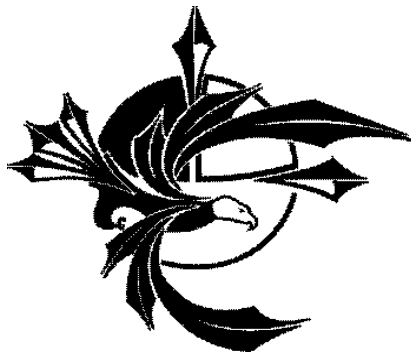


# CHILD ABUSE PROTOCOL DEVELOPMENT GUIDE



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The Tribal Law and Policy Institute (the Institute) is an Indian owned and operated non-profit corporation organized to design and deliver education, research, training, and technical assistance programs which promote the improvement of justice in Indian country and the health, well-being, and culture of Native peoples. The Tribal Law and Policy Institute publishes the Tribal Court Clearinghouse ([www.tribal-institute.org](http://www.tribal-institute.org)).

The Institute was created in 1996 through the combined efforts of those concerned with the improvement of tribal court systems and the fair administration of justice in Indian country. The Institute focuses upon collaborative programs that provide critical resources for tribal court systems, victims assistance programs, and others involved in promoting the improvement of justice in Indian country. The Institute seeks to facilitate the sharing of resources so that Indian Nations and tribal justice systems have access to low cost resources that they can adapt to meet the individual needs of their communities.

The Institute seeks to establish programs which link tribal justice systems with other academic, legal, and judicial resources such as law schools, Indian law clinics, tribal colleges, Native American Studies programs, Indian legal organizations and consultants, tribal legal departments, other tribal courts, and other judicial/legal institutions. The underlying philosophy is that tribal courts and Indian people are best served by shared access to existing information and resources - so that each tribe and tribal court does not have to "reinvent the wheel."

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# CHILD ABUSE PROTOCOL DEVELOPMENT GUIDE



## INTRODUCTION

*Native People have a highly developed social consciousness and sense of responsibility....cooperation is a core value.*  
-A. Oscar Kawagley, Yupiit Nation, Alaska

The concept of protecting children and families from various dangers is not new to most Native communities. In fact there have been standards and mechanisms in place, both cultural and societal, for eons that have guided how Native Peoples addressed safety of children and instructions for adults as to how they behaved with children. These practices have had a significant impact on preventing abusive and neglectful behavior from occurring. Some tribal programs prefer to use traditional systems to protect children, and to address parental difficulties. Some Tribal communities have adopted a “Children’s Bill of Rights” to memorialize their values and beliefs about children and expectations of parents and the community.<sup>1</sup> With contemporary knowledge added to traditional networks and concepts of community responsibility for children, modern teams can develop policies and protocols that can serve the needs of traumatized Native children.

*Developing our child abuse protocol helped us build a highly functional, aggressive coalition of agencies committed to helping children. Multi-disciplinary teams, including federal, Tribal and state officials, are crucial when trying to protect victimized children. It is vital to coordinate resources and work together to address child as well as adult victimization.* – Lisa Thompson, Executive Director, Wiconi Wawokiya, Inc., Crow Creek Reservation, South Dakota

Child abuse is a problem faced by every community. Perhaps no crime impacts a community as much as child sexual and physical abuse. These crimes impact not only the young victims but their families and the entire tribe as well. It is important that those responsible for the investigations (whether criminal or civil), the prosecution, and the short and long term responses to the needs of child victims and their families are coordinating their efforts to minimize the trauma to the child. Developing interagency protocols, or step-by-step instructions for response to child abuse and child sexual abuse, is one way that these efforts can become better coordinated. Cross training between agencies is another way to improve the way children and their families are treated when a child is victimized. There are many Tribal and often non-Tribal programs that touch the case somewhere in the process. These people need to work together.

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<sup>1</sup> See sample in Appendix 9.

The development of protocols can be time consuming, but very educational to those involved. In the long term, protocols can serve as a road map that will help to orient new agencies and representatives, and to assure accountability to the victims and their families. The protocol can also reassure the community that responders and service providers are aware of, and will meet the needs of the children in a timely and respectful way. This guide is intended to help Tribes and collaborating non-Tribal agencies develop the type of protocol that will serve the needs of the community and the children. This guide and the workbook are specifically designed to provide direction and information to local Child Protection Teams (CPT) or Multi-disciplinary Teams (MDT)<sup>2</sup> toward development of protocols to address their system's response to child abuse and child sexual abuse. The goal of developing a protocol is to more effectively work together to reduce trauma to child victims.<sup>3</sup> While this guide is comprehensive and anticipates use in MDT settings primarily, it can be simplified for a less elaborate and complex protocol as well. A well-written protocol alone will not meet the needs of any team, however. Ultimately, this should be one of several "tools" that are used to improve your Tribal system's response to child abuse, and, most importantly, minimize trauma to Native children!

**"Let us put our minds together and see what a difference we can make for our children." Chief Sitting Bull, Oglala Lakota**

### **WHAT IS A PROTOCOL?**

- a set of policies, procedures and agreements to be followed when there is an allegation of child abuse; and
- a collaboration tool to assure agencies are working together without duplicating or overlapping tasks.

### **WHY HAVE A CHILD ABUSE PROTOCOL (and how a Protocol can be used)**

- To reduce trauma to children by improving interagency coordination to minimize # of times a child has to tell his/her story of abuse;
- To improve the opportunity for children to heal from trauma by encouraging the system to be responsive and accountable;
- To delineate professional roles and responsibilities;
- To establish standards for points of contact, methods of contact and purpose of contact between these agencies;
- To strengthen and clarify relationships between child abuse response agencies;
- To improve the credibility and accountability of the agencies involved;

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<sup>2</sup> CPT generally refers to civil case teams; MDT generally refers to teams involved with cases where criminal charges are possible. See detailed descriptions under the Glossary of Common Terms section of this document.

<sup>3</sup> The Indian Child Protection and Family Violence Prevention Act (25 U.S.C. § 3210(d)(3)) encourages the development and implementation of "a multidisciplinary child abuse investigation and prosecution program" to improve coordination in child abuse prevention, investigation, prosecution, treatment and counseling services, and to develop protocols among agencies to ensure that investigations of child abuse cases, to the extent practicable, minimize the trauma to the child victim, and provide for coordination and cooperation of law enforcement agencies, courts of competent jurisdiction, and other Tribal, Federal and State agencies through intergovernmental or interagency agreements that define and specify each party's responsibilities;.."

- To inform and educate the community about how reports of abuse are handled;
- To ensure that all cases are handled in the same way; and
- To provide information to assist community members in understanding what happens when alleged child abuse occurs.

#### **HOW WILL HAVING A PROTOCOL IMPROVE CHILD ABUSE RESPONSE?**

- By defining the purpose and scope of the interagency coordination and collaboration;
- By describing the roles and responsibilities of different professionals;
- By defining the steps that must be completed at each stage;
- By defining the time frames for completion of each step;
- By identifying who is responsible for completing each step;
- By having concrete and practical procedures for handling special issues that may arise;
- By providing for periodic (at least annual) reviews and renewal by all team-member agencies;
- By protecting team members from allegations of favoritism or politics in their handling of cases; and
- By informing the community of what they can expect to happen when alleged abuse is reported.

**I have seen that in any great undertaking it is not enough for a man to depend simply upon himself. Isna La-wica (Lone Man) Teton Sioux, late 19<sup>th</sup> century**

#### **WHAT ELEMENTS SHOULD A PROTOCOL INCLUDE?**

- Philosophy (Mission Statement)
- Definitions
- Reporting Procedures & Team Procedures
- Jurisdiction
- Time Frames
- Priorities for Investigation
- Team Composition
- Roles and Responsibilities of Team Members
- Adjudication
- Post-adjudication Services/Alternatives to Adjudication
- A Process for Review and Revisions to the Protocol

**A Protocol Should Help Guide The Interdisciplinary Response To Child Abuse And Standardize Practices ~ Building Community Trust**



## **DISCUSSION**

### **I. WHAT IS A PROTOCOL?**

A protocol is a set of policies, procedures and agreements. A protocol is a collaboration tool. The most successful protocols are those that are approved by the people in charge of each participating agency. An interagency protocol provides a step-by-step process for how cases will be handled when there is an allegation of child abuse in your community. A protocol is basically a written set of procedures to be followed by those responsible for reporting suspicions or incidents of child abuse, investigating, staffing and providing services for child victim and their families, and handling prosecution of child abuse. Protocols may involve only Tribal and Federal agencies where the Tribe has exclusive jurisdiction over children's cases; in other areas, the protocols may involve representatives of non-Tribal and/or non-profit organizations, and State or county agencies and services as well. Some protocols may be very detailed and might include what happens before, during, and after a criminal trial.

A protocol can be as simple or complex as you want to make it. Protocols can cover only basic information such as how referrals are made, who accepts referrals and how the investigation is handled. Or protocols can be very complex, outlining each step of the process beginning with the initial referral and proceeding through how the prosecution is handled including post-conviction services. Each community will decide how simple or how complex to make its protocol.

### **II. WHY HAVE A CHILD ABUSE PROTOCOL?**

a. **Minimal Interviews.** Without a coordinated effort, it is quite likely that a child abuse victim may be interviewed by several different agencies that need similar, yet different information. For example, the social worker will be seeking information about the *safety* of the child in their home environment and the ability of the caretaker to protect and support the child. On the other hand, the law enforcement officer will be asking questions geared to *collecting evidence and facts* necessary to file specific charges and/or to identify physical evidence in the case. *Multiple interviews of children conducted by professionals from different agencies can be associated with additional trauma to children.*<sup>4</sup>

b. **Promote Healing.** Children need an opportunity to heal from the trauma while the system is still doing its job. When the adults in the system are working well together, the child and family are able to feel safe and to trust that everything is being done to help them. Whether the action is civil child protection or if criminal charges relating to a child victim are being considered, successful protocols will assure that every aspect of the child's needs for safety, nurturing and healing are addressed by the agencies involved.

c. **Delineate Roles and Establish Standards.** There is often a great deal of confusion as to the role of each agency in the investigation and prosecution of child abuse and child sexual abuse cases. Similar cases may be handled in different ways within the same agency. Cases may "fall through the cracks" due to lack of effective

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<sup>4</sup> "Interviewing Native Children in Sexual Abuse Cases", Roe Bubar, Esq., March 2000. Available at [www.tribal-institute.org](http://www.tribal-institute.org).

communication between agencies. There may be frustration among workers in various agencies due to a lack of understanding of the roles and responsibilities in other agencies. Animosity can build up between people who need to work together for the sake of the child victim. Territory or turf issues may create situations where agencies act independently rather than coming together for the benefit of the child. The protocol will describe which agencies are involved investigating child abuse cases and what each agency does during the investigation. Protocols describe how each agency should respond when there is a case of suspected abuse. For example, a protocol will give time limits for child protective services to respond to a report of alleged abuse and when, if appropriate, law enforcement should become involved. This part of the protocol serves two purposes: explaining to community members why different agencies (like social services, laws enforcement, and medical facilities) are involved in a case and clarifying for various agencies their own role in child abuse cases.

d. **Strengthen and Clarify Relationships.** When collaborating agencies understand their respective roles and strengths of their discipline in addressing child abuse issues, greater teamwork results! Working together and sharing information can improve the information available to each team member involved with the family, prevent gaps in services and provide important insight into the victims needs. Each member of the team is valued, and no individual has the full responsibility for the case.



e. **Establish Credibility and Accountability.** It is important that every child is treated the same, so that they all are protected. No one wants a child to be harmed because a professional did not do his or her job well. The protocol will also assure that one agency has the lead role in case management and follow up, so that the child victim and family are supported and services are appropriately provided. When protocols are followed, similar cases will be handled in the same manner, and the community will be more likely to trust the response. When protocols are followed, it will not matter if the child is related to a Council member or to someone with less status in the community, they will both be treated the same. When each situation receives the same level of attention, parents and community members know what to expect because they can read the protocol and learn what each agency is supposed to do.

Protocols also protect agencies from criticism. Sometimes members of the public will criticize any agency for not acting quickly enough, giving special treatment to certain cases, or only investigating allegations of abuse against certain families. A protocol protects agencies from these types of criticisms by clearly stating how cases will be handled. As long as every suspected abuse case is handled according to the guidelines in the protocol, the agency can show it is following the rules for all cases. If an agency does not follow the policies written into the protocol, then community members have a good reason to complain.

f. **Inform and Educate the Community.** A protocol may also serve as and educational tool to provide information for the community about how reports of child abuse will be handled, and even what actions are considered harmful to children. It will be helpful to the community if the protocol explains which agencies are involved in investigations, services, support and follow-up, and define their specific roles and duties. It can explain the services that are available for different needs, as well as what individuals and agencies are responsible for receiving reports of suspected child abuse. The protocol can explain how community members can make reports to these

individuals or agencies, what the procedure is for making reports, and how the agencies will treat those reports.

### **III. HOW WILL HAVING A PROTOCOL IMPROVE CHILD ABUSE RESPONSE?**

A protocol can help to eliminate problems that result from having multiple agencies involved in child abuse cases; the disruption caused by job turnover, and assure that standards are set and followed in every case. A protocol will reduce the potential for child abuse reports to be handled differently based on the personalities of those involved – for example, the quality of the interview may depend on who is “on-call” and the assessment of the child’s needs may depend on the experience of the social worker. Some communities have a system in place for receiving and responding to reports of child abuse that works very well. Other communities see a need for improvement in how cases are handled. Some communities have excellent people to investigate child abuse cases. Often, a child protective services worker and law enforcement officer will form a good working relationship. They may work together very well when they investigate cases. However, when one of those people leaves their job, their replacement may handle cases differently. Sometimes when one worker leaves their job, the person who replaces them does the job differently or doesn’t get along with people from other agencies.

Each community has its own way of handling suspected child abuse cases. In some communities there are several different agencies that can be involved in a child abuse case: social services, child protective services, law enforcement (tribal, state, and/or federal), Indian Health Service, schools, mental health, etc. But what do these agencies actually do? Many community members have no idea what happens when someone suspects that child abuse has taken place. If you are concerned that a child in your family is being hurt, whom should you call? How do you report child abuse? What happens after you make a report? How come it takes so long for anything to be done? Why does it seem like some reports of abuse are investigated right away, while other reports are never investigated? Development of an interagency protocol will require all the agencies to talk with each other, to explain their role and discuss their experience, training and perspectives on these issues. Provided all key agencies are involved, the exercise of developing protocols will inevitably improve child abuse response for Native communities.

### **IV. WHO SHOULD BE INVOLVED WITH THE DEVELOPMENT OF THE PROTOCOL?**

The people involved in writing the protocol should be the people who are going to carry out the functions detailed in the document. In many communities this will mean that you will need representatives from the following agencies and professions: child protective services (or the agency responsible for investigating suspected child abuse cases and protecting children), law enforcement, victim advocates, medical staff, prosecutors, educators, and mental/behavioral health. Depending on whether the tribe, the state, or the federal government has responsibility for investigating and prosecuting cases of child abuse, you may have several representatives from one area. For example, tribes in PL-280 states may depend upon state or county child protective services workers to investigate suspected abuse cases. However, the tribe may have an Indian Child Welfare Act (ICWA) worker who will act as a tribal liaison with the county

worker. In that case, both the county CPS and the tribal ICW workers should be involved in developing the protocol because both will be working under the guidelines set-up in the protocol.

Similarly, if you have tribal police, BIA Criminal Investigators, and FBI Agents who investigate serious crimes in your community, you will need representatives from all of these agencies to be involved in developing the protocol. In PL-280 states and areas with “checkerboard” areas, you will need representatives from all of the law enforcement agencies providing services to your community.

It may seem like developing a protocol will be impossible. How can you get tribal, state, and/or federal employees to agree on how cases will be handled? While it will be challenging and take time, many communities have successfully developed working agreements and protocols.

## V. STEPS TO DEVELOPING A PROTOCOL

**Getting Started.** First, identify all of the agencies that should participate. Next, invite representatives of all of these agencies to a meeting and to set-up a time-line for developing the protocol. It is important to spend some time sharing your internal agency protocols for child abuse response, as well as doing a joint inventory of the type and level of training that each agency has had in child abuse issues. If any agencies have written “internal” protocols, these should be shared with the group. This discussion will help you identify areas where you need to learn more about each agency’s responsibility, as well as what training opportunities need to be developed to assure your protocol will operate smoothly. It will also help you identify if additional capacity is needed to improve the investigation and prosecution of child abuse. For example, if a forensic interviewer is needed that has an understanding of the behavioral and developmental issues in interviewing victimized children, your protocol may include this step, yet not have a qualified person available. In this case, either someone should be trained to fill that role, or perhaps you will seek funding to secure an additional position in a member agency.



Some communities have set-up a small working group to work on protocol development. They may have several meetings and bring their ideas to the larger group of agencies for feedback. Other communities have hired a consultant to develop a draft protocol. The advantage of both of these approaches is that they can be done fairly quickly. The disadvantage is that the agencies not represented may veto the work already done by the consultant or working group.

The most time-consuming approach may actually end up being the best. That approach is to include representatives from all involved agencies in the development of the protocol. If the agencies are involved in the development of the protocol, you are less likely to have disagreements later in the process. Remember, you are working on a document that will describe how reports of child abuse are handled and the process for investigating these cases. It is important that all of these agencies agree to the rules set-up in the protocol. You don’t want to spend a lot of time and energy working on a protocol only to have one agency feel that they were not included in developing the document and refusing to sign the document.

The attached workbook will help your group develop each step of the process by answering questions or addressing whether you want to have each of the proposed sections in your protocol. Following is a discussion of the issues to be considered in each set of questions.

## **STEP 1. Developing a Purpose or Mission Statement**

The purpose statement is the basis for everything that is included in the protocol. It is the foundation for the entire document. The purpose statement makes clear what you value, what is important to your community. The first step to developing a Purpose or Mission Statement requires a group discussion and reaching consensus about two important questions. What is the goal of the Team - what do you hope to do together (that you do not do individually) for children? What commitment is to be made by participating agencies and individuals? Also consider these questions: Why does your community need a written set of guidelines about how to handle child abuse cases? How do you think that reports of child abuse should be handled?

It is also important to incorporate Tribal beliefs and values about children and how they should be treated.<sup>5</sup> Think about how your tribe values children, including traditional stories about how children are to be treated. What lessons were you taught about how to treat children? What happened in the past to families and caregivers who did not take care of their children? The answers to these questions form the basis for your purpose statement. In order to develop a meaningful purpose statement for the protocol, you must have input from all parts of the community: elders, tribal leaders, youth, professionals, religious and spiritual leaders, law enforcement, child protective services, mental health workers, medical personnel, victim advocates, educators, etc.

Usually a purpose statement is only one or two sentences or it can be as long as a few paragraphs. The process of trying to describe what you believe is most important about the protection of children can be helpful. Describing those beliefs in just a few sentences can be challenging. Trying to get a group of people to agree on what is the **most important** may take a good deal of time for a team to develop a purpose statement. People may argue over the specific wording and important ideas. It is worth taking enough time to develop a statement that everyone can agree on.

## **Step 2. Definitions**

Discuss and define the types of child abuse or victimization issues that will be addressed. Using your Tribal code, State and/or Federal definitions of abuse, list the types of abuse that your protocol will address. Will children who witness violence, such as in domestic violence, homicide, etc. be included in the protocol? Will child abuse and neglect civil cases be handled? Only those where criminal child abuse charges have been filed?

Define the agencies that will be involved either by agency name or by role. For example, roles may be defined: Child Protection, Law Enforcement, Medical, Emergency Services, Counseling, Victim Advocacy, Prosecution, Probation, etc. Specific Agencies may be listed by name as: U.S. Attorney's Office, FBI, BIA (social services and law enforcement), Indian Health Service (medical and mental health), State law enforcement, State child protection, State Prosecutor, VOCA, Women's Shelter, Tribal child protection, Tribal victim advocates, Tribal physicians and mental health providers, etc. Other roles you may choose to include by name could be traditional healers, clergy, elders, youth workers, substance abuse treatment providers and school counselors.

## **Step 3. Referrals and Response Procedures**

It is strongly recommended that your protocol include a clear description of how reports of abuse should be made. What agencies are responsible for receiving reports

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<sup>5</sup> If your Tribe does not have a Children's Bill of Rights, or a similar proclamation, consider discussing the sample Children's Bill of Rights found in Appendix 9 to help you develop the Mission Statement.

of abuse? Are different agencies responsible at different times (i.e. one agency receives reports during working hours and another receives reports after hours, on weekends and holidays)?<sup>6</sup> What procedure should be used to report abuse? If possible, develop a universal form that can be used by both mandatory reporters<sup>7</sup> and community members (providing a place to write all the information needed to investigate child abuse) such as the sample in Appendix 8. Can community members make reports anonymously? What is the controlling law – Tribal, Federal or state regarding mandated reporting of child abuse?

What will be the response in each type of case or scenario that your team will address? If your team is handling serious abuse case referrals such as child sexual abuse, what is the procedure for providing emergency response services and support? How will the efforts be coordinated – by case managers assigned on a case-by-case basis, by a staff person with time committed to this team, etc.

Also consider what schedule your team will have for regular meetings. Will the team be activated for urgent situations, and if so, who will contact everyone and under what circumstances will emergency meetings be called? What kind of records will be kept, and who will keep them? If records are kept, how will the group deal with legal requests to provide these records for use in court cases (discovery requests)? How will confidentiality be handled? One way confidentiality can be addressed is to have a form that all team members sign at every meeting to indicate that the sharing of information is based on a “need to know” standard, and that all discussions in the meeting are confidential.<sup>8</sup> How will the team assess their effectiveness in providing comprehensive support to victims?

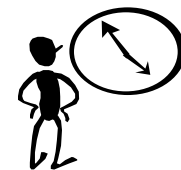
Will the team address other issues, such as community outreach, education, policy development, or new program development? Will the team have a designated coordinator or other support staff? If so, how will concerns, issues or specific cases be reported to the Team Coordinator and then shared with the Team?

#### **Step 4. Jurisdiction**

What jurisdictions have a role in child abuse response – both civil and criminal. Jurisdictional issues are often very confusing in Indian country. A Tribe may have shared (concurrent) jurisdiction over some child abuse matters with the county or state or have exclusive jurisdiction.<sup>9</sup> A clear jurisdictional statement in the protocol can be very useful. Keep in mind that the protocol may define a different response depending on what court jurisdiction is involved. Different people or agencies may take the lead in case management or case presentation depending on what court system, social services or treatment facility is involved.

#### **Step 5. Timeframes**

It is important to develop clear timeframes for each function of the team. This is most useful when there is a separate section of the document to discuss timeframes. Discuss both urgent response timeframes and long-range (resolution or closure) timeframes. Decide general timeframes for responding to case-specific as well as general issues brought to the team. These may actually be dependent on the time limits some agencies have within their internal policies as well as the needs of the victim and family, or the court



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<sup>6</sup> See sample protocols in Appendix 5.

<sup>7</sup> See Glossary of Common Terms.

<sup>8</sup> See sample confidentiality form in Appendix 10.

<sup>9</sup> See Glossary of Common Terms.

calendar. If the team will be providing referrals, will be staffing cases or making recommendations, what is the time frame for each of these functions?

One of the most frequent complaints about child protection and law enforcement is delayed investigation of reports of harm to children. These timeframes are linked to the next section, which identifies priorities. By specifying time frames for each type of report, everyone will know what is expected, and begin to understand how some issues receive more prompt attention than others.

#### **Step 6. Priorities for Investigation**

Each law enforcement and child protection agency already has some type of internal priority system for investigating reports of child abuse. These priorities may be confusing to those outside that agency, and may vary depending on whether the agency operates under Tribal, State or Federal law. Reaching consensus on priorities in the protocol on prioritizing investigations can help bring agreement about those issues that present the greatest risk to children as well as educate the team about how the investigative agencies work. In listing priorities, a discussion of the factors that contribute to or require immediate response versus those that allow for delayed response will assist other agencies as well as the community in understanding how the investigative process works, what type of information is necessary to the investigation, and how evidence is sometimes difficult to obtain. This section can also serve to educate the community about those factors that indicate serious harm to children and require immediate intervention.

#### **Step 7. Roles**

The roles of each agency participating in the protocol should be outlined as it pertains to child abuse response, support, case management or treatment. This can be a crucial portion of the protocol and may help clear up confusion about who does what, and when. Although the roles may be defined in a separate section describing each agency (see examples in Appendices), it is an important aspect of the protocol and should be developed within the protocol rather than using attachments. It may also be useful to specifically state what a particular agency should not do, such as a statement that “social services will not interview suspected perpetrators without prior approval of law enforcement”.

An important provision in this section is a discussion of the role of the CPT, MDT, or the Quick Response Team (or whatever name and purpose your team has) as well. If the team will be discussing individual cases, gathering information, drawing conclusions, making recommendations regarding services, court preparation, and other case management or case strategy issues, it is important to describe the “team role” in this section. If the team also reviews investigation reports, interviews and/or to provides feedback or consultation for the prosecutor, those steps for “team input” should be described in this section.

Key questions for consideration are outlined in the workbook. Basic to the discussion of roles is identifying the primary and secondary role of each agency involved. You may also want to include what training each participating agency agrees to obtain specific to addressing child abuse issues and needs, as well as cross training on each other’s roles. Finally, it is important to include how new agency representatives/team members receive orientation on the protocols and function of the team – will it be provided by certain members, or is that the responsibility of the out-going representative of the agency?





















































































































































