no one flesh and blood person is responsible for the child's well-being.
- (8) There is a need for an independent investigative capability as well as a need for the investigative body to have the power to correct institutional abuse when it is identified.

In sum, this document provides an excellent overview of expert opinions about institutional child abuse circa, 1980. Its usefulness is still pertinent today.

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## Sexual Problems of Adolescents in Institutions

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David A. Shore and Harvey L. Gochros, Eds.  
C. C. Thomas, Springfield, IL 1981

Available from: Charles C. Thomas, Publisher, Bannerstone House,  
301-327 East Lawrence Avenue, Springfield, IL

### Document Summary

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This book contains a collection of original writings about sexual problems of adolescents in institutions. The book contains a diversity of opinions, treatments, educational strategies, and policy perspectives on the controversial subject of adolescent sexuality.

Many of the articles focus on how best to meet the sexual needs of adolescents consistent with the divergent pressures of legal, religious, and ethical attitudes and values to restrict adolescent sexual behavior. The editors argue that it is important for institutional staff to acknowledge the sexual needs and problems of adolescents in their institutions and to develop effective clinical, educational, and management strategies to facilitate sexual development and expression in socially acceptable, personal growth-producing ways. The editors further note that the realities of residential living magnify the already complex tasks adolescents encounter as they negotiate this developmental stage.

Articles presented are organized under four major content areas: historical and social perspectives, management of sexual behavior, clinical approaches, and special populations.

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## **Institutional Abuse of Children & Youth**

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Ranae Hanson, Editor  
Child and Youth Services Series, Volume 4, Numbers 1/2,  
The Haworth Press, New York, NY 1982

Available from: The Haworth Press, Inc. 28 East 22 Street,  
New York, NY 10010

### **Document Summary**

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This collection of essays provides a useful overview to the range of issues and perspectives related to institutional child abuse. The articles cover such topics as definitions for institutional abuse and neglect, the relationship between corporal punishment and institutional abuse, reporting practices, and prevention strategies. Several articles specifically focus on societal responses to familial abuse and caution that institutional placement, as a preventive strategy to familial abuse, can be abusive itself. The articles point out the dangers faced by children in institutional care and advise that intrusion into children's lives, while sometimes necessary, is not without risk of causing further harm to the child.

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## Proceedings of the Multiregional Conference on Institutional Child Abuse and Neglect, Columbus, Ohio, May 1982

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Edited by Carolyn Washburne, Joan Van Hull, and Nolan Rindfleisch

Available from: Clearinghouse on Child Abuse and Neglect Information,  
P.O. Box 1182, Washington, DC 20013  
(301) 251-5157 [No. CD-07178]

### **Document Summary**

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The proceedings of a multiregional conference on institutional child abuse and neglect are contained in this document. The articles include descriptions of federally-funded research and/or demonstration projects in Ohio, Utah, New York, Washington, DC, Massachusetts, and New Jersey, and address theoretical and legal issues, definitional concerns, staff training needs, and practical approaches for dealing with institutional child abuse and neglect.

Several of the projects described address citizen review boards as an effective means of monitoring conditions within child care facilities. Studies in several states to determine the incidence and prevalence of institutional abuse and neglect confirmed suspicions of underreporting, documented ineffective reporting procedures and indicated that the data about institutional child abuse and neglect are meager, with no definitive statistics available.

A bibliography is included to enable the reader to follow up on selected projects of interest. In addition, the list of conference participants enables users to contact resource people for additional information.

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## Child Abuse in Residential Institutions and Community Programs for Intervention and Prevention

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Jerald Savalls, Ph.D. in *Child Abuse & Neglect*, Vol. 7, pp. 473-75, 1983

### Document Summary

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In this brief communication, the author states that the changing social order and family structure have placed additional demands on a social service system still trying to prioritize its capabilities to handle "nuclear" family problems. He states that, whenever a child is removed from the family setting, the social service system fails in its capability to fill this void: "No institution can provide the tender love and care that is best supplied by other loving family members."

In the past, child abuse and neglect were defined more as neighborhood problems and less as societal problems. Today, however, we have come to depend on large, formal organizations to meet the needs of children requiring out-of-home placement. Institutions, unfortunately, inhibit the child's spontaneity and creativity, promoting conformity rather than independence and actualization of individual potentials. According to the author, this "atmosphere of deprivation" increases the potential for child abuse and neglect in these settings and also ensures that many of these children will continue to be wards of the state as adults, graduating into other forms of institutional care (i.e., prisons, mental hospitals).

Citing the built-in conflict of reporting institutional abuse in many states, the author indicates that child advocates must decide between the therapeutic interests of the child versus the institutional interests of employers. The author concludes that a consumer-oriented service delivery system can be established, building on the precedent of the consumer protection movement. Citizen involvement must be encouraged.

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## **Institutional Child Abuse and Neglect: A Bibliography**

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Joel S. Milner and Donald W. Atten, Western Carolina University, 1985

Available from: Western Carolina University, Department of Psychology,  
Cullowhee, NC 28723

### **Document Summary**

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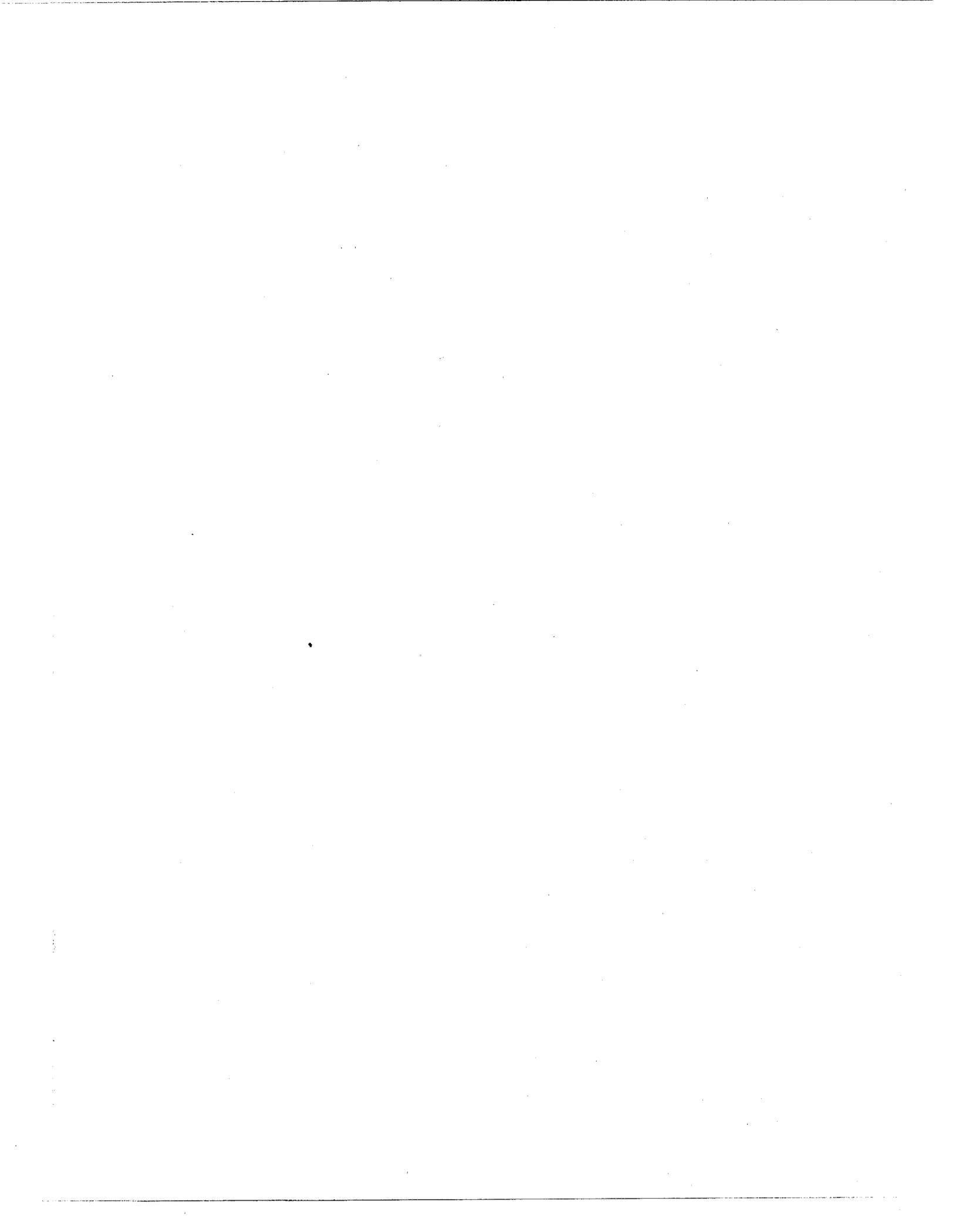
This bibliography contains over 400 citations of published and available papers, books and audio-visual materials on the topic of institutional child abuse dating from 1940-1985. Institutional child abuse is broadly defined to include maltreatment occurring in any out-of-home child care facility, including institutions for the mentally disabled, juvenile reformatories and detention centers, community-based group homes, day care settings and schools. The bibliography contains general theoretical materials as well as empirical research reports.

A variety of topics are covered in the bibliography, including:

- . history of institutional child abuse and neglect;
- . incidence rates;
- . demographic and behavioral characteristics of victims and perpetrators;
- . reporting, investigating and preventing institutional abuse;
- . standards for services in child care facilities;
- . children's rights;
- . care and treatment of abused children;
- . corporal punishment; and
- . job satisfaction of institutional employees.

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## **Section II: Statutes, Policies and Procedures**



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## **Child Abuse and Neglect: A Document for Policy Makers**

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International Children's Centre, Washington, DC (1980)

Available from: Clearinghouse on Child Abuse and Neglect Information,  
P.O. Box 1182, Washington, DC 20013  
(301) 251-5157 [No. CD-7130]

### **Document Summary**

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This brief document provides basic information about child abuse and neglect, and outlines needed elements for more effective national policies for the treatment and prevention of child abuse and neglect.

The document also contains a listing of recommendations to curtail institutional abuse. Ranging from replacing existing large institutions with smaller institutions located near large cities, to educating parents, neighbors and volunteers about the need for day care, group homes and halfway houses in their communities, to establishing independent committees in each institution to investigate complaints about abuse and hold public hearings – these recommendations cover many different systemic approaches to institutional child abuse prevention.

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## **Child Protection: Guidelines for Policy and Program Section K: Guidelines for the Prevention and Correction of Child Abuse and Neglect in Residential Institutions**

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National Clearinghouse on Child Abuse and Neglect, Children's Bureau,  
Department of Health and Human Services, Washington, DC June 1982

Available from: Clearinghouse on Child Abuse and Neglect Information,  
P.O. Box 1182, Washington, DC 20013 [No. 20-1006]

### **Document Summary**

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Part of a larger document on standards for child abuse and neglect programs, these guidelines are designed to encourage the identification and prevention of child abuse and neglect in residential institutions, and to reduce the unnecessary placement of children in these settings. The guidelines address the responsibilities of state governments in ensuring that children residing in institutions are receiving proper care and treatment, and in establishing independent review mechanisms for complaints of institutional child abuse and neglect. They also encourage the formation of an independent state agency to work within state and local governmental structures to develop alternatives to institutionalization for children and to promote institutional child advocacy programs.

Institutional policies and procedures to ensure the adequate reporting and investigation of child abuse and neglect complaints are also stressed. The guidelines further advocate for appropriate staffing levels for institutions and for defined procedures for informing children placed in institutional custody, as well as their families, of their rights.

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## **Report: Legislative Conference on Child Abuse**

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New York State Assembly, Subcommittee on Child Abuse,  
Albany, New York April 1983

Available from: New York State Assembly, Subcommittee on Child Abuse,  
Albany, NY 12248

### **Document Summary**

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This report summarizes the proceedings of a conference on child abuse sponsored by the New York State Assembly. It highlights the problems which were addressed and the legislative solutions that were suggested.

The summaries of four workshops – Prevention; Coordination and Accessibility; the Court System; and Institutional Abuse – are contained in the report. A pervasive theme of all the workshops was the need for services aimed at the prevention of child abuse.

The session on institutional abuse focused on the limited statutory and regulatory framework governing institutional abuse in New York State. The statutory definitions of child abuse and maltreatment in New York at the time of the conference focused on familial situations. Reporting responsibilities within institutional settings were unclear, and investigations were primarily conducted by institutional staff. Workshop presenters identified poorly trained and overworked staff, ineffective administrative management, and minimal supervision of direct line staff as the major factors contributing to institutional abuse and neglect.

Proposed remedies included developing statutory definitions of institutional child abuse and neglect and clarifying standards and procedures for reporting, investigating and preventing these allegations. Recommendations also called for improved screening of potential employees, better pay, and better training for workers in residential care facilities.

This conference and subsequent legislative hearings and research paved the way to passage of New York's Child Abuse Prevention Act of 1985 (Chapters 676 and 677, Laws of 1985) which addressed many of the State's statutory limitations with regard to institutional child abuse and neglect.

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## **Preventing Abuse and Neglect: Volume II, An Analysis of State Law and Proposed Model Legislation**

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Jules Kerness

Abuse & Neglect Prevention Project, School of Social Work Barry University,  
Miami Shores, FL April 1984

Available from: Barry University, School of Social Work,  
11300 Northeast Second Avenue, Miami Shores, FL 33161

### **Document Summary**

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The second volume in a three-volume set developed by the Barry University School of Social Work, this document provides a comparative analysis of state laws which protect disabled persons from abuse and neglect. Based on the findings of the comparative analysis, a model abuse/neglect reporting and protective services law is also presented.

The author identifies many critical elements for state statutes designed to protect disabled adults from abuse or neglect, including: clear operational definitions, a state central registry system, identification of mandated reporters, reporter immunity from liability, clear reporting and investigation procedures, and education and training for all mandated reporters. The author argues that statutory provisions should assure guidelines for emergency intervention and a clear statement of the protective services to be provided. The document also includes a comparative analysis of existing state laws based on these criteria.

A separate chapter briefly examines the states' child protection statutes for their conformance to the above criteria. One of the most significant deficiencies identified in statutes is the frequent failure to include institutional child abuse and neglect within the purview of child protective efforts.

The document concludes with a proposal for a model state code for the protection of disabled adults from abuse and neglect. The model statute focuses only on adults; children are excluded due to the author's belief that protective services provisions and judicial remedies for children would be significantly different.

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## **Preventing Abuse and Neglect: Volume III, A Model System Covering Developmentally Disabled Persons in Residential Facilities**

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Harvey Abrams, Elaine Nuehring and Marilyn Zuckerman

Abuse & Neglect Prevention Project, School of Social Work  
Barry University, Miami Shores, FL April 1984

Available from: Barry University, School of Social Work,  
11300 Northeast Second Avenue, Miami Shores, FL 33161

### **Document Summary**

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The concluding volume of a three-volume set prepared by the Barry University Project, this document summarizes the project, its methods, and its products. The project was premised on the assumption that the enforcement of protective service laws and staff training do help control abuse and neglect in residential facilities.

The two major products of the project – a model system for protecting disabled adults from abuse and neglect, and a model training program for staff in residential facilities serving disabled adults – are described briefly. (See pp. 3-13 and 2-4, referencing Vol. I and Vol. II of this set for more information about these programs.) The project's nationwide dissemination strategy is also described.

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## Papers from a National Policy Conference on Legal Reforms in Child Sexual Abuse Cases

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A report of the American Bar Association Child Sexual Abuse Law Reform Project

National Legal Resource Center for Child Advocacy and Protection, American Bar Association, Washington, DC, 1985

Available from: American Bar Association, 1800 M Street NW, S-200, Washington, DC 20036

### Document Summary

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This document contains papers presented at a national policy conference on legal reforms in child sexual abuse cases sponsored by the American Bar Association's Child Sexual Abuse Law Project. Funded under a grant from the National Center on Child Abuse and Neglect, the conference was designed to provide a forum for a small group of experts to present papers and critically discuss innovations in the legal system's handling of child sexual abuse cases.

The papers address:

- legal issues, such as competency, special hearsay exemptions, and videotaping or televising a child's testimony;
- special training needs for investigators or clinicians who interview sexually abused children;
- factors contributing to a child's memory and recollection of events;
- the pros and cons of videotaping interviews with young children;
- constitutional issues related to alternatives to relying on a child's testimony in open court; and
- recent court cases where experts testified to the credibility of child-victim testimony, despite its frailties, such as confused dates/times or late reporting.

A major theme of many papers is the conflicting roles of the legal system in protecting child-victims and in assuring the basic constitutional rights for alleged perpetrators. These discussions are relevant for professionals responsible for developing employee disciplinary procedures. In addition, special programs from different areas of the country which foster coordination between the criminal and juvenile court approaches to child abuse cases are highlighted.



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## **Section III: Training Curricula and Resources**



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## **Sexual Abuse of Children: Implications from The Sexual Trauma Treatment Program of Connecticut**

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Special Report of Two Research Utilization Workshops, Community Council of Greater New York, April 1979

Available from: Community Council of Greater New York,  
225 Park Avenue South, New York, NY 10003

### **Document Summary**

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In 1978, the Community Council of Greater New York's Child Abuse and Neglect Research Utilization Council sponsored two workshops in New York State to share the results of Connecticut's Sexual Trauma Treatment Program (STTP) with professionals involved in the investigation and treatment of intrafamilial sexual abuse. This document contains the papers presented at the workshop.

The papers include descriptions of the dynamics of familial sexual assault on children, and specific sexual abuse behaviors, intervention and treatment strategies. The importance of a carefully documented, comprehensive physical examination is stressed, and interviewing techniques for the alleged child-victim and the alleged perpetrator are presented. In addition, an evaluation report of the Connecticut program is presented. Several practical appendices, including guidelines for the assessment and investigation of sexual assault cases, and principles and guidelines for physical examinations of alleged sexual assault victims, are also included.

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## Preventing Child Abuse and Neglect: A Guide for Staff in Residential Institutions

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Sharon A. Harrell and Reginald C. Orem, U.S. Department of Health and Human Services, Office of Human Development Services, Administration on Children, Youth and Families, Children's Bureau, National Center on Child Abuse and Neglect, 1980

Available from: Clearinghouse on Child Abuse and Neglect Information, P.O. Box 1182, Washington, DC 20013 (301) 251-5157 [No. 80-30255]

### Document Summary

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Designed for a variety of institutional personnel, including direct care staff and administrative, supervisory, and support personnel, this manual addresses three major questions:

- . What is institutional child abuse and neglect?
- . What are the possible contributing factors?
- . What can be done about institutional child abuse and neglect?

In defining institutional maltreatment, the manual recognizes that the definition is much broader than the usual definition of child abuse and neglect in familial settings. The authors state that society holds substitute caregivers (i.e., institutional staff) to a higher standard of behavior than families who are allowed greater leeway in their child rearing practices. They indicate that maltreatment in institutional settings encompasses grave and criminally culpable physical and sexual abuse, as well as more minor acts of physical aggression, varying degrees of emotional abuse, and the neglect of basic institutional responsibilities for providing a safe, nurturing environment and adequate treatment services.

Several factors are identified which contribute to the incidence of abuse and neglect within institutional settings:

- . characteristics of the children in care;
- . the effects of institutionalization on children in care;

- the difficulties of coping with acting-out behaviors of some children who are institutionalized; and
- the atmosphere of the institution itself.

In elaborating on the last factor, the authors state that stringent limitations on the behavioral sanctions available to institutional staff, the inadequacy of advocacy services available to the children or staff, and the regimentation necessary to control large groups all contribute to an atmosphere conducive to abuse and neglect in institutional settings.

The manual also identifies general guidelines for institutional policies to prevent and appropriately handle allegations of abuse or mistreatment. Behavioral guidelines for staff members, a statement of resident rights, and effective strategies to promote family involvement in the treatment process, as well as reporting requirements, independent investigation requirements, and employee remedial actions and sanctions are presented.

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## Investigating Child Abuse and Neglect in Residential Placements: A General Guide for the State Child Protective Services Agency

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Prepared by: George Thomas, Ph.D., July 1980

Available From: Regional Institute of Social Welfare Research, Inc.,  
455 N. Milledge Avenue, Athens, GA. 30603

### Document Summary

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This staff training guide addresses three main issues: (1) understanding the problems of child abuse and neglect in residential placements; (2) agency responsibilities in addressing institutional child abuse and neglect; and (3) suggested techniques for processing complaints and conducting investigations of child abuse and neglect in residential settings.

The initial section on understanding the problem reviews the many types of residential placements and complaints, and serves as a preface to discussing agency responsibilities according to federal law and procedures. Perhaps the most useful section of this guide is entitled "Handling the Complaint". This section stresses the importance of gathering adequate information and identifies discrete items of information which are critical for the full evaluation of a complaint. It also provides criteria for determining further agency actions subsequent to this initial assessment.

The guide's discussion of investigative techniques focuses on the importance of preparatory steps, including a briefing about the placement facility, completing requisite notifications, and reviewing the initial complaint to identify specific information and/or techniques which may be important to the investigation and/or gaining access to the facility and critical witnesses. This section also covers the purpose of the initial contact, and provides a listing of basic steps for the conduct of investigations.

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## **Child Abuse and Neglect: A Medical Reference**

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Norman S. Ellenstein, M.D., Editor, John Wiley & Sons, New York 1981

Available from: John Wiley & Sons, 605 3rd Avenue, New York, NY 10017

### **Document Summary**

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A medical reference text, this volume presents detailed medical information relevant to physicians, other clinicians, and child protection workers dealing with children who may be or have been abused or neglected. Several chapters deal with specific organ system manifestations of abuse and neglect and how medical professionals can evaluate and treat these problems. Other chapters focus on medical testimony and the use of photographic evidence. Numerous photographs and case examples are provided.

This reference is useful to clinicians who evaluate children for possible abuse or maltreatment, or who provide medical testimony in court. Sections on treatment issues are relevant to professionals involved in the long-term care and counseling of children who have been abused, neglected, or maltreated.

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## Training Residence Staff for Child Abuse Treatment

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Christopher J. Krenk in *Child Welfare*, Vol. LXIII, Number 2, March - April 1982, pp. 167-73.

### Document Summary

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Changes in child abuse and neglect reporting laws have resulted in more effective identification of child molestation victims to legal and juvenile authorities. Data from the state of Oregon show an increase from 50 cases in 1975 to 863 cases in 1981. As a result of improved case finding, reporting, and problem awareness, residential treatment centers have learned that a number of the children they serve have experienced such victimization. Consequently, direct service staff in such programs need specialized training to effectively treat victims and other family members.

This article describes a pilot staff development project at a residential treatment center in Oregon. The project consisted of a needs identification process, design and development of a curriculum with the assistance of a training consultant, completion of training activities, and an evaluation of the training effectiveness. In addition, the agency implemented individual and group therapy specifically designed to remedy the trauma resulting from sexual molestation.

Major positive effects of the program included:

- desensitization of staff's adverse emotional reactions to victims of child sexual abuse;
- demonstrated improvements in staff abilities to identify child sexual abuse victims and assess the treatment needs of victims and other family members; and
- modified staff attitudes toward victims and offenders.

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## **Institutional Child Abuse and Neglect: A Training Guide for Child Care Staff in Residential Institutions**

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Gregory J. Smiles, Project Director, Institutional Child Abuse Project, New Jersey Division of Youth and Family Services, June 1982

Available from: New Jersey Department of Human Services, Division of Youth and Family Services, 1 South Montgomery Street, CN 717, Trenton, New Jersey 08625

### **Document Summary**

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This handbook was prepared by the Institutional Child Abuse Project staff and describes a three-hour training program developed by the project for implementation in New Jersey. The curriculum's major focus is teaching staff in residential child care facilities about staff roles and responsibilities under the child abuse and neglect statutes of New Jersey.

The curriculum contains useful guidelines for identifying child abuse or neglect in institutions, common situations which can lead to abuse or neglect, and exercises for training institutional staff.

The curriculum also includes a section on prevention which describes correct communication skills, disciplinary skills and crisis management skills that can preclude and/or contain incidents which can lead to abuse. While not included within the handbook, the prevention curriculum is available from the New Jersey Division of Youth and Family Services at the address noted above.

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## Child Abuse and Neglect Investigation Decisions Handbook

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Illinois Department of Children and Family Services, July 1982.

Available from: Illinois Department of Children and Family Services,  
One North Old State Capital Plaza, Springfield, IL 62706

### Document Summary

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This detailed manual contains in-depth descriptions of Illinois' laws, rules, regulations, and procedures for reporting, receiving and investigating child abuse allegations. Topics covered include:

- Roles and responsibilities of actors in the child welfare and protective services system;
- Investigative techniques;
- Decision making techniques;
- Gathering and evaluating evidence; and
- Record keeping requirements.

While this document is specifically directed to child protection services workers in Illinois, many sections of the handbook are relevant to child protection workers nationwide. Specifically, the chapters on investigative techniques and gathering and evaluating evidence provide useful information for staff training in any state.

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## **Institutional Child Abuse and Neglect: A Guide for Investigations**

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Gregory J. Smiles, Project Director, Institutional Child Abuse Project,  
New Jersey Division of Youth and Family Services, July 1982

Available from: New Jersey Department of Human Services,  
Division of Youth and Family Services, 1 South Montgomery Street, CN 717,  
Trenton, New Jersey 08625

### **Document Summary**

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The purpose of this booklet is to provide a general understanding of the investigative process for allegations of child abuse or neglect in residential institutions. Parts of the booklet are specific to procedures used by the New Jersey Division of Youth and Family Services, but most of the content is generalizable to other states.

The booklet includes tips and techniques applicable to information gathering in institutional settings, as well as information sources that should be considered in the course of any investigation. Investigative and interviewing techniques are highlighted. An institutional abuse and neglect report format is also included. Although targeted to the beginning investigator, the booklet is also a useful reference for experienced investigators.

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## Manual for Special Investigators

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New York State Office of Mental Health, 1983

Available from: New York State Office of Mental Health,  
Bureau of Employee Relations, 44 Holland Avenue, Albany, NY 12229

### Document Summary

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This manual covers procedures for the investigation of serious incidents, including allegations of abuse, mistreatment, and neglect, in residential facilities for the mentally ill. Prepared by the New York State Office of Mental Health, the manual was designed as the basic text for a one-week intensive training program for special investigators.

The manual is organized in three chapters: Introduction; Principal Parties in an Investigation; and Conducting a Special Investigation. The latter chapter describes the four major phases of an investigation: preliminary steps (e.g., securing the scene, separating and sequestering witnesses, medical examination of the victim); obtaining witness accounts (e.g., investigative interviews, special witness categories, recording witness statements); analyzing the evidence (e.g., assembling evidence, evaluating witnesses, developing a theory of the case); and preparing the written report of the findings.

This manual also includes several appendices which can be used by investigators to improve their skills and techniques. Further information about the training program can also be obtained from the New York State Office of Mental Health at the address noted above.

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## **Sexually Abused Children: Prevention, Protection, and Care A Handbook for Residential Child Care Facilities**

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Edited by Elizabeth L. Navarre, Residential Child Care Project,  
Indiana University School of Social Work, Indianapolis, IN 1983

Available from: Clearinghouse on Child Abuse and Neglect Information,  
P.O. Box 1182, Washington, DC 20013  
(301) 251-5157 [No. CD-07227]

### **Document Summary**

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This training handbook focuses on sexual abuse and is directed toward administrators and staff of residential child care facilities. The author begins with the premise that, although residential facilities are expected to exhibit greater care than is expected of natural parents, the nature of the institution, as well as the prior experiences and characteristics of the children, often makes this difficult. She asserts that, to ensure appropriate child care and treatment, facility administrators must be sensitive to their responsibilities in providing staff with appropriate knowledge, support and organizational structures.

The first part of the document focuses on legal and social definitions, and the incidence, dynamics and effects of sexual abuse on children. The second part of the document addresses preventive and therapeutic measures for residential facilities. The third part of the document focuses on specific measures for caring for children who have been sexually abused.

Of particular interest in this document are the listed strategies for preventing the sexual abuse of children by staff within the facility. Ms. Navarre indicates that an effective prevention program should include: employment screening; training and support for staff members; open communication; and self-protection efforts by staff which can limit their being drawn into difficult or potentially comprising situations. She also stresses the importance of structure and sufficient program activities within the residential facility in preventing abuse incidents. Another section of the document contains a comprehensive list of indicators of possible sexual abuse, including verbal cues, behavioral cues, and physical cues. Suggestions for in-service training for staff are also contained in this practical handbook.

The Indiana State Department of Public Welfare's *Protocol for Investigating Institutional Abuse/Neglect Allegations* (Revised November 1982) is included as an appendix to the handbook. A bibliography and a listing of audio-visual aids are also provided.

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## **Preventing Abuse and Neglect: Volume I, A Staff Training Curriculum for Facilities Serving Developmentally Disabled Persons**

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Harvey Abrams, Elaine Nuehring and Marilyn Zuckerman

Abuse & Neglect Prevention Project, School of Social Work Barry University,  
Miami Shores, FL April 1984

Available from: Barry University, School of Social Work,  
11300 Northeast Second Avenue, Miami Shores, FL 33161

### **Document Summary**

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This document is one of a three-volume set developed by the Barry University School of Social Work on the prevention of abuse and mistreatment of developmentally disabled individuals residing in institutional settings. It presents a staff training curriculum organized in four modules:

- Abuse and Neglect Identification and Reporting
- Normalization and the Bill of Rights
- Introduction to Behavior Management
- Aggression Control Techniques

Each module is comprehensive and includes exercises and problem-solving simulations for participants. The detailed instructions for each module include audio-visual aids, time schedules, case examples, and tips and techniques for training.

Three of the four modules can be implemented without specialized training for the instructors. Specialized training for instructors is required, however, for the Aggression Control Techniques module.

While the program was designed for delivery to new staff members in a pre-service training program, it can also be used for in-service training with existing staff. In addition, although the presentation of all the modules is recommended, the authors note that each module can be presented independently.

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## The Investigation of Child Abuse in Secure Facilities

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The Interstate Consortium on Residential Child Care, Inc. Trenton, NJ  
Undated, circa 1984

Available from: State of New Jersey, Department of Human Services,  
Division of Youth and Family Services, 1 South Montgomery Street, CN 717,  
Trenton, NJ 08625

### Document Summary

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This booklet is designed to familiarize the child protection worker with issues related to the investigation of child abuse in secure care residential facilities. It is not a step-by-step guide for conducting investigations, but a discussion of the issues and problems involved in investigating incidents in secure correctional settings.

Arguing that most child protection workers are unprepared to conduct such investigations, the authors also point out that child care professionals often find it difficult to assume the role of the investigator/fact-finder because this role may conflict with the nurturing, altruistic motivation which directed their career choice to child care.

This document provides a useful introduction to child care institutions, with particular emphasis on secure care facilities, and it offers many specific guidelines for child protective workers in pursuing investigative responsibilities. For example, the handbook advises child care workers to:

- Become informed about the facility and its policies;
- Locate and review as much documentation as possible about the incident before beginning interviews;
- Avoid leading questions; and
- Conduct interviews with as many people as possible on the same day to minimize the potential for collusion among potential interviewees.

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## Trigger Stories: Preventing Institutional Child Abuse through the Development of Positive Norms for Staff

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Interstate Consortium on Residential Child Care, Inc. Trenton, New Jersey

Available from: Clearinghouse on Child Abuse and Neglect Information,  
P.O. Box 1182, Washington, DC 20013  
(301) 251-5157 [No. CD-07214]

### Document Summary

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The *Trigger Stories* training package consists of a series of exercises designed to assist managers of juvenile secure care facilities in creating positive norms for staff behavior. Each exercise consists of a brief vignette followed by questions designed to promote discussions of child care issues. Addressing physical, emotional, and sexual abuse, the vignettes target a number of staff behaviors and attitudes which are associated with inappropriate staff-resident interactions, including staff burnout, racism, sleeping on duty, and the inadequate supervision of staff.

The use of the *Trigger Stories* package enables the group leader to explore the standards staff members place on their own behaviors in interactions with residents. The package is designed to facilitate the discussion of threatening, emotion-laden topics of child abuse within the institutional setting, and it is expected to lead to increased clarity on the goals, values and practices of good child care.

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## Manual for Investigation of Child Abuse and Neglect in Out-of-Home Care

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South Dakota Department of Social Services,  
Office of Children and Family Services, Pierre, SD 1984

Available from: South Dakota Department of Social Services, Knelp Building,  
700 North Illinois Street, Pierre, SD 57501-2291

### Document Summary

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Under a grant from the National Center on Child Abuse and Neglect, this manual was developed to aid protective services staff in the investigation of abuse/neglect incidents involving children placed in out-of-home care facilities. Out-of-home care neglect and abuse is defined as

"any system or program, policy or procedure, and any individual interaction with a child in placement, which abuses, neglects, or is detrimental to a child's health, safety or emotional or physical well-being or in any way exploits or violates the child's basic rights."

The manual contains information about the typical characteristics of children in residential care facilities, facility conditions which may contribute to a climate where child abuse or neglect may occur, South Dakota reporting procedures, and the investigative procedure for institutional abuse/neglect allegations in South Dakota.

An investigative team is required to complete institutional abuse/neglect investigations in South Dakota. The manual contains descriptions of team members' roles and also provides information about evidence collection techniques, interviewing techniques, evidence evaluation steps, and investigation reports.

Much of the information in this manual appears generalizable and useful to institutional abuse/neglect investigators in other states.

## **Section IV: Research Studies and Reports**

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## **Institutional Child Abuse and Neglect in New Jersey: 1978 to 1980**

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Gregory J. Smiles, Project Director, and Robert Mahon, Child Abuse Project,  
New Jersey Division of Youth and Family Services, September 1980

Available from: New Jersey Department of Human Services,  
Division of Youth and Family Services, 1 South Montgomery Street, CN 717,  
Trenton, New Jersey 08625

### **Document Summary**

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This report represents a summary of the activities of the New Jersey Institutional Child Abuse Project, a three-year study funded by the National Center on Child Abuse and Neglect. The project was responsible for the coordination of all activities which concerned the abuse and neglect of children in out-of-home care settings, excluding foster care. Activities of the project included:

- Reporting/public awareness efforts;
- Review of investigations of alleged institutional child abuse or neglect; and
- Training and technical assistance initiatives to improve institutional abuse reporting and investigations.

This report marked the first time that statistical data were compiled on institutional child abuse and neglect in New Jersey, and one of the first such efforts nationwide. The report contains data about the incidence of institutional child abuse during the years 1978-80. It also contains information about allegations substantiated upon investigation. Recommendations for continued change are included.

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## A Review of the Literature on the Prevention of Child Abuse and Neglect

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Raymond E. Helfer, M.D., in *Child Abuse & Neglect*, Volume 6, pp. 251-61, 1982

### Document Summary

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In this literature review, the author summarizes available research on a number of different primary and secondary prevention strategies for child abuse, including:

- Treatment services for the child;
- Family-oriented programs and family advocacy;
- Expansion of existing protective service programs;
- Early childhood education programs;
- Development of multidisciplinary teams;
- Training of paraprofessionals and parents;
- Increasing the role of public education;
- Enhancing the mother/baby bond in the newborn period;
- Organization/structure of the community; and
- Changes within the society and political structure.

Pointing to various studies which have demonstrated the successes and failure of these approaches, the author also notes that only three studies commented on the comparative effectiveness of various prevention strategies. He concludes that given the many forms and causes of child abuse and neglect, prevention is achievable only through a multifaceted approach. In this approach, he advocates for the aggressive concurrent pursuit of several strategies, including:

1. A community consortium committed to the dictum that family violence in their community is unacceptable;

2. A mass media, never-ending campaign to educate the public on this dictum;
3. A major change in our health services to include some form of training for all new parents in the art of communicating with one's new baby;
4. A home health visitor program for all new parents for one to two years after the birth of their firstborn child;
5. An early child development program for all preschool children run by churches, schools, and community colleges;
6. An interpersonal skills program (how-to-get-along curriculum) in the public schools (K-12) built upon simple skills in grade school, advancing to courses in sexuality and parenting in high school; and
7. An adult education program for two levels of young adults – those who had a positive rearing and want a refresher course in childhood before they become parents; and those who had difficult childhoods and who need a "crash course in childhood and child rearing" before parenting is undertaken.

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## Prevention and Appropriate Handling of Maltreatment of Children in Residential Facilities

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A Report on Research and Demonstration Activities of the United States National Center on Child Abuse and Neglect, 1978-1982

National Center on Child Abuse and Neglect, Children's Bureau, Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health, Education and Welfare

Available from: Clearinghouse on Child Abuse and Neglect Information,  
P.O. Box 1182, Washington, DC 20013  
(301) 251-5157 [No. CD-07020]

### Document Summary

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This paper discusses the activities of the National Center on Child Abuse and Neglect related to institutional child abuse and maltreatment during the years 1978-82. Activities and findings of eight government-funded projects (three research studies and five demonstration efforts) are reported.

The studies and projects cover a range of issues germane to the prevention and appropriate handling of allegations of institutional child abuse and neglect, including:

- Reporting and investigating procedures;
- Appropriate corrective actions;
- Model state statutes;
- Model institutional child protective service systems; and
- Research needs and designs.

Several issues identified for continued attention by the National Center include:

- Improved training programs for child care workers;
- Development and dissemination of effective models for child protective services in institutions;
- Increased state licensing attention to child protective services in residential facilities; and
- Educational campaigns to promote public and professional advocacy for improvements in institutional care for children.

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## Assessing Employee Potentials for Abuse

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M. D. Haddock, Rosemead Graduate School of Professional Psychology, 1982  
(Doctoral Dissertation)

Available from: Dissertation Abstracts International

### Document Summary

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This dissertation contains the results of an initial attempt to develop a battery of questionnaires and demographic data for the early identification of institutional caretakers with potential for abusing clients. The Child Abuse Potential Inventory, Minnesota Satisfaction Questionnaire, and a General Information Form were used as the test battery.

Data were collected post hoc from 42 matched subjects, 21 known nonabusers and 21 known abusers, from California State Hospitals. Data analysis using multiple regression and discriminant function analyses classified 93 percent of the cases correctly.

The author identified eight variables which accounted for 73 percent of the variance. These included: Child Abuse Potential Inventory scale; Minnesota Satisfaction Questionnaire subscales 10, 4, and 2; number of children; extreme parental discipline; amount of alcohol consumption; and marital status. Suggestions for further research are discussed.

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## **Protection of Children in Residential Care: A Study of Abuse and Neglect in Child Care Institutions in New York State**

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New York State Senate, Subcommittee on Child Abuse, September 1983

Available from: New York State Senate, Subcommittee on Child Abuse,  
Albany, NY 12224

### **Document Summary**

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This report contains the findings of a three-year project which assessed the nature and incidence of child abuse and neglect in institutional settings. The project disclosed that more than 80 percent of all alleged incidents of child abuse and neglect were never reported, as legally required, to the New York State Central Register for Child Abuse and Neglect. In addition, the study documented a significant incidence of objectionable child care practices prohibited by State regulations, but not part of the statutory definition of child abuse or neglect.

Factors associated with the incidence of abuse and neglect included the inappropriate use of discipline, isolation and restraint, poor management practices, geographic location, public versus private agency operation, the availability of staff training, facility staffing patterns, and faulty oversight of facilities by State licensing agencies.

Several practical approaches to reduce the incidence of institutional child abuse are also proposed. These include a comprehensive administrative response system based upon a proposed statutory definition of institutional abuse and neglect, a comprehensive child care worker training curriculum dealing with alternatives to restraint, appropriate restraint techniques, and State laws and regulations governing child abuse and neglect. A recommended statute for institutional child abuse and neglect is also included.

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## Predicting Employee Abuse of Minors in Out-of-Home Facilities

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J. S. Townsend, Rosemead Graduate School of Psychology, 1984  
(Doctoral Dissertation)

Available from: Dissertation Abstracts Internation

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### Document Summary

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This dissertation contains the results of a predictive study of the use of three test batteries (the Child Abuse Potential Inventory, the Minnesota Satisfaction Questionnaire, and the General Information Form) designed to screen potential child abusers among direct care employees in out-of-home institutions.

Subjects were 79 newly-hired employees (seven days or less) at six out-of-home care institutions who volunteered to complete the test battery. Using Haddock's (1982) weightings (see page 4-5, this volume), the author predicted whether or not each employee would abuse or neglect a child within the next six months.

Results indicated that a false positive rate of 71.4 percent occurred. Of the 59 subjects who completed six months of service, 14 were found to be abusers. A simple chi-square performed on the predicted versus observed scores indicated that abuser and nonabuser groups were not differentiated by the battery as weighted. Three reasons for the high false positive rates were hypothesized: length of the study, different samples, and different testing situations. Implications for further study are suggested.

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## Dilemmas in Planning for the Protection of Children and Youths in Residential Facilities

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Nolan Rindfleisch, Ph.D. and Joel Rabb, Ph.D. in *Child Welfare*, Vol. LXIII, Number 2, March - April 1984, pp. 205-15.

### Document Summary

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The authors argue that intensely held and uncompromising views on the nature and magnitude of the problem of institutional child abuse and neglect are a major barrier to the development of statutes and procedures for protecting children in institutions, the effective use of child protective services, and the development of efficient and effective systems of reporting.

The authors describe the results of two surveys they completed to identify attitudes toward institutional child abuse and prevention. The first survey was directed toward institutional respondents and the second survey was directed toward child protection agency respondents. The data indicated that, on seven of the eight attitude items, the two groups differed significantly. Facility respondents believe that the problem of abuse and neglect is exaggerated, that facilities themselves should validate complaints, and that abuse and neglect are internal matters. Child protection respondents, on the other hand, do not view the incidence of abuse and neglect as exaggerated, believe that facilities should not be left to validate complaints, and believe that the problem requires child protective services' involvement.

The authors state that these basic differences are key factors sustaining the current inadequate statutory and administrative provisions governing state efforts to combat institutional child abuse and neglect. The authors further identify three undesirable consequences of the lack of adequate provisions:

- (1) states have had to "stretch" their abuse and neglect statutes to apply to the institutional arena;
- (2) institutional maltreatment remains substantially underreported; and,
- (3) public child welfare agencies typically place a portion of children referred to them into residential facilities of last resort. Given this circumstance, the agency adopts a "hands-off" attitude to avoid disturbing these placements.

The authors conclude that the overarching barrier to institutional child abuse and neglect is that states have not responded in a planned, credible fashion. Nevertheless, they state, development of approaches to deal with the problem must deal with basic areas of disagreement if protection of children after placement is to be improved.

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## How Much of a Problem is Resident Mistreatment in Child Welfare Institutions?

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Nolan Rindfleisch, Ph.D. and Joel Rabb, Ph.D. in *Child Abuse & Neglect*,  
Vol. 8, pp. 33-40, 1984

### Document Summary

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This article reports the findings of a research study on the incidence and scope of institutional child abuse and neglect. Through a mail survey to 1,700 facilities across 48 states, data were obtained on the number of abuse and neglect complaints reported by child welfare facilities, and the number of such complaints which were later confirmed. In addition, site visits were made to 12 facilities in four states to validate mail survey data and to document child protective practices and experiences across different states.

Study findings indicated that approximately 40 percent of the 1,100 respondents reported no complaints of institutional child abuse and neglect in 1979. Complaint rates ranged from .025 to .055 complaints per 100 residents, with an average of .039 complaints per 100 residents. The authors conclude that these low rates are strongly suggestive of substantial underreporting by child welfare facilities.

Other findings revealed an ad hoc quality to the child protective efforts in the facilities visited. Reporting and investigation practices varied widely even within facilities. Informal procedures were the norm, and many alleged child abuse and neglect complaints were not addressed at all.

The authors conclude that the issue of institutional child abuse and neglect deserves a higher priority among state child protective service programs, especially since children and youth in residential programs are vulnerable and have typically been placed into such facilities for their protection. Statutory mandates, administrative guidelines, and staff training are required to effectively deal with complaints of child abuse and neglect in residential facilities.

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## A Study to Define and Assess Severity of Institutional Abuse/Neglect

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Joel Rabb, Ph.D., and Nolan Rindfleisch, Ph.D., in *Child Abuse & Neglect*,  
Vol. 9, pp. 285-294, 1985

### Document Summary

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This paper reports the findings of an empirical study of judgements concerning the seriousness of selected institutional child maltreatment incidents. The authors hoped this research would be helpful to policymakers in developing operational definitions for child abuse and neglect in institutional settings. Pointing out that child abuse statutes in only 13 states specifically reference institutional child abuse, the authors maintain that institutional child abuse remains largely "legally invisible."

The findings suggested that an assessment of harm to the child did not necessarily translate to a judgement of abuse or neglect, although the presence of a known negative consequence to the child (e.g., an injury) did increase the likelihood that respondents would judge the event as serious. The data also showed that, whereas institutions are seen as having a greater responsibility for physical care and supervision than parents, less was expected of institutional staff in terms of emotional care and control of children.

The authors conclude that the findings strongly support the need for explicit statutory language defining events and staff-client interactions which constitute institutional child abuse and neglect. The research design utilized in the study is also a useful model for initial institutional staff training efforts in exploring staff attitudes toward child abuse and neglect.

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## Child Protective Services: A System Under Stress

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New York State Senate, Standing Committee on Child Care, January 1986

Available from: New York State Senate, Standing Committee on Child Care,  
Albany, NY

### Document Summary

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This report presents the findings of a year-long study of local child protective services in New York State. Conducted by the New York State Senate Standing Committee on Child Care, the study was based on extensive field research in a number of counties representative of child protective operations in the State.

The study documents a system under stress. Faced with dramatically increased reporting of child abuse and maltreatment, local governments are encountering difficulties, sometimes severe, in meeting the responsibilities assigned to them by law.

The report discloses deficiencies in the timeliness and efficacy of the local process in investigating child abuse reports, and major problems in the delivery of protective services to children and families.

Recommendations offered to ameliorate the problems outlined in the report include:

- Legislation establishing a single State aid formula for protective, preventive and other child welfare services;
- Legislation to revise the single organizational mandate for local child protective services, to redefine their functions to exclude service delivery and to emphasize their investigative and monitoring responsibilities;
- Better staffing and training for personnel of the State Central Register, and improved technical capacity for this State hotline and its computer system;
- Legislation to require the State Central Register to provide for referral of all cases outside the jurisdiction of the Child Protective Services Act to law enforcement agencies when there is a possibility that a crime may have been committed; and
- Legislation requiring the establishment of guidelines for determining the need for immediate face-to-face contact after a report has been made, and for evaluating whether or not credible evidence exists to indicate a child abuse report.

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## **Environmental Influences on Incidents of Alleged Child Abuse and Neglect in New York State Psychiatric Facilities: Toward an Etiology of Institutional Child Maltreatment**

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Edward R. Blatt, Ph.D. and Scott W. Brown, Ph.D. in *Child Abuse & Neglect*, Vol. 10, pp. 171-80, 1986.

### **Document Summary**

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This paper reports the findings of a study of 232 allegations of child abuse and neglect in mental health institutions in New York State. The study sought to test the hypothesis that environmental stresses placed on child care workers can precipitate incidents of child maltreatment in institutional settings in the same way that stress and anxiety experienced by a parent can contribute to incidents of abuse in the home.

The study focused on administrative policy decisions, patient census and admissions, seasonal influences, staffing levels, and identifiable one-time disruptions in daily routines as potential contributors to institutional abuse incidents. The authors found that staff-to-client ratios, changes in routine, and month of the year were related to reports of child abuse and neglect in mental health facilities. For example, the authors noted that movement of an adolescent unit of one facility to a new building had resulted in a dramatic increase in reported allegations.

The authors conclude that awareness of the relationships between environmental disruptions and changes and increased allegations should allow facility administrators to take needed preventive actions.

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## Child Abuse Potential and Work Satisfaction in Day-Care Employees

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Donald W. Atten, M.Ed., and Joel S. Milner, Ph.D. in *Child Abuse & Neglect*, Volume 11, pp. 117-123, 1987.

### Document Summary

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While the literature on institutional child abuse is replete with inferences that job-related factors are important in the occurrence of employee child abuse, this study - designed to examine job satisfaction and its relationship to abuse potential - showed only two job satisfaction items which were modestly related to child abuse potential in day-care employees.

The authors administered the Child Abuse Potential Inventory and a Work Satisfaction Questionnaire to 228 day-care employees at 40 centers in North Carolina. Small, yet significant, inverse scores were observed between abuse potential scores and two job satisfaction items. As the clarity of job expectations and overall job satisfaction increased, abuse potential scores decreased. In addition, significantly lower abuse potential scores were found for employees from "superior" day-care centers and for employees rated "high" by day-care center directors.

The job satisfaction items found to be unrelated to abuse potential scores included:

- . quality of supervision;
- . relevance of job training;
- . satisfaction with pay;
- . opportunity for career advancement;
- . ability to handle difficult children; and
- . ability to handle job-related stress.

The authors suggest that these data show that the Child Abuse Potential Inventory can help distinguish some sub-groups of day-care employees thought to differ in quality of child care provided.

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## **Child Abuse and Neglect in Mental Retardation and Mental Health Facilities in New York: An Assessment of the Nature and Investigation of Reports Prior to Implementation of New York's Child Abuse Prevention Act of 1985**

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New York State Commission on Quality of Care for the Mentally Disabled,  
Albany, NY 1987

Available from: NYS Commission on Quality of Care for the Mentally Disabled,  
99 Washington Avenue, Albany, NY 12210 (\$3.00 fee/per copy)

### **Document Summary**

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This report presents information gleaned from analysis of a complete set of 80 child abuse and neglect reports filed by mental hygiene residential facilities in New York during a six-month period from September 1985 - February 1986. Data are presented on reporting issues, immediate handling of alleged abuse/neglect incidents, investigative techniques and case dispositions. Characteristics of alleged victims and perpetrators are also described.

Data analysis confirmed a reporting rate among institutionalized children with mental disabilities more than three times greater than for New York State as a whole. The report also highlights a number of issues which inherently complicate the comprehensive investigation of institutional child abuse and neglect cases, but cites apparent deficiencies in the reporting and handling of many of the studied cases which seriously compromised the facility's investigative performance. Perhaps most informative are the reports' numerous recommendations related to the prevention of allegations of child abuse and mistreatment based on the profiles of alleged child- victims and alleged perpetrators in the cases examined, as well as specific circumstances surrounding the incidents which led to the allegations. The report also offers recommendations to enhance the reporting and investigation of allegations, as well as administrative oversight of the reporting practices and investigation quality.

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