



**A Working Paper on
Tackling Child Sexual Abuse**

**The country need a specialized Child Sexual Abuse Unit within the
police department**

By

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**“Consideration should be given to the establishment of family courts with an
Inquisitional rather Adversarial basis in cases of Child Sexual Abuse”**



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Summary

The menace of child sexual abuse remained a part of almost all civilizations since long. Child Sexual abuse is largely hidden and can be difficult to uncover. Up to 90% of children who have been abused develop mental health issues by the time they are 18 years of age¹. In Pakistan, the number of reported children sexual abuse cases only in year 2016 and 2017 remained 4,139 out of which 62% of the cases were recorded in the province of Punjab bringing the total number of children being abused in Pakistan to 11 per day² despite a huge number of cases went unreported. While in comparison over 54,000 sexual offences against children were recorded by the police in the UK in 2015/16³ and nearly 30,000 registered offenders been convicted of offences against children by year 2012 in UK⁴. Almost a quarter of young adults (24.1%) experienced sexual abuse by an adult or by a peer during childhood (Radford et al, 2011). The statistics can easily make to believe anyone that the problem is a big threat for the children not only in Pakistan but across the world. All the law enforcement agencies and the criminal justice system including courts are trying to find a solution for the problem. The primary hindrance to find the real solution is because only 38% of child victims disclose the fact that they have been sexually abused^{5, 6} while some never disclose^{7, 8}. Of these, 40% tell a close friend, rather than an adult or authority. These “friend-to-friend” disclosures do not always result in reports. This means that the vast majority of child sexual abuse incidents are never reported to authorities even in advance societies. 70% of child sex offenders have between one and 9 victims, while 20% have 10 to 40 victims (F.D. Ormrod, Chaffin, M. 2009). The fact signifies that by apprehending these offenders we can make society a bit safe for the children. In UK, the child protection services agencies investigated about 55% of the child sexual abuse incidents reported to them. The rest were “screened out” for lack of adequate information or for other reasons. School personnel identify 52% of all identified child

¹ <https://www.nspcc.org.uk/what-we-do/campaigns/its-time/>

² Report publish by a Non-governmental Organization, Sahil, (<http://sahil.org/cruel-numbers/>)

³ Bentley, H. et al (2017) How safe are our children? The most comprehensive overview of child protection in the UK 2017.

⁴ HC Deb 13 Dec 2012, vol 555, col 439W.

⁵ London, K., Bruck, M., Ceci, S., & Shuman, D. (2003) Disclosure of child sexual abuse: What does the research tell us about the ways that children tell? *Psychology, Public Policy, and Law*, 11(1), 194-226.

⁶ Ullman, S. E. (2007). Relationship to perpetrator, disclosure, social reactions, and PTSD symptoms in child sexual abuse survivors. *Journal of Child Sexual Abuse*, 16(1), 19-36.

⁷ Broman-Fulks, J. J., Ruggiero, K. J., Hanson, R. F., Smith, D. W., Resnick, H. S., Kilpatrick, D. G., & Saunders, B. E. (2007). Sexual assault disclosure in relation to adolescent mental health: Results from the National Survey of Adolescents. *Journal of Clinical Child and Adolescent Psychology*, 36, 260 – 266.

⁸ Smith, D. W., Letourneau, E. J., Saunders, B. E., Kilpatrick, D. G., Resnick, H. S., & Best, C. L. (2000). Delay in disclosure of childhood rape: Results from a national survey. *Child Abuse & Neglect*, 24, 273 – 287.

abuse cases classified as causing harm to the child, more than any other profession or organizational type, including child protective services agencies and the police. Child protective service agencies investigate only 20% of the incidents/children identified and reported by school personnel arrests are made in only 29% of child sexual abuse cases. For children under six, only 19% of sexual abuse incidents resulted in arrest⁹.

The other problem is the length of investigative process in cases of child sexual abuse. Even in UK the investigative process for Child Sexual Abuse cases is considerably longer than adult sexual offences. In 2015/16, the median length of time for investigations of Child Sexual Abuse cases was 248 days. In comparison, the median length for the investigations of adult sexual offences was 147 days, which is 101 days less than the average for Child Sexual Abuse offences. Child sexual abuse investigations take longer than all other crime types according to the data available. For example, the median length of time taken from crime recording to a charge outcome in 2015/2016 in relation to drug offences (90 days), theft (73 days) and violence against a person (72 days) is considerably shorter than Child Sexual Abuse offences (248 days) (Investigating CSA, 2017). While in Pakistan it's a never-ending story as the system from reporting of incident to prosecution in court is long and tiring resultantly the victims and the witnesses lost interest and stop pursuing his/her case in majority of the cases. The cases never come to their logical conclusion and the perpetrators remained unchecked. We have to improve the conviction rates of child sexual abuse offenders as well following the example of other countries. In UK the rate of conviction is high in cases of child sexual abuse, Of those charged, about 80% of rape offenders are convicted (Grossman, L. Fichtner, C. 1999). The only way to deliver Justice is the successful convictions of perpetrators of crime. But this is glaringly absent in Pakistan where accused persons are often acquitted due to weak investigation and lack of evidence. If we compare the conviction rates with world, Pakistan is among the lowest. In 2010, the conviction rate in Pakistan was mere 8.66% even lower than India where conviction rate was 37.4% (PILDAT, 2016). This situation is developed due to ineffective investigation and prosecution and lack of cooperation between the agencies of criminal justice system. The majority of offenders in child sexual abuse remain hidden, unconvicted and unchecked, and therefore have the opportunity to re-abuse children and/or find new victims. Focusing on suspects would lead to more crime being detected. It would also, by providing information and intelligence about suspects and known abusers, offer the possibility of preventing abuse, deterring perpetrators and thus reducing what should be regarded in our society as a serious crime. Three types of problems are identified in tackling child sexual abuse cases from investigation to prosecution and at the stage of trial.

⁹ Bentley, H. et al (2017) How safe are our children? The most comprehensive overview of child protection in the UK 2017.

Investigation related problems

- a) Insufficiency of evidence due to poor investigation
- b) Inexperience and inadequate qualification of investigating officers
- c) Non-separation of investigative staff
- d) Poor supervision by the superiors
- e) Lack of qualified personnel, logistics and financial resources
- f) Lack of cooperation and coordination with prosecutors
- g) Lack of transparency and other forms of malpractice

Prosecution-related

- a) Inadequate or delayed scrutiny by the prosecutor
- b) Inadequate supervision of investigations
- c) Inadequate preparation for trial
- d) Delay in trial
- e) Reluctance of witnesses to testify
- f) Difficulties in obtaining and adducing forensic evidence
- g) Non-cooperation of victims
- h) Quality of prosecution

Trial-related

- a) Inadequate court structures: The courts are overburdened and their number not commensurate with the needs. This often results in delayed trials, which may be prejudicial to the prosecution.
- b) Lack of resources—human or otherwise Numerous and unnecessary adjournments.
- c) The courts including environment and the staff are not child sensitive.
- d) Stay on trial by the appellate courts.
- e) Political pressures and other extraneous factors.

The problems can be corrected with a coordinated effort at all stages by introducing specialist units. These dedicated units could help to promote inter-agency work and could trigger an effective official response to child abuse referrals. However, as our society learns to talk more openly and condemn child sexual abuse so the number of referrals rises and the complex and serious nature of sexual abuse surfaces. The police and media response must in turn continue to evolve. Present arrangements however, are quite inadequate to allow this progress to take place. So, we have to bring changes not only within the police service but have to work for the establishment of child sexual abuse prevention strategy. Besides, have to introduce a culture of research and continuous development in such areas.

Proposed Changes in Police Service

- i. It is felt that current police organization and culture is not conducive for the professional development of child protection work. Particularly majority of the officers have very little understanding of the complexity and seriousness of child sexual abuse and thus the range of skills required by specialist officers.
- ii. The organization of Child Abuse Units be allowed in the police department without any further delay with a keen attention to their physical and organizational location, management and staffing.
- iii. Child protection officers may be provided specialized training and knowledge about the types of cases they have to encounter, particularly organized child abuse cases before induction into the Child Abuse Units. The knowledge about child development and the techniques and strategies adopted by the perpetrators. They need additional skills training both in interviewing children and most of all, interviewing suspects and known perpetrators.
- iv. Child sex abusers come in many guises. A significant minority are highly sophisticated in the way they target, groom and abuse children. They have a repertoire of techniques to avoid detection. The proposed units have to develop intelligence system which could purposefully store and manipulate information much of which is in fact already available within the police officers and social service volunteers. Knowing the whereabouts of convicted paedophiles would be a potent weapon. There are no legal reasons why such system cannot be introduced to keep the data for beneficial use in investigations.
- v. The country is already facing a number of high profile, complex organized child abuse cases involving large number of perpetrators and children. These cases can easily become professional disasters and few of them have already posing a public disorder problem.

Enabling child protection multiagency strategy

In its broadest terms, multiagency working incorporates the concepts of partnership, collaboration and co-operation and consists of a network of professionals from different agencies who work together to meet the needs of the client group (Balloch & Taylor, 2000). It involves more than one agency working together in a planned, joint and formal manner and it adopts a whole systems approach to service delivery which examines personal, social, educational and environmental aspects of life (McInnes, 2007). Where more than one agency works with a child, family or project but not necessarily jointly, the terms multiagency and interagency are used interchangeably. This can be at different levels, either strategic or operational and is normally framed within policy and practice (such as enshrined in law or articulated through shared Standard Operating Procedures and Protocols). Such cooperation is not the culture of our law enforcement agencies they tend to keep information to themselves, never allowing other agencies to share their experience even the information.

- i. Although the inter-agency work has improved in recent years only in cases of terrorism but further cooperation and coordination is desired in child protection cases regarding medical examinations, perpetrators detection and intelligence sharing etc.
- ii. The criminal justice system continues to be unsympathetic to child victims and witnesses. A long-term goal should be the creation of a child centered judicial process with staff accredited in child sensitive procedures.

Implications for research and development

- i. The whole arena of child sexual abuse and professional intervention is under researched and under evaluated. Robust knowledge is in short supply.
- ii. More research needs to be undertaken in respect of the types of abuse perpetrated, the profiles and patterns of behavior of perpetrators and their strategies to avoid detection.
- iii. Good practice in respect of investigation techniques and interviewing suspects needs to be developed through monitoring and evaluating police teams at work. The way cases are processed and or discontinued merits further examination. iv. The families felt shy to report the incidents of child sexual abuse due to religious reasons and generally because in majority of the cases family members are involved. Resultantly, majority of the incidents never reported.
- v. Sexual abuse by a family member or someone connected with the family is in itself a barrier to victims accessing help. Fear, coercion, loyalty to the perpetrator and/or a desire to protect other family members may prevent a victim of child sexual abuse from telling anyone.

Introduction

In the recent past several cases of child sexual abuse were reported across the country but unfortunately the police miserably failed to apprehend the culprits and remained unable to produce any conclusive investigations. The primary goal of safeguarding effective protection of families and their children has been clearly ignored. The culprits are still at large in majority of the cases and fear has gripped the parents and their children all over the country. Professionals from all relevant agencies were criticized, generally for not responding and acting quickly, and sometimes for intervening too aggressively. A persistent charge was the failure of professionals from different disciplines to work together to protect children effectively. These failures on the part of police have revealed three facts:

- 1) A complete ignorance and ambivalence about child protection work within the prevailing police organization and culture.
- 2) Child sexual abuse is never regarded as a serious crime in the police department.
- 3) Police never come up with any improvements in procedure to protect children regarding investigations, detection and prosecution of perpetrators.

Recently, we have witnessed many changes resulted due to different incidents across the country in the field of law enforcement. The incidents of terrorism, target killing, kidnapping, car lifting and extortion has bent the authorities to create specialized units to deal such crimes. The special investigation units, homicide unit, anti-car lifting cell, counter terrorism department, are few of the examples.

The recent failure of police to apprehend the child sexual abuse offenders has prompted a new debate as the country lacks a framework where multi-agency cooperation never existed. The police failure to apprehend the offenders has made clear that the police force completely lacked the concept of working together.

The overall aim of this paper is to identify in more detail the key issues and models of good practice in the investigation and detection of child sexual abuse and to provide a structured forum within which officers could work together with the researchers to recommend both good practice and organizational arrangements. An attempt will be made to identify specific developments to improve the investigation and detection of perpetrators without undermining the quality of child protection. Furthermore, an attempt will be made to examine the feasibility of and the issues involved in the establishment of specialist intelligence system for child protection work and the extent to which other agencies could be involved.

Organizational structure of Police & The Child Abuse Protection

No specialist unit for child sexual abuse protection exist along the police force in Punjab and in any other of the provinces, unfortunately no intention is witnessed to set up any specialized unit in near future. Generally, the officer of Inspector level is performing as Station House Officer at local formations without any specialist units in the police station. This structure is organized to cover the geographical area of a police division or district or a definable part of a local authority area. The police station is headed by a station house officer with a number of sub-inspectors, assistant sub-inspectors, sergeants and constables as members. It is worth mentioning that majority of the police stations are without female staff and this fact eliminate any hope of child abuse protection in the present set up. However, the local context has a significant impact on the size of police stations and the extent to which they can be effectively linked together for development and strategic purposes. At one extreme, the rural areas are very large but thinly populated while on the other hand urban areas are thickly populated and have different dynamics contrary to the rural areas. Child abuse protection is never given any priority in the present set up despite the fact that the problem exists in all communities across the country. Above the level of inspectors, the police stations are linked into sub-divisional and divisional level management and it was observed that the police have no officer above the level of Inspector with a dedicated remit for child sexual abuse protection. In a wider police context it is a failure to recognize the significance and its relevance to the policing.

The reported cases are usually family focused having an allegation in which the suspected perpetrator is a family member or a close relative. If the allegation involves a stranger than the investigators became helpless as no system exist to support the investigation despite demonstrating a very high level of commitment to the work they feel isolated from the rest of the police force. The investigators have great liberty to exercise their discretion in the cases. Despite the fact that such situation provides an officer a great deal of autonomy for the case management and decision making but such autonomy is also seen as indicative of the lack of interest in the force generally about child protection work. Senior management leave the officers at police station to take decisions and actions until and unless there is a high-profile case, then it gains some priority and help from other agencies, otherwise, the officers at police station are dumped with victims, relatives of murdered or sexually abused victims and with missing children.

Lack of Performance Culture in Police & Child Abuse Protection

It is evident that police have not only demonstrated an ambivalent attitude towards child protection work but have openly obstructive to the future development of any measures to protect families and children. Resultantly, the people have shown discontent to the police work, the police department have shown no intention to build the repertoire of the force and to boost the integrity and moral of the force. It has been

observed that the police officers at police station level have expressed concerns about the child protection work and generally mentioned a desire to have specialist staff to counter the problem. But, senior management is ignorant of the problem and a lack of interest and knowledge about the issue is evident and resultantly is on the low priority in police work. The issue become important when there is a multi-abuse situation and the incident has attracted media attention and their jobs come into the spotlight. However, some of the officers could be identified as key individuals in senior management who had taken keen interest or had first-hand experience of child protection and have the ability to point out the benefits in morale and resources this would bring into the community and force.

Furthermore, our police forces lack a performance culture there is no emphasis upon detection and conviction rates in evaluating the performance of the officers. Resultantly, the police force is unable to produce good statistics and the force has become passive and unresponsive gradually with the passage of time. On the other hand, the police forces across the world are moving from a “force culture” to a “service culture” but unfortunately this transition is pathetically slow in Pakistan. Our police force must abandon the title of a “police force” and move towards a “service culture” to gain reliability of the people they are serving. It is regarded that such transition or change in the attitude of police department is potentially supportive in the prevention of many types of crime including women protection and child sexual abuse protection work. Service culture is not only closer to the orientation of child protection on ground, but also, in the development of child abuse work as the police have to grapple with many issues like outreach work, multi-agency liaison and partnership approaches which are only emphasized in service culture.

The inability to change the culture and attitude in the police force is creating hindrances in the progress towards accepting child sexual abuse as a serious crime and in recognizing skills and knowledge required to deal with demanding and often complex cases of sexual abuse and work on a daily basis with other agencies. The senior hierarchy of police have to pay more attention to child protection work in general and child sexual abuse investigation in particular. Senior officers have to induct training in child sexual abuse for management level officers and to ensure that child protection is considered in strategic planning and represented at the strategic level. They have to raise awareness of child sexual abuse as a serious crime, and the demand it makes in terms of policing amongst all levels of police personnel including senior management.

Locating Child Sexual Abuse Units at Tehsil/District Headquarter Hospitals

A central problem for police is how to manage the dilemma of working very closely for operational purposes with outside agencies whilst at the same time remaining visible in the mainstream of police investigative work as day to day child protection work tends to pull the force away from their police base. However, many of the issues which need

to be addressed in the development of their work, require them to move closer to their colleagues and be embraced by their police forces. Indeed, this is also where police officers want to be and they are clear and determined that their role is that of police officer not surrogate social worker.

Locating child sexual abuse protection officers would surface as an issue of organization within the police officers. The issue of location must be given careful consideration and the conflicting imperatives of separation from or integration within existing police premises must be weighed in the light of the local context and available resources. The need to enable child protection officers to retain and develop contacts, informal and formal, with other colleagues must be a part of the equation.

A place may be dedicated for the sole use by the child abuse protection officers in District/Tehsil Headquarter Hospitals fully equipped with video interviewing and examination suite by creating a child sensitive environment. The location must be pleasant and must be detached by the police stations and should be accessible to victim's families and all related agencies. Such location would encourage families and children to report incidents of child molestation without a fear of facing traditional police. This type of location would provide an edge in the investigation of such incidents as the duty of collecting forensic evidence could be delegated to the Medico Legal officers present in the hospital. With their expertise they can handle the forensic evidence with care, the preservation of evidence is the most important part of any prosecution in the court of law. The evidences have to be collected as soon as possible before it is lost or destroyed including, physical evidence in the form of seminal fluid, blood, blood stains, semen, urine, spittle or saliva, feces and vomit etc. The trace evidence found on the victim or upon victims clothing such as bruises, fingernail scrapings, hair, fibers and other microscopic evidence. Especially, in cases of murder the search of crime scene is the most important phase of investigation because of the tow-fold purpose:

1. The complete documentation of events. Photographs and/or video tape as well as crime scene sketches should be accomplished prior to any other police procedures at the scene.
2. A careful and complete search conducted for any forensic materials and other evidence, which might provide a clue to the identity of the killer.

The clinical psychologist would help the police officer to conduct a better interview as the victim statement is regarded as the most important evidence. The investigative and prosecution process would remain with the police team.

A preferred structure for police child abuse protection unit is as follows:

Sub-Inspector	
Assistant Sub-Inspector (Male)	Assistant Sub-Inspector (Female)

Sergeant (Team Member)	Sergeant (Team Member)	Sergeant Female (Team Member)
Constables (member)	Constables (member)	Constables Female (member)

This arrangement ensures that the separate teams are able to work together as a unit for policy and strategic purposes enabling support to victims more effectively and would provide a visible and clear link with senior management. At senior level, a designated Deputy Superintendent with relevant experience and training would guide and manage the structure. The structure would be beneficial in cases where a child/victim is sexually abused by a stranger or by an organized paedophiles. The creation of this type of unit would not only help to prevent child abuse but the offenders modus operandi, the information about persistent abusers could neatly be categorized, the detection of a particular individual appearing in cases involving paedophile rings and the identification of a lone perpetrator targeting vulnerable families and children across the locality or in neighborhood. This would define an organizational distinction between ‘family’ abuse and ‘stranger or organized’ abuse. The understanding of the reality of child abuse would help to get a clear knowledge of the behavior of committed abusers and this useful outcome help to adopt strategies to prevent child sexual abuse.

Curriculum & Training for Child Sexual Abuse in Police College/Academy

There is a unanimous view that training at all levels for police officers is inadequate and obsolete both in terms of quality and quantity. There is a little emphasis to both profession specific and multi-disciplinary training for police. The prevalent police culture failed to promote specialist training like all other departments of health, accounts and even some of the agents of criminal justice system including barristers and judges. Overall, police officers felt ill-equipped to deal effectively some aspects of crimes like fraud, money laundering and in particular cases of child sexual abuse. The officers responsible to prevent child sexual abuse would need training in the areas involving knowledge, skills and current policing development.

- a) Knowledge: police officers used ‘practice wisdom’ developed through experience and which, they conceded, would be, at best, partial and impressionistic and, at worst, may be inaccurate. The officer should be well versed with the knowledge about victims and the perpetrators. This include the knowledge about child development, perpetrators and their behavior and types of complex or organized cases and how to manage them. Officers must have training in all aspects of child development including the normal range of competencies at different age, physical, emotional, cognitive, linguistic, moral and sexual development in non-traumatized children, the impact of trauma on children at different ages, the

impact of deprivations of different kinds, knowledge about disability and special needs including educational needs and knowledge of child-rearing.

The reliable knowledge about the perpetrators is necessary for the police officers dealing with criminals. The exploration of the knowledge available about different personality types, different social groups/classes or employment/professional background and the association of these characteristics with different types of cases is identified as important. The knowledge used by individual perpetrators to target, access, groom and silence children for sexual abuse is essential knowledge acquired through systematic way through training.

And finally, there is a need for more training on the types of complex or organized sexual abuse cases which have come to light, and how they have been managed in large-scales multidisciplinary operations.

- b) Skills: the investigative and interviewing children of different ages, with different levels of ability or disability ought to be firmly rooted in a knowledge base about child development. Interviewing of suspected perpetrators is even more difficult to handle which general interviewing techniques did not address.

Criminal Investigations

Today's police force in Pakistan is still struggling not only to maintain a good repertoire but both in terms of an appropriate professional culture and in prioritizing goals and crime targets. The paper has identified a number of key issues which must be addressed. However, it was with the investigation and prosecution of perpetrators that front-line officers are most frustrated and it is here that radical improvements must come if further real progress in child sexual abuse protection is to be achieved. The low rate of conviction is identified as the key priority to be addressed.

An effective child protection system should consist not only of child rescue but also perpetrator detection and prosecution. The rescue and protection of children at the center of allegations of sexual abuse could be improved considerably with joint working arrangements. However, prevention of further abuse of the child population also depends in part upon the successful investigation, detection and prosecution of offenders. The frustration is generated by the feeling that it is the bigger, complex and often very serious cases which, despite sustained police work, never reach court. Major weaknesses in the current system are diagnosed and a number of specific issues relevant to criminal investigations are identified:

- a) Use of intelligence
- b) Tracking methods
- c) Complexity in Investigation of child sexual abuse

Intelligence

There is a general agreement among the stake holders that an effective intelligence system is urgently required at local and national levels. The present system is incomplete, haphazard, inaccessible and not amenable to the manipulation of data. The way information technology is applied in the department is of little use to the development of an intelligent system in especially in child sex abuse, because a system based only on convicted individuals would include a very small proportion of actual offenders and because some perpetrators continue to offend for very long periods of time. This means that the connections between cases, perhaps appearing in different localities or at different times, pass unrecognized in the absence of any efficient means of noting that, for example, the perpetrator or the same victim are involved. The noting of connections depends currently on vigilant and long-serving officers keeping the information in the ubiquitous “miscellaneous file” or in their heads.

The criteria which an intelligence system must fulfil if it is to be an effective aid to policing child sex abuse must include:

- 1) A locally and nationally linked network
- 2) Interaction between intelligence and other computer systems having crime recording, custody and arrests etc.
- 3) Accessible to all police officers and other specified child protection users
- 4) Inputs by all agencies via the police
- 5) Part of a wider intelligence system, preferably, so that links between sex offences and drugs, violent offences can be seen
- 6) Should include victim/complainant, family members, associates, offenders, suspects
- 7) Should include dates of birth, addresses, occupations, level of education
- 8) For suspects/offenders, must include status, description, modus operandi, areas frequented, links with other known suspect/offenders.
- 9) Suspects/offenders should be “starred” on other databases (NADRA, Passport Authority, Immigration Department, Driving Licensing Authority database) so that whenever their name is retrieved on any matter, they are identified as a child sex abuse suspect.

Tracking of Child Sexual Abuse Offenders

A more specific problem involves the difficulty in tracking offenders who have committed child sex abuse as it is very easy for offenders to become invisible. There are no systems for tracking the individuals and monitoring their movements. Tracking child sex offenders would be an effective tool for trying to prevent further abuse, given the frequency with which they appear in subsequent allegations. If convicted offenders know that an effective tracking system was in operation they may be deterred. Sexual offender registration has become a part of routine police work in many countries

including UK and USA. In USA, many states had such responsibilities dating back to 1940s¹⁰. The registration schemes in USA is structured around several key issues and we can learn many lessons and explore guidelines like the way in which inter-agency work relates to registration, the impact of registers on the investigation, detection and prevention of offences, the means by which registers are maintained and information is updated and finally disclosure of information from the register and the management of this sensitive process. The information for the registration of child sexual offender should minimally include¹¹:

- a. Photograph;
- b. Alias (es) used;
- c. Fingerprints;
- d. Date of birth;
- e. National Identification Number;
- f. Driver license and vehicle registration details;
- g. Previous criminal convictions;
- h. Description of victim (s);
- i. Modus operandi;
- j. Detail and paraphernalia used in the offence;
- k. Employment history;
- l. Assessed level of risk;
- m. History of weapon used;
- n. History of substance abuse;
- o. Previous criminal justice contacts;
- p. DNA sample.

Complexity in Investigation of child sexual abuse

Some officers believed that routine investigation methods are often not employed in child sex abuse cases and that, as a result, other sources of evidence or information are lost. Surveillance of suspects was also identified as important although often staff resources are insufficient to allow the deployment of surveillance operations in most cases where it would be applicable. The intent and purpose in establishing a register is to assist law enforcement in policing child sexual abuse offenders. The efforts to apprehend child sexual abuse offenders are impaired by the lack of information about such perpetrators who live within their jurisdiction and that the lack of information shared with public may result in the failure of criminal justice system to identify, investigate, apprehend and prosecute such offenders.

¹⁰ Bill Heberton & Terry Thomas, Police Research Group, London.

¹¹ Bill Heberton & Terry Thomas, Police Research Group, London.

While organized child sexual abuse encompasses a wide range of cases. They may focus upon a school/madrasah or residential establishment, may involve a teacher, religious worker, a sports trainer, may involve many children of a neighborhood, could feature a paedophile network and may involve allegations against high-status or influential people. These cases are characterized by a level of complexity which demands systematic, rigorous investigative procedures and techniques. Even family-based organized abuse presents particular challenges, may involve significant numbers of children and be compounded by the close relationship between the perpetrators and victims. Thus, at the start of an investigation, police officers do not know the boundaries of the case with which they are dealing and cannot predict how far those boundaries may extend as the investigation proceeds. It is generally assumed that the lack of investigative resources resulted in inability to pursue all possible leads and that, the boundaries of complex cases was often not reached before the investigation was close down.

The Way Forward/Future Agenda

The development of an effective multidisciplinary child sexual abuse protection system is very much necessary if we want to save the future of our generations. The more effective and collaborative working of agencies to protect children once abuse has been alleged. Whilst not all children are adequately protected on all occasions, the framework for joint work must be in place, liaison and multidisciplinary practice would definitely improve and there is a need to inculcate a genuine commitment amongst the police and social services staff to continue to improve the system together.

The second phase of development crucially involves the police service if some of the next generation of challenges are to be addressed. These are:

- a) Protecting children by detecting and prosecuting sex abusers;
- b) Targeting offenders, as well as responding to victims;
- c) Investigating organized or complex cases of child sex abuse, and
- d) Integrating the criminal justice system more effectively with the child sexual abuse protection system.

The study concludes that perpetrator's detection and focusing on offenders is essential if child protection is to be improved. This is justified for several reasons as an important crime reduction measure, as a form of deterrence, because children's evidence will always be vulnerable and therefore other sources of evidence are required. However, we have to move from being a reactive police force to a proactive policing service in relation to child sex abuse, or we are not even beginning to find the scale of problem.

The paper has identified a number of key priorities including:

- a) For the police department
- b) For the multi-agency cooperation system

- c) Research in the field of child sexual abuse protection.

Recommendations for the Police Department

- i. Strategic planning and development at police force, regional and national levels have to embrace child sexual abuse protection.
- ii. Responsive planning and resource support for police stations from bureaucracy.
- iii. Survivor and witness protection programs to protect survivor's identity and character in the court proceedings. Provide protection programs, shelters and safe spaces for child sexual abuse victims.
- iv. the alignment of legislative and regulatory frameworks with international standards and norms across the law enforcement agencies in the criminal justice chain.
- v. Targeted capacity building of individuals, institutions and training academies.
- vi. A 5 years strategic plan with annual reviews, incorporating nationally agreed objectives focusing on the development of the criminal investigation of child sex abuse, should be agreed and implemented. While, at local levels the strategic plan for the police must integrate with overall multi-agency planning undertaken under the auspices of the Federal Government.
- vii. Within police forces, consideration needs to be given to improving the status of child sexual abuse protection work. In particular, strategies to modify police culture, enhance the ability to recruit able officers (having different educational backgrounds including Psychology, Criminology, Forensic Science, etc.) and to address gender issues need to be developed by taking account of the local context.
- viii. Regional and national police conferences on child protection should be established.
- ix. In service police training and local multidisciplinary training needs to be improved and should be delivered to senior as well as operational officers. The potential for developing national training at a Police College should be explored.
- x. The sophistication of investigative methods deployed in child sex abuse work needs to be enhanced. In particular, a coordinated intelligence system, methods of tracking, methods of investigating complex cases must be developed and applied. Criminal investigation training should be given to all operational officers.
- xi. A national, accessible and effective database on paedophiles should be developed along with local intelligence system compatible with each other and with national database. Procedures for input, storage and retrieval of data should be clarified.

Multi-agency cooperation

- i. Consideration should be given to more standardized operating procedures for the child sexual abuse cases, to improve consistency across different areas.
- ii. Utilization of electronic scheduling, streamline and tracking of cases per court. Distribution

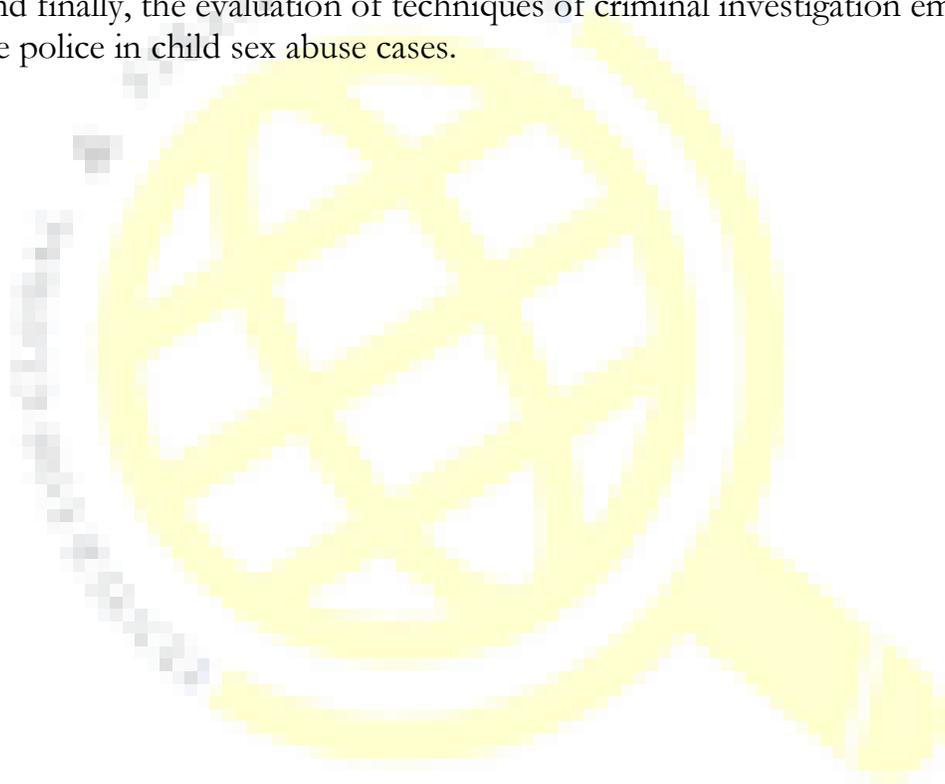
according to case load, judges available, magistrates and public prosecutor's performance.

- iii. Appropriate training for police officers, health practitioners, judges and advocates.
- iv. Enhancement of coordination and cooperation among criminal justice actors.
- v. The efficacy of pre-trial reviews and fast-tracking mechanisms should be evaluated and where implemented, the outcome monitored to ensure that the time taken for cases to come to trial is reduced.
- vi. There should be improved opportunities for joint training by involving all professionals including medical, legal and judicial personnel.
- vii. Consideration should be given to the establishment of family courts with an inquisitional rather adversarial basis.
- viii. Increase number of women magistrates, public prosecutors and judges in higher and lower judiciary across all provinces and particularly in smaller cities. ix. Setting up of review committees of cases that extend beyond one year period, recording of reasons for delay and documenting of outcomes of cases.

Research in the field of child sexual abuse protection.

- i. The paper suggests some key areas for research if the strategic development of child abuse police work is to explore the types of sexual abuse, their characteristics and patterns etc. Knowledge about perpetrators including their profiles, patterns of behavior and patterns of offending over time.
- ii. Development and evaluation of techniques for interviewing suspects and perpetrators. iii. The awareness-raising among public regarding their rights in the criminal justice system.
- iv. Research that examines the processes by which individual, family, community, and social factors interact will improve understanding of the causes of child sexual abuse and should be supported.
- v. Research is needed to clarify the effects of multiple forms of child victimization that often occur in the social context of child sexual abuse.
- vi. High-quality evaluation studies of existing program and service interventions are needed to develop criteria and instrumentation that can help identify promising developments in the delivery of treatment and prevention services.
- vii. Research on the operation of the existing child protection and child welfare systems is urgently needed. Factors that influence different aspects of case handling decisions and the delivery and use of individual and family services require attention. The strengths and limitations of alternatives to existing institutional arrangements need to be described and evaluated.
- viii. The role of the media in reinforcing or questioning social norms relevant to child sexual abuse needs further study.

- ix. Federal agencies concerned with child sexual abuse research need to formulate a national research plan and provide leadership for child sexual abuse research.
- x. Governmental leadership is needed to sustain and improve the capabilities of the available pool of researchers who can contribute to studies of child sexual abuse. National leadership is also required to foster the integration of research from related fields that offer significant insights into the causes, consequences, treatment, and prevention of child sexual abuse.
- xi. Researchers should design methods, procedures, and resources that can resolve ethical problems associated with recruitment of research subjects, informed consent, privacy, confidentiality and autonomy, assignment of experimental and control research participants and debriefings.
- xii. And finally, the evaluation of techniques of criminal investigation employed by the police in child sex abuse cases.



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