MAINE STATE LEGISLATURE

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SECOND REGULAR SESSION

ONE HUNDRED AND THIRTEENTH LEGISLATURE

Legislative Document

NO. 2468

H.P. 1804 House of Representatives, March 7, 1988
Submitted by the Department of Human Services pursuant to
Joint Rule 24.
Reference to the Committee on Human Resources suggested
and ordered printed.

EDWIN H. PERT, Clerk
Presented by Representative FOSTER of Ellsworth.
Cosponsored by Representatives MacBRIDE of Presque Isle,
CLARK of Millinocket and Senator GAUVREAU of Androscoggin.

STATE OF MAINE

IN THE YEAR OF OUR LORD NINETEEN HUNDRED AND EIGHTY-EIGHT

1 2 3 4	AN ACT to Promote More Effective Investigations of Child Abuse Allegations in Out-of-Home Settings.		
5 6	Be it enacted by the People of the State of Maine as follows:		
7	Sec. 1. 5 MRSA §9057, sub-§6 is enacted to read:		
8	6. Confidential information. Information deemed		

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1 to be confidential pursuant to Title 22, section 4008; Title 34-A, section 3003, except for information whose disclosure is absolutely prohibited under that 2 3 4 section; and Title 34-B, section 1207 may be disclosed under the following limitations and only for the determination of issues involving personnel actions, 5 6 licensure or certification, or unemployment insurance 7 8 proceedings by any department, agency, board or commission of State Government: 9 A. The fact finder determines that confidential information is necessary for 10 the 11 the determination of an issue before it; 12 hearing is closed to nonrelevant 13 The during participants during confidential information; 14 introduction of 15 16 Disclosure is limited to relevant information, with protection for identity of reporters and 17 18 other persons when appropriate; D. Access to the information is limited to the fact finder, parties and counsel of record; and 19 20 , 21 E. After hearing, the confidential information is sealed within the record and is not further 22 23 disclosed, except upon order of court. 24 Sec. 2. 20-A MRSA §13004, as amended by PL 1987, c. 395, Pt. A, §86, is repealed. 25 26 Sec. 3. 20-A MRSA §13004-A is enacted to read: 27 §13004-A. List of persons certified, authorized or 28 approved; records confidential 29 Records. The commissioner shall keep a list of all personnel certified, authorized or approved by 30 31 the department. This list shall include the person's name and the type and expiration date of certificate, endorsement, authorization or approval held. This 32 33 34 list shall be a public record. The commissioner shall

send a copy of relevant information from the list to school boards and superintendents on their written

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request.

1	2. Records confidential. The application, transcripts, recommendations and other documents submitted in support of an application for
2	transcripts, recommendations and other documents
3	submitted in support of an application for
4	certification, authorization or approval, or collected
5	by the department for verification of a person's
6	records and maintained in the department shall be
7	confidential. These records may be made available
8	only to the following:
9	A. School boards and superintendents following
10	written request;
11	B. Public employees in performance of their
12	<pre>public duties; and</pre>
13	C. Individuals and their authorized
14	representatives who request to examine their own
15	records.
13	records.
16	3. Complaints confidential. Complaints, charges
17	or accusations made and investigated pursuant to
18	section 13001 or chapter 502, replies to those
19	complaints, charges or accusations and any other
20	complaints, charges or accusations and any other information or materials that may result in denial,
21	nonrenewal or action to revoke or suspend
22	certification, authorization or approval shall be
23	confidential. The record of any adjudicatory hearing
24	or any court proceeding pertaining to certification,
25	or any court proceeding pertaining to certification, authorization or approval, criminal charges pertaining
26	to conduct complained of, the record of any school
27	board hearing pertaining to employment, and any
28	consent agreement executed in conjunction with an
29	adjudicatory or Administrative Court proceeding are
30	public records except that any children named in
31	situations of alleged physical or sexual abuse or
32	exploitation shall not be publicly identified. Access
33	to these records shall be limited to departmental
34	to these records shall be limited to departmental employees and consultants engaged in investigations
35	and other proceedings pursuant to chapter 502 that may
36	lead to denial, nonrenewal or suspension of any
37	certificate authorization or approval.

1 persons and agencies:

- A. A superintendent of schools or school board of a school administrative unit or the unit's legal counsel when the unit is or may be investigating or hearing complaints or charges which could lead
- to dismissal or nonrenewal of an employee;
 B. Appropriate personnel of a private school
- which is or may be investigating complaints,
 charges or accusations which could affect the
 employment of an employee;
- 11 C. Any state agency which is responsible for 12 licensing a certificated person;
- The Protection and Advocacy Agency for 13 Developmentally Disabled in Maine in connection 14 with investigations conducted in accordance with 15 16 Title 22, chapter 961. The determination 17 information and records relevant investigation shall be made by agreement between 18 the department and the agency; 19
- E. The Maine Human Rights Commission in connection with investigations pertaining to unlawful educational discrimination. The determination of information and records relevant to the investigation shall be made by agreement between the department and the commission;
- F. A child named in a record who is reported to be abused or neglected or that child's parent or custodian, with protection for the identity of other persons when appropriate;
- 30 G. Officials in other state education agencies
 31 who request data in accordance with the interstate
 32 compact; and
- H. Any person engaged in bona fide research, provided that no personally identifying information is made available.
- 36 5. Mandatory disclosure. The department shall

	disclose relevant information in the records
2	pertaining to complaints, charges and accusations to
3	the following agencies:
) 4 5 6	A. The Department of Human Services investigating a report of child abuse or neglect or institutional abuse or neglect;
7 8 9 10 11 12	B. A court on its finding that access to those records may be necessary for the determination of any issue before the court. Access to actual records shall be limited to in camera inspection, unless the court determines that public disclosure of the information is necessary for the resolution of an issue pending before it;
14 15 16	C. A grand jury on its determination that access to those records is necessary in the conduct of its official business;
17 18 19 20 21 22	D. An appropriate state executive or legislative official with responsibility for child protection services in carrying out official functions, provided that no personally identifying information may be made available unless necessary to those functions; and
23 24 25	E. Any criminal justice agency which has need of those records in obtaining intelligence and investigative information.
26 27 28 29 30 31	6. Teacher addresses and personally identifying information; violation. Home addresses, social security numbers and other personally identifying information held by the department of individuals certified, authorized or approved by the commissioner are confidential and may be made available in response to the following:
33 34 35 36 37	A. Formal request from a commissioner or chief executive officer of other state agencies, including the judicial branch when access to that information may be necessary to carrying out an official function; and

B. Formal request by majority vote of any joint standing committee of the Leyislature when access to that information may be necessary in carrying out an official function.

5 The use of personally identifying information other confidential information disclosed pursuant to б this section shall be limited to the purpose for which the information is furnished. It is unlawful for any 7 8 9 person to solicit, disclose, receive, make use of or authorize, knowingly permit, participate in acquiesce in the use of, any list of or names of, any information concerning persons applying for 10 or 11 or 12 receiving certification authorization or approval from 13 the commissioner derived from the records, papers, files or communications of the department or acquired 14 15 in the course of the performance of official duties 16 17 except in accordance with this section. Any person violating this subsection shall be punished by a fine of not more than \$500 or by imprisonment for not more 18 19 than 11 months, or by both. 20

- 7. Duplication costs. Individuals requesting copies of their records shall make their request in writing, provide identification or authorization and bear the costs of copying them.
- 8. Rules. The state board may adopt rules in accordance with the Maine Administrative Procedure Act, Title 5, chapter 375, to carry out this section.
- 28 Sec. 4. 22 MRSA §4002, sub-§9, as enacted by PL 1979, c. 733, §18, is amended to read:
- 9. Person responsible for the child. "Person responsible for the child" means a person with responsibility for a child's education, health or welfare, whether in the child's home or another home or a facility which, as part of its function, provides for education or the care of the child. He This term includes the child's custodian.
- 37 Sec. 5. 22 MRSA §4004, sub-§1, as enacted by PL 38 1979, c. 733, §18, is amended to read:

age 11 minus		
	1 2 3 4	l. <u>General.</u> The department may take appropriate action, consistent with available funding, which will help achieve the goals of section 4003 <u>and subchapter XI</u> , including:
	5	A. Developing and providing services which:
	6 7	(1) Support and reinforce parental care of children;
	8	(2) Supplement that care; and
	9 10	(3) When necessary, substitute for parental care of children;
	11 12 13	B. Encouraging the voluntary use of these and other services by families and children who may need them;
	14 15 16	C. Cooperating and coordinating with other agencies, facilities or persons providing related services to families and children; and
<u>)</u>	17 18 19 20	D. Establishing and maintaining a Child Protective Services Contingency Fund to provide temporary assistance to families to help them provide proper care for their children.
	21 22	Sec. 6. 22 MRSA §4004, sub-§2, ¶B, as enacted by PL 1979, c. 733, §18, is amended to read:
	23 24 25 26 27	B. Promptly investigate all abuse and neglect cases coming to its attention or in the case of out-of-home abuse and neglect investigations, the department shall act in accordance with subchapter XI;
	28 29	<pre>Sec. 7. 22 MRSA §4008, sub-§2, ¶D, as enacted by PL 1979, c. 733, §18, is amended to read:</pre>
	30 31 32 33	D. A child named in a record who is reported to be abused or neglected, or his parent or custodian, or the subject of the report, with protection for identity of reporters and other

persons when appropriate;

Sec. 8. 22 MRSA \$4008, sub-\$2, ¶F, as amended 1 2 by PL 1983, c. 354, \$1, is further amended to read: 3 F. Any person engaged in bona fide research, 4 provided that no personally identifying information is made available, unless it is essential to the research and the commissioner or 5 6 7 his designee gives prior approval. If the researcher desires to contact a subject of a 8 record, the subject's consent shall be obtained by 9 10 the department prior to the contact; and 11 Sec. 9. 22 MRSA \$4008, sub-\$2, ¶G, as enacted 12 by PL 1983, c. 354, §2, is amended to read: G. Any agency or department involved in licensing or approving homes for, or the placement of, children or dependent adults, with protection for 13 14 15 16 identity of reporters and other persons when 17 appropriate-; 22 MRSA \$4008, sub-\$2, ¶¶H and I are 18 Sec. 10. 19 enacted to read: 20 H. A state department, agency or responsible for the issuance of occupational 21 22 licenses or certificates; and I. A state department, agency, board or commission responsible for making determinations 23 24 regarding issues involving personnel actions, 25 26 licensure or certification or unemployment 27 insurance. Sec. 11. 22 MRSA §4008, sub-§3, ¶F, as enacted 28 by PL 1985, c. 506, Pt. A, §45, is amended to read: 29 F. Where the information concerns teachers and other professional personnel issued certificates 30 31 under Title 20-A, persons employed by schools approved pursuant to Title 20-A or any employees 32

shall be disclosed to the Commissioner of

of schools operated by the Department of Educational and Cultural Services, the information

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- 5 Reasonable cause to suspect. When, while б acting in his professional capacity, an adult who is a 7 medical or osteopathic physician, resident, intern, 8 emergency medical services' person, medical examiner, 9 physician's assistant, dentist, dental hygienist, 10 dental assistant, chiropractor, podiatrist, registered 11 licensed practical nurse, Christian Science 12 guidance practitioner, teacher, counselor, school 13 official, social worker, state or federally funded advocate, homemaker, home health aide, 14 medical or 15 social service worker, psychologist, child care 16 personnel, mental health professional, law enforcement 17 fire inspector, municipal official, s**ta**te 18 enforcement official or municipal fire inspector knows 19 or has reasonable cause to suspect that a child has 20 been or is likely to be abused or neglected, he shall 21 immediately report or cause a report to be made to the 22 department.
- 23 Whenever a person is required to report in his 24 capacity as a member of the staff of a medical or 25 public or private institution, agency or facility, 26 he shall immediately notify the person in charge of the institution, agency or facility, or his designated agent, who shall then cause a report to 27 28 29 $\mathtt{made.}$ The staff may also make a report 30 directly to the department.
- 31 B. Any person may make a report if that person 32 knows or has reasonable cause to suspect that a 33 child has been or is likely to be abused or neglected.

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D. When, while acting in his professional capacity, any person required to report under this section knows or has reasonable cause to suspect that a child has been abused or neglected by a person not responsible for the child, he shall immediately report or cause a report to be made to

1 2 3	the appropriate district attorney's office, except as provided in subsection 1-A as well as to the department.
4 5	Sec. 13. 22 MRSA $\S5005$, sub- $\S1-A$ is enacted to read:
6 7 8 9	1-A. Applicability of other definitions. Any terms defined or used in subchapter II, section 4002 or 4021, have the same meaning when used in this subchapter.
10 11 12	Sec. 14. 22 MRSA $$5005$, sub- $$3$, $$1$ E, as enacted by PL 1987, c. 511, Pt. B, $$2$, is repealed and the following enacted in its place:
13 14 15 16 17 18 19 20 21	E. Shall provide the results of the investigation to the bureau's licensing staff. In addition to the licensing staff, any team member employed by the department may be authorized by the commissioner to take action permitted by subtitle 6, or any other appropriate remedy available by law or rule designed to prevent, correct or eliminate abuse or neglect or the threat of abuse or neglect in out-of-home settings; Sec. 15. 22 MRSA §7704 is enacted to read:
23 24	§7704 Licensing action; without hearing; hearing required
25 26 27 28 29 30 31 32	l. Licensing action without hearing. Notwithstanding Title 5, chapter 341, the department may revoke, suspend or refuse to issue or renew any license, approval or registration without proceedings in conformity with Title 5, chapter 375, subchapter IV or VI, if that decision is based solely upon a finding or conviction by a court, within the last 5 years, that the applicant or licensee has engaged in the following:
34 35 36	A. Murder, felony murder, manslaughter, aggravated assault or a comparable crime in another jurisdiction;

)	1 2	B. Kidnapping, prostitution or promotion o
1	2 3	prostitution, abandonment of a child, incest or comparable crime in another jurisdiction; or
		comparable crime in another jurisdiction; or
)	4 5 6	C. Any sex offenses, as defined by Title 17-A chapter 11 or a comparable crime in anothe jurisdiction.
	7	2. Hearing required. If an applicant or license
	8	has been convicted or found by a court to have engage
	9	in the conduct described in subsection 1 more than
	10	years previously, the department may take action to
	11	revoke, suspend or refuse to issue or renew an
	12 13	license approval or registration based solely upon the
	14.	finding or conviction. The applicant or licenses shall first be afforded an opportunity for a hearing
	15	where evidence regarding rehabilitation may be
	16	presented and considered.
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	17	Sec. 16. 22 MRSA §8305, sub-§1, ¶F, as repealed
	18	and replaced by PL 1985, c. 358, §1, is repealed and
	19	the following enacted in its place:
	20	F. A provider, staff or other resident has not
	21	committed any of the acts identified in section
-,	22	7704, subsection 1. A certificate of registration
1	23	shall not be issued if the provider, other staff
a de la constante de la consta	24	or residents of the home have abused or neglected
	25 26	a child as defined in section 4002, or have had
	20 27	parental rights involuntarily terminated as provided in chapter 1071, the Child and Family
	28	Services and Child Protection Act, unless the
	29	provider can demonstrate by clear and convincing
	3.0	provider can demonstrate by clear and convincing evidence that the provider, other staff or
	3Î [*]	residents have been rehabilitated.
	32 33	Sec. 17. 22 MRSA §8402, sub-§3, ¶G is enacted to read:
	34	G. A provider, staff or residents of a home in
	35	which the nursery school is being operated may not
	36	have committed any of the acts identified in section 7704, subsection 1. A license shall not
	37	section 7704, subsection l. A license shall not
	38	be issued if a provider, other staff or residents
	39	of a home in which the nursery school is operated

1.	have abused or neglected a child as defined in
2	section 4002, or have had parental rights
3	involuntarily terminated as provided in chapter
4	1071, the Child and Family Services and Child
5	Protection Act, unless the provider can
6	demonstrate by clear and convincing evidence that
7	the provider, other staff or residents have been
8	rehabilitated.

Sec. 18. 34-A MRSA §1203, sub-§1, as enacted by PL 1983, c. 459, §6, is amended to read:

- 11 Establishment. The Office of Advocacy 12 established within the department to investigate the 13 grievances of committed claims and offenders, informally adjusted juveniles and contract clients to 14 investigate, in conjunction with the Department 15 16 Human Services, as appropriate, allegations of adult 17 and child abuse or neglect in correctional facilities and to advocate for compliance by the department, any 18 19 correctional facility or any contract agency with all 20 laws, administrative rules and institutional and other 21 policies relating to the rights and dignity committed offenders, informally adjusted juveniles and 22 23 contract clients.
- 24 Sec. 19. 34-A MRSA §1402, sub-§§7 and 8 are 25 enacted to read:
- 26 Abuse allegations in correctional facilities. The commissioner shall be responsible for ensuring appropriate intervention and remediation in cases of 27 28 29 substantiated abuse and neglect in correctional facilities. The commissioner shall ensure, through 30 at least every 2 31 inspection years, that 32 correctional facilities meet applicable federal 33 state standards relating to the health and safety of clients of these facilities. 34
- 8. Allegations of child abuse or neglect in correctional facilities. The commissioner shall be responsible for the investigation of all reports of suspected child abuse or neglect in correctional facilities.

- 1	2	the Department of Human Services, as appropriate,
/	3	and, in cases where there are allegations or
	4	indications of criminal conduct, with the Office
	5	of the Attorney General, as appropriate.
	_	
1	6	B. The commissioner shall negotiate joint working
1	7	agreements with the Department of Human Services
-	8	and the Office of the Attorney General concerning
	9	procedures and respective responsibilities for
	10	conducting investigations of allegations of child

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These investigations shall be conducted with

12 Sec. 20. 34-B MRSA §1203, sub-§7 is enacted to
13 read:

abuse or neglect in correctional facilities.

- 14 Abuse allegations in state institutions. commissioner shall be responsible for appropriate intervention and remediation in shall be responsible 15 ensuring 16 cases 17 substantiated abuse and neglect in 18 institutions. The commissioner shall ensure, through 19 inspection on periodic basis, that a11 а state 20 institutions meet appropriate federal and state standards relating to the health, safety and welfare of clients of these institutions. 21 22
 - Sec. 21. 34-B MRSA §1205, sub-§1, as enacted by
 PL 1983, c. 459, §7, is amended to read:
 - 1. Establishment. The Office of Advocacy is established within the department to investigate the claims and grievances of clients of the department, to investigate with the Department of Human Services, as appropriate, all allegations of child abuse in state institutions and to advocate for compliance by any institution, other facility or agency administered by the department with all laws, administrative rules and institutional and other policies relating to the rights and dignity of clients.
- 35 Sec. 22. 34-B MRSA §1205, sub-§3, ¶¶C and D, as enacted by PL 1983, c. 459, §7, are amended to read:
- 37 C. As an information source regarding the rights 38 of all clients, keep itself informed about all

laws, administrative rules and institutional and other policies relating to the rights and dignity of the clients and about relevant legal decisions and other developments related to the field of mental health and mental retardation, both in this State and in other parts of the country; and

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D. Make and publish reports necessary to the performance of the duties described in this section, except that only the chief advocate may report any findings of the office to groups outside the department, such as legislative bodies, advisory committees to the Governor, boards of visitors, law enforcement agencies and the press; and

Sec. 23. 34-B MRSA §1205, sub-§3, ¶E is enacted to read:

E. Negotiate joint working agreements with the Department of Human Services concerning procedures and respective responsibilities for conducting investigations in state institutions of allegations of abuse pursuant to the Child and Family Services and Child Protection Act, Title 22, chapter 1071.

STATEMENT OF FACT

Section 1 provides a mechanism by which relevant information related to abuse or neglect of children that is otherwise confidential may be disclosed to a department of State Government responsible for making determinations regarding personnel actions, licensure or certification or unemployment insurance.

31 Departments must have access to confidential 32 information for purposes of investigation 33 conducting hearings in accordance with the Maine 34 Administrative Procedure Act, the Maine Revised Statutes, Title 5, chapter 375, in personnel actions, licensure actions and unemployment insurance 35 36 37 proceedings. At the present time, this may not be

possible as many of the records necessary for the determination of an issue are confidential. This bill allows for a limited disclosure of this information and a method by which to protect that information once it is disclosed.

Section 3 is intended to clarify the status of certain records maintained by the Department of Educational and Cultural Services. The bill extends confidentiality provisions to include records and information concerning noncertified personnel who are approved by the department for employment, pursuant to Title 20-A, section 13001, subsection 1, paragraph C.

13 further cooperation and coordination among Τo 14 agencies which legitimate interest have а 15 information maintained by the Department of Human Services, including complaints, charges or accusations against certified or approved personnel, the law is 16 17 18 amended to parallel the law on records regarding child 19 investigations in the Department οf abuse 20 Under this bill, the Department Services. 21 Educational and Cultural Services must give relevant 22 information to with other agencies charged responsibility to investigate educational personnel, 23

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agencies.

The bill clarifies the confidential status of addresses and extends protection to other personally identifying information maintained in department records.

schools and programs and may, at the discretion of the

commissioner, release information to certain other

The law is further amended to extend the existing penalties for unlawful release of addresses to include unlawful release of other confidential information.

Section 4 clarifies the term "person responsible for the child" as inclusive of education personnel, who are persons responsible for a child's education.

Sections 5 and 6 add out-of-home abuse and neglect investigations to the authorizations of the Child and Family Services and Child Protection Act and indicate

that with reference to out-of-home abuse and neglect investigations, the Department of Human Services shall act in accordance with Title 22, chapter 1071, subchapter XI.

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Section 7 provides discretionary authority to the Department of Human Services to release relevant information to the subject of the report when that person is not the child or the child's parent or custodian.

Sections 8 and 9 expand the Department of Human Sevices' optional disclosure of child protection records to include other departments or agencies that license facilities for adults and children, to those agents who govern the conduct of licensed or certified professionals and to state agencies for use in personnel, licensing or unemployment insurance actions.

Section 10 deals with mandatory disclosure of records by the Department of Human Services to the Commissioner of Educational and Cultural Services and is broadened to include persons employed by approved schools or any employee of schools operated by the Department of Educational and Cultural Services. The intent is to include janitors, bus drivers, lunch room workers and other nonprofessional school personnel.

Section 11 expands the list of mandated reporters to include state and federally funded advocates, excludes minors who are child care personnel from mandatory reporting and requires professionals to also make a report to the Department of Human Services as well as to the district attorney when the suspected abuse of the child is by a person not responsible for the child.

Section 12 makes clear that the definitions and provisions of Title 22, chapter 1071, subchapters I and III and Title 22, section 4002, apply also to Title 22, chapter 1071, subchapter XI.

Section 13 authorizes any investigating team member who is also an authorized Department of Human Services employee to follow through and take the

1 appropriate action which is designed to protect
2 children in out-of-home settings.

Section 14 grants authority to revoke, suspend or refuse to issue or renew a license without a hearing if, during a 5-year period, the licensee or applicant has been convicted of certain enumerated serious crimes. If the person was convicted of such crimes more than 5 years ago, a hearing in accordance with the Maine Administrative Procedure Act, Title 5, chapter 375, would be required.

Sections 15 and 16 allow for nonissuance of a certificate of registration for home baby-sitting service and nonissuance of a license for a nursery school if the provider, staff or resident of the home or facility used for the nursery school has abused or neglected a child or has had parental rights involuntarily terminated, unless there is clear evidence of rehabilitation.

Section 17 gives the Office of Advocacy the authority and responsibility to conduct, in conjunction with representatives from the Department of Human Services and the Attorney General's office, as appropriate, investigations of allegations of abuse or neglect of offenders committed to correctional facilities.

Section 18 makes it clear that the Commissioner of Corrections has responsibility for ensuring the appropriate resolution of allegations of abuse against clients of correctional facilities. All correctional facilities must meet applicable health and safety standards established by the commissioner to ensure an environment that is not inherently abusive or neglectful for clients of these facilities.

Section also makes it clear that Commissioner of Corrections is responsible for investigation of all allegations of child abuse neglect in correctional facilities and that investigations include representatives from Department of Human Services, as appropriate, and if there are indications of criminal conduct, the Office

of the Attorney General, as appropriate. In addition, the commissioner is given the responsibility to negotiate working agreements with the Department of Human Services and the Office of the Attorney General for the conduct of these investigations.

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Section 19 makes it clear that the commissioner has responsibility for ensuring the appropriate resolution of allegations of abuse against clients of state institutions. All state institutions must meet adequate health and safety standards established by the commissioner to ensure an environment that is not inherently abusive or neglectful for clients of these institutions.

Section 20 clarifies that the Office of Advocacy is responsible for conducting investigations of all allegations of child abuse in state institutions, in cooperation with staff responsible for abuse allegations in the Department of Human Services.

Sections 21 and 22 require the Office of Advocacy to establish joint working agreements with appropriate staff in the Department of Human Services to clarify respective duties and responsibilities in conducting abuse investigations in state institutions of the department.