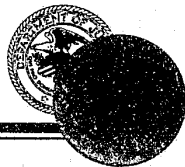


U.S. Department of Justice
Office of Juvenile Justice and Delinquency Prevention



Report on

Missing and Exploited Children:

Progress in the 80's

113586

U.S. Department of Justice
National Institute of Justice

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U.S. Attorney General's Advisory Board on Missing Children

113586

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SEP 27 1988

ACQUISITIONS

December 1987

Dear Mr. President and Members of Congress:

This comprehensive plan of the 1987-1988 U.S. Attorney General's Advisory Board on Missing Children demonstrates the progress that has been made to help our Nation's missing and exploited children. Since your first call to action, Federal and State governments, nonprofit organizations, the media, and the private sector have worked together to implement and support programs for missing children, young victims of sexual exploitation, and their families.

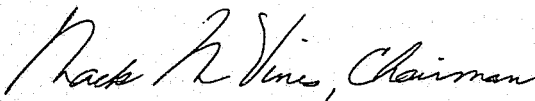
While many excellent programs are in place, this Board believes that some aspects of the missing children problem continue to warrant special attention. Our recommendations contained in this report build upon the recommendations made by the first Attorney General's Advisory Board, which served from 1985 through 1986, and provide direction for an action plan to address these crucial needs. Key to the successful implementation of the Board's plan is more effective cooperation and coordination among all concerned with the issue of missing and exploited children.

A critical goal of this Attorney General's Advisory Board is to correct many of the misconceptions surrounding the complex issue of missing and exploited children. To realize this goal, it is essential to educate and inform the public with factual information. Therefore, in our *Report on Missing and Exploited Children: Progress in the 80's*, we do the following:

- Recommend specific steps to address the problems of abducted children, runaways, throwaways, and child victims of sexual exploitation.
- Respond to the recommendations made in the first Advisory Board report, *America's Missing and Exploited Children: Their Safety and Their Future*.
- Describe current efforts in behalf of missing and exploited children.

We wish to commend the organizations, agencies, and individuals who work tirelessly to protect our Nation's children. We look forward to the implementation of our recommended policies and practices, which will bring us closer to ending the national tragedy of missing and exploited children.

Respectfully submitted,



Mack M. Vines, Chairman

Report on

**Missing and
Exploited
Children:**

Progress in the 80's

Office of Juvenile Justice and Delinquency Prevention

Verne L. Speirs

Administrator

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

U.S. Attorney General's Advisory Board on Missing Children

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The Honorable Michael D. Antonovich, Chairman, Los Angeles County Board of Supervisors, Los Angeles, California

The Honorable John Ashcroft, Governor, State of Missouri

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Introduction



photo by Kevin Horan/Picture Group



very child deserves protection from victimization.

Having a child missing from the security of the home or subjected to the physical and mental anguish of sexual exploitation is intolerable. In recent years, the public has demanded that greater attention be given to crimes against children. Coordination and cooperation among agencies and individuals at all levels in the child-serving system are critically needed to prevent these tragedies.

"In order to pursue a missing child investigation, law enforcement agencies—both in the next county and across the country—need to work together. We have to have unanimous involvement throughout the country."

—Mack M. Vines
Chief, Cape Coral Police Department

The 1985–86 Attorney General's Advisory Board on Missing Children made a number of significant recommendations based on each member's expertise and the Board's study of missing and exploited children. Recognizing the importance of last year's groundbreaking work, the 1987–88 Advisory Board has built upon it by detailing progress to date on those recommendations and making further proposals for action. The report concludes with a detailed summary of action that has been taken in the 80's through many of the programs serving missing and exploited children and their families.

Scope of the Problem

The definitions and issues surrounding the problem of missing and exploited children are highly complex ones that are still being debated today. For example, how do we define a missing child? A *missing child* is defined by the U.S. Congress as:

...any individual less than 18 years of age whose whereabouts are unknown to such individual's legal custodian if—

(A) the circumstances surrounding such individual's disappearance indicate that such individual may possibly have been removed by another from the control of such individual's legal custodian without such custodian's consent; or

(B) the circumstances of the case strongly indicate that such individual is likely to be abused or sexually exploited.

(Missing Children's Assistance Act,
Sec. 403)

There are many ways to interpret this definition, however. Suppose that a child is kept in a neighbor's house for an hour and sexually molested. Or suppose that a child is not returned to the custodial parent after a visitation period ends. Suppose that a child runs away for one night to another part of town after a family argument. Or suppose that a child is abducted by an unknown person and is later found murdered.

From a parent's viewpoint, all of these episodes involve missing children. From a law enforcement perspective, a child is considered missing when a parent, having checked the logical places and appropriate people, reports that the child is not where

he or she is expected to be. Despite these definitional differences, most parents and law enforcement would agree that the situations described above present a serious threat of physical and psychological injury to the child. Clearly, there is a critical need for consensus on the definition of a missing child so that, when a child's whereabouts are unknown, valuable time is not lost in arguments about whether or not he or she is actually "missing."

Categories of Missing Children

A missing child case is usually categorized in one of four ways: nonfamily abduction, family abduction, runaway, and throwaway.

- **Nonfamily abduction.** Children who are victims of a *nonfamily* abduction are at great risk of exploitation, assault, and murder. Although these abductions are often the most publicized, they may constitute the smallest category of missing children.

- **Family abduction.** When a parent, usually the noncustodial parent, kidnaps a child, the incident is called a *family abduction* or *parental kidnapping*. While these children are sometimes thought to be "safe" because the abductor is their parent, they can suffer severe psychological trauma, neglect, isolation, and even physical or sexual abuse.

- **Runaways and throwaways.** The largest category of missing children in-

cludes *runaways* and *throwaways*. These children have either left voluntarily or been forced out of their homes and as a result live on the streets, unsupervised and wholly dependent on their own resourcefulness for survival. Runaways and throwaways are extremely vulnerable to sexual exploitation such as child pornography and prostitution and often turn to crime to support themselves.

The Incidence of Missing Children

An ongoing and crucial goal for research is to determine the incidence of missing children in this country. While knowledge of the actual numbers is an important tool for increased understanding of the problem, complete and accurate case data can teach us even more. For instance, learning where, when, and how kidnappings occur can help us design more appropriate prevention programs for children and families and more effective training for law en-

"The lack of quality incidence data will continue until uniform reporting procedures are adopted by Federal, State, and local law enforcement agencies—agencies that must agree philosophically that a serious, but solvable, situation exists."

—Joan R. Davies, Mother of a Missing/
Murdered Child and Assistant Principal,
Milpitas High School

forcement. Furthermore, these studies can help us determine ways to streamline the law enforcement response and refine information exchange. And the results can tell us what resources to devote to the problem.

The U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), has developed and implemented an important program to determine the incidence of missing children. The National Studies of the Incidence of Missing Children program is underway to develop reliable estimates of the numbers of children reported missing nationwide each year—victims of nonfamily and parental abduction, runaways, and throwaways—as well as the number of children recovered. The study will also establish profiles of both the missing child and the full facts and circumstances of the abduction incident. An important outcome of the national incidence studies will be data that can be used to determine the definition of a *missing child* and the criteria for a missing child case.

OJJDP's pilot studies of the National Studies of the Incidence of Missing Children indicated that many families who have experienced or are directly aware of a case of a missing child are willing to disclose information about this very sensi-

“Parents trying to protect their children need to know that the greatest danger is from the guy who wears a tie and lives next door, not the scary-looking ‘stranger’ of their imagination.”

—Dr. James C. Dobson
President, Focus on the Family

tive issue. The facts provided by the national incidence studies should help alleviate unnecessary public fears or complacencies about the nature and scope of the missing and exploited children problem. Moreover, accurate information about the kinds of offenders who abduct and molest children and the circumstances of the incidents should put into perspective the pervasive “stranger danger” myth once and for all. The lurking “stranger” whom many parents warn their children against is not the only threat to their safety, although some children are abducted by persons unknown to them. The harsh reality is that children are often subjected to exploitation and abduction at the hands of people they know—even if these people are not known to their parents or legal guardians.



photo by Bob Daemrick/Uniphoto

Recommendations of the 1987– 1988 Attorney General’s Advisory Board on Missing Children

The current Attorney General's Advisory Board on Missing Children has identified nine action items to improve the safety and protection of children as well as the systems that serve them and their families. In addition to its five new recommendations, the Advisory Board has recognized the continuing importance of several of the previous Board's recommendations. Both the new recommendations and continuing needs constitute a plan for coordinated action to attack the nationwide problem of abducted children, runaways, throwaways, and child sexual exploitation.

Recommendation 1

The crime of parental kidnapping demands greater attention from the criminal justice system. Prompt investigation and vigorous prosecution of parental kidnapping cases should be encouraged. State and Federal legislation regarding parental kidnapping should be examined to ensure that such legislation is enforceable. There is a need for uniform State laws classifying parental kidnapping as a felony to assist in obtaining extradition of the abducting parent.

Research and experience have taught us that parental kidnapping is not the harmless act it was once thought to be.¹ Children may be abducted as a means of revenge against an estranged spouse, or they may be taken because of real or perceived threats to the child from the parent

with lawful custody. A noncustodial parent may kidnap his or her children to continue sexually abusing them. Or sometimes the motive is simply a desire for the continued companionship of the child. Regardless of the motives, parental abductions are serious violations of lawful court orders, and they may pose great physical or psychological harm to the abducted child. A past incident of parental kidnapping is a good example of the serious nature of the crime.

A father kidnapped his daughter and took her to Mexico, leaving her to live in squalor with impoverished relatives. The father then returned to his home State, claiming that his daughter had been abducted by a stranger. For the next 4 years the mother frantically searched for her daughter, spending thousands of dollars on travel and investigators' fees. Finally she found the child in Mexico—hungry, ill-clothed, and afraid—and brought her home. The father was charged with the crime of custodial interference—at that time only a misdemeanor in his State.

The entire criminal justice system must give priority to the crime of parental kidnapping. Parental kidnapping should be a felony crime for cases of significant concealment. State authorities are more likely to extradite an abductor for a felony than for a misdemeanor. Further, State legislation should define *parental kidnapping* to include the taking, detaining, and concealment of the child. Such legislation needs to address the following issues:

- What is done when there are conflicting court orders from two States?

1. Lenore C. Terr, M.D., "Child Snatching: A New Epidemic of an Ancient Malady." *Journal of Pediatrics*, Vol. 103, No. 1, July 1983, pp. 151-155.

- How is the child returned?
- How are extradition of the abducting parent and return of the child funded?
- How is the child counseled upon return, and who pays for the treatment?
- How is harm to the child determined?

Recommendation 2

All States should mandate that their legal definition of *child sexual abuse* include *sexual exploitation*.

Runaway and other homeless children, forced to earn a living any way they can, are highly vulnerable to those who would sexually exploit them through pornography or prostitution. There are even some cases in which children have been exploited in child pornography by their own parents. Many States include sexual abuse in their definition of child abuse. However, the term sexual abuse does not always include sexual exploitation, which encompasses child pornography and prostitution. States should mandate that child sexual exploitation be reported as a type of child abuse.

In 1983, the U.S. Department of Health and Human Services (HHS) directed that in order for States to be eligible for funds under the Federal Child Abuse Prevention and Treatment Act, they must include sexual exploitation in their definition of child abuse. This assured that child protection agencies would be involved in cases of child sexual exploitation. In 1987, HHS defined sexual abuse as:

...the employment, use, persuasion, inducement, enticement, or coercion of

any child [later defined as any person under the age of 18] to engage in, or having a child assist any other person to engage in, any sexually explicit conduct (or any simulation of such conduct) for the purpose of producing any visual depiction of such conduct; or the rape, molestation, prostitution, or other such form of sexual exploitation of children...

(Child Abuse Prevention and Treatment Act, P.L. 93-247, as amended)

To date, more than 40 States have matched this definition and included sexual exploitation within their definition of child abuse to be reported. All States are encouraged to follow this lead and adopt similar legislation.

Recommendation 3

A high priority should be given to the development of national child safety curriculum standards for use in the schools.

Recent research has indicated that child protection programs in the schools have a positive effect on a child's assertiveness and self-confidence.² They help the child develop a healthy caution about certain persons or activities that may lead to running away, abduction, or sexual exploitation. Schools can play a vital role in supporting family efforts to bring these

2. Jerri Smock, unpublished dissertation, "Missing Children: A Study of the Effects of a Public School Prevention Program on Children and Their Families." California Graduate School of Marital and Family Therapy, May 1987.



photo by Bob Daemrick/Uniphoto

sometimes difficult and sensitive issues to a child's attention.

Schools are the ideal environment for teaching children about safety and ways to prevent abduction, running away, and sexual exploitation. Schools and parent-teacher groups can also be the center of community-based parent education and public awareness programs. Most teachers want to introduce child safety information into the classroom, but many do not know how. While some States and local school districts have developed safety curriculums on their own, at present there are no child safety curriculum standards at the national level to address the problem of

missing and exploited children. Age-appropriate child safety curriculum standards—including those for K-12 and teacher education—should be made available to State and local school boards for their use.

The President's Child Safety Partnership, in its final report to the President, recently recommended that child safety be made a part of all school curriculums. The U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, announced the development of standards for child safety education programs as a funding priority for this year.

Recommendation 4

The Federal Government should examine its child-related entitlement programs to the States to ensure that they encourage families receiving benefits to stay intact.

The primary beneficiaries of child-related entitlement programs are the single parent and child. There has been much debate about whether these assistance programs to the States discourage the formation of a healthy family unit. The Advisory Board on Missing Children believes that the strength and stability of the American family should be a primary concern of all government policies and initiatives.

There should be careful evaluation of government assistance policies to ensure that children counted in the family are, in

"Many of the issues regarding runaways are so affected by welfare funding practices that law enforcement is left simply to pick up the pieces. The whole range of government service for the runaway needs to be reexamined and coordinated. Welfare, justice, and private and local initiatives need to be woven together. We can no longer tolerate inconsistent approaches and ineffectual methods."

—Stephen Goldsmith

Prosecuting Attorney, Marion County
(Indianapolis), Indiana

fact, residing at home and that families do not collect financial benefits for children who have run away or have been forced out of the home. If a child has run away from or been pushed out of a home, the benefits targeted to the child should be ended. Consideration should be given to redirecting these moneys to ensure the welfare of the child.

Further, the nature of some assistance programs may force an adolescent mother to leave home and establish a separate residence—in essence, to "run away"—in order to meet the requirements for such assistance. Policies such as these and discrepancies in the definition of *family* among child-related entitlement programs should be carefully examined to ensure a healthy family environment for children.

President Reagan took an important step to strengthen the family unit when he signed an Executive Order on September 2, 1987, to require Federal agencies to examine all policies and regulations and assess their impact on the American family.

Recommendation 5

Training programs for nonprofit organization (NPO) managers should focus on coordination and cooperation among NPO's as well as enhanced strategies for fundraising.

Private nonprofit organizations, many of them run by volunteers, are the regional and local groups directly supporting parents and families of missing and exploited children. NPO's provide a wide variety of services, which can include a hotline,

technical assistance in locating and recovering missing children, prevention and education materials, shelter, legal assistance, counseling, photograph and poster distribution, support services, legislative advocacy, and financial assistance.

"Many of the local nonprofits are the ones who do the fundraising best. They're the ones who go out and personally contact the local chairman of the Rotary Club or the Kiwanis Club or the PTA's. They know the people in the neighborhood best: They've developed the local, grassroots network that gets the wheels turning."

—Jay A. Parker
President, the Lincoln Institute
for Research and Education

In order to continue their essential services, these grassroots organizations need training targeted to their specific, unique problems and directed toward strengthening the organization and its ability to be self-supporting. NPO training should include information and the techniques for the effective fundraising necessary to support a group's efforts in behalf of missing and exploited children. Such training should also stress the advantages of cooperation among NPO's, including an enhanced public image, the ready exchange of information, and expedited responses to the needs of families of missing and exploited children. The National Center for Missing and Exploited Children, a national clearinghouse, works to strength-

en NPO's by serving as a focal point for networking among NPO's, law enforcement, the media, and the private sector. The Office of Juvenile Justice and Delinquency Prevention has also targeted its resources to help NPO's through training and technical assistance provided by the Institute for Nonprofit Organization Management.

Continuing Needs

Several of the previous Advisory Board's recommendations have not received sufficient attention and action by the legislatures or the criminal justice system. The issues that these earlier recommendations addressed still warrant further reform. Therefore, the 1987-88 Advisory Board on Missing Children has recognized these continuing needs and reaffirmed their importance by restating them in this year's report. These continuing needs are described in the following pages.

Recommendation 6

To reduce the incidence of missing and exploited children and to ensure an effective response when incidents do occur, all States should enact laws in a number of critical areas. These are:

- Prompt law enforcement investigation of missing child reports. At least 27 States have eliminated the arbitrary waiting periods that delay pursuit of a missing person investigation (see page 15).
- Mandatory entry of missing child reports into the National Crime Information Center's Missing Persons File (NCIC-MPF). At least 31 States now require local

law enforcement agencies to enter reports of missing children into NCIC-MPF (see pages 15–16).

- “Flagging” of vital records to identify potential victims of abduction. At least four States have passed comprehensive “flagging” legislation, which requires that law enforcement agencies be notified if copies of the vital records of a child reported missing are requested (see pages 17 and 22).

- Extension of statutes of limitations for reporting and prosecuting child sexual abuse and exploitation. At least six States have extended their statutes of limitations for child-related offenses (see page 24).

- Training for law enforcement and child-serving professionals. At least four States mandate law enforcement training in the investigation of child sexual abuse and exploitation. More than 18 States mandate training for social service professionals in the area of child sexual abuse and exploitation (see pages 27–28).

- Background checks for those working with children. At least 24 States have adopted legislation to provide for background checks of certain employees working with children (see page 28).

- Stricter penalties for offenses against children. At least three States have recently mandated stronger sentences for individuals who commit crimes against children (see page 23).

- Education and prevention programs. At least five States have mandated education and prevention programs on missing child issues (see pages 26–27).

Recommendation 7

All States should create multiservice clearinghouses through State legislation and secure appropriate funding for services.

A clearinghouse of information can be a focal point of effective coordination and cooperation among agencies and organizations serving missing and exploited children and their families. It is important to establish clearinghouses or central registries by law because those created by State legislation have a scope and permanency that ones created by Administrative Directive or Executive Order do not. There are at least 34 State clearinghouses or central registries created by State legislation (see pages 18–21). Four others exist without benefit of legislative mandate.

State clearinghouses can provide valuable assistance in coordinating efforts to recover missing children or to intervene in cases of child sexual exploitation. State clearinghouses provide a number of services, which can include a toll-free hotline, assistance to local law enforcement, professional training, prevention and education, assistance in photo dissemination, and data collection and analysis of cases of missing or exploited children.

In a recent case, the successful recovery of a young victim of parental kidnapping was accomplished through the coordination and cooperation of both the Maryland and Virginia State clearinghouses; the Montgomery County (Maryland) Police Department, a local law enforcement agency; the Royal Canadian Mounted Police; Victims of Violence, a nonprofit

organization; the National Center for Missing and Exploited Children; and the child's custodial family. In another example, the North Carolina Missing Children's Clearinghouse was a focal point of an effort that led to the successful recovery of a missing child spotted on an ADVOSystem direct mail card.

State legislation should ensure that clearinghouses receive adequate funding for critical services. State clearinghouses should take the lead in data collection, support to local jurisdictions, and networking with nonprofit organizations and other clearinghouses.

Recommendation 8

Congress should amend the Juvenile Justice and Delinquency Prevention Act to ensure that the Federal statutes and regulations do not bar aid to State juvenile justice systems that have the legal authority, where necessary and appropriate, to take into custody and safely control runaway and homeless children. Prohibitions against commingling such children with adults and adjudicated delinquents should be retained.

One unintended and unfortunate result of the Juvenile Justice and Delinquency Prevention Act of 1974 is that law enforcement authorities and judges can no longer detain runaways for the length of time necessary either to return the child home or to place the child in an appropriate youth service program. As a result, many youth are returned to unsupervised lives on the streets and are highly vulnerable to

the hazards of drugs, sexual exploitation, and crime.

The 1980 Amendments to the JJDP Act permitted States to place youth who have been brought before the juvenile court as status offenders (including runaways) into secure facilities under a valid court order. In order for the juvenile to be confined, he or she must have been adjudicated a status offender, made subject to a juvenile court order, given fair warning of the consequences of violating that court order, and afforded the full range of due process protections. Amendments to the Juvenile Justice and Delinquency Prevention Act, however, have not yet fully addressed the problem of how to *protect* runaways and other homeless youth—a problem that pervades all levels of the systems serving our children.

Recommendation 9

The criminal justice system should continue its search for constitutionally valid ways to alleviate the trauma and intimidation that many children experience in court when they must continually repeat the details of the incident, face the assailant, and undergo cross-examination.

Children are less able than adults to withstand the intimidation and rigorous cross-examination of a courtroom trial. Young children can be so devastated by pretrial and courtroom procedures that many parents choose to drop charges rather than subject their children to the lengthy process.

"Children should find in the courts a nursery for security, justice, and trust. For the child victim, the witness box too often becomes a torture chamber designed not so much to determine the truth as to discredit the child. A just and fair society cannot allow its most tender victims to be punished more swiftly and surely than its most disarming defendants."

—Dr. Roland Summit
Psychiatrist, Harbor/UCLA
Medical Center

Difficulty in establishing the credibility of any form of testimony from children means that young witnesses are often unfairly evaluated. While their lack of communication skills and life experience can affect their testimony, children usually will not lie about abduction or sexual exploitation. Children more than 5 years of age are believed to be no more—and no less—reliable as witnesses than adults.

To make it easier for children to testify, some courts have permitted such procedures as using videotapes to record, or closed-circuit television to transmit, the child's testimony. Some procedures that provide alternatives to live courtroom testimony have been used successfully, but certain of them have failed to pass constitutional muster. Legislatures considering drafting legislation regarding such procedures should be aware of the sensitivity of constitutional issues.



photo by Jim Pickerell



photo by Rick Brady/Uniphoto

**A Progress Update:
Recommendations of the 1985–
1986 Attorney General's Advisory
Board on Missing Children**

Public concern about our Nation's missing and exploited children began to grow in the early 1980's

after the abduction and brutal murder of several young children made headlines across the country. But it was not until the Attorney General's first Advisory Board on Missing Children published its comprehensive plan for action in 1986 that the issues surrounding missing and exploited children were brought together, defined, and assessed. In a crucial step forward, that Advisory Board made 24 important recommendations to improve coordination and cooperation among the systems serving our children at the Federal, State, and local levels, to strengthen the systems' ability to respond to the problem of missing and exploited children, and to provide direction for future efforts. Many of these recommendations have been addressed in innovative ways by both the public and private sectors; while much more can be done, significant progress has been made. This chapter details that progress in the areas affecting the child victim, the adult offender, the child victim as witness, and the potential child victim, and describes further research for protecting our children and families.

The Child Victim

Recommendation 1

Reports of missing children should be investigated promptly and pursued vigorously. Law enforcement agencies

should review their policies regarding the investigation of missing child reports.

Recognizing that the first few hours after a child's disappearance are the most critical in the investigation process, at least 27 States to date have mandated that arbitrary delays in investigating these cases be eliminated. Historically, law enforcement procedures have required a waiting period of up to 72 hours before an investigation of a missing child could be initiated.

Recommendation 2

All States should adopt laws that require parents, guardians, and schools to promptly report missing children. These laws also should require that law enforcement agencies report disappearances to the FBI's National Crime Information Center (NCIC).

At least 31 States now require local law enforcement agencies to enter reports of missing children into the National Crime Information Center's Missing Persons File (NCIC-MPF). These laws have resulted in an increase in the number of children entered in NCIC-MPF, from approximately 100,000 in 1981 to more than 350,000 in 1986. In fact, the total number of records entered into NCIC-MPF has increased by more than 20 percent every year since 1983.

Using NCIC-MPF, Ohio has implemented a successful program in conjunction with law enforcement. Names of students in

the State school enrollment are compared with lists of missing children maintained by the FBI's NCIC computer. If a match is made, Ohio schools are then required to notify the State's missing children's clearinghouse and local law enforcement agencies. Several hundred children have been found by this process. A similar program is underway in Pennsylvania.

Recommendation 3

States should develop clearinghouses to assist families and children who are separated.

At least 32 clearinghouses or central registries have been established in the States and District of Columbia to deal with missing children issues; 34 were created by State legislation. On pages 18–21 a chart of the legislatively mandated clearinghouses shows their available services. A full explanation of these various services follows the chart.

Recommendation 4

Congress should amend the Juvenile Justice and Delinquency Prevention Act to ensure that each State juvenile justice system has the legal authority, where necessary and appropriate, to take into custody and safely control runaway and homeless children. Prohibitions against commingling such children with adults and adjudicated delinquents should be retained.

No amendment to the JJDP Act has been made to give parents, police, and the juvenile justice system the authority to detain and protect runaway children. State

laws continue to mirror the deinstitutionalization philosophy of the JJDP Act because Federal funding of State juvenile justice programs is tied to compliance with the Act.

Recommendation 5

State laws should be amended to require law enforcement agencies to locate and protect runaway children, taking them into custody whenever necessary. Juvenile courts should be given authority to detain such children pending appropriate placement when they are at risk. A uniform age of majority should be encouraged.

Before the passage of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, most States allowed law enforcement agencies to take into custody status offenders, including runaways. Under the JJDP Act, however, States and local jurisdictions cannot receive Federal funding to support juvenile justice initiatives if they place status offenders in secure detention or correctional facilities.

In the late 1970's, most States had passed deinstitutionalization legislation in compliance with the Federal mandate. Still, to date, only four States—South Dakota, Wyoming, Nevada, and Hawaii—have no prohibitions in their State law against putting runaways in local detention facilities.

While most States still need to change their deinstitutionalization laws to protect runaways, the State of California provides a good example of an attempt to protect runaway children, by allowing law en-

forcement to take runaway youth into temporary custody for a maximum of 12 hours while determining if there are any outstanding "wants," warrants, or "holds" on the child. A period of 24 hours is allowed to arrange the return of the runaway to parents in the State; the period is extended to 72 hours for out-of-State cases. (See also Recommendation 4, above.)

Recommendation 6

The Federal Government, through the Department of Justice, should make fiscal and technical assistance available to local law enforcement and juvenile justice agencies so that training and workable procedural guidelines can be established.

To increase the ability of law enforcement agencies to respond effectively and systematically to cases of missing and exploited children, the Office of Juvenile Justice and Delinquency Prevention of the U.S. Department of Justice has developed an effective, comprehensive training program in cooperation with the Federal Law Enforcement Training Center (FLETC) of the U.S. Department of the Treasury. The National Center for Missing and Exploited Children has also contributed its expertise and experience to the FLETC program, which trains State and local law enforcement officers from all over the country.

Three FLETC training programs are specifically designed for law enforcement: POLICY I and POLICY II (Police Operations Leading to Improved Children and Youth Services), which focus on management strategies for handling juvenile-related problems, and CABITTP (Child

Abuse and Exploitation Investigative Techniques Training Program), which disseminates new and innovative law enforcement techniques in this area. During FY 1987, 1,410 criminal justice professionals from all 50 States and the territories received training through these programs.

The Behavioral Science Instruction and Research Unit of the FBI conducts training programs on missing and exploited children for local, State, and Federal law enforcement personnel, social service professionals, prosecutors, and judges. In addition, since 1984, the National Center for Missing and Exploited Children has trained in excess of 22,000 law enforcement and criminal/juvenile justice personnel in 41 States, including members of the National Sheriffs' Association, the International Association of Chiefs of Police, and the International Juvenile Officers' Association.

Recommendation 7

Schools should be responsible for both transferring and receiving student records from old schools to new schools so that concealing missing children will be more difficult. In addition to school records, birth records should be included in the transfer.

At least four States have developed a "flagging" procedure designed to alert local officials when the vital records of a missing child are requested. Documents such as birth certificates and school transcripts are needed by anyone attempting to

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State Clearinghouses on Missing Children

States	Missing and exploited children (M, E)	Central repository	NCIC entry	Statewide media access	Coordination with non-profit organizations
Alabama	M only		M		
Alaska	M only		M		
Arkansas	M only	•	M		
California	M only	•	M		
Connecticut	M only	•	M		•
Colorado	M only		M		•
Delaware	M only		P		
Florida	M only	•	M		•
Georgia	M only	•	M		•
Illinois	M & E	•	M	•	•
Indiana	M only		M		
Iowa	M only		M	•	•
Kansas	M & E	•	P		
Kentucky	M & E	•	M	•	
Louisiana	M & E	•	M		•
Maryland	M only	•	M	•	•
Massachusetts	M only		M		
Minnesota	M only		M	•	
Missouri	M only	•	M		
Montana	M only	•	M		•
Nevada	M only		M		•
New Hampshire	M only		M	•	•
New Jersey	M only	•	M		•
New York	M & E		M	•	•
North Carolina	M only	•	M	•	•
Ohio	M only		M		•
Pennsylvania	M only	•	M	•	•
Rhode Island	M only	•	M	•	
South Carolina	M & E	•	M	•	

State Clearinghouses on Missing Children (continued)

States	Missing and exploited children (M, E)	Central repository	NCIC entry	Statewide media access planning	Coordination with non-profit organizations
Tennessee	M only		P	•	•
Texas	M only	•	M		•
Utah	M only	•	P		
Virginia	M only	•	M	•	
Washington	M only	•	M		

Missing and exploited children. State clearinghouses should handle cases of both missing children and child victims of sexual exploitation. Very often the crimes of nonfamily abduction and sexual exploitation of children go hand in hand. Run-away children who are fleeing sexual or physical abuse at home frequently encounter the same kinds of abuse while on the street. Even the victims of parental kidnapping can suffer trauma, neglect, isolation, and abuse while in the custody of the parental abductor.

Central repository. Relevant data on missing and exploited children should be maintained in one central repository, not in a number of agencies in different jurisdictions. The repository, including picture files and information on sightings, should be a supplement to the information contained in the FBI's National Crime Information Center (NCIC). NCIC maintains information only on current, open cases and cannot be used for historical or comparative analyses of cases.

NCIC entry. Some State laws mandate entry of missing child reports into the Missing Persons File of the National Crime Information Center. Mandatory entry is usually immediate; nonmandatory entry can take several days or even months.

Statewide media access planning. Clearinghouses can call upon State and local media and nonprofit organizations to help distribute important information about missing children, such as photographs and posters. Such cooperation has resulted in the safe return of many children.

Coordination with nonprofit organizations. State clearinghouses can coordinate with nonprofit organizations to provide comfort and counseling to parents and children and assist in local searches.

Identification of local law enforcement jurisdiction. State clearinghouses can provide assistance in determining which law enforcement jurisdiction has the authority to act in a missing child case.

Identification of law enforcement jurisdiction	Training	Prevention and education	Data analysis	Assistance in return of children	Information collection on child sexual exploitation	Toll-free hotline	Comparison of lists
•	•	•				•	•
•	•						•
•	•	•				•	•

Training. State clearinghouses can use their resources and network of issue experts to design curriculums and implement training programs for law enforcement and child-serving professionals who need up-to-date information about missing children and child victimization cases.

Prevention and education. Clearinghouses can be instrumental in garnering the technical expertise for school safety and community-based prevention programs.

Data analysis. Clearinghouses can compile statistics on the incidence of abduction and sexual exploitation of children. These data are critically needed to design prevention and education programs, develop effective training, and target essential resources.

Assistance in return of children. Clearinghouses can coordinate the efforts of various agencies and organizations that assist parents in bringing their recovered child home.

Information collection on child sexual exploitation. Clearinghouses can collect information about cases of child sexual exploitation, including child pornography, child prostitution, convicted child molesters, and child sex rings, to discern geographical and other kinds of patterns in the crimes.

Toll-free hotline. A clearinghouse hotline can record information about the location of missing children (including runaways, throwaways, and victims of parental kidnapping and nonfamily abduction) and about cases of child sexual exploitation, child pornography, and child prostitution.

Comparison of lists. State clearinghouses can assist in computer matching of school enrollment lists with law enforcement records on missing children to help locate these children quickly.

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either enroll a child in a new school or obtain a passport for a child. The "flagging" procedure requires that law enforcement notify both the county clerk and the child's school district when the child is reported missing. These offices will "flag" the child's vital records and alert the police when someone applies for a copy.

To date, at least 18 State clearinghouses are mandated to circulate lists and information about missing children to schools. Illinois recently passed comprehensive "flagging" legislation, as did Kansas, Kentucky, and Florida. Kansas requires that the State Board of Education make available the records of each transferring student to his or her new school. Kentucky requires that a transfer student's new school request a certified copy of the student's record from the previous school within 14 days after enrollment.

Recommendation 8

Privacy and confidentiality laws should be modified to allow appropriate persons access to critical information. The police, courts, welfare departments, and schools need to cooperate in thoroughly investigating cases of missing children.

Since the passage of the Missing Children's Act of 1982, a number of States have improved their laws regarding inter-agency cooperation in cases of missing and exploited children. For example, a Kansas law mandates that "schools and law enforcement agencies shall cooperate

with each other" in cases concerning the identity of children suspected missing. Florida and Kentucky require that lists of missing children at the State clearinghouse be circulated to all schools in their States and compared with the rolls of students currently in school. Utah enacted legislation that requires law enforcement to notify the school district if a public school teacher is arrested for a sex offense.

Unfortunately, the decade of the 1980's has seen very little change in privacy and confidentiality laws that prevent the disclosure of information that could aid the investigation. For instance, in a recent case of child sexual molestation, employers of a man who had been arrested and convicted in other States for this same offense were unable to check his records because of privacy restrictions. The man subsequently molested several more children. Changes must be made in privacy and confidentiality laws to allow appropriate persons access to information in official records.

The Adult Offender

Recommendation 9

Crimes of child abuse and exploitation should be promptly investigated and vigorously prosecuted.

On the State level, the response to the problem of child abuse and exploitation is well illustrated by Kentucky, where the Exploited and Missing Child Unit (EMCU) of Louisville/Jefferson County was established to investigate crimes of sexual victimization at the county and city levels. EMCU has developed a unique team approach to investigating cases of

“Not enough people are willing to take all the action they can against a child molester. They simply let the person resign quietly and go on. The criminal justice system can’t do much without the cooperation of the people who know about the exploitation; and the result is that the molester goes on to commit the same crime in another setting.”

—Joseph R. Davis
Federal Bureau of Investigation

child sexual victimization, utilizing both police and social workers. Similar teams of police and social workers have been developed in Florida, New York, and Alaska.

All States require medical and education professionals to report cases of suspected child abuse or sexual molestation. Vigorous prosecution of child abuse and exploitation cases is advocated by the National Center for the Prosecution of Child Abuse (NCPCA), affiliated with the National District Attorneys Association and funded by the Office of Juvenile Justice and Delinquency Prevention. NCPCA is dedicated to improving the criminal justice system and the performance of prosecutors of child abuse and sexual exploitation cases through interagency cooperation among prosecutors, law enforcement agencies, and social service and medical professionals. A recent NCPCA publication, *Investigation and Prosecution of*

Child Abuse, is a comprehensive manual for prosecutors of child abuse cases.

An important new Federal program will address the crimes of child pornography on the Federal level. Created in response to the report of the Attorney General’s Commission on Pornography, the National Obscenity Enforcement Unit, located within the Department of Justice, will work with other branches of the Federal Government, as well as State and local agencies, to spearhead investigations and prosecutions of Federal child pornography cases and assist in training activities.

Recommendation 10

Judicial sentences should reflect a concern for the continuing health and safety of the child victim, his or her family, and other potential victims.

While more States need to take action in this area, throughout the 1980’s certain States have made sentencing reforms that reflect a concern for the health and safety of the child victim and an understanding of the serious nature of crimes against children. Examples in recent years include Pennsylvania, which requires a mandatory sentence of not less than 5 years for the rape of a person under 16. Kentucky prohibits probation or a suspended sentence for a person convicted of the abduction, sexual exploitation, or physical assault of a minor. In Arizona, a person convicted of physical assault, sexual exploitation, child abuse, or kidnapping of a minor can be sentenced up to 28 years in prison. And in 1987, Virginia enacted a custodial interference statute for the first time.

Recommendation 11

Certain types of family abductions should be made felonies instead of misdemeanors in order to facilitate interstate extradition.

At least 20 States make parental kidnapping a felony crime under limited circumstances. One condition for obtaining a Federal warrant for unlawful flight, which permits the FBI to assist in the search for the abductor, is that the crime must be considered a felony for which extradition is assured. In many States, however, parental kidnapping is still not considered of sufficient danger to the child to be considered a felony crime. The current Advisory Board believes so strongly in the need for action in this area that it has made parental kidnapping a top priority.

Recommendation 12

State statutes of limitations on prosecutions of child sexual abuse crimes should be extended, or at least abated, during the minority of the victim.

In order to prosecute cases of child sexual abuse or exploitation effectively, all States should extend the reporting periods of their statutes of limitations for these child-related offenses, as has been done by at least six States to date. Recognizing that many children do not report their sexual abuse and exploitation until years after the victimization, Illinois in 1986 extended the reporting period for child sexual crimes until the victim reaches age 19 or until 3 years after the crime, whichever is longer. Minnesota has lengthened its statute of limitations from 3 years to 7 years

for reporting criminal or sexual conduct involving a minor. In 1984, Utah extended the time limitation for reporting such offenses to 8 years. Florida mandates that when a victim is younger than 16, the statute of limitations does not begin until the victim is 16 years old.

The Child Victim as Witness

Recommendation 13

The vital interests of the child victim and his or her family should be presented and protected during criminal proceedings by a next friend, guardian ad litem, or Court Appointed Special Advocate (CASA).

At least 10 States require that a child victim/witness be accompanied by a counselor or guardian ad litem in court. For example, Florida has developed a guardian ad litem program, with services to child victims of neglect and physical and sexual abuse. A comprehensive program manual outlines the methods of implementing local programs, increasing public awareness, and using community resources. The program has grown significantly since its inception and has now served more than 19,000 children in Florida.

Both the U.S. Department of Justice and the U.S. Department of Health and Human Services have supported the CASA (Court Appointed Special Advocate) program, consisting of specially trained community volunteers who are appointed by a judge to represent the child victim in court. There are 253 CASA programs in 43

States, with approximately 12,000 volunteers. In 1985, President Reagan presented the National CASA Association with the President's Volunteer Action Award. In 1987, more than 40,000 children were served by this program.

Recommendation 14

Model Federal and State legislation and court rules should be developed to ensure that the child victim is not further victimized by the justice system.

A number of organizations have developed models of effective child protection

legislation: the American Bar Association, the National Association of Attorneys General, and the American Legislative Exchange Council. Specifically, the National Legal Resource Center for Child Advocacy and Protection, a program of the American Bar Association, has developed a book of model legislation on courtroom reforms protecting child victim witnesses. The National Institute of Justice recently published a study on courtroom reform and other issues, titled *When the Victim Is a Child: Issues for Judges and Prosecutors*. The U.S. Department of Justice provided a grant to the National



photo by Ann Gardner

Association of Attorneys General to draft a model statute to protect child witnesses and other sensitive victims such as the elderly.

"Even after the victimization, children have a hard time of it. Either parents don't want their children to go through the terrible harassment of a trial—and so the defendant gets off—or the children are so traumatized by the courtroom experience and so guilt-ridden that they don't know what to believe and lose all respect for authority."

—Michael D. Antonovich
Chairman, Los Angeles County
Board of Supervisors

Recommendation 15

Constitutionally valid means of eliciting testimony of children, while protecting them from further psychological damage, should be developed.

Many States have actively addressed some of the difficulties surrounding the child victim as witness. For example, several States now permit questioning techniques that are less intimidating to the child than standard courtroom examination, such as requiring a simple *yes* or *no* answer. Recognizing that children are usually highly reliable witnesses, more than 20 States have abolished mandatory competency examinations or have otherwise changed

the rules of the courts to be less prejudicial toward children. In order to reduce the number of repeated interviews a child must undergo in criminal, juvenile, or family court, at least 24 States allow videotaped interrogatories and depositions or permit a child witness to give live testimony through closed-circuit television. It is critical that *all* States pursue constitutionally valid alternatives for handling child victims as witnesses so that children are not victimized by courtroom procedures.

The Potential Child Victim

Recommendation 16

Public awareness programs should be reviewed both to ensure that children, parents, teachers, and other adults receive a balanced perspective on the issue of missing children and to teach them ways to identify and prevent child abuse, exploitation, and abduction.

The dissemination of photographs of missing children, an effective and highly successful public awareness campaign and location technique that was started by many nonprofit organizations across the country in conjunction with the private sector, has been continued and expanded by the National Center for Missing and Exploited Children. To date, more than 100 missing children have been recovered through the photo campaign alone. Photographs of missing children have been displayed in food stores, on trucks traveling across the country, on milk cartons, on mass-mail advertisements, on televi-

“Programs to increase public awareness, prevention efforts, and intervention strategies—as well as aggressive investigations resulting in recoveries—are our most effective tools in the fight against the devastation we suffer when children are missing or exploited.”

—John Ashcroft
Governor, State of Missouri

sion, and in many other ways. Even the U.S. Congress adapted its regulations to permit photographs of missing children on franked mail, as did a number of Federal agencies.

The National Center for Missing and Exploited Children, in cooperation with the U.S. Department of Justice, has published a wide variety of prevention and education materials. Local police departments, community-service organizations, and nonprofit organizations have also developed effective prevention and education materials.

Some State governments have developed successful education and prevention programs for schools. California, Florida, Illinois, New York, and Ohio have mandated such programs; South Carolina developed its own through the Governor's Office. California's program not only offers safety training and counseling to children but also trains parents and teachers in recognizing and reporting child

sexual abuse and exploitation. Two Prevention Training Centers in California provide information and technical assistance on safety curriculums.

Recommendation 17

Training incentives and assistance should be offered to child-serving professionals and personnel in local criminal and juvenile justice systems.

Recognizing the need to prepare law enforcement and child-serving professionals to handle the difficult cases of missing children and sexual exploitation, a number of States have created innovative training programs for professionals. Ohio's Peace Officer Training Council trains peace officers in handling missing child cases. New Jersey includes medical examiners in its law enforcement training to aid in the identification of bodies of unidentified deceased persons. Colorado requires its Board of Education to train teachers to recognize child abuse and fulfill reporting requirements. More than 18 States mandate training for social service professionals in the area of child sexual abuse and exploitation. California, Florida, Kentucky, and Maryland mandate law enforcement training in the investigation of child sexual abuse and exploitation.

In addition, a number of national law enforcement organizations and associations offer training to their members on issues of missing children and child sexual exploitation. The FBI's National Crime Information Center (NCIC) training staff encourages the use of the NCIC Missing Persons File in its nationwide training program. Twice a year the International

Association of Chiefs of Police offers a course in the investigation of child abuse and sexual exploitation, and it has also conducted seminars on the investigation of missing child cases. Recent training seminars on missing and exploited children have also been held by the Pennsylvania Juvenile Officers' Association and the International Juvenile Officers' Association.

Significant training sessions were held at the Second National Conference on Missing and Exploited Children in 1987. The National Conference was a joint effort between I SEARCH (Illinois State Enforcement Agencies to Recover Children) and the National Center for Missing and Exploited Children, in cooperation with the U.S. Department of Justice.

Similarly, the American Bar Association's National Child Advocacy Conference in 1986 was an important training forum for attorneys and other child advocates. The National College of District Attorneys has an ongoing training course on child abuse and exploitation twice a year. And the National Center for the Prosecution of Child Abuse recently held a seminar covering the prosecution of sexual and physical assaults on children.

Recommendation 18

Workable guidelines for dealing with cases of missing children should be adopted in every community.

With the help of many nonprofit organizations that work closely with families and local agencies, a number of communities are establishing guidelines that include

interagency cooperation and require certain critical personnel to work together on cases of missing and exploited children. An example of a coordinated community effort designed to serve sexually victimized children is the Children's Advocacy Center in Huntsville, Alabama. A multidisciplinary program, the Children's Advocacy Center involves professionals from child protective services, law enforcement, prosecution, mental health, medicine, and education. Identification, intervention, treatment, and prevention are provided to sexually victimized children in a nonthreatening environment while prosecution of the offender is pursued.

Recommendation 19

States should mandate careful screening of people who work with children. Police checks for previous convictions of crimes against children should always be made.

The American Bar Association, in conjunction with the National Association of Attorneys General, has prepared model legislation to make available to employers the sexual assault, child molesting, and pornography conviction records of employees working with children. Several State-level task forces on missing and exploited children have recommended similar legislation. At least 24 States have adopted legislation to provide for background checks of certain employees working with children. Many States require criminal history information on personnel specifically connected with child care institutions.

Further Research for Protecting Our Children and Families

Recommendation 20

A study should be conducted both to examine the extent of current Federal involvement in the discovery and return of missing and abducted children and to suggest appropriate modifications. Special emphasis should be placed on examining methods to provide assistance to State and local authorities that lack resources to extradite abductor-parents.

An ongoing study by the Office of Juvenile Justice and Delinquency Prevention will describe law enforcement policies and practices in responding to reports of missing children and in identifying and recovering these children. The National Study of Law Enforcement Policies and Practices Regarding Missing Children and Homeless Youth will also provide useful information regarding law enforcement agencies' use of Federal, State, and local information sources and support services.

During Phase One of the study, conducted in 1987, 1,060 questionnaires were mailed to a nationally representative sample of State and local law enforcement agencies. Preliminary results of this survey—based on the responses of 791 departments—suggest that police departments should employ missing person investigative specialists; that aggressive police action can improve recovery outcomes; and that the legal status of running away and parental abduction can affect the investigation and resolution of such cases. It is anticipated

that the project will be completed in early 1989.

Recommendation 21

The potential of combining the criminal case with the dependent/neglect case (i.e., neglected or abused child) should be explored in an effort to resolve the case more quickly and efficiently.

Hawaii has been at the forefront both of coordinating criminal and civil actions regarding children and creating a single forum for hearing virtually all the family's legal and social problems. In Hawaii, the family court exercises jurisdiction over the adult committing crimes against a minor as well as over the child victim of neglect or physical or sexual abuse. In California, the Children's Court Pilot Project calls for the establishment of a special children's court to hear all criminal and civil actions regarding child abuse and exploitation. Continued progress in this area is needed.

Recommendation 22

Investing in the family court adult criminal jurisdiction as to crimes against children should be explored.

At least 14 States allow jurisdiction over adult conduct—including assault, sexual abuse, exploitation, or abduction of a child—in courts with juvenile jurisdiction. In order to resolve cases of child abduction and sexual exploitation more effectively, the family court should be able to consider and order action on issues related to the adult defendant, such as considering the impact of a parent's conviction on the welfare of the family.

Recommendation 23

A study should be conducted to probe the relationship between the exploitation and victimization of children and violent and sexually explicit facets of the popular culture such as art, rock music, lyrics, and video games.

In conjunction with the National PTA and the American Academy of Pediatrics, the Parents' Music Resource Center (PMRC) is examining the effects of rock music lyrics on U.S. children. Founded in 1985, the PMRC is dedicated to educating the public about the music that millions of American children are exposed to—music whose lyrics often glorify violence, sexual

assault, drug and alcohol abuse, sadism, and racism. A second goal of PMRC is to promote responsibility and restraint within the record industry.

Similarly concerned about the dangerous aspects of popular culture, particularly occultism, the Las Vegas Metropolitan Police Department published a study on the effects of occult and other violence-oriented groups on juveniles. Written from a law enforcement perspective, the study examines the extent of runaway involvement in occult groups and the relationship of such involvement to juvenile crime. The study found that juveniles involved in cults are particularly vulnerable to exploitation.



photo by Rick Brady/Uniphoto

Recommendation 24

The President should appoint a permanent Commission on Families and Government. Its tasks should include (1) indepth study of the impact of all legislation and agency regulations upon the families of America; (2) making recommendations to government on issues of policy affecting families; (3) continued monitoring and public reporting about government activities affecting the family; and (4) developing and publishing a comprehensive family and children's policy for the government.

In 1986, President Reagan appointed a White House Working Group on the Family to study and monitor government activities affecting families and children and to make policy recommendations for their safety and protection. That same year the Working Group issued its comprehensive family and children's policy for the government, titled "The Family: Preserving America's Future."

On September 2, 1987, the President signed an Executive Order requiring that both current and proposed Federal policies and regulations be evaluated for their impact on the family.

Conclusion

The progress made toward accomplishing the recommendations of the 1985-1986 Attorney General's Advisory Board on Missing Children can be attributed to the concentrated work of juvenile justice professionals, Federal, State, and local legislators, teachers, social service and medical personnel, and nonprofit organizations. By joining together to increase awareness, implement changes, and improve services for missing and exploited children, they have strengthened our Nation's ability to prevent and respond to these tragic incidents.

Many other efforts have contributed to a safer future for our children. They are described in the next section of this report.



America's Missing and Exploited Children: The Progress Continues

photo by Bob Daemrick/Uniphoto

Just a decade ago, the issues of missing and exploited children were handled primarily by a few committed individuals and nonprofit organizations at the local level. Most of these child protection efforts, however productive, were not effectively coordinated. Today coordination and cooperation among agencies and organizations operating at the local, State, and Federal levels have produced a number of programs to address the unique problems of children. Many of these efforts are discussed in the following pages, with a description of their resources and organizational capabilities.

Interagency Coordination and Cooperation

Coordinating Council on Juvenile Justice and Delinquency Prevention. As part of a comprehensive plan for coordinated action to address the problem of missing and exploited children, the U.S. Department of Justice has called upon the experience and expertise of members of the Coordinating Council on Juvenile Justice and Delinquency Prevention. The Coordinating Council includes representatives from all Federal agencies dealing with issues of juvenile justice, including the Department of Justice, the Department of Health and Human Services, and the Department of Education. In addition to coordinating all Federal juvenile delinquency programs, the Council also facilitates information exchange on child abuse, exploitation, and missing children, including runaways and homeless youth. An important goal of the Council is to con-

tinue to work with the Attorney General's Advisory Board on Missing Children to encourage all agencies with responsibilities related to missing and exploited children to work together.

U.S. Department of Justice: National Center for Missing and Exploited Children. To attain the coordination and cooperation so vital to child safety, the U.S. Department of Justice in 1984 established the National Center for Missing and Exploited Children (NCMEC). This national clearinghouse operates a toll-free hotline, receiving information from the United States and Canada about the location of missing children and cases of child sexual exploitation, child pornography, and child prostitution. The hotline receives thousands of calls each month. Information is then immediately disseminated to hundreds of Federal, State, and local law enforcement agencies and other authorities nationwide.

NCMEC provides professional training for law enforcement and other elements of the criminal justice system, helps coordinate the efforts of nonprofit organizations and support groups, assists legislators in preparing child protection legislation, and cooperates with members of the private sector to protect children.

NCMEC has worked with a number of agencies and private institutions, notably the FBI, the American Bar Association, the Louisville Division of Police, the University of Pennsylvania, Covenant House, and the National Obscenity Enforcement Unit, to produce numerous publications which are disseminated free of charge to both the public and professionals.

At the State level, NCMEC networks with the State clearinghouses to exchange information and provide technical assistance. NCMEC is working in cooperation with the Office of Juvenile Justice and Delinquency Prevention to provide funding to State clearinghouses.

U.S. Department of Justice: Federal Bureau of Investigation. The FBI has primary investigative responsibility for a variety of Federal criminal offenses that may involve missing or exploited children. These crimes include kidnapping as defined by Federal statute; sexual exploitation of children involving visual depictions that are shipped or mailed in interstate or foreign commerce; the transportation in interstate or foreign commerce of an individual under the age of 18 for the purpose of prostitution or sexual exploitation; and sexual crimes against children that occur on Indian reservations, Government installations, or other Federal properties. Additionally, the FBI may be able to assist in the location and apprehension of a parental abductor under the Federal Unlawful Flight To Avoid Prosecution statute when requested by local authorities and where certain other qualifying conditions are present.

The FBI operates a computerized index of information about missing children, unidentified deceased and living persons, and criminal offenders. This data base is maintained in the National Crime Information Center computer and is a significant investigative tool for Federal, State, and local law enforcement. Law enforcement personnel from any jurisdiction in the

country can enter records and access information in a matter of seconds.

The FBI has established a joint task force in New York, specializing in cases of child pornography. The task force includes representatives from the FBI, the U.S. Customs Service, and the U.S. Postal Inspection Service; and law enforcement officers from the New York City Police Department.

U.S. Department of Justice: National Obscenity Enforcement Unit. Attorney General Edwin Meese III has named child pornography and obscenity prosecutions as two of the top criminal justice priorities of the U.S. Department of Justice, stating, "The victims of these crimes are plentiful, from the children and women who are exploited and molested, to the families who are destroyed by the sexual abuse of children and women, and to the people who are intimidated by gangsters who line their pockets from the production and distribution of obscene materials."

The Attorney General's Commission on Pornography, established in 1985, studied the effect of pornography, including child pornography, on society. The Commission on Pornography heard testimony from more than 200 witnesses and received letters and statements on the issue from all over the country. This material formed the basis for the recommendations and other information found in the *Final Report of the Attorney General's Commission on Pornography*.

In response to recommendations of the Commission, the Attorney General

created the National Obscenity Enforcement Unit. The Enforcement Unit provides direction and coordination for Federal investigations and prosecutions involving obscenity and child pornography and works in conjunction with State and local prosecutors, the U.S. Customs Service, U.S. Postal Inspection Service, the FBI, IRS, and the 96 U.S. Attorney Offices across the country. It assists and trains Federal, State, and local law enforcement officials and prosecutors and provides sample legal documents, such as memorandums and search warrants, to help create resource libraries and data banks.

U.S. Department of Health and Human Services. The U.S. Department of Health and Human Services (HHS) operates a national toll-free hotline, the National Runaway Switchboard. Each year the hotline provides information, referrals, and counseling to hundreds of thousands of youth and their families. The Administration for Children, Youth and Families (ACYF) of HHS works with the Office of Juvenile Justice and Delinquency Prevention at the Department of Justice and the National Center for Missing and Exploited Children (NCMEC) to foster cooperation between NCMEC and regional ACYF offices and centers for runaway and homeless youth. HHS runaway and homeless youth centers offer a wide range of essential services, including shelter, counseling, and assistance in reuniting children with parents or finding alternative living arrangements.

The National Center on Child Abuse and Neglect (NCCAN) operates a clearinghouse of information on training pro-

grams, materials, and proven practices in the prevention of child abuse, neglect, and child exploitation. It conducts research and demonstration projects, provides technical assistance, and offers resources for the improvement of State prevention and treatment programs. To address the specific problems of child exploitation and abuse in military families, NCCAN, in cooperation with the U.S. Department of Defense, operates a resource center to provide case assistance and information to military families worldwide. NCCAN is also developing teacher and social service training materials on the identification and prevention of child sexual abuse and molestation.

U.S. Department of State. The tragedy of child abduction is compounded in cases of international parental kidnapping, when cultures and legal systems clash over the welfare of a child. The U.S. Department of State is responsible for providing certain services to ease the plight both of children taken overseas and of the searching parents left behind. Its Office of Citizens Consular Services helps parents locate missing children abroad, reports on the welfare of the abducted child, attempts to establish communication between parent and child, and coordinates location efforts with foreign authorities.

U.S. Postal Inspection Service. In a recent policy statement, the U.S. Postal Inspection Service, responsible for investigating violations involving the United States mails, directed Postal Inspectors to work closely with police and other State and Federal law enforcement agencies conducting child pornography investiga-

tions. In response to the Attorney General's Commission on Pornography, the U.S. Postal Inspection Service has increased its activities regarding investigations of child pornography moving through the mails.

U.S. Department of the Treasury: U.S. Customs Service. It is the responsibility of the U.S. Customs Service to detect the import and export of child pornography. Customs Service investigators are working with other agencies and foreign governments to discover the major producers and consumers of child pornography. Long-term investigations have yielded useful information about pornographers' illegal operations, including the methods of smuggling, source countries, and major distributors.

The Child Pornography and Protection Unit of the U.S. Customs Service is a centralized law enforcement unit dealing with child pornography investigations. The Unit has instituted the Child Pornography "Tipline," which uses the toll-free number of the National Center for Missing and Exploited Children to gain information about cases of child pornography.

Interstate "I SEARCH" Advisory Council on Missing and Exploited Children. Many instances of missing children involve more than one jurisdiction. For example, victims of parental kidnapping or nonfamily abduction are frequently taken from one State to another, and runaways often travel across the country in search of refuge.

Eight midwestern States have agreed to work with the Federal Government to

locate and recover missing children and intervene in cases of child sexual exploitation. Illinois, Indiana, Iowa, Kentucky, Ohio, Minnesota, Missouri, and Wisconsin have signed a resolution to create a multistate information network to find missing children and to coordinate prevention and intervention efforts. The resolution calls for improved interstate cooperation with regard to uniform legislation, training, investigation, research, extradition of offenders, and the recovery and return of missing children.

Legislative Action

Missing Children Act and Missing Children's Assistance Act. The Missing Children Act of 1982 mandated that the U.S. Department of Justice assist in the location of missing children, requiring that the FBI enter cases of missing children into the National Crime Information Center computer if local law enforcement will not do so. In October 1984, the U.S. Congress passed the Missing Children's Assistance Act, which authorized the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, to assume the leadership role in the development of programs related to missing and exploited children. In addition to enacting these two critical pieces of legislation, the U.S. Congress has taken additional action, as discussed below.

Protection of Children Against Sexual Exploitation Act, Child Sexual Abuse and Pornography Act, Child Abuse Victims' Rights Act. In 1984, the Protection of Children Against Sexual Exploitation Act was amended to raise the age of

children protected against sexual exploitation from 16 to 18; the penalties for child sexual offenses were also increased. Federal child protection legislation was further strengthened in 1986 with the passage of the Child Sexual Abuse and Pornography Act and the Child Abuse Victims' Rights Act. These statutes greatly broaden the authority for investigating and prosecuting those persons who sexually abuse and exploit children.

Children's Justice and Assistance Act of 1986. The need for coordinating inter-agency investigations and information exchange in cases of missing and exploited children was recently addressed in the Children's Justice and Assistance Act of 1986. The law authorized the Department of Health and Human Services to make grants to States both to improve the investigation and prosecution of cases where the victim is a child and to help reduce trauma to the child victim.

Hague Convention on the Civil Aspects of International Child Abduction. Cases of international parental kidnapping are most difficult and complex, especially when one of the parents is a foreign national. American custody orders are often of little value in foreign courts. The U.S. Senate recently gave its advice and consent to ratify an international treaty that requires the return of a parentally abducted child to the country of the child's habitual residence, where custody disputes can then be heard and settled. This treaty, called the Hague Convention on the Civil Aspects of International Child Abduction, requires Federal implementing legislation for ratification. This important treaty is currently in force among France, Portugal,

Spain, Switzerland, Canada, Hungary, the United Kingdom, Australia, and Luxembourg.

Training

Nonprofit organizations. To help nonprofit organizations (NPO's) manage their operations more efficiently, the Office of Juvenile Justice and Delinquency Prevention contracted with the Institute for Non-profit Organization Management (INPOM) to train NPO managers. The INPOM program focuses on resource development, financial management, volunteer programs, and marketing and communications. OJJDP also offers followup onsite technical assistance for the NPO's.

National Association of Counties Research. Recently, the Office of Human Development Services of the U.S. Department of Health and Human Services funded a program to assist officials at the local level in combating juvenile prostitution and child sexual exploitation. The project, developed by the National Association of Counties Research, provided technical assistance and training to law enforcement practitioners, social service professionals, and elected county and city officials.

Research

Case History Development Program on Convicted Child Abductors/Serial Child Rapists. Research on serial murderers, rapists, and child molesters has been undertaken jointly by the Behavioral Science Instruction and Research Unit of the

FBI and the Office of Juvenile Justice and Delinquency Prevention. Part of this research involves interviewing incarcerated, convicted offenders who have abducted and sexually assaulted children. Results will be used in criminal justice training, technical assistance, and prevention programs.

Child Victim as a Witness. The Office of Juvenile Justice and Delinquency Prevention is conducting research on the effectiveness of children as witnesses, the negative effects of the child's experience in the courtroom, and strategies to accommodate child victims in court while meeting constitutional and due process standards. Some courts have already adopted procedures for alleviating the trauma of the child in the courtroom.

Missing Children and Their Families: Psychological Consequences and Promising Interventions. The Office of Juvenile Justice and Delinquency Prevention is conducting research that will improve understanding of the long-term effects of abduction and exploitation, identify treatment programs for child victims, explore the connection between abduction and sexual exploitation, and find ways to help the child and family return to normal living patterns.

National Missing/Abducted Children and Serial Murder Tracking and Prevention Program. An important research program that grew out of the need to address serial child abduction, exploitation, and murder is the National Missing/Abducted Children and Serial Murder Tracking and Prevention Program. This research program will provide information

about the patterns of crimes and the profiles of offenders, including valuable data on similar incidents of child molesting, abduction, rape, and murder. Research from the program, a cooperative effort among the Office of Juvenile Justice and Delinquency Prevention, the FBI, and Sam Houston State University's Criminal Justice Center, will be used to improve technical assistance to law enforcement and to develop more effective training and prevention and education programs.

Linkages Between Sexual Abuse/Exploitation of Children and Juvenile Delinquency. The Office of Juvenile Justice and Delinquency Prevention has undertaken research concerning the linkages between the sexual abuse or exploitation of children and juvenile delinquency, violence, and criminal activity. Conducted in cooperation with the University of Pennsylvania School of Nursing, the research profiles the characteristics of children exploited through participation in child pornography and of the young survivors of rape or murder attempts.

Runaways and Juvenile Crime. The Police Department of Abilene, Texas, recently undertook a study of runaways and juvenile crime, showing a strong connection between the two. Recommendations for law enforcement that resulted from the study include the needs for immediate law enforcement investigation of runaway cases; determination of the cause of the runaway incident; referral of the child and family to counseling; inter-agency cooperation between law enforcement and social service agencies; early intervention in runaway behavior; a proven statewide system of dealing with



photo by Charles Meshew/Detroit Police Department



photo by Kevin Horan/Picture Group

runaways; and increased priority accorded runaways by law enforcement agencies and the child care system.

National Legal Resource Center for Child Advocacy and Protection. A number of research materials and books for prosecutors handling child sexual abuse cases have been published by the Child Sexual Abuse Law Reform Project of the National Legal Resource Center for Child Advocacy and Protection, a program of the American Bar Association. In conjunction with the National Center for State Courts, the American Bar Association's National Legal Resource Center has developed the first comprehensive national desk book for judges handling child abuse cases.

Public Awareness

Child Alert. The U.S. Postal Service and the National Center for Missing and Exploited Children are working together to locate missing children through the Child Alert program. Using volunteers from the National Association of Letter Carriers, this public awareness and service program publishes photographs of missing children in Postal Service and union publications, reminding letter carriers making deliveries to be on the alert for missing children. Further, mailing regulations were adapted to permit the display of photographs of missing children on certain kinds of mail.

Report of the Surgeon General's Workshop on Pornography and Public Health. To bring to the public's attention the negative effects of pornography on public health, the Surgeon General's Of-

fice of the Department of Health and Human Services issued the *Report of the Surgeon General's Workshop on Pornography and Public Health*. Written in response to a request by the Attorney General's Commission on Pornography, the report concluded that child pornography is physically and psychologically harmful to the children used in its production and is often used by child molesters to initiate sexual activity with children.

Prevention and Education

National School Safety Center. Safety in schools and prevention and education programs have been the goals of the National School Safety Center (NSSC), in partnership with the Office of Juvenile Justice and Delinquency Prevention, the U.S. Department of Education, and Pepperdine University. NSSC has published pictures of missing children in its newspaper, *School Safety*, and has advocated strategies for child protection. A recent NSSC resource paper identified physical abuse, sexual abuse, and child neglect as growing problems that demand the attention of school officials.

Treatment and Counseling

Covenant House. To offer the increasing numbers of runaway and homeless youth a temporary haven from street life, the Office of Juvenile Justice and Delinquency Prevention awarded funds to Covenant House in New York City to open two emergency crisis intervention centers—one in Houston, Texas, and the other in Fort Lauderdale, Florida. In ad-

dition to shelter and immediate crisis services, the centers offer personal and vocational counseling and provide assistance to the youths in developing plans for a healthy future.

COSSMHO. Under a grant from the Office of Juvenile Justice and Delinquency Prevention, COSSMHO (National Coalition of Hispanic Health and Human Services Organizations) is developing treatment and prevention programs to address the problems of runaway and exploited youth in the Hispanic community.

National Council of Juvenile and Family Court Judges. The National Council of Juvenile and Family Court Judges (NCJFCJ) is working with the Office of Juvenile Justice and Delinquency Prevention to improve the treatment of children in the Nation's criminal justice system. The NCJFCJ National Volunteer Office coordinates the efforts of volunteers in behalf of children. A recent NCJFCJ training conference addressed the issues of missing children and sexual exploitation.

Action by Other Organizations

National Network of Runaway and Youth Services. The National Network of Runaway and Youth Services, in conjunction with Big Brothers/Big Sisters of America, recently published a model for interagency coordination and cooperation in addressing the needs of runaway and exploited youth. The project, aimed at 16- and 17-year-olds, was designed to help

runaway youth develop independent living skills.

National Crime Prevention Council. The National Crime Prevention Council (NCPC) coordinates crime prevention efforts through its Crime Prevention Coalition, publications, and public awareness campaigns. The nationwide McGruff "Take a Bite Out of Crime" advertising campaign is an NCPC program conducted in conjunction with the U.S. Department of Justice and the Advertising Council. It includes a child protection school curriculum and educational materials on missing and exploited children for parents, teachers, and community organizations. Further, NCPC operates a comprehensive computerized data base of crime prevention programs.

College of American Pathologists. The College of American Pathologists has conducted a survey to determine the number of unidentified bodies or remains of children that pathologists have been called upon to identify—facts that will be used in developing education and training programs on missing children. In addition, the College has developed an education handbook for pathologists, detailing methods of identifying the remains of children, and has conducted an educational seminar for its membership on the role of the pathologist in missing children cases.

American Camping Association. Tens of thousands of brochures for camp counselors on detecting child abuse and exploitation have been distributed nationwide in a recent cooperative effort between the

American Camping Association and the National Center for Missing and Exploited Children.

National Association of Retail

Druggists. In cooperation with the National Center on Child Abuse and Neglect of the Department of Health and Human Services, the National Association of Retail Druggists has launched a national campaign to prevent the sexual abuse and exploitation of children.

American Association of Retired

Persons. Coordinating with the National Center for Missing and Exploited Children and the American Association of Retired Persons (AARP), the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has instituted a program for senior citizens to assist police departments in missing children or juvenile units as well as in State clearinghouses. "Senior recruits" offer police departments and State clearinghouses support in investigations, conduct telephone followups, and help in continuing case oversight. AARP volunteers also assist in statistical analyses and evaluations of trends, patterns, and profiles of missing and exploited children cases, essential to OJJDP's SHOCAP (Serious Habitual Offender Comprehensive Action Program) function.

President's Child Safety Partnership.

In 1985, President Reagan appointed members of the business community, private nonprofit organizations, the government sector, and private individuals to explore the problems of child victimization and to find solutions. Partnership

members held hearings across the country to learn more about the private sector activities and initiatives underway both to prevent the victimization of children and to locate missing children. The President's Child Safety Partnership recently presented its findings and recommendations in a report to the President. To ensure that these recommendations are implemented, Partnership members have agreed to carry these findings to the public for the next 2 years at their own expense.

The Media. Beginning with the showing of *Adam*, the NBC television network has continued to increase public awareness about missing and exploited children. NBC's efforts include dissemination of both photographs and descriptions of missing children, distribution of safety tips, and encouragement of community action programs. The Missing Children Network, a partnership of local television stations and nonprofit organizations, has aired photographs of missing children locally.

National Child Watch Campaign. Every month, 50 million households in 50 States and the District of Columbia receive photographs and descriptions of missing children from the National Child Watch Campaign. A unique public service partnership of the public and private sectors—the American Gas Association, the National Center for Missing and Exploited Children, and the National Child Safety Council—the Child Watch Campaign is also involved in education and prevention programs and community outreach.

Photo Distribution and Prevention and Education. Dairies around the country have contributed greatly to public awareness by printing photographs of missing children on milk cartons. A number of chain stores, including Safeway, the Woolworth Company, and K-Mart, have also displayed missing children photographs. ADVO-System has disseminated pictures in a mass-mail advertising campaign. Members of the printing industry have donated their services in printing and distributing photographs. Bekins Van Lines, a moving company, working with the National Center for Missing and Exploited Children, designed and printed a brochure of safety tips that was distributed to employees of Bekins and hundreds of thousands of families throughout the country.

Operation: Home Free. The recently merged Trailways and Greyhound corporations, in conjunction with the International Association of Chiefs of Police, are continuing a valuable program aimed at helping runaways return home. Under the program, called Operation: Home Free/Let's Find Them, any runaway can contact a police officer who, upon verifying that the youth is a runaway, will escort him/her to a Trailways or Greyhound terminal, obtain a free ticket home, and see that the child gets safely on the bus. Before the merger, the Operation: Home Free program of Trailways had successfully reunited more than 10,000 runaways with their families.

The 1987-1988 Attorney General's Advisory Board on Missing Children

Mack M. Vines, Chairman of the Attorney General's Advisory Board on Missing Children, is presently Chief of Police of Cape Coral, Florida. Mr. Vines was formerly Director of the Bureau of Justice Assistance at the U.S. Department of Justice; prior to that appointment, he served over 20 years in law enforcement, including positions as Chief of Police in St. Petersburg, Florida, and Charlotte, North Carolina.

Michael D. Antonovich is Chairman of the Los Angeles County Board of Supervisors. He has been involved in government at all levels, including the California State Assembly, where he authored the child stealing law and designed many of the State's procedures for reporting child abuse. Mr. Antonovich has also served on the Commission of White House Fellowships and President Reagan's United States/Japan Advisory Commission.

John Ashcroft is Governor of the State of Missouri. Formerly Attorney General of that State, he helped establish landmark Supreme Court precedents strengthening the criminal law. He also created the Missouri Attorney General's Council on Crime Prevention, which was responsible for improving coordination among local law enforcement agencies. Mr. Ashcroft has served on the U.S. Attorney General's Task Force on Family Violence, dealing with family problems such as child abuse.

Joan R. Davies is the mother of John Thomas Davies, a missing child who was later found murdered. At present Mrs. Davies is the Assistant Principal of Milpitas High School in California, where she has been instrumental in designing school curriculums and training educators. She and her husband recently formed PACE (People Against Child Exploitation), a coalition of nonprofit organizations serving missing and exploited children and their families.

Joseph R. Davis has served with the Federal Bureau of Investigation since 1968 in a number of capacities, including Chief Counsel of the Legal Research Unit. He also served as Chief Counsel of the Drug Enforcement Administration immediately prior to his current assignment. At present he is General Counsel to the FBI and Assistant Director, Legal Counsel. A graduate of the University of Alabama School of Law, Mr. Davis has authored several articles and taught extensively in the areas of criminal procedure and constitutional law.

James C. Dobson is founder and President of Focus on the Family and has served as an adviser to President Reagan and other Administration officials on the impact of government programs on the stability of the American family. Dr. Dobson, formerly a Professor of Pediatrics at the University of Southern California School of Medicine, has lectured and written extensively on issues relating to children and the family.

Stephen Goldsmith has been the Prosecutor of Marion County (Indianapolis), Indiana, since 1979. His administration of the Prosecutor's Office has been marked by vigorous prosecution of serious offenders and increased coordination among agencies in the criminal justice system in cases of missing children. Mr. Goldsmith is Chairman of his State's Child Support Commission, lectures frequently on criminal justice issues, and edits a journal concerning applied research for the Nation's prosecutors.

Jay A. Parker serves as President of the Lincoln Institute for Research and Education and is editor of the *Lincoln Review*. He was formerly director of President Reagan's transition team at the Equal

Employment Opportunity Commission and a member of the White House Regional Fellowship selection panel. Actively involved in civic, professional, and cultural associations in the Nation's capital, Mr. Parker is experienced in coordinating efforts with the private sector.

Roland Summit has been a community psychiatrist for 21 years, specializing in child sexual abuse. He is presently Head Physician of the Community Consultation Service of Harbor/UCLA Medical Center and is an Assistant Professor of Psychiatry. A founder of the UCLA Family Support Program and the Los Angeles County Child Sexual Abuse Project, Dr. Summit has written and lectured extensively on the subject of child sexual abuse.