

**CHILD ABUSE AND NEGLECT AND CHILD SEXUAL
ABUSE PROGRAMS**



HEARING
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON
GOVERNMENT OPERATIONS
HOUSE OF REPRESENTATIVES
NINETY-NINTH CONGRESS
SECOND SESSION

MARCH 12, 1986

for the use of the Committee on Government Operations

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CONTENTS

	Page
Hearing held on March 12, 1986.....	1
Statement of:	
Aber, Dr. J. Lawrence, assistant professor of psychology, Barnard College and Graduate Faculties, Columbia University, representing the American Psychological Association.....	40
Astrue, Michael J., Acting Deputy Assistant Secretary for Legislation, Department of Health and Human Services.....	66
Birch, Thomas L., legislative counsel, National Child Abuse Coalition.....	13
Hereford, Bulinda, program director, the Proud Parents Program, Richmond, VA, accompanied by Tracy Johnson and Dawn Jones, teenage mothers.....	4
Krugman, Richard, M.D., director, C. Henry Kempe National Center for the Prevention and Treatment of Child Abuse and Neglect, Denver, CO, representing the American Academy of Pediatrics.....	27
Livingston, Dodie, Commissioner, Administration for Children, Youth and Families, Office of Human Development Services, Department of Health and Human Services, accompanied by Joseph Mottola, Deputy Commissioner, and Dr. Jane Burnley, Associate Commissioner, Children's Bureau.....	72
Powell, Sue, volunteer, Delaware Committee for Prevention of Child Abuse, Wilmington, DE.....	12
Strom, Joyce, deputy director, Child Welfare League of America, Inc.....	52
Weiss, Hon. Ted, a Representative in Congress from the State of New York, and chairman, Intergovernmental Relations and Human Resources Subcommittee: Opening statement.....	1
Letters, statements, etc., submitted for the record by:	
Aber, Dr. J. Lawrence, assistant professor of psychology, Barnard College and Graduate Faculties, Columbia University, representing the American Psychological Association: Prepared statement.....	44-51
Burnley, Dr. Jane, Associate Commissioner, Children's Bureau, Department of Health and Human Services:	
Representation of absence of conflict of interest.....	122
Summary of NCCAN staff education and experience.....	101
Hereford, Bulinda, program director, the Proud Parents Program, Richmond, VA: Prepared statement.....	8-11
Krugman, Richard, M.D., director, C. Henry Kempe National Center for the Prevention and Treatment of Child Abuse and Neglect, Denver, CO, representing the American Academy of Pediatrics: Prepared statement.....	31-39
Livingston, Dodie, Commissioner, Administration for Children, Youth and Families, Office of Human Development Services, Department of Health and Human Services: Prepared statement.....	77-93
Strom, Joyce, deputy director, Child Welfare League of America, Inc.: Prepared statement.....	56-60

APPENDIX

Material submitted for the hearing record.....	133
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CHILD ABUSE AND NEGLECT AND CHILD SEXUAL ABUSE PROGRAMS

WEDNESDAY, MARCH 12, 1986

HOUSE OF REPRESENTATIVES,
INTERGOVERNMENTAL RELATIONS
AND HUMAN RESOURCES SUBCOMMITTEE
OF THE COMMITTEE ON GOVERNMENT OPERATIONS,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2247, Rayburn House Office Building, Hon. Ted Weiss (chairman of the subcommittee) presiding.

Present: Representatives Ted Weiss, Robert S. Walker, Richard K. Arney, and Patrick L. Swindall.

Also present: James R. Gottlieb, staff director; Diana M. Zuckerman, professional staff member; Gwendolyn S. McFadden, secretary; and Martha Morrison, minority professional staff, Committee on Government Operations.

OPENING STATEMENT OF CHAIRMAN WEISS

Mr. WEISS. The subcommittee will come to order.

Today's hearing will review the Department of Health and Human Services' response to the national tragedy of child abuse and neglect.

In the last few years, reported cases of child abuse have increased an average of 15 percent each year and reports of sexual abuse have increased even more dramatically. Experts now estimate that 5 to 10 million American children are abused every year. Federal funding allows the National Center on Child Abuse and Neglect [NCCAN] to provide grants to States and to public and private nonprofit organizations for research and services for abused and neglected children, including children who have been sexually abused. It also funds a national study of the incidence of the problem, which is intended to help determine the need for services.

Another important aspect of this Federal effort is the dissemination of information about how to prevent and treat abuse and neglect. This is a good example of why a Federal program is so important: rather than have each State try to fund programs and research, which is bound to lead to an expensive overlap of efforts, it is much more cost-effective to fund the best possible programs and research efforts, and then provide information about those programs and results to people across the country.

President Reagan has acknowledged his support of these efforts, saying, "If parents can get help in coping with the pressures in

their lives and if communities support preventive programs to assist parents and others responsible for the care of their children, young lives can be saved and suffering prevented." And yet, Federal child abuse prevention efforts have not attracted the strong support of his administration. Every year starting in fiscal year 1982, the President's budget has proposed substantial funding cuts for the National Center on Child Abuse and Neglect. As a result, funding was cut 23 percent, to \$16 million, in fiscal year 1982, and it was frozen at that level through fiscal year 1984. In 1984, the administration expanded NCCAN's jurisdiction to include the protection of handicapped infants; and so in 1985, Congress increased the funding to \$26 million. Despite this substantial increase in responsibilities, the President proposed cutting the budget to only \$22 million for 1986. Fortunately, Congress approved almost \$31 million, as well as an additional \$8.5 million for other types of family violence grants, for battered women and the abused elderly.

This year, in his fiscal year 1987 budget, the President proposes combining the funding for programs for abused and neglected children with other domestic violence programs, and reducing overall funding by 23 percent. This would apparently eliminate the National Center on Child Abuse and Neglect as a separate entity, and provide less money for services and research. Perhaps cruelest of all, it would create a direct competition between services for abused children, abused elderly men and women, and battered wives.

I believe that NCCAN is grossly underfunded, but it seems impractical to dwell on the need for more funding at this hearing. Instead, we will focus on how the money that is being spent could be more effectively used to attack the problem of child abuse and neglect.

The subcommittee has compiled evidence over the past few months that the administration is mismanaging and neglecting even this modest child abuse program. Many decisions to fund programs for abused and neglected children are based on the whims of the Assistant Secretary, who overrules the recommendations of experts in the field, and the effectiveness of Federal child abuse programs are being undercut by a series of penny-wise but pound-foolish decisions. An example is the Assistant Secretary's refusal to provide funds for child abuse prevention programs for States with Children's Trust Funds, although these funds were appropriated last year.

Throughout this oversight investigation, the Department has attempted to block our efforts. Virtually every request for information has been initially ignored, and we were in fact forced to issue and enforce a legal subpoena to get some information from the Department. The Department's most frequent response to our request for information has been either, "We don't know," or, "We won't give you that information."

At 4:30 yesterday afternoon, we were informed that three key administration witnesses whom we had requested, including the Assistant Secretary, who is responsible for the program, and two knowledgeable staff people at NCCAN, would not appear at our hearing today. In fact, the Assistant Secretary's staff indicated that she would not make herself available at any time in the future.

One can only assume that the Assistant Secretary does not believe she is accountable to the Congress for the operation of this very important child abuse program. I understand that this is not the first time she has failed to appear at congressional hearings, and that she nevertheless may soon be nominated to head the Social Security Administration. I intend to make sure that the appropriate committees in the Senate are apprised of the Assistant Secretary's continuing refusal to appear before the Congress when summoned.

At today's hearing, we will be seeking answers to a number of questions, including:

One, is the National Center on Child Abuse and Neglect providing the leadership and public information role that is mandated by law?

Two, is the process by which programs and researchers from across the country are funded fair and effective?

Three, would it be possible to improve the effectiveness of the Federal Government's efforts within the constraints of the current budget?

Our witnesses include experts in the field of child abuse and neglect, either from personal experience as victims, or as researchers, service providers, advocates or program participants, and some representatives of the Office of Human Development Services.

As is the custom of the Government Operations Committee, all witnesses before the committee will be sworn in. From time to time during the hearing, we will be inserting into the record, without objection, documents relevant to this matter.

Before we begin, let me say to all of our witnesses that the full text of your written statements will be inserted in the hearing record. Because of the long list of witnesses today, we have asked you all to summarize your testimony so that there will be time for questions after each panel presentation.

Let me now welcome our first panel of witnesses. Kit Leppert, volunteer coordinator from the Proud Parents Program in Richmond, VA; Sue Powell, volunteer from the Victim Support Group in Delaware; and Tom Birch, legal counsel for the National Coalition of Child Abuse and Neglect. If you take your positions at the witness table, we can then proceed.

Ms. Leppert will be accompanied by program participants. We will ask all three witnesses to testify, and then we will have questions when all of you have completed your testimony.

As I mentioned earlier, it is our custom to swear in all witnesses. So would you all please stand and raise your right hand. Do you affirm that the testimony you are about to give is the truth, the whole truth, and nothing but the truth?

Let the record indicate an affirmative response.

Ms. Leppert, it is a pleasure to have you here with us today. Please begin when you are ready, and maybe you can identify the witnesses accompanying you.

STATEMENT OF BULINDA HEREFORD, PROGRAM DIRECTOR, THE PROUD PARENTS PROGRAM, RICHMOND, VA, ACCOMPANIED BY TRACY JOHNSON AND DAWN JONES, TEENAGE MOTHERS

Ms. HEREFORD. Good morning. My name is not Kit Leppert; my name is Bulinda Hereford. Kit couldn't be here this morning. She is the coordinator in charge of volunteers. I am the program director. She couldn't come because she was sick, so I came in her place.

This is the baby to one of our pregnant teenage girls. She is one of two twins. This is her mother that just came in.

Mr. WEISS. Would you for the record spell your name for us so that the stenographer gets it down clearly.

Ms. HEREFORD. My name is Bulinda, B-u-l-i-n-d-a. And my last name is Hereford, H-e-r-e-f-o-r-d.

Mr. WEISS. Thank you.

Ms. HEREFORD. First of all, I would like to thank you for allowing me to speak before you.

The Proud Parents Program is a demonstration project which was developed in Richmond, VA. The moneys that we received came from NCCAN. The moneys came down through the national organization for the prevention of child abuse.

You have to excuse me, I am a little nervous.

Mr. WEISS. That is all right. You take your time.

Ms. HEREFORD. The moneys came down from the National Committee for the Prevention of Child Abuse, and it came to the Virginia Chapter and Parents Anonymous. Together, these two groups developed this program, and we had \$10,000.

The moneys were used—were intended to be used for prenatal-perinatal programs for teenage girls. The girls that we work with in our program are 12 to 19 years old. We feel that the greatest significance of our project is this initial funding, and the basic program model has been used to mobilize the community and get people together so that we could do a lot of other things.

I will tell you a little bit. I have to kind of go through my own head.

Mr. WEISS. Go ahead.

Ms. HEREFORD. We have worked with Planned Parenthood, community services such as the housing projects, setting up programs in the housing projects. We have also worked with churches, women's groups, the Junior League. We have done training through family and children's services of Virginia.

In our training, we focus a lot on child abuse and neglect, and we also talk a lot about working with teenagers that are pregnant. The majority of the girls in our program are black. Ninety percent of them come from the poor neighborhoods. Most of them come from housing project areas. We set up programs in those areas to accommodate the girls in their specific areas, and we try to stay within those areas so they won't have so much traveling to do with their babies.

When we start the program, the girls are usually pregnant. They come to us in approximately the third to the sixth month of pregnancy, and we start off giving them prenatal information. Many of our girls, I would say the majority of them, are 14- and 15-year-

olds, and we do have some 11- and 12-year-olds. Sometimes we even have 13-year-olds who get married.

The goal in our program is to hook them up with a one-on-one volunteer that they can meet with on a weekly basis, and they can spend 2 to 3 hours with these volunteers, and the volunteer can help them adjust to what it is going to be like to be a parent. All of the volunteers are adult women. Some of them are mothers. Those who aren't mothers have experience working with babies, either by being professionals or whatever.

Also, we provide a group situation where they meet with other volunteers that are in the group experience. Other teenage girls—am I going too fast or too long?

OK. The girls that they meet with in the group experience are girls just like themselves who are pregnant. They stay in that group and they see films on labor and delivery. They see what is going to happen to the baby immediately after they have the baby in the hospital. We teach them just about everything that is related to prenatal care.

From there we go to parenting skills. We talk about the development of the babies. Because these girls are 13 and 14, they don't have any experience working with babies. So we talk about the cognitive development, language, how babies learn language, how they learn to hear, what they hear, and how they as a parent relate to their baby and how they can bond with the babies. That is what the classes are all about. And then, as I said, they have the one-on-one.

Something else that we have is that we also have started a situation where we are trying to work with the boys. It is real hard to reach teenage boys, especially when they are in that area where they are becoming fathers, because they don't get pregnant and they don't show, so many times they don't show up for services. But the service that we do provide to them is provided through the public school system. We go into the public schools and we meet with a group of 30 guys per class, and we usually meet 5 classes a day.

I have just wonderful people helping out. We have someone from the housing development authority, someone from Planned Parenthood, someone else volunteers their time from another boys center in the city. And we all get together and we go in. Before we go, we plan what we are going to do.

Our program is called, Let's Make A Deal, this is your life today and tomorrow. And it is a wonderful program. We use some tapes that were created at the Virginia Penitentiary. There are prisoners who talk about crime and how they got into trouble. And that is one of the first problems that teenage boys have.

And then the second is that we use some tapes from women that are in the Goochland County Prison, and they talk about what it was like to be teenage parents, decisions that they made, inadequate decisions, and role modeling, and so forth.

So, that is the program that we do with the teen boys.

This year, we have scheduled five schools. We go to each school approximately 2 to 3 times, and we expect to reach about 1,000 students this year.

We have only had \$10,000, mind you, and we have done an awful lot of work with \$10,000.

I will tell you where some of the moneys have been spent: \$2,500 has gone to the program director, who is me; \$2,000 has gone to startup administrative costs; \$2,000 is spent on materials; \$2,500 has been spent on volunteer training; and \$1,000 has been spent on transportation.

I would like to tell you, with the volunteers we have trained, approximately 60 volunteers throughout the first year, we have had approximately 55 teenage moms in our program, and approximately 23 have been matched up one-on-one with volunteers, and the others have received some form of group services.

The girls really get bonded in a group. It is a special experience, because they realize that they are not by themselves. There are lots of people just like them who are pregnant and who need that support system, and they need not be isolated. When they are in the group, the chances of them getting pregnant again diminish considerably, because they talk about birth control, because they talk about relationships and waiting, waiting to have more children.

And it is also a special experience because it encourages them to come back to school. As soon as a girl has a baby, it is very hard to come back to school, because oftentimes child care is a problem, sometimes the baby is sick. But the school that we are located in is a school for pregnant girls. It is called Park School. They donate the space. They donate the equipment. They donate everything. We don't pay anything for being there. The only condition that we are on there is that we also provide a group for the girls that are in that school, and the girls that are in that school are also pregnant. So it is an opportunity for us to provide services for the girls in the school, as well as to provide for girls who are not in school.

We get our referrals from the local hospital. They make referrals of girls as soon as they come in, because they feel that those girls will need support. So girls 12 to 19, if they are pregnant, they are immediately referred from the hospital. MCV Hospital is the one that makes the referrals. But we also get an abundant amount of referrals from the juvenile court, from foster care, from Crisis Pregnancy Center, and sometimes from even the emergency shelter when there is a girl in the emergency shelter.

The van that we use to pick the girls up with has been donated from a mental health agency called the Daily Planet. They provide us with this van, and we just pay them a fee for the mileage. That is really good, too, because if the girls get to ride in the van together to the meeting, then they bond a little bit closer and they are willing to come back after the babies are born, and they are willing to get this parenting information that they need in order to prevent child abuse and neglect.

Some of the other organizations that have helped us has been LINKS, a black women's volunteer organization—they are interested in providing peer support groups for the girls; and the Richmond Academy of Medicine Medical Auxiliary, the black women who are wives to doctors. So they are interested in working with these girls.

As I said, we get resources from the high school. My salary, I am a VISTA volunteer, so I am paid as a VISTA. And the secretary that works in the office with me comes from the Urban League, and she is paid through them. So of the \$10,000 that we have gotten, only \$2,500 has been paid toward me, but the rest of the money has been spent on the program.

We couldn't—we couldn't have this program without that little bit of money. It is not a lot of money, but the money that we get is very important. We wouldn't have the program otherwise.

It is a very successful program. The teenagers come to me and they say, we want our group to start back, because we give like a week's break between groups. You know, it is like, "When is the group going to start again?" They want the group experience. They bring their babies there. They are interested in finding out about parenting information. We couldn't do this without that money.

So, I am here to ask you, please support us. Give us some money. Thank you.

Mr. WEISS. Thank you very much, Ms. Hereford.

Ms. HEREFORD. Do you want to meet the girls?

Mr. WEISS. Yes, please.

Ms. HEREFORD. OK, excuse me.

Tracy, and that is her baby. She has twins. Tracy, would you stand up? That is one of her twins. The other one was sick this morning and she couldn't bring the baby with her.

And then this is Dawn, and she has twins also. And they are very good, close friends and they both came to the program together. As a matter of fact, Tracy referred Dawn to the program, and that is how they both became involved. So those are some of the girls.

Mr. WEISS. Thank you very much. We are pleased that you were able to come to the hearing.

[The prepared statement of Ms. Hereford follows:]

THE PROUD PARENTS PROGRAM - RICHMOND, VIRGINIA

TESTIMONY PRESENTED TO: Intergovernmental Relations & Human Resources Subcommittee and Committee on Government Operations

BY: Bulinda Hereford, Proud Parents Program Director

DATE: March 12, 1986

Thank you for the opportunity to address your committee about the impact of NCCAN grants to communities.

Proud Parents is a demonstration project which has been developed in Richmond, Virginia through a grant to SCAN, the Virginia Chapter of the National Committee for Prevention of Child Abuse, and Parents Anonymous of Virginia. The \$10,000 grant was provided by the National Committee for Prevention of Child Abuse from funds they received from NCCAN. NCPA provided five such grants nationwide to replicate a perinatal prevention program for pregnant adolescents which was also funded by NCCAN.

We feel that perhaps the greatest significance of our program is that with this initial funding and basic program model, we have been able to mobilize broad based community support and the pooling of a wide variety of community resources to address the problems of teenage pregnancy in our community.

We began Proud Parents in January of 1985. We now have 55 teen mothers in the program and 60 trained volunteers who provide "one-to-one" support and group sessions for the moms. We have four active group programs in operation for the moms. One is sponsored by Friend's Association, a Family Service Agency, in Gilpin Court, a low income housing area. There is a noon time group at Park School, a public school for pregnant adolescents, and an evening group. Our last group is a New Moms group for girls who have delivered. The LINKS, a black women's volunteer organization sponsors social activities for all the mothers' groups. The Richmond Academy of Medicine Auxiliary will take over the sponsorship of one of our groups in the near future. In addition to the mothers' groups, we have begun a program for adolescent boys through the athletic departments of five local high schools called Let's Make a Deal. This program is aimed at helping teenage boys develop sound decision making skills and realize the impact that pregnancy can have on their lives. We will reach over 1,000 teen boys with this program this year.

Of the \$10,000 grant:

\$2,500 was spent of salary for the program director

\$2,000 was used for start-up administrative costs

*\$2,000 was spent on materials, printing and a resource
library*

*\$2,500 was used for volunteer training (contracted at a
reduced rate from Family & Children's Services of
Richmond)*

*\$1,000 was spent to cover transportation costs for the teen
moms to the group meetings*

Those expenses come nowhere near covering the actual costs of such a program and that is where the community stepped in. VISTA has provided funding for the director's salary, and will be providing two more VISTA workers for program expansion. The Public School System has donated office space and equipment at Park School. The Richmond Urban League has provided a secretary. The Daily Planet, a local mental health agency, has donated use of a van for transportation. The teens themselves have received group presentations and services, all freely donated, from a wide variety of sources including: Planned Parenthood, private physicians, MCV School of Nursing, the March of Dimes, Ross Laboratories, local businessmen, corporations, restaurants and local civic organizations.

The existing groups will continue through sponsorship by local civic organizations and Parents Anonymous. We plan to establish five new programs in communities across the state next year. We have already received requests for assistance in developing the program from Bristol, Charlottesville, Petersburg, Wytheville, Henrico County, King & Queen County, and Roanoke in Virginia; as well as Newark, New Jersey, New Orleans, Louisiana, and Baltimore, Maryland.

We believe with the NCCAN grant and the support and guidance of NCPCA we have been able to establish a successful and effective program in our community. We have been able to involve a broad spectrum of agencies and groups in working together to solve a problem. We are confident we can help at least five other communities to do the same. Proud Parents demonstrates how networking and resources from a national level to the local level can work. We strongly encourage you not to limit these resources.

Mr. WEISS. Ms. Powell.

STATEMENT OF SUE POWELL, VOLUNTEER, DELAWARE COMMITTEE FOR PREVENTION OF CHILD ABUSE, WILMINGTON, DE

Ms. POWELL. The activities represented by this testimony have been made possible to a large extent by funding and technical assistance from the National Center on Child Abuse and Neglect. This includes direct funding to the agency with which I am involved, funding made available to the agency by the State of Delaware on a contractual basis, and information on successful programs disseminated by the National Center.

I am an incest survivor, meaning that I was sexually abused by my brother when I was a child. When I decided to seek professional support, I called Parents Anonymous, who operate a group for survivors, adults who were victims of incest as children. This program was begun in Delaware using funding from the National Center and a program model from California. The group has helped several hundred adults like me to feel better about themselves and to deal with the issues caused by the incest. Parents Anonymous no longer gets or needs funding from the National Center to operate the group, but uses volunteer leaders and donated meeting space.

I know now that abuse happens to people from all walks of life. And I know that parents need to be open about this subject with their children, so that their children can tell them when they need help. I especially know this because I am a mother of a victim. My youngest son is a victim. He told me what had happened to him and I believed him. He is now a member of another group operated by Parents Anonymous, this one for child victims of sexual abuse. This group was also begun with funds from the National Center, passed through the State of Delaware. Because so many people in Delaware needed this group, Parents Anonymous has been able to start several of these groups using the funds from the National Center under a contract with the State, not a Federal agency. This group service is also now run largely by carefully trained volunteers.

As I said, I am the mother of a victim. But I am also the mother of a perpetrator. My older son abused my younger son. Fortunately, there are groups for the adolescent perpetrators also. Just last year Parents Anonymous used its Government funding to start groups for these adolescents and also for their parents. Everyone involved is now being helped with counseling and the group support of Parents Anonymous. Having these groups really breaks the cycle of abuse, and I know that my children will not have to endure the emotional pain that I suffered as an adult.

Currently, Parents Anonymous is using its experiences in helping adolescents and their families in another project funded by the National Center on Child Abuse and Neglect. This project, called the adolescent sexual abuse prevention project, is seeking low-cost methods of providing at-risk adolescents with prevention education. More importantly, this project will help other families to avoid the pain caused by sexual abuse.

Nothing could be more important than protecting children from abuse and easing the pain when abuse occurs. Because of this, Par-

ents Anonymous—families, adults, children, volunteers, professionals—supports the National Center on Child Abuse and Neglect.

This is the first time I have spoken publicly about my experience, other than my group therapy. I just wanted to go through some of the changes that have occurred in 30 years, when my abuse happened and when my son's abuse happened.

As a child of 5, I was terrified. There was no place to turn. I couldn't tell my parents. I had been threatened. I couldn't tell my teachers. Who believes a kid? Who believes a 5- or 6-year-old kid?

When my son told me 2 years ago, the first words out of my mouth were, "I believe you, and we need some help." Because of what has happened in even the last 10 years, both my children, both my children who I love, are getting the help they need, and our family is getting the help to stay together.

The only thing I can say is that, if funding is cut, if one child is physically abused, if one child is continuing to be sexually abused, if one child is continuing to be emotionally abused, the price is too high.

Mr. WEISS. Thank you very much, Ms. Powell. Let me express my admiration and appreciation to you for having the courage to come and participate in these hearings.

Mr. WEISS. Mr. Birch.

**STATEMENT OF THOMAS L. BIRCH, LEGISLATIVE COUNSEL,
NATIONAL CHILD ABUSE COALITION**

Mr. BIRCH. Thank you, Mr. Weiss.

I am Tom Birch. I am the legislative counsel for the National Child Abuse Coalition, which represents the combined advocacy effort of some 25 national organizations aimed at focusing Federal attention on child abuse.

I appreciate the opportunity to testify this morning. The fact that this hearing is taking place is encouraging evidence of your interest in the course of Federal support for preventing and treating child abuse. I think you have just heard from two witnesses very compelling reasons why that important support is needed. I would like to talk to you about how, as an advocate, the National Center is operating to serve the field now.

NCCAN, the National Center on Child Abuse and Neglect, was established in 1974 with the passage of the Child Abuse Prevention and Treatment Act which, for the first time, provided a focus through the Federal Government for what were then scattered and unorganized concerns about the problem of child abuse and provided some venture capital, too. I think you have heard about how just a little bit of money can be enormously important to a program to really turn those concerns into tangible gains.

From the very outset, NCCAN was never intended to provide the kind of comprehensive services that are needed to prevent abuse or to treat and protect abused children. There are other sources of Federal support and State and local money, combined with private resources that achieve that goal. But, instead, NCCAN would offer leadership through a national child abuse initiative focusing attention on inadequate services for abused children.

That activity has in fact been fruitful. Virtually every State legislature since 1974, in accordance with what was then a new Federal statute, improved its child abuse reporting laws, extended protection to sexually abused children, and provided for the appointment of guardians to represent abused children in court proceedings.

The amount of Federal title XX social services money which States chose to spend for child protective services more than doubled in 1 year alone after the passage of the Federal law. NCCAN's support of public awareness efforts has opened the door to help families in trouble. Assistance from NCCAN to States and local organizations, like the one in Richmond that you heard of, has helped to leverage support from other sources to provide funds for child abuse services.

But despite these efforts, the professional capacities and resources to handle the problem of child abuse are still incomplete. We have only begun to find how best to protect children and strengthen families, and we still need to find a way to prevent child abuse on the large scale at which it is occurring. A strong focus within the Federal Government is essential toward this end.

Unfortunately, since the administration took office in 1981, its actions have been aimed at reducing the effectiveness of NCCAN, isolating the agency from the field it serves, and diminishing the value of that Federal child abuse endeavor.

By looking at the policies within the Office of Human Development Services which have an impact on NCCAN, I think we can see that their effect is to undermine the agency's ability to accomplish its mission.

I would like to then address several areas of concern by way of demonstrating that attitude toward the Federal child abuse program.

Let me start by addressing the President's annual budget recommendation for NCCAN. Mr. Weiss, you summarized these in your opening statement. I would just like to reiterate your point.

The fact is that each year, the policy of the administration expressed by its budget calls for cutting out money to combat child abuse and for diminishing the scope of what I say is already a limited effort to address issues in the field of preventing and treating abuse. The first budget that the administration offered for fiscal 1982 would have eliminated NCCAN. Fortunately, Congress rejected that budget proposal, which would have meant the end of any focus within the Federal Government on the problem of child abuse.

Congress each year has rejected the administration's attempt, year after year, coming back with proposals of some form to cut spending and abbreviate the child abuse research and demonstration program. The budget that is now before Congress is yet another example. Funding would be reduced, and there is a rescission request for taking back almost \$3¼ million in NCCAN's research and demonstration funds. We will be working, the coalition, with Congress again this year in opposition to the administration's budget proposals.

But while I am discussing these funding issues, I would like to address a particularly sorry case of the administration's intention

to ignore the needs of the child abuse field, and this has to do with the funding of something called the Federal child abuse prevention challenge grants.

Congress passed legislation that the President signed into law in 1984 making available matching grants to States with children's trust funds. Virginia has a children's trust fund, Delaware has a children's trust fund, both States these witnesses represent that we have already heard from. Money collected from increased fees for marriage licenses or birth certificates or from checkoffs on State income tax returns is all used by the State to support programs for the prevention of child abuse. Thirty-three States now have enacted children's trust funds.

Well, in the fiscal 1985 supplemental appropriations bill, Congress provided \$5 million to fund that authority in Federal matching grants and, knowing that HHS would need time to distribute the grants for what was a new program, made the money available through fiscal year 1986.

Well, although in the past HHS and OHDS officials have spoken publicly with great praise for children's trust funds, apparently they have needed more than time to get that money out, because the attitude is just not there in support of these programs. In the 8 months now since the funding was appropriated, the only action we have seen taken by OHDS on the child abuse prevention challenge grants has been a rescission request—this is in addition to the one I mentioned just a couple of minutes ago—to rescind all \$5 million that Congress has appropriated for these matching grants. And this request has come, despite continual congressional support for the program, prodding from Democratic and Republican Members of the House and Senate, all across the political spectrum, trying to jar these funds loose from OHDS.

And let me just point out to you, Mr. Chairman, that support for the National Center on Child Abuse and Neglect from the very beginning has been bipartisan, and it has always been encouraging to us in the field that Republican and Democratic Members of the House and Senate alike have rallied around this program and given it support.

Turning now to questions of budget and issues of administrative duty to distribute funds, let me point out some efforts that OHDS has made to cut NCCAN off from the field of child abuse professionals, which it is statutorily mandated to serve.

In the matter of soliciting the advice and the expertise of the field in establishing priorities each year for the NCCAN discretionary grant program, OHDS has repeatedly violated legal requirements.

The Federal Child Abuse Prevention and Treatment Act requires the HHS Secretary in establishing those research priorities each year to publish its proposed priorities in the Federal Register and leave them open for public comment for 60 days before becoming final.

Now, back in November 1981, the administration started off with its first round of proposed priorities by totally disregarding the statutory requirement, announcing with no prior publication child abuse funds available for final applications. The child abuse field joined with Members of Congress, objected to the premature an-

nouncement of those final funding priorities and, 2 months later, OHDS did pull back. A notice appeared in the Federal Register in January 1982 requesting comments on those previously published—what were then published as final, but now were being considered proposed funding priorities, with the explanation that OHDS would fully comply with the statutory requirements.

Well, that hasn't happened. For each of the last 3 fiscal years, OHDS has shown a particularly discouraging attitude toward the statutory mandate. NCCAN's proposed funding priorities for the new fiscal year have appeared each year, as required, in the Federal Register, and then before the comment period has ended, OHDS issues the final announcement soliciting applications.

Last year, for example, the final priorities appeared while there were still 3 weeks left for the public to comment on what had been proposed. That year Congress had increased funding for NCCAN by \$10 million, so OHDS explained that a subsequent program announcement reflecting public concerns would be issued for spending that additional money.

Well, finally, in June 1985, spending priorities were published for the additional funds reflecting the comments that had been solicited in July the year before. A very long timeframe we are dealing with here, Mr. Chairman. Even with this, applicants were given only 1 month to submit proposals—not the usual practice—which caused another outburst from the field, and the due date was advanced by 2 weeks.

Well, this year again, it has been the same with another round of appropriations available for grant funds and priorities. OHDS has again thumbed its nose at the child abuse law's procedures by publishing what were proposed priorities in the Federal Register on August 14 for 60 days' comments, and then went ahead with the final funding announcement in September, less than a month later. There is obviously no consideration being given by the administration to what the public is proposing by way of recommendations and advice and comment on these proposed priorities.

In its second announcement, when the final funding grants were published, OHDS said that if comments on the proposed NCCAN priorities recommended significant new areas of research, the Department would consider publishing a new grant announcement to fund additional priority areas. I really don't know what foundation the field has to find any credibility in a statement like that.

But at any rate, that is the situation we are operating in.

In announcing those final priorities this past September, OHDS explained that—this is a quote from the Federal Register announcement—"Public resources are no longer being expended at a rapid pace and without forethought." Well, in fact, the Child Abuse Prevention and Treatment Act requires that Federal funds for child abuse and neglect not be spent without forethought by the field of requiring HHS to publish proposed grant priorities for public comment. It seems to me their actions are in the opposite direction. This statutory procedure has simply not been honored by the administration.

By ignoring the field's contributions to the development of NCCAN's priorities, OHDS exacerbates the distance it has already created between the agency and the field it is meant to serve. In

isolating NCCAN, OHDS leaves the development of program priorities to staff with no guarantee that the programs in fact suit the needs of the field. Consequently, the administration runs the risk of funding programs which may be irrelevant or redundant to advancing the field's knowledge. The Federal child abuse effort in fact may be set up to operate ineffectually because of the OHDS policy to disregard public comments.

Travel. Before 1981, NCCAN grantees working on similar projects were brought together once a year to meet and learn from one another. People working on sexual abuse projects could meet and learn what was happening in a very new field. That activity, which many former grantees have described as an opportunity for program improvement and a very valuable component of the Federal assistance, ended at least 2 years ago. Another case of isolating the Federal effort from what is happening in the field.

Similarly, NCCAN's project directors no longer have the ability to travel either. I suggest this was terminated well before the Gramm-Rudman-Hollings cuts ended trips for most Government employees. But the policy of cutting out travel has meant that NCCAN is in a much more difficult position to ensure that the best possible activity is being supported with Federal funds.

So with program priorities being developed at one end without the full benefit of expertise in the field, and then programs being conducted at the other end without the benefit of agency technical support, the value of NCCAN grants is then further endangered by the process of program selection. I know this is something that you identified as a concern of the committee, Mr. Chairman.

Reviewers chosen by OHDS to judge applications that come in, I understand, are not necessarily matched in expertise with the types of program proposals they are assigned to review. For example, researchers should best understand the kinds of research needed in the child abuse field and, I propose, should then review the research proposals, the same that experts in sexual abuse should be asked to judge applications from their own field. Well, this is not the case with the review panels as devised by OHDS.

So we have what I think is an unsettling proposition of a kind of interlocking pattern of policies aimed at diminishing the force of NCCAN: program priorities developed without the benefit of the expertise in the field soliciting applications judged by reviewers not necessarily knowledgeable about the field for grants administered by staff who may be unable to offer technical assistance to improve upon the outcome of the grantee's project.

Aside from supporting research and demonstration activities, NCCAN is statutorily required to provide technical assistance and training and maintain an information clearinghouse. One way that NCCAN set out very soon to address this was by establishing 10 Federal resource centers on child abuse and neglect in the 10 Federal regions.

In 1981, after other regional resource centers had been set up addressing adoption and child welfare training, OHDS consolidated those three into a single multipurpose resource center in each Federal region, leaving consequently a single resource center overwhelmed with having to address an expanded constituency while still trying to maintain the same level of activity in child abuse.

In 1984, OHDS eliminated support altogether for those resource centers, and then last year announced that money would be available for nine resource centers operating nationally, not necessarily in each Federal region, addressing a range of child welfare services. These are not all specifically aimed at serving the cause of preventing and treating child abuse, but the two that are, one on child abuse and one on child sexual abuse, have not been funded, along with the third on developmental disabilities, while the grant awards were made last September for the six others of these nine that have been proposed.

OHDS put out a new request for applications last November explaining that the applicants to the child abuse and sexual abuse resource centers had not fully responded to their initial request. Well, either the Department didn't adequately explain what it wanted in the announcement in the Federal Register, or didn't like what it got, but the result has been that for over a year now the child abuse field has been without the benefit of resource centers. And I understand that there still has not been any action taken to review the applications for the resource centers that were solicited in November and, I believe, have been in since January.

Fortunately, funding for the Clearinghouse on Child Abuse and Neglect which NCCAN supports has not faltered, but again OHDS policies hamper its effectiveness. NCCAN grants go, obviously, for research and demonstration activities, but without requiring evaluations of the program. So this means that our knowledge of what worked and the value of what is learned is very limited.

I might add here that although evaluations are not required for grants, OHDS has done a credible job of instituting a stronger tracking and monitoring system in grant performance. I think in the management field there is some credit due there.

But, still, the clearinghouse, which has a computerized data base on programs supported by NCCAN, has only descriptions of programs. There is no evaluation. There is no judgment on what is good or bad, no indication if the program is replicable. Matters of evaluation are not to be taken lightly. But the fact is, since 1974, we have had a considerable amount of NCCAN support given for demonstration programs and research activities. It would be very helpful to know what is worth paying any attention to.

The information compiled by the clearinghouse such as it is not even widely disseminated, because OHDS policies hinder the publication of agency newsletters and the development of mailing lists. So you have to find out about the clearinghouse to see what they have got.

Now, for those who find out, there is some good information available. But right now there is a problem getting a hold of what is the basic publication about child abuse that is sent, I think, in response to all requests for information that come into the clearinghouse. It is called "Everything You Always Wanted to Know About Child Abuse and Neglect." It is a very straightforward basic publication.

It was brought up to date last year in time for the OHDS-sponsored National Conference on Child Abuse and Neglect that was held in November. The publication presumably had been OK'd by NCCAN, which supported its development. It was advertised at the

conference. It was displayed. People placed orders for it. There were over 3,000 people at that conference, and I would suggest at least a third of them placed orders for this publication.

Now you can't get it, and it is not because the supply has been depleted. Later last year, OHDS recalled the publication for review. Something wasn't right about it. And since then, anyone calling the clearinghouse with a request is told the booklet is not available. Back orders, I suspect, are going unfilled. A barrier is being put up to the dissemination of what could be some very useful information to people.

Another important source of information that NCCAN has supported for a number of years is the annual national study of officially reported child abuse and neglect. Since 1976, these reports, State-by-State compilations of reports, have been collected and analyzed by the American Humane Association with support from NCCAN. The study has come to be our one best source of reliable data generated from the field of child protective service agencies. When we are asked how many children are abused each year, everyone refers to the annual study that is done by the American Humane Association. It is a voluntary system that yields the information by which we have just begun to measure trends and needs in the field. As I say, it is just 10 years now since it first started, and we were able to develop some longitudinal information about these reports.

Well, now OHDS has decided to reconsider the whole process of how these officially reported cases of child abuse and neglect are to be compiled. Because of this departmental review, we may in fact lose a year without any national study while OHDS is trying to figure out what to do about it. It would mean the serious loss of a year's worth of data in a system which has earned reliability and acceptability of the field, and it would mean the loss of our capacity to analyze and study trends, something that we need, at least in terms of this program, to advise Congress on what is needed to serve the field through the Federal program.

The final issue I want to raise just by way of demonstrating the sort of barriers that NCCAN suffers in fulfilling its mission has to do with the implementation of legislative regulations. Now, I will begin by observing that this is a problem that NCCAN seems to have, despite which administration is in the White House, but we have the problem with us this year under this administration.

Since the enactment of the 1984 amendments, we have been waiting for regulations. Two months after that legislation was signed into law, which was October 1984, HHS did publish proposed regulations to implement the Baby Doe amendments. They were part of the 1984 package. And within 6 months, the final rules were issued. Obviously, it had very high priority for OHDS.

There were other amendments enacted in 1984 that addressed issues of child abuse and neglect, and they have not enjoyed the same prompt attention. Indeed, the proposed regulations for the child abuse amendments didn't even appear for comment until the final Baby Doe rules were out. And now, almost a year and a half after passage, the amendments have still not been implemented. This sort of thing can be very discouraging to the field in trying to get its job done.

Let me just close by observing that the National Center has from the beginning represented a small commitment by the Federal Government to offer some leadership in the fight to prevent and treat child abuse. As a governmental effort it has necessarily been small, but it has been instrumental in drawing attention to the problem and assisting the field in exploring the best ways to proceed.

The staff at NCCAN, I think, is devoted to its mission, but it cannot succeed at its task given the obstacles put in its way by the administration. NCCAN deserves the support it receives from Congress and, with adequate appropriations and vigilant congressional oversight like we are seeing today, can make a critical contribution to the fight against child abuse.

Thank you, Mr. Weiss.

Mr. WEISS. Thank you very much, Mr. Birch.

Ms. Hereford, let me ask if you would give us some idea as to how your program helps to deal with the problem of child abuse or neglect.

Pull the microphone a little bit closer to yourself.

Ms. HEREFORD. Johannes Shugert, who is the director for Parents Anonymous in Virginia, and Barbara Ronn, who is the director for Stop Child Abuse Now in Virginia, came together when they decided to apply for this grant and, in the research and literature that they reviewed, it appeared clear that because teenage girls between 12 and 19 many times are unprepared for parenthood because they are already growing and developing as adolescents, and they haven't completed growth and development, many times they are frustrated with themselves simply because they don't know what to do with their lives.

When a child is brought into the picture and the situation is more complicated, they become frustrated many times. Sometimes the baby cries in the middle of the night. Sometimes it is up for feeding. The mothers get very frustrated. It is like, what do I do with this baby?

I will give you an example. A 13-year-old girl in our program, she had her baby. She comes from a cycle of teen pregnancies. Her mother had a baby when she was 14. Her grandmother had her mother when she was 16. So she comes from a cycle where children have always been born during the teen years. Her parents expected her to take full responsibility for her baby.

She said to me one day, "Sometimes I get so mad with the baby, I want to shake it and make it stop crying." Now that, in our opinion, is child abuse, because when an infant is that small and you shake it, it rattles the brain and it can cause brain damage.

So, what we were trying to get across is that, with support, with knowing that she had people that she could talk to in a group setting and talk about her feelings and air out some of her frustrations, finding out what is normal for growth and development for her baby—she didn't even know when the baby should start walking and talking. She was 13 years old. She was used to playing with doll babies and, all of a sudden, this doll baby cries, and teenagers become very frustrated.

That is how we intend to prevent child abuse and neglect, by providing an opportunity for them to find out what is normal, what is

realistic in terms of expecting from their babies, and where they can get support so they don't have to abuse their children, and they can talk about what is happening.

Mr. WEISS. Tell me again, how long has your program been in existence?

Ms. HEREFORD. One year.

Mr. WEISS. Right. And how many young women have participated in the program during that time?

Ms. HEREFORD. We have 47 on our books, 47 teenage girls.

Mr. WEISS. And do you have the capacity to take more and more people into the program, or are you limited by funds or space or whatever?

Ms. HEREFORD. Well, we don't set a limit on that, because we are working with volunteers. We try to keep as open as possible.

However, because we have such a limited staff—we only have one paid employee, and that is myself. Kit Leppert, who was supposed to be here today, works as a volunteer. She is a mom with three small children—two small children and a teenager. So we are very limited in terms of staff, but we open our doors to as many teenage girls as we can possibly work with. We don't turn anyone away at this point. So maybe we will come to a point where we realize that we can't take on but so many, but right now we are doing just fine.

And because the girls go through cycles, they grow and mature, and decide they no longer need those parenting classes and may go on to something else, they may join Parents Anonymous' regular group, so they are not a part of that parenting group. So, as time changes, their needs change, so we are not always dealing with the same girls.

Mr. WEISS. And what is the geographic area that you cover? Is your program limited strictly to Richmond? Do you go to the outskirts of Richmond?

Ms. HEREFORD. The girls that we currently are working with are all residents in the city of Richmond.

But an interesting thing has happened in our program. As we have grown and developed, we have had requests from so many places just to come and talk to them and tell them how to set up programs. We have gone to Petersburg to help them set up a program.

There is a new program in the city of Richmond called Resource Mothers, and it is through the health department. It is supplied by a grant from Linda Robb, which provides for infant mortality. So that is a program where we have gone in and worked with their volunteers and trained their volunteers. So we have gone out and done things in the community. We have gone to Blacksburg. We have gone to King and Queen William County. We have gone lots of places to help them set up programs.

But the actual girls that we work with are located in the city of Richmond.

Mr. WEISS. I wonder if at this time the two young mothers who are visiting us would like to join us at the witness table, and maybe we can ask them one or two questions. Would you like to do that?

Ms. HEREFORD. Tracy, Dawn, do you want to come up?

Mr. WEISS. I wonder if just very, very briefly, if there is anything that you would like to add. You heard all the testimony. If you would, tell us why you joined the program and how you got to join the program. Ms. Jones, do you want to start?

Pull the microphone to you a little bit closer.

Ms. JONES. Tracy was asking me did I want to join this program, and I was asking her what it is about. And she was telling me about teenage mothers getting together and what they were doing, teaching us how to go about caring for our kids.

And we have—we have parties sometimes, cookouts, and we gather together and talk about our problems and things.

Mr. WEISS. Ms. Johnson, how did you get involved in the program? How did you find out about it?

Ms. JOHNSON. I joined the program by the clinic I was going to. It was called Hatteras Clinic. So I asked Dawn to come to the program. We would sit around and talk about, you know, our problems and, after the babies were born, how we should—and things we needed, the things—the way we should go about treating our babies, different clinics, and so on.

Mr. WEISS. How old are each of you?

Ms. JOHNSON. I am 20.

Mr. WEISS. You are 20; and Ms. Jones?

Ms. JONES. Twenty.

Mr. WEISS. And how old were you when you gave birth to your children?

Ms. JOHNSON. I was 19.

Ms. JONES. I was 19.

Mr. WEISS. It must be very difficult being the young mother of twins. How do you think that the program has most helped you?

Ms. JOHNSON, do you want to start?

Ms. JOHNSON. It helped—it helped me a lot.

Mr. WEISS. In what way?

Ms. JONES. Because I learned how to take care of my baby better—my babies.

I learned different things like learning to read a thermometer, which I didn't know how to do; and about feeding my babies different foods and formulas. That is about—I learned a lot.

Mr. WEISS. Ms. Jones.

Ms. JONES. Taking them to different clinics and—where I can get help for them if I need it and the questions answered. Eating. How do kids develop and how to care for them.

Mr. WEISS. Would you encourage friends of yours to join?

Ms. JOHNSON. Yes.

Ms. JONES. Yes.

Mr. WEISS. And do you know young women who have babies who have not joined the program?

Ms. JONES. Yes.

Mr. WEISS. Do you have any indication as to how your situation differs from theirs? Do you think you are better qualified to take care of your babies?

Ms. JONES. Yes.

Ms. JOHNSON. Yes.

Mr. WEISS. Thank you. Thank you very much, Ms. Hereford. Thank you for having them join us.

Ms. Powell, how old are your sons? You have two boys, right?

Ms. POWELL. Yes.

Mr. WEISS. How old are they?

Ms. POWELL. Now my youngest is 8 and my oldest is 15.

Mr. WEISS. And how old were they when you discovered the problem that you were having?

Ms. POWELL. Six and thirteen.

Mr. WEISS. Tell us a little bit more specifically about how the program helped you deal with your family problems.

Ms. POWELL. My personal situation, I had repressed incidents for 25 years, and it had colored my life. Subconsciously, sometimes consciously, I had an overwhelming hate, hatred. When I first got into the program—this was a year before I found out about my own children—they helped me deal with that hate and that anger that I had. And they helped me to understand what had happened in my life and to better my self-esteem, to make myself think I am a better person; I am not the guilty one. It just happened to me, I am the victim; I am not the one who started it.

With my children, my youngest son, I learned through Parents Anonymous how to teach your child about sexual abuse, how to identify the signs, how to let them know that they can tell, and through programs through his school. There are several federally-funded programs through school, Good Touch-Bad Touch. There are many of them.

He knew that he could come and tell me and I wouldn't get mad, and I would make it stop, and I would get him help.

My oldest boy admitted guilt immediately. He was put into—I don't want to say put into—he was not removed from the home, because the social worker and the arresting officer felt that it would be detrimental to him at that time. There were certain restrictions placed—he could not be left alone with my younger son, obviously. But he went into an adolescent program, an adolescent perpetrator program that just started last year, and I don't know if you are familiar with teenage boys, but even teenage boys without problems like this are terrible to work with. He went in there cocky, so sure of himself, and acting like a twirp, and he's grown, he's grown so much in the last year because of this program. It was also supplemented by family counseling through Family Services, Delaware, but I feel these groups helped us more than any family counseling.

Mr. WEISS. And what is your role as a volunteer?

Ms. POWELL. We're trying to start a new survivors' group, and I would be moderator of the survivors' group. I'll be driving children to and from meetings. On Monday night we've got six different groups of kids wandering around. And they're all different victims—little boys, little girls, adolescent girls, adolescent boys, and parents—so we need drivers, we need volunteers, that sort of thing.

Mr. WEISS. Thank you very much.

Mr. Birch, you mentioned that NCCAN is not evaluating the programs that they fund. Are program evaluations being done without Federal assistance?

Mr. BIRCH. There is some I'd say limited or sporadic evaluation. The Children's Trust Funds, for example, which are funding child abuse prevention efforts with State money that I mentioned, are

very concerned about trying to do evaluation of their programs. Unfortunately, they barely have enough money to support the program activities let alone the funding necessary to do the kind of complete evaluation that's necessary, so the field is really desperate for evaluations, and for the most part does not have them.

Mr. WEISS. You have indicated that people involved in the field of child abuse are being isolated from what is happening with NCCAN itself. What kind of an impact does that isolation have on the relationship of experts in the field to NCCAN itself?

Mr. BIRCH. First, I think it hurts NCCAN. It means that whatever kind of directions the agency chooses to take are being developed in a kind of void, that we have staff and policymakers who are either cut off from the field or choose to ignore the field, and so whatever sorts of decisions are made on the direction that research should take or the kinds of demonstration activities that should be selected in a particular year are made without seeing if that's what the field needs in order to advance itself.

I think particularly an important consideration should be this: Research that is responsive to what the field needs to know could be funded in 1 year, and then the next year demonstration activities to implement what we find out in that research in terms of services for prevention or protection could be supported with NCCAN grants. That sort of simple followup isn't even considered. The field then becomes very discouraged in what the Federal support can do for them. Yes, there is money that is going for activities that are worthwhile to those programs that receive the support, but not in terms of advancing our knowledge and developing the sort of approaches that we can learn from. We've heard today about one program learning from another, a program that was developed in California is being implemented on the east coast. That's the kind of thing that NCCAN needs to be supporting and publicizing. By not making evaluations required, by not making information about programs that have been funded widely available, people in one State can't really learn from those in another State the way that they should in order to advance their own activities.

Mr. WEISS. Is this a relatively new field?

Mr. BIRCH. Yes; it is. It was only about 20 years ago that the syndrome which we know as child abuse was first identified, and the kind of academic background and the sort of research and so forth that is associated with any kind of a field like this is new, 10, 15 years at the most.

Mr. WEISS. If one just reads the daily press, one can see that there has been an explosion of child abuse cases both within families and within institutions dealing with children. So that the purpose of NCCAN is to try to develop some basic knowledge and information about this new area, is that right?

Mr. BIRCH. That's right. And the problem is expanding every year in terms of who is identified, which children we know are reported as being abused. The American Humane Association reported that between 1976 and 1982 the reports nationwide went up 123 percent. Last year American Humane reported that child abuse and neglect reports had increased 16 percent across the country. Sexual abuse reports are increasing at a much faster rate now. The reason for that is people have heard that there are services avail-

able, that there is a place to turn to, more reports are coming out, people are more comfortable about talking about sexual abuse, as you have heard this morning, there is more—consequently more of a demand for services.

Mr. WEISS. Have you had any kind of discussion with people at NCCAN about the failure to distribute the publication that you spoke about in your testimony?

Mr. BIRCH. The only thing I know about why it was recalled is that there is some kind of a statement in it, I don't know what it is, that does not reflect the administration's feeling about what is happening in the field of child abuse and neglect today.

Mr. WEISS. In your testimony you had suggested that NCCAN supported the creation of child abuse resource centers in each of 10 Federal regions as of 1974. How many were actually set up, do you know?

Mr. BIRCH. There were 10.

Mr. WEISS. There were 10 actually set up.

Mr. BIRCH. Yes. And they had, you know, varying degrees of effectiveness. Like anything, you know, some are better than others, but there were those in the field who depended upon the kinds of informational resources they provided, the sort of training that they gave, which I think was an important activity of theirs, and technical assistance. And then when they were combined in 1981 and became this sort of tripartite resource centers, it was very difficult for them to fulfill at least their mission to serving the child abuse field. Now they have been eliminated and a new configuration of resource centers has been proposed, nine altogether, as I said, six of them have been funded, and the two that specifically would address the abuse of children are left unfunded because the administration for some reason can't get what it wants.

Mr. WEISS. Well, I must say as I listen to your testimony and as I read the President's own statement of commitment to dealing with this problem, and the administration's concern for family well-being in this country, I simply do not understand the administration of NCCAN itself and how and why they are apparently undermining the commitment of the President himself, as well as the statement of policy and thrust of the administration. Do you have any insight into that?

Mr. BIRCH. I don't, Mr. Weiss. I share your view. This is a small program. It's not a big budget ticket. That can't be the only reason that the administration is trying to at times eliminate the agency or certainly undermine its effectiveness. This is the kind of program that with some backing and support from the administration could make the Department look good. There are some very visible things that have been and can be done through NCCAN, and we—as you say, we have on the one hand, some very public and what one takes to be sincere, concerns expressed by the present administration officials about how important it is to address the abuse of children. And then on the other hand we have policies which completely contradict that expression. It's difficult to figure out.

Mr. WEISS. Yes, Ms. Hereford.

Ms. HEREFORD. I think that one of the things that we need to remember is that in America we want to believe all our families are healthy. We really want healthy families. And I think that that's

why the President is in support of healthy families. I think that because child abuse and neglect is a new field of thought it reminds us that all our families aren't healthy, and I think that no one wants to be reminded that they're not all healthy families. But I think that there's a lot of attention needed to be directed in that area and a lot of money needed to be given because without programs that work with families, especially new families with teen girls or families who've already experienced problems, then we're not going to have healthy families, and I think that if we can get that message across, that the true effort in the system is to create healthy families, and I know that our President wants that, and maybe if we can get him to put some money into it, we can be better able to do that, you know what I mean?

Mr. WEISS. Well, I think I know what you mean, yes.

Ms. HERFORD. OK.

Mr. WEISS. The Washington Post carries a story today on its Federal page reviewing an article written by former Secretary of Education Terrel Bell in which he writes about the problem that he had, the constant infighting that he was subjected to during the 4 years that he served the administration from the so-called movement people, the rightwing ideologues who were attempting to undermine all kinds of Federal involvement in education programs. Do you have any sense that there is an ideological component to this effort to undermine NCCAN and its programs?

Mr. BIRCH. Well, really all I have to go to in terms of the administration and HHS are public statements, and obviously they don't come out sounding that way, but having spent some time in this field I do know that for oh, let's say the last 7 or 8 years that within the extreme right there is an element that finds child protective services as a very dangerous notion, that what they are is an intrusion on family life and parents' rights. I would suggest that in developing public policies we have to weigh competing interests, and I think that the protection of children far outweighs these other considerations.

Mr. WEISS. Thank you very much. I have really appreciated your testimony, and Ms. Johnson, Ms. Jones, I thank you for taking the time to come and share your experience with us. Ms. Hereford and Ms. Powell, thank you for your participation. Mr. Birch, we very much appreciate your professional expertise and testimony. Thank you so much.

I would like now to welcome our second panel. They are Dr. Richard Krugman, director of the Kempe National Center; Dr. Lawrence Aber, assistant professor of psychology at Barnard College; and Ms. Joyce Strom, deputy director of the Child Welfare League of America. And again, before you take your seats, please raise your right hands.

Do you affirm that the testimony you are about to give is the truth, the whole truth, and nothing but the truth?

Let the record indicate an affirmative response.

Dr. Krugman, would you like to begin?

STATEMENT OF RICHARD KRUGMAN, M.D., DIRECTOR, C. HENRY KEMPE NATIONAL CENTER FOR THE PREVENTION AND TREATMENT OF CHILD ABUSE AND NEGLECT, DENVER, CO, REPRESENTING THE AMERICAN ACADEMY OF PEDIATRICS

Dr. KRUGMAN. I am Richard Krugman. I am a pediatrician from Denver, and director of the C. Henry Kempe National Center for the Prevention and Treatment of Child Abuse and Neglect, the longest name of any agency in the world, and I appear today on behalf of the American Academy of Pediatrics, representing over 28,000 pediatricians and an organization that has long been concerned about the issues of abuse and neglect. In fact, it was at the scientific meeting of the Academy of Pediatrics in June 1961 that Dr. C. Henry Kempe first presented his paper, "The Battered Child Syndrome" and brought—really crystallized, I think, what many professionals in many fields had known for about 8,000 years, that our children have been abused and neglected in many forms.

We will make our statement available to the record, and I will use the time I have here just to highlight some of that and go through our recommendations, which I think are really the key.

We do reemphasize at the outset that the academy is very supportive of the National Center and the need for a strong Federal presence to deal with the problem of abuse and neglect. The problem of abuse and neglect of children is really neither a medical problem nor a social problem nor a legal problem, it's not a Republican or Democratic problem, a conservative or liberal problem, it's a child's problem and a family's problem, and as such it really requires all of us to work together on behalf of those children and families.

I will delete, although we have reviewed in our prepared remarks, some of the history of the organization. Tom Birch has alluded to that and most of those in this room are familiar with it.

As we assess the work of the Federal National Center on Child Abuse and Neglect, I suppose one could say that the good news is that compared to before 1974 there is a Federal presence. The bad news is that it's been a bit underwhelming in its approach and in its ability to approach the problems of the field. The problems that we have had are numerous, and while Mr. Birch is correct that the national incidence study is one that everyone looks to and accepts, I think it is also fair to say that the national incidence study is really not a very well-conceived and not a very reliable incidence study. It's more a study on incidence rather than an incidence study. That sounds like a fine point, but most of the reporting to the incidence study relies on State data, and to the extent that the States send their data, that's reliable, but to the extent that individuals submit data to the States, that's awful in many places. In many places, reporting is voluntary. And so the basis for which a lot of decisions are made is really not as good as it should be. If we are to have a national incidence study, one would have hoped that to get a good incidence study NCCAN would have relied on folks like the Census Bureau, who are pretty good at collecting statistics, or the National Center for Health Statistics, or the Centers for Disease Control, all organizations that as part of their mandate do in-

cidence studies, and yet there really wasn't any linkage whatsoever to those groups, which I think is part of the problem.

The research efforts of the past 12 years of NCCAN have also been somewhat disappointing. Ray Helfer, who is editor in chief of *Child Abuse and Neglect*—the *International Journal*—published an article in 1983 where he reviewed all of the efforts in all of the literature as to what we really know about the prevention of child abuse, and in the entire 20-some-odd-year history of the field there are precisely three controlled studies that were really able to show that prevention did work. That isn't to say that it doesn't work, it's just to say that it's remarkable that a field that's been around so long has only three studies that you can point to. Actually a fourth is going to be published in July, I believe, in *Pediatrics*. Two of those have been funded by NCCAN; two of them were privately funded.

The problem is that actually the presence of NCCAN, in our opinion, over the past decade has hindered the research effort rather than helped it, because individuals over at the National Institute of Mental Health or ADAMHA or other agencies that might well have gotten involved in research in abuse and neglect didn't because NCCAN was there, and now a decade later when it was obvious that NCCAN wasn't doing that research or focusing efforts on it, those groups have gotten involved, but it's a decade that we've lost. As we'll talk about in our recommendations, we've lost a decade of what could have been really good longitudinal work that has yet to be done.

We, in our assessment, have comments about the staff of NCCAN, and the only thing I would say about that is that the staff has included over the entire 12 years only one professional that we're aware of who has ever worked with an abused child or family. That isn't to say that those who have worked there have been awful, but it certainly would have helped their efforts to have had individuals in the field working with the Federal effort, because what we've learned at the local, State, and regional efforts is that the approach to this problem needs to be multidisciplinary, and that's probably in our opinion the single greatest failing that NCCAN has had, in that its approach in its own effort in its own office and in its own relationships within the Federal Government has not been a multidisciplinary effort.

I'd like to move—since I see at least by my watch I've got about 3 or 4 minutes left—to our recommendations. The first relates to what I just talked about, and that is that the staff needs to have some multidisciplinary focus. Now, whether that's done by expansion or whether it's done by collaborative efforts and interrelationships with other agencies in the Government is irrelevant or doesn't matter to us, but I think it's important that it happen. We firmly believe that NCCAN needs to have a different kind of presence or level. It has been buried four levels down in the human services bureaucracy, where, as I'll indicate later, we think it has failed to thrive, and it is only if, as we look at how the Federal bureaucracy acts, it is only through elevation where you can get the health side and the human services side to work together that we think that there'd be hope for this particular agency.

Failing that, and we recognize that's not likely to happen next week, one half step would be perhaps to expand the advisory board or redesign it so that those individuals from NIMH, CDC, the National Institute of Child Health and Human Development, the Office of Maternal Child Health, Head Start, Runaway Youth, Social Services—key people from those agencies, not those who are just there to see what's happening, but those who can make decisions—would in fact work together on the child abuse effort.

We think that the center should coordinate and fund a collaborative, multisite, longitudinal study in cooperation with those other agencies, because a decade later we still cannot answer the question, "What happens to abused children?" We know that all of those we've seen who have been abusive parents have been abused as children, but we have no idea what the survival rate is for abused children, many of whom do survive, grow up, break the cycle, and do not abuse their children again. But it's important to us to know whether it's a 90-percent risk or a 1-percent risk, and what are the factors that go into that type of survival. That can only be done with a long-term collaborative project similar to the Framingham study up in Boston where they studied people for 45 years and found out that lifestyle and diet and exercise did have something to do with longevity. We need that type of study in the field of abuse and neglect, and we need the Federal leadership to support it.

Very important, I think, and analogous to what happened in the field of medicine 20 years ago, is that we need a crash intensive manpower training effort. The recognition of abuse and neglect as a problem has skyrocketed. Our ability to keep up in social services, in mental health, in training for pediatricians, law enforcement, district attorneys, judges, and teachers—all of whom are part of this multidisciplinary process of assessment and treatment—is lagging far behind, and our concern is that unless we have a significant manpower effort to meet the needs of the families and the children that we are identifying every day, within 5 years in this country we will have a substantial backlash because we will have failed in our promise to do something.

We need to do more than just recognize this problem. We need to be able to treat it as well as to prevent it. And treatment is our next recommendation. The single most distressing thing to those of us working in the field is that while we have done a good job of building multidisciplinary teams for the recognition of abuse as a problem, and while our society and our professionals are far better now than they were 20 years ago in recognizing this as a problem, the availability of child treatment is practically nonexistent.

Our mental health system is overwhelmed in trying to care for deinstitutionalized chronically mentally ill individuals, and in reality they have the choice of either doing that for their mandate on the mental health side or trying to develop programs for children, and once again children lose. Short of that, there are clearly inter-relationships that could happen, a program between NCCAN and the Department of Education to stimulate the development of therapeutic preschools for children or to stimulate therapeutic programs within public schools for abused children are some things that could meet the need right away. And in fact we think the leg-

islative authority for this already exists in Public Law 94-142, but the treatment of emotionally handicapped children who come from abusive and neglectful families has never been addressed by that particular side of the Government.

Obviously some of this would take increased funds, and it wouldn't hurt to have increased funds. We also recognize the pinch, but it may be that if there were a true coordinated and collaborative effort, and one identified all the little bits of money that are labeled "child abuse" in all of the different agencies and all of the different departments in the Federal Government, and if those groups would get together, perhaps we could have a coordinated effort that wouldn't take more money, but could give us better results with the money that is being spent in the Department of Defense, the Department of Education, the Department of Health and Human Services, et cetera.

In summary, our pediatric diagnosis is that NCCAN is a failure-to-thrive agency similar to infants who are emotionally neglected and inadequately fed by their parents. NCCAN's parent agencies in Health and Human Services have a 12-year history of contributing to the stunting of the growth and development of this agency. When infants have failed to thrive, they need a new supportive emotional environment and adequate feeding. So does NCCAN. Our center in Denver has been treating abused children and their families for 28 years. We are aware that there is no quick cure for emotional neglect, but we're optimistic that with bipartisan and multidisciplinary support the Federal child abuse effort can meet the expectations of thousands of professionals and millions of abused children and their families.

I'd be happy to answer questions later. Thank you.

Mr. WEISS. Thank you, Dr. Krugman.

[The prepared statement of Dr. Krugman follows:]



American Academy of Pediatrics



T E S T I M O N Y

BEFORE THE

SUBCOMMITTEE ON INTERGOVERNMENTAL RELATIONS

AND HUMAN RESOURCES

COMMITTEE ON GOVERNMENT OPERATIONS

HOUSE OF REPRESENTATIVES

ON

THE NATIONAL CENTER ON CHILD ABUSE AND NEGLECT

PRESENTED BY

Richard Krugman, M.D.

March 12, 1986

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Mr. Chairman, I am Dr. Richard Krugman, Director of the C. Henry Kempe National Center for the Prevention and Treatment of Child Abuse and Neglect in Denver, and am appearing today on behalf of the American Academy of Pediatrics. The Academy represents over 28,000 pediatricians and has long been concerned about the issues of child abuse and neglect. I appreciate the opportunity to testify at these hearings on the National Center on Child Abuse and Neglect (heretofore referred to as the NCCAN, National Center, or Center).

At the outset it must be emphasized that the Academy is very supportive of the National Center and the need for a strong federal presence to deal with the problem of child abuse and neglect. Nevertheless, the Center, over its 12 year history, has fallen far short of its expectations and potential. As I will detail in my testimony, some of these problems are systemic and may require significant change. Others which are the result of undue inefficiency and incompetence, can be more readily addressed. Both deserve your immediate attention -- for a short term and long term strategy are required. It would be a serious mistake, however, for anyone to misconstrue our comments to mean that a federal presence on child abuse and neglect is not necessary -- or to use these hearings as justification to further weaken or to homogenize the NCCAN's presence -- as has been proposed in the administrative budget.

Before discussing specific problems with the Center, I would like to review briefly with you what we know about the nature and scope of the problem of child abuse and neglect and the history of the NCCAN.

I. CHILD ABUSE AND NEGLECT: NATURE AND SCOPE OF THE PROBLEM

Child abuse and neglect is not a single entity. It therefore demands a multidisciplinary strategy. The problem includes physical abuse, sexual abuse, emotional abuse, physical neglect, emotional neglect, medical neglect as well as other entities such as poisoning, sexual exploitation and homicide. Child abuse and neglect is an international problem; it crosses all socio-economic lines. Although physical abuse seems to be more prevalent among those in lower socio-economic strata, sexual and emotional abuse seem to be prevalent among all groups.

Last year 1,700,000 cases of child abuse and neglect were reported. This figure does not include the 2,000 - 5,000 deaths which were probably the result of abuse and neglect. Unfortunately, as I will discuss later in my testimony, exact figures on child abuse and neglect are impossible to obtain for we do not have a good reliable incidence study on the problem. Nevertheless, these numbers are a good benchmark as to the scope of the problem and the resulting crisis in terms of unmet needs and demands on child protective service workers.

II. HISTORY OF THE NATIONAL CENTER ON CHILD ABUSE AND NEGLECT (NCCAN)

The federal effort in child abuse and neglect in the early 1970's has centered in the child advocacy office of the Children's Bureau which reported directly to the Secretary of HEW. Its function was to focus attention on the problem of child abuse and neglect and to coordinate federal agency efforts in this area.

The National Center on Child Abuse and Neglect (NCCAN) was authorized by P.L. 93-247, which passed the 93rd Congress on December 21, 1973 and became law on January 31, 1974. The original law called for NCCAN to: 1) compile, analyze and publish a summary annually of recently and currently conducted research on child abuse and neglect; 2) develop and maintain an information clearinghouse on all programs, including private programs, showing promise of success for the prevention, identification and treatment of child abuse and neglect; 3) compile and publish training materials for personnel who are engaged or intend to engage in the prevention, identification and treatment of child abuse and neglect; 4) provide technical assistance (directly or through grant or contract) to public and non-profit private agencies and organizations to assist them in planning, improving, developing and carrying out programs and activities relating to the prevention, identification and treatment of child abuse and neglect; 5) conduct research into the causes of child abuse and neglect and into the prevention, identification and treatment thereof; and 6) make a complete and full study and investigation of the national incidence of child abuse and neglect, including a determination of the extent to which incidents of child abuse and neglect are increasing in number or severity.

The original legislation was opposed at first by the Department of Health, Education and Welfare, but later the Department supported it. After passage of the law, NCCAN was placed in the fourth level down of the social services bureaucracy in the Department of Health and Human Services (HHS) in Washington, D.C. Above it in HHS were and still are the Children's Bureau, the Administration on Children Youth and Families, and the Office of Human Development Services. The direct link to the Secretary of HHS and the coordinative function of the old child advocacy office disappeared.

Amendments to P.L. 93-247 were added in 1978. These included the development of a \$4 million sexual abuse component, a section specifying the percentage distributions of funding (i.e., that not less than 25 percent of appropriated funds should go to states, not less than 50 percent to research and demonstration), and the title II - adoption opportunities program.

In 1981 the Omnibus Budget Reconciliation Act (P.L. 97-35) authorized \$7 million for state grants, restated the existence of NCCAN with an authorization of \$12 million (\$2 million for adoption reform), but made the activities of NCCAN (paragraphs one through six above) discretionary and part of the \$30 million fund administered by the assistant secretary of Human Development Services. In the December 7, 1982 Federal Register, child abuse projects totaled \$1.58 million for research and demonstrations out of a \$21 million fund.

For FY 1982 the Reagan Administration attempted to eliminate the Child Abuse Prevention and Treatment Act, which encourages a more coordinated state response to the needs of neglected and abused children. Congress rejected the Administration's proposal, but reduced funds for the program from \$23 million to about \$16.2 million.

For FY 1983 the Administration proposed an additional 31 percent cut in the state grant portion of the program, which provides funds to state agencies that respond to reports of abuse and neglect. The Administration also proposed merging the child abuse demonstration funds with other human services monies for

research and demonstration. Congress also rejected these proposals. It maintained the state grant portion of the program at its FY 1982 funding level of \$6.7 million, and funded child abuse research and demonstration at \$9.5 million.

Congress also maintained funding for the National Center on Child Abuse and Neglect at \$16.2 million. And for the first time, Congress provided the Department of Defense with \$5 million a year in FY 1982 and FY 1983 specifically targeted at child abuse prevention and treatment and family violence programs for military families. The Coast Guard also received \$500,000 for child abuse-related activities in FY 1983.

In its FY 1984 Budget, the Administration proposed maintaining, without any increase, the \$6.7 million appropriations level for state grants for child abuse and eliminating special funding for research and demonstration programs related to child abuse and other child welfare-related activities. The President proposed no increases for child abuse funding even though 39 states had reported increases in child abuse reports during 1982. Congress appropriated \$6.7 million for the state child abuse grants and \$9.5 million for discretionary grants - \$16.2 million.

In 1984 Congress passed P.L. 98-457 which reauthorized child abuse and prevention programs for four years. Authorization levels were set at \$33,500,000 for FY 84, \$40,000,000 for FY 1985, \$41,500,000 for FY 86 and \$43,000,000 for FY 1987. Not less than \$9,000,000 is to be appropriated for state grants; \$11,000,000 for research, demonstration, training and technical assistance programs; \$5,000,000 for sexual abuse projects and \$5,000,000 for new requirements regarding medical decisions for disabled infants with life threatening conditions. In addition to the section on medical neglect, the law included new provisions for family violence prevention and services.

Despite an array of new responsibilities, the Administration proposed a 15% cut in combined funds for the child abuse and neglect state grants and discretionary programs with no funds for both the new Family Violence Prevention and Services program and the federal program to provide grants to states to encourage the development of Children's Trust Funds. \$26 million was appropriated for child abuse activities in both FY 85 and FY 86 -- although Gramm-Rudman has reduced the FY 86 monies to approximately \$24 million. In its FY 87 proposal, the Administration suggested consolidating child abuse state grants, child abuse discretionary activities, and family violence services grants into a new Family Crisis and Protective Services Program which would be funded at \$30,500,000.

III. ASSESSMENT OF THE NCCAN

On the positive side, there is no question that compared with the years prior to 1973, there is certainly more of a federal effort on child abuse and neglect than prior to the establishment of the NCCAN. At a minimum, there is more of a public awareness of the problem of abuse and neglect. All fifty states have passed reporting laws, protections for families against abuse of their rights and privacy, many states have provisions for guardians ad litem for children including protective court cases and support for identifiable child protective services at the local level. We have advanced our knowledge about child maltreatment and effective programs, approaches and practices. Research and

demonstration projects, although limited, have brought some clarity to our understanding of the complex forces which undermine families' capacities to care for their children. The NCCAN has also encouraged and supported a careful, primarily preventive approach, to public awareness through public service announcements and national media campaigns. Further, professional and paraprofessional training on the prevention and treatment of child abuse have been expanded through the development, testing and dissemination of printed and audiovisual training materials by the NCCAN.

Although we have made progress in our knowledge about the causes, consequences and treatment needs of abused children and their families, further progress in actual prevention and treatment has been inexcusably stalled. Failure to coordinate efforts between agencies and to develop and implement a system of identifiable priorities has brought us to our current crisis situation. Although the NCCAN is not exclusively responsible for these failings, the Center's inability to provide necessary leadership is clearly at issue. Specific criticisms follow.

1. National Incidence Study

The first national incidence study mandated by law was poorly conceived. Rather than utilize the expertise of other federal agencies, such as the National Center for Health Statistics, the Census Bureau and the national Centers for Disease Control, the study done under contract to NCCAN used figures voluntarily submitted by the states - a notoriously poor method of data collection. The study, therefore, has led to the impression that child abuse and neglect is primarily a problem of the poor and tends to understate the severity of the problem. Sexual abuse also has been grossly underreported in this study.

2. Research Efforts

Despite the fact that research on prevention and demonstration programs is one of the NCCAN's primary aims, in a 1983 review article in Child Abuse and Neglect: The International Journal, Ray Helfer was able only to cite three studies that were adequately controlled in the research area in the last 10 years. One of these was privately supported, and the other two by the NCCAN.

Nor has the research effort funded by NCCAN reflected the multidisciplinary nature of the field. Rather it has focused primarily on the social aspects of the problem with little attention focused on the pediatric, psychiatric or epidemiologic aspects of child abuse and neglect. The Center has failed to develop any interagency efforts with NIMH, NICHD or CDC which would have served to multiply the impact of research efforts. Unfortunately, these other agencies involved with child abuse and neglect systematically decided not to fund related projects, assuming the NCCAN's leadership. As a result we are ten years behind in our research, prevention and treatment efforts.

It is perhaps our greatest concern that the most important research question -- what is the natural history of abused children -- has never been addressed. We do not know how many of these children grow up and abuse or neglect their own children, or how many are appropriately treated and continue on to lead

non-abusing lives. Obviously, the results of such a study would dramatically affect, if not alter, our prevention and treatment efforts. However, to be done well such a study will demand a collaborative and multidisciplinary approach.

3. Staff

To our knowledge only one professional experienced in caring for abused children and their families has ever been employed by NCCAN. Further, the majority (80 to 90 percent) of resource centers funded between 1977-1984 were devoid of any multidisciplinary clinical component. For example, most pediatricians are unaware of these resource centers' activities or existence. It should be noted that in the present funding cycle the present leadership of NCCAN and the Childrens Bureau support the establishment of resource centers for child and sexual abuse and the need for a clinical focus therein. Hopefully this effort will not be squelched as has been our experience in the past.

4. Clearinghouse

The NCCAN Clearinghouse is passive and rudimentary in its approach. Apart from the national incidence study already alluded to, the Clearinghouse has maintained a low profile. Data are annually requested by questionnaire but response is voluntary. Again, most pediatricians are unaware of the existence of the Clearinghouse or its resources. In fact many of the calls to our center (and we receive 1500 - 2000 a year) have been referred to us by the Clearinghouse staff who are unable to respond to callers' concerns.

5. Advisory Board

The Advisory Board, which includes representatives from other federal agencies, seems to have little impact on the NCCAN. Notably absent on roster of members are those who are considered experts in the field of child abuse. Representatives from the other federal agencies tend to be lower level personnel who do not have the power to effect interagency agreements.

6. Administrative Standing

As you know, the National Center on Child Abuse and Neglect is buried within the enormous bureaucracy of the Department of Health and Human Services. The NCCAN's present position beneath the Office of Human Development Services, Administration on Child Youth and Families and the Children's Bureau, severely inhibits the Center's ability to develop appropriate collaboration with other federal agencies, e.g. NIMH, NICHD, Office of Maternal and Child Health, Head Start, Run Away Youth and Social Services and the CDC. Further, the Center's lack of authority seems to have decreased over the past several years as the Office of Assistant Secretary has assumed even greater responsibility for this area and has attempted to merge the Center's activities into the overall agenda for the Office of Human Development Services. This continued layering of bureaucracy and authority has exacerbated the Center's inability to achieve its goals, as each decision must be cleared and approved by three offices.

7. Manpower

There has been no federal leadership in the development of programs to help meet the desperate need of state and local child protective services agencies as they stagger under the weight of enormous increases in the reporting of cases of child abuse and neglect by an increasingly aware public. Our perception is that there is an even greater crisis in child protective service professionals than existed 20 years ago with the lack of primary care physicians. At that time the government recognized the need to develop incentives and training programs for family physicians, pediatricians and other primary care specialties to meet an unmet and growing need. The crisis today for child protective service workers is even greater. Schools of social work do little to train people in child protective services; thus most of these workers are trained on the job. There is also an enormous shortage in mental health professionals and child therapists. It is interesting to note that the Department of Justice has recognized this problem and is encouraging district attorneys to work collaboratively with social work and mental health.

8. Child Treatment Issues

The current child protective services system although required by state law to provide "treatment plans" to families falls far short of being able to treat the 1.7 million abused children and their families. In addition to the previously stated manpower problems, community mental health and private community centers are full due to the deinstitutionalization of the chronically mentally ill. Our failure to meet the needs of these children and their families will dramatically impact on present as well as future generations. For despite other efforts, the best way to break the cycle of abuse and neglect is to treat its current victims.

IV. RECOMMENDATIONS

As stated earlier, some of the following recommendations are short-term in nature; others will require a more concerted and long-term effort.

1. Staff

Expand present staff to include clinicians from each of the major disciplines working in this field. As stated earlier, child abuse and neglect is a multi-faceted problem. Indeed, the lesson of the last twenty years is that only a multidisciplinary effort will be effective in its prevention and treatment. The Center should employ or collaborate more closely with mental health professionals, social workers, physicians and others who have had direct experience with caring for abused and neglected children and their families.

2. Elevate the NCCAN

The Academy believes that the federal child abuse and neglect program effort has fallen short of its expectations. However, we believe the problem may be resolved by changing the NCCAN's location in the HHS bureaucracy (just as an infant with non-organic failure to thrive needs out-of-home placement). The

elevation of NCCAN to a position opposite the Assistant Secretary level (either for Health or Human Services) would permit the interagency cooperation necessary to fulfill the Center's goals and objectives. Such cooperation has not occurred with the present alignment for 16 years, and in the Academy's view cannot occur unless NCCAN has the status necessary to work with NIMH, NICHD, the CDC and the Office of Maternal and Child Health, Head Start, Run Away Youth and Social Service Research efforts.

3. Redesign the Advisory Board

As stated earlier, the Advisory Board should be given more authority and responsibility in its purview over the NCCAN. Given the Center's "low level" standing in the HHS bureaucracy, it is particularly important that the committee have some authority and power. In addition to the current members on the committee, we recommend including higher level representatives from the NIMH, CDC, NICHD, MCH office, Head Start, Run Away Youth and Social Service offices. Further, noted experts, from a variety of disciplines, who have direct experience with the problems of abuse and neglect should be appointed to the Board.

4. Redesign the Research Effort

The National Center should coordinate and fund a collaborative multi-site longitudinal study - in cooperation with the NIMH, CDC, NICHD, MCH Office - into questions regarding the natural history of the abused child, e.g. how many are treated effectively, how many grow up to become abuse parents, etc. Further, the Center should encourage the same agencies to sponsor research on prevention of family dysfunction which leads to physical and emotional harm to children.

5. Develop an Intensive Manpower Training Effort

The need for a quick, "crash" course to train child protective service professionals cannot be overstated. The current child protective services system is on the verge of collapse and, without support, the backlash will be staggering. Clearly there needs to be a federal effort to stimulate schools of medicine, social work and mental health to develop programs in the area of child abuse and neglect. This effort should be coordinated with the NIMH, ADAMH and Bureau of Health Manpower.

6. Stimulate Programs for Child Treatment

Both public sector and private sector funds must be used more effectively to improve the treatment of abused and neglected children and their families. By collaborating efforts -- and funds -- with other agencies, the NCCAN can leverage its admittedly scarce dollars. For example, the NCCAN should develop a program with the Department of Education to develop therapeutic programs for abused children which could be delivered through the schools. We think the legislative authority for this already exists in P.L.94-142. Joint efforts could be initiated with the Department of Defense to address the unique needs

of abused and neglected children who are military dependents. We also encourage the Center to continue its program of matching funds, whereby programs linked to a match are privately supported within three years.

7. Increase Funding Levels

Although the collaboration of efforts and other recommendations detailed above will leverage the NCCAN's funds, there is no question that this agency is consistently grossly underfunded. Despite the dramatic rise in reports of abuse and neglect in almost every state, and the corresponding increase in demands on social service and mental health agencies, the Reagan administration has failed to recommend an increased federal investment to deal with this crisis. Although not the purview of this committee, we recommend that authorization and appropriation levels for the agency be increased to more accurately reflect the increased demands. The Academy recognizes the advent of Gramm-Rudman does not make such a recommendation likely; nevertheless, we must acknowledge that our government's commitment to combating child abuse and neglect appears nothing more than symbolic when one assesses its funding history.

The Academy also supports the concerns which will be raised by Mr. Tom Birch regarding the need to improve the priority setting process. We would encourage the NCCAN to establish a sound system of developing and implementing priorities, (as specified in P.L. 93-247) so as to establish continuity in the research, demonstration and treatment efforts. Comments from experts in the field should be helpful in this regard.

In summary, our pediatric diagnosis is that NCCAN is a failure-to-thrive agency similar to infants who are emotionally neglected and inadequately fed by their parents. NCCAN's parent agencies in HHS have a 12 year history of contributing to the stunting of the growth and development of this agency. When infants have failed to thrive they need a new, supportive emotional environment and adequate feeding. So does NCCAN! Our center in Denver has been treating abused children and their families for 28 years. We are aware that there is no quick cure for emotional neglect, but are optimistic that with bipartisan, multidisciplinary support, the federal child abuse effort can meet the expectations of thousands of professionals and millions of abused children and their families.

The Academy is pleased the subcommittee is looking into this issue. We look forward to working with the National Center to improve our efforts to combat child abuse and neglect.

Mr. WEISS. Dr. Aber.

STATEMENT OF DR. J. LAWRENCE ABER, ASSISTANT PROFESSOR OF PSYCHOLOGY, BARNARD COLLEGE AND GRADUATE FACULTIES, COLUMBIA UNIVERSITY, REPRESENTING THE AMERICAN PSYCHOLOGICAL ASSOCIATION

Dr. ABER. Thank you, Mr. Chairman. It's my pleasure to provide testimony this morning on behalf of the American Psychological Association for this oversight hearing. I'm Larry Aber, assistant professor of psychology at Barnard College and Columbia University, and I'm presently the director of the Center for Toddler Development there. In the past, I've both worked clinically with abused and neglected children, conducted research on the social and emotional development of abused and neglected children, and also served for several years in State government, so I've worked a couple sides of the street.

I want to restrict my comments this morning to the research area, because the policies regarding services have been very adequately covered by my colleague.

Today, as in the past, improvements in programs and policies on behalf of maltreated children require a better scientific knowledge base on the nature of child maltreatment, its causes, and its consequences. But the Federal Government, charged by Congress to support such research, is in my opinion unable to pursue this goal through its present mechanism, the National Center.

In this testimony I am going to review briefly for you why scientific research is important—that will be mostly in the balance of the written testimony—and I want to then describe why NCCAN is not presently in a position to fulfill its mandate in that area.

In the written statement, I describe the historical role played by science in identifying and verifying the battered child syndrome. Most of that work was done in Denver. One role to highlight, what science plays in all this, is to help us be more honest with ourselves by opening our eyes to things we'd rather not see. I think you heard very compelling testimony from the young women and by service providers about how in this country, despite the advances, we don't want to see some things. Science is a check on our unwillingness to see the truth. I then go on to describe two of many possible examples of the potential value of social and behavioral science research, in particular in guiding programs and policies on behalf of maltreated children. Social and behavioral science research has been hit particularly hard in the last 4 years across the board. Child abuse and neglect is no different.

Specifically I cover two basic scientific research areas which I think have a lot of promise in improving programs and policies for abused and neglected children. The first is an area of basic research which is striving toward a better understanding of how major policies like keeping children in the home versus removing children have effects on children's development. We need basic scientific work to develop the tools and abilities to do research on a fundamental policy decision faced every day in every community: Do you keep a child in the home or not?

A second area which I review has to do with designing truly effective child abuse prevention programs. We don't live in a time where we can fluoridate the water and purify milk and have dramatic gains in children's health and safety like the kind we saw before. Child maltreatment as well as other problems facing children's health and safety require new understanding of behavioral and social mechanisms for causality, and there are many, many intriguing leads in social and behavioral science research about the mechanisms that may contribute to the intergenerational transmission of child abuse. Without focusing on those causal mechanisms through good basic scientific research, it's unlikely that we are going to make much advance in a preventative policy that has a chance of working.

Historically it's been very difficult to develop a solid knowledge base on child abuse and neglect. My mentor, Ed Zigler, at Yale University, said that despite research efforts in the last 10 years the ratio of myth to fact in the child abuse area is about as high as that which prevailed in mental retardation 25 years ago. A social policy based on myth clearly is dangerous to our Nation's children. Some of the reasons for the difficulties in developing a sound scientific knowledge base about abuse and neglect include the sheer complexity of the problem—it's not an easy issue to face—and the unfortunate fear and hesitation of some scientists to get their hands dirty with what they used to consider applied work, applied research. Fortunately, the behavioral and social science community has begun to work hard to address these problems, and in my prepared statement I give you some examples of what I consider exemplary research programs being conducted right now in the social and behavioral sciences by scholars such as Dante Cicchetti at the University of Rochester and Mary Main at the University of California, Berkeley.

It's notable that none of the ones I review are funded by NCCAN. Unfortunately, though, even as the potential value of scientific research in child abuse and neglect for policy formulation and program development has become clearer, the commitment and ability of NCCAN to encourage and support such research has deteriorated. While a Federal role in promoting basic research as well as demonstration programs based on research was a clear mission described in the Child Abuse Prevention and Treatment Act, this mission has been inadequately funded and poorly administered. You have already heard that from fiscal year 1975 to fiscal year 1983 NCCAN funds fluctuated below the level appropriated by Congress. During that time about \$2 million a year was allocated for research, and NCCAN says itself that the majority of that money went to research on service delivery features, not on basic research. Furthermore, since 1983 the Assistant Secretary for Human Development Services has folded NCCAN's research funds into a coordinated discretionary funds program with research budgets from all child welfare programs. This policy, coupled with proposed cuts in these discretionary funds programs, threaten to reduce the funds available to child abuse and neglect even further. Consequently NCCAN has not been able to and still cannot exercise the level of leadership in encouraging and supporting scientific

research originally envisioned by the framers of the Child Abuse Prevention and Treatment Act of 1973.

But problems with NCCAN's role in the support of child abuse research go well beyond the issues of level and structure of funding available for research. Again, in my opinion, NCCAN is drastically out of touch with the research community, and the research community is drastically out of touch with NCCAN. Thus no real cross-fertilization occurs between policymakers and research scientists. This state of affairs would not be tolerated in other areas where advances in scientific knowledge are crucial to the development of public policies promoting health, safety, and welfare of our Nation's citizens. Why then is it permissible in the area of child abuse?

One reason why the research community is out of touch with NCCAN is the impression that many researchers have of the arbitrariness or unfairness of NCCAN's research and demonstration grant review procedures. Many of us who work in the child abuse area can cite specific examples known to us in which research proposals asking key scientific questions and using the best available research methods have been passed over in favor of proposals using drastically inferior research methods to ask questions of secondary importance. This has led a number of us to question the quality and/or integrity of the peer review systems used to evaluate proposals at NCCAN. Tom Birch talked about this earlier. Is NCCAN using reviewers who are that out of touch with the prevailing standards of behavioral and social science research? Or do reviewers receive review criteria from NCCAN which run counter to scientific standards? Or does the administration receive reviews which fairly accurately rank order proposals based on scientific merit but then fund proposals out of order in response to political or other public policy considerations? All three of these are possibilities to account for what we observe.

Clear answers to these and other questions are necessary to reinstate the research community's confidence in the grant review policies and procedures of NCCAN. Few things can damage the interest of the scientific community in a field of research more profoundly than the notion that merit won't be recognized, or if it is recognized, it won't be rewarded.

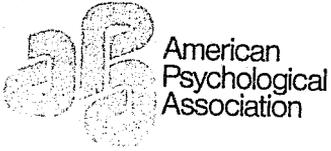
Policy debates about the best ways to combat child abuse and neglect have always generated more heat than light. Passions run high when we meet to consider how we should act on this problem. Scientific research has the possibility of generating more light than heat. The complex and important decisions facing policymakers and service providers at the local, State, and Federal level should be guided by the best available knowledge on the nature of child maltreatment, its causes, and consequences. Anything less than that is like going into a race with both feet tied together. In our Nation now, during this time of decreasing resources for services and continuing increases in child abuse reports, it is especially important that science policy be fully integrated with social service policy. This was one of the hopes and promises of the Child Abuse Prevention and Treatment Act which has gone unrealized. It's unlikely that we will make any substantial progress in combating abuse and neglect until we better understand it. The Federal Gov-

ernment through NCCAN or a similar mechanism has a key role to play in improving our knowledge, but it must stop ignoring or frustrating the scientific research community and instead begin to encourage our best minds to address this pressing problem.

I'm happy to be here and answer any of your questions later. Thank you very much.

Mr. WEISS. Thank you very much, Dr. Aber.

[The prepared statement of Dr. Aber follows:]



TESTIMONY OF

J. LAWRENCE ABER

Assistant Professor Of Psychology

Director Of The Center for Toddler Development

Barnard College and Graduate Faculties of Columbia University

New York, NY

On behalf of

THE AMERICAN PSYCHOLOGICAL ASSOCIATION

before the

UNITED STATES HOUSE OF REPRESENTATIVES

Committee on Government Operations

Subcommittee on Intergovernmental Relations and Human Resources

March 12, 1986

OVERSIGHT OF THE NATIONAL CENTER FOR CHILD ABUSE AND NEGLECT

Mr. Chairman and members of the Subcommittee on Intergovernmental Relations and Human Resources, it is my pleasure to provide testimony on behalf of the American Psychological Association for this oversight hearing on the National Center for Child Abuse and Neglect.

I am Dr. J. Lawrence Aber, Assistant Professor of Psychology at Barnard College and Graduate Faculties of Columbia University. I am also presently the Director of the Barnard Center for Toddler Development. I have conducted extensive research on the social and emotional development of maltreated children and formerly served as an Associate Director of the Harvard Child Maltreatment Project. I also served for three years as Special Assistant to the Director of the Office of Children in the Commonwealth of Massachusetts.

Today, as in the past, improvements in programs and policies on behalf of maltreated children require a better scientific knowledge based on the nature of child maltreatment, its causes and its consequences. But the federal government, charged by Congress to support such research, is unable to pursue this goal through its present mechanism, the National Center on Child Abuse and Neglect. In this testimony I wish to review for you why scientific research is so important to program and policy efforts on behalf of maltreated children and why NCCAN is not presently in a position to fulfill its mandate in this area.

Our nation entered the modern era in the identification and treatment of child abuse cases in 1962 when Henry Kempe published his article on the "battered child syndrome". The scientific method of systematically collecting and interpreting data led radiologists to a then surprising conclusion. Children who presented to medical facilities with a history of multiple, untreated bone fractures were not suffering from a rare bone disease but rather were most likely severely physically abused by their parents. In this manner, the scientific method opened our eyes to the fact that many of our

nation's children were being maltreated and were not coming to the attention of helping professionals and hence were not receiving treatment for themselves or their families.

As our concern over child maltreatment has expanded over the last two decades from cases of severe physical abuse to include emotional and sexual abuse, physical and emotional neglect, and most recently, the maltreatment of children in non-familial out-of-home care, we require new and equally rigorous methods to identify and verify cases of child maltreatment. The medical sciences, including radiology, hold some of the keys to identifying and verifying these new forms of maltreatment. But most of the keys are held by the behavioral and social sciences.

Two important examples illustrate the potential value of social and behavioral science research in guiding programs and policies on behalf of maltreated children and their families.

1. Evaluating Alternative Service Policies. For the last 10 years, the child protection field has hotly debated the issue of the value and importance of two strategies aimed at preventing the reoccurrence of maltreatment: Removing maltreated children from their homes versus providing them with family-based services. In order to rationally evaluate these two very complex policies, Michael Wald and his colleagues at Boys town Center of Stanford University have conducted a unique policy experiment in California. Various counties agreed to implement one or the other of these two approaches while the Stanford research team studied the impact of these two forms of service provision on the children's development as well as parent and family functioning. Unfortunately, such a study is only as good as the outcome measures used to evaluate the children's development at various points during and after the intervention process. In their report, Wald and his colleagues note that more rigorous, conclusive studies of alternative program or policy

options on behalf of maltreated children and their families must await further progress in the social and behavioral sciences in conceptualizing and measuring the social, emotional, behavioral and cognitive development of children-at-risk.

2. Designing Child Abuse Prevention Programs. In light of the growing number of reported child abuse cases and the increasing limits on service dollars, federal, state and local governments have begun to turn to the idea of prevention as a more sensible policy objective for combatting child maltreatment. This shift in policy emphasis away from identification and treatment toward primary and secondary prevention seems reasonable because prevention strategies have dramatically improved children's health and safety in many other domains during the twentieth century. But preventing child maltreatment is more complicated than preventing infant illness and death by diarrhea through programs to purify water and milk or preventing illness and death by infectious disease through various immunization programs. Like other problems of health and safety faced by today's children and youth (for example substance abuse and school-age pregnancy), child maltreatment is primarily a social, psychological and behavioral problem, not a physical, biological or public health problem.

Thus, in order to prevent child maltreatment, we need to identify the causal mechanisms (social, psychological and behavioral) that lead to maltreatment. One longstanding hypothesis of the root cause of maltreatment that has received some limited empirical support is the notion of the intergenerational transmission of child maltreatment. The basic idea is that maltreating parents usually were themselves maltreated as children. While this may be true, certainly the inverse is not: "That children who were maltreated by their own parents usually grow up to maltreat their own children. Not all abused children become abusive parents. What distinguishes

abused children who grow up to abuse their children from abused children who later become parents who adequately care their children? Basic research on the causal mechanisms involved in the intergenerational transmission of abuse holds considerable promise for a social policy which emphasizes the prevention of abuse.

These are but two of many examples of the potential value of an improved scientific knowledge base for constructing programs and policies to identify, treat and prevent cases of child abuse and neglect.

Historically, it's been very difficult to develop a solid knowledge base on child abuse and neglect. Professor Edward Zigler of Yale University has said that despite the research efforts of the last 10 years, the ratio of myth to fact about child abuse is at the same high level today as the ratio of myth to fact about mental retardation that prevailed 25 years ago! A social policy based on myth is very dangerous to our nation's children! Some of the reasons for the difficulties in developing sound scientific knowledge about child abuse/neglect include the sheer complexity of the problem and the unfortunate fear or hesitation of some social and behavioral scientists to get their hands dirty with what some consider "applied" research. Fortunately, the behavioral and social science community has been working hard to address these problems. Basic research scientists like Mary Ainsworth at the University of Virginia, Alan Sroufe at the University of Minnesota and Ed Zigler at Yale University have trained and supported the early work of a new generation of young investigators who are willing to tackle the conceptual and methodological difficulties of child abuse research and fight the arbitrary division between basic and applied research. Two exemplary programs of basic research on child maltreatment which hold great promise for re-directing programs and policies are the work of Mary Main (at the University of California, Berkeley) on the intergenerational transmission of patterns of parent/child relationships and

the work of Dante Cicchetti (at the University of Rochester) on the social, emotional, behavioral and cognitive development of maltreated children.

Unfortunately, even as the potential value of scientific research on child abuse/neglect for policy formulation and program development has become clearer, the commitments and ability of NCCAN to encourage and support such research has deteriorated. While the Child Abuse Prevention and Treatment Act of 1973 clearly envisioned a federal role in the promotion of basic research (as well as demonstration programs based on research), this mission has been inadequately funded and poorly administered. For example, between FY 1975 and FY 1983, appropriations to NCCAN fluctuated between \$15 million and \$23 million. According to the Congressional Research Service, an average of \$2 million per year was allocated for research. And according to NCCAN itself, the majority of its research funds were devoted to investigations of aspects of service delivery, not to basic research on the nature, causes and consequences of child abuse/neglect. Furthermore, since 1983, the Assistant Secretary for Human Development Services in HHS has folded NCCAN's research funds into a "Coordinated Discretionary Funds Program" with the research budget for all child welfare programs in OHDS. This policy, coupled with proposed cuts in this discretionary funds program, threaten to reduce the funds available for child abuse research even further. Consequently, NCCAN has not been able to and still cannot exercise the level of leadership in encouraging and supporting scientific research originally envisioned by the framers of the Child Abuse Prevention and Treatment Act of 1973.

But the problems with NCCAN's role in support of child abuse research go beyond the issues of levels of funding available for research. In my opinion, NCCAN is drastically out of touch with the research community and the research community is drastically out of touch with NCCAN. Thus, no real cross-fertilization occurs between policymakers and research scientists. This

state of affairs would not be tolerated in other areas where advances in scientific knowledge are crucial to the development of public policies promoting health, safety and welfare of our nation's citizens. Why is it permissible in the area of child abuse?

One reason why the research community is out of touch with NCCAN is the impression that many researchers have of the arbitrariness (at best) or unfairness (at worst) of NCCAN's research and demonstration grant review procedures. Many of us who work in the child abuse area can cite specific examples known to us in which research proposals asking key scientific questions and using the very best available research methods have been passed over in favor of proposals asking questions of secondary importance and using drastically inferior research methods. This has led a number of us to question the quality and integrity of the peer review system used to evaluate proposals at NCCAN. Is NCCAN using reviewers who are that out of touch with the prevailing standards of behavioral and social science research? Or do reviewers receive review criteria from NCCAN which run counter to scientific standards? Or does the Administration receive reviews which fairly accurately rank order proposals based on scientific merit but then fund proposals out of order in response to other political or public policy considerations? Clear answers to these and other questions are necessary to reinstate the research community's confidence in the grant review policies and practices of NCCAN. Few things can damage the interest of the scientific community in a field of research more profoundly than the notion that scientific merit won't be recognized, or if recognized, won't be rewarded.

Policy debates on the best ways to combat child abuse have always generated more heat than light. Passions run high when we meet to consider how families, the general public, child and family service professionals and policymakers should act to address this problem. Scientific research has the

possibility of generating more light than heat. The complex and important decisions facing policymakers and service providers at the local, state, and federal levels should be guided by the best available knowledge of the nature of child maltreatment, its causes and its consequences. Anything less than the best information is like going into a race for your life with both feet tied together. In our nation now, during this time of decreasing resources for services and continuing increases in child abuse reports, it is especially important for science policy to be fully and effectively integrated with social service policy. This was one of the hopes and promises of the Child Abuse Prevention and Treatment Act which has gone unrealized. It is unlikely that we will make substantial progress in combatting child abuse/neglect until we understand it better. The federal government, through NCCAN or a similar mechanism, has a key role to play in improving our knowledge of the causes and consequences of abuse/neglect. But it must stop ignoring or frustrating the scientific research community and instead begin to encourage our best minds to address this most pressing problem.

Thank you for the opportunity to present this testimony to the Subcommittee on Intergovernmental Relations and Human Resources. If I can be of any further assistance during your deliberations, please feel free to call on me.

Mr. WEISS. Ms. Strom.

STATEMENT OF JOYCE STROM, DEPUTY DIRECTOR, CHILD WELFARE LEAGUE OF AMERICA, INC.

Ms. STROM. Mr. Chairman and the subcommittee, I'm glad to be here. My name is Joyce Strom. I'm the deputy director of the Child Welfare League of America. I'm here today to testify about strengthening the leadership and the role of the Center. My familiarity with the Center is from the Child Welfare League, a 66-year-old agency that has as members, children-serving agencies, both public agencies in the field of child abuse and departments of social services, as well as hundreds of private child welfare agencies. Also, formerly I was the associate commissioner at the Administration of Children, Youth, and Families, in which I supervised the National Center. Previous to that, which is probably my most relevant experience, I was a grantee at the State level of a National Center grant, and I just can't tell you what those little \$10,000 grants can do to make a difference in a State. It is critical that the Federal Government never loses that role of passing out carrot-grants to get communities activated and educated about what works and what to try, and it is such an incredible bang for such a small amount of money. It is the role of Federal Government to provide this leadership and we should never back away from it.

We pulled a whole State together, got comprehensive emergency services, initiated Parents Anonymous groups, got people inside institutions to combat institutional abuse, all from little teeny amounts of money out of the Center.

The need for leadership in the field of child abuse and neglect is critical. CWLA just published "Too Young to Run," a national survey we did collecting information from all the State agencies responsible for child abuse in North America and many of the private agencies. We found out lots of things, such as the fact that child abuse is going up 16 percent, and that sexual abuse is being reported by an increase of 59 percent. Child abuse is not leveling off or significantly unsubstantiated, and all the other rumors you are hearing about why we can relax this year. That's not true. And there's some interesting things about it.

What's happening as a result of the reports going up and the resources going down in this country is that States are in a struggle. They are not meeting their mandate. They are not investigating reports that come in. And they are being forced to set painful priorities. Where we got the title "Too Young to Run" is, from a worker where there was not enough staff to cover the cases, who said, "If the kid is 10 or 11 they are old enough to run, we'll get to them in 2 weeks, we've got to go and check out this younger child first."

Workers are looking for actual physical proof—broken bones or venereal disease of the mouth or genitals to prove abuse and put that case to a top priority. Agencies are in a dilemma out there, and I haven't heard about it. If the National Center is our leadership, where is the voice? I hear William Bennett on the tube every night about education and I'll tell you, Education is an agency that this administration wanted to abolish, but they're out there—education for excellence, leadership. They're out there this week with

"what works" in a new publication, and they're leading this country into doing something about the problems in education.

This administration is brilliant at leadership. They are brilliant at making people want to feel good. And their participation in this Center in an appropriate way could turn the country around. It is crazy for us to be sitting here talking about this diddley amount of money and getting executive commitment to do something that makes a difference in the community about child abuse.

As an old associate commissioner, another serious issue is that they must have staff over there that have experience and training in the field, and they must have travel money to move around the field and get out there. What frightens me as we all sit here today and talk about how it's not working perfectly is that as a result we support the evidence for the administration to dump it into an office for violence. We say the Center is not working anyway and you know the grant process is a mess and that people don't trust it, so let's not give the money out. What we must not do is to fall into the trap of supporting the evidence to do away with the Center and not strengthen it, to abolish a grant process. This is really important as the reauthorization comes up and the administration's new proposal about putting it into a new office of domestic violence. And if we put child abuse money and child abuse issues into block grants for competition at the State level, it will be a disaster. They've got to be targeted. They've got to be identified. Not one thing happened in this country until we isolated and politicized the issue to move it forward. I give you women, blacks, handicapped, retarded, and child abuse. It must not be folded under. We can't afford that.

I'm going directly to what we think the recommendations are. As I listened to the previous panelists, I realized that we are in consensus so completely that one of my recommendations regarding the energizing of the advisory committee is, put the six of us on it. We could help move the place forward.

Our first recommendation is an articulate national voice which speaks out on the status and needs of child abuse and neglect victims. I compare William Bennett, who is out there promoting issues, with the fact we haven't seen Dorcas Hardy or Dodie Livingston or Jane Burnley or Helen Howerton or people from the advisory committee out there talking about child abuse issues and what needs to be done. We need a visible office with experienced and sufficient staff. I will tell you in the old days Kee McFarlane and Jim Harrell and Dwayne Reagan and the people in that staff had requests to be out speaking at workshops providing leadership to States and local communities all the time. It was a role of the Center.

You must have staff with training and experience. We keep hearing that the Head Start people are in the elderly and the elderly are in the runaways, and the runaways are in planning—it's like shuffling the deck chairs on the *Titanic*. You must keep people with training and experience in the Center so that you have people there who know what to do. A visible office also means that people are on agendas and at conferences. This can't work when you have travel money for one trip a year. We are giving a conference next week—we're having some of the leading people in child abuse in—

I'm giving scholarships to Federal employees because they can't register. They don't need travel money. My point is that you can get people from the administration to speak to promote the administration's ideology, and that's OK with me, I understand that, and I invite them, but you also need the technicians and professionals coming out of the Federal Government who appear at places, who are at conferences, who get to talk to people who are out there doing it, because that is leadership.

Another thing we suggest is publicly disseminated and replicated findings of the research and identification of what programs and strategies work as a result of discretionary grants. It's really easy to get this information out, but it takes travel money, it takes publication money. It's not a mystery to know what needs to happen. For instance, in institutional abuse. To show what can be done, let us look at institutional abuse, which is under 10 percent of the abuse that's going on in this country. By that I mean in day care, in institutions, in group homes, et cetera. It's under 10 percent of the abuse being reported in this country. In response to abuse in a day care center, the Federal Government has led States in turning things upside down. One State put \$3 million into fingerprinting—a State that refused to hire social workers to work in those programs for the last 3 years. It would have only taken \$1 million to support quality programs and social services.

We know how to respond. The States and the Federal Government are putting up money to study how to prosecute, to study the court system, to get fingerprinting done. That's OK, but that's not the answer. It must be done in partnership with treatment and prevention. We must look to our leadership for more than a "lock 'em up," response. One of the things that we've heard from the administration is that child abuse is a crime, and it's the States' responsibility. This lets us off the hook of Federal leadership and responsibility. We must not do that. We talk about prevention and treatment in partnership with the court and other systems.

We need a strengthened advisory board. I was thinking when Dr. Krugman spoke, the advisory board is supposed to have on it all those other agencies. It was a built-in mechanism to get the interdepartmental agencies working. It also must have a minimum of three public people with experience and expertise in the field of child abuse. Does the advisory board have at least three people with these qualifications? The advisory board includes a lot of people interested in child abuse, but the experience and expertise perhaps are shallow.

The advisory committee is a perfect structure to monitor the grant process. In the old days we used to do the grants by getting recommendations from the staff, discussing the grant before it got to the Assistant Secretary level. We took the grants to the advisory board, which had all the experts sitting on it, to assure the grants directions with national needs and priorities. Outside readers are a good idea, perhaps if connected with advisory review. The majority of grants being funded should connect with priorities in the field. The job of the Federal Government is to maximize the input of people and make sure things are going forward that provide leadership. The advisory committee can help that happen.

There must be adequate travel money for monitoring review and onsite consultation to grantees. It is crazy to think that anyone can provide leadership without the opportunity to communicate and get out there.

We need some multiyear funding for research and demonstration projects. We've got a bunch of 12-month projects, it's like a 12-month syndrome, it takes you 3 months to hire in the civil service system, 1 month to get people oriented and to find the space and get the desk and the typewriter, and then the last 3 months you're telling people to go find another job and finishing the report. So you've got 5 or 6 months in the middle where people can focus on what the job is. You can't get what you need that way, you've got to have grants longer than 12 months. Who can you hire who says, "I'll come in for 12 months and then go back to my other life"? We must provide more stability in the grant process to achieve the results you want that come from the investment of more longitudinal research and demonstration.

We need a management system that assures that the 13 or 14 NCCAN staff, not only have experience and training in the field, but also have input. The Center currently is so far down in the bureaucracy that it does not have access to information or helpful input. We need to institutionalize a grantmaking process that maximizes the input of experts and supports public trust.

But regardless of what the truth is about the integrity of the grant process, the word out there is it is not a process of integrity—it doesn't work necessarily that well, and there are really terrific people that this country needs to have participating in research and demonstration grants that won't apply.

Mr. WEISS. Thank you very much.

Ms. STROM. Thank you.

[The prepared statement of Ms. Strom follows:]

CHILD WELFARE LEAGUE OF AMERICA, INC.

TESTIMONY PRESENTED TO THE
SUBCOMMITTEE ON INTERGOVERNMENTAL RELATIONS AND
HUMAN RESOURCES
HOUSE COMMITTEE ON GOVERNMENT OPERATIONS
ON BEHALF OF
THE CHILD WELFARE LEAGUE OF AMERICA

BY

JOYCE STROM, DEPUTY DIRECTOR
CHILD WELFARE LEAGUE OF AMERICA

March 12, 1986

GUARDING CHILDREN'S RIGHTS • SERVING CHILDREN'S NEEDS



Mr. Chairman and Members of the Subcommittee, my name is Joyce Strom and I am the Deputy Director of the Child Welfare League of America (CWLA). I am here today on behalf of CWLA to testify as to need for strengthening the leadership role of the National Center on Child Abuse and Neglect (NCCAN) and for maintaining its specific existing authority. My familiarity with this process extends beyond my current position at CWLA. I formerly served as an Associate Commissioner of the Administration for Children, Youth and Families (ACYF), a position which, as you know, supervises NCCAN. In addition, as a former Executive Director of the Massachusetts Office for Children, I ran an NCCAN grant to develop citizen committees to address institutional abuse and another grant to set up local emergency service teams.

The Child Welfare League of America is a national, privately supported organization comprised of approximately 400 members and 1,200 affiliates throughout North America who provide a range of services to children and their families. Our membership includes both public and private non-profit agencies who provide such services as foster care, adoption, day care, group homes, emergency shelter care and protective services for children who are victims of abuse and/or neglect. It is this latter category of children with whom we are most concerned relative to our testimony today.

The need for national leadership on behalf of child abuse and neglect victims is underscored by CWLA's recent report titled, "Too Young To Run" which found that from 1983 to 1984, reports of child abuse and neglect increased by 16%. Over this same period of time, reports of sexual abuse increased by 59%. As these increases have occurred, however, staff and support services throughout the States have decreased. As a result, States are prioritizing their reports in various ways. For example, we found that

neglect reports receive lower priority; many cases which could be appropriately treated in the home result in the child's removal due to the lack of home-based services and counselors to provide such services; and, reports of so-called "older" children, often defined as young as 11, are having to wait sometimes up to two weeks because, it is reasoned, they are old enough to run away from home or fight back.

The National Center on Child Abuse and Neglect was originally authorized by Congress in 1974 to address issues related to those I've just described. In 1978 NCCAN was amended to strengthen its role in preventing and treating child abuse and neglect. In explaining the purpose of the 1978 amendments during the Senate debate on the 1984 NCCAN reauthorization, Senator Christopher Dodd (D-CT) stated, "...the responsibilities of the National Center were expanded to require a greater emphasis on dissemination as well as the analyses and compilation of research and training materials. The Secretary was also explicitly directed to make available to the National Center the necessary staff and resources for the Center to carry out its functions" (Emphasis added). Such functions occur primarily through the discretionary grant process in the funding of research and demonstration projects aimed at the causes, prevention, identification and treatment of child abuse and neglect. Twelve years following the initial authorization of NCCAN, we still find ourselves at crisis levels in terms of the numbers and increases of reports of child abuse and neglect. It is critical, therefore, that NCCAN provide strong national leadership with regard to the development and dissemination of research and technical assistance to child protective services agencies designed to prevent, identify and treat child abuse and neglect, which is their mandate.

We want to make very clear that CWLA strongly supports retaining NCCAN's authority to administer discretionary grants. In fact, we oppose and will work against the Administration's FY 1987 budget proposal to consolidate, along with domestic violence programs, the Child Abuse Prevention and Treatment Act. This proposal, which has not yet been sent to Congress, seems an intention on the part of the White House to reduce the authority of NCCAN beyond its present limited status. We adamantly oppose this proposal and urge this Subcommittee to help insure that NCCAN's existing authority and identity be retained and strengthened.

We feel it is important to state that strengthening NCCAN does not mean block granting or eliminating it. In our mind, strengthening means "restoring" NCCAN to its status, as envisioned by Congress in the original Act of 1974 and as amended in 1978. It is critical that there be strong federal leadership in the area of child abuse and neglect prevention and treatment; it is critical that the integrity of the grant-making process be assured; and it is critical that potential applicants believe that their proposals will receive a fair review.

The Child Welfare League of America supports this Subcommittee's role of oversight of NCCAN and in this connection, we would offer the following recommendations for your consideration.

The Child Welfare League of America recommends that NCCAN demonstrate its leadership in this field through:

- an articulate national voice which speaks out on the status and needs of child abuse and neglect victims;
- a visible office with experienced and sufficient staff;
- direction to the field evidenced by timely data collection which is publicly disseminated and replicated regarding the findings of research and the identification of what programs and strategies work as a result of discretionary grants;
- a strengthened Advisory Board on Child Abuse and Neglect which is assured of input and review by experts from the field during the grant-making process;
- adequate travel monies for monitoring, review and on-site consultation of grants;
- multi-year funding for research and demonstration projects to overcome the inadequacies of 12-month grants to deliver relevant products and results;
- a management system that assures the existence of NCCAN staff with actual experience and training in the child abuse field and the further involvement of such staff in determining funding priorities and directions;
- institutionalization of a grant-making process that maximizes the input of experts from the field and funding of program strategies and research consistent with findings from prior year grants and Advisory Board priorities.

We strongly believe that such suggestions are necessary not just because public monies are involved but also because the needs and lives of our children demand it. Thank you.

I would be happy to answer any questions now.

Mr. WEISS. Before I ask questions, let me make note of the fact that as always, there are conflicts and demands that are placed on the members' times, and I want to have the record make note of the fact that our distinguished colleague, Mr. Swindall of Georgia, was here with us and then had to leave for another assignment. That happens to us all the time, and we express our appreciation to him for participating in this hearing.

Perhaps we ought to start at the point where you left off, Ms. Strom, and all of you can comment on it, and that is the out-of-order grant approvals. My understanding is that there is a ranking and rating system on applications for grants, but apparently that ranking and rating has very little to do with who ultimately gets the grants. Can you expand on that; does there seem to be a greater percentage of out-of-order grants with NCCAN than with other similar grant-awarding agencies of the Federal Government? And, if so, what do you attribute that to?

Let us start with you, Ms. Strom, since you seem to have had some experience with that.

Ms. STROM. I don't have all of that information. I can tell you that the grant process changed from when I was there involved in it, and I don't think it was a bad change. I think the idea of bringing in outside expert readers and having a reading and grading and having a point system, is a good idea. In fact, I will tell you that process came out of another demonstration I ran called Act Together in which we developed that process, and it was adapted and picked up by the Federal Government.

The big thing is that after that as it goes up to the Assistant Secretary, there are final decisions made there and there's no involvement as I understand it of the advisory committee, which may be the remedy to improve the process.

If you compare that to other parts of the Government that are working or nonworking, I will say that another part of the Government which we must make sure we don't duplicate is the Office of Juvenile Justice, which appears to do it even worse. In that agency it is to the point where people who are the strong supporters of the Department of Juvenile Justice are considering agreeing to its abolishment. There was an editorial to this effect March 5 in the Post.

As to if it is working or not working, I do not have all of the current evidence and facts. The public perception is that it is not working. We must clean it up and work on that perception, whatever it takes to do that, because you will lose people you need and this undermines the leadership potential of the Center.

Mr. WEISS. Dr. Krugman.

Dr. KRUGMAN. I really have no firsthand knowledge of that, Mr. Weiss. I yield to Dr. Aber, if he does.

Dr. ABER. I think that the firsthand knowledge ought not to be just personal. Mine is personal, I know of people who have been passed over, and it seems to me, I know in your prepared statement you said some information you requested from the Department was not forthcoming. In other branches of Government, the precise rank ordering of grants is a matter of record that can be reviewed under the right circumstances, and it seems like, if that isn't going on, a very easy way of changing the opinion of research-

ers and program managers is to get that information out, so I don't yet know myself whether it's a problem in reality or a problem of perception in either case.

Mr. WEISS. Unfortunately, on the basis of evidence that we will be submitting for the record, if we don't get it directly from some of the agency witnesses, information that was supplied by NCCAN indicates that the ratio of out-of-order grants is approximately 50 percent, and with no apparent justifications given, other than that the Assistant Secretary had made those judgments.

Dr. ABER. I can talk to you about the chilling effect that that perception and, if it is a reality, the reality has on the research community. Researchers and people out in the community who want to create innovative programs for abused and neglected children and their families shouldn't operate in a vacuum. They need a form of critical feedback that a good review system gives them to help them refine their ideas. So one effect it has is it likely increases the chances that subsequent proposals are going to be worse, because there is not a form of critical feedback. Information goes in, it gets jumbled around in some ways, and the criteria that you're being evaluated against aren't reflected in the final decision. That makes people crazy.

A second feature is that this is an area where in my statement I indicated there's a lot more heat than light generated. If we are going to have any chance of teasing out some of these complexities in this area, it seems important to have a system where good ideas, whether they run counter or not counter to prevailing values, still have a chance to be evaluated by a system of peers. These are a number of considerations that I think are very important.

If the 50-percent figure is right also, it is dramatically higher than most review procedures and other Federal agencies with perhaps one or two exceptions, Joyce knows better than I.

Mr. WEISS. Dr. Krugman, would you say that most experts in the field of child abuse and neglect turn to NCCAN for advice and information?

Dr. KRUGMAN. Well, I haven't surveyed them, but our experience has been that, in fact, the other way around in some regard. I think that particularly with the limitations on the dissemination of information and the travel, NCCAN has had a lot of difficulty in doing that. Our Center gets about 2,000 calls a year from individuals looking for information, often times referred by the clearinghouse to us to try to get information in this area.

I think that it's difficult to talk, to look at experts in the field without focusing in on what we are talking about. As Dr. Aber said, I don't think the research community, the research experts in this field, look to NCCAN at all. I don't think clinicians look to NCCAN, because there hasn't been clinical support from NCCAN.

I think one of the things we hope the cycle that is in process now for funding child abuse and sexual abuse resource centers, if that does happen, we hope that they'll be a clinical focus to that. There are thousands of social workers and thousands of law enforcement officers and thousands of physicians who need backup support, who are going out alone into homes, having to make decisions on whether a child is abused or not, or whether a family is treatable or not, and they have no backup support.

It would be similar, if I draw an analogy, to asking a family physician to go out and do heart transplants and cardiac surgery. There is just no clinical support for those folks.

So neither the research nor the clinical experts turn to NCCAN. There may be other experts who do, but those are, at least in our perception, the two greatest needs where people do not turn to them for help.

Mr. WEISS. From your testimony, Dr. Krugman, it sounds like NCCAN has been a disappointment to researchers and service providers in the field of child abuse and neglect. And as I listen to your testimony, the inevitable question that came up is, can NCCAN be improved? Has it gone so far downhill that it ought to be eliminated and its responsibilities given to some other existing agencies of the Federal Government, or have a new agency created? Or, with some changes in policy attitudes and in personnel, can it be made to work as it was intended by Congress?

I would like your response, and I would like the others' responses.

Dr. KRUGMAN. Mr. Weiss, I carefully chose the analogy of NCCAN as a failure-to-thrive infant, because when we deal with emotionally neglected, malnourished infants, we don't throw them out. We do everything we possibly can to improve their environment and nurture them.

I think that NCCAN is important; it is crucial for the Federal Government to have somewhere in its organizational map something that says, National Center on Child Abuse and Neglect.

We've made recommendations as to how we think that can best be addressed. I think it should not be eliminated; we think it is helpful; and to eliminate them would be to blame the victim, in our opinion.

Mr. WEISS. Dr. Aber.

Dr. ABER. I don't think we can eliminate the National Center on Child Abuse and Neglect, and continue our responsibility as a Federal Government in encouraging research, demonstration projects and the right kind of policies at the State level.

I am torn between trading a specific focus on abused children within HHS for a higher place for abused children in the HHS hierarchy, and there are two dangers that make me feel torn: One is that children usually do get the last effort on our parts. So folding the National Center on Child Abuse and Neglect into an office of domestic violence has all the same problems of retaining a clarity of focus on the last minority—children, that we've heard about so much.

By the same token, the position of the National Center on Child Abuse and Neglect right now in its ability to effect policy decisions within OHDS and HHS makes one wonder about the value of trading up in the bureaucracy that a broader focus might bring for more power and effectiveness in policy decisionmaking. From the distance at which I sit, I'm not your best expert to comment on that, though. It's a difficult tradeoff as far as I'm concerned.

Mr. WEISS. Ms. Strom.

Ms. STROM. I think we absolutely need it; I think it needs its own identity; I think its funds need to be targeted and identified; I think it needs to set the context for the country and provide the

leadership that leads the States into doing what's wanted and needed, and gives us the research we need and provides the glue that puts us together in the country. We've got to have it.

Mr. WEISS. Dr. Aber, have you applied for NCCAN funding in recent years?

Dr. ABER. No, I haven't. Well, it depends on what you mean by recent years. About 1983, colleagues of mine and I applied to continue a longitudinal study of the development of maltreated children that we were conducting out of Harvard University. We received a high priority rating from NCCAN and we weren't funded. That program, as Dr. Krugman indicated, was subsequently picked up by NIMH, because they thought it was the paradigm for good, hard, scientific research on the effects of maltreatment on kids' development.

I think that the discussions we've had this morning of the need to rationalize child abuse policy across agencies is enormously important. NIMH has come very late in the game to funding that kind of research; it wants to do it, but has, as Dr. Krugman indicated earlier, backed off it historically because of what was presumed to be the priority activities of the National Center on Child Abuse and Neglect.

It is ironic that this kind of research is not funded by the National Center but is instead funded by NIMH.

Mr. WEISS. Has your experience with your application and its rejection played a role in your not seeking further grants?

Dr. ABER. I continue to do the research; I continue to encourage colleagues to apply for the funds. It is something that, as I indicated before, feeling that scientific merit isn't going to be recognized, has a chilling effect. So I want to communicate two things to you at the same time: I think there's been a dampening of encouragement and interest by quality researchers in applying for funds from the National Center on Child Abuse and Neglect and I think that must change if we are going to make progress.

So I would not want that evidence to be used in favor of abolishing the Center, but rather in changing its policies.

Mr. WEISS. Thank you.

Let me note and welcome the presence of our distinguished ranking minority member, Mr. Walker, and call on him for any questions he may have.

Mr. WALKER. Thank you, Mr. Chairman.

Dr. Aber, to follow up on what the chairman was just asking you, you are representing the American Psychological Association. Has it received money from NCCAN in recent years?

Dr. ABER. I'd like to rely on the staff person from American Psychological Association. I'm a professor who is representing the APA in a professional capacity. Could I have him comment on that, or—

Mr. WALKER. OK. Dr. Krugman, has the Kempe National Center gotten money from NCCAN in recent years?

Dr. KRUGMAN. The Kempe Center, from 1977 to 1982 was the region 8 child abuse and neglect resource center. When the moneys for that were folded, we were not selected to be the combined child abuse-adoption-child welfare resource center, but six States in our

area kept our consultation WATS line open by contributing their own funds to keep us going in that regard.

At the present time, Don Bross, who is associate professor of pediatrics and an attorney at our center, has an NCCAN grant to develop a multidisciplinary team of a district attorney, social worker, law enforcement officer and physician to assist States regionally in our area, in the investigation of child abuse cases. And those are the only funds we've received over the last decade.

Mr. WALKER. You're representing the American Academy of Pediatrics. Has it received money from NCCAN?

Dr. KRUGMAN. No.

Mr. WALKER. Ms. Strom, does the Child Welfare League of America get money from NCCAN?

Ms. STROM. We haven't recently.

Mr. WALKER. You have not recently?

Ms. STROM. No.

Mr. WALKER. But you have in the past?

Ms. STROM. We have in the past, and I believe a lot of our member agencies, the public and private agencies in our association, do receive or go for grants.

Mr. WALKER. And how recently is the past?

Ms. STROM. I'm not sure. The league has had money from the Administration for Children, Youth and Families, but not specifically from NCCAN for quite some time.

Mr. WALKER. So the money coming in would be largely to the people who you serve in the local community. Is that right? They are independently getting grants.

Ms. STROM. Yes.

Mr. WALKER. And it's my understanding, Mr. Chairman, that the Proud Parents Program that testified before and the Delaware Committee for Prevention of Child Abuse and the National Child Abuse Coalition also would be people that get NCCAN grants. That was in the testimony earlier; is that correct?

Mr. WEISS. The Proud Parents Program and the Delaware Committee for Prevention of Child Abuse both receive NCCAN funds.

Mr. WALKER. OK. Thank you, Mr. Chairman.

Mr. WEISS. Thank you very much for your participation and your continued expert involvement in an area which is obviously of great importance and growing importance to American society. We will be calling on you again as we proceed in our inquiries.

Thank you very much.

I'd like to now welcome our third panel. They include Dodie Livingston, Commissioner of the Administration for Children, Youth and Families, Michael Astrue, Acting Deputy Assistant Secretary for Legislation, and other administration staff who are here to testify.

As I stated earlier, it is our custom to swear in all of our witnesses. So Mr. Mottola and Ms. Livingston, Dr. Burnley, and Mr. Astrue, if you would please stand and raise your right hand.

Do you affirm that the testimony you are about to give is the truth, the whole truth, and nothing but the truth?

Let the record indicate responses in the affirmative from all the witnesses.

Before proceeding with the administration's testimony, I would like to once again express my disappointment that the Assistant Secretary has refused to testify today. Our investigation by our staff indicates that she is directly involved in the management of this important program, and thus many of our questions can be best answered by her.

I fail to see why the administration assumed that they knew more about which witnesses would be appropriate for this hearing than the subcommittee.

Let me start by asking Mr. Astrue, the Acting Deputy Assistant Secretary for Legislation, to answer a few questions.

Mr. Astrue, after I spoke with you yesterday evening, members of the subcommittee staff called the two NCCAN staff people whom I had asked to be here; and we were surprised to learn that these two potential witnesses were told that they were not to testify after you notified my staff that they would not testify. In other words, the decision that they not testify was made by the administration, not by the staff people themselves.

Is that accurate?

STATEMENT OF MICHAEL J. ASTRUE, ACTING DEPUTY ASSISTANT SECRETARY FOR LEGISLATION, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Mr. ASTRUE. I did not speak with the two staff members in question. Since you called yesterday, I have a brief statement outlining our policy here which I would like to introduce for the record.

Mr. WEISS. I will give you a chance to do that, but are you denying the fact that they were, in fact, advised not to testify today?

Mr. ASTRUE. My understanding was that the Department was not going to ask them to testify; that's right.

Mr. WEISS. But as far as you're concerned, there is no prohibition on their testifying?

Mr. ASTRUE. No prohibition. We don't consider them an official representative of the Department on policy matters. But we don't prohibit people from testimony. This is a free country. Individual Government people testify individually before subcommittees all the time.

Mr. WEISS. And if they were to testify, they would not be subject to any kind of recrimination from the Department or any of their superiors in the Department?

Mr. ASTRUE. No. People have a right to express their opinions on things. They don't necessarily represent the Department when they do; but they have every right to come and express their views, and I would expect there would be no—

Mr. WEISS. So if anybody in the Department told them not to testify, those people who told them that would have been acting contrary to the position of the administration; is that correct?

Mr. ASTRUE. I don't understand.

Mr. WEISS. Anybody who told those witnesses that they were not to testify today at this hearing would have acted in contradiction to the stated position that you have made?

Mr. ASTRUE. My understanding is that they were told they were not going to be asked to testify on behalf of the Department; and

that was simply—that is the only instruction that they were given. That is, to the best of my knowledge, the only instruction that was given.

Mr. WEISS. They were not being asked to testify by the administration?

Mr. ASTRUE. Right.

Mr. WEISS. Not that they were prohibited. They were directed not to testify.

Mr. ASTRUE. As far as I know, no one has said anything to that effect.

Mr. WEISS. Were they told that the Department had decided that it was inappropriate for them to testify?

Mr. ASTRUE. I don't know what they were told. I did not talk to them personally. I know that I discussed with people in HDS that it was appropriate to explain to them that, as a matter of our general policy, we do not ask junior career people to testify on behalf of the administration.

Mr. WEISS. Now, we had some conversations yesterday—you did with one of our staff, and you had indicated that Ms. Hardy, the Assistant Secretary, would not be testifying. Would you care to state now the reasons why she is not testifying?

Mr. ASTRUE. I understand she had another travel commitment. She is in New York City today.

Mr. WEISS. Did you characterize to our staff person what you or the Department or the agency thought about the level or caliber of these hearings as a reason for her not testifying?

Mr. ASTRUE. No, I did not.

Mr. WEISS. You did not suggest that the hearings were too insignificant for her to participate in?

Mr. ASTRUE. No; I did say that I thought some of the conduct of the staff in the last week was inappropriate, and I believe I used the phrase "rinky-dink."

Mr. WEISS. Rinky-dink as to the hearings?

Mr. ASTRUE. No; as to the conduct of the staff leading up to the hearing.

Mr. WEISS. The staff. And did you in fact tell staff that you were not certain when, if ever, Ms. Hardy would testify?

Mr. ASTRUE. My recollection of the conversation was, I got a call from one of your staff members who said to me: "Well, this is totally unacceptable. We'll have to have another hearing." And I believe I said something to the effect of, "Well, that's your right to do that." And she said, "Well, I assume Ms. Hardy will be there." And I said, "Well, I don't think you can necessarily assume that. I think you have to send an invitation and it will go through our normal procedures." I don't think I'm in a position to commit Assistant Secretaries at some unspecified future point in time at being at a certain time and place.

I would also add for the record, as my statement indicates, that we did indicate promptly upon receiving notice of this hearing, which we felt was fairly short notice for a hearing, that there were some scheduling conflicts with some of the potential witnesses, and we did request a postponement.

Mr. WEISS. Mr. Astrue, I want to remind you that in fact you are under oath. You were sworn in.

Mr. ASTRUE. I'm quite conscious of that, Mr. Weiss.

Mr. WEISS. Thank you.

You said you had a statement you wanted to read. Read it at this point.

Mr. ASTRUE. When asked by Members of Congress to testify about policy matters, the Department designates as its witnesses those senior officials who are available and are best equipped to articulate the Department's views. As a general matter, the Department feels that it is inappropriate to ask junior civil servants to represent the Department. In our experience, career people appreciate this policy.

In this particular case, Assistant Secretary Hardy had a competing commitment in New York. I understand that Ms. Howerton, who is a civil servant, has had approved leave for an out-of-town vacation since January. Ms. Reifsnyder and Ms. Skaff are junior civil servants, and in accordance with its regular policy, the Department did not ask them to testify.

I add for the record that the Department had 7 working days' notice of this hearing, and, upon receiving the invitation to testify, promptly requested a postponement due to scheduling conflicts.

Mr. WEISS. And when did the Department notify the subcommittee as to who would be testifying and who would not be testifying?

Mr. ASTRUE. Sometime yesterday afternoon.

Mr. WEISS. After 4:30 is when we received a letter.

Mr. ASTRUE. I'm not sure when you received it.

Mr. WEISS. And you would not characterize Ms. Hardy as a junior civil servant, would you?

Mr. ASTRUE. No, I would not.

Mr. WEISS. She is the Assistant Secretary.

Mr. ASTRUE. Yes, she is, Mr. Chairman.

Mr. WEISS. And she was specifically invited to testify over a week ago; is that correct?

Mr. ASTRUE. She was, Mr. Chairman.

Mr. WEISS. And when and to whom did you request a postponement?

Mr. ASTRUE. To your staff person, Ms. Zuckerman.

Mr. WEISS. When?

Mr. ASTRUE. I would say within a day or two of receiving the invitation to testify.

Mr. WEISS. You personally extended that request?

Mr. ASTRUE. Yes, I did.

Mr. WEISS. You did not seek to send a letter requesting a postponement to me as the Chair of the subcommittee?

Mr. ASTRUE. No, I did not. I believe it was done fairly informally. My recollection of the conversation, as I indicated, we had scheduling difficulties. I think the phrase I asked was, "Is it a firm date?" And I understand that she checked with you or checked with someone else on your staff, and she got back to me and indicated yes, that was a firm date. It wasn't possible for it to be changed.

Mr. WEISS. Now the question: Is it a firm date? In your recapitulation was that a request for a postponement?

Mr. ASTRUE. Yes, I think that was clearly—what the content of the conversation was.

Mr. WEISS. Have you ever—how long have you served as the legislative counsel?

Mr. ASTRUE. Since April 8, 1985.

Mr. WEISS. Right. Have you had occasion to previously request hearing postponements of either this subcommittee or any other subcommittee?

Mr. ASTRUE. Yes, as a matter of fact, I have.

Mr. WEISS. And in what manner do you make those requests?

Mr. ASTRUE. We generally do it informally. I don't know that we've done a—I'd have to think. We do in the Office of Legislation, about 200 hearings a year; so I can't say that I've got absolute recall. I don't recall ever sending a written letter requesting a postponement. Usually it's done informally with staff. As a matter of fact, I've been discussing with one of your other staff members possible changes and a date for a hearing that was originally scheduled, I believe, for the 19th.

Mr. WEISS. And that was a request for a date change, not a question as to whether in fact the hearing date was firm; is that correct?

Mr. ASTRUE. I don't understand your question, Mr. Chairman.

Mr. WEISS. You just got through telling us that you interpreted your question, "was the hearing date firm?" as a request for postponement.

Mr. ASTRUE. I'd say it was in the context of an informal request for a postponement.

Mr. Chairman, I think I'd also add that at that time I also voiced that I felt it was fairly short notice for a hearing that would also appreciate more time on that basis, too. I think it was quite clear that it was a request for a postponement.

Mr. WEISS. Well, it's your testimony.

Mr. WALKER. Mr. Chairman.

Mr. WEISS. Mr. Walker.

Mr. WALKER. Thank you, Mr. Chairman.

Do I understand correctly that the first time that you were informed of this hearing was 1 week ago?

Mr. ASTRUE. We received a letter at the very end of the day, after 5 o'clock, if I recall correctly, 1 week ago Friday. At that point, I tried to notify a couple of the relevant parties about the hearing, and I was not able to reach them. So, basically, we did not get it in time to do anything on that day.

I think the invitation—I believe that's February 28. Basically, we started working, preparation for this hearing on the following Monday, giving us 7 working days; although subsequent to that invitation, we received I believe several additional requests for documents. We received another invitation for more witnesses; and there has been quite a bit of conversation back and forth on the staff level.

Mr. WALKER. Well, I'm just trying to determine how much notice you were given before being asked to come to the Hill. So, in other words, you're testifying that in actual numbers of days, we are working on about 12 days?

Mr. ASTRUE. Seven working days. About—

Mr. WALKER. But 12 days all told?

Mr. ASTRUE. Right.

Mr. WALKER. Do you typically schedule your own schedule more than 12 days in advance?

Mr. ASTRUE. Sometimes I do; sometimes——

Mr. WALKER. I do.

Mr. ASTRUE [continuing]. I don't. I do; I think the more important people in the Department do quite regularly. I am not one of the more important people in the Department.

It's quite common for people at the secretarial and assistant secretarial level to be booked months and months in advance; they're speaking at conventions, national meetings, doing other congressional testimony. I think the problem that we're having with the hearing, in part on the hearing on the 19th, is that the desired witnesses are testifying all day the day before with House Appropriations; the day after with Senate Appropriations. And as I said, we get about 200 requests a year to testify; most of those are basically addressed at, I gather, about four people in the Department.

So it's a busy place. It's quite common for an alternative to the desired witness to come and testify.

Mr. WEISS. Before you leave, let me note for the record that Mr. Arney has joined us as well.

Mr. WALKER. Mr. Arney has a scheduling conflict.

Mr. WEISS. I had indicated earlier, we have another member who was here also and had to leave.

Mr. WALKER. Well, the point is that we're all in this position. This hearing was scheduled at precisely the same time that, for instance, we had a Republican conference this morning; and, you know, we're all hit with schedule conflicts. Evidently a fairly big point has been made; and the chairman has just made another point about the fact that Ms. Hardy couldn't be with us. You know, I understand where he's coming from; he has a legitimate point. He wants to get the best witness possible up here.

On the other hand, if we're going to do that, it seems to me that we're going to have to schedule some of these things in time to allow for schedule modifications. I resent terribly, I can tell my chairman, the way in which this House is scheduled all the time. It's not only the scheduling of subcommittees, it's the way the House of Representatives as a whole is scheduled. I typically lock in schedules 3 months in advance, and then all of a sudden find out that people have other things planned or scheduled.

My guess is the chairman of this subcommittee locks his schedule in more than 12 days in advance, and so that if we are going to make into substantive issues the question of scheduling, then it seems to me we've got to give people enough time in order to make that a substantive issue. I don't think 12 days of notice is truly a substantive issue here, and I think that we'd better decide that we're going to give at least 1 month's notice for hearings if we're going to, in fact, then make the fact that people don't show up into a substantive issue. I don't think that it's unusual at all for someone at a high level in the Department, for someone at a high level in the Congress, to have a schedule that's locked in 12 days in advance.

Mr. ASTRUE. I think, too, Mr. Walker, it is also often the case that we get informal notice about these hearings; the scope of the hearing, the aim of the hearing, and some rough idea when it's

going to be, which gives us an opportunity to try to plan accordingly, and that kind of thing. And we did not have any informal notice of this hearing.

Mr. WALKER. I can't work on rough outlines either. We get the same thing. We find out that sometime next month the hearing is going to be held. Well, that doesn't help me put it in my schedule. That doesn't help me make any kind of commitments about reserving time if I don't know more than a couple of days in advance what the timing is.

So if that's going to become a major issue, then I think we've got to be a little bit more responsive in terms of letting people know in time that they can lock in their commitments.

Mr. ASTRUE. I thank you.

Mr. WEISS. Well, I'll tell you what the major issue is, really. I can understand people either at the legislative level or the executive branch level telling us that there is a conflict and that they can't make it. In this instance, as a matter of fact, Mr. Astrue was asked whether any of the witnesses we had requested had a schedule problem, and he said he didn't know.

What I really think is a very serious institutional problem is when Mr. Astrue, as the Deputy Assistant Secretary for Legislation, advises the subcommittee through staff that the Assistant Secretary considers these hearings to be too insignificant for her participation.

Mr. ASTRUE. Mr. Chairman, I resent that bitterly. It is absolutely untrue.

Mr. WEISS. Mr. Astrue, I have allowed you to finish your statements, now you let me finish mine.

And when Mr. Astrue then is asked when he thought that Ms. Hardy would be available to testify, the response comes back, "We don't know when or if she'll ever be able to testify." Then I think that that raises a very serious institutional question, and that's my concern.

Mr. WALKER. Well, Mr. Chairman, if you will yield, the gentleman has testified under oath to something quite different from the portrayal that you have just put on it.

Now, if you are accusing the gentleman of contempt of Congress, then I think you had better make that clear. If you are accusing him of lying under oath, which is essentially accusing him of that, then I think that you had better make that quite clear. But his testimony under oath before us portrays a different kind of scenario than the words that you have just put in his mouth.

Mr. WEISS. I'm fully aware of that, Mr. Walker. As a matter of fact, Mr. Astrue is here because after he got through with the kind of arrogant statement that he made to staff, and the phone conversation took place in my presence, I then got on the phone and I said to Mr. Astrue, "Please come to our hearing. I want you to tell the subcommittee what the reasons are for Ms. Hardy's not coming in."

Mr. WALKER. And will the chairman tell us what his characterization of the words is, what the staff heard, because I think maybe we ought to swear in that staff and have them testify under oath, if we are going to do this. I would like to hear the staff version under oath of what they think Mr. Astrue said because if we are

accusing Mr. Astrue of lying to this committee, then I think we'd better get the staff member out here, and we'd better have that on the record as well.

Mr. WEISS. Well, we may indeed find it appropriate to do that, but I am going to conduct the hearing in the way that I think it ought to be conducted.

We've had, as you know, prior experience in this subcommittee where administration witnesses have sworn under oath to a certain set of facts only to call us after the termination of that day's hearings and tell us that their recollection had been refreshed, and that they now thought somewhat differently.

So we're not going to proceed with that at this point. We're going to ask Ms. Livingston to testify substantively.

Would you please identify yourself and tell us what your position is and give us the benefit of your testimony?

STATEMENT OF DODIE LIVINGSTON, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, OFFICE OF HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH AND HUMAN SERVICES, ACCOMPANIED BY JOSEPH MOTTOLA, DEPUTY COMMISSIONER, AND DR. JANE BURNLEY, ASSOCIATE COMMISSIONER, CHILDREN'S BUREAU

Ms. LIVINGSTON. Thank you.

Mr. Chairman, Mr. Walker, I'm Dodie Livingston, the Commissioner, Administration for Children, Youth and Families, Office of Human Development Services, Department of Health and Human Services.

On my right is my Deputy, Joseph Mottola, on my left, Dr. Jane Burnley, the Associate Commissioner for the Children's Bureau at ACYF.

We appreciate the opportunity to be here to defend what we feel is a good effort in the National Center on Child Abuse and Neglect.

In beginning my statement, I would like to share what seemed a humorous, brief episode with one of my children this morning. When I was getting ready to leave home, about 6 o'clock today, my younger son poked his head out from under his blanket and pronounced very pointedly that the tooth fairy did not come last night. His disappointment was particularly strong, because he had worked so hard to pry his tooth loose.

Well, the tooth fairy didn't come because she was up late reviewing briefing materials for the hearing, and she forgot. This made me think of a statement made frequently by one of our great religious leaders in America, who is particularly well known for his views on families.

He said: "No success can compensate for failure in the home." During our time with you this morning and this afternoon, we would like to share some information particularly on the work we are doing for abused and neglected children. I also want to stress our belief in the sanctity of the home and our emphasis on trying to help strengthen families and the institution of the family wherever possible. This is a key part of our mission and we take it very seriously.

As I said, I appreciate this opportunity to testify about our progress at the National Center on Child Abuse and Neglect, or as we call it, NCCAN. As you know, the Child Abuse Prevention and Treatment Act of 1974 established the Center as the focal point within the Federal Government for (1) generating knowledge, (2) collecting information, (3) improving programs, and (4) disseminating materials and information on best practices to States and localities.

Since that time, the National Center has worked hard to fulfill its mission and exercise leadership in the child abuse field through the various activities that were set out in the act and its amendments in 1978 and 1984.

We are particularly pleased that we were able to act quickly and fully to implement the amendments of 1984. Today I would like to share with you an overview of NCCAN activities with a particular emphasis on our most recent past.

The Child Abuse Prevention and Treatment Act, as amended, authorized grants to States to assist them in developing, strengthening and carrying out child abuse and neglect prevention and treatment programs. Funds awarded to States support specific developmental or startup activities which usually are no longer than 3 years in duration in any given grant project area.

Ongoing support of State and local child protective services programs is generally provided through State funds and title XX and title IV-B funds, which total more than \$2.7 billion.

Child Abuse and Neglect State Grants are made to the States which meet the eligibility requirements of section 4(b)(2) of the act. Grants to the State agencies which the Governors will designate in each case, include a base amount of \$35,000 plus an additional amount that is calculated according to the State's child population under the age of 18.

Since the enactment of the act in 1974, we have worked vigorously to increase the number of States participating in the State grant program from 3 in fiscal year 1984 to 55—of the total of 57 jurisdictions—that we deal with in fiscal year 1985; which I think is a very remarkable record. The waiver provision in the 1984 amendments made it possible for previously ineligible States to request a 1-year waiver, if they are making good faith efforts to meet the requirements.

A final waiver for a second year may also be granted if substantial progress has been made. Our work in implementing the waiver provision with the five States which were not eligible for State grants in 1983 made it possible for three more States to come in for the first time. These are: Arizona, Alaska, and Oregon. The two States that are not presently in are Indiana and Pennsylvania because of some of their State rolls.

A major purpose of the State grant program is to provide support for development of services which, if proven successful, will be continued by the State from other funding sources. A growing number of States continue to operate programs initially funded by the National Center. A couple of examples are: New York, which is using its child abuse and neglect State grant to address the problem of child sexual abuse, and Michigan, which is concentrating on staff and parent education and training.

In addition to the programs started with State grant funds and continued with other sources of funding, the States have developed significant "products" such as handbooks for child protective services workers, public awareness materials, parent survival kits, prevention guides for families, and an assortment of newsletters. We also are proud of the Federal-State partnership that has developed to prevent and treat child abuse and neglect through OHDS' semi-annual meetings with child abuse and neglect State liaison officers.

In these meetings, representatives from the State grantee agencies and the staff from our Department regularly address such important activities as transferring knowledge that is based on States' successful program accomplishments; and of course we also share what we have learned in the course of each year or 6-month period.

In fiscal year 1986, we can again expect 55 States to participate in the State grant program. There will be about \$11.4 million available to support programs for the prevention and treatment of child abuse and neglect, including information, education or training programs for the purpose of improving the provision of services to disabled infants with life-threatening conditions.

As part of our effort to assist State and local agencies to respond to the increasing numbers of child abuse and neglect reports, we are in the process of establishing two National Child Welfare Resource Centers which will serve as centers of excellence and expertise on the prevention and treatment of child abuse and neglect and child sexual abuse.

We have already established six other Child Welfare Resource Centers which are assisting States with legal issues, family-based preventive services, foster care, management and administration and youth services.

The National Center administers the discretionary grant program which supports research, demonstration, service improvement and training projects. Between 1974 and 1985, 627 projects have been funded to improve knowledge about preventing, identifying, and treating child abuse and neglect.

The Office of Human Development Services annually solicits grant applications through its Coordinated Discretionary Program announcement, or as we call it, CDP. In these CDP announcements we seek responses to an annual group of research, demonstration and training priority areas which are developed to address both continuing and emerging issues in the field of child abuse and neglect. The Center also has used contracts to accomplish two major program responsibilities, and these are: The conduct of two national studies on the incidence of child abuse and neglect and information gathering and dissemination.

The first incidence study, conducted in 1978, represented the first effort of its kind undertaken. The second study, which was mandated by Congress as part of the 1984 amendments is currently underway and is expected to be completed late this year.

Since 1974, the Center has operated a clearinghouse on child abuse and neglect. Under the current contractor, the Aspen Systems Corp., the clearinghouse serves as a major resource center for the acquisition and dissemination of child abuse and neglect materials. The core of the clearinghouse is a data base consisting of

child abuse and neglect documents, including technical reports, dissertations, journal articles, substantive reviews, proceedings papers, conference reports, training manuals, public awareness pamphlets, court case decisions, audio-visual materials, excerpts from State laws pertaining to child abuse, ongoing research projects and descriptions of programs that provide direct or indirect services to abused and neglected children and their families.

This data base is available to the public through Dialog Information Services, Inc. The clearinghouse maintains a timely and comprehensive collection of materials now totaling more than 14,500 documents. The list of programs is currently being updated based on results of a survey of nearly 4,000 program directors, and this information will be compiled in a State directory of programs which soon will be disseminated.

All of the above information is available upon request and is widely requested and widely disseminated. The clearinghouse responds to more than 1,000 requests for information and publications per month, sometimes as many as 2,000, and it has a catalog of materials available which is widely circulated.

In the past 2½ years, the National Center has sponsored two national conferences, each of which attracted approximately 2,700 experts and concerned lay persons from across the Nation, and in some cases from outside the Nation.

The National Committee on Child Abuse cosponsored the 1985 conference with us, which was part of a larger dissemination effort supported by NCCAN during the past 2 years. Ten national organizations are involved in this project.

The National Advisory Board on Child Abuse and Neglect, which is made up of 12 members from the general public and 28 representatives from 8 departments in the Federal Government, has also provided leadership in the dissemination of child abuse prevention materials. A publications review committee of the board reviewed and prepared an annotated bibliography of approximately 125 pamphlets, books and other resources for general and professional audiences.

Assistant Secretary Hardy, who serves as Chair of the Board, this month sent a 40-page bibliography based on those materials that were reviewed to 18,000 public and school libraries across the Nation. She was urging them to make use of these materials during the celebration and observance of National Child Abuse Month, which is held every year in April.

Mr. Chairman and members of the subcommittee, in asking us to appear before you, you expressed a special interest in the Center's grant programs and dissemination activities. In this testimony and that which we have submitted to you, I have outlined the leadership role and the activities of the National Center on Child Abuse and Neglect during the last 2 years. I believe that this summary of activities shows that the National Center is using the tools at its disposal—its several grant programs, the clearinghouse, meetings with State liaison officers, regulations, national conferences, and the advisory board—to generate knowledge, collect information, and demonstrate new approaches in the field; and further, that the Center is working to assure that this expanding knowledge is fully disseminated to the professional and lay public so that we can

move toward the goal of eliminating the abuse and neglect of our Nation's children.

In closing, I want to stress my appreciation and that of the Administration for Children, Youth and Families for what the field, and the private sector, are doing in support of children and families and to reiterate my own long-held belief in cooperation and collaboration.

It is my position and that of ACYF that we are willing and anxious to discuss children's issues in a very cooperative spirit. My door is open, and I welcome the suggestions and contributions of all those who want to help. As President Reagan says, "We don't care who gets the credit . . ." Children and families are not just Republican or Democrat issues, they are people issues and I hope we can work in a bipartisan spirit to promote them. Thank you.

We will be glad to take your questions.

[The prepared statement of Ms. Livingston follows:]

STATEMENT BY

DODIE LIVINGSTON, COMMISSIONER
ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES
OFFICE OF HUMAN DEVELOPMENT SERVICES

BEFORE THE

SUBCOMMITTEE ON INTERGOVERNMENTAL RELATIONS
AND HUMAN RESOURCES
GOVERNMENT OPERATIONS COMMITTEE
U.S. HOUSE OF REPRESENTATIVES

March 12, 1986

Mr. Chairman, Members of the Subcommittee:

I am Dodie Truman Livingston, Commissioner for the Administration for Children, Youth and Families and Chief of the Children's Bureau. With me today are Joseph Mottola, Deputy Commissioner for the Administration for Children, Youth and Families and Dr. Jane N. Burnley, Associate Commissioner for the Children's Bureau. I appreciate this opportunity to testify about our progress in carrying out the mission and programs of the National Center on Child Abuse and Neglect (NCCAN).

As you know, the Child Abuse Prevention and Treatment Act of 1974 established the National Center on Child Abuse and Neglect as the focal point within the Federal government for generating knowledge, collecting information, improving programs and disseminating materials and information on best practices to States and localities. Since that time the National Center on Child Abuse and Neglect has worked hard to fulfill that mission and exercise leadership in the child abuse field through the various activities set out in the Act and its Amendments of 1978 and 1984.

We are particularly pleased that we were able to quickly and fully implement the far-reaching amendments of 1984. Today, I would like

to share with you an overview of NCCAN activities with a particular emphasis on its most recent past.

The Child Abuse Prevention and Treatment Act, as amended, authorizes grants to States to assist the States in developing, strengthening and carrying out child abuse and neglect prevention and treatment programs. Funds awarded to States support specific developmental or start-up activities, usually no longer than three years in duration for any one project activity. Ongoing support of State and local child protective service programs is generally provided through State funds and Title XX and Title IV-B funds, which total more than \$2.7 billion.

Child Abuse and Neglect State Grants are made to States meeting the eligibility requirements of Section 4(b)(2) of the Act. Grants to the State agencies, designated by the Governors, include a base amount of \$35,000 plus an additional amount based on the State's child population under the age of 18.

Since the enactment of the Child Abuse Prevention and Treatment Act in 1974, we have worked vigorously to increase the number of States participating in the State grant program from 3 in FY 1974 to 55 (of a total of 57 jurisdictions) in FY 1985. The waiver provision in the 1984 amendments made it possible for previously

ineligible States to request a one-year waiver if they are making good faith efforts to meet the requirements. A final waiver for a second year may be granted if substantial progress has been made. Our work in implementing the waiver provision with the five States which were not eligible for State grants in 1983 made it possible for three States to receive grants for the first time. These are Arizona, Alaska, and Oregon.

A major purpose of the State grant program is to provide support for development of services which, if proven successful, will be continued by the State from other funding sources. A growing number of States continue to operate programs initially funded by the National Center on Child Abuse and Neglect. Some examples are:

New York is using its child abuse and neglect State grant to address the problem of child sexual abuse. Funds are used to develop treatment services, strengthen linkages between child protective services and other agencies handling sexual abuse cases, and to train staff who have child victims of sexual abuse in their caseload. In addition, training in sexual abuse prevention and treatment will be provided to foster care workers and foster parents.

Michigan is concentrating its efforts on staff and parent education and training. Appropriate educational materials,

including films, will provide a lending library for the entire State. Training of trainers will make it possible to present workshops throughout the State. To decrease the incidence of sexual abuse of children, appropriate instructions will be provided to children on how to recognize potentially abusive situations and how to protect themselves.

The California Office of Child Abuse Prevention will facilitate the development of child abuse councils, develop and implement a clearinghouse of child abuse information for the State, promulgate the recent research findings of two sexual abuse research projects conducted in Black and Hispanic communities and implement the prevention services established in the California Welfare and Institutions Code.

In addition to the programs started with State grant funds and continued with other sources of funding, the States have developed significant "products" such as handbooks for child protective services workers, public awareness materials, parent survival kits, prevention guides for families, and newsletters.

We are proud of the Federal-State partnership to prevent and treat child abuse and neglect that has been developed through OHDS semi-annual meetings with child abuse and neglect State Liaison

Officers. In these meetings representatives from the State grantee agencies and staff from the Department of Health and Human Services regularly address such important activities as transferring knowledge based on States' successful program accomplishments. Presentations are made by the State Liaison Officers and products developed by the grantees are shared with other States.

In FY 1986, fifty-five States are expected to participate again in the State grant program. There will be \$11,441,000 available to support programs for the prevention and treatment of child abuse and neglect, including information, education, or training programs for the purpose of improving the provision of services to disabled infants with life-threatening conditions. Federal staff in central and regional offices have worked and continue to work with States to assist them in meeting new State grant eligibility requirements.

As part of our effort to assist State and local agencies to respond to the increasing numbers of child abuse and neglect reports, the Administration for Children, Youth and Families plans to establish two National Child Welfare Resource Centers which will serve as centers of excellence and expertise the prevention and treatment of in child abuse and neglect and child sexual abuse. The Centers will provide training, technical assistance, and consultation to State and local agencies, will disseminate a wide range of materials, and will develop new materials as needed by the child abuse field.

In addition, we have already established six other Child Welfare Resource Centers which will also assist States with child abuse related matters. These Centers specialize in legal issues, family based preventive services, foster care, management and administration and youth services.

The National Center on Child Abuse and Neglect administers a discretionary grants program which supports research, demonstration, service improvement, and training projects. Between 1974 and 1985, 627 projects have been funded to improve knowledge about preventing, identifying and treating child abuse and neglect. Major areas of concentration in earlier years included prevention of child abuse and neglect, clinical treatment, public child protective services, legal juvenile services, prevention and treatment of sexual abuse, adolescent maltreatment (including sexual exploitation), protection of children in institutions, services to minorities, developmental disabilities, mental health services, child abuse in military families, and parental and victim self-help.

The Office of Human Development Services annually solicits grant applications through its Coordinated Discretionary Program announcement (CDP). In these announcements, we are seeking responses to an annual group of research, demonstration and training priority areas which are developed to address both continuing and emerging issues in the field of child abuse and neglect.

Over the past few years, we have emphasized the development of model community programs which are cost-effective and show promise of being continued with local support. We also sought to maximize the use of discretionary funds by supporting projects which utilized parent aides, volunteers, private sector support, such as Court Appointed Special Advocates (CASA) and Parents Anonymous.

A number of new areas which had not previously received attention were funded in Fiscal Years 1983 - 1985 to further extend the knowledge base. These included projects to:

- o Test models for the use of therapeutic family day care homes as remedial settings for abused and neglected children;
- o Examine alternatives to court proceedings with an emphasis on reducing the child's stress;
- o Design preventive projects aimed at maltreated adolescents;
- o Build capacity and resources in minority communities;
- o Develop procedures for dealing with situations of medical, nutritional, and social neglect of impaired infants;

- o Assess "lack of supervision" as a category of child neglect;
- o Improve the handling of child sexual abuse cases from initial investigation to litigation;
- o Implement a variety of previously demonstrated techniques and procedures that can improve services. Included are areas such as perinatal prevention services in hospitals, peer support groups for adults and teenagers, multidisciplinary case consultation teams, and parental self-referral systems. A major initiative in this category involves expansion and replication of parent aide projects nationwide.
- o Provision of parent aides and respite care to increase support for child protective clients and thus prevent unnecessary removal of children.
- o Coordination of handling of reported cases of child sexual abuse by CPS, law enforcement agencies and the justice system.
- o Recruitment of volunteers to serve as court appointed special advocates (CASAs) to work within the court system on

behalf of individual children. These grants will demonstrate the usefulness of seed grants to recruit, train and use volunteers as CASAs.

- o Improvement of the capability of runaway and homeless youth shelters to identify and treat adolescents who have been physically or sexually abused.
- o Development of training materials for teachers and other staff in kindergartens through high schools on child sexual abuse and child molestation prevention.
- o Increasing awareness and education of the public and service providers about child sexual abuse through public service announcements, posters and repackaging existing materials on child sexual abuse.
- o Coordination of multiagency response to abuse in out-of-home child care settings.
- o Development of sexual abuse prevention educational materials for preschool children and adolescents.

- o Development of materials for domestic and/or family court personnel handling sexual abuse allegations in custody disputes.

- o Assessing the impact of child sexual abuse on the victim.

In order to more efficiently administer program funds and to provide sufficient long-term support for pressing, complex research and service delivery issues, the Center awarded a number of multi-year funding projects in priority areas of critical need. In the area of child sexual abuse, six 24-month awards and six 36-month awards were made. A similar approach has been proposed in the Fiscal Year 1986 CDP announcement.

A key requirement for funding consideration for all applications is the inclusion of a plan for evaluation of program activities. This allows for evaluation of outcomes, replicability of models, and findings. When completed these can be synthesized by Center staff and consultants for dissemination. Grantees also submit utilization and dissemination plans for all grant products.

The Center has used contracts to accomplish two major program responsibilities. These are: the conduct of two national studies on the incidence of child abuse and neglect, and information

gathering and dissemination. The first incidence study, conducted in 1978, represented the first effort of its kind undertaken. The second study, mandated by Congress in the 1984 amendments, is currently underway and is expected to be completed later this year.

Since 1974 the Center has operated a Clearinghouse on Child Abuse and Neglect. Under the current contractor, Aspen Systems Corporation, the Clearinghouse serves as a major resource center for the acquisition and dissemination of child abuse and neglect materials. The core of the Clearinghouse is a database consisting of child abuse and neglect documents, including technical reports, dissertations, journal articles, substantive reviews, proceedings papers, conference reports, training manuals, public awareness pamphlets, court case decisions, audio-visual materials, excerpts from State laws pertaining to child abuse, ongoing research projects, and descriptions of programs that provide direct or indirect services to abused and neglected children and their families. This database is available to the public through Dialog Information Services, Inc.

The Clearinghouse maintains a timely and comprehensive collection of materials, now totalling more than 14,500 documents, by tapping into a wide variety of sources. Data on programs and research are collected through survey questionnaires. The list of programs is currently being updated based upon results of a survey of nearly

4,000 program directors. This information will be compiled in a State Directory of Programs which will be disseminated.

All of the above information is available upon request and is widely disseminated. The Clearinghouse responds to more than 1000 requests for information and publications per month. The Clearinghouse also has a catalogue of materials available which is widely circulated.

In the past 2 and 1/2 years, the National Center on Child Abuse and Neglect has sponsored two national conferences, each of which attracted approximately 2,700 experts and concerned lay persons from over the nation.

The Sixth National Conference on Child Abuse and Neglect was held in Baltimore in September 1983 with the Junior League of Baltimore as host. Twenty-four organizations co-sponsored and planned this major event with NCCAN and the League. Each participant received "Marketplace of Community Programs," a source book which presented a showcase of information on 170 communities across the nation.

As part of the follow-up to this conference, a national Junior League Conference on issues affecting children and youth, including child abuse and neglect, will be held October 23-26, 1986. This conference is expected to lay the foundation for an agenda for Junior Leagues over the next 10 years, looking toward the year 2000.

The Seventh National Conference on Child Abuse and Neglect was held in Chicago in November 1985 with the National Committee for Child Abuse Prevention as co-sponsor. 33 organizations cooperated in planning this event. For the first time, there was also major corporate support, with 12 corporations as benefactors. Each conference participant received a resource book identifying 240 programs and 138 researchers in 43 States and Canada, 38 films, and 44 exhibitors, all focused on the prevention or treatment of child abuse and neglect.

The conference was preceded by a Neglect Symposium which was well attended by researchers, writers and service providers. As a result of the Neglect Symposium convened by the Center, a model prevention/intervention program for child neglect is under development. Research and program experts proposing program specific components of the model involving community-based maternity and pediatric clinics, hospitals, mental health centers and family agencies. Conference proceedings are currently being developed and will be widely disseminated to conference participants and others nationwide.

The National Committee's role in co-sponsoring the conference was part of a larger dissemination effort supported by NCCAN during the past 2 years. Ten national organizations are involved in the

widespread distribution of a wide variety of prevention materials, including professional materials, general information brochures and children and youth publications such as the SpiderMan Comic Book, which talks to children about abuse. As examples, two mailings of information, including information on child sexual abuse, have been sent to 30,000 Parent Teacher Associations for use by parents and teachers and a third mailing will be completed in April, thus totaling 90,000 packets.

Specialized packets of information were developed and distributed to 10,200 chapters of the General Federation of Women's Clubs. Another mailing followed and a third mailing is planned. Other organizations currently involved in large-scale dissemination efforts, some for the second or third time, include Girls Clubs of America, Boy Scouts, National Council of Juvenile and Family Court Judges, American Medical Association Auxiliary, American Association of School Administrators, American Osteopathic Association Auxiliary, Boys Clubs of America and Girl Scouts. The Military Family Resource Center has also expressed an interest in disseminating child abuse prevention information.

The National Advisory Board on Child Abuse and Neglect, made up of 12 members from the general public and 28 representatives from eight departments, has also provided leadership in the dissemination of child abuse prevention materials. A Publications Review Committee

of the Board reviewed and prepared an annotated bibliography of approximately 125 pamphlets, books and other resources for general and professional audiences. This month, Assistant Secretary Dorcas R. Hardy, who serves as chair of the Board, sent this 40-page bibliography to 18,000 public and school librarians.

She also urged them to observe April, National Child Abuse Prevention Month, by developing reading lists, exhibits, and workshops in cooperation with child protective service and law enforcement officials and representatives of local chapters of such voluntary organizations as Parents Anonymous, Parents United, and the National Committee for Prevention of Child Abuse. The Advisory Board is continuing to review publications and expects to have another list for dissemination by early summer.

Mr. Chairman and members of the Subcommittee, in asking us to appear before you, you expressed a special interest in the Center's grant programs and dissemination activities. In this testimony, I have outlined the leadership role and the activities of the National Center on Child Abuse and Neglect during the past 2 years. I believe that this summary of activities shows that the National Center on Child Abuse and Neglect is using the tools at its disposal--its several grants programs, the clearinghouse, meetings with State liaison officers, regulations, national conferences, and

the Advisory Board--to generate knowledge, collect information, and demonstrate new approaches in the field, and further, that the Center is working to assure that this expanding knowledge is fully disseminated to the professional and lay public so that we can move toward the goal of eliminating the abuse and neglect of our nation's children.

Mr. WEISS. Thank you very much, Ms. Livingston.

Dr. Burnley, you have no testimony, but you are available for questions. Is that correct?

Let me just see if we can sketch out the hierarchy. Dorcas Hardy is the Assistant Secretary in charge of the Office of Human Development Services.

Dr. BURNLEY. That's correct.

Mr. WEISS. Right. And one of the divisions under that office is that of Children, Youth and Families. Is that correct?

Ms. LIVINGSTON. That's correct. We refer to it as an administration.

Mr. WEISS. And you are the Commissioner of that Administration; is that correct?

Ms. LIVINGSTON. That's correct.

Mr. WEISS. OK, and then the Administration for Children, Youth and Families has a number of bureaus—

Ms. LIVINGSTON. Would you like me to go over that point?

Mr. WEISS. No, no. One of them is the Children's Bureau? Is that correct?

Ms. LIVINGSTON. Yes it is. We have four, and that's one of them.

Mr. WEISS. And Dr. Burnley is the head of the Children's Bureau; is that correct?

Ms. LIVINGSTON. Yes, she's the Associate Commissioner for the Children's Bureau.

Mr. WEISS. And under the Children's Bureau there are a number of offices such as NCCAN. Is that correct?

Ms. LIVINGSTON. Yes.

Mr. WEISS. And who is the head of NCCAN?

Ms. LIVINGSTON. Helen Howerton.

Mr. WEISS. Helen Howerton is the one who is directly familiar with the day-to-day operation of NCCAN. Is that correct?

Ms. LIVINGSTON. As is Dr. Burnley. Yes, that's correct, and Dr. Burnley is very closely involved in the operation of the Center.

Mr. WEISS. And you are not?

Ms. LIVINGSTON. I'm less directly involved in it than Jane.

Mr. WEISS. And Mr. Astrue had indicated that Ms. Howerton was not available today because she had some kind of leave or vacation day scheduled for today?

Ms. LIVINGSTON. Helen did what many of us do; she had some vacation time. She tried to get the best travel rate she could, and was working, I believe in December, trying to set up her vacation. She was able to get good air fare rates, so she locked that in around the first of the year, and had gotten permission to take her vacation; having no sense that this hearing was coming.

Mr. WEISS. Right. And she is now currently on vacation, out of the city of Washington, DC; is that correct?

Dr. BURNLEY. She is on a 2-week vacation in Palm Springs, CA.

Mr. WEISS. Right, and that began when?

Ms. LIVINGSTON. Last week, I think.

Dr. BURNLEY. I believe Tuesday of last week? Tuesday of last week. She will be back in sometime next week. Wednesday or Thursday.

Mr. WEISS. Now, did any of you advise Mr. Astrue as to Ms. Howerton's unavailability for today's hearing? Mr. Mottola?

Mr. MOTTOLA. Yes. The answer is yes.

Mr. WEISS. And, Mr. Astrue, did you communicate Ms. Howerton's unavailability to the subcommittee or its staff?

Mr. ASTRUE. I did it at some point. I think in our conversation on Tuesday, but—yesterday, but sometime prior to that Ms. Zuckerman indicated to me that she knew that Ms. Howerton was going to be out of town. It was sometime last week. I don't recall the date.

Mr. WEISS. The end of last week.

Mr. ASTRUE. I believe so.

Mr. WEISS. And when did Ms. Hardy leave town?

Ms. LIVINGSTON. I believe she left town this morning, early this morning. I don't know that for sure. I know she is spending the day in New York.

Mr. WEISS. Do you know what she's in New York for?

Ms. LIVINGSTON. I don't.

Mr. WEISS. Do you, Mr. Astrue?

Mr. ASTRUE. I do not.

Mr. WEISS. Do you know when her trip to New York was scheduled?

Mr. ASTRUE. I do not.

Mr. WEISS. Do you know when her Government travel order was requested and issued for the trip to New York?

Mr. ASTRUE. I do not.

Mr. WEISS. Do you know how her transportation was paid for?

Mr. ASTRUE. I know nothing about it.

Ms. LIVINGSTON. It's a Government trip.

Mr. WEISS. It's a Government trip?

Ms. LIVINGSTON. It's a business trip. Government-slash-business trip.

Mr. WEISS. Right, although you don't know what specifically it's for.

Ms. LIVINGSTON. No. I would be glad to let you know.

Mr. WEISS. Well, did she talk to you before she left about today's hearings?

Ms. LIVINGSTON. Yes.

Mr. WEISS. And did she indicate to you anything that she wanted you to convey to this subcommittee as to why she was not able to appear today?

Ms. LIVINGSTON. Just what we've already told you.

Mr. WEISS. Which is?

Ms. LIVINGSTON. That she's out of town doing Government business in New York all day.

Mr. WEISS. Do you know when Ms. Hardy would be able to testify before this subcommittee?

Ms. LIVINGSTON. I'd have to check with her scheduling office. I'm in the same position as Mike is. I can't speak for her.

Mr. WEISS. Right. Well, I just want the record to indicate that I was personally present when Dr. Zuckerman spoke with Mr. Astrue yesterday from my office after receiving the letter after 4:30 in the afternoon, as to who would or would not be available to testify at this hearing, and each statement that Mr. Astrue made to Dr. Zuckerman was then immediately relayed to me. It was after that conversation, as I indicated, that I took the phone and said to

Mr. Astrue that I wanted him to come in here and to repeat those statements for the record.

So I'm somewhat surprised at this point at the variance between the responses that I heard conveyed to me through Dr. Zuckerman and the testimony that we're hearing this morning.

Ms. LIVINGSTON. I'm sorry, but I'm not aware of what was said on the phone yesterday so I can't respond to that.

Mr. ASTRUE. There is no variance, Mr. Chairman.

Mr. WEISS. I've heard you say that.

Ms. LIVINGSTON, tell us how long have you been the Commissioner for the Administration of Children, Youth and Families?

Ms. LIVINGSTON. I was confirmed by the Senate in August 1984. I was recessed in July 1984. I took office July 16, 1984. So I have been there about 20 months, give or take a couple of weeks.

Mr. WEISS. And would you tell us what your background is? What did you do before then?

Ms. LIVINGSTON. I was a Special Assistant to President Reagan at the White House, operating the Office of Special Presidential Messages, which is part of the outreach arm of the White House; doing a lot of writing. We also prepared all of the proclamations.

Mr. WEISS. And would you tell us your professional and academic background relating to children, youth, and families.

Ms. LIVINGSTON. I attended San Jose State College. It's now called San Jose State University in San Jose, CA. I majored in social sciences. I've done a great deal of volunteer work with young people and children over my adult life. I spent 12 years in the newspaper business, reporting on a number of issues, but with a special emphasis on education issues in Oakland; the Oakland Tribune. I've done a great deal of work in political campaigns. I worked for the State Department of Finance in California when President Reagan was Governor; writing and researching projects for the director of finance. And I have a number of voluntary organization affiliations.

Mr. WEISS. Have you been involved in matters relating to abused or neglected children?

Ms. LIVINGSTON. Prior to coming to ACYF?

Mr. WEISS. Yes.

Ms. LIVINGSTON. Only peripherally while I was in the newspaper business.

Mr. WEISS. A 1980 GAO report found that NCCAN had—and that's obviously before this administration came into office—that NCCAN had "given scant attention to coordinating Federal child abuse and neglect programs" and had "not been able to identify programs that worked best because its evaluations of various programs and approaches had been largely unsuccessful." GAO also found understaffing to be a serious problem.

Since that report was written, has NCCAN funded more program evaluations, do you know?

Ms. LIVINGSTON. Jane, do you want to—

Dr. BURNLEY. Joe, you've been there longer. Do you—

Mr. MOTTOLA. Mr. Chairman, my background in the Office of Human Development Services goes back further than either of the two ladies on my left. I have been in the Administration for Children, Youth and Families for 2½ years now. Well, since January

1984. Prior to that, I was in the Office of Management Services in the Office of Human Development Services, and as a consequence of that, had some familiarity with children's programs and the management of children's programs before I came up here.

Mr. WEISS. When did you start with the Office of Management Services?

Mr. MOTTOLA. I was in the Office of Management Services in 1975, so I have been serving three administrations now, in basically a management and administrative capacity until I went to the Administration for Children, Youth and Families.

So I have some knowledge of the past. I am by no means an expert and I was not directly involved in programs at the time. I recall the audit; I recall that there were attempts made to take into account the findings of the audit. Specifically with regard to staffing, I am somewhat familiar with the issue, but—

Mr. WEISS. But as to the specific question as to whether NCCAN has funded more program evaluations, you do not have any information that you can impart to us?

Mr. MOTTOLA. I can't—when you talk in terms of funding program evaluations, I'm not sure exactly what it is you're after. There are a number of things that NCCAN funds and has historically funded that have resulted in the development of knowledge. And NCCAN, to my knowledge, has always made the attempt to take the findings of those projects and make some kind of determination; whether it were a formal evaluation or not, on the adequacy of those findings, the relevance of those findings, and if things were good that came out of those projects, then it would take those and make them available to the field.

Mr. WEISS. Mr. Mottola, I will accept your statement that you are not really as familiar with it as you ought to be. You've heard the testimony of the experts who've testified today and the GAO report itself that the programs have not been adequately evaluated. Therefore, there is no way of determining which of the programs work better, and which ones ought to be replicated, and so on.

You have no direct knowledge of that, is that right?

Mr. MOTTOLA. We know, for instance, that parent aid programs work. We have made a distinct attempt to make parent aid programs much more available throughout the country than they have been before. I don't think anyone would question the relevancy of that.

Mr. WEISS. Let me ask the question again.

The GAO report said that scant attention had been given to coordinating Federal Child Abuse and Neglect Programs and that they have not been able to identify programs that work best because its evaluations have been largely unsuccessful.

The question was: Has NCCAN funded more program evaluations?

Let's not go into a long narrative. Your question is: Do you know whether in fact NCCAN has funded more program evaluations or not?

Mr. MOTTOLA. The answer is no. It has not funded more program evaluations because there is no program in any one place, that that may be done with.

The typical approach to an evaluation is, if the Federal Government is putting money into the program, to examine that program, to examine the effects of that program on the recipients of the services, and then to make some judgments about it. That is not the nature of the business that NCCAN is in. It is not a service program.

Mr. WEISS. When the grants are provided for various service providers for particular services, do you know that dollars are included in that grant for evaluating the programs?

Mr. MOTTOLA. That is correct.

Mr. WEISS. So, please, would you restrict yourself to giving us information that you know. The answer was no, right? That they were not, right?

Mr. MOTTOLA. The answer is, there has been no evaluation funded as an evaluation of NCCAN programs. I didn't believe you were asking me that question. I thought that is the question you were asking me.

There is money that we make available in grants, very small amounts of money, for evaluations to be done of grants that are in progress.

Mr. WEISS. Ms. Livingston, let's try to limit our responses to things where we know what we are talking about; OK?

I don't mind you calling on other witnesses to support your testimony or your responses if they know what they are talking about. Otherwise, we are going to spend all afternoon here.

Have the responsibilities of NCCAN increased in terms of number of grants or areas of jurisdiction?

Mr. MOTTOLA. The responsibilities of NCCAN have increased in numbers of grants. The particular increases have come basically with the amendments of 1984 for the Child Abuse Act.

Mr. WEISS. The so-called Baby Doe amendments; is that right?

Mr. MOTTOLA. There were so-called Baby Doe amendments, but there were more pieces to the legislation than just Baby Doe, and there were also requirements for us to implement those.

Mr. WEISS. When the treatment of handicapped infants was added to NCCAN's responsibilities, were additional staff and appropriations requested by the Department?

Dr. BURNLEY. We did, in fact, in our attempts to respond to the more than 116,000 comments on the proposed rules and regulations to implement the Baby Doe provisions of the 1984 amendments, we did, in fact, receive a tremendous amount of help from all throughout the Department, of staff that came and assisted in the processing and analysis of those comments. So that there was a large influx of staff added when that particular situation arose. It had to do with implementation of Baby Doe.

Mr. WEISS. So that the additional responsibilities were handled by additional staff that were provided from other offices or administrations or agencies of the Department, is that what you are saying?

Dr. BURNLEY. Yes. They were provided by staff from the Children's Bureau, from ACYF, from staff throughout OHDS and in addition, staff within the Office of the General Counsel and even through the Office of the Secretary there was a good deal of interest.

Mr. WEISS. As a matter of fact, Congress saw fit to provide additional funding to NCCAN as a result of the additional responsibilities that were given; isn't that correct?

Dr. BURNLEY. You are talking about the earmarking of \$3 million to assist States to develop programs and procedures in response to the Baby Doe provisions; is that what you mean?

Mr. WEISS. Yes; that is part of it, right.

Dr. BURNLEY. Yes.

Mr. WEISS. Right.

That was not at your request; that was Congress' determination that you should have those additional moneys?

Dr. BURNLEY. Yes.

Mr. WEISS. Right.

It is my understanding that one of the Children's Bureau's staff, Pat Wood, is paid by NCCAN staff funds. How long has she been assigned as a special assistant to you, Dr. Burnley, and why is she paid by NCCAN staff funds?

Dr. BURNLEY. Pat Wood, I guess joined the Children's Bureau sometime in the spring of last year. I do not know the dates. She came to us with a background in special needs adoptions and other areas, a long background, as I understand it, in human services.

She has been detailed, I believe, from the National Center to work as my special assistant, practically upon her arrival. In that detail, though, she has provided a great deal of support to NCCAN in particular. She has served as the lead staff for the National Advisory Board on Child Abuse and Neglect. She redrafted and contributed, I think you could say she drafted, the National Center's report to Congress that is now in clearance through the Department that relates to the coordination efforts of the National Center with other Federal Government agencies.

So in her capacity as my special assistant, she has attended largely to child abuse matters, sir.

Mr. WEISS. But the Children's Bureau, which you head, has its own funding separate and apart from NCCAN; isn't that correct?

Dr. BURNLEY. Within the Children's Bureau, we administer a number of programs and they include general Child Welfare, the Adoption Opportunities Program, and the Child Abuse and Neglect Program.

Mr. WEISS. Right.

Mr. MOTTOLA. Mr. Weiss, I think it would be important for me to clarify how funding for any staff in the agency works. Basically we have a salaries and expenses appropriation of X amount of money that comes to the Department. It is not earmarked in any sense for either NCCAN or Children's Bureau or Head Start or Aging programs or any others. So that there is no identifiable line item budget for NCCAN.

When you ask the question: Is Pat Wood paid by NCCAN money? The answer to that is no. There is no such thing as salaries and expenses funds that are earmarked for use of the National Center for Child Abuse and Neglect. Or for the Children's Bureau or any other part of our agency.

Mr. WEISS. So that the only moneys that NCCAN has for its own purposes are moneys that it provides in grants; is that correct?

Mr. MOTTOLA. Yes, sir. We have a budget, well, before Gramm-Rudman, for the last 2 years, the amount of money available was \$26 million in 1985, which is divided up among the State grant programs and discretionary grant programs, and a similar amount that we started with in 1986 before Gramm-Rudman.

Mr. WEISS. Would that mean that the NCCAN staff could be increased by moving staff from other programs within the administration?

Mr. MOTTOLA. Yes, sir. Indeed, it has been.

I believe if one were to look at the record you could see that NCCAN staff today is at approximately the highest level that it has been since 1974. At one other point in time, I believe it was 1980 or the beginning of 1981, NCCAN staff was 19 people. Today, NCCAN staff is 19 people, although 2 of them are on their way to other places.

But even at the level of 17, NCCAN staff is still at one of the higher points in its history. Because we have made a conscious attempt to, even with the constraints on operating funds and personnel restrictions, we have made an attempt to move staff around within the Administration for Children, Youth and Families to cover all the bases that we have to cover.

As Dr. Burnley said, we were able to take care, as well as we could, of the implementation of the 1984 amendments by either assigning new staff or using some other staff around the agency in order to get that work done.

Mr. WEISS. How many of the 19 people who work for NCCAN have prior education or academic or professional experience in child abuse and neglect?

Mr. MOTTOLA. I can't quantify that. Maybe Dr. Burnley can.

Dr. BURNLEY. No. I couldn't. I couldn't tell you specifically. I will be glad to provide it for the record.

Mr. WEISS. Would you please?

Dr. BURNLEY. Yes.

Mr. WEISS. Do you know whether 50 percent of them are? Twenty percent; 100 percent? Do you have any kind of figures?

Dr. BURNLEY. We have some folks who have been in the National Center for quite a long time, and my general understanding was that those folks had experience in a variety of areas that related to children. Some of them were specifically child abuse, others were tangential to child abuse. I know of a few examples.

We have had a few new people join the Center staff during the time that I have been there, and I know that those people tend to have, generally, at least master's degrees and appear to be very well qualified for the kind of administrative work that we do.

Mr. WEISS. I would appreciate your submitting that information for the record for us.

Dr. BURNLEY. All right.

[The information follows:]

Summary of NCCAN Staff Education and Experience

Currently there are eighteen staff persons assigned to the National Center on Child Abuse and Neglect (NCCAN). Thirteen are professional staff, three are support staff, and two persons are in professional trainee positions.

Education: Of the thirteen professional staff, nine have masters degrees in human development service related fields, four of which are Master of Social Work degrees.

Experience: One of the long term staff members was a Child Protective Service (CPS) employee working for six years as a local caseworker prior to eleven years of employment at NCCAN. Another staffer has worked for six years at the community level with dysfunctional families. One of the staff worked 10 years in a county juvenile court system, 5 years as a probation counselor and CPS worker and 5 years as director. At the Federal level, he has worked for 12 years on juvenile justice and youth development programs, and another 11 years as a program specialist at NCCAN.

Another staffer is in a doctoral program in social work, has worked 6 years in a mental institution, 2 years on alcoholism and drug abuse programs, 3 years in an Indian hospital, and chaired a child abuse and neglect committee.

Resumes giving the complete history of each NCCAN staffer have previously been supplied to the Subcommittee.

Mr. WEISS. Do you have anything further to add?

Dr. BURNLEY. No.

Mr. WEISS. Earlier testimony from other witnesses indicates that the comment periods for research priorities have been ignored. After not requesting them at all, finally the administration started listing priorities in the Federal Register, but then published their priorities before the expiration of the comment period.

Why is that? Why did that happen?

Ms. LIVINGSTON. It is true that to some extent we have erred over a period of years on this. But I think Jane can give you more detail.

Dr. BURNLEY. My understanding is that the history has been a spotty one. That in the early 1980's that the comment period was in excess of 90 days before priority areas were published. But that in the last couple of years that the comment period has not been sufficient to allow for comments to be integrated into the priority areas before they were published for application.

We recognize this as a deficiency and we are taking steps this year to prevent it from happening.

Mr. WEISS. But it was a policy that was instituted over the course of these past few years, since the Reagan administration.

Dr. BURNLEY. A policy that was instituted?

Mr. WEISS. Yes.

Dr. BURNLEY. No, it wasn't. You mean to not publish priority areas was a policy?

Mr. WEISS. Right.

Dr. BURNLEY. Sir, I am—it is certainly not my understanding that there was a conscious policy decision. I have been at the Children's Bureau for a little over a year. I certainly am aware of why it happened this last year, and I think that the error was ours.

Mr. WEISS. Tell me why it happened this year.

Dr. BURNLEY. There were, frankly it took us longer than it should have to develop the proposed priority areas for publication and to receive the clearances that we need throughout the Department for any Federal Register announcement.

As I said, I will take responsibility for that and I intend to see that they are published in an adequate time this next year.

Ms. LIVINGSTON. In fairness to Jane, it is almost—without meaning to sound trite at all—a case of being overtaken by events because of our timeframe for developing the overall CDP and coming up a little short on time to finalize the CDP. Then there is not much time left before it is going to go out to get the priority areas out. We need to straighten that out internally but in no way has it been an intentional effort to exclude the field. Indeed, we try to work closely with the field to the best of our ability.

Mr. WEISS. You heard the testimony.

Ms. LIVINGSTON. I am sorry, sir. We have not been up here; we came up here to testify. We were not here this morning.

Mr. WEISS. So, you didn't hear the testimony.

I am going to send you copies of the testimony by the professional experts whom we heard from who indicate that there is a great gulf, an alienation, if you will, between the experts in the field and NCCAN directly contrary to what was intended when NCCAN was created.

Ms. LIVINGSTON. Could I comment on that?

Mr. WEISS. Yes, please.

Ms. LIVINGSTON. In the 20 months or so I have been at ACYF, you can ask most of the people with whom I work closely, I have had very much of an open door policy. That has been my style throughout my entire working life.

If these people are upset with us because they don't feel that they can communicate or we don't ask them to communicate, that has never been expressed to me.

Now, we have had discussions about money and other issues, but I have never had anybody, to the best of my recollection, call me and say, "Dodie Livingston, you are not communicating with the field." To the best of my knowledge, they haven't told Jane or Joe that either.

If they feel that way, I wish they would have shared it with me directly because maybe we could have tried to do something.

Mr. WEISS. You had not heard of their unhappiness with the way NCCAN is operating?

Ms. LIVINGSTON. No.

Mr. WEISS. Today is the first you heard of it?

Ms. LIVINGSTON. That kind of comment that we have excluded them, that we are not communicating, et cetera, I have not heard. I will tell you, I am there. People call me and I am there.

Mr. WEISS. You know that Congress, because of the failure to allow for comment by the professionals in the field, passed legislation mandating a comment period, right? A publication for comment period? It is part of the law.

Dr. Burnley, I still don't understand what the mistake was.

For example, you publish it sometime in August for a 60-day period and in September, less than a month after the comment period begins, you publish the priorities for the coming year.

How is that a mistake? It seems to me that that is ignoring the law.

Dr. BURNLEY. Congressman, I understand that the law says that there should be a 60-day comment period, and I have said to you that this last year that we did not publish the priority areas in time for those comments to impact on the September announcement of fiscal year 1986 funds.

We are able to use those comments, though, in our planning for the future. By no means do they not have any impact on our ability to do business. All I can tell you is that, as we attend to the number of matters that we attend to in the National Center and the Children's Bureau, that particular activity simply was not completed in the most timely fashion, and that, as I said, we intend that it will not happen this year.

Mr. WEISS. Earlier witnesses also expressed concerns about the delay of the challenge grants for States with children's trust funds. These funds were supposed to be made available in fiscal year 1985, but because they were made available late in that fiscal year they were allowed to be made available in fiscal year 1986.

Apparently none of those Federal dollars have yet been distributed. When will they be distributed?

Mr. MOTTOLA. Mr. Chairman, it is correct that the funds have not been distributed. The funds were made available late in fiscal

year 1985. Since that time, Gramm-Rudman has reared its head and the administration I am sure is taking into account the need to reduce the Federal deficit.

As I believe you would be aware by now, the administration has requested rescission of that money. If, in fact, Congress does not approve the rescission, I am sure the administration is prepared to implement—

Mr. WEISS. When in fiscal year 1985 was that appropriation made; when was the money made available?

Mr. MOTTOLA. If I am not mistaken, it became available in a supplemental appropriation late in fiscal year 1985 and probably would have been around August. But I can't—

Mr. WEISS. Gramm-Rudman was not adopted by the Congress until December 1985, so what was the justification, the reason for not distributing it between August and December?

Mr. MOTTOLA. Although Gramm-Rudman was not adopted until December 1985 certainly a Gramm-Rudman atmosphere was pervasive and I believe that affected all of us who have the responsibility for administering Federal programs.

I believe we share a concern in—

Mr. WEISS. Let me ask you, Ms. Livingston, does NCCAN support the rescission of those matching funds?

Ms. LIVINGSTON. Yes, sir, we do. The Administration for Children, Youth and Families supports the rescission request.

Mr. WEISS. Because?

Ms. LIVINGSTON. Because we feel it is not necessary. There are, I believe, 32 is it, Jane?

Dr. BURNLEY. Thirty-one or thirty-two.

Ms. LIVINGSTON. Thirty-one or thirty-two, approximately, States already have the trust funds. We feel the States are doing well in that area.

Mr. WEISS. Weren't the trust funds created on the promise and expectation that Federal challenge grant moneys would be available?

Dr. BURNLEY. I couldn't comment on that.

Ms. LIVINGSTON. I don't know either.

Mr. MOTTOLA. I believe there are a number of States who had trust funds in existence before the Challenge Grant Program was conceived. I would not be surprised if some States created trust funds based on the promise of the challenge grant.

Mr. WEISS. You folks think that the Federal Government is doing too much in this field financially? Is that the idea?

Ms. LIVINGSTON. I think we feel that the budget we have is adequate. If these were times when the Federal Government were not faced with a horrendous deficit situation, perhaps we could look at it differently, but we are having to make very serious cuts throughout the Government. I think as serious as the issues affecting children and families are, we need to make the most of what we have.

We feel that we can provide an effective program by doing that.

Mr. WEISS. What is your estimate as to the number of incidents of child abuse and neglect that occurred in fiscal year 1985.

Ms. LIVINGSTON. Well, I read your press release where you mentioned 5 to 7 million. I am not sure if I would agree with that figure.

Mr. WEISS. OK. What is your estimate?

Dr. BURNLEY. That is why we are conducting an incidence study this year.

Mr. WEISS. You have no estimate at all? You have no figures?

Dr. BURNLEY. We don't have data that tell us what the incidence of child abuse is. We have data that tells us the number of reports received by child protective service agencies.

Mr. WEISS. What are the reported figures?

Dr. BURNLEY. The data that we have for fiscal year 1984 indicates that approximately 1.7 million children were reported to agencies and that represents slightly over 1.2 million families were reported to child protective service agencies throughout the country.

Mr. WEISS. Do you question the statistics which indicate that the number of child abuse cases has grown by 16 percent, and sexual abuse by 59 percent?

Dr. BURNLEY. The number of reports of those instances of abuse, as I understand, is up about 16 or 17 percent, the American Humane data suggests that that does represent the rise.

Mr. WEISS. Right. So that the number of cases reported seems to be rising dramatically; is that correct?

Dr. BURNLEY. Yes, sir. I think there have been tremendous public awareness efforts in the last several years that have resulted in the public—it was a Louis Harris Poll that indicated that 98 percent of the American public recognizes child abuse as a serious problem.

I think that as a result of that the reports, as they should, are increasing into the agencies.

Mr. WEISS. Do you think that in the face of that, that your agency's role ought to be to support the rescission of the \$5 million in the matching grants for the Children's Trust Fund Program?

Dr. BURNLEY. It is the administration's position that we are supporting that rescission, sir.

Mr. WEISS. What is your personal position?

Dr. BURNLEY. I am not here to express my personal opinion. I speak for this—

Mr. WEISS. How about you, Ms. Livingston.

Ms. LIVINGSTON. I support the President of the United States; that is why I am here.

Could I add a comment?

Mr. WEISS. Sure.

Ms. LIVINGSTON. We are all parents here. We recognize the seriousness and the poignance of child abuse, child sexual abuse and child neglect. I would not want anything we say in the interests of trying to help solve the fiscal problems of the Government to take away from our concern.

We also feel that money is not the only answer for this area. The NCCAN is not a direct service entity. A major part of what we are trying to do—with our research, with our materials, with supporting of our grants, and raising the awareness of the private sector—is to get things going at the grass roots to a much larger extent. As President Reagan likes to say, to light a prairie fire. It really has to happen out in the hinterlands. That is where the child abuse happens and that is where the prevention has to happen.

There is a very significant and important role which we are trying to do as well as we can. We have some failings, but we are trying to do the best we can. But, just pouring money into NCCAN isn't necessarily going to mean better services out there.

Mr. WEISS. Given the fact that there has been all of this growing awareness of the problem, do you think that NCCAN has fulfilled its responsibilities and maybe it ought to go out of business?

Ms. LIVINGSTON. No, I don't. I don't feel that way at all. I feel it is a very fine organization. It has had extremely dedicated staff over the 10 or 11 years which, as you know, far supersedes the length of time the three of us have been involved.

I think we need to get going, in some cases to tighten up. You mentioned earlier the evaluation, and I think that is a legitimate concern. One of the areas that we had hoped to look at this year is to see what projects have already been done that ought to be more thoroughly replicated. To try to take an inhouse look or have our advisory board help us look at them and see what we have got that the field could use.

Now, we all know that not all grants turn out super well. Some of them are bombs; let's face it.

Mr. WEISS. OK.

Ms. LIVINGSTON. That is part of the frustration of Government as a whole.

Mr. WEISS. One of the important things that NCCAN does is the funding of public and private nonprofit organizations for programs and research.

Could you briefly describe how those funding decisions are made?

Ms. LIVINGSTON. I don't think I understood.

Mr. WEISS. How are the decisions made by NCCAN as to which grant applications from public and private, nonprofit organizations are funded?

Ms. LIVINGSTON. Do you mean just the various entities that come in for our grants?

Mr. WEISS. Yes. How does NCCAN make the decision? I assume that you get many more applications than you have the money to fund.

Dr. BURNLEY. Right.

Mr. WEISS. OK. How do you make the decisions as to which ones?

Ms. LIVINGSTON. We have a peer review process using an established list of qualified reviewers whom we bring in. We go through a massive scheduling ordeal to get them into town. They review our grants and rate them according to their expertise. Then we have an internal process which begins with the staff, in this particular case in the Children's Bureau, reviewing the grants, then they meet with Joe and me and we assess them together. We then go across the street to HDS and meet with Dorcas and the rest of her senior staff. I do, and/or Joe if I am not able to go. The final decisions are made based on a cumulative recommendation process.

The highest priority is given to the numerical rating. I was thinking about this because I knew you were going to ask this question. I was thinking about an example of how we would not always necessarily go exactly by the rating, for example, if Smith & Jones is first and Murphy is second.

We had a case yesterday where we were reviewing some grants in the adoption area. We had one grantee, three or four of them we were looking at as a block. The first four were rated pretty close together in terms of numbers, and we were going to recommend funding all of them, maybe a couple on a deferred basis. Then we backed off a little bit and we said, "OK, now what is the impact of this going to be?"

The first one was a local child helper-type organization within a community. The third or fourth one down was a State, and the second one was a university. Just by taking a look at who would be impacted, numberswise, we felt that there was the most potential for the one dealing with a whole State.

Our recommendation was going to be that the State be the first one recommended down the line. We try to take into consideration, with very heavy weighting, what kind of a score they received but we don't always go exactly down the line.

Mr. WEISS. According to the information that was supplied by NCCAN to the subcommittee, about one-third to one-half of the funding decisions for fiscal year 1984 and fiscal year 1985 were not consistent with the scores given by the peer reviewers.

In other words, if decisions had been based on the experts' priority ratings, many of the proposals that were funded would not have been, and many that weren't funded would have been.

Why is so much time and money spent on peer review if these scores are ignored approximately half the time? How does the HDS record of out-of-order funding compare with other Federal agencies?

Mr. MOTTOLA. I would suggest, Mr. Chairman, that the numbers are not as bad as you perceive them to be. For instance—

Mr. WEISS. Is this within your area of expertise? Is this something that you know about personally?

Mr. MOTTOLA. This is something I know a great deal about personally. I participate to a very great extent in the decisionmaking process—

Mr. WEISS. On funding of grants? Grant applications?

Mr. MOTTOLA. Yes.

Mr. WEISS. OK. Go ahead.

Mr. MOTTOLA. For instance, in fiscal year 1985 for the supplemental grant announcement that was made, 2 percent of the grants that were finally awarded had scores below 70; 55 percent of them had scores above 90; 34 percent had scores above 80; and 8.5 percent had scores above 70.

Now, in the normal way that we do business, we assume that if a grantee can score 70 points or more, then it is a pretty decent cut at an application. There are many things, however, that may be taken into account to result in some of the kinds of statistics that you referred to when you said that perhaps one-third to one-half—that may be a little bit high—of the grants that scored in higher ranges were not funded.

As Ms. Livingston said, there are many reasons for that.

Mr. WEISS. When you say it is a little high, would you agree that it was at least 30 percent?

Mr. MOTTOLA. I would hesitate to make an agreement without looking at the numbers and the reasons, and this is why I feel—

Mr. WEISS. I am not asking you for reasons at this point; I am asking you for numbers. My information is that between one-third and one-half were granted out of order. Now, you said that you think that is high. I want you to tell me where you think it is high by numbers.

Mr. MORTOLA. Without going down and doing a count, I didn't mean to say that it was high, I said it is perhaps misleading, because if you look at the statistics in a different way, it is basically the high-scoring grants that receive funding.

Mr. WEISS. Wait. Let me go into that with you a little bit.

In 1984, of the 80 NCCAN grant proposals to improve services for abused and neglected children, among the 9 that were given administrative review—I gather administrative review is a process by which the Assistant Secretary more or less takes them out of the competitive framework, and it means virtually certain funding—only 5 were in the top scoring 10 grants.

In fact, 33 of the top 40 proposals did not receive administrative review while two applications that were in the bottom half received administrative review. Can you explain that?

Mr. MORTOLA. I can't explain it with precision because I don't have the information available in front of me. You are referring to a process—you are referring to the front end of the process.

Last year, for instance, well in both 1984 and 1985 we had a preapplication review process, so that the summary of the application was reviewed first; this is what you are referring to. Then decisions were made, the decisions were made not by the Assistant Secretary, but by the Commissioners in the programs in consultation with the Assistant Secretary.

It was not Dorcas Hardy's decision to have administrative review, certainly not exclusively, because those are collegial decisions. Reasons for administrative review will generally be related to the relatively low cost of the proposal. There is a general feeling that if it is a low-cost proposal and a decent proposal, something that we are interested in, then there is no sense making the grant-ee go through another difficult process.

Mr. WEISS. By the Commissioner you mean Ms. Livingston made those decisions?

Mr. MORTOLA. Yes.

Well, as I am saying, and I will let Ms. Livingston speak for herself, it is a collegial process all the way up the line. So that when NCCAN staff review these with Dr. Burnley, their recommendations that come forward, these are discussed heavily by Ms. Livingston and myself at the Commissioner's level, and then those recommended decisions are then taken over to the Assistant Secretary's—

Mr. WEISS. Just so the record is clear, let me see if we can clarify this whole preapplication process.

My understanding is that there are preliminary applications; 5 to 10 pages which are submitted by people who are applying for grants. There is a peer review group which then takes all of those preliminary applications, and, on the basis of their review rates them; gives them a point score from 1 to 100. Then, on the basis of the scores they receive, the reviewers list them in order of their scores, from highest to lowest.

At that point, apparently, the commissioner collegially, with the Assistant Secretary and whoever else, is able to ignore those rankings and take a number of them out for so-called "administrative review" which means that they can ignore at that point the competitive rankings, and that those that are taken aside for the so-called "administrative review" are, for all practical purposes, assured of funding. But the others which have not been granted administrative review, then have to go back for the full application and still be competitive with the group that was not set aside for administrative review.

Is that correct?

Mr. MOTTOLA. I believe you have pretty accurately described the process.

Mr. WEISS. Right. The administrative review ones, have, for all practical purposes, been taken out of the competitive process; is that correct?

Mr. MOTTOLA. It is correct. They have been taken out of the competitive process for the kinds of reasons that I mentioned.

Mr. WEISS. OK. Dr. Burnley, you wanted to add something?

Dr. BURNLEY. Yes.

The first place of review after the peer review is the NCCAN staff review, and the NCCAN staff developed recommendations. Among the recommendations are whether or not to select applications for administrative review or competitive review. That is the first line of recommendations.

Mr. WEISS. Right. And what they, or the program commissioner and Assistant Secretary do is to ignore, if they so desire, and they often so desire, what the peer review rankings and ratings were; is that correct?

Dr. BURNLEY. Ignore? No, sir; I would not say ignore.

Mr. WEISS. OK; listen to this: One proposal that was to receive administrative review, despite a score of only 48, came from an area where you can't argue that it was geographical distribution because that State had more funded projects than any other.

Now, this was a preliminary application that was ranking 68th out of 80, and 28 proposals with higher scores were completely eliminated from further consideration. Funding levels and minority status couldn't have been a consideration because this grant was rather large, contrary to your statement, Mr. Mottola, that the ones that are taken for administrative review are the small ones. This particular grant was for \$146,000, and your top limitation is what? About \$200,000 on grants, isn't it?

Mr. MOTTOLA. Generally speaking.

Mr. WEISS. Yes. So a \$146,000 grant is a very hefty grant; isn't that correct?

Mr. MOTTOLA. Sizable.

Mr. WEISS. Right.

So I don't understand the rationalization for taking grants out of the competitive situation and subjecting them to only staff review, Commissioner review, Assistant Secretary review. What is the purpose of the peer review? What is the purpose of getting the experts involved in this process if you guys are going to just, by whim, more or less, ignore those reviews?

Mr. MOTTOLA. I don't believe the record reflects that the situation you described is a regularly recurring pattern, No. 1. No. 2, there are things that the panels cannot take into account. The panels, for instance, cannot take into account the fact that if we have announced that we are making one grant award in a competitive area and we have 10 applications, and they all rank between 90 and 100, all the panel review will tell us is what the rank is; what they thought those merited in terms of what was stated in the proposal.

We are only going to make one grant award, and so that deliberation has to be made in this atmosphere that we talked about, starting out at the lowest level with NCCAN recommendations because they have the programmatic expertise, the most programmatic expertise we have to bring to bear on this subject, but then there are other considerations that are taken into account such as, here are 10 good proposals, we have to choose one of them; which one is it going to be?

Mr. WEISS. The National Institute of Mental Health, which does similar kinds of grant applications and grant awards, has an out-of-order figure running between 5 and 10 percent as compared to your 33 to 50 percent.

Are you aware of that?

Mr. MOTTOLA. I wouldn't be surprised at that. It is a much more scientific area than the area that we are dealing in.

Mr. WEISS. Maybe that is the problem with how you are running the operation. What do you mean it is a much more scientific area? You don't think that scientific considerations should enter into treatment and research regarding children who are abused and neglected?

Mr. MOTTOLA. I am going to have to let some other people talk here. I don't believe that this is exclusively the business that we are in. Not all of our grants are research. Many of them are application of current services to other places, and the content of the proposal is what is important. Not all of our reviewers have all of the knowledge that ought to be available. I don't think there is any way that we can set that up, but they are not scientifically oriented.

Mr. WEISS. Ms. Livingston, do you want to add to that?

Ms. LIVINGSTON. Yes.

We have to have some flexibility to consider such issues as whether a project is innovative. Whether the applying agency has had a good track record. I mean, I have sat around the table where we have been discussing grant applications and our budget shop or our management shop will say: "You know, this particular grantee has some financial difficulties; they owe the Department of Education \$352,000."

Issues like that come up that the reviewers would have no way of knowing.

Mr. WEISS. Does that explain why one-third to one-half of them are funded out of order?

Doesn't that strike you as being wrong and unusual?

Ms. LIVINGSTON. I don't know if the figure is accurate, to begin with, but in the second place, you are counting them all up, and if we pick one, two, and four instead of one, two, and three, that is

certainly within our right to try to pick the best grants with bringing to bear all the information we have.

I don't see what is so wrong about that if, as in the example I mentioned a while ago, where we felt that an application that was down two or three from the top was going to have far more wide-reaching effects from what we could tell reading the proposal and knowing the questions.

Mr. WEISS. Let me give you another example. In fiscal year 1984, as you have indicated, a new priority area was given to you, that is the protection of handicapped infants. Based on national concerns about the *Baby Doe* case, NCCAN received four preliminary applications, all of them coming from Illinois.

All four proposals received pretty low scores from the peer reviewers. Out of a possible 100, the highest score was 74 and the lowest was 45. Now, in other funding areas scores like that would probably have been rejected outright or, at best, invited to write a full proposal that would be competitively reviewed, but three of those applications were given administrative review, which meant that they were taken out of the competitive process. They were almost automatically certain to be funded.

Even the proposal with the lower score, 45, was approved, and one with a slightly higher score was eliminated from further consideration.

Can you explain that to us, why you would approve four applications which were obviously below par on the face, and at the very least needed more work before they could pass muster for your approval?

Ms. LIVINGSTON. I don't have those specific ones in front of me, so I can't answer with specificity, but in general, sometimes we find that a proposal has some promise and it needs some tightening up.

One of the opportunities we have when we put things on administrative review is to work with the potential grantee a little bit and negotiate certain factors into a grant if it is basically a good thrust.

Mr. WEISS. Well, it seems to me that, given the administration's genuine concern with handicapped infants, that it would be inappropriate to fund a project with a score of only 45. It seems to me that the least you would have done was to ask them to resubmit their proposal with some improvements as part of the full competitive application process.

Don't you think that would have made more sense?

Ms. LIVINGSTON. As I say, I don't have those particular grants or notes in front of me, so I cannot respond any more specifically.

Mr. WEISS. Other Federal funding agencies like the National Institute of Mental Health generally find peer reviewers who are experts in the specific field of the grant proposals, and these experts are expected to have formal, professional training and expertise, to have received awards and honors in the field, and in the case of research grants to have published articles in the field.

Yet, among the résumés that HDS forwarded to us regarding the eight reviewers for the national resource centers, there are few reviewers who have any experience with these kinds of resource cen-

ters, and most have very limited experience with child abuse and neglect at all.

Why would that be?

Dr. BURNLEY. First of all, in this particular announcement related to the national resource centers and child welfare, as you know, we posted an announcement soliciting applications to establish nine resource centers, of which two would concentrate on areas related to child abuse and neglect.

This particular activity was one which was quite a departure, I believe, from the concept of previous resource centers which had been known to exist in child abuse and neglect and in child welfare and adoption in the late 1970's and early 1980's. We were trying to establish centers of excellence which would not have as their primary purpose the development of new information, but would be able to provide training and technical assistance and consultation in the field, would assist the field with information dissemination activities, reviewing products and materials that were available, to develop some new materials as were needed in the field.

Your comment that these folks didn't have experience with resource centers, I think it is true that the kind of resource centers we were trying to establish, no one had particular experience with.

With regard to the qualification of those reviewers, I believe eight people served on those panels, and I think that we had quite an excellent group of reviewers. They included a psychiatrist who has worked a great deal of his life in protective services. He serves as a consultant to the State of Illinois in their programs.

We had a person who is a State liaison officer in child abuse and neglect, a master degreed person. We had someone with a Ph.D. in social work who has done research and service delivery and has written articles.

I can't remember all the rest, but we had a judge who has 20 years experience in family and juvenile court dealing with child abuse matters.

I think that the experience of those reviewers was really quite good. I don't have any problem. I felt perfectly confident that they were well equipped to review those applications.

Mr. WEISS. That is what I am asking for.

Dr. BURNLEY. We did submit those credentials to you when you requested them first, and it was the policy of the Department not to reveal the identity of reviewers. When you submitted a subpoena to us requiring us to do so, we submitted those credentials, and this is the first feedback that we have had the opportunity to hear about this from you with regard to those credentials.

Mr. WEISS. That is the purpose of the hearing. Let me go through some of those reviewers, keeping in mind what you outlined as being the kind of work that these resource centers were expected to do—

Dr. BURNLEY. Yes, sir. That was published in the Federal Register.

Mr. WEISS. And what the knowledge of these people should have been. One reviewer, as you mentioned, is a judge from Utah who has experience with child abuse laws in Utah.

Dr. BURNLEY. That is right. And he has served on the National Advisory Board for, I believe, 3 years, if not more, and has, I think

through that experience and other activities, gained a far broader perspective with regard to child abuse issues than his experience in Utah alone.

Mr. WEISS. OK. But, he is not at all experienced in the kind of data gathering, analysis, and dissemination that you described as being required by resource centers.

Dr. BURNLEY. Mr. Weiss, I would like to just make sure you understand that as we were seeking panel members, we have very high expectations for these resource centers, and we were looking for panels that supplied us a range of perspectives, skills and abilities so that we intentionally went for people who came from different kinds of perspectives and different kinds of backgrounds.

Not every individual on there will have a research background. Not every individual on there will have judicial experience, for example. But as you know, child abuse is a multidisciplinary problem that involves multiple agencies in its response, and we were looking for individuals from all of those different kinds of perspectives on these panels, including the private sector and the volunteer community, because as you know, that is a very important part of meeting the needs of abused and neglected children.

Ms. LIVINGSTON. We also need people with hands-on experience in the field. We want these resource centers to go on and on and on, but in order to do so, they are going to have to be self-supporting after a period of time that we have specified. We need people who know the field and who know what the field needs.

Mr. WEISS. I hardly think that a judge who may have experience in child abuse laws in Utah gives you the kind of skills that you are talking about.

But another reviewer's only expertise in child abuse is as a volunteer on a county advisory board in upstate New York.

Dr. BURNLEY. I believe that particular individual has been fairly active in the community with regard to child abuse and neglect. He also serves on the New York State, whatever it is, Commission on Child Abuse and Neglect. I think his perspective from the community is an important one to have with regard to these resource centers.

Mr. WEISS. I assume that experience as a reviewer would be important, but only half of these eight reviewers had experience with the OHDS review process.

Dr. BURNLEY. Again, we are seeking a mix of a lot of things.

Mr. WEISS. The information that your office sent to us indicates that there were about a dozen experienced reviewers who had already been asked by your office, and agreed, to review the resource centers but were later disinvited, told that they were not needed. These reviewers included several true experts in the field of child abuse and neglect. Some of those people had worked in the field for 10 to 20 years.

Why were those reviewers called and told they weren't needed, while other less well qualified reviewers were selected?

Dr. BURNLEY. First of all, sir, some of our reviewers had more than 20 years of experience in the field. Others are newer to the field, just as I think the list that you are referring to.

With regard to the selection of reviewers, in early June we were seeking to set panels up for an early July review of the resource

center applications. We were, in fact, pursuing a couple of tracks simultaneously. We had a couple of staff people calling a variety of people to see whether or not they were available to serve as reviewers.

At the same time, we were also developing other lists of potential reviewers who also were being called, or were called later. We often overinvite; that is, we often make calls to see whether or not reviewers, potential reviewers, are available and are willing to serve on a given date that a panel is planned, without making a commitment to them, and then, since we are looking for a mix of different kinds of people, don't make a commitment to them until the decision is final.

Ms. LIVINGSTON. It is kind of a two-way street, too. A lot of times in our overinviting we will get an underacceptance rate because people who have indicated they think they are going to be available find out that they won't be because they have to give a speech, or whatever. So it works both ways. We get turned down, too.

Mr. WEISS. Let me go into it a little bit further.

Our subcommittee staff called virtually all of the men and women on this list that your Department gave us, and more than half remember being asked to review resource center proposals and then being called later and being told they would not be needed.

Interestingly, almost all the reviewers who remember being asked were members of minority groups, whereas, all eight of the reviewers who were finally used were white.

So there are some other questions. Did ethnicity or race enter into it at all?

Ms. LIVINGSTON. No.

Dr. BURNLEY. Absolutely not.

Mr. WEISS. Did ideology enter into it at all?

Dr. BURNLEY. Absolutely not. As I said to you, we had a variety of people, including a psychiatrist, including a judge, including a Child Protective Service worker, including a researcher from a school of social work.

Never has race entered into any decision which I have ever made.

Mr. WEISS. Ideology?

Dr. BURNLEY. Ideology? No, sir. I am not interested in ideology.

Mr. WEISS. Policy considerations?

Dr. BURNLEY. Policy considerations, I am a policy person. I think policy, yes. I always have policy in mind.

Mr. WEISS. How about as far as reviewers are concerned?

Dr. BURNLEY. It is, in fact, true that with these particular resource centers, they did represent a departure from the resource centers which were in existence before. Part of our announcement indicated that we were interested in centers which would become self-sufficient during their 3 years of declining Federal funding.

We were interested in organizations which had a track record, or at least a potential for attracting non-Federal funds. What we found through our application review is that there were a number of organizations that were very successful in obtaining contracts through training and other kinds of services to the States and those were the kinds of things that we were looking for with regard to decreasing the need for Federal funding of these centers.

Mr. WEISS. Would you think that people who had experience as reviewers, or who had expertise in the field, such as the ones you had originally asked and then unasked, would not have been capable of following that guideline, that is, that these centers become self-sufficient?

Dr. BURNLEY. Mr. Weiss, I am not familiar personally with any of the individuals who were called later and told they were not needed, with maybe a couple of exceptions. I do not personally know them. I couldn't tell you if they walked in the door.

Mr. WEISS. But then the question of self-sufficiency of the resource centers should have nothing to do with the persons who were approved and asked ultimately to be the reviewers, isn't that correct?

Dr. BURNLEY. I am not sure that I understand your question.

Mr. WEISS. You have just gone on at some length talking about how you were looking for resource centers which would ultimately become self-sufficient. Is that right?

Dr. BURNLEY. That is right.

Mr. WEISS. Now, the question then is: What does that have to do with who becomes the reviewers? Why would the eight that you ultimately asked play a better role in selecting centers of potential self-sufficiency than those whom you had disinvited?

Dr. BURNLEY. We were not comparing the credentials. I never have compared the credentials of those who were invited by a staff person who made some calls with those who were later invited to serve.

Mr. WEISS. So self-sufficiency as far as the quality and caliber and qualifications of the reviewers is irrelevant; isn't that correct?

Dr. BURNLEY. Self-sufficiency is irrelevant?

Mr. WEISS. As far as the qualifications of the reviewers are concerned. Isn't that correct? Let me see if we can get some understanding.

Dr. BURNLEY. I don't think it was irrelevant. I think that we were looking for reviewers who had adequate experience, perspective, and I feel perfectly confident that we had reviewers who did a fine job with that review.

The fact that some calls were made by a staff person prior to our attending to the approval of those reviewers, it was regrettable, frankly, that some were called and told that they were not needed. But we don't always do everything perfectly. By no means were we comparing one set of potential reviewers' credentials with another set and deemed one more appropriate.

Mr. WEISS. OK. That is why I suggest that the ultimate self-sufficiency of the resource centers really has nothing to do with the qualifications of the reviewers.

The subcommittee has been informed that the Public Health Service, including the National Institute for Mental Health, relies almost exclusively on non-Federal reviewers who, through their experience and independent status, can help to assure competent and objective assessment of the merit of applications, independent of program priorities.

Only after the experts review the proposal are the Government policy considerations taken into account. The National Advisory Council makes recommendations and occasionally agency officials

have some input into the process, but the priority scores given by the peer reviews are the primary criterion for the funding decisions.

The National Advisory Council must recommend a proposal in order for it to be funded, but if they disagree with the peer review decision, the applicant is notified and can appeal the decision.

OHDS apparently has chosen an entirely different review process. Why?

Dr. BURNLEY. I don't think it is unusual for different Government agencies to adopt review processes of their own. I don't think there has ever been an indication to me, in my 3 years in Government, that all review processes are to be conducted as one particular agency within the Department of Health and Human Services does it.

I think that the process that we do is one which is 3 or 4 years old. I think it has improved with every year. The names of reviewers, for example, typically that review for the National Center on Child Abuse and Neglect are names which are generated primarily through the staff from the National Center, and those are based upon the National Center staff's experience and perspective with regard to the credentials and expertise of those individuals.

In addition, I think we also draw reviewers from a variety of other sources.

The process, I think, has been reviewed for you by other witnesses, and it is the way that OHDS has determined best to establish the process. As I said, I think it has improved each of the years that it has been in operation.

I don't think it is for me to say that they are not doing it the way PHS does it or NIMH does it. Frankly, I am not familiar with the way they do it except from what you have just read.

I think it is each agency's prerogative to establish those procedures as it so chooses. I think part of our jobs collectively is to try to assure, to the best of our ability, that we spend the Government's money in the best way we can, and this is the process that we use.

To the best of my knowledge, there is nothing illegal about it. It has, we feel, worked well for us. It doesn't mean that there aren't a few kinks that we could get out of it. There is always that, but we are generally pleased with what we are doing. We feel it is fair, it is creative, and we have come up with a lot of good grant proposals.

Mr. WEISS. All right. Let's look, then, from the point of view of the independence and integrity of the process. Let's look at the resource center proposals, which are among your largest and most important grants.

You chose eight reviewers, only two or three of whom have focused on abuse and neglect programs in their professional lives, and perhaps one has a particularly relevant background for a National Resource Center.

On the other hand, three are political appointees to the advisory board. They serve on the advisory board in addition to being reviewers. One of those three works as a consultant for the Department on a regular basis. Another reviewer has worked for HDS for years. A fifth reviewer is director of district operations for a Member of Congress from upstate New York.

Any reasonable person looking at the situation would have to conclude that political credentials are and were the primary qualifications for selecting those reviewers.

Dr. BURNLEY. Sir, that is simply not true. To say that only one person on that panel has credentials in child abuse I don't believe is fair to a number of people on that panel. If we were to go down person by person and discuss their credentials, I would be glad to.

The fact that those people also are appointees to the National Advisory Board on Child Abuse and Neglect, frankly I don't understand how that could be held against them when we were convening panels to set up resource centers on child abuse.

The advisory board is established by the Department to advise the Department with regard to child abuse matters. Frankly, I think it is quite appropriate for them to be reviewing applications.

Mr. WEISS. How about if he were an employee of HDS?

Dr. BURNLEY. The particular employee of HDS who served on that panel was not a member of ACYF staff. He has, in fact, been a member of OHDS staff for I don't know how long. He has an excellent background for the review of these applications. He has worked as a Child Protective Service worker years before he came into Human Development Services. He worked on an Indian reservation out West.

He has dealt with child abuse issues on the front line for some years. He also was a special assistant to the Deputy Associate Commissioner, Frank Ferro, in the Children's Bureau some years ago and was a member of the Advisory Board on Child Abuse representing the administration on native Americans, where he was employed a few years ago.

He has been involved in child abuse issues for some time. Again, I think he is quite well qualified to review these applications.

Mr. WEISS. And a congressional staff member?

Dr. BURNLEY. A congressional staff member. Now, again, just because a person has credentials in child abuse, I don't think that you are suggesting that we hold either employment or political affiliation against them. You seem to be implying that if a person has Republican credentials that they shouldn't be serving on these panels.

Yes, there was a person who worked for a congressional staff in the State of New York. He isn't here in Washington. He is actively involved in child abuse in the State of New York.

Again, I simply don't understand why it would be taboo to ask a person like that to serve on a review panel.

Mr. WEISS. Again, summarizing it all and noting that four of those people have clear and direct ties to the Department, a fifth is politically safe, it just seems to me that that is not the kind of message that you want to send out if you are trying to demonstrate the independence of the review process.

Dr. BURNLEY. Sir, I think that the credentials of those individuals with regard to their activities and expertise in child abuse stand for themselves.

Mr. WEISS. In addition to the lack of independence that I have already mentioned, one reviewer, Dr. Greenberg, expressed his strong, personal views about one of the grant applicants at a recent advisory board meeting.

Why wasn't he disqualified from reviewing that applicant's proposal?

Dr. BURNLEY. I am not sure what you are speaking of, sir.

Mr. WEISS. Dr. Greenberg had expressed his strong, personal views about the National Committee for the Prevention of Child Abuse and Neglect at a prior advisory board meeting. Yet he was then allowed to pass judgment on the application of that organization.

Dr. BURNLEY. I believe, sir, the comment you are referring to I think was made at the November advisory board meeting that took place in Chicago following the National Conference on Child Abuse and Neglect. I believe Dr. Greenberg made some comments about his desire to have a full financial accounting of the conference.

I don't remember a strong, personal statement made with regard to an applicant that you are speaking of, but I will tell you that that statement was made long after the applications were reviewed and, in fact, the applications were reviewed some time in the summer, as I said, in a week in July. By that time, we had already published a Federal Register announcement soliciting new applications because we are so committed to establishing these centers.

I heard a comment, I wouldn't characterize it in the way you have characterized it, at that advisory board meeting, but it certainly wasn't prior to the review.

Mr. WEISS. Just so that we can finish the exchange, he is on the advisory board as a consultant to HDS. You would not have known his position prior to that time?

Dr. BURNLEY. As a consultant to HDS, you mean as a part of his advisory board appointment? Is that what you mean by a consultant to HDS? I am unaware that he has an independent consulting relationship with HDS. I am aware that he is a member of the advisory board and he is extremely well thought of in the State of Illinois as an expert with regard to the treatment of abused and neglected children, and as I said, is a consultant to the Department of Children and Family Services there.

Mr. WEISS. Dr. Greenberg gave that particular applicant, that organization, a score of 45, which is 50 points lower than the highest score that that proposal received. None of the other proposals had a range of scores like that.

Because of the low score given by Dr. Greenberg, the proposal was ranked fourth out of the 11 proposals. Without Dr. Greenberg's input, it would have been the highest ranked proposal.

What safeguards exist against this type of bias, conscious or unconscious, unduly affecting proposals?

Ms. LIVINGSTON. Let me make a point first, Jane.

You are assuming the bias, but you have to remember, Mr. Weiss, that the national committee cosponsored that conference with us. The advisory board meeting where he apparently made a comment in reference to the committee was held at the conference.

I don't think it was out of line, nor do I think it reflected on the process which had occurred the previous summer when he noted that we ought to have a financial accounting of the conference we put on. I see no relevance.

Mr. WEISS. Do you see any relevance to the score that he gave?

Dr. BURNLEY. I can't speak for an individual score, an individual review or an individual application. I will tell you, though—

Mr. WEISS. You don't think that, given the kind of expression of disfavor that was evident at the meeting, that a 50-point lower than the highest proposal received is something for you to be concerned about?

Ms. LIVINGSTON. Why is—

Mr. WEISS. Will you let Dr. Burnley respond to the question and then I will hear your response?

Dr. BURNLEY. When we receive the scores of individual reviewers and are looking at applications, it is not our practice to have the names of individual reviewers associated with individual scores. It is simply not our practice in the review of applications.

I always eyeball the variations of scores and I am always intrigued why some reviewers rate some applications very high and some very low. I never associated that particular low score with any individual, nor did I associate any other high score or low score with any other individuals.

I often inquire as to who the reviewers are. I was aware of who they were in this particular instance, but we do not generally associate scores with reviewers. When we establish panels, among the things that we do is talk about confidentiality. We talk about conflict of interest, and we ask every individual reviewer to consider their own potential conflicts of interest if they have any particular activities going on or associations with any of the applicants.

We rely upon individual reviewers to make the best determination about whether or not they are conflict free. They sign a form and we then take that as their expression of good will with regard to conflict of interest. That is the way all of OHDS review processes run, and I expect it is a process that, if it isn't done in other agencies, it ought to be done.

People are asked to examine any potential conflict of interest. I am unaware, prior to your characterization of a statement that I believe I heard, although I don't recall it in the way you are describing it, that there was any conflict with regard to any reviewer relative to any application. I don't recall that staff told me that.

Mr. WEISS. Commissioner Livingston.

Ms. LIVINGSTON. I was going to say that I don't think it is fair to hint that Dr. Greenberg has done something that is unethical or lacking in integrity just because he asked a very relevant question at a conference about the group that put the conference on with us. We gave them a fair amount of money to participate with us in this project.

For him, as a member of the advisory board, to say that we need a financial accounting seems to me to be very responsible and not in the least bit prejudicial, if that is what he said.

Mr. WEISS. Were you at the meeting?

Ms. LIVINGSTON. I was at the conference. I don't remember being in the room at this particular time.

Mr. WEISS. It was quite an angry outburst, as I understand it.

Ms. LIVINGSTON. Were you there?

Mr. WEISS. No, but it has been reported back to me.

Ms. LIVINGSTON. Sir, I am really having a hard time with this because I respect your position and I respect your office very much,

and I know you are interested in the Center doing the best job it can, and we are, too.

But I don't think it is fair to Dr. Greenberg, who has a very fine reputation in Illinois as well as in the country.

Mr. WEISS. I will tell you what I think is unfair. It is unfair for you—for the agency, not you as an individual—to put people into the kind of position that Dr. Greenberg found himself in.

Let me repeat again the policy position of the Public Health Service, including the NIMH: They say that they rely "almost exclusively on non-Federal reviewers who, through their experience and independent status, can help to assure competent and objective assessment of the merit of applications independent of Federal program priorities."

It seems to me that the problem that you have when you start allowing people who work for HDS to then pass judgment on applications is, in fact, a question of lack of independence, a question of potential conflict. That is why these other agencies have taken the position that they have.

They have also taken the position that they consider a reviewer inappropriate if there are "longstanding differences which could reasonably be viewed as affecting a member's objectivity or, on the other side, if there are recent, positive, collegial relationships."

Don't you think that those are legitimate concerns?

Dr. BURNLEY. If there are recent, positive relationships? Does that suggest that anybody who has been in the field and has a positive relationship with a potential applicant shouldn't be a reviewer?

Mr. WEISS. That is right; not on a particular application. That is exactly what they do.

Dr. BURNLEY. We would have a very difficult time. You are asking for people who don't know anything about the field of child abuse?

Mr. WEISS. No, no, no. You heard me better than that. No recent collegial relationship with a particular applicant.

Dr. BURNLEY. Honestly, sir, I did not hear that, with a particular applicant. Thank you.

Mr. WEISS. But then you do agree that those are relevant considerations and it is a good policy to follow?

Dr. BURNLEY. I think that we would have a very difficult time finding reviewers who don't know any of the folks who applied to establish resource centers on child abuse, and who applied this last time.

Mr. WEISS. Not "don't know."

Dr. BURNLEY. Who don't have a positive relationship with them.

Mr. WEISS. Positive collegial relationship.

Dr. BURNLEY. I submit that we would have a very difficult time finding anyone who has expertise in the field of child abuse who doesn't have a positive collegial relationship with a number of the applicants.

Mr. WEISS. It is strange that the other agencies of Government find no difficulty in doing that.

How about the longstanding differences which could reasonably—

Dr. BURNLEY. Sir, this is a relatively young field, though, and in some ways the field is both small and large. There aren't that many experts in the field out there. It is a growing field. It has certainly changed since the mid—

Mr. WEISS. How many people attended the conference? Didn't someone give me some statistics just now?

Dr. BURNLEY. Approximately 2,700.

Mr. WEISS. That is not so small, is it?

Dr. BURNLEY. That is right. But those 2,700 people are not all "experts" in the field. Many of them are coming to be educated in the field and that is why they are at the conference. They are not all at the highest levels. Some of them may be at a lower level in CPS services, coming there for inservice training.

Mr. WEISS. Do you think that Dr. Greenberg or others similarly situated should disqualify themselves when they find that they have a position that they have expressed or a bias that they may feel toward a particular applicant when they are being asked to pass judgment on that applicant?

Dr. BURNLEY. I think any reviewer should disqualify himself from the review of any application where he sees, in his judgment, that there is a conflict of interest.

Mr. WEISS. And the only safeguard that you have is that reviewers ought to search their souls, period. There is no policy position that NCCAN has adopted to help them to search their consciences or to advise them in searching their consciences?

Dr. BURNLEY. We have standards of conduct and ethics, and there is a long sheet of paper, or a couple of pages, that describe the conflict of interest provision and there is discussion of it.

Mr. WEISS. Would you submit that for the record, too, please?

Dr. BURNLEY. Certainly.

[The information follows:]

Representation of Absence of Conflict of Interest

I certify that with respect to the preapplications assigned to me for review in the HDS Priority Area No. ___ there is no conflict of interest as described below:

For this purpose an individual has a conflict of interest in a preapplication if that individual or his or her spouse, parent, minor child, or partner:

- (a) serves as an officer, director, trustee, partner, or employee of the applicant, its parent or subsidiary organization;
- (b) is negotiating (or has an arrangement concerning) prospective employment (or other similar association) with the applicant, its parents or subsidiary organization; or
- (c) has a financial interest, within the meaning of 18 USC 208, attached, in the preapplication or in the applicant, its parent or subsidiary organization.

For the purposes of the above:

- (1) "parent organization" includes a holding company, trust, or other entity in a higher level organizational relationship with the applicant; and
- (2) "subsidiary" means an entity under effective control - by ownership or otherwise - of another organization; and it includes a sub-subsidiary or co-subsidiary of the same parent organization.

Signature of Field Reviewer _____

Date _____

Mr. WEISS. Let's go on to another topic.

Dr. BURNLEY. We are not in a position, by the way, to investigate everybody's prior contacts and to know whether or not they have had a positive or a negative relationship with applicants. That is simply not a practice. I don't think you want us looking into the backgrounds of people in this way.

Mr. WEISS. It seems to me that the testimony we have already heard indicates that you don't do such a modest job of looking into people's backgrounds in any event. You don't just pick names out of a hat.

Ms. LIVINGSTON. No, of course not.

Mr. WEISS. Let me continue with another topic, and that is the leadership provided by the National Center on Child Abuse and Neglect.

One concern that has been expressed earlier today is the lack of expertise among the staff. Will you supply us with information as to how many of the staff members have worked with abused and neglected children or done research in the area before going to the Department?

Ms. LIVINGSTON. Sure.

Dr. BURNLEY. We would be glad to supply that, but I might add for your consideration as you review those documents, it does occur to me, though, that I thought either your staff or the GAO staff has already been to our Office of Personnel, and I thought they reviewed those credentials. But we would be glad to supply them to you.

[See page 103. The résumés are available in the subcommittee files. There is no evidence of clinical or research expertise in child abuse or neglect.]

Dr. BURNLEY. I would like to say, though, that the kind of work that we do in an administration where we administer such funds I think is different work from the clinical work that is provided by folks who are front-line Child Protective Service workers or treatment workers.

So I don't necessarily think that direct clinical experience in a child protective agency or in the field of child abuse is absolutely necessary to be able to fulfill the administrative mandates that the National Center does. We don't provide direct services. The other agencies do. We are looking for people who have the backgrounds that will enable them to relate very effectively with the folks who do, in fact, provide services and do, in fact, do research.

But whether or not they have actually provided direct services to children who have been abused, or to families, I am not necessarily convinced that that should be a requirement for employment in the National Center.

Mr. WEISS. Well, Dr. Burnley, would it surprise you if I told you that of the résumés that our staff, in fact, have looked at, there is nobody on staff who had had prior experience in the field?

Dr. BURNLEY. Yes, that does surprise me. Jay Olson, for example—

Mr. WEISS. That is why I want you to doublecheck, because that is my information.

Dr. BURNLEY. You already have all of the information and we don't need to supply it to you, because you have those résumés?

Mr. WEISS. I would like you to testify to it and if, in fact, our information is incorrect, you correct us—all right?

Dr. BURNLEY. All right, I will be glad to.

Mr. WEISS. Thank you.

I know that NCCAN used to have a staff person who was an expert in child sexual abuse, and since that seems to most people to be a particularly horrible form of child abuse and has received a lot of attention, NCCAN recently hired a new staff person to work in this area.

Could you tell us what experience, if any, this person has in the field of child sexual abuse?

Dr. BURNLEY. I believe the particular person hired to meet that particular need has a master's degree in social work and has worked in children's services for some time, in Head Start and in other programs.

I cannot tell you whether or not she has had direct experience with child sexual abuse in her other employment, but I do feel that with the master's degree that she has and the other experience that she has that she has the ability to catch up to speed and to contribute very well to the National Center in the area of child sexual abuse.

That particular position we developed, or when it became open we announced the availability of that position through our personnel procedures. We did receive a number of people who were interested. We are, of course, limited in our selections to those people who respond to the announcement.

I feel that we took the best person qualified who came to us in response to that announcement. As I said, she has a master's degree in social work and I am pleased that she is on the National Center staff. I expect that she will increase her expertise with time so that within time she will be quite a contributor in that area.

Mr. WEISS. Will she be permitted or encouraged to make site visits to programs across the country and to attend conferences in order to improve her expertise?

Dr. BURNLEY. As you well know, we don't have unlimited travel money. I have encouraged the National Center, personally, to identify areas where they could go and pick up, attend conferences that are close by and would be inexpensive on our travel budget.

I sent a note to them and asked them to send somebody up to the conference in Maryland which was recently held on child victimization, and I think one or two staff members from NCCAN went and participated in that 2-day conference.

There was another one locally, I can't remember where it was, which I encouraged staff people to attend. We don't have the luxury of sending folks all around the country, but I do think that we are certainly able to make them—make visits available to them in the close proximity to this area and I have encouraged them to do that.

Mr. WEISS. According to the Department's records, site visits are rarely conducted except occasionally in the District of Columbia area and very few staff go to conferences. Even the Director of NCCAN goes to very few conferences.

What is the policy about staff travel for site visits and conferences?

Mr. MOTTOLA. If I may answer that, Mr. Chairman, as Dr. Burnley indicated, Federal funds available for staff travel have been increasingly on the wane. This is not something that is new. Congress takes a great interest in the amount of money available for Federal staff travel, and we have all been affected by it.

Staff travel is handled basically in our agency, that is, the Administration for Children, Youth and Families, at the Commissioner's level, and we have made priority determinations that we would use the funds available to do the things that are most important for managing the programs that we have responsibility for.

In some instances, certainly NCCAN has things that fall into that category, but NCCAN is not a service program, and it is not a program where we have a direct Federal role in monitoring ongoing programs. So that by and large, it is those programs that we have to look out for, and those are the ones that get the little bit of Federal funding that is available for staff travel, except that, as I said, Jane has talked about the situations where we have made funds available.

We made, for our budget this year, a great deal of money available for travel, relatively speaking now, to the national conference because we thought it was a very important thing that needed to be done.

But we have always been criticized over the last 10 years, certainly, that I have been associated with salaries and expenses budgets, for the kinds of travel that Federal staff do. There is a great deal of sensitivity, and the money has gone down as a consequence of it.

Mr. WEISS. Again, my understanding is—and you correct me if I am wrong—the policy of the agency as to staff travel is that staff are now allowed only one conference each year within driving distance. Is that correct?

Mr. MOTTOLA. That is not the policy of the agency, Mr. Chairman. There is an agency policy that conference travel is not at the top of the priority list. There is no question about that. We have responsibility for—

Mr. WEISS. Is there a limitation?

Mr. MOTTOLA. On Federal travel?

Mr. WEISS. On attending of conferences by staff?

Mr. MOTTOLA. Yes, indeed; there is. There is a limitation, but not a quota. That is correct.

Mr. WEISS. Say that again.

Mr. MOTTOLA. There is a limitation in that we do not encourage, on a regular basis, attendance at conferences that are out of town. We do encourage attendance at conferences that are locally held.

Our objection is not going to conferences. The objection has to do with using Federal travel funds that are available primarily for the purpose of going to conferences. There is no quota.

Mr. WEISS. How much money was spent on travel for the Assistant Secretary and her staff during the past year?

Mr. MOTTOLA. I cannot provide that kind of information because it is not accessible to me. I can tell you what our agency, that is, the Administration for Children, Youth and Families, was allotted for travel, and I can also tell you that those amounts have been

reduced drastically as a consequence of things that are happening; namely, Gramm-Rudman.

Mr. WEISS. Commissioner Livingston, have you or the Assistant Secretary and your staff had any foreign travel during the last few years?

Ms. LIVINGSTON. No; I have had none. I really feel that we should try to answer for the Assistant Secretary for the record, but I can't, I am not sure exactly what she has done in terms of foreign travel. It would be very, very little, if any.

Mr. WEISS. Have there been visits to Egypt and Israel?

Ms. LIVINGSTON. I believe she made at least one trip to Israel, but I don't know very much about it and I would not feel qualified to respond accurately.

Mr. WEISS. Hopefully, we will get that information when she comes before us.

Dr. Burnley, when NCCAN makes recommendations regarding funding decisions, are they usually consistent with the scores given by peer reviewers? In other words, are the proposals with the highest scores usually the ones that are recommended for funding?

Dr. BURNLEY. I would say generally speaking they are, but there are often times—I don't have any tallies, any numbers, but I am oftentimes aware of discussions in which they will bring up additional considerations beyond the score that they think are important.

Yes; they do sometimes vary from the scores.

Mr. WEISS. When the funding decisions are made by the Assistant Secretary, how similar are they to the recommendations made by NCCAN?

Dr. BURNLEY. I understood that you were interested in that from Dr. Zuckerman's comments last week, and I asked some staff to go back and do a little bit of tallying. We didn't have a whole lot of time to do it, but my understanding from the initial information that they provided to me is that 90 to 95 percent of the time there is agreement on the disposition of applications, that NCCAN's recommendations and those which ultimately are funded are in common, that they are the same applications that are funded and the same applications that are not funded 90 to 95 percent of the time.

I think it varies for different priority areas. You know, we have some priorities where you have more than 100 applications and others where you will have 7, 8, or 9 applications. But there were a couple of different types of aggregate accounts, and by and large, the NCCAN recommendations are consistent with the ultimate decisions on the disposition of applications.

That has certainly not been a concern to me that I have been aware of, and it certainly hasn't been a concern that I am aware of that exists in NCCAN.

Mr. WEISS. Have members of the NCCAN staff ever been asked to justify a funding decision that was contrary to the recommendation that NCCAN made?

Dr. BURNLEY. To justify a funding decision contrary? I don't know. I mean, this last year we had 600—I am sorry—we had over 300 or 400 applications. I couldn't tell you.

OK. What you are saying is that an application was considered for funding, so that would be in the 5 to 10 percent? Have they ever been asked to justify it?

Mr. WEISS. Have they ever been asked to justify a determination that was made by the Assistant Secretary which was different from the NCCAN or the peer review ranking recommendations?

Dr. BURNLEY. It is not our process to ask NCCAN—that is not my understanding of how the process works, that NCCAN staff are asked to justify. It doesn't make sense.

Mr. WEISS. You may not know. Mr. Mottola, do you have any information on that?

Mr. MOTTOLA. I don't have any that I can recollect. I mean, if you had a specific example, it is possible. I don't know what it is you are referring to.

We normally do not ask—let's take the resource centers, for example. There were recommendations made at different levels to fund or not to fund. We discussed those all the way up the line. The final decision on the two child abuse resources centers was not to fund.

That was, as far as I am concerned, the consensus, a true consensus opinion of everybody in the process, with possibly one or two exceptions. If that means we went back to NCCAN and asked NCCAN to write a letter—and I am not sure we did this—but to write to any of the unsuccessful applicants and tell them they were unsuccessful and that went against their judgment, that conceivably could have happened.

But what I am trying to express to you is, we do not typically ask people to write things that they feel strongly about in a contrary way. I don't understand the implication of the question.

Mr. WEISS. Well, do rejected applicants contact the NCCAN, and ask why their projects were not funded?

Mr. MOTTOLA. They do, indeed. We have a great deal of mail.

Mr. WEISS. When that happens, what do you tell them? What do you do? Do you send them the reviewers' comments?

Dr. BURNLEY. The typical process is, and I think it is changed from last year, at least from my familiarity with it, the typical process is that we encourage them to call by phone, because as you could well understand, it would be far too difficult and it is not the kind of business you want to conduct over the phone.

We encourage people to write. Staff then look at reviewers' comments. Sometimes—I think the comment is called a summary synthesis, so that it is not always a lifting of exact comments; sometimes it is a synthesis of comments. And the applicants do not receive the Xerox copies of reviewers' comments, that is, the OHDS policy, but instead they get the synthesis.

So, yes, we do. When they request strengths and weaknesses, a summary of those strengths and weaknesses, as provided by three or four different panelists, is provided to them.

Mr. WEISS. And are those summary syntheses made before the calls are received, or are they—

Dr. BURNLEY. No; they are usually in response to letters.

Mr. WEISS. OK.

Dr. BURNLEY. So people write in to us and say, "I got my notice that I didn't get awarded a grant. I would like to know about my

application, what comments you could give me on my application, so next time around I could make a better application." That is usually what motivates applicants' requests for that information.

Mr. WEISS. Why would you not send them the findings of the reviewers?

Dr. BURNLEY. It is the Office of Human Development policy, and has been in the 3 years that I have been there, that we do not send the specific words of reviewers, that is, the Xerox sheets. Their actual note sheets. Nor do we divulge the ranking of the grants, and that is the policy that has been in operation for some time.

Mr. WEISS. But if you provide a summarization which accurately reflects the reviewers' comments, and the reasons for rejection, if the reason for supplying that is that the applicant then can improve their grant application and their proposals, what would be the harm in sending them the full text rather than just a summarization?

Dr. BURNLEY. Well, for one thing, we do not divulge the identity of reviewers, and in no instance, generally speaking, do we identify individual comments with individual reviewers.

I guess—Joe, do you want to speak to that policy any more?

Mr. MOTTOLA. I can't say a whole lot more. There are situations where reviewers' comments are at odds with each other and will confuse. In sending out a summary synthesis, we are trying to give the information that is going to be most helpful to the applicant in understanding what the panel had to say about that application.

We have, as much as we don't like to have it, we have some panelists that don't read applications very well, and we have found in the past, because it was a practice at one point in time to do that, that things were sent out that represented a panelist's view that had no bearing in reality, and then the applicant legitimately questioned why we would turn down the grant award based on what that panelist said.

But we weren't saying—we weren't turning it down based on what that panelist said. We were turning it down based on the overall score or some other consideration.

We found that it got to be very confusing, so we were giving mixed signals. This is the process that the Department and HDS has developed in order to be responsive to these kinds of issues.

Mr. WEISS. You don't know of any instances where staff have been asked to revise comments or reasons for rejection, or do you?

Mr. MOTTOLA. I don't know of any specific instance. I can say a staff member has come to me and suggested that that was happening, but I don't know of any specific instances.

Dr. BURNLEY. I know of an instance.

Mr. WEISS. Go ahead.

Dr. BURNLEY. When some applicants, unsuccessful applicants, who applied for resource center grants sent in their letters requesting comments of reviewers, those things come up through our office for the signature of the Commissioner.

My review, I read everything that goes through my office. My review of those, the synthesis of comments, revealed inconsistencies between strengths and weaknesses, revealed—you know, staff oftentimes lift, in doing these summary syntheses, they go to the comments and they try to pick comments that they think will be

helpful, but sometimes they end up getting comments that are, in fact, contradictory.

Some of those summary syntheses came up to my office, and I didn't think that they adequately reflected the strengths and weaknesses as we had discussed, and to some extent, to a great extent, as the review panelists had noted, and I sent them back for revision.

In addition, when those were revised, every applicant who was seeking comments was also referred to the Federal Register, where we published a number of reasons which were generalized to all of the applicants—not all of the, but most of the applicants—different reasons that could be applied to different applicants as to why it was that those applications were generally deficient.

We thought that that would be the best way to convey what we were after and why it was that those applications didn't represent a responsive application to the resource center announcement.

We really feel that those resource centers, as I said, have a whole lot of work to do, and we were looking for the best possible center of expertise to do the work that we described in the Federal Register. As I told you, we published in nine areas, and I think we have six excellent child resource centers that really do represent those centers of expertise.

We haven't talked about it, but there was another area besides the two in child abuse, the area of developmental disabilities, where we also did not get an application that we thought was up to the standards of the other six that could really provide the services that we were after in those resource centers.

We agonized and labored over whether or not this was the right decision, and I think by the time we finished, we all, within the Children's Bureau and the National Center, felt that for the field we had made the best decision. It was a difficult decision and I think one that caused some acrimony in the field, but we published in the Federal Register exactly why we made that decision and we solicited applications again and tried to clarify what it was that we were after so that we soon can, in fact, establish those resource centers.

Mr. WEISS. Thank you very much.

I think that we will be ready to conclude today's hearing. Let me just suggest to Commissioner Livingston, we are going to make copies of the expert testimony that we received, available to you, and you will note how concerned and upset the professionals in the field are by the lack of involvement, professionals in the field, with the work NCCAN is doing.

I am somewhat surprised that you had not been aware of that up until today.

Ms. LIVINGSTON. We appreciate the fact that you are going to provide that. We will read it and we will do what we can to try to improve things. But I also feel if people are upset with us that they owe it to us to come to us. We try to be alert, and if we have missed something, then it is stupid for people not to speak up.

Dr. BURNLEY. Sir, could I just make one comment for the record?

Mr. WEISS. Sure.

Dr. BURNLEY. In my work with the Director of the National Center and the National Center direct staff, I have more than once

encouraged them to have contacts with the field, and I frankly have assumed that those contacts that they tell me have been established over years are very active and, in fact, are very productive.

When we were going through the process of discussing priority areas, I have said to them more than once, "You all are talking to the people out there, aren't you, because you all are the ones who are generating"——

Mr. WEISS. Dr. Burnley, the point that has been made, you know, we went through this mistake that you took responsibility for. The basis on which the experts in the field are unhappy is that they appear, by the action that you and others in NCCAN and involving NCCAN have taken, to be disregarded.

If you send out a request for comment and then you issue your conclusions before the comment period has expired, that is not the problem of the staff not reaching out, that is a problem with the policy that your agency is operating under. That is the problem.

Dr. BURNLEY. That is only one example of the way in which we receive input from the field on the way the National Center's priorities should be developed. That is one that is regrettable and, as I told you, we will correct, but it is only one example of the way that we relate to the field.

Mr. WEISS. OK. But it just seems to me that if all you can see is an example of an error rather than an example of the relationship and why it is a strained or alienated relationship, then I think you are missing——

Dr. BURNLEY. I don't think it is a strained and alienated relationship. I look forward to, and I have had numerous meetings in my office with representatives of the field, including those from American Humane, I have worked with the Child Welfare League, I have worked with Dr. Krugman at the Kempe Center and had conversations.

I simply do not feel that that relationship is strained, and I think that I am ready to discuss and talk with any aspect of the field with those folks any time they want.

Mr. WEISS. I am sure they will appreciate that. You ought to read the testimony also.

Dr. BURNLEY. I look forward to it, sir.

Mr. WEISS. Before we close today's hearings, let me read into the record a letter which I am forwarding to the Assistant Secretary, Dorcas Hardy. It says:

Due to your failure to appear today before the subcommittee, it has become necessary to request that you submit the following information by noon, Thursday, March 13, 1986. Please specifically respond to the following:

What is the specific reason you failed to appear to give testimony?

When was this engagement first scheduled?

When did you decide and advise your staff and the persons you were visiting in New York of your decision to visit there today?

When were the Government Transportation Request and Travel Orders made, by whom, and when were they issued? Provide a copy of the documents, indicating who prepared them.

What mode of transportation and carrier was used, how was it paid for, and when were reservations made, if any?

Who normally, and in this specific case, makes your arrangements for travel?

List each person that you met with on this trip, indicating their address and employer, if any. How long did you meet with each? When did you advise each that you would be meeting with them?

When did you first advise your staff to let the subcommittee know that you would not appear at today's hearing?

When is the next available time that your schedule will permit you to testify before the subcommittee, if further hearings are necessary?

You should be aware that this letter, and your full response, together with such additional material that we may gather on this subject, will be placed in the official record of today's hearing.

Thank you. Sincerely.

[See appendix.]

Mr. ASTRUE. Mr. Weiss, is there any reason why we only have 3 hours to respond to that request?

Mr. WEISS. Well, you have until noon, Thursday.

Mr. ASTRUE. That is tomorrow, isn't it?

Mr. WEISS. That is right, and it is now 2:25, and, in fact, this is all basic, simple, elemental information that you should have, Mr. Astrue, at your fingertips.

Mr. ASTRUE. I assure you that we do not.

Mr. WEISS. The subcommittee now stands adjourned, subject to the call of the Chair.

[Whereupon, at 2:25 p.m. the subcommittee adjourned, to reconvene subject to the call of the Chair.]

APPENDIX

MATERIAL SUBMITTED FOR THE HEARING RECORD



DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of
Human Development Services

Assistant Secretary
Washington DC 20201

March 14, 1986

The Honorable Ted S. Weiss
House of Representatives
Washington, D.C. 20515

Dear Mr. Weiss:

This is in response to your letter of March 12, 1986. I would like to begin by stressing my deep concern about the problems of child abuse and neglect in this country. I have been an active and committed supporter of the National Center on Child Abuse and Neglect (NCCAN) during my five-year tenure in this office, and I believe that the Center has provided excellent leadership to the States and local communities in their development of responses to this tragic problem.

Under this Administration's leadership, NCCAN can point, with much pride, to significant strides in promoting the increased identification and amelioration of child abuse and neglect. I believe that NCCAN staff are deeply committed to their work, and that they have an excellent range of qualifications and experience to carry out the responsibilities assigned to NCCAN. I strongly endorse the continued existence of the National Center on Child Abuse and Neglect.

As is often the case, I would like to be in many places at the same time, and this was the situation on March 12. You may be aware that I have led a national initiative on the adoption of children with special needs. This initiative has focused attention on the plight of more than 36,000 children who languish in foster care but who are currently legally available for adoption. On March 12 I had the opportunity to attend the New York premiere of a film called "Juntos Para Siempre," a Spanish language film which my office funded to promote the adoption of Hispanic children. At that event I was able to demonstrate my personal concern for America's forgotten children. I felt that it was important for me to meet my commitment and participate in that premiere to speak to a largely Hispanic audience about the adoption process and the recruitment of Hispanic families. The event, which took place at the Jacob K. Javits Federal Building in New York City, was well attended and drew national media attention.

- 2 -

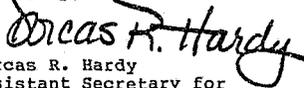
My participation in this activity has been planned since February. My travel arrangements were made by OMEGA World Travel, P. O. Box 2284, Merrifield, Virginia 22116, which is under contract with the Department of Health and Human Services to provide this service. I have enclosed a copy of my travel order. A Government Travel Request is not required because of the arrangement with OMEGA.

The Commissioner of the Administration for Children, Youth and Families, Dodie Livingston and her senior staff are especially able people committed to finding solutions to the child abuse problem. They have untiringly provided a great deal of information to you and your staff over the last 18 months and they certainly are far more familiar with the day-to-day details of the administration of the National Center than I.

Although I believe that Commissioner Livingston and her staff fully answered all possible questions about NCCAN in their many hours of testimony on March 12, I am willing to respond to any additional questions you might have in writing, in a personal meeting or at a formal hearing.

I hope this letter responds to your concerns.

Sincerely,



Dorcas R. Hardy
Assistant Secretary for
Human Development Services

Enclosure



DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of
Human Development ServicesAssistant Secretary
Washington DC 20201

MAR 19 1986

The Honorable Ted Weiss
House of Representatives
Washington, D. C. 20515

Dear Mr. Weiss:

This is in response to your letter of March 17, 1986. I would like to address your questions point by point.

1. When did you decide to attend the March 12 New York premiere of "Juntos Para Siempre?"

The Regional Administrator in New York, Miguel Torrado, contacted my Director of Public Affairs, Enid Borden, in early February to invite me to the premiere showing of the film in the near future. On February 27, I made the decision that I should attend the premiere showing. The specific date for the premiere was not yet fixed, as we were awaiting word about when the coordinator of the film's development would be traveling to the New York area. On March 3, we received your invitation to testify. On March 6, I learned that the film coordinator had plans to be in the New York area on March 12, and I made my final decision to go to New York for the film's showing and not to accompany Commissioner Livingston and her staff to testify. I was confident that Commissioner Livingston and ACYF staff could respond fully to your concerns, and I am pleased that they have.

2. When did you advise your staff of this decision, and when did they notify the people in New York who organized the premiere that you would attend?

On March 6, I made the decision to go to New York. On March 7, my staff and the New York Regional Administrator, who organized the premiere, were notified.

3. When were the reservations made for your airplane tickets to New York and when were the tickets issued? Who made these reservations with OMEGA World Travel? Please provide a copy of any travel documents that you have not yet sent to the subcommittee.

As is usual for travel to nearby points, the actual travel arrangements were made shortly before the trip. On the copy of the travel order I sent you on March 14, you will note that the travel order was prepared on March 10 by my secretary, Betty Waller. Airplane reservations were made on March 10 by Betty Waller through OMEGA World Travel. The travel order I sent you on March 14 was the only travel document necessary.

Page 2--The Honorable Ted Weiss

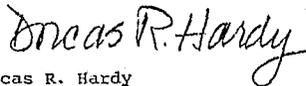
4. When did you first advise your staff to let the subcommittee know that you would not appear at our hearing?

I advised my staff on March 7 that I would be going to New York on March 12. Due, in part, to the fact that the subcommittee was requesting additional National Center on Child Abuse and Neglect (NCCAN) employees to testify, the Department's witness list was not finalized until March 11, at which time the subcommittee was notified as to who the Department's witnesses would be.

5. When is the next available time that your schedule will permit you to testify before the subcommittee?

I will be pleased to work with your office to find a mutually agreeable time after April 9.

Sincerely,



Dorcas R. Hardy
Assistant Secretary
for Human Development Services

SANDER M. LEVIN
17TH DISTRICT, MICHIGAN

COMMITTEES:
BANKING
GOVERNMENT
OPERATIONS
SELECT COMMITTEE
ON CHILDREN, YOUTH,
AND FAMILIES



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FOR IMMEDIATE RELEASE
Wednesday, March 12, 1986

FOR MORE INFORMATION CONTACT:
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Kitty Higgins (202) 225-4961

OPENING STATEMENT OF HON. SANDER LEVIN

Mr. Chairman, with the establishment of the National Center on Child Abuse and Neglect in 1974, the federal government committed itself to the detection, treatment and prevention of abuse and neglect among our nation's children. Prior to the creation of the National Center, only three or four states had programs which addressed child abuse and neglect in any comprehensive manner; according to Laura Daniels of the Michigan Department of Social Services Office on Children and Youth Services, "almost every state was struggling."

Federal grants made available by the National Center have provided states and localities with seed money to establish much needed abuse and neglect programs. In Michigan, a grant from the National Center was used to start a parent nurturing program. This program attempts to prevent the recurrence of abuse by teaching abusive parents how to deal with negative behavior in a positive way. Another grant from the National Center is helping the state develop a program directed at child sexual abuse. Many of the adult perpetrators of child sexual abuse were themselves abused as children. The state is providing innovative treatment to sexual abusers and to abused children to ensure that this cycle is broken. Certainly, in its 12 years of operation, the National Center has served as a stimulus to the development of programs which effectively address the issues of child abuse and neglect.

However, the number of reported incidents of child abuse and neglect is rising. In 1984, approximately 1.7 million children were reported as abused or neglected--that's a 16 percent increase over the previous year and a 39.8 percent increase since 1981. We can only shudder at the possibility that the number of unreported incidents is rising as well. Clearly, our efforts to prevent abuse and neglect are not enough.

And yet, despite this fact, the Administration has proposed a 23 percent reduction in the programs targeted to abused and neglected children. The Administration has proposed to consolidate funds available for the Child Abuse Prevention and Treatment Program and the Family Violence and Prevention and Services Program. The combined result of these proposals likely would be a battle for dollars amongst programs for abused children, for battered wives, or for abused elderly--a battle without victors.

OPENING STATEMENT
Hon. Sander Levin
Page 2

Prevention programs would lose the most in such a battle. When a choice must be made between programs that are designed to address immediate crises and programs that are designed to prevent potential crises, the latter come in second. We can ill afford to abandon prevention efforts.

Mr. Chairman, I commend the subcommittee for calling this hearing and for asking the question of whether the National Center is still functioning--or, given the Administration's proposals, will be able to function--effectively as a stimulus to program development; or whether the National Center itself has become a victim of neglect. I look forward to the testimony.

STATEMENT OF THE HONORABLE PAT WILLIAMS,
CHAIRMAN OF THE SUBCOMMITTEE ON SELECT EDUCATION,
COMMITTEE ON EDUCATION AND LABOR
MARCH 12, 1986

As Chairman of the Subcommittee on Select Education, which has jurisdiction over the Child Abuse Prevention and Treatment Act, I applaud your decision to hold this oversight hearing on child abuse and neglect and child sexual abuse programs. Your findings will provide valuable assistance in our efforts next year to reauthorize this legislation.

Child abuse is not a phenomenon of the 20th century. Children have been physically, emotionally, and sexually abused by adults since the dawn of civilization. What is new, as of the early 1960s, is that child abuse has been formally identified and its more complex forms of pathology explored. C. Henry Kempe, M.D. recognized child abuse as a serious, widespread threat to children's lives and called it the "battered child syndrome."

Today, child abuse (including child sexual abuse) ranks as one of our Nation's greatest health risks to children, with estimates of over 1.5 million abused children per year.

On January 31, 1974, the Child Abuse Prevention and Treatment Act (P.L.93-247) was enacted to provide Federal financial assistance for identification, prevention, and treatment of child abuse and neglect. The Act provided for the establishment of a National Center on Child Abuse and Neglect (NCCAN) to, among other things, collect and disseminate information on the subject as well as the incidence of child abuse and neglect. Activities and funds under the Act are administered by NCCAN, which is located in the Children's Bureau within the Administration for Children, Youth, and Families, in the Office of Human Development Services of the U.S. Department of Health and Human Services.

In addition, it mandated the creation of an Advisory Board on Child Abuse and Neglect to assist the Secretary of Health and Human Services in coordinating Federal programs relating to child abuse and neglect and in developing Federal standards for programs dealing in this area.

Despite the serious health risk that child abuse and neglect poses to our children, the Reagan Administration through its actions, has demonstrated a lack of commitment to this important program.

- In 1981, the Administration proposed the elimination of the Child Abuse Prevention and Treatment Act. Congress rejected this proposal. This year the Administration, in its 1987 budget, is proposing the repeal of this Act and the enactment of a new yet-to-be-defined replacement.

- For FY1983, the Administration proposed a 31 percent cut in

the state grant portion of the program. Congress rejected this proposal and maintained the funding level. For FY1984, the Administration proposed eliminating funding for research and demonstration programs. Congress rejected this proposal. In 1984 Congress passed P.L. 98-457, which reauthorized the Act and included several new responsibilities. Despite these new responsibilities, the Administration proposed a cut of 15 percent for the state grants and discretionary programs. Congress rejected this proposal and instead increased the funding level for FY1985 and FY1986 to \$26 million.

- The Administration has made a request to rescind \$5 million appropriated by Congress as part of the FY1985 Supplemental for child abuse prevention challenge grants.

In addition to the above evidence, there are indications that NCCAN is not performing its functions in an effective and efficient manner, consistent with Congressional intent. Questions have been raised about the lack of leadership by NCCAN, about the quality and experience of the staff; about the quality of the research being performed and its research agenda; about its status in the HHS bureaucracy; and about its record regarding the issuance of regulations.

I would hope that the witnesses and your report would shed some additional light on these and other issues which need addressing as we move toward reauthorization of this important legislation.

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