

Post-Conference Report

**AMERICA'S MISSING, RUNAWAY AND EXPLOITED CHILDREN:
A JUVENILE JUSTICE DILEMMA**

A Conference Conducted
October 30 - November 2, 1988
in
Washington, D.C.

Presented by
The National Council of Juvenile and Family Court Judges
in cooperation with
The Office of Juvenile Justice and Delinquency Prevention,
U.S. Department of Justice
and with the assistance of
Covenant House
and
The National Center for Missing and Exploited Children



National Council of Juvenile and Family Court Judges

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NATIONAL COUNCIL OF JUVENILE AND FAMILY COURT JUDGES
1988-1989

Metropolitan Court Judges Committee

Chairman: Stephen B. Herrell, Portland, Ore.; *Vice-Chairman:* David B. Mitchell, Baltimore, Md.

Steering Committee: Paul Davis, Jr., Austin, Tex.; Leonard P. Edwards, San Jose, Calif.; William E. Gladstone, Miami, Fla.; David E. Grossmann, Cincinnati, Ohio; James W. Payne, Indianapolis, Ind.; Sheridan E. Reed, San Diego, Calif.; Kathryn Doi Todd, Los Angeles, Calif.

Committee Members: Eric Andell, Houston, Tex.; Harry B. Aron, Chicago, Ill.; John E. Brown, Albuquerque, N.M.; Terrence A. Carroll, Seattle, Wash.; Nicholas A. Cipriani, Philadelphia, Pa.; Thomas C. Crewson, Tulsa, Okla.; Willard H. Douglas, Jr., Richmond, Va.; Ernestine S. Gray, New Orleans, La.; Betty Vitousek, Honolulu, Hawaii; Thomas J. Helms, Kansas City, Mo.; Jeremiah S. Jeremiah, Jr., Providence, R.I.; Gordon A. Martin, Jr., Boston, Mass.; Sharon P. McCully, Salt Lake City, Utah; Katherine A. McDonald, New York, N.Y.; John S. McGroarty, Las Vegas, Nev.; Bruce W. Mencher, Washington, D.C.; Lester V. Moore, Jr., Norfolk, Va.; Allen Oleisky, Minneapolis, Minn.; Frances Pitts, Detroit, Mich.; Romae T. Powell, Atlanta, Ga.; Tom Rickhoff, San Antonio, Tex.; Kenneth A. Rocco, Cleveland, Ohio; C. Kimball Rose, Phoenix, Ariz.; Sandra Ross, Birmingham, Ala.; Patrick T. Sheedy, Milwaukee, Wisc.; Catherine Stayman, Dallas, Tex.; June Strelecki, Newark, N.J.; Robert D. Thompson, Wilmington, Dela.; Kenneth A. Turner, Memphis, Tenn.; Orrelle R. Weeks, Denver, Colo.; Roy Wonder, San Francisco, Calif.; William J. Samford, II, Mt. Meigs, Ala.

Staff: Arne Schoeller, Project Director; Joey Andrews, Project Manager; Sherry Malloy, Sr. Administrative Assistant.

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Points of view or opinions in this document are those of the Metropolitan Court Judges Committee, conference faculty and participants and do not represent necessarily the official position or policies of the U.S. Department of Justice or of the National Council of Juvenile and Family Court Judges.

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ACQUISITIONS

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Woman: Covenant House Nineline, can I help you?

Teenager: Yes, Like I'm calling from a trick's house, who gave me the number. Isn't that weird? I just feel desperate.

Woman: Yeah, I understand that, yeah.

Teenager: I have gray hairs, I never had them before. I'm 17 and I have gray hairs. And I'm tired, so tired. I never would have thought, when I was growing up, I never ever, ever would have thought in a million years that this was the way I was going to be. Before I even turned 18. Oh, God. I mean if you run away, the running never stops, you know, you run to the drugs, you run from the pimps, you run from the police, you run from everybody, and you just keep running. And you're running until you finally just run out. If I could just -- if one kid would just stay home and try to work, if one family could just work their problems out, you know, if just one family could work their problems out, it would make my whole miserable life worthwhile.

CBS News
48 Hours on Runaway Street
March 10, 1988

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Introduction

A conference entitled "America's Missing, Runaway and Exploited Children: A Juvenile Justice Dilemma" was conducted in Washington, D.C. from October 30 through November 2, 1988. The conference was organized by the Metropolitan Court Judges Committee of the National Council of Juvenile and Family Court Judges with the assistance of Covenant House and the National Center for Missing and Exploited Children. Funding for the Conference was provided by the Office of Juvenile Justice and Delinquency Prevention of the Department of Justice.

At the conference it was announced that the Metropolitan Court Judges Committee would produce a post-conference report that would be distributed to all participants and faculty in the spring of 1989. This is that report.

When the Council's Metropolitan Court Judges Committee steering group met together to plan the conference in May and June, 1988, several conference goals emerged. Among the goals set were:

- The conference would be more than a rote repetition of missing and exploited children's data. It would set out the problems, provide examples of successful programs from throughout the country, and provide a forum for the promulgation of new ideas and approaches.
- The conference as planned would be as participatory as possible, given the constraints of available hotel meeting space.
- The Metropolitan Court Judges Committee members would not only attend the conference, but would commit themselves to forming community teams prior to the conference to attend as a group, if the resources to do so could be secured. Regardless of whether these teams could attend, the judges would begin to put together a nucleus for community teams following the conference and would attend prepared with the goals of their community.
- The end of the conference would not be the end of the project. It was envisioned as a springboard for local community action in alliance with the juvenile and family court judiciary to confront and attempt to find solutions for the problems of missing, runaway and exploited children.
- The committee recognized that in the past most courts had participated in the process of "deinstitutionalization" and its consequences and therefore must participate in any proposed solutions to the tangled problems of these children.

To delineate more specifically the issues of missing and exploited children, the committee prepared a position paper distributed to all participants at the beginning of the conference. This paper set forth the dimensions of the problems of runaway and missing children, recapped their historical development, and affirmed that the need for an accountable system of services is acute and long overdue. These children were, in effect, legislated out of existence in many jurisdictions by being removed from the authority of the court as status offenders. To continue to pretend they do not exist, or that the courts will not be looked to by the public as a resource for them, is to fail to perceive reality.

This report has been organized to fulfill several functions and in a manner it is hoped will be of genuine use. The report recaps the conference sessions in the form of session abstracts. It merges the group caucus recommendations into a contiguous whole that reflects the remarkable degree of consensus obtained both regionally and by individual professions.

The steering group of the Metropolitan Court Judges Committee met again early in 1989 to discuss the caucus recommendations. They offer their observations in the Call to Action section of this report. Finally, the report contains selected responses from the post-conference survey included with the two Metro Committee publications mailed to each participant in February, 1989.

It is the hope of the Committee that this final conference report will not merely gather dust, but that it will, from time to time, come down from the shelf to be utilized, have comments scrawled in its margins and its pages dog-eared. It is the even more profound hope that it will become an outdated relic from a time when our society and its children and families floundered, but rebounded in a characteristically American fashion to emerge reunited, stronger and wiser.

Judge Stephen B. Herrell
Conference Chairman and
Chairman, Metropolitan Court Judges Committee
April 20, 1989

Conference Caucus Recommendations

In caucus sessions at the conference the participants, both by profession and region of the country, produced the following recommendations which have been integrated and listed by subject area.

Identification and Intervention for At Risk Youth

“Unresolved little problems become big problems that propel children into the juvenile justice system and often into a cycle they can’t get out of.”

“The philosophy of the juvenile court is: If we can keep kids out at the front end, that’s where we need to put our resources.”

Larry Price

“We are talking about a system that allows our community’s troubled families to go a very long time before we respond in any way.”

Deborah Shore

Opportunities for success with at risk youth and their families are enhanced when identification and intervention occur at the earliest possible time. Prevention and early intervention programs rarely have more than extremely limited funding and are last on the list of funding priorities. Conference participants agreed upon the need to front end-load services for prevention and early intervention programs to impact the problems of children and their families while they are most amenable to solution. They further agreed that systems of service for the early identification, intervention and protection of at risk youth should include:

- Help for the family, not just for the child.
- Abuse prevention and intervention programs and services as a high priority.
- Attention to programs for early adolescents, the junior high and middle school youth who are often forgotten in systems of care.
- Special attention to the needs of “system kids,” those children placed in state care.
- Parenting skills training with a focus on specific problem behaviors for families and children at risk.
- Service and assistance to families with long-term, complex problems.
- The active cooperation and participation of school systems, administrators and teachers to assess children, to provide alternative education, life skills and parenting training, and early identification of at risk children and youth.

Runaway Youth

“68% of the time when you contact the parents, the parents say, ‘You got the kid, you keep him. We don’t want him back.’”

“A lot of the kids we have simply can’t go from the street to getting a job and being little miniature adults. They need a chance to heal. They need a chance to be a kid.”

“She said, ‘The only difference between living at home and living on the street is that at least now I get paid for it.’ Think about what that does to your head.”

Jed Emerson

Those who provide services and assistance to aid runaway youth are hampered by very limited funding, arbitrary limitations on program duration, arbitrary age constraints, limited programs for older adolescents, the need for outreach to those youth who will not seek out these services, and the lack of such essential services as medical care, alcohol and substance abuse treatment, treatment for AIDS (which is virtually nonexistent), and sexually transmitted diseases. That runaway shelters and other service providers must turn away many youth because they lack the funds to provide assistance and care is a source of great frustration. Although it does not appear as a recommendation below because service providers prefer to reserve such recommendations for the youth they serve, those who run such programs experience high turnover among their workers because of burnout -- too few people with too much responsibility -- and the low salaries they must offer. To improve the delivery of services and assistance to runaway, throwaway or otherwise homeless children, conference participants recommend the following:

- Prevention, outreach and early intervention services to families can interdict and prevent youth from becoming runaways, throwaways or homeless children and must be given greater resources and emphasis than has heretofore existed.
- Programs and services for runaway and homeless children require greater levels of funding and expanded service delivery systems if such services are to intervene and assist runaway and homeless youth immediately upon their arrival to the street -- the point in time when they can be most successfully assisted.
- Outreach programs must be a service component in efforts to locate and assist runaway youth.
- Shelters should provide 24-hour services.
- Independent living programs, transitional living programs and long-term shelter programs should be expanded to serve the needs of those youth who cannot return home.
- Services to runaway youth should be based on need, not an arbitrary termination date based on age or program duration.
- Law enforcement groups must participate in any community effort to assist runaway and homeless youth.
- Treatment for alcohol and substance abuse, for the medical conditions associated with street life, for mental health problems, for AIDS and other sexually transmitted diseases is crucially necessary for runaway youth, is rarely available, and should be provided.
- The laws forbidding the purchase or procurement of the services of children in an act of prostitution must be enforced strenuously.

Missing Children

"We have a tremendous problem convincing other professionals, whether it be judges....who feel as though this < parental abduction > is not an issue they want to take their time with; whether it be law enforcement who will tell you, 'We're busy working on burglaries and other problems--we can't work on these cases;' whether it be district attorneys who feel as though 'I'm not going to spend my money on extradition on a parental custody matter and we're not going to spend our precious criminal justice dollars to work these cases.' It is very frustrating to begin to work on these cases."

Gary O'Connor

Organizations providing assistance to the families of missing children experience problems unique to their field. Although the great majority of missing children are missing due to parental and family abduction, attention often is focused on the small group of stranger abductions to the detriment of the very real hazards to children represented by parental abductions. These organizations must rely upon law enforcement to help locate and facilitate the return of such children. Limited communication and knowledge about missing children, the services available to them, and the low priority assigned to these cases often hamper efforts to assist parents to locate their children. Representatives from missing children's organizations in caucus produced these recommendations.

- Information systems for missing children should be expanded and improved.
- Law enforcement should receive education and information about the NCIC system, current laws and procedures for reporting missing children, and should keep accurate report records. They should also be trained on how to build and present a missing child case to the county district attorney for warrant issuance.
- Among agencies and organizations serving missing children and their families, networking should be a high priority.
- Missing children's organizations and judges should initiate and expand communication and cooperation in matters of mutual concern in regard to missing children.
- Assistance to missing children and their families should not be constrained by age limitations and should address the question of the child who remains missing into adulthood.
- Missing children's organizations should seek to meet the criteria for professional standards and accreditation for service providers to enhance organizational credibility and accountability.
- Missing children's organizations should increase communication and cooperation with the National Center for Missing and Exploited Children.
- Missing children's groups should train their members in methods for cooperation with law enforcement and encourage the assignment of a high priority to both parental and non-parental abductions.
- Missing children's organizations should expand and improve communication with lobbying groups, volunteer organizations, and the media.
- Greater uniformity in state statutes pertaining to child abductions should be sought.
- A national coordinating body of missing children's programs and services should be organized to eliminate duplication of services, encourage cooperation, and improve services.
- The extension of service and assistance to dysfunctioning families through creative approaches (i.e., Child Find's pre-abduction mediation program for parents), prevention, outreach and training programs before their problems reach a critical level should be a high priority.
- The system of services for missing children and their families should include law enforcement, attorneys, prosecutors, social service agencies, government, missing children's organizations and juvenile and family court judges. Other personnel within the criminal justice system, the FBI, district attorneys, court clerks, criminal judges and U.S. attorneys, should receive similar education and training as mentioned above.

Developing Community Systems for Prevention and Early Intervention

"In 1986-87, Jacksonville had 62 kids in secure detention. Last year, with the opening of Family Link, none."

Tom Patania

"Bring the family in the first day. If necessary, send a counselor to the family and provide family counseling, particularly with kids the family won't take back, on site in the home.... We try to guarantee a response time of 30 minutes."

SOS Network

"In ten years, while the population of Kern County grew threefold, we reduced referrals to the juvenile court by 50%."

Larry Price

"Network with every type of agency and group you can get involved with prevention."

Larry Price

Fragmentation and duplication of services, lack of communication and cooperation among service providers, limited resources and funding, service systems that are difficult to access or incapable of providing necessary services are all part of the generally unsatisfactory state of service delivery systems for children and families. Intervention often will be delayed to very late stages of dysfunction for families, rather than being timely and early. As identified by conference participants, a community system of services for children and their families that properly addresses their problems and needs should include:

- provision of timely, efficient and economic assistance to families and children at risk at the earliest possible moment in time.
- intervention with the limited resources for serving children and families where they can be most successfully and efficiently used.
- confronting and dealing with problems of children and families while they remain relatively simple and therefore relatively inexpensive.

To be successful, an integrated community system of services must include:

- all groups, organizations and concerned individuals in the community including, but not limited to, schools, law enforcement, the court, public health/mental health, social services, the private sector (business, religious, citizen and consumer groups).
- an established mechanism for intergroup communication.
- a central location for data retrieval and storage that is accessible.
- a locator mechanism for all services to families and children offered by the community.

Planning for the development of such a system should include:

- provision of all services (intake, service, assistance and tracking) under one roof.
- a commitment by providers to individually and commonly understand, participate, cooperate and communicate within an agreed system of goals and objectives.
- provision for emergency service 24 hours a day and seven days a week.
- recognition that each community is unique; therefore its plans must be unique.
- a range of services including: mental health care, drug and alcohol treatment, individual and family outreach, counseling services, nutritional and educational services, family planning and communicable disease education.

- provision of services within an integrated, well-defined continuum of care at one location for all family members.
- integration and continuation of funding for both proposed and ongoing programs on a state and local level.

Policy

“Human services historically tend to stay way from politics. But here is a reality life is politics. If we don’t get involved, I can assure you that they’ll move on without us. If we don’t demand that kids issues become a priority, then nobody else will.”

“The Great Society spending spree is gone and we’ve managed to mortgage our children’s future. Rest assured that government is not going to be our way out.”

Bill Bentley

“We should not continue the pretense of society that its OK with us if children of 12, 13 or 14 or younger wander our streets with impunity. Let’s believe more in ourselves than in our institutions than to permit this to continue.”

Judge Terrence Carroll

Because the unmet needs of children and their families are so critically important to the health and progress of our society, conference participants were in virtually unanimous agreement about the necessity to address the following needs:

I. The need for a National Youth and Family Policy:

- to develop the leadership to bring together a coalition for the safety, health and education of all children and youth.
- to develop a system of advocacy for families and children.
- to establish that prevention must be the standard for services for children and families.
- to establish such a policy on a local community level, but to apply it nationwide.

II. The need to empower children politically:

- by establishing a children’s fund taxing authority.
- by assuring that the establishment of such an authority does not substitute for or replace existing services for children.
- by giving priority to their needs and care.

III. The need for all system groups to commit a portion of their funding to preventive services as a matter of policy:

- to address problems before they require expensive, long-term solutions.
- to provide funding and resources when they can be best utilized, most effective and cost the least.

IV. The need to eliminate labels:

- to drop the barriers to at risk children and families in their efforts to obtain assistance.
- to acknowledge that children, whatever they may have been labeled, have common needs and problems and should receive services and assistance based on need, not on arbitrary qualifications.

V. The need for court and state authority to restrain and mandate services and assistance for homeless children that provides necessary levels of safety, care and protection.

VI. The need for a merger of the common interests and priorities of the public and private sectors:

- to recognize the responsibility of the business and corporate communities for children and families that is independent of government responsibility.
- to recognize that the needs of families and children at risk far outstrip the resources of the public sector.
- to recognize that the business and corporate communities are dependent upon a society of healthy, functional, caring families to produce their workers and meet their manpower needs and that those needs are based increasingly upon a high degree of literacy, education and skill levels in the workforce.

A Call to Action

from the

Metropolitan Court Judges Committee

The problems of runaway, missing and exploited children are not unique among the problems of children of our country. They are representative of the deep-rooted problems that pervade our society. We cannot discuss runaway, missing or exploited children without acknowledging the deteriorating conditions of abuse, neglect, and abandonment that prevail, not just for this category of children, but for millions of other children throughout the nation. When children are wounded the reverberation from those wounds echoes down through generations.

We agree, as do the conference participants, that the time and need for further studies and research is long past. The time is, indeed, for action. The need is to defy the inertia and indifference with which efforts to mobilize resources in behalf of children are met. The need is to unite all those who speak for children in one voice that cannot be suppressed or ignored. The need is *now*.

Labeling

To label a child in trouble as "runaway," "delinquent," or "status offender" is to limit and restrict the services or assistance the child may receive. In reality, whatever label we place on a child to obtain access to a system of care, all at-risk children are victims, often of long-term family abuse or neglect. The categories of "missing," "exploited," and "abducted" necessarily blur and blend in the case of the individual child. A child may be, in fact, a combination of labels that act to block, obstruct, and restrict services. To parents and to law enforcement the child is missing; to the runaway shelters the child is a runaway; and that child is exploited in all the ways a young, vulnerable being can be exploited when without protection or care. Labels, as they are used by our service and legal systems, open some doors and close others. That our juvenile and family court systems, and the resources available through them, must wait until a child has committed a crime before resources can be marshalled is a ludicrous perversion of the good intent of deinstitutionalization.

Without aid, children in need remain children in need. That need should be the only requirement they must meet to receive proper care and treatment. We must humanize the system of services to families and children to treat and assist the individual child and the individual family. We must learn to deal with children at risk in a way that addresses who they are, what they have endured, what they need, and cuts through the barriers of resistance to assistance that encompasses all these needs.

Status Offenders

Among the labels we variously pin on children, the label of "status offender" is perhaps most unacceptable. It is bound up in an archaic dialogue that refers to antagonisms, institutions and situations that no longer apply. Deinstitutionalization mandates that children who have run away from untenable home conditions, children who are truant, children who have committed no offense except that which they commit against themselves, will never be again locked up with delinquents in detention centers and called "offenders." However, the present process offers no alternatives for these children. Both the term and the concept that engendered it must be eliminated, but they must be replaced by a viable, accountable system of services for these children.

The court certainly should not be the first resort of children at risk, but it must remain the last resort. Systems of services should be in place and available long before legal recourse becomes necessary. For certain children, the ability of the court to restrain, to protect, and to mandate services for children is a necessary part of any proposed solution to their problems. Given these premises, we must examine, identify, and define the proper role of the legal system when dealing with the massive and unwieldy problems presented by those children we have chosen to call status offenders, CHINS, PINS, or other acronyms. We recognize that this process has not yet begun. We recognize that it must begin. We realize that we had a role in creating the contemporary crisis we face and that we must participate in its solution.

System Runaways

Unfortunately, we can be assured that many runaway, throwaway and homeless children will eventually come before the court for offenses that can range from petty theft, to drugs, to prostitution. Many of them will perform some deed to survive on the streets that will result in their arrest. They will be labelled. Yet because they present such difficult problems to deal with, we will do very little for them that is effective. The alternatives the state can offer, most often adolescent foster care or detention, too frequently do not work. These are older children who, if they cannot be returned home (and fully one-third cannot or will not), are not adoptable; but are angry, embittered, emotionally fragile, and in great need. They are destructive to themselves and to the community. They need a safe, perhaps secure, homelike structure under the care of well-trained, skilled, nurturing and loving caregivers. They need the opportunity to grow to adulthood with the skills and knowledge necessary for success. They need independent living programs, transitional living programs, job and skill training, and they need them over a relatively long period of time. Woefully underfunded runaway shelters and services can offer only temporary care.

All too often what they get when they are placed in more formal state care is repetition of the abuse or neglect that precipitated their flight in the first place. Estimates vary, but most place the numbers of children in flight from state care at about one-third of the total runaway population. The systems of care designed to protect children will themselves harm the child they attempt to assist if the services offered and the people who offer them are ill-trained, poorly paid, inadequately monitored, unscreened, and unscrutinized. When runaways who run from home to escape abuse or neglect must yet again run from state placement to escape the same conditions, their disillusionment is complete.

Missing Children

If the great numbers of runaway children are withdrawn from the equation, the vast majority defined as missing are those who have been abducted by a parent or a family member. Our society has chosen to view these abductions as relatively harmless events, reasoning that as long as a child is with a parent or a close relative, he or she will not be harmed by the experience. Unfortunately, this view does not reflect reality. Children abducted by a parent are in danger in a number of ways. They are uprooted from their home and community, frequently shuffled from place to place, denied education, and all too often suffer from neglect and abuse. We must recognize the potential for harm in these abductions and accord them the kind of priority they require. It is apparent that, although no one will deny the horror of stranger abductions, this is a very small problem compared to those represented by family abduction.

Parental or family abduction represents child abuse, sometimes subtle, sometimes overt, but nevertheless abuse. These abductions present sociological, medical and psychological problems

complex in nature and difficult resolve. They are, most often, the reaction of frustrated and bitter parents. They can be most successfully avoided when custody orders are clearly written and delineated. Both the judiciary and law enforcement need education about the nature of such abductions, the conditions that precipitate them, and awareness of the impact of the abduction upon the child.

Prevention and Early Intervention

Prevention and early intervention are the cornerstones of an effective system of services for children and families. These two critical standards, so often stated and so rarely implemented, impact developing family problems when they are most amenable to treatment. They best use limited resources and have the best opportunity for success. Placing resources and programs to serve families and children experiencing potential or developing problems at their disposal when they need them, making them readily accessible and available, and forestalling the need for expensive, long-term, multi-problem services and assistance is both logical and economically sound. Yet we continue to erect barriers that keep children and their families from needed services until their problems are long-term and complex. Worse, these problems result in often unnecessary and inappropriate "legal" resolution, requiring adversarial combat and strain on court resources and families alike.

Scattered communities throughout our nation, using local resources in cooperative alliance, have banded together to aid families and children at-risk through programs of prevention, early intervention and identification. They provide a portfolio of services that ranges from crisis intervention through long-term family and individual counseling. They confront, deal with, and treat families and their children immediately, appropriately, and economically. They are community-based and rely upon the active cooperation and participation of all sectors of the community, including the private and non-profit sectors.

Private Sector Responsibility

The private sector, the business and corporate communities, is well-aware that the skill and knowledge levels of many of those who will enter the work force in the next twenty years are seriously in doubt. An adult with the education, skills and training to become a valuable member of the nation's work force does not simply appear. With some rare exceptions, that adult is the product of a caring, nurturing family and home life, has been encouraged and assisted at home to obtain the best education attainable, and has been guided through the minefield of adolescence to become a responsible and disciplined member of society. Businesses and corporations rely, in essence, on the family to produce the healthy, capable, literate and skilled workers they need. Any approach to solving the problems of children and their families must include the business community. The private sector must recognize it has a responsibility for children and families independent of public sector responsibility and that represents critical workplace needs. The available resources of government agencies and non-profit child service agencies at every level have been outstripped by the burgeoning problems at-risk children and their families represent. A merger of public and private interests applied to the problems of children and their families could bring forth badly needed new resources, thinking and initiatives to these problems.

Children who have been injured, exploited or psychologically damaged by the adults they rely on to care for them learn, as a survival skill, not to trust adults. When those children grow to adulthood they have no reason to trust their government, the institution that must command the confidence of its adult citizens as the child trusts the parent. Whatever we do, whatever measures we take to assist and heal these children and their families, we must live with the knowledge that we can never replace what they have lost.

The Need for a National Policy

If anything was apparent at the conference it was the disheartened agreement among the participants that government cannot or will not provide the necessary level of assistance to realistically deal with the massive problems of children and their families. The frustration and disillusionment of caring, committed professionals was pervasive throughout the three days of intensive collaboration. However, what was equally and remarkably apparent was the agreement among all the professions represented, including professions with traditional antagonisms, about what should be done to change things. In reviewing the recommendations received from each professional and regional caucus group, list after list produced the same recommendations, couched in the peculiar language of the profession or with emphasis on the requirements of a particular region, but all hammering away on the same theme: Our society cannot continue to ignore the damage to its foundation, the family, while it continues to rely upon that foundation to produce the quality of citizenry necessary to the proper progress of an industrialized democracy.

We are told that we do not have the resources to assist children and families at risk, yet we are prepared to spend a billion dollars or more to bail out the savings and loan industry. We are told that our country cannot afford to commit more funding to childrens' interests, yet we spend three times as much per capita for defense as the average European country and more than 10 times as much as Japan. A nation's budget is a reflection of its national priorities. Among all NATO countries, only the United States spends more per capita for defense than for health and education. Rhetoric can no longer suffice, nor will the enactment of humanitarian legislation without appropriation of the national, state and local public resources to carry it out. It is, in fact, time to insist that our legislative and executive branches consider the consequences to this and future generations when they give such low priority to the plight of our children, our nation's most precious resource.

A national policy that firmly commits this country and every state and community in it to an improved future for our children and our families is imperative, it is critically necessary, and it cannot be ignored. There can be no greater national priority for the United States than its children, their safety, care, protection, health and education.

The Metropolitan Court Judges Committee hopes to examine these issues further in the next year. Listed below are some of the questions we plan to address.

- What is the proper role of the court in addressing the problems of missing, runaway and exploited children?
- What, if any, differences should the label attached to the child or family on entry to the system make? How can systems of services be humanized and individualized?
- What are effective intervention and prevention strategies?
- What are the minimum conditions of care that must be present if children are to be placed in state care?
- Given limited resources and exploding demand, what fundamental changes must be made in the legal and social service systems if the needs of children are to be met?
- How can all sectors of society be integrated into a system of local, collaborative community services? What would be the components of a community model of services for at risk children and their families?
- What is the role of the national, state and local government systems in such a process?

CONFERENCE SESSION ABSTRACTS

A Profile of Missing and Runaway Youth

Co-presenter I: Gary Yates

"Good programs cost money. Rarely has enough money been put into programs to make them effective."

In 1982, Children's Hospital in Hollywood developed a small pilot project with the Los Angeles Free Clinic offering free care to any young person between 12 and 22 in need of care. 10% to 15% of the youth seen were street kids and had problems far more severe than other kids seen at the clinic. The 1985 study [conference packet] looked at the overall health status of runaways in comparison with other non-runaway youth and provided case managers, social workers, psychologists and health educators on site in addition to medical care. While the runaways represented only 14% of the populations studied, they accounted for 23% of the recorded diagnoses. Runaways need for shelter and other problems were identified, but attempts to find beds for these youth were frustrated. Their histories made the runaway shelters often unwilling to deal with them. Children's sponsored a bill to run pilot programs for runaways in San Francisco and Los Angeles. In Los Angeles the philosophy was that, in any county as large and diverse as Los Angeles, the multi-agency approach was necessary and all agencies needed to work closely together. We built a coordinating council of 30 agencies in the county to meet quarterly, collect information, and to directly count young people who came in contact with the service delivery system. In one year the data from facilities totalling 72 available beds record that nearly 3,000 young people were sheltered, but nearly 3,500 were turned away. 85% of turnaways were because all available beds were full; 70% of runaways entering shelter programs enter into a stable environment, but less than one-half go home or enter foster care; 40% of runaways leave the streets as the result of contacts with drop-in centers. This demonstrates that access off the street for chronic street kids can get them off the street and keep them off the street. A system to provide assistance to runaway youth should include outreach and drop-in centers, an emergency crisis center, transitional and independent living programs, and for older adolescents movement toward more flexible emancipation.

Co-presenter II: Andrea Sedlak

Preliminary information from a national incidence study of missing children population with funding from OJJDP. Household survey of 30,000 households nationwide on missing children includes category subtypes: runaways, throwaways, family abducted children, non-family abducted children and other/unknown. Will include a supplemental study of police records and juvenile residential institutions to obtain information on sources of runaways, and a supplemental study of FBI homicide data to determine how many children are victims of homicide in non-family abductions. National Incidence Study on Abuse and Neglect will provide supplementary information. Wave 1 preliminary results: General missing, 877,000 (+ or -); 45% abductions; 3.5% non-family abductions; 11% unknown. Report will be released to OJJDP at the end of August, 1989.

Parental and Non-Parental Abduction

Presenter: Judith Schretter

"Parents who kidnap their children frequently claim that they did it out of love for their child. Experts strongly disagree and point out that kidnapped children tend to have long-lasting emotional problems from their experience."

The National Center for Missing and Exploited Children was established in 1984 under the Missing Children Assistance Act. The Center maintains a hotline to report missing children, and works on cases involving children endangered through prostitution, pornography, and abduction. The Center has a technical staff of former law enforcement officers and a legal department avail-

able. The Center has several publications available that can assist a parent in a missing child case, including *Parental Kidnapping*.

Parental abductions: UCCJA was intended to impact the battle of custody orders; the Uniform Act has been adopted in all states. Custody must be determined to obtain law enforcement assistance in most parental kidnapping cases. Joint custody orders can be a problem because they are often so vague that it becomes difficult to determine who is the primary custodian. Felony warrants are generally dependent upon a *bona fide* custody order in most states. A missing child can be listed in the missing persons file of the NCIC without the issuance of a warrant. If there is a warrant, the parent for whom the warrant has been issued should be listed in the warrant file and cross-referenced to the child's listing. School records, birth records, and medical records of the missing child can be flagged and the searching parent notified if any of these are requested.

Non-parental abductions: list the child in the NCIC missing persons file as endangered. The National Center records approximately 150 stranger abduction cases a year. Abduction of newborns from hospitals is a recent phenomenon that the Center has been looking at.

Kids on the Street: Danger and Exploitation

Co-presenter I: Trudee Peterson

"How do you cut off services to a kid of 20 dying of AIDS?"

40% of runaways are gay. The young gay person has no resources and most are throwaways. Among chronic street kids: 87% have been involved with prostitution; 86% have used drugs; 80% have been incarcerated; 66% are victims of incest. UNICEF estimates that there are 40 million street children in the world and they are having children who will probably be street children. Kids 16 or older and on the street several years think they are free. They are addicted to street life, can't go home again. Many are homeless and, for them, the group home concept doesn't work. They need transitional programs and therapy, both group and individual, along with the skills to obtain good jobs to gradually phase into society.

"The kids say you learn how to survive, how to make money, in two weeks on the streets."

These kids are resilient, strong, bright, very special, but very limited. Poor salaries for shelter, outreach and other social service workers produce high turnover and burnout.

Co-presenter II: Ann Donohue

"We walk a tight rope with these kids. We can't push too quickly or the kids will go away. If we go too slowly, we lose them to the dangers on the street."

Three years ago Covenant House began a transitional program, "Rites of Passage," to meet needs of runaways into adulthood and to provide outreach. Outreach: vans tour Brooklyn, Queens, the Bronx until 5 a.m. Philosophy: getting kids off street is a long, difficult process and kids must be kept alive until they are ready to make the move. Give them the tools to move and build relationships to get to that point. Identified 3 groups: (1) kids new to the street (classic runaway with temporary, resolvable crisis), the smallest group; (2) chronic, hard core street kids (addicted to street life, alienated from adults), street lifestyle; and (3) drifters (urban poor, will readily accept adult help), the adult homeless of the future. Of all these kids, 80% are male; 65%-70% 18 or older; 1/3 to 1/2 are system kids. Categories of Homelessness: 4 categories, 25% in each: (1) some sort of home base, but stay away for longer and longer periods; (2) have roof, but never in same place more than 2 or 3 nights; (3) will say has place to live, but exists solely on results of prostitution. (4) 100% on street, abandoned buildings, etc. Van encounter study of 2293 kids showed direct correlation between length of time on street and success of outreach efforts. The shorter the time as runaway = greater chance of success.

“Crack stimulates the pleasure center in the brain stem. Give a kid with a terrible background that euphoria, then take it away and you have a big problem.”

Transitional living: Both young men and women are paired with mentors, adults in business world who act as big brother/sister. Help establish goals, education, jobs. Resident in program 1 to 1-1/2 years. Also have facilities for women with children. Prevention money should go to single parent families, quality of life for children, day care. Need to rethink way we deal with young families. Their children will cost our society a great deal. Don't pour money just on the problems, instead work with parents, on salaries, on resources, intervention in poor neighborhoods.

Sexual Exploitation

Co-presenter I: Ann Rudneke

“One out of three women and one out of seven men have been sexually abused in our society today by the time they are 18.”

Seattle is comparable to other average cities. King County police statistics show 6,000 run-aways each year. Half return home almost immediately. Of remaining 3,000: 1/2 end up in the system somewhere. Street kids are estimated to be from 800 to 2,000 in number. Orion Center studies show direct correlation between kids in prostitution and length of time on the street. Longer on street, more likely to have been in prostitution. Kids in prostitution have higher incidence of juvenile offenses and emotional disturbance. 2/3s to 3/4s of these kids were sexually or physically abused before running. What works: outreach. Go where kids are; build trust. Use kids as helpers.

“Why should a kid abused at home and out on the street walk in and make an appointment?”

Network with other agencies. In Seattle, we have a prostitution network. We share information, resources, get kids to report pimps and johns. Treatment alternatives are necessary. Street kids don't fit well in traditional treatment models which are family structured. The kids don't have a family structure. Early intervention is the key. Treat kids as victims... get them help as victims... don't criminalize them. Do have successes. 25%-50% of kids get off the streets and into stable settings. Success in all these areas dependent upon one factor - the length of time they spend on the street.

Co-presenter II: Greg Loken

“The Runaway and Homeless Youth Act provided \$27 million for programs around the country last year. This is less than half of Covenant House's annual budget for the same year.”

Cultural phenomena: (1) treating sex as a commodity, (2) treating older adolescents as adults; (3) breakdown of the traditional family; (4) dramatic rise in sex abuse in last 50 years. What can be done to help juvenile prostitutes? More of everything is needed. Will have to waste money to find out what works. National Network of Runaway and Youth Services estimates that 10,000 kids a year are turned away from shelters. Either there were no beds or the service was not adequate to take care of their problems.

“Most kids 18 to 20 don't live on their own, nor do they support themselves, and could not if they had to. They live in educational settings or work and live at home. Most of the kids Covenant House takes care of are 18 to 20. They have no direction and no resources.”

Hard core kids have awful problems and are not servable in most runaway programs. Pitfalls: (1) Service mentality is a disadvantage; need a relationship mentality. More services don't bring kids off the street. More contact makes a difference. (2) Will be mistaken if we try to treat juvenile

prostitution as a psychological problem. This is a survival problem. The fact of being in prostitution has psychological implications, but the kids themselves say they are in prostitution to survive. (3) Look at prevention v. intervention. Need services to families at an early stage, sexual abuse intervention, community effort to involve kids in early teens. If kids were in a community program from the age of 11 or 12 and stayed in, they wouldn't be on the street. Part of prevention must be good laws and good law enforcement.

"In other periods of history there have been lots of teens leaving home going out on their own. But never in the environment we have today."

Existing laws: Child Protection Act of 1984 (federal law - child pornography); Mann Act (federal -- interstate transportation of children for purposes of prostitution); RICO; Child Abuse Victims Rights Act of 1986 (exploited children can sue the exploiters for damages, attorney fees). Future directions: (1) recognize the pimp-directed laws and law enforcement are good, but not good enough; (2) must go after the patrons; vast majority are middle class, have great deal to lose if arrested and prosecuted; (3) raise the age of protection for juvenile prostitutes. Older adolescents are almost as incompetent to sustain themselves in our society as are 15-16 year olds. Consider a criminal prostitution initiative for all youth under the age of 21.

Street Kids, Drugs and AIDS

Presentor: James Kennedy, M.D.

"The incidence of AIDS among street kids is 375-400 times higher than for the general population."

"AIDS is just another way for street kids to die."

New York City is the forerunner of what will be happening across the country. Covenant House is at the forefront of AIDS research with street kids. There are no effective programs designed for and working for HIV infected kids.

"Don't ignore the problem. Learn to deal with it."

AIDS is not the biggest problem street kids have. In order, their problems are: (1) violence and violence-related injuries (assault, battery, rape); (2) Sexually Transmitted Diseases (the incidence of diagnosed STDs among street kids has soared for 2 years - no sign of slowing down); (3) substance abuse (crack, marijuana, alcohol, hallucinogens - predominantly crack); (4) pregnancy; (5) psychiatric (ranges from adjustment reactions to minor depression to severe psychoses); (6) neglected pathologies (i.e., asthmatics, diabetics); (7) HIV infection and AIDS.

"Familylessness and homelessness are the biggest factors in these kids lives."

Background factors: poverty, substance abuse by parents, physical abuse, sexual abuse, mental health problems, criminal activity by either parents or child, gender identification conflicts, poor education and failure in school. These are all subsequences, not consequences. Surviving is the issue. In one year, among 115 clinic visitors who were tested for AIDS, there were 35 positives for HIV. 27 male, 4 females, 18 Blacks, 13 Hispanics, 8 Caucasians; average age - 18; only one admitted to ever using a needle, 11 heavy crack habit, 15 used marijuana; 50% prostitutes; STDs - 7 of 23 had syphilis, 13 of 22 had gonorrhea, 5 of 13 had venereal warts; 7 sexually assaulted and abused at home; 9 had substance abusing parents, 10 attempted suicide; 7 of 17 had been on the street less than a year, 3 less than a month and of those 2 had been infected in the month tested. Direct correlation exists between length of time on the street and HIV positive.

Seroprevalence rates are exactly the same for girls and boys. No significant difference in seropositivity between Blacks, Whites, Hispanics. Basically, street life is street life. There are no successful programs to help street kids who test HIV positive. Covenant House will open a resi-

dential program for HIV positive street kids about Christmas. 25 beds. The biggest problem is creating the program. AIDS among street kids does not call for an AIDS solution.

Goes back to the basic problems: (1) identify families at risk of abandoning kids; (2) turn aftercare programs into precare programs and keep kids from ending up on the street; (3) some way, all organizations and people from these disciplines have to get together and realize that the problems of street kids have always been hard and difficult - HIV and AIDS only make it harder.

Psychological Consequences of Abduction

Persentor: Chris Hatcher

"In *U.S. v. Garcia*, the appellate court ruled that there is a concept of survival strategy; detailed what it is about, and how it influences the child's ability to escape. Opposes *U.S. v. Melton*, in which the court ruled that because the victim had a potential opportunity to escape and didn't use it, there was no crime."

We are only beginning to acquire knowledge in this area. This lecture is a snapshot of what is known and concrete steps being taken in the near future. Three categories of abduction: parental abduction, stranger abduction, runaways and throwaways. Stranger abduction involved controversy. Study in progress will help. Parent abductions are probably, realistically, about 25,000 per year. More concrete data available for runaway/throwaway category. 730,000 to 1 million is consistent year after year. National project in progress at UCSF will look at children exposed to trauma then narrow down to these three categories. Identified factors about the captors in stranger abductions: (1) Desire to capture, hold individual begins around early puberty then is suppressed. Comes out again with late adolescence. Begins to approach girls about tying them up and indulging in fantasies. (2) Regarded as a hobby. Technically very proud of it. (3) Victims are seen as personal property. Murder is peripheral. (4) Victims are told they are part of a secret system of conspirators. Captor identifies people throughout the community as secret members of same. These cases are so bizarre that, when victim manages to go to police, is often not believed. (5) Abductor redefines the norms of the abducted child - new clothes, new names, new rules. Begins routinely a progress of sexual abuse that is direct, graphic and pointed. Puts child in position that he feels he has done something parents would not accept.

"The abductor says, 'Why aren't your parents here? Have you done anything to make them mad in the past couple of days? Maybe they're really mad at you this time and they're not going to come and get you.' For a 5-6 year old, this is a powerful message."

Stages of abduction: (1) initial impact - freeze, panic, or humor; (2) acceptance of captors - functioning, doing what they are told to do, but are so frightened are frozen inside; (3) increased victim/captor interaction - survival strategy combined with failure to escape - hard to understand why children do not use opportunities to escape; (4) end of captor's control. Characteristics of the abductors: (1) are practiced, careful and use multiple methods; (2) not well educated, but are psychologically sophisticated and know how to motivate a child through redefinition of norms; (3) understand the survival strategy of the child; (4) plans are carefully laid out. May troll for victims for months to years. Sex remains the primary intent for these sorts of abductions. In every case, there is another person who participates or knows that is going on. We know even less about the consequences of parental abduction than we do about stranger abductions, but it can be destructive. Most parental abductions occur during visitation. Almost no therapists know how to deal with these families. Families seek therapy early, but suppress symptoms. Need to wait for the information to surface.

Deinstitutionalization: Role of the Juvenile Court

Co-presenter I: Judge Terrence Carroll

"Despite the development of children's rights, courts remain flooded with unhappy, defiant, lonely children."

Every state statute will refer to the family as the basic unit of society. We forget that most families could not engage in child rearing without some assistance from government. Our generation's struggle is the problem of the role of the state, the boundaries between public and private, between individual and collective responsibility, and the acceptance of the role of government. Deinstitutionalization is the recurring hope that, by treating adolescents informally and benevolently, we will somehow deal with the problem. The rationale is faulty. The problem is more complex. In a happy family and society, deinstitutionalization is great. In a society and in families who are not healthy, we do not have a social welfare system or structure that can deal with the kids. Resources developed for children and families in this country are a disgrace.

"It is incongruous to acknowledge the responsibility of the court to provide for the care of children and strip the court of power or control regarding place of residence."

The heart of the problem may be the reluctance to force treatment or care when children at risk resist and is based on lack of trust and confidence in our legal institutions. Fundamental premise: there are situations in the law where status offenders must be protected from themselves or to provide a forum for them in which they can seek relief from intolerable circumstances. Or, how do we address the needs of those children who are not necessarily delinquent, but whose needs are greater than mere counseling or other non-coercive voluntary assistance? What do we do? Intervention model is focused on the child the voluntary system can provide for. If the voluntary system fails, must decide when you intervene in the child's life. If you intervene, must consider the age of the child, seriousness of problem, receptiveness of the child to treatment. Within the legal system, anyone should be able to file a petition under dependency statutes to get into the system, not just social welfare or state government. Should have a secure component, but as a last option with time limits. Time to calm down the situation, investigate, and begin the process of healing. Should have jurisdiction over all family members, however the family is defined. Focus on evaluation, proper decision-making, good information, then move into placement. Involve the private sector and its resources. What does this mean: (1) every child has a right to treatment; (2) adults should have the authority to make that decision; (3) the state has the right and the obligation to intervene when the child's welfare is imperiled. The voluntary system, no matter how good the resources are, will not work for every child. The experiment with deinstitutionalization must end where the best interests of children require, and where the voluntary system has failed.

Co-presenter II: Hal Delia

"Put money into brick and mortar and deprive the community and youth of the community of valuable resources."

During the 60's in the state of Washington, the system was overburdened. The system made promises it could not deliver on. Status offenders were committed for long stays, they were abused while in the facilities and came out worse than they went in. We were doing things to kids, not for kids. The 1977 juvenile justice bill failed for status offenders. The law dictated that the department of social and health services would take responsibility for status offenders. They would provide non-coercive social services. They were given a responsibility without the resources. Kids were released from detention and it was assumed they would obtain service from social-welfare, but there were no resources, no beds, no caseworkers, no programs. The detention count went up dramatically as the system realized that the law delineated one thing and we were delivering something

altogether different. New approach in 1987. Continuum of Care. Based on the realization that in Seattle status offenders will be taken in whether they have been arrested for a crime or not. Made three assumptions: (1) services should occur in the least restrictive environment; (2) a variety of services was necessary to meet individual youth needs; (3) labels don't count. Services would be based on individual needs. Plan delineates three alternatives: (1) release kid to home - engage in home building - put staff into the home and working with parents to create better environment. Minimize dysfunctioning of the family. (2) Place in foster care - pay foster parents a fair salary (about twice what the state pays) and provide training and support from the department. Essentially for kids with dysfunctioning family. While kids are in foster care, the staff works with the family. Provide respite for parents -- bring somebody else in to work with the kid and give parents a break. (3) Mental Health/Drug and Alcohol -- for kids with these problems, place in treatment facilities and group homes especially for those kinds of needs. Are contracting with vendors to provide these services. We wanted to front end services. Have begun to develop a model that can be replicated in other communities. Program starts in January, 1989.

Gaps in the System

Co-presenter I: Bill Bentley

"We like to tell ourselves and the world that our kids are our future. The year of the child, the month of the child, the day of day care. All things we feel good about, yet never quite seem to actualize."

We spend too much time and resources chasing problems way down the road. We should put our efforts into front-end activities. It's hard to sell prevention. We go from crisis to crisis. We need to do these things: (1) with limited resources, we need new cooperation; (2) focus on the substance of the job, not the form. (3) put more real resources, ourselves, and limited dollars into kids and into the substance of our work; (4) prove categorically to politicians and decision-makers that our problems, that the problems of our clients, should drive funding and not vice versa.

"The problems we adults experienced as teenagers did not have the sense of hopelessness we get from teenagers today."

(5) recognize what we want to accomplish; (6) the crisis management approach is not working; (7) we have got to stop duplicating our efforts; (8) plan (not study); (9) coordinate; (10) develop connections with the private sector. Stop going begging. Ask for an investment in our kids, in our families, in our communities, not a handout.

Co-presenter II: Tony Fulton

Children and youth issues have suffered from benign neglect because the absence of leadership and commitment on the part of the executive branch of government. State agencies respond accordingly. Even at a national level, we ignore kids. We must invest in children and youth. We need to move into community-based care.

"Economic development is children development."

(1) Community based programs; (2) more drug treatment programs for youth and families; (3) need to deal with the dually diagnosed population. Private non and for-profit organizations are mixed up with what is good for public employees, in accommodating unions, other workers. Regulatory agencies don't know what they're regulating. We must build on sound analytical needs assessment and hold those in child care accountable. In Maryland, an individual is forcing state government to look at juvenile and children's services and see they're doing with money, care, treatment, etc., looking at new, creative alternatives, and reallocating resources.

Interstate/International Child Abductions

Co-presenter I: Rick DiBenedetto

"People are encouraged to go custody decree shopping among states."

There has been traditional reluctance by prosecution and law enforcement to get involved in parental abductions. This has changed recently in Philadelphia. Realization that people are unhappy with civil procedures and don't have access to attorneys. When the crime is reported, police determine whether it is a parental abduction or kidnapping. If kidnapping, a warrant is issued. If abduction, asked if there is a valid custody order. If none, are referred to family court intake unit to secure same. If valid custody order exists, and the violation has occurred in less than 24 hours, then the crime is a misdemeanor. If more than 24 hours, then it is a felony. A detective will contact the DA's office for charging as a felony. Experience indicates that, in the overwhelming majority of cases, the child and the abductor are within the Philadelphia area. More complicated across state lines. Four issues in extradition: (1) whether the documents are in order; (2) has a crime been charged in that state; (3) to establish identity of the fugitive; (4) was the person in fact present in the state at the time the crime was committed? Need better procedures for the civil action to be taken more uniformly. Difficult to extradite anyone on an international level. Can do so only with a country with which we have extradition treaty. The crime here must also be a crime in that country and enumerated in the treaty.

Co-presenter II: David Lloyd

"It is the opinion of some persons in U.S. government that the more ribbons and seals you put on the document, the more likely it is that a third world nation will comply."

Two problems: (1) problems in tactics for children taken overseas; (2) problems associated with foreign children who need to go back. To prevent international child abductions: (1) structure the custody order; (2) these abductions typically happen when one parent has retained foreign citizenship. U.S. parent should request sole custody with visitation and specifics for supervision; (3) prohibit removal of child from U.S. without permission of U.S. parent or of court; (4) specify duration time during lawful visitation overseas; beyond that period of time will be wrongful detention; (5) specify that any violation of custody order is contempt of court, potentially punishable by imprisonment, and that custody violation is a felony violation of state criminal law. If you must litigate in another nation this makes it clear that U.S. state law considers this a criminal matter and a felony; (6) require non-U.S. parent to deposit all passports with the court prior to visitation and to certify under oath that there are no other passports for him or her and that he or she will not seek to get a replacement or a new passport or visa; (7) do the same with respect to the child; (8) require that non-U.S. parent provide a certified statement from the embassy or consulate that there has been no passport, visa, or other means of entry issued for the child; (9) in an item of strenuous negotiation, the foreign parent should make a substantial cash or property deposit or surety bond with the court that is preconditioned upon the timely return of the child. Structure the bond to be forfeited to the left-behind parent, not the court. This reminds the foreign parent that this is serious and gives the left-behind parent resources to pursue litigation in a foreign nation; (10) once the custody order is issued, the custodial parent should send a copy of same to the U.S. passport office and request that no U.S. passport be issued for the child; (11) send a certified copy of the order to the foreign consulate at each U.S. location with request not to issue passport to the child; (12) if it is clear that there is a possibility of international abduction, press for mediation. Mediation should involve consultation with someone who knows about the culture of the other nation.

"It is not uncommon for a parent to spend \$50,000 - 100,000 to try to recover an internationally abducted child."

If an international abduction occurs: (1) Left-behind parent should request an *ex parte* order for sole custody and request a factual finding that the taking of child was wrong taking and retention. (2) Missing person report to local law enforcement; enter child in missing section of NCIC. Issue felony warrant under state law and enter parent in NCIC and cross-reference. (Many parents return to the U.S.) Apply for federal fugitive warrant to involve the FBI. (3) If it is known that parent has taken child overseas, contact county prosecutor to contact Office of Citizen Consular Services, Department of State, to explore extradition. NCMEC has direct liaison with Interpol which will locate only. Office of Citizen Consular Services booklet, *International Abductions*, recently revised and available. Also *Parent Kidnapping: An International Resource Directory*, [Strickland and Caruso, Rainbow Books, 1986]. Hague Convention: Based on two concepts, (1) child to be returned to country of habitual residence and (2) it is wrong to take child from that country or to retain child beyond the period of lawful visitation. Convention does not actually require a custody decree to make application so long as the nation of the child's habitual residence gives right of custody by operation of law or by agreement (i.e., separation agreement or unmarried parents). Also see International Child Abduction Remedies Act.

Prevention and Intervention Programs

MORDY

Co-presenter I: Arthur Gewirtz

Special program through the Philadelphia Crime Prevention Association for delinquent retarded children. Anticipated improved social functioning, improved academic skills, improved job skills.

Status Offender Services Network

Co-presenter II: Jose Montez de Oca and Sparky Harlan

"A successful status offender program must be done in partnership, not a vacuum."

Agencies work closely with law enforcement, courts, schools. In 1987 extended service to 4,000+ children and families. Hook families to as many resources as possible to help them with their identified problems. Priority is reunification as often as possible and without using shelter facilities. Work with truants, out of control kids, work closely with schools. Counselors work with younger students before they develop into full blown status offenders. First goal is to get a counselor to a kid and try to get him back to the family. The child is best treated in the home whenever possible. Pull out the child in extreme cases only. Foster homes and shelter service are in some ways worse than the family. Turn away approximately 100 kids a year. Try to guarantee a response time of 30 minutes. SOS has an 85% success rate. Must beware of changing the system based on the few hard core kids. Policy and decisions cannot be based on the few. Challenge judges to work more closely with community-based organizations. Break down the walls between the agencies, the courts and law enforcement.

Youth Crisis Center/Family Link Program

Co-Presenter III: Tom Patania

"I present a section of the curriculum at the police academy."

(1) Prevention Component: reaching youths and families in the initial stages of problems. Parent

effectiveness training in the community, at lunchtime seminars in businesses, on family dynamics and stresses. Education on alcohol, drugs, teen suicide, family dynamics and runaway behavior. (2) Outreach Component: make services accessible to the entire community. Maintain outreach offices throughout the community, at the beach, for example. (3) Public Awareness Efforts: make services known, but without advertising -- public service announcements, through school, church and civic clubs. 56% of referrals are from police. Need a good relationship with law enforcement and the schools. (4) Project Safe Place: Partnership between the business community and runaway programs. Window display announces that runaways can walk in and get help. 200 children per year are helped through Safe Place locations in north Florida alone. In all school systems in northeastern Florida a 7-minute video on Safe Place and the dangers of the street is shown to 7th and 9th graders. The center provides short-term residential care and a centralized intake component. In 1986-87 in Jacksonville 62 kids were in secure detention. In 1988, with the opening of Family Link, there were none.

Kern and Tulare Counties, California

Co-presenter IV: Larry Price

"If we are ever going to get out of this so-called morass that we've got ourselves involved in with the juvenile justice system, we're going to have to go to the front end of the system."

An operating system of multiple prevention/intervention concepts in Kern and Tulare Counties, California. Philosophy: that unresolved little problems become big problems that propel children into the juvenile justice system and often into a cycle they can't get out of. The philosophy of the juvenile court: If we can keep kids out at the front end, that's where we need to put our resources. Developed a non-traditional system. Probation officers are located in the high schools with an office and no caseload. They recruit and train peer counselors. Has been expanded into feeder junior high and elementary schools. In Kern County, in a ten year period, referrals to the juvenile court have been reduced by 50% while the population has grown threefold. Common denominators: (1) Total community involvement - networking with every type of agency or group you can get involved with prevention. (2) Kids helping kids - the greatest untapped resource - peer suicide counseling, delinquency prevention projects, conduct of mock trials for junior high and elementary age kids. (3) Drug counseling - take high school super athletes and student government leaders into 5th grade classrooms. They make a one hour presentation on how to say no to drugs and alcohol and provide positive role models. (4) Truancy prevention: Assign high school kids to elementary and junior high kids with truancy problems. On the way to school, the high schooler makes sure the kid is up, makes sure he gets on the bus or on the way to school. After school follows up, gets involved in tutoring, and helping the kid and the family. Retirement homes: After school tutoring by senior citizens.

Law Enforcement and Court Programs

The Lost Child Network

Co-presenter I: Craig Hill

"In my opinion, as a law enforcement officer in our state, besides all the arguments you want to give me that we ought to stay the hell out of parental abduction, its against the law and we're coming after you and that's the bottom line."

An association of police officers from Kansas and Missouri dealing with education, awareness and recovery of exploited children. Originally organized a recovery effort for missing children

through photo packets, but over the years found that, for children on posters, it was too late. Restructured in 1985 to education, awareness and recovery. Are now involved in the education of law enforcement, courts, schools, social services, hospitals, corporations. Deal with not only exploitation issues, but the general problems facing children today. Are heavily involved in training police and courts on satanic and ritualistic abuse. Missing children: can film and produce public service announcements for missing children at no cost. Children need to not only know about abduction and molestation, but need to know how to handle it. Parental abduction is the biggest problem and least recognized. Child fingerprinting: the kids love it, but the FBI reports that, to this day, not one child has been recovered through the use of fingerprints.

Child Find Pre-Abduction Mediation Program

Co-presenter II: Carolyn Zogg

"Women who feel threatened by the system go underground."

Child Find has helped locate over 1,900 missing children since its incorporation in 1983. 88-90% were parentally abducted. 10% divided between runaways and stranger abductions. Pre-abduction mediation pilot study was targeted and marketed for parent abductors to show parents that there is another way, that there is help, that they can work things out. All they have to do is pick up the phone and call. During the pilot program had as many calls from would-be abductors as from in-flight abductors. This program is for those parents who felt they had done the wrong thing and didn't know how to get out of it and for those parents who were ready to abduct their children. This is innovative mediation done on the phone. Extremely hard to do even for seasoned mediators. Will only take cases with both parents involved. Both must commit to mediation orally and in writing before mediation can begin. There are problems to be dealt with, i.e., confidentiality issues and fugitive laws. Child Find has developed a profile for the use of judges and others that can help identify potential parent abductors.

Los Angeles County Model Police Agreement

Co-presenter III: Gary Yates

"LAPD has provided ride-alongs in the Hollywood area to a number of politicians in the state, including the governor's office, to demonstrate the problems and what is working."

This is not perfect. It is not "the right way." But it is effective in Los Angeles. Los Angeles Police Department agreement: If wants and warrants check is negative, kids identified as runaway or homeless are taken to a non-secure shelter with the stipulation that, if they are picked up again and are not in the program, they will go through the normal booking process, probation, etc. This is part of a county-wide system of services in a multi-agency multi-service program. When kids arrive at the shelter they have a 72 hour cool-down period in which to decide whether to commit to the program. They are given the choice of independent living (70% of the kids choose independent living initially. 13-14 year olds are not ready for independent living, but are given the chance to try it, then move into something more realistic, 17 year olds are ready), returning home, foster care, or an institutional program. 7 out of 10 kids choose to move off the streets and into a stabilization program. 75% of these exit to some stable situation. They are then followed for six months. At that time 90% are off the streets and have stayed off the streets. Hollywood police department has only rearrested 4 kids over the two year period. 10% of the kids who enter the shelter are referred by the police directly. Crime in the Hollywood area has dropped dramatically in the typically juvenile areas - petty theft, car theft, juvenile prostitution. The police department has saved enough patrol time over the past two years to put two officers on the street for three months.

Shelter Care and Treatment Programs

Larkin Street Youth Center

Co-presenter I: Jed Emerson

"Where are the kids at this conference?"

"'Just Say No' will do for substance abuse what 'Have a Nice Day' did for manic depression."

Homeless kids are homeless for as many reasons as there are homeless kids. We need diverse ways to approach them and to meet their needs. We must involve all actors in the community. Larkin Street succeeds because it has diverse support from the community. In 1986 began a new approach - outreach as treatment.

"I look around the street. I see guys coming to town on business conventions. They don't even take off their badges when they cruise my kids on the street."

Our people have street caseloads. They maintain an ongoing relationship with hard core street kids. Street outreach and intervention, drop in center where kids are in charge of the environment - we engage the kid and put him in control of his own life. Key points on perspective: (1) We have to understand the reality of the street and the reality that kids experience. Their reality is very different from our reality. We forget how kids feel. They can't reflect back. They have only the present tense to live in. (2) We must recognize that fact that most of these kids' experiences with the adult world have been negative experiences. We are all suspect. We stand outside the realm of the kid. (3) Programs need to nurture kids. We need to make long term commitments - we are in reality raising an adolescent. We have to be prepared to support that child from at least 16 to 21 years of age. A lot of the kids simply can't go from the street to getting a job and being little miniature adults. (4) These are not simply kids who have fallen through the cracks. They are kids who have been intentionally frozen out of services. (5) We need to realize that we need to make adolescents a priority in service delivery systems, particularly pre-adolescent and younger adolescent kids.

"It buys into a very simplistic idea of 'Well now, if our county just did this or if we did that, then we'd have it all taken care of.' Kind of a Mickey Rooney approach to social services that says that, 'OK, let's get all the kids together. We'll have a musical and we'll fund a youth program and it'll all be OK, right?'"

Sasha Bruce Youthwork, Inc.

Co-presenter II: Deborah Shore

"We must work on all fronts, but remember that part of what we're seeing now is 15 years of people not paying attention to this population. We have this huge group of kids who are very troubling to all of us because we didn't do the things we should have when we should have done them."

We started out as child savers in the broadest sense. We saw the young child as oppressed and the family as incidental. In fact, when kids do have a family, the family must be involved. We should focus on (1) families and (2) getting to young people at the earliest point possible. Independent Living: This is a terrifically successful program, but not all kids can be served by it. 90% of the kids in this program have conquered homelessness and are on their own, managing their lives. Across the country, many more youth have resolvable family problems than not, particularly if we have a system that tries to reach them at the earliest point possible. 75-80% of the kids at Sasha Bruce are in this group or at least have the capability. They are not so alienated and bruised

that they cannot be reached. Older homeless youth and those who can return home are populations we know a great deal about. This is where we should focus our strengths. We fail miserably with youth who can't go home and are not ready for independent living and the youth who live on the street. We need: (1) to open the neglect system to teens; (2) to decide in this society that we are truly opposed to teen prostitution; (3) to decide that families must be involved with young people. In many ways, the system supports the family's sense of feeling incompetent, powerless; (4) to decide as a society that we are not going to allow kids to grow up on the street. We can contact kids. They will respond. We have nowhere to bring them after they've been contacted; (5) to find protected places for young people to grow up who are acting out and telling us in every way (sometimes at age 10-11-12), that they need some kind of special therapeutic environment.

"Drug abuse across the county is producing an enormous number of young people without *anyone*."

Research conducted at Sasha Bruce with Children's Hospital Child Protection Center to examine the centrality of abuse in running away produced these statistics: the average age of runaways was 16. The average age at the time of the first runaway experience was 14. Of all those runaways surveyed: 79% were abused; 28% were both sexually and physically abused; 7% experienced only sexual abuse; 44% only physical abuse; 21% reported no abuse. The abuse is characterized as frequent, low intensity physical abuse generally.

Volunteer Emergency Foster Care

Co-presenter III: Curtis Porter

"These volunteer foster parents are *totally unpaid*."

Network of volunteer foster families in Virginia who open their homes to children in need. Serves abused, neglected, abandoned, runaway children. The court intervenes in stressed family in which the child may run. The child is diverted into temporary emergency care for a time out period and assistance is given to the child and the families. Train foster families in parenting, listening, and how to deal with chronically abused children. This is short term emergency foster care that can range from overnight to a maximum of 21 days. The training is rigorous and consists of two formal training sessions with ongoing training. Recruitment is at the grassroots level, through community churches and organizations. Money goes into training and backup services. The communities and the families are enthusiastic and have built enduring relationships. With a grant from the Presbyterian Church will move into the mid-Atlantic states in 1989. Will go where the interest and the need are the greatest.

An International Perspective of Street Kids

Father Michael Duval

"Disenfranchised kids are the seeds of revolution, civil unrest, and crime that will spread throughout Latin America. Why should a kid who has been abused and on the street feel a responsibility to his society as an adult, either here, or in Latin America"

In general, families fleeing conflict, war and poverty arrive from the country to major urban centers seeking jobs, safety and a place to live and to work. They find high unemployment, no housing, no social services, no protection. Families disintegrate rapidly. Fathers leave quickly. The mother associates with whatever man comes into her life hoping that this is the one who will stay and help care for her children. When she becomes pregnant, he takes off. Stepfathers feel no obligation to children they have not fathered. They ignore them, beat them, abuse them, and

kick them out. On the street, adults find it easy to exploit children - prostitution, drugs and gang activities usually managed by an adult.

"In Rio de Janeiro, prostitutes say that the tourists are only interested in 12-13 year olds of both sexes. A prostitute is over the hill at 19 or 20."

Tourists in particular arrive in search of young children. Law enforcement is lax or non-existent; kids are cheap and readily available; tourists fear AIDS and feel that the younger the child, the less risk from AIDS. Machoism plays a part in the sex industry. Virginity among males is considered shameful and a boy is not a man until he has his first sex experience. Commonly in Guatemala, a boy is taken to a prostitute by his father on his 15th birthday. Women are used and exploited. Trafficking in children is heavy between Mexico and the U.S. Sometimes children are given up willingly by parents who have been promised that the child will have a better life. Instead, children are bought, sold and traded. Young girls are hired to work as domestic servants and, as part of the job, are expected to be available to the owner his sons and the sons' friends. When the girl gets pregnant she is fired and then can only exist as a prostitute. In Latin America 40% of the population is 15 years old or younger. When coupled with tremendous international debt, when these kids grow up they won't have employment, housing, etc. Helping these countries deal with the problem of street kids, missing children and sexual exploitation is not only the human thing to do, is not only the right thing to do, it is the smart thing to do. An investment now in these countries in terms of technical training, in terms of resources and professional expertise, will go a long way in alleviating some of the problems we're going to be facing in the next 15-20 years.

SELECTED EXCERPTS
from
COMMUNITY TEAM REPORTS

Judge Leonard P. Edwards

Santa Clara County

San Jose, California

Results of Meetings

As a result of the Washington, D.C. Conference, the Santa Clara County task force identified several goals. At subsequent meetings we have attempted to reach these goals.

First, we agreed that our county, with its 1.5 million, needed additional crisis beds for runaway and homeless children. We have existing beds at the Bill Wilson Center, but a previous report (a copy of which was distributed at the conference) pointed out that many children were turned away from that facility because of lack of bed space. Our strategy was to approach the City of San Jose, the largest city in Santa Clara County, and ask for support of our plan for expanding the Bill Wilson Center in short and long term bed space. Within the city of San Jose, Assistant Police Chief Tom Frazier and Councilwoman Blanca Alvarado, have taken the lead in reaching these goals. It is not certain when the San Jose City Council will affirm these proposals.

Second, we agreed we needed to examine the intake system both at our Children's Shelter and at our Juvenile Hall. We are aware that many runaway and homeless children are given the label of delinquent or dependent just so they can be a part of a funded system of children's services. We concluded that a runaway or homeless child belonged to neither the delinquency nor dependency system and it was necessary to take steps at the intake levels to insure that these children received appropriate services.

Our first step was to have the San Jose Police Department take the lead in collecting the information from all of the law enforcement jurisdictions in Santa Clara County (13 in all). The information sought included their intake practices when they took a runaway or homeless child into custody. Did they simply turn the child over to a probation or social services person, depending on the type of case they thought it was or did they have other community base referrals they turned to?

Our second step has been to collect the data. We have learned that there are very few options open to a police officer when he takes a child into custody. If home is not an option, there is an almost automatic reaction to take the child to Juvenile Hall or the Children's Shelter.

Our third step will be to approach every city within the county and ask them to enhance the options available to their officers when a child is detained. Specific suggestions will include having a social worker working with the department to assist in welfare cases and a probation officer to assist in delinquency cases. We also want to ensure that each officer understands the homeless/runaway placement options.

The next step will be to support and encourage these departments to develop services and options which will permit resolutions short of turning the children over to Juvenile Hall or the Children's Shelter. In this respect we have contacted the Parks and Recreation Departments in several cities and believe they will be an important part of any diversionary scheme. We also intend to encourage communities to take a more active posture towards the development of resources for their homeless and runaway children.

We have also begun to examine services which might be provided to families before a child has run away. We are looking at a model developed in Alameda County which provides immediate intervention for families in which a runaway episode is imminent.

In addition, we have been working with the private sector in an effort to enlist their ideas and support for the development of these services and resources. We expect that the start up of the Santa Clara County Alliance for Youth will provide the vehicle for significant private sector involvement in providing these services.

As you can see, we have both short and long term goals. We have sufficient organization, talent and will to accomplish many, if not all of these goals. We look forward to meeting and consulting with other teams around the United States to further our goals for these children.

Judge William E. Gladstone

Dade County
Miami, Florida

Letter from Judge Gladstone to Dewey Knight, Deputy County Manager, Merro-Dade County and John Farie, District Administrator, Florida Dept. of Health and Rehabilitative Services, Miami, dated November 21, 1988.

Re: Homeless, Status Offender, and Dependent Children Project

Dear Dewey and John:

Thank you both so very much for approving the proposed Dade County/State of Florida conference and ongoing project on homeless, status offender, and dependent children. Our group of public and private professionals has met three times in Miami; and, as you know, we sent a team to a national conference in Washington, D.C. under the auspices of the National Council of Juvenile and Family Court Judges and OJJDP. The sharing of information and enthusiasm generated by these meetings have encouraged us to "keep the ball rolling" with the planning conference you have approved and with a county-state-private sector coordinated effort ongoing thereafter.

I am particularly gratified that county and state government will take a *joint* lead in this project.

With the current national interest in homeless children, with the numerous projects in place or now getting underway in Dade County on behalf of children who have no home or who are missing, abused, exploited, runaway, neglected, or simply "stuck" in some unnurturing environment, and with your own help and encouragement, I know that we can provide homes and a more nurturing home life for many of our kids in need.

May I ask that you name your "lieutenants" in the project and have them contact each other right away, so that the conference may be called in the early weeks of 1989?

I have enclosed a list of the professionals who have been attending our meetings in Miami and have placed an asterisk in front of the names of those who made up the Miami team in Washington.

Thanks to county funding obtained by Judge Wetherington, we are inaugurating a new fast tracking system in our court to deal at the "front end" more effectively with children who are removed or at risk of being removed from their homes. We are also cooperating with a United Way project to put together citizens' panels to review the cases of children in foster care. These initiatives will, I am confident, complement your project.

Again, thank you.

Sincerely,

Wm. E. Gladstone
Associate Administrative Judge
Family Juvenile Division

Re: America's Missing, Runaway and Exploited Children--
Dade County Follow-up to Fall 1988 Washington, D.C. Conference

Dear Joey and Arne:

You received a copy of my November 21, 1988, letter to our Deputy County Manager and our District Administrator of the State Department of Health and Rehabilitative Services (attached). Since that time our core group has met again, and a joint county-state project has begun to crystallize. Jim Mooney, who heads the County Department of Youth and Family Development, has named Larry Mendoza as his lieutenant to carry the project forward; and the County Department of Human Resources and other county agencies will participate. John Farie, State HRS District Administrator, has appointed Frank Manning to head the state part of the partnership.

I understand that representatives of the state and the county have been meeting to plan both a conference and an ongoing state-county office (or at least an institutionalized and permanent project) for the benefit of children who, by any standard, have no adequate home or home life.

Our Miami task force and the team that attended the Washington conference long ago decided to expand the group of children about whom we were concerned to include not only homeless or missing, runaway, and exploited children, but other children who are effectively homeless. These would include, for example, runaway children who are now labeled "delinquent" because they stole something or sold their bodies to survive, children stuck in the tragedy of foster care "drift" for years without being returned home or adopted, and children who may live under a roof, even with their parents, but whose home life is so barren that they are not adequately nurtured.

I believe the Miami project is novel in that it will be the sole responsibility of the two principal governmental agencies which deal with kids -- the county and the state executive branches. Frankly, I have felt that this partnership is long overdue; and if I have done nothing more than set up closer lines of communication between state and county, I shall feel as if I have brought about a merger of Macy's and Gimble's! The county-state project can become as formal as an actual office manned by persons from the two governmental agencies or as informal as an ongoing project leading to better communications, planning and information-sharing for the benefit of our kids. Incidentally, I have the notion that the project should reserve the telephone number "OUR KIDS", thus further personalizing and localizing the project. It is particularly important for the State Department of HRS to demonstrate, through its district office here in Miami, that it is a part of a local community and not merely a huge and impersonal state bureaucracy centered hundreds of miles north of here in Tallahassee.

I believe our project is further unique in the very fact that it will be operated only by the two governmental agencies. It has been my experience that when the executive branch sponsors projects along with other branches of government or private sector agencies, e.g. White House conferences, much information is gathered, reported, and placed on dusty shelves. The plan here is that the two executive branch agencies will activate the project, accept sole responsibility to carry it forward, and look to the rest of us in other branches of government and the private sector to advise them and assist them but not to run the project for them.

Our plans are ambitious, and I am encouraged by the interest and spirit of cooperation shown by all who are involved. If the state and county need help in carrying out this plan, it occurs to me that there may be federal funding remaining available through the Missing, Runaway and Exploited Children project or elsewhere within the federal government. I am suggesting to the state and county, by copy of this letter to them, that they might want to contact Arne Schoeller [(702)784-6686] at the National Council of Juvenile and Family Court Judges' office for his suggestions in this regard.

Sincerely,

Wm. E. Gladstone

Judge Stephen B. Herrell

Multnomah County

Portland, Oregon

On October 20, 1988, a meeting was held in Room 504, Multnomah County Courthouse in preparation for the October 30 conference in Washington, D.C.

There was general agreement that the courts, the legal system and the social welfare system have largely failed runaway, missing, and homeless youth. There was not general agreement as to whether, and to what extent, the juvenile justice system has an important role to play. Several issues were identified as problem areas. The two greatest problems with the present system or network dealing with these youth are (1) a serious lack of financial resources, and (2) no real decision maker when it comes to state policy and allocation of resources in a "patchwork" system.

On the other hand, the Portland Metropolitan area appears to be well ahead of most communities in its ability to coordinate among public and private agencies. This is done largely through the Tri-County Youth Consortium, a voluntary association of providers working in cooperation with the state Children's Services Division and the county juvenile division. Although the consortium has no "clout" with its constituent members, it has proven to be quite effective in addressing functions and priorities as well as minimizing competition for funding among the various agencies.

In addition to the two issues discussed above, there were several areas of general consensus among those present. They are:

1. Not all children can or should go home, and in fact great harm is often done in returning certain runaway youth to an abusive or dysfunctional family.

2. Independent living and group home programs can be effective, but foster care generally is not.

3. Runaway and street youth will usually stay in programs that offer them what they want and need.

4. The three greatest program needs are alcohol and drug treatment, employment training, and more independent living programs.

5. Resources are far too limited and the dollars available are very "soft".

6. There are significant differences in the problems and needs among communities in Oregon, especially as between rural and urban communities.

7. There is need for a state agency to act in a role of setting policy and service standards for state and local government.

8. Service delivery should be principally a local matter based upon individual differences, needs and resources.

The suggestion was made that each youth should have "ombudsman" or advocate in dealing with the system and in protecting the child's basic rights.

There was extensive discussion concerning the role of the courts and the legal system, including: (a) whether status offenses should continue to be a basis for juvenile court jurisdiction, (b) whether the court should focus its energies toward directing

the service delivery system rather than on the child's behavior, and (c) the role of secure custody. In these areas there was not a consensus among those present.

Some believed that the court's jurisdiction over status offenders should continue even if the court seems relatively powerless much of the time. This is because the ability of law enforcement and court personnel to briefly detain certain youth is sometimes necessary for the child's safety. Others believe that court jurisdiction does more harm than good, and in fact invites abuse or misuse. A third view is that the court can play an important role in assuring that needed services are provided. All agreed that using a minor or contrived criminal charge in order to bootstrap jurisdiction sends some bad messages to the public and to the child.

There also was not agreement as to the role, if any, of secure custody where a runaway or missing youth has not committed a criminal offense. Some believe that there should be no detention at all in these circumstances. Others believe there is a place for secure custody in extreme cases where the objective is safety for the child. In some cases "staff secure" group facilities should be available and utilized in preference to training schools or detention centers.

It was agreed that the group would get together after the conference in Washington to share information and to discuss whether there are actions that could be taken to improve the system in the Portland community.

Judge Bruce W. Mencher

Washington, D.C.

D.C. Task Force on Runaway And Homeless Youth

The D.C. group met following the conference and reports the following progress:

1. Closer working relationship with team members;
2. Letter of Request to executive branch of government to get involved and receipt of positive response;
3. Decision to enlist Bar groups and law firms to assist project on a *pro bono* basis.

... We believe there is a greater awareness of the problem as a result of the Conference and our subsequent effort to enlist the executive branch of the government at the highest level, by our circulation of the most recent studies of the problems in our community that we are aware of (see attached: most recent report), and by our involvement of other community groups on the team.

In March 1985, the D.C. Alliance for Runaway and Homeless Youth convened a meeting of more than 60 public and private agency representatives concerned with the special problems faced by runaway and homeless youth and the gaps in services to them. After considering a background report prepared for the meeting, this group formed the D.C. Task Force on Runaway and Homeless Youth to research the issues and recommend appropriate action. Four Task Force committees, Policy, Services, Prevention and Community Education, and Data Collection, have met regularly for the past seven months to develop this report.

In this report, the Task Force reviews and refines the issues raised in the Background Report, and offers specific recommendations for a comprehensive and coordinated system of services for these youth and their families.

1. Recommendation: For an expanded service system based on the following premise: Of the total potential population, service providers agree that a minimum of 2,000 youths and their families each year would use services if appropriate services were available.

2. Recommendation: That the service mandate in the neglect statute be broadened to include runaway and homeless youth. However, services should be offered only on a voluntary basis, without recourse to court processes.

3. Recommendation: That unemancipated minors found in the District, who cannot be returned to their parent(s) or custodian, be entitled to services without regard to the residence of the parent or custodian.

4. Recommendation: That the law be amended to clarify the authority of CFSD to make services available to "at-risk" families.

5. Recommendation: That the agency mandate be amended to clarify the authority of CFSD to offer preventive services on a voluntary basis to at-risk families, without necessarily creating an entitlement to such services.

6. Recommendation: Adequate funding be appropriated to help populations now being served by DHS as well as the runaway and homeless youth and their families.

7. Recommendation: That legislation be enacted to enable these youth to be legally emancipated if they so wish.

8. Recommendation: That a statute addressing confidentiality issues be enacted.

9. Recommendation: That MPD be authorized to refer these families in crisis to appropriate services.

10. Recommendation: That services to runaway and homeless youth and their families be offered on a voluntary basis.

11. Recommendation: The creation of an office for Runaway and Homeless Youth within the Commission on Social Services to coordinate public and private sector efforts. The office should have the following major functions:

- To develop and implement a comprehensive service delivery system;
- Create and maintain a data collection system, either directly or through an RFP;
- Conduct comprehensive program evaluation;
- Propose policy and develop budgets to improve service delivery; and
- Create and staff an advisory committee on runaway and homeless youth.

12. Recommendation: That the office for Runaway and Homeless Youth be established within the Commission on Social Services so that it will receive the support, resources and access necessary to enable this new effort to proceed in a timely fashion.

13. Recommendation: That the services be contracted out through competitive Request for Proposal Procedures (RFP) to ensure the efficient use of funds.

14. Recommendation: That DHS contract out to a consortium of agencies who would be responsible for providing Screening, Assessment, and Core Counseling Services.

15. Recommendation: Proposal for a new system to coordinate existing services and develop additional services to meet the needs of youth and their families.

16. Recommendation: That the Screening Unit be placed within an existing runaway shelter facility.

17. Recommendation: That diagnostic Assessment Services be developed to alleviate the serious shortcomings in existing services.

18. Recommendation: The creation of a Core Services Unit.

19. Recommendation: That the following services be expanded or created to meet the needs of runaway and homeless youth and their families:

- Group, family, and individual counseling with a family focus;
- Parent support groups;
- Outreach;
- Medical services (including birth control counseling);
- Psychiatric services;
- Drug and alcohol rehabilitation;
- Tutoring;
- Special education;
- Vocational counseling/training;
- Life skills training and transitional living;
- Housing and financial assistance, either for the youth or the family;
- Transportation; and
- Recreation programs and peer group intervention.

20. Recommendation: That this effort begin as a demonstration.

21. Recommendation: That the total budget for the demonstration effort be \$550,000 with \$450,000 for contracting purposes.

22. Recommendation: That \$300,000 be made available for one or two independent living demonstration projects, each serving 10 to 15 youth. This suggested figure is not included in the proposed budget.

23. Recommendation: That the awards be made through the RFP process.

24. Recommendation: That MPD refer the youth to the Screening Unit to determine if a placement, other than the Receiving Home, such as host homes, runaway shelters, third party placements, or, if necessary, emergency medical/psychiatric services, would be appropriate pending the court hearing. The Receiving Home should be a placement option only for those runaways who exhibit delinquent or seriously self-destructive behavior.

25. Recommendation: That the youth be referred to the service system proposed for local runaway and homeless youth.

26. Recommendation: That uniform definitions for each target population be promulgated once the proposed Runaway and Homeless Youth Service System is operating.

27. Recommendation: The following goals for the proposed data collection system:

- Determine the number of District youth who run away or become homeless each year; and
- Develop a profile of these youth and their families to identify risk factors and facilitate program planning.

28. Recommendation: A data collection system using identifying information, such as the client's name, date of birth, sex and race to avoid duplication of data.

29. Recommendation: That the data collection forms be forwarded to data collection unit on a weekly basis.

30. Recommendation: That DHS conduct on-going program evaluation efforts either directly or through a contract that will, at minimum, analyze:

- The numbers of youth...
- The needs identified...
- The services delivered...
- The effectiveness...

31. Recommendation: That reports be disseminated at least every six months.

32. Recommendation: A city-wide community education campaign to reach as many parents and youth as possible through vehicles such as the schools, MPD, neighborhood newsletters, community-based agencies, DHS, and, if possible, PEPCO or other public utilities.

33. Recommendation: That this Prevention effort begin in Wards 7 and 8, which have the highest concentration of youth and families.

34. Recommendation: That the community education material be widely disseminated through a variety of channels to reach both the general public and special populations of youth and families.

35. Recommendation: A professional education program for school personnel and youth workers.

Judge David B. Mitchell

Baltimore, Maryland

Dear Joey:

Universally the members of the Baltimore team are enthusiastic as a result of the just concluded conference. The only comments I have heard were that it was the best they'd ever attended. They also were impressed with the extreme organization and efficiency of the operation.

At the Metro meeting, Judge Herrell indicated that you would like to have materials from the various teams that would give a background on how the teams were assembled and then made a decision to participate in the program. In an effort to comply, I quickly assembled some materials and am enclosing them for your information.

The first item is a copy of the letter of July 11, 1988 that was used as a form to invite the participation of a broad list of public and private individuals. Then we had an initial meeting which I followed up by memorandum dated September 6, 1988, attaching a list of participants. The next meeting of the team was on October 4 and I enclose both the agenda of that meeting and two memoranda generated subsequent to the meeting highlighting the conference and reminding everyone to register to participate. Finally, one of the attendees was Mrs. Peggy Jackson Jobe of the Maryland State Department of Education. She provided us with two documents that her agency had just created to assist the subdivisions of the state in planning for the education of homeless children. She has given her permission for these materials to be provided to you and disseminated as you see fit.

I want to personally thank you for all that was done to make this conference a success.

Very truly yours,

David B. Mitchell,

Judge

Memorandum

TO: Participants, The Baltimore Team of the Conference of America's Homeless, Missing and Exploited Children; A Juvenile Justice Dilemma

FROM: Judge David B. Mitchell

DATE: Tuesday, September 6, 1988

The plans for the Conference on America's Homeless, Missing and Exploited Children are proceeding well and the advanced registration from individuals as well as teams is encouraging. Cities across the country are actively engaged in building their teams to attend the Washington, D. C. conference. Some efforts in some cities are also being made to obtain funding to permit their attendance. This is particularly so for those communities from the west coast of the country such as San Jose and Los Angeles, California.

Our team has been steadily expanding since our August 5 meeting. In addition to those who attended that meeting, City Council President Mary Pat Clarke, Dr. Pamela Fisher of the Department of Psychiatry of Johns Hopkins University, Diane Gordy, Deputy Director of the Mayor's Coordinating Council on Criminal Justice, and Jonathan Klein, General Manager of WJZ-TV and Pat Onley, Director of Community Affairs of WZJ-TV have expressed a desire to attend and participate. As with you, we welcome their involvement and support. A complete list of all participants from Baltimore is attached to this memorandum.

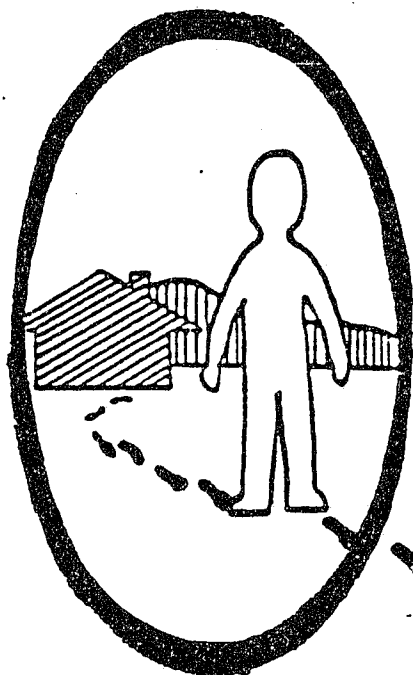
You are encouraged to make arrangements to register for the conference as quickly as possible. Many of you, like me, will not be staying overnight in Washington, but rather commuting on a daily basis. In an effort to reduce some of our individual expenses, perhaps someone can arrange for mass transportation for the group to the site of the conference. Something like a city bus would be helpful. That may be something that can be discussed at our next meeting.

Our effort at the conference will be focused on determining the scope of the problem in our community. We will hope to learn from the experience of other metropolitan areas and then be in a position to bring the serious nature of the problem to the attention of our leaders in Washington. Our eventual goal is not just to attend the conference but to bring the information back to Baltimore and attempt to attack our problems with the help of the resources we have developed at the conference. Staff of the National Council have worked with the Covenant House and the National Center for Missing and Exploited Children to prepare the program of the national conference. A faculty has been assembled. If there is a particular program that you want to present or if you believe you have information that should be presented to all of the participants, let me know immediately so that, if possible, I can arrange for you to join the program as a presenter.

I suggest we meet again to finalize participation and plans as a group Tuesday, October 4, 1988 at 12:30 p.m. The meeting would be in Room 509 of the Clarence M. Mitchell, Jr. Courthouse, the same room where we met before. If that date is inconvenient, please notify my secretary, Ms. Green, as soon as possible.

If anyone has any suggestions regarding the matter or information that they would want circulated to the others prior to the meeting of October 4, please get back to me so that we can take care of that.

*A Tracking System for
Homeless Children in
Maryland*



Maryland State Department of Education
Pupil Services Branch
1988-1989

Purpose

“Without an education, our homeless children are virtually under a sentence of life despair”

Homelessness among families in our state has reached overwhelming proportions. According to a recent survey conducted by the Department of Human Resources, Homeless Services Program, homeless children and youth between the ages of 0-17 represent about 14% of the homeless population in Maryland. Approximately 5,500 of Maryland's children are homeless. Although the survey has its limitations, it provides a snapshot of the homeless problems and indicates that families with children are a fast growing segment of the homeless population.

Realizing that without an education our homeless children are virtually under a sentence of lifetime despair, the Maryland State Department of Education, local Departments of Social Services, and Shelter Providers have collaboratively developed a Tracking System for Homeless Children and Youth. The tracking system will provide unduplicated counts on the number and location of homeless children and the number of homeless children attending and not attending school. Information gathered from the system will also provide opportunities for identifying barriers that are denying homeless children access to a public education and support the need for revisions of laws and policies and the implementation of special initiatives that will help to assure that homeless children and youth have access to a free, appropriate public education.

Tracking System for Homeless Children in Maryland Implementation Procedures

Implementation Date

All participants in the tracking system will begin October 1, 1988 and maintain necessary data for the duration of the project.

Criteria for Inclusion

All homeless children and youth between the ages of 0-18 years who enter a shelter, register in a school, or receive emergency motel/hotel placement will be included in the tracking system.

A Homeless individual is one who:

- (1) Lacks a fixed, regular and adequate residence or
- (2) Has a primary night time residence that is:

a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);

an institution that provides a temporary residence for individuals intended to be institutionalized (prison inmates not included); or

a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings (e.g., abandoned cars and buildings, parks, the streets).

INTERIM GUIDELINES FOR THE REGISTRATION, TRANSFER, AND WITHDRAWAL OF HOMELESS CHILDREN AND YOUTH IN MARYLAND

Registration

Barrier: Residency Requirements

1. A parent or guardian and student with a questionable place of residence may present themselves to register at a public school. School personnel should make a determination of the student's homelessness based upon the definition given. If the student is identified as homeless, register the student and determine free lunch and transportation needs.
2. The homeless student has several options for registration:
 - maintain status of a registered student in the school/school district attended before the homeless situation developed; *or*
 - register in the school/school district where he/she is presently living. Before making a decision, administrative personnel should consult with the parent or guardian and/or student and carefully consider what is in the best interest of the student (e.g., transportation, special programs, family's plans).

Barrier: Custody/Guardianship Requirements

1. A homeless student may arrive at the school without a parent or legal guardian and want to register. If so, register the student and make every effort to contact the parent or guardian to complete the registration process. Maintain documentation of all written/verbal communication and home visits to contact the parent or guardian.
2. In exceptional situations where no parent or legal guardian can be located, contact the local Social Service Agency to report the homeless child as a child in need of assistance, and in the interim, appoint an adult (relative, friend, or volunteer) who will act in the place of the parent to make educational decisions, i.e. medical attention, special program placement, or disciplinary action. Each local education agency should establish procedures to carry out this process. As part of the process, the local education agency may wish to develop a "Notarized Authorization Form" for this purpose.

Barrier: School and Health Record Requirements

1. A homeless student without a birth certificate and/or immunization records may want to register. If so, the school administrative personnel should register the student and contact the former school by telephone to request the student's records and discuss immunization information and tentative placement. An instructional diagnostic test may also be administered to determine the student's skill needs and appropriate placement. If it is determined that no records are available or exist, the local school should create a cumulative record folder in accordance with the Maryland Student Records System guidelines.
2. The school administrative personnel should contact the local health department to obtain information about the immunization status of a homeless student. If there are no records of the homeless student's immunization status, an appointment for the student needs to be made with the local health department and follow-up provided to ensure that the student has been immunized or blood titers drawn.

Transfer

Barrier: Maintenance/Transference of Accurate Records

Homeless students very often leave school without officially transferring and obtaining an SRS7 transfer form. If this happens, follow the policy established by your school system.

Receiving School: If a homeless student is transferring without the SRS7 transfer form, register the student and call the former school for transfer information.

Sending School: Give requested information over the telephone and forward records for the homeless student in a timely manner.

Withdrawal

1. Homeless students may leave school prior to graduation and without officially transferring. If this happens, school systems should follow established procedures for student withdrawal.
2. A homeless student may return to his/her former school or transfer to a new school within the same academic year. If this happens, make every effort to remove the student from withdrawal status and place on re-entry or transfer status. School administrative personnel should contact the previous school by telephone to request the student's records and discuss educational placement. Student records should be forwarded in a timely manner.

Recordkeeping

1. At the time of registration, school administrative personnel should obtain the following information for every homeless student registered: age, sex, race, school level, and housing arrangement (shelter, motel/hotel, relatives, etc.).
2. Specific information on homeless students will be requested three times a year by the Maryland State Department of Education.

Maintaining tracking forms

A tracking form should be completed for all homeless children and youth (0-18 yrs.). Every effort should be made to accurately complete all information requested.

Submitting completed tracking forms in a timely manner

Every month, information gathered from the tracking forms will be completed and entered on a computer at the Maryland State Department of Education. It is imperative that forms are submitted with a cover memo to identify your agency, organization and county/city.

Reporting Periods

Local Educational Agencies: Forms are due three times a year.

1/July-Nov
(due 11/30)

2/Dec-Mar
(due 3/31)

3/Apr-June
(due 6/30)

Shelter Providers:

Forms are due at the end of each month.

Local Departments of Social Services:

Forms are due at the end of each month.

Disseminating tracking system results to staff

Twice a year the Maryland State Department of Education will interpret data gathered from the tracking forms and prepare an update on the effectiveness of the system for all participating agencies and organizations. This information should be shared with local staff.

Judge Kathryn Doi Todd

Los Angeles County
Los Angeles, California

**Report and Recommendations of Los Angeles County
Task Force on Runaway And Homeless Youth**

EXECUTIVE SUMMARY

In August 1988 the Presiding Judge of the Los Angeles County Superior Court Juvenile Division convened a task force of public and private agencies with the specific purpose of examining the issues surrounding homeless youth. The participants included the Directors of the Los Angeles County Departments of Children Services, Probation, Mental Health, Health, Inter-agency Council of Child Abuse and Neglect, as well as representatives from the Los Angeles Police Department and the Los Angeles County Sheriff's Department. From the private sector the task force included the Chair of the Los Angeles County Commission for Children's Services, the Director of The High Risk Youth program at Children's Hospital and the Director of the Children's Rights Project at Public Counsel. Members of this task force met a number of times to prepare for an extensive national conference sponsored by the National Council of Juvenile and Family Court Judges dealing with homeless and runaway youth which all members attended. The task force collected and carefully examined materials on the problems faced by homeless youth. This report is the result of the work undertaken by the task force over the past six months.

Each year, thousands of youth leave home, many running away from dysfunctional and abusive families, others being thrown out of homes where they were unwanted. A 1983 U.S. Department of Health and Human Services report conservatively estimates between 730,000 and 1.3 million youth who run away each year in the United States. The DHSS report estimated that 73% of these runaway homeless youths stay in the area, 11% come from other counties, and 16% from out of state. A total of 36% run from physical or sexual abuse and 44% leave home because of other severe crises. All of these youth, while away from home and without resources, are highly vulnerable, easily victimized, and at risk of a myriad of problems. A coordinated policy including both public and private sectors and access to an array of programs which will meet a variety of needs is required to deal effectively with these youth.

California has become a popular haven for homeless street youth. A 1985 study by UCLA School of Social Welfare suggests that the annual number of homeless youths in California ranged from 12,700 to 128,000. Moreover, the community experts surveyed agree that over recent years the runaway population in Los Angeles County has become younger, more ethnically varied and more emotionally disturbed.

The High Risk Youth Program of Children's Hospital has been assessing the homeless youth seen by their medical clinic. Their experience was that 85% were diagnosed as depressed, 9% actively suicidal, and 20% had previously attempted suicide. A total of 18% were suffering from other severe mental health problems. Additionally the homeless youth had a significantly higher degree of serious medical problems as well as a higher rate of high risk behaviors.

The Children's Hospital survey also revealed some surprising results about the service system in Los Angeles:

- Youths as young as nine required shelter.
- At least 47% of the young people sheltered had a history of abuse or neglect.
- Only 19% of the youth seen by shelter agencies were good candidates for immediate family reunification.
- 35% of those sheltered were homeless with no home to which they might return.
- 76% of the youth came from outside of Los Angeles County and had no living arrangements other than the streets.
- The shelters convinced 70% of the youths they saw to get off the street and drop-in centers succeeded with 40%. Even more encouraging, 94% of the youths who left a shelter to a stable alternative remained off the streets six months later.

This study revealed that of 6,396 homeless youths who sought shelter between October 1, 1986 to September 30, 1987, only 2,902 were sheltered during this twelve month period, while 3,494 were turned away because beds were not available. Data collected during the succeeding twelve months, between October 1, 1987 and September 30, 1988, indicated a slight decrease in the numbers of youths seen in shelters and drop-in centers.

In a county as large as Los Angeles, an effective system of care for runaway and homeless youth requires collaboration and coordination amongst the agencies serving this population. The High Risk Youth Program of Children's Hospital established a Coordinating Council for public and private agencies servicing homeless youth.

The Council meets quarterly to share information, identify gaps and overlaps in services and provide invaluable information for the development, design, function and direction of the programs throughout the County.

The system in Los Angeles has had a number of successes in the coordination between public and private agencies servicing homeless youth. The Hollywood Division of the Los Angeles Police Department transports youth picked up by the police to a local non-profit shelter saving hundreds of police officer hours and keeping the vast majority of the referred youth away from trouble with law enforcement.

Likewise the Runaway Adolescent Pilot Project established by the Los Angeles County Department of Children's Services opens services available through DCS to runaway youths with a history of abuse and neglect. Finally the provision of free medical care through two weekly outpatient youth clinics by the High Risk Youth Program at Children's Hospital provided medical care to a total of 1,059 youth during fiscal year 1987-1988.

The Task Force identified the following major problems with the system of care for homeless youth in Los Angeles: 1) an extremely high rate of staff turnover among the non-profit agencies due to a low salary base; 2) an acute lack of drug detoxification and in-patient drug abuse treatment facilities; 3) a serious lack of acute mental health beds and after care programs; 4) a lack of access to appropriate education for runaway youths; 5) a lack of job development programs, independent living programs and sufficient medical services for homeless youth; and 6) an extremely uneven distribution of services available in Los Angeles County.

The Task Force makes the following recommendations for federal implementation:

RECOMMENDATIONS

1. No formal policy on youth currently exists at any level of government. The Task Force recommends that the President convene a White House Conference on Youth in order to develop a federal policy on youth, so that a coordinated programmatic and funding approach to youth issues can be adopted.

2. Legislation to provide funding for services to homeless people is being enacted at federal, state and local levels. The Task Force recommends that every spending plan for these funds and programmatic efforts concerning homelessness specifically include services for homeless youth. Such legislation should be coordinated to meet articulated goals to stabilize the lives of these youth by:

- a. providing them with options for safe living environment;
- b. renewing family ties when possible; and,
- c. providing opportunities for youth to make the decision to avoid street life and criminal activities.

To meet these goals, services should include:

- a. outreach and on-site counseling,
- b. a twenty-four hour hotline,
- c. assessment and referral services,
- d. shelter services,
- e. individual, group and family reunification counseling,
- f. independent living skills programs,
- g. employment training and placement programs,
- h. educational testing and support programs,
- i. assistance with medical and legal problems,
- j. drug detox and in-patient drug abuse programs, and
- k. in-patient mental health beds for runaway and homeless youth.

3. The Task Force recommends that the current \$26.9 million funding level of the National Runaway and Homeless Youth Act (NRHYA) should be increased so that shelter grants in the states can be sufficient to allow runaway center program directors to bring their staff salaries into line with local market rates.

4. The Task Force recommends that a substantial portion of the 1989 \$5 million allocation within the federal Runaway and Homeless Youth Act, which authorizes grants to house homeless youth up to age 21 as a transition into independent living, be targeted for Los Angeles County because it serves large numbers of runaway youth from every state in the nation. While the 1983 DHHS study estimated 73% of the youth originate in the area in which they receive services, in Los Angeles County, 76% are from outside Los Angeles. A local matching requirement should be included with provision for program continuation with federal funding as long as goals are met and the need persists.

5. The Task Force recommends that federal funds which currently provide emancipation/independent living services to youth in the child welfare system (Moynihan Bill) should be expanded

to include homeless youth, many of whom are "system failures" who have "aged out" to the streets.

6. The Task Force recommends that the federal government fund a study to track minors who come in contact with some part of the system for at least six months or a year in order to assess the success or failure of services to this population.

7. The Task Force recommends that the federal government initiate a 5-year pilot project in three large metropolitan centers which have large numbers of out of jurisdiction chronic street youth. The project should promote public/private cooperation, with the public systems, such as the police, sheriff and/or departments of child welfare and probation, providing intake assessments and evaluations and the private agencies providing the case management and shelter services. Incentives should be developed to encourage private sector participation such as low interest loans to build shelters, funds for case management, counseling staff, etc.

CONFERENCE PROGRAM SCHEDULE

**NATIONAL COUNCIL OF JUVENILE
AND FAMILY COURT JUDGES**

Presents

**AMERICA'S MISSING, RUNAWAY &
EXPLOITED CHILDREN:
A JUVENILE JUSTICE DILEMMA**

OCTOBER 30 - NOVEMBER 2, 1988

WASHINGTON, D.C.

SUNDAY, OCTOBER 30, 1988

1:00 - 5:00 p.m.	REGISTRATION	Main Lobby
4:00 - 5:00 p.m.	PRESIDING OFFICER & FACILITATORS MEETING	Valley Forge
6:00 - 7:00 p.m.	WELCOME RECEPTION	Ticonderoga

MONDAY, OCTOBER 31, 1988

9:00 - 10:15 a.m.	GENERAL SESSION	Regency A
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WELCOME AND CONFERENCE MISSION

Louis W. McHardy
Dean/Executive Director
National Council of Juvenile
and Family Court Judges
Reno, Nevada

Judge Romae Turner Powell
President, National Council of
Juvenile and Family Court Judges
Atlanta, Georgia

Monday a.m. (cont'd)

Verne L. Speirs
Administrator
Office of Juvenile Justice and
Delinquency Prevention
Department of Justice
Washington, D.C.

CONFERENCE KEYNOTE:
Children in Dire Jeopardy

Judge Stephen B. Herrell
Conference Chairman
Oregon Circuit Court
Multnomah County Juvenile Court
Portland, Oregon

CONFERENCE WHITE PAPER PRESENTATION

Judge Leonard Edwards
Superior Court of California
Santa Clara County
San Jose, California

10:15 - 10:30 p.m.

BREAK

Regency Foyer

10:30 - 12:00 Noon

THE ISSUES
A Profile of Missing & Runaway Youth

Capitol

Presiding Officer:
Judge John E. Brown
District Court Judge
Albuquerque, New Mexico

Faculty:
Andrea Sedlak, Ph.D.
Senior Study Director, Westat
Rockville, Maryland

Gary Yates, MA, MFCC
Director of Adolescent Medicine
Children's Hospital
Los Angeles, California

Monday a.m. (cont'd)

Monday a.m. (cont'd)
Conference Theatre

Parental/Non-Parental Abduction

Presiding Officer:
Judge Roy Wonder
Superior Court of California
City and County of San Francisco
San Francisco, California

Faculty:
Judith Drazen Schretter
Deputy Counsel
National Center for Missing and
Exploited Children
Washington, D.C.

Kids on the Street:
Danger & Exploitation

Ticonderoga

Presiding Officer:
Judge John McGroarty
8th Judicial District
Nevada District Court
Las Vegas, Nevada

Faculty:
Anne Donohue
Director, Outreach Program
Covenant House
New York, New York

Trudee Able Peterson
Project Director
Streetwork Project
New York, New York

12:00 - 1:30 p.m.

LUNCHEON SPEECH

Regency A

Presiding Officer:
Judge W. Donald Reader
President Elect, NCJFCJ
Ohio Court of Common Pleas
Canton, Ohio

Host Judge:
Judge Bruce Mencher
Superior Court of the District
of Columbia
Washington, D.C.

Speaker:
The Reverend Lewis Anthony
Pastor, Varick Memorial AME Zion Church
Washington, D.C.

1:30 - 3:00

Monday p.m. (cont'd)

THE ISSUES

A Profile of Missing & Runaway Youth

Capitol

Presiding Officer:
Judge Gordon Martin
District Court, Roxbury Division
Roxbury, Massachusetts

Faculty:
Andrea Sediak, Ph.D.
Senior Study Director, Westat
Rockville, Maryland

Gary Yates, MA, MFCC
Director of Adolescent Medicine
Children's Hospital
Los Angeles, California

Parental/Non-Parental Abduction

Conference Theatre

Presiding Officer:
Judge Ernestine S. Gray
Orleans Parish Juvenile Court
New Orleans, Louisiana

Faculty:
Judith Drazen Schretter
Deputy Counsel
National Center for Missing
and Exploited Children
Washington, D.C.

Kids on the Street:
Danger & Exploitation (Cont'd)

Ticonderoga

Presiding Officer:
Judge Tom Rickhoff
Texas District Court
San Antonio, Texas

Faculty:
Anne Donohue
Director, Outreach Program
Covenant House
New York, New York

Trudee Able Peterson
Project Director
Streetwork Project
New York, New York

Monday p.m. (cont'd)

3:00 - 3:15 p.m.

BREAK

Capitol/Conference
Theatre Foyer
Ticonderoga Foyer

3:15 - 4:45 p.m.

SPECIAL PROBLEMS

Sexual Exploitation

Ticonderoga

Presiding Officer:
Judge Catherine Stayman
Texas District Court
Dallas, Texas

Faculty:
Greg Loken
Executive Director
Institute for Youth Advocacy
Covenant House
New York, New York

Ann Rudneke
Director
Orion House
Seattle, Washington

Street Kids, Drugs & Aids

Capitol

Presiding Officer:
Judge Kathryn Doi Todd
Superior Court of California
Los Angeles, California

Faculty:
James Kennedy, M.D.
Medical Director
Covenant House
New York, New York

Psychological Consequences of Abduction

Conference
Theatre

Presiding Officer:
Judge Leonard Edwards
Superior Court of California
Santa Clara, California

Faculty:
Chris Hatcher, Ph.D.
Director, Family Therapy
University of California
San Francisco, California

7:00 - 8:30 p.m.

FILM FESTIVAL

Concord

TUESDAY, NOVEMBER 1, 1988

9:00 - 10:30 a.m.

SYSTEM RESPONSE

Deinstitutionalization:

Role of the Juvenile Court

Capitol

Presiding Officer:
Judge Sharon McCully
Utah Juvenile Court, 2nd District
Salt Lake City, Utah

Faculty:
Judge Terrence Carroll
Washington Superior Court
King County
Seattle, Washington

Harold Delia
Director, Department of Youth Services
King County
Seattle, Washington

Gaps in the System

Conference
Theatre

Presiding Officer:
Judge Jeremiah Jeremiah, Jr.
Rhode Island Family Court
Providence, Rhode Island

Faculty:
Bill Bentley
Executive Director
Florida Network of Youth & Family Services
Tallahassee, Florida

Tony Fulton
Executive Director
Black Mental Health Alliance
Baltimore, Maryland

Interstate/International Child Abductions

Ticonderoga

Presiding Officer:
Judge Tama Myers Clark
Pennsylvania Court of Common Pleas
First Judicial District
Philadelphia, Pennsylvania

Faculty:
David Lloyd
General Counsel
National Center for Missing &
Exploited Children
Washington, D.C.

Tuesday a.m. (cont'd)

	Richard DeBenedetto Deputy for Intergovernmental Prosecutions Office of the Philadelphia District Attorney Philadelphia, Pennsylvania	
10:30 - 10:45 a.m.	BREAK	Capitol/Conference Theatre Foyer Ticonderoga Foyer
10:45 - 12:00 Noon	PROGRAM SHOWCASE <u>Prevention & Intervention Programs</u>	Capitol
	Presiding Officer: Judge James Payne Marion Superior Court Juvenile Division Indianapolis, Indiana	
	Faculty: Arthur Gewirtz Executive Director Crime Prevention Association Philadelphia, Pennsylvania	
	Sparky Harlan Jose Montez de Oca SOS Network Santa Clara County Santa Clara, California	
	Tom Patania Executive Director Youth Crisis Center/Family Link Program Jacksonville, Florida	
	Larry Price Chief Probation Officer Tulare County Visalia, California	
	<u>Law Enforcement & Court Programs</u>	Conference Theatre
	Presiding Officer Detective Gary O'Connor Abington, Pennsylvania	
	Faculty: Detective Sergeant Craig Hill The Lost Child Network Kansas City, Kansas	

Tuesday a.m. (cont'd)

Gary Yates, MA, MFCC
Director, High Risk Youth Program
Children's Hospital
Los Angeles, California

Carolyn Zogg
Executive Director
Child Find of America
New Paltz, New York

Shelter Care & Treatment Programs

Ticonderoga

Presiding Officer
June Bucy
Director
National Network of Runaway and
Youth Services
Washington, D.C.

Faculty:
John A. Cooper, MS, ABD
Prevention Specialist
Black Mental Health Alliance
Baltimore, Maryland

Jed Emerson, MSW
Executive Director
The Larkin Street Youth Center
San Francisco, California

Curtis Porter
Assistant Director
Voluntary Emergency Foster Care Program
Richmond, Virginia

Deborah Shore
Executive Director
Sasha Bruce Youthwork, Inc.
Washington, D.C.

12:00 - 2:00 p.m.

LUNCHEON

Regency A

Presiding Officer
Judge David Mitchell
Circuit Court for Baltimore City
Baltimore, Maryland

Introduction:
Robbie Callaway
Director, Government/United Way Relations
Boys Clubs of America
Washington, D.C.

Tuesday p.m. (cont'd)

From the Ground Up:
Building Community Strategies

Speaker:
Liz Shear
San Diego Youth & Community Services
San Diego, California

2:00 - 3:30 p.m.

Caucus Session - Community Needs

An Opportunity to consult and confer with your colleagues from across the country on conference issues and to identify common needs.

CAUCUS I: Courts and Court Services

Capitol

Facilitator:
Judge Terrance Carroll
Superior Court of Washington
King County
Seattle, Washington

CAUCUS II: Federal, State & Local Government

Grand Canyon

Facilitator:
Gregory E. Mize
General Counsel to the City Council
of the District of Columbia
Washington, D.C.

CAUCUS III: Law Enforcement and Prosecution

Conference Theatre

Facilitator:
Detective Gary O'Connor
Abington, Pennsylvania

CAUCUS IV: Shelter Care & Runaway Services

Ticonderoga

Facilitator:
Jeff McFarland
Legislative Counsel
Subcommittee on Human Resources
Washington, D.C.

CAUCUS V: Social Services & Education

Teton

Facilitator:
Donald Dudley
Assistant Director
Department of Social Services
San Diego, California

Tuesday p.m. (contd')

CAUCUS VI: Health & Mental Health

Sequoia

Facilitator:
John B. Sikorski, M.D.
Associate Clinical Professor
Child and Adolescent Psychology
UC San Francisco Medical Center
San Francisco, California

**CAUCUS VII: Missing Children Networks,
Locators, Hotlines, Resources**

Olympic

Facilitator:
Carolyn Zogg
Executive Director
Child Find of America
New Paltz, New York

3:30 - 3:45 p.m.

BREAK

Capitol/Conference
Theatre Foyer
Ticonderoga Foyer

3:45 - 5:00 p.m.

Recommendations for Community Action

This caucus session will bring you together with participants representing the wide range of professions and knowledge present at this conference.

CAUCUS I: Northeast Region, USA

Ticonderoga

Facilitator:
Judge David Grossmann
Court of Common Pleas
County of Hamilton
Cincinnati, Ohio

CAUCUS II: Southeast Region, USA

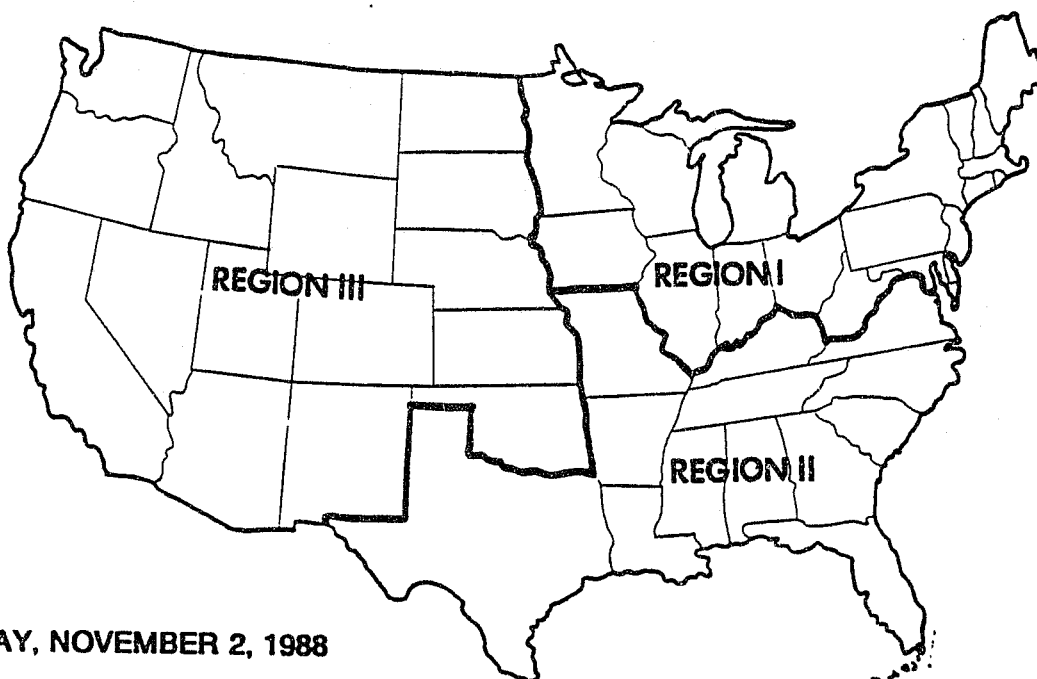
Capitol

Facilitator:
Judge William Gladstone
11th Judicial Court of Florida
Miami, Florida

CAUCUS III: Western Region, USA

Conference Theatre

Facilitator:
Judge Sheridan Reed
Superior Court of California
San Diego County
San Diego, California



WEDNESDAY, NOVEMBER 2, 1988

A Continental Breakfast (coffee, rolls and juice) will be available in Regency A from 8:00 a.m. (Please note earlier starting time for this session).

8:30 - 9:15 a.m.

**An International Perspective
of Street Kids**

Regency A

Presiding Officer:
Judge Stephen Herrell
Oregon Circuit Court
Multnomah County Juvenile Court
Portland, Oregon

Speaker:
Father Michael Duval
Director
Refugio Alianza
Guatemala City, Guatemala

9:15 - 11:15 a.m.

**GIRLTALK:
A New Non-Fiction Film Release**

Regency A

The disturbing reality of the childhoods of
three runaway girls from Boston.

Speakers:
Kate Davis
Producer and Director
Double Helix Films, Inc.
New York, New York

Martha Douglas
Boston, Massachusetts

11:15 - 11:45 a.m.

Where Do We Go From Here?

Speaker:
Judge David Mitchell
Circuit Court for Baltimore City
Baltimore, Maryland

**STRANGER ABDUCTION HOMICIDES
OF CHILDREN**

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



OJJDP

JUVENILE JUSTICE BULLETIN

Verne L. Speirs, Administrator

January 1989

Preliminary estimates developed on

Stranger Abduction Homicides of Children

Researchers conducting a series of studies to determine the number of children missing annually in the United States have estimated that the number of children kidnapped and murdered by strangers is between 52 and 158 a year. These first findings from the National Studies of the Incidence of Missing Children are based on a detailed study of 9 years of data from the FBI's Supplemental Homicide file.

These figures represent, at most, a yearly average of fewer than 2 stranger abduction homicides per 1 million children under the age of 18. Teenagers

between ages 14 and 17 have the highest rate of all age groups. These new estimates contrast sharply with earlier

The National Studies of the Incidence of Missing Children

estimates that thousands of children are kidnapped and murdered each year by strangers. Until now there have been no official estimates of the number of children abducted and murdered by strangers.

This new analysis, conducted for the Office of Juvenile Justice and Delinquency Prevention (OJJDP), represents

a major contribution to ending the speculation and controversy over the number of these cases—the kind that spark fear in parents whenever their children cannot be found. Parents, educators, and others concerned about the issue of missing children can have confidence that the risk of a child being kidnapped and murdered by a stranger is much lower than earlier claimed.

While these estimates provide documentation about the number of children murdered and abducted annually, they represent only a small, albeit tragic, part of the missing children picture. For

From the Administrator:

The issue of missing and exploited children is a complex, tragic one that remains at the center of the public's attention. In our continuing efforts to learn more about this issue, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has just completed the first of six national scope studies to determine the number of children missing annually in this country.

Researchers conducting OJJDP's National Studies of the Incidence of Missing Children have developed estimates of the number of children abducted and murdered by strangers annually. Their initial

estimates, described in this *OJJDP Bulletin*, are based on a detailed study of 9 years of FBI data and existing State and national studies. This is the first time these data have been utilized for this purpose.

Because these findings focus solely on the rarest and most serious of missing children cases being studied, it is still too early to reach a final conclusion about the total number of missing children.

While we await results from the other components of the incidence studies, OJJDP will continue its efforts to help reduce the incidence of crimes against children, particularly abduction and sexual exploita-

tion, and to improve the responses of agencies responsible for dealing with these crimes.

These efforts include providing information, training, and technical assistance to juvenile justice and other decisionmakers about effective strategies to address the issue of missing and exploited children. We are also focusing our efforts on helping the juvenile justice system better respond to missing children and their families who have been victims of abduction and/or sexual exploitation.

Verne L. Speirs,
Administrator

example, we do not yet know how many children are abducted each year by strangers, parents, or other family members, or the number of teenage runaways who are at risk of physical abuse and sexual exploitation.

These questions will be answered by other components of the National Incidence Studies, a \$1.6 million project funded by OJJDP's Missing Children's Program. Such a study was mandated by Congress when it passed the Missing Children's Assistance Act in 1984. The studies are being conducted by the University of New Hampshire Family Research Lab under the direction of Drs. Gerald T. Hotelling and David Finkelhor, along with Dr. Andrea Sedlak and staff of Westat, Inc., Rockville, Maryland. The initial results presented in this report are the first from a series of six major parts of the National Incidence Studies.

Other five components, which will provide answers about the extent and nature of the phenomenon of missing children, include:

- A Police Records Study is currently underway in nearly 100 police depart-

ments nationwide. It is designed to determine the total number and types of kidnappings by strangers and other nonfamily members, including those incidents that do not result in homicide.

- A telephone survey of 30,000 randomly selected households will include in-depth interviews with parents to develop estimates of the total numbers or all types of missing children, including those kidnapped by strangers, acquaintances, parents, and other family members, and of runaways, throwaways, and those children missing for unknown reasons.

- Followup interviews with returned runaways will provide a more detailed picture of their experiences.

- A followup survey of institutions for youth will provide an estimate of the number of youths who run away from residential facilities.

- Analyses of data on throwaways reported in the National Study of the Incidence of Child Abuse and Neglect will provide estimates and profiles of youth who do not leave home voluntar-

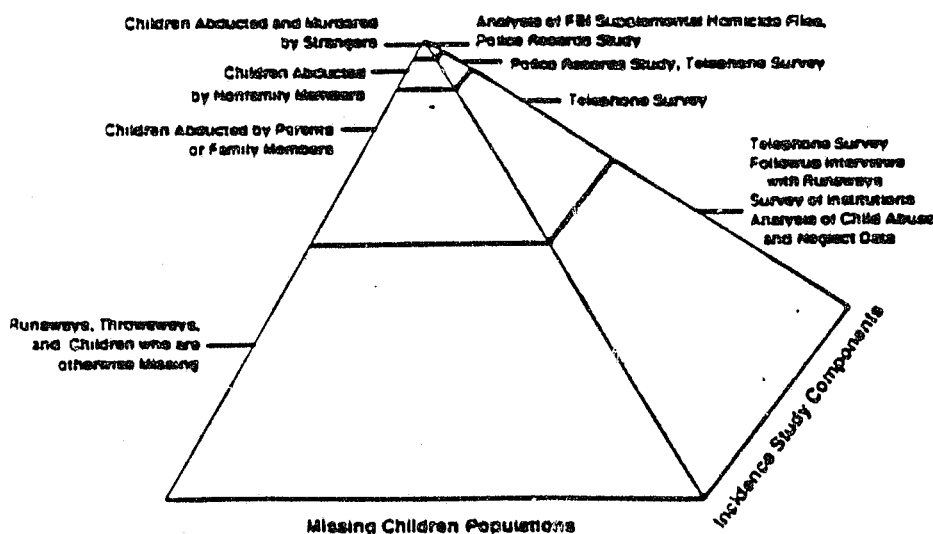
ily but are abandoned or forced from their homes by parents or guardians.

Together, the information gathered in these six studies will fill in a picture made up of many hours spent by parents waiting for a child to return home; phone calls made to police and neighbors; family stress, conflict, or disintegration; teenagers asserting their independence or running from situations of physical abuse and sometimes into sexual exploitation; and parents' relief when their "missing child" is just lost.

□ Stranger abduction homicide estimates based on FBI data

The Incidence Studies estimates of the number of children kidnapped and murdered by strangers annually were developed using the Comparative Homicide File, which contains detailed information from the Supplemental Homicide Reports (SHR) submitted to the FBI by police departments across the country. Based on this data, researchers at UNH studied the victims and circumstances of more than 14,000 child homicide cases that occurred between 1976 and 1984.

Figure 1. National Studies of the Incidence of Missing Children: Study Populations and Related Study Components



Hotelling and Finkelhor found a total of 260 child homicide cases between 1980 and 1984—an average of 52 per year—that were committed by strangers and involved crimes such as rape or other sexual or felony offenses. Since these are the circumstances that are believed to have the highest probability of involving abduction or kidnapping, the estimate of 52 cases annually is considered one of the most conservative national estimates of the number of children abducted and murdered by strangers. (See the later discussion of limitations of the data.)

Researchers also found, during the same 5-year period, a total of 530—or 106 cases annually—of stranger homicides of children in which the surrounding circumstances were unknown, or listed as undetermined. The highest national estimate of 158 referred to in this report also includes

those 106 undetermined cases, representing what researchers believe to be the upper bounds of a national estimate.

During the 9 years for which data are currently available, the numbers of child homicides by strangers that may have involved kidnapping or abduction ranged from a low of 110 in 1980 to a high of 212 in 1982. (See Figure 2.) However, there is no evidence from these data, or other sources reviewed in this report, that the numbers of these cases are increasing. UNH researchers are planning to update this report with current data as part of the National Incidence Studies.

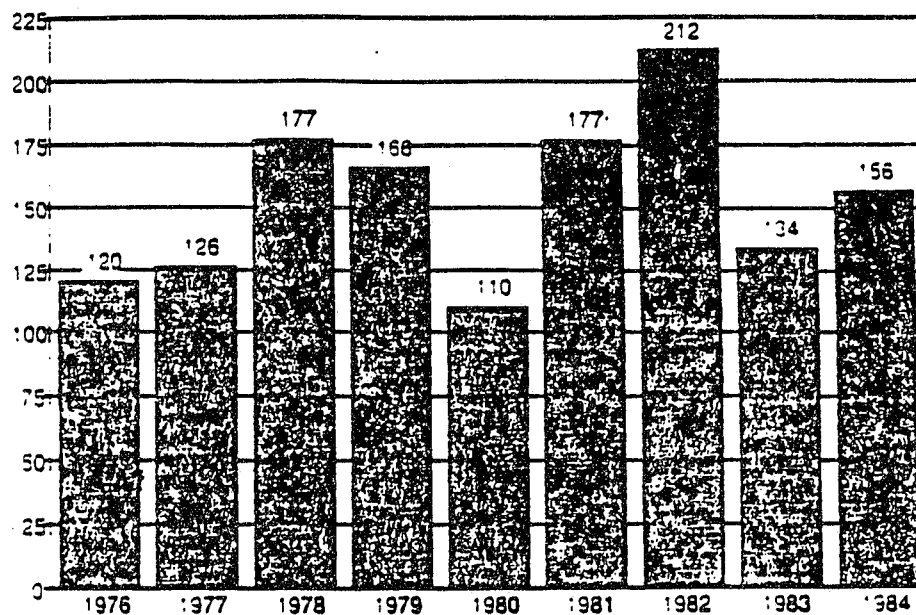
Five other studies examined

In addition to analyzing the Supplemental Homicide Reports, the researchers compared their estimates with similar data from five other State and national sources:

- Case summary data on all child abduction cases referred to OJJDP's National Center for Missing and Exploited Children (NCMEC).
- An analysis of the Supplemental Homicide Reports from the State of California.
- An analysis of homicide trends in Dade County (Miami), Florida.
- The Illinois Criminal Justice Information Authority study of Uniform Crime Reports for the Nation.
- A study of abductions in Houston, Texas, and Jacksonville, Florida, conducted by the National Center for Missing and Exploited Children (NCMEC).

Table 1 on the next page summarizes the six different studies. Because of varying data sources, each study reviewed yielded different national estimates of the number and rate of children abducted and killed by strangers in a given year. Estimates ranged from a low of 46 per year to a high of 318, with rates ranging between

Figure 2. National Incidence Studies' Estimates of the Number of Children Abducted and Murdered by Strangers: 1976-1984



Note: Data are from the Comparative Homicide File (CHF) and include all stranger homicides of victims under 18 years old in which the case also involved rape, sexual assault, other felony, or suspected felony; or in which circumstances of the case were undetermined.

1.1 and 4.2 per million children. The Incidence Studies estimates, based on the CHF data, fell at the low end of the range with between 52 and 158 cases per year for an average rate of 1.7 victims per million children.

The results of these secondary analyses tended to confirm the soundness of the Incidence Studies' estimates. Therefore, despite the fact that the CHF is an indirect measure of the incidence of stranger abduction homicides of children, researchers are confident that their findings represent the most reliable national estimates available.

Adolescents at highest risk

Researchers found that 14- to 17-year-old adolescents account for nearly two out of three victims of suspected stranger abduction homicides, representing the highest rate of all the age groups studied (see Table 2 and Figure 3). Approximately 7 per 1 million

youth aged 14-17 years, compared with fewer than 1 per 1 million children aged 0 to 9, were abducted and murdered by strangers.

This finding conflicts with a commonly held belief that younger children are at greater risk of stranger abduction homicides than older children. It is not possible to determine from the information available whether the murdered adolescents had run away or had been thrown out of their homes. But it does suggest the need to assess the potential danger to teens, particularly those made more vulnerable to crime victimization because they have run away or been forced from their households. This topic will be explored further in the Police Records Study.

Girls at greater risk than boys

For stranger abduction homicides that also involve known or suspected felony crimes (e.g., rape, sexual assault,

**Table 1. National Estimates of the Number of Children Abducted and Murdered by Strangers:
A Comparison of the Incidence Studies' Estimates with Five other Sources of Information**

Study	Annual Estimates (Rate per Million)	Description of Data Base
National Incidence Studies: 1980-1984 (Hotelling and Finkelhor 1988)	52-158 (1.7)	Comparative Homicide File (1980-1984). Estimates developed by researchers at the University of New Hampshire (UNH) based on nationwide data from Supplemental Homicide Reports sent to the FBI. Includes those homicides of persons 0-17 years old that were committed by strangers in which the circumstances of the case were highly likely to have involved an abduction (52); plus those in which circumstances were undetermined (158).
National Center for Missing and Exploited Children data: 1984-1988	46-88 (1.1)	Case Records of the National Center for Missing and Exploited Children (NCMEC) June 1984-January 1988. This range of estimates includes all known stranger abduction homicides of children reported to the national clearinghouse (46 per year), plus those children kidnapped by strangers who were still missing and presumed murdered by their abductors (88 per year).
California Supplemental Homicide Reports: 1984 (Best 1987)	210 (3.3)	Supplemental Homicide Reports for the State of California (1984). Included all stranger-perpetrated homicides of children (under 18) which also involved rape, other sexual offenses, other felonies, or suspected felonies. Best developed this national estimate adjusting for California's slightly higher rate of child homicides compared to the rest of the country. His 1984 estimate is higher than the Incidence Studies upper estimate of 156 for that year. ^a
Homicides in Miami, Florida: 1980 (Wilbanks 1984)	123 (1.9)	Published case summaries of all 1980 homicides in Miami (Dade County), FL. UNH researchers projected national estimates based on child homicide cases that were committed by strangers and met Model Penal Code definitions of kidnapping. After adjusting for Miami's high child homicide rate, the estimate of 123 was fairly close to the National Incidence Studies estimate of 110 for 1980 using the CHF. ^a
Illinois Criminal Justice Information Authority: (1980-1982) (ICJIA 1987)	250 ^b (3.9)	Uniform Crime Report 1980-1982. Originally based on national totals of all homicide victims under age 20 who were murdered under any circumstances. UNH researchers revised those estimates by excluding 18- and 19-year-olds from the count, and applying more conservative estimates of the involvement of strangers. This revised estimate is still inflated since it assumes abductions were involved in all stranger homicides. Compared to the National Incidence Studies figures for those years, it is 50% higher. ^a
Jacksonville and Houston Police Records Study: 1984 (NCMEC 1986)	318 ^b (4.2)	Police records in Jacksonville, FL, and Houston, TX: 1984. NCMEC staff reviewed all 1984 offense reports involving all crimes against children (0-17 years old) committed by nonfamily members. UNH researchers revised the NCMEC estimates adjusting for the high child homicide rates in these cities. Still, these estimates are considered high since these numbers include all perpetrators, who though they were nonfamily members, may have been acquaintances and not strangers. The Incidence Studies estimate for 1984 was 156 cases. ^a

^aSee Figure 2. Incidence Studies estimates, 1976-1984.

^bIndicates original published estimate was revised.

robbery, etc.), there are nearly two female victims for every male victim. This finding contrasts with general homicide rates in which boys are twice as likely as girls to be murder victims. While this contrast can be explained partially by the sexual nature of the circumstances surrounding these murders, the Jacksonville-Houston study found that females are four times more likely than males to be victims of abductions in general.

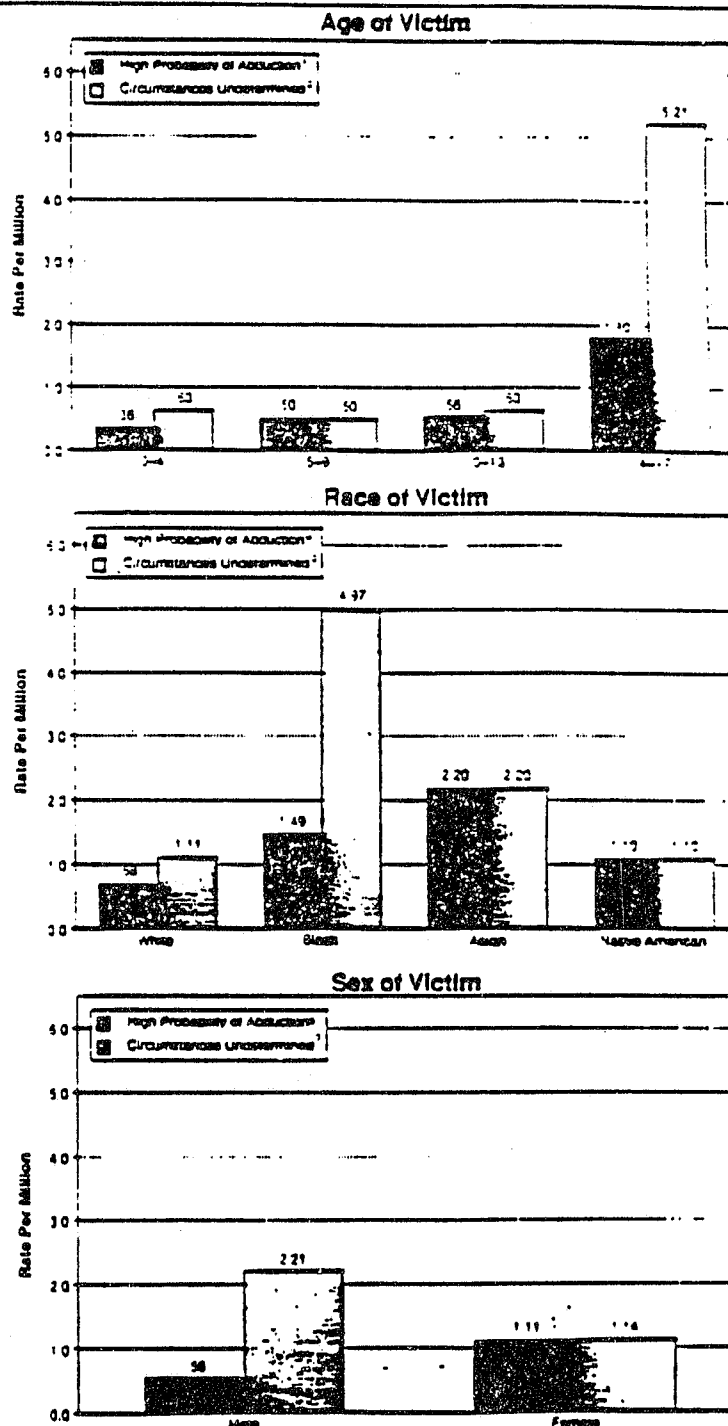
Racial minorities show higher rates

Although a greater number of white children were abducted and murdered by strangers, whites have the lowest rate compared to all other racial groups. The total rate for blacks (6.46 per million black children) was found to be more than three times higher than the rate for whites (1.79 per million white children). Asian children (4.4 per million Asian children) were victims of such crimes at twice the rate as were white children. The rate of child abduction homicide is higher for blacks than whites in all abduction categories, and especially high when circumstances cannot be determined.

Regional differences

In contrast to established geographic patterns of youth homicides, a different pattern emerged in the case of stranger abduction homicides of youths 14 to 17. General homicide rates for this age group typically have been highest in the South and lowest in the Northeast. The Incidence Studies' data for 1980-84 show the highest rate of stranger abduction homicides of children to have occurred in the Northeast (4.71 per 1 million children), followed by the West (2.94 per 1 million children), with the Midwestern and Southern States reporting significantly lower rates (1.67 and 1.64 per 1 million children, respectively). Given the large number of adolescent victims, the possibility exists that this may reflect teenage runaways to the big cities. However, other data sources such as the Police Records Study will explore this theory.

Figure 3. Selected Characteristics of Children Murdered by Strangers, by Circumstances of Cases and Age, Race and Sex of Victim: Rates per Million, 1980-1984



a. Total rate per million, 0.82. Includes cases involving one or more of the following offenses in addition to the murder, rape, other sexual offenses, other felony, or suspected felony—the circumstance most likely to have involved an abduction.

b. Total rate per million, 1.69. Includes child homicides committed by strangers, but for which more specific information on the circumstance was not known or not indicated in the Supplemental Homicide Report.

Notes: 1982 (midyear 1980-1984) population data were used as denominators in the calculation of age-specific rates. Raw numbers were rounded off for convenience.

Table 2. Selected Characteristics of Children Murdered by Strangers, by Circumstances of Cases and Age, Race and Sex of Victims: 1980-1984

	Circumstances of Cases		Total
	High Probability of Abduction ^a	Circumstances Undetermined ^b	
Average Yearly Total	52	106	158
Age Group of Victims			
0-4	6	11	17
5-9	10	8	18
10-13	8	9	17
14-17	28	78	106
Race of Victim			
White	35	57	92
Black	14	47	61
Asian	2	2	4
Native	>1	>1	>1
Sex of Victim			
Male	18	71	89
Female	34	35	69

^a Includes child homicides committed by strangers involving one or more of the following offenses in addition to the murder: rape, other sexual offenses, other felony, or suspected felony —the circumstances most likely to involve an abduction.

^b Includes child homicides committed by strangers but for which more information on the circumstances was not known or not indicated on the Supplemental Homicide Report.

Note: Raw numbers were rounded off for convenience.

Summary and conclusions

While more definitive results will soon be available from the Police Records Study, the results of this first part of the National Incidence Studies represent the first attempt to estimate the number of stranger abduction homicides of children using national data. These estimates, which range from 52 to 158, and those from other studies reviewed in this report, differ significantly from earlier beliefs that thousands of children are kidnapped and murdered by strangers each year. The available

data also suggest that there has been no recent upsurge in the number of stranger abduction murders, and that the prime targets of such murders are teenagers, not small children.

The implications of these findings are both numerous and challenging. While they differ from the public's perceptions about the size of the problem, it does not mean that the public's concern about stranger abduction and/or murder of children is unwarranted. Even though there is now evidence these crimes don't occur as often as earlier believed, when they do occur, they are

horrendous, leaving terrible scars on families and communities.

The findings related to the geographic locations of these murders and the ages of the victims suggest that the risk for teenagers is much higher than previously thought. In the course of the Police Records Study we hope to find out more information about the circumstances of these cases to better understand the risk factors associated with these crimes against children.

Such information, combined with solid data such as that from OJJDP's National Incidence Studies, can help us understand and better deal with America's missing and exploited children.

Limitations of the data

Five of the six estimates presented in Table 1 come from police records or police statistics. Three points need to be made about these data.

First, although abduction is defined differently in different States, in general the legal definition represented in the statistics is somewhat broader than people's common sense definition of the crime. For example, a victim (in this case, a child) does not necessarily have to be missing for an extended period of time to have been abducted. A child who was taken forcibly into a vehicle, driven somewhere, raped, and murdered, would usually be counted as an abduction murder even if that child's absence was never noted.

Secondly, the researchers were working with data which were not specifically collected for the purpose at hand. And third, there may be some instances of undercounting in which a child abduction homicide would not be found in the police records. Conversely, there may be instances of overcounting in which a case was classified as an abduction because of the circumstances surrounding the murder, such as rape, but which did not actually involve abduction.

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This OJJDP Bulletin was produced under the direction of Kay McKinney, writer-editor and Special Assistant to the Administrator. It was written by Barbara Allen-Hagen, OJJDP. The summary is based on the report entitled "Estimating the Number of Stranger Abduction Homicides of Children: A Review of the Evidence," written by Gerald T. Hotaling, Ph.D., and David Finkelhor, Ph.D., Family Research Laboratory, University of New Hampshire, September 1988, under cooperative agreement number 87-MC-CX-K069, The National Studies of the Incidence of Missing Children.

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A JUVENILE JUSTICE DILEMA

October 31 - November 2, 1988

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