

SPECIAL JOINT REPORT:

**FEDERAL AGENCY TASK FORCE
FOR MISSING AND
EXPLOITED CHILDREN**



OJJDP

Office of Juvenile Justice and
Delinquency Prevention

Special Joint Report:

Federal Agency Task Force for Missing and Exploited Children



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Office of Juvenile Justice and Delinquency Prevention

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Federal Agency Task Force for Missing and Exploited Children

National Center for Missing and Exploited Children

U.S. Department of Defense

Family Advocacy Program

Legal Assistance Offices

U.S. Department of Education

Office of Elementary and Secondary Education/
Safe and Drug-Free Schools Program

U.S. Department of Health and Human Services

Family and Youth Services Bureau

National Center on Child Abuse and Neglect

U.S. Department of Justice

Child Exploitation and Obscenity Section

Federal Bureau of Investigation

Office for Victims of Crime

Office of Juvenile Justice and Delinquency Prevention/
Missing and Exploited Children's Program

U.S. National Central Bureau (INTERPOL)

U.S. Department of State

Office of Children's Issues

U.S. Department of the Treasury

U.S. Customs Service

U.S. Secret Service/Forensic Services Division

U.S. Postal Service

U.S. Postal Inspection Service

Foreword

Title IV of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, mandated that the Office of Juvenile Justice and Delinquency Prevention (OJJDP) coordinate the Federal Government's response to missing children and their families. The Federal Agency Task Force for Missing and Exploited Children, which is chaired by OJJDP, seeks to fulfill that responsibility by fostering communication and collaboration.

We are proud to be a part of this coordinated effort to improve the national response to missing children and their families. Certainly we have an obligation to those parents and families who are enduring one of life's most frightening and potentially tragic events to make it as easy as possible for them to find their way to all avenues of assistance available through the Federal Government.

This report details the steps taken by the Task Force in 1996 to fulfill its basic purpose of coordination of services for missing children. We believe the actions described herein have improved delivery of Federal services for missing and exploited children and their families and helped them as they deal with their personal tragedy.

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Introduction

The Federal Agency Task Force on Missing and Exploited Children serves as an advocate for children and their families, coordinates Federal resources and services for missing and exploited children and their families, and fosters increased cooperation and communication among Federal agencies. The Task Force includes representatives from the Departments of Defense, Education, Health and Human Services, Justice, State, and Treasury; the U.S. Postal Service; and the National Center for Missing and Exploited Children.

Since its inception in May 1995, the Task Force has worked to improve the Federal response to missing and exploited children and their families. In just a short time, the Task Force has made tremendous strides in coordinating and enhancing services and resources for children, families, and the agencies that serve them. The Task Force has increased awareness of and access to Federal services and resources through the development and distribution of manuals and publications; improved understanding and awareness of issues associated with missing

and exploited children by participating in and conducting national conferences and work sessions; and examined and addressed legal issues and issues relating to international child abuse and abduction through ongoing discussions and actions.

This joint report provides a summary of the many Task Force activities and accomplishments in 1996. It describes both the individual and collective efforts and activities of Task Force agencies, and it demonstrates how these efforts have formed a comprehensive, coordinated approach for improving services and resources for missing and exploited children and their families. In addition, the report looks at the steps that have been taken to better protect and support missing and exploited children and their families. The report concludes with profiles of each of the member agencies. These profiles include descriptions of some of the planned activities geared toward further enhancing services for missing and exploited children, their families, and the agencies that serve them.

Overview

The Federal Agency Task Force for Missing and Exploited Children is composed of 1 private, non-profit organization and 14 Federal agencies (components of 6 Departments and the U.S. Postal Service). These entities all have direct involvement or a vested interest in cases involving missing and exploited children and their families. The member agencies are listed below:

- ◆ National Center for Missing and Exploited Children
- ◆ The Family Advocacy Program and the Legal Assistance Offices (U.S. Department of Defense).
- ◆ The Office of Elementary and Secondary Education/Safe and Drug-Free Schools Program (U.S. Department of Education).
- ◆ The Family and Youth Services Bureau and the National Center on Child Abuse and Neglect (U.S. Department of Health and Human Services).
- ◆ The Child Exploitation and Obscenity Section, Federal Bureau of Investigation, Office for Victims of Crime, Office of Juvenile Justice and Delinquency Prevention/Missing and Exploited Children's Program, and U.S. National Central Bureau /INTERPOL (U.S. Department of Justice).
- ◆ Office of Children's Issues (U.S. Department of State).
- ◆ U.S. Customs Service and U.S. Secret Service/Forensic Services Division (U.S. Department of the Treasury).
- ◆ U.S. Postal Inspection Service (U.S. Postal Service).

Creation of the Task Force was announced by U.S. Attorney General Janet Reno on May 25, 1995, at the 12th Annual Missing Children's Day ceremony.

In her remarks, Attorney General Reno stated that the purpose of the Task Force was to "... coordinate services for missing children and determine gaps or overlaps in related Federal activity." The Task Force was established to coordinate Federal delivery of services for missing and exploited children and their families. It complements the investigative work of the Morgan P. Hardiman Task Force, which was authorized through the Violent Crime Control and Law Enforcement Act of 1994 to help State and local authorities investigate the most difficult cases involving missing and exploited children.

The goals of the Task Force are to:

- ◆ Identify Federal resources that are available to aid and support missing and exploited children and their families.
- ◆ Identify the needs of missing, abducted, and exploited children.
- ◆ Identify agency needs regarding missing, abducted, and exploited children, including those relating to coordination, service delivery, resources, and concerns.
- ◆ Identify needs and gaps in service, and develop appropriate responses to address service gaps.
- ◆ Develop strategies and procedures for communicating with the public, and develop a strategy and plan for disseminating information.
- ◆ Identify and develop products to further aid and support agencies and organizations involved in missing and exploited children's issues.
- ◆ Develop and disseminate information about the mission, goals, and activities of the Task Force and its member agencies.

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- ◆ Advocate for and facilitate change and improvements.
 - ◆ Establish a communications network among agencies.

Since May 1995, the Task Force has met quarterly to achieve these goals and enhance and improve access to and services for missing and exploited children. Quarterly meetings provide an effective forum for ongoing communication among Federal agencies.

These meetings also provide an important vehicle for identifying system needs and enhancements; planning collaborative activities to address these needs; and developing strategies to improve Federal response, coordination, and resources for missing and exploited children, their families, and agencies that serve them.

Accomplishments

Task Force members completed a number of major accomplishments and launched several collaborative efforts during this past year to address their goals. Some of these efforts represent the combined participation of all Task Force members, while others involve selected member agencies. Some of the most significant achievements and cooperative efforts are described below.

Publication of a Resource Manual

In May 1996, the Task Force published *Federal Resources on Missing and Exploited Children: A Guide for Law Enforcement and Other Public and Private Agencies*. This is a resource manual that describes the many investigative resources, publications, training and technical assistance opportunities, and services available to law enforcement and other public and private agencies that serve missing and exploited children and their families. The first publication of its kind, the resource manual contains extensive information about services available from each Task Force member agency. It also provides the reader with quick and easy access to the resources that are available during the investigation of missing and exploited children cases. The manual provides practical tools for practitioners in the areas of child sexual exploitation, child pornography, child abductions, and missing children cases. Thus far, more than 15,000 copies of the manual have been distributed nationwide to law enforcement and child-serving professionals. A limited number of copies of the resource manual are available from the Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) Juvenile Justice Clearinghouse, P.O. Box 6000, Rockville, MD, 20849-6000, 800-638-8736. The manual is also available online through OJJDP's home page at <http://www.ncjrs.org/pdffiles/fedredir.pdf>.

International Abduction Cases

In 1995, the National Center for Missing and Exploited Children (NCMEC) formally created its International Division to assist parents whose children are victims of international abduction. Through a cooperative agreement with the U.S. Department of State and the Office of Juvenile Justice and Delinquency Prevention, NCMEC also formally agreed to handle all incoming Hague Convention cases—those cases involving foreign children abducted from countries that are signatories to the Hague Convention on the Civil Aspects of International Child Abduction (hereafter referred to as the Hague Abduction Convention). Under the agreement, NCMEC handles the U.S. Department of State's responsibilities for incoming Hague Abduction Convention cases, locates abducted children in the United States, and facilitates legal representation to ensure that the Hague Application is filed in a U.S. court. NCMEC has handled approximately 320 Hague cases from 43 countries, resulting in the return of nearly 150 children to their country of habitual residence.

In 1996, NCMEC, the U.S. Department of State Office of Children's Issues, Office for Victims of Crime, and OJJDP renewed this cooperative inter-agency agreement. Through this collaborative effort, these agencies are continuing to work together to resolve international parental abduction cases by providing an array of services to the parent in the effort to recover the abducted child, including:

- ◆ Legal technical assistance to help explain the Hague Abduction Convention procedures.
- ◆ Law enforcement liaison and international contacts through INTERPOL and other foreign law enforcement agencies and missing children non-profit organizations.

- ◆ Assistance of volunteers who will help translate foreign language correspondence and conversations.
- ◆ Access to age progression technology for long-term cases.
- ◆ Poster dissemination in target countries to assist in the location process.
- ◆ Technical assistance, educational materials, and other resources to help the family through this difficult time.

Child Pornography Tipline

Through an interagency agreement with NCMEC, the U.S. Customs Service's Child Pornography Enforcement Program has initiated a collaborative effort to handle child pornography-related complaints. NCMEC has established a toll-free child pornography tipline (800-THE-LOST, or 800-843-5678) for the reporting of information regarding child pornography. NCMEC refers such data directly to the Child Pornography Enforcement Program, the U.S. Department of Justice's Child Exploitation and Obscenity Section (CEOS) and Federal Bureau of Investigation (FBI), and the U.S. Postal Inspection Service for dissemination. As part of this effort, NCMEC will be developing public service announcements and new brochures regarding child pornography information.

Exploited Child Unit

NCMEC announced the creation of a new Exploited Child Unit to combat child molestation, pornography, and prostitution and raise awareness about the problem of pedophilia. The Exploited Child Unit seeks to:

- ◆ Generate leads in cases of child exploitation and expeditiously forward them to the appropriate Federal, State, or local law enforcement agencies.
- ◆ Provide technical assistance in cases of child exploitation to State and local law enforcement.
- ◆ Develop technological tools to assist law enforcement in the investigation of these cases.

- ◆ Increase awareness of the problem of child sexual exploitation among law enforcement and the general public.
- ◆ Market aggressively the Child Pornography Tipline, which NCMEC operates in conjunction with the U.S. Customs Service, U.S. Postal Inspection Service, and FBI.

Funding for the Exploited Child Unit was provided by the U.S. Department of the Treasury. Additional partners in this effort include the U.S. Department of Justice (CEOS and FBI) and the U.S. Postal Service.

World Congress Against Commercial Sexual Exploitation of Children

Several Task Force members joined the U.S. delegation in attending the World Congress Against Commercial Sexual Exploitation of Children in Stockholm, Sweden, in August 1996. Task Force member agencies represented included the U.S. Department of Defense, U.S. Department of State, CEOS, FBI, U.S. Customs Service, and U.S. Postal Inspection Service. In this first meeting of its kind, the U.S. delegation actively participated with representatives from more than 120 countries, meeting with concerned governmental officials and nongovernmental organizations to discuss international and domestic child sexual exploitation issues, including the development of effective strategies to address crimes against children on an international scale. Following the World Congress meeting, the U.S. delegation, led by Assistant Attorney General Laurie Robinson, Office of Justice Programs, formed a working group to continue the important interagency dialog that is needed to address child sexual exploitation issues both internationally and domestically.

Jimmy Ryce Law Enforcement Training Center

NCMEC, OJJDP, and two FBI entities (the Child Abduction and Serial Killer Unit (CASKU) and the Criminal Justice Information Services Division) have been working together to establish and implement the Jimmy Ryce Law Enforcement Training

Center, housed at NCMEC. Authorized by the Omnibus Appropriations Act of 1996 and named for a 9-year-old Florida boy abducted and murdered in 1995, this training and technical assistance program is designed to enhance the investigative response to missing children's cases. The Training Center, which began operation in April 1997, will provide training to senior-level law enforcement officers who investigate missing and exploited children cases. Courses being offered include the following:

- ◆ Two-day, intensive seminars for law enforcement executives at NCMEC that highlight the most current research and practices related to missing children issues.
- ◆ Five-day training, offered regionally, that emphasizes investigative issues for Federal, State, and local law enforcement representatives working on missing children cases.
- ◆ Training at NCMEC by the FBI Criminal Justice Information Services Division for each State control terminal officer on the new National Crime Information Center flagging system that immediately alerts NCMEC and CASKU to cases where it is believed that a child is missing under life-threatening circumstances.

In addition to training and technical assistance, the program also promotes awareness of existing FBI and other Federal resources available to assist law enforcement agencies investigating missing and exploited children cases.

Morgan P. Hardiman Task Force

The Morgan P. Hardiman Task Force was created with the passage of the 1994 Violent Crime Control and Law Enforcement Act. The Hardiman Task Force was established to provide Federal law enforcement expertise and resources to State and local governments when they are handling the most difficult cases involving missing and exploited children nationwide. The Task Force, which the FBI supervises and oversees, is collocated with CASKU in Quantico, Virginia. The CASKU unit chief serves as chief of the Task Force, and the CEOS chief serves as the legal advisor. In this role, CEOS has provided training and legal assistance to the Task Force since

1995. Task Force members include two specially trained investigators from each of seven Federal agencies: the U.S. Department of Justice's Drug Enforcement Administration, FBI, and U.S. Marshals Service; the U.S. Department of the Treasury's Bureau of Alcohol, Tobacco and Firearms, U.S. Customs Service, and U.S. Secret Service; and the U.S. Postal Inspection Service. In addition, the Hardiman Task Force closely coordinates its activities with NCMEC.

Child Sexual Exploitation: Improving Investigations and Protecting Victims

The Office for Victims of Crimes, in conjunction with OJJDP, provided funds to support the development and publication of *Child Sexual Exploitation: Improving Investigations and Protecting Victims*. This publication, which was prepared by the Education Development Center, Inc., presents guidelines for Federal, State, and local agencies (including victim assistance providers, both public and private) involved in the investigation and prosecution of pornography or prostitution cases. Child sexual exploitation cases raise unique issues that are not anticipated in existing child sexual abuse protocols. These cases tend to feature concurrent Federal and State jurisdiction, and many involve a particularly challenging group of victims. The guidelines focus on issues that apply to all child sexual exploitation cases: role clarification, notification of relevant agencies, and referrals for victims. The document also contains a list of resources for training and technical assistance. The report is available online at <http://www.ncjrs.org/txtfiles/exploit.txt> or through the National Criminal Justice Reference Services Justice Information Center at <http://www.ncjrs.org>.

INTERPOL Working Party on Offenses Against Minors

Several Task Force members participate in INTERPOL's standing Working Party on Offenses Against Children, which is an international group of investigators that meets semiannually to discuss and share information about international and domestic

child sexual exploitation issues. The United States and several other nations have enacted extraterritorial laws addressing commercialized prostitution/sexual exploitation of children, and this international law enforcement group has become an effective means of sharing information regarding those types of investigations and other child sexual exploitation cases. The CEOS, FBI, U.S. Customs Service, and U.S. Postal Inspection Service participate in this Working Party.

Summary

The accomplishments described here constitute a noteworthy beginning for the Task Force. The high level of cooperation among the 15 participants, in spite of the differences in agency missions, mandates, and priorities, allowed the Task Force to make significant progress toward improved delivery of Federal services for missing and exploited children and their families.

Profiles of Task Force Member Agencies

In addition to the nine specific accomplishments already listed, each individual agency is working to improve the services available for missing and exploited children and their families. The profiles below briefly describe the member agencies and some of the activities they plan to implement. The name of a person to contact for additional information is provided at the end of each profile.

National Center for Missing and Exploited Children

The mission of the National Center for Missing and Exploited Children (NCMEC) is to assist in the location and recovery of missing children and to prevent the abduction, molestation, sexual exploitation, and victimization of children. A private, non-profit organization established in 1984, NCMEC operates under a congressional mandate in a cooperative agreement with the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP). NCMEC coordinates the efforts of law enforcement personnel, social service agency staff, elected officials, judges, prosecutors, educators, and members of the public and private sectors to break the cycle of violence that historically has perpetuated crimes against children.

Since it began in September 1984, NCMEC has played a role in the recovery of more than 34,000 missing children; worked on nearly 54,000 cases involving missing and sexually exploited children; handled more than 1 million telephone calls through the international, toll-free hotline; circulated millions of photographs of missing children; trained 140,000 law enforcement, criminal/juvenile justice, and healthcare professionals in the United States,

Canada, and the United Kingdom; and printed 13 million copies of publications on various aspects of the issue. Through December 1996, 468 children have been recovered through NCMEC's photo distribution program (1 out of every 7 children who are featured). In this past year alone, approximately 7,400 volunteer hours were donated at NCMEC headquarters.

Since 1984, NCMEC has worked with lawmakers nationwide to help enact legislation to better safeguard children. One of the earliest efforts was to implement a missing children's clearinghouse in every State. In 1984, only 2 States had clearinghouses; by 1996, 48 States and the District of Columbia had State clearinghouses.

During this past year, NCMEC provided assistance and expert advice to Belgium regarding the recent child abduction and murder cases. NCMEC assisted with age progression and distribution, and placed photographs of the alleged perpetrators on the NCMEC World Wide Web site. Belgium is looking to NCMEC to assist in the development of a European Center for Missing and Exploited Children.

In 1996, in addition to the Exploited Child Unit and the Jimmy Ryce Law Enforcement Training Center (both discussed under Accomplishments), NCMEC—working with OJJDP—instituted the first Officer of the Year Award. In a ceremony at the U.S. Department of Justice, Attorney General Janet Reno presented the award to Sergeant Sheila Jenkins of Pascagoula, Mississippi.

In the coming year, NCMEC plans to expand its International Division to:

- ♦ Broaden the network of international law enforcement agencies willing to communicate and

cooperate in the search for missing and abducted children.

- ◆ Provide assistance to the European Center for Missing and Exploited Children.
- ◆ Increase the number of signatories to the Hague Convention on the Civil Aspects of International Child Abduction.
- ◆ Increase the awareness and preparedness of judicial and legal organizations to address the complex issues of international Child abduction.
- ◆ Implement the NCMEC International Division World Wide Web page.
- ◆ Create and produce publications regarding the prevention of international abduction of children by parents.

Finally, NCMEC plans to enhance and expand Project ALERT, which uses retired law enforcement officials as volunteers to assist in the investigation of missing child cases.

For additional information about NCMEC, contact:

Mr. John Rabun or Ms. Margie Kazdin
National Center for Missing and Exploited Children
2101 Arlington Boulevard, Suite 550
Arlington, VA 22201
703-235-3900

U.S. Department of Defense, Family Advocacy Program and Legal Assistance Offices

Family Advocacy Program

The Family Advocacy Program of the U.S. Department of Defense (DOD) is designed to prevent and treat child and spouse abuse in accordance with DOD Directive 6400.1, Family Advocacy Program. Each Service maintains a central registry of reports of alleged child and spouse abuse. Allegations of child sexual abuse that occur in out-of-home care settings, such as in childcare centers, family daycare homes, schools, or recreation programs, must be reported within 72 hours to the Service's Family

Advocacy Program for inclusion in the central registry and to the DOD assistant secretary (Force Management Policy) or to his or her designee.

Legal Assistance Offices

The Army, Navy, Air Force, and Marine Corps legal assistance offices serve as the point of contact for inquiries concerning the legal issues in the abduction of a child by a parent or other family member either on active duty with that Armed Service or accompanying such a Service member. The legal assistance offices are also the point of contact for the U.S. Department of State in cases of international abduction of the children of Service members.

For additional information about the Family Advocacy Program, contact:

Mr. David Lloyd
U.S. Department of Defense
Family Advocacy Program
Ballston Center, Tower 3, Suite 903
4015 Wilson Boulevard
Arlington, VA 22203-5190
703-696-1702

U.S. Department of Education, Office of Elementary and Secondary Education/Safe and Drug-Free Schools Program

The Safe and Drug-Free Schools Program (SDFSP) supports initiatives to meet the seventh National Education Goal, which provides that by the year 2000 all schools will be free of drugs, violence, and the unauthorized presence of firearms and alcohol and will offer a disciplined environment that is conducive to learning. These initiatives are designed to prevent violence in and around schools and to strengthen programs that prevent the illegal use of alcohol, tobacco, and drugs; that involve parents; and that are coordinated with related Federal, State, and community efforts and resources.

Programs and activities supported by SDFSP focus on prevention. State formula grants support efforts by local educational agencies (LEA's) and

community-based organizations to develop and implement programs to prevent drug use and violence among youth. Grants also are awarded to public and private nonprofit organizations to develop and implement comprehensive drug and violence prevention strategies for school and communities, conduct training and evaluation, and develop and disseminate drug and violence prevention materials. In fiscal year (FY) 1996, SDFSP awarded 28 discretionary grants for drug and violence prevention programs to schools and communities across the Nation. These awards support projects that will infuse research-based knowledge about "what works" into the design, development, and implementation of school-based strategies to prevent drug use among youth; prevent truancy and address the needs of youth who are out of the education mainstream; remove firearms and other weapons from schools; and prevent violent, aggressive, intimidating, or other disruptive behavior arising from bullying, sexual harassment, or other causes. Three-quarters of the grantees are located in Empowerment Zones or Enterprise Communities.

SDFSP produced and/or disseminated a number of publications and prevention materials to increase awareness and knowledge about anti-drug and anti-violence programs and activities, including the development and distribution of *Creating Safe and Drug-Free Schools: An Action Guide*, in partnership with the Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice.

In collaboration with OJJDP, SDFSP implemented an initiative to provide training and technical assistance to educators and others to address the needs of youth who are out of the education mainstream by reason of suspension or expulsion, truancy, dropping out, involvement in the juvenile justice system, or fear of attending school because of an atmosphere of violence. In addition, SDFSP collaborated with OJJDP to develop a guide to selecting and implementing conflict resolution programs in schools.

SDFSP also entered into a joint funding agreement with the Health Resources and Services Administration, Maternal and Child Health Bureau in the U.S. Department of Health and Human Services (HHS) for two grants to institutions of higher education to train school personnel and others in classroom-based

techniques of violence prevention for children and adolescents.

FY 1997 SDFSP activities will focus on two priorities:

- (1) Developing and using more effective drug and violence prevention strategies and programs.
- (2) Changing the attitudes of students and parents regarding drug use, especially the use of marijuana.

To achieve these priorities, SDFSP will revise and distribute *A Parents Guide to Prevention*; make information about the harmful effects of drug use available to schools, community groups, parents, and students; provide constituents with information on effective drug and violence prevention strategies and programs; and focus information collection and dissemination efforts on model programs and effective prevention strategies.

SDFSP will work with the Secretaries of HHS, HUD, and Treasury; the Attorney General; and the Director of the Office of National Drug Control Policy to develop a media strategy to counter favorable messages about drugs and provide accurate information about harmful effects.

Finally, SDFSP will develop a demonstration program that uses existing research on what works to provide teachers and administrators with relevant information on developing and implementing effective programs. SDFSP will also help States and LEAs collect better data on drug use and the incidents of violence in order to improve their programs.

For additional information about the Safe and Drug-Free Schools Program, contact:

Ms. Gail Beaumont
U.S. Department of Education
Safe and Drug-Free Schools Program
600 Independence Avenue SW., Room 604
Washington, DC 20202-6123
202-260-3954

U.S. Department of Health and Human Services, Family and Youth Services Bureau

The Family and Youth Services Bureau (FYSB) provides national leadership on youth issues and assists individuals and organizations in providing effective, comprehensive services for youth in at-risk situations and their families. Primary goals of FYSB programs are to provide positive alternatives for youth, ensure their safety, and maximize their potential to take advantage of available opportunities. These goals are accomplished through several comprehensive FYSB programs, which will continue during the next year.

The Basic Center Program provides discretionary grants to agencies that provide intervention services to runaway and homeless youth outside the traditional juvenile justice and law enforcement systems. The goal of the program is to reunite youth with their families whenever possible or to arrange for other suitable placements. In FY 1996, FYSB provided funds to more than 375 Basic Center projects. More than three-quarters of the Basic Centers are operated by community-based organizations ranging from free-standing, single-purpose emergency shelter programs to multipurpose youth service agencies. Basic Center services include outreach, counseling, service linkages, and aftercare services.

The Transitional Living Program for Homeless Youth (TLP) helps homeless youth between the ages of 16 and 21 make a successful transition to self-sufficient living and avoid long-term dependency on social services. Local agencies receive funding to provide comprehensive services to these youth in a supervised living arrangement for up to 18 months. In FY 1997, FYSB funded 75 TLP projects for a 3-year period. Most local agencies that operate TLP projects are multipurpose youth-serving agencies. More than half of the agencies receiving TLP funds also receive funding from FYSB to operate temporary shelter and counseling services for runaway and homeless youth.

The Street Outreach Program was established through the Violence Against Women Act of the

Violent Crime Control and Law Enforcement Act of 1994 to provide grants for the prevention of sexual abuse and exploitation of runaway and homeless youth and information and referral services to runaway, homeless, and street youth who have been subjected to or are at risk of sexual abuse. In July 1996, 59 supplemental grants were awarded to FYSB Basic Center and TLP grantees to provide street outreach services. The primary focus of these grant projects is on establishing and building relationships between the staff of local youth service organizations and street youth, with the goal of helping young people leave the streets. Local grantee programs provide a wide range of services that, either directly or through collaboration with other agencies, protect and treat young people who have been or are at risk of sexual abuse or exploitation. These services include street-based education and outreach, emergency shelter, survival aid, individual assessment, treatment and counseling, prevention and education activities, information and referral, crisis intervention, and followup support.

The National Runaway Switchboard operates a toll-free, 24-hour hotline for youth and their families. The hotline provides support, information, and assistance while maintaining confidentiality and client safety. During this past year, the hotline handled approximately 160,000 calls.

For additional information about the Family and Youth Services Bureau, contact:

Mr. Curtis Porter
U.S. Department of Health and Human Services
Family and Youth Services Bureau
P.O. Box 1182
Washington, DC 20013
202-205-8034

U.S. Department of Health and Human Services, National Center on Child Abuse and Neglect

The National Center on Child Abuse and Neglect (NCCAN) was established by the Child Abuse Prevention and Treatment Act of 1974 (P.L. 93-247)

within the Administration on Children, Youth and Families. NCCAN's responsibilities include:

- ◆ Assisting States to meet their responsibilities for the prevention of and intervention in cases of child abuse and neglect by providing funds and technical assistance.
- ◆ Generating knowledge by funding research, service improvement programs, and demonstration projects.
- ◆ Generating knowledge through the ongoing collection of data about the scope and nature of the problem, its consequences, and the effectiveness of prevention and treatment programs.
- ◆ Facilitating information dissemination and exchanges.
- ◆ Supporting the education of professionals in the field and policy development.
- ◆ Coordinating the Federal Government's activities in this field.

In FY 1996, NCCAN awarded to States a total of \$21 million in Basic State Grants, \$8.5 million in Children's Justice Act Grants, and \$23 million in Community-Based Family Resource Program Grants. Also in FY 1996, a total of \$14.154 million was expended to support research and demonstration grants and other discretionary activities.

NCCAN funds, on an ongoing basis, the Child Abuse and Neglect Clearinghouse, which collects, organizes, and disseminates information on all aspects of child maltreatment including prevention, identification and investigation, treatment, research, training, and education. In FY 1996, NCCAN also funded the National Resource Center on Child Maltreatment to assist States, local agencies, and tribes in developing effective and efficient child protective services organization systems.

In September 1996, NCCAN released the data from the National Incidence Study of Child Abuse and Neglect (NIS-3). Previous NIS studies had been released in 1981 and 1988. The NIS-3 report indicates that the number of abused and neglected children more than doubled since the last report was

issued—from 1.4 million in 1986 to 2.9 million in 1993. During the same period, the number of children who were seriously injured quadrupled from about 143,000 to more than 572,000.

These estimates are almost three times higher than the number of cases reported, investigated, and confirmed by the States. *Child Maltreatment 1994: Reports from the States to the National Center on Child Abuse and Neglect*, also published by NCCAN in 1996, counted just over 1 million victims of child abuse and neglect in 1993, based on the number of cases investigated by Child Protective Services. That report showed the number of substantiated cases had grown by more than 38 percent between 1986 and 1993.

On October 3, 1996, the President signed into law the Child Abuse Prevention and Treatment Act Amendments of 1996, a bill that extended for 5 years (through FY 2001) the authority for the Child Abuse Prevention and Treatment Act. The legislation extends the authority for three State grants: the Basic State Grant program, which focuses on improving child protective services; a prevention-focused State grant program, now called the Community-Based Family Resource and Support Grants Program; and the Children's Justice Act grant program, which focuses on reform of the systems for the investigation, prosecution, and handling of child sexual abuse; child maltreatment facilities; and other forms of child abuse and neglect.

The law also extends the authority for Federal leadership activities in the field of child abuse and neglect, including training and technical assistance, research, evaluation and demonstration grants, data collection, and information dissemination activities.

For additional information about the National Center on Child Abuse and Neglect, contact:

Ms. Emily Cooke
U.S. Department of Health and Human Services
National Center on Child Abuse and Neglect
Mary Switzer Building
330 C Street SW., Room 2106B
P.O. Box 1182
Washington, DC 20201
202-205-8709

U.S. Department of Justice, Child Exploitation and Obscenity Section

Established in 1987 and expanded in 1994, the Child Exploitation and Obscenity Section (CEOS) is composed of attorneys who have expertise in the areas of obscenity, child exploitation, child abuse, international child abduction, and victim-witness issues. CEOS attorneys work with Federal law enforcement agencies and U.S. attorneys' offices around the country on enforcement of Federal laws in these areas. Although CEOS will assist State and local law enforcement agencies upon request, CEOS jurisdiction is limited to enforcement of Federal statutes.

In 1997, CEOS will continue to interface with and participate in domestic and international programs concerning the commercial sexual exploitation of children. CEOS will work with other agencies and nongovernmental organizations on the trafficking of youth for the purposes of child pornography and prostitution.

For additional information about the Child Exploitation and Obscenity Section, contact:

Mr. Terry Lord or Ms. Judy Schretter
U.S. Department of Justice
Child Exploitation and Obscenity Section
1331 F Street NW., Sixth Floor
Washington, DC 20530
202-514-5780

U.S. Department of Justice, Federal Bureau of Investigation

The Federal Bureau of Investigation (FBI) is authorized under Federal law to conduct certain investigations involving the sexual exploitation of children and violations of the Federal Kidnaping Statute. Many of those investigations are coordinated with local, State, and other Federal agencies. All 56 FBI field offices throughout the United States and FBI legal attache offices in foreign countries aggressively pursue the investigation of crimes against children that are within the FBI's statutory jurisdictions.

During this past year, FBI special agents nationwide conducted numerous complex and highly sensitive child sexual exploitation and child abduction/kidnaping investigations, often joining with local, State, and other Federal law enforcement agencies to resolve these cases. FBI agents in the field, supported by various operational, forensic, and administrative resources at the FBI academy and FBI headquarters (FBIHQ) routinely support local law enforcement agencies when a suspected child abduction/kidnaping is reported. The Criminal Investigative Division, FBIHQ, has directed FBI field offices to respond immediately to reported child abductions/kidnapings to provide investigative, behavioral science, forensic, and other support to local law enforcement agencies. FBI involvement at an early stage of the investigation is appropriate in the event it is determined that a violation of the Federal Kidnaping Statute has occurred and Federal prosecution is warranted. FBI agents routinely investigate child abuse on Federal lands, computer pornography, interstate transportation of child pornography, interstate transportation of children for sexual activity, interstate commercialized child prostitution, and various other child sexual exploitation violations within the FBI's jurisdiction.

The FBI recently established the new Office of Crimes Against Children (OCAC) within the Special Investigations and Initiatives Unit (SIIU) at FBIHQ. As an entity within the Violent Crime and Major Offenders Section (VCMOS), Criminal Investigative Division (CID), the new OCAC is staffed by Supervisory Special Agents and support professionals who will specifically address child-victimization offenses within the FBI's jurisdiction. All such offenses, including child abduction/kidnaping, sexual exploitation of children (child pornography, child prostitution, and others), international parental kidnaping, physical and sexual abuse of children on government lands, interstate parental kidnaping cases referred by local authorities which then result in FBI fugitive investigations, and violations of the Child Support Recovery Act (CSRA), will now be operationally and administratively addressed by the OCAC. The FBI's national investigative program involving child pornography transmitted via computer online services and the Internet is also being managed by the OCAC.

Establishment of the OCAC is an important step toward ensuring that the FBI will continue to dedicate appropriate resources to the investigation of crimes against children.

The following case illustrates the nature of many of the complex and fast-breaking child abduction/kidnaping and child sexual exploitation investigations. The case began when two brothers, ages 3 and 11, were abducted from a store in Michigan by a convicted child molester. A massive interstate investigation resulted in the safe recovery of the children and the arrest of the kidnaper by agents assigned to the New Orleans FBI field office. The Detroit FBI case agent was presented with an award recognizing his outstanding performance at the National Missing Children's Day ceremony on May 25, 1996. That award was one of only four awards presented by the National Center for Missing and Exploited Children (NCMEC) to Federal, State, and local officers for their exceptional contributions to a missing or exploited children investigation.

A second case serves to illustrate the positive results that are achieved through an effective partnership between local, State, and Federal agencies. On January 28, 1997, a 12-year-old boy was reported missing to the Omaha Police Department (OPD), Omaha, Nebraska. He was believed to have been abducted by a family acquaintance, a 28-year-old male later determined to have been previously convicted for child abuse. The Omaha FBI field office immediately joined the investigation with the OPD, and teams of police officers and agents conducted more than 200 interviews in an effort to locate and recover the missing child. The investigation extended to several States, and was assisted by NCMEC, which distributed posters through an emergency facsimile broadcast. An "America's Most Wanted" broadcast in February generated leads that were aggressively pursued by OPD detectives and FBI agents. The joint investigation eventually led to a telephone call that was traced to a small motel in South Carolina. Omaha police and FBI agents immediately notified the FBI field office in Columbia, South Carolina, where those agents again joined with local police in order to successfully lure the abductor from the motel room and rescue the child on the morning of February 22, 1997. In connection with

National Missing Children's Day, May 25, 1997, an Omaha police lieutenant and an Omaha FBI agent were recognized for their outstanding cooperative effort leading to the successful resolution of this investigation.

The FBI has also established other specialized operational resources to address child abduction/kidnaping and child sexual exploitation investigations, such as the Child Abduction and Serial Killer Unit (CASKU) in Quantico, Virginia, which figured prominently in the solution of the aforementioned cases. CASKU directly supports FBI field office investigations and those of State and local agencies by providing profiles of unknown offenders, crime analysis, interview and interrogation strategies, investigative strategies, behavioral assessments, trial preparation and prosecutive strategy, expert testimony, and coordination with various other evidentiary and forensic resources within the FBI. Specially trained and experienced CASKU supervisory personnel often travel throughout the United States to assist FBI agents and local police immediately upon learning that a child abduction/kidnaping investigation has been initiated. CASKU personnel also routinely provide advice and support to international law enforcement authorities who have requested the FBI's specialized assistance. As a case in point, CASKU supervisors traveled to Belgium in 1996 to help police officials with a brutal multivictim child abduction and murder case that received worldwide attention.

CASKU also can coordinate the application of all FBIHQ resources needed in a particular case, including laboratory resources. The FBI laboratory is the only full-service Federal forensic science laboratory serving the law enforcement community. The FBI is mandated by Title 28, CFR Section 0.85, to conduct scientific examinations of evidence, free of charge, for any duly constituted law enforcement agency in the United States. Child-related cases consistently receive priority attention from the laboratory. Assistance is provided through evidence response teams; document services; latent fingerprint services; scientific analysis services (including chemistry-toxicology, DNA analysis/serology examinations, explosives, firearms-toolmarks, hairs and fibers, and materials analysis); polygraphs; special projects (including graphic design, photographic

processing, special photographic services, structure); and forensic science research and training.

CASKU recently created a comprehensive investigative and resource guide titled *Child Abduction Response Plan*. This plan incorporates the combined experience and suggestions of CASKU, FBIHQ, and FBI agents fieldwide and vital contributions from many State and local officers through the country. The document will be disseminated soon to all FBI field offices and to local and State law enforcement agencies nationwide to provide specific guidance and suggestions to help investigators respond to and investigate reported child abductions/kidnapings. This resource guide will help investigators deal with the varied and complex problems associated with these critical and time-sensitive cases.

FBI field offices in Dallas, Los Angeles, and San Francisco participate in interagency child sexual exploitation task force operations, again illustrating the value of pooling interagency resources. Numerous child sexual exploitation and child abduction/kidnaping investigations have been resolved through these task force operations. The FBI intends to further expand such task force operations, ensuring that specialized child sexual exploitation training is provided to FBI field agents and other law enforcement personnel associated with those investigations.

The FBI also offers an extensive training program for the law enforcement community. Training in a broad spectrum of topics is offered to bona fide law enforcement personnel in settings around the country and at the FBI academy. Each FBI field office has a training coordinator to assist law enforcement agencies in obtaining the desired training.

In addition to the many investigative, task force, working group, and document publication issues that have been addressed in the past year, the FBI is also involved in the implementation of new legislative mandates, including the Pam Lyncher Sexual Offender Tracking and Identification Act, which was signed into law on October 4, 1996. This law provides for the nationwide registration and tracking of convicted sex offenders who have committed certain sex offenses against minors and mandates that the FBI maintain an appropriate national registration data base. The complex investigative process

has already begun, and the FBI will continue to pursue the mandate in the coming year.

For additional information about the Child Abduction and Serial Killer Unit, contact:

Mr. William Hagmaier or Ms. Cindy Lent
U.S. Department of Justice
Federal Bureau of Investigation
Child Abduction and Serial Killer Unit
Quantico, VA 22135
540-720-4700

For additional information about the Office of Crimes Against Children, Special Investigations and Initiatives Unit, contact:

Ms. Sarah Pickard, Mr. Dan Wright, or
Mr. George Martinez
U.S. Department of Justice
Federal Bureau of Investigation/Headquarters
Office of Crimes Against Children
Special Investigations and Initiatives Unit
10th and Pennsylvania Avenues NW., Room 5042
Washington, DC 20535
202-324-3666

U.S. Department of Justice, Office for Victims of Crime

The mission of the Office for Victims of Crime (OVC) is to enhance the Nation's capacity to assist crime victims and to provide leadership in order to change attitudes and practices to promote justice and healing for all victims of crime. OVC administers the Crime Victims Fund (hereafter called the Fund), which was authorized by the Victims of Crime Act of 1984 (VOCA). Financing for the Fund comes from criminal fines, forfeited bail bonds, penalty fees, and special assessments collected by U.S. attorneys, U.S. courts, and the Federal Bureau of Prisons.

Each year OVC makes awards to State crime victim assistance and compensation programs to supplement State funding for victim services. In addition, OVC provides victim assistance training and technical assistance for criminal justice officials and direct service providers. Exploited children, families of missing and exploited children, practitioners who

provide direct services to victim families, and law enforcement personnel who investigate and prosecute such cases are eligible to participate in OVC-sponsored programs.

Crime victim compensation is the direct payment to a crime victim or to his or her family to help cover crime-related expenses such as medical treatment, mental health counseling, lost wages, or funeral services. Every State administers a crime victim compensation program. Most of these programs have similar eligibility requirements and offer a comparable range of benefits. Most programs require victims to report crimes to the police in a timely manner and to file claims within a fixed period of time.

Each year OVC uses VOCA funds to supplement State resources. The grant a State receives is based on 40 percent of the amount of compensation benefits made by the State in the previous year.

For additional information about the Office for Victims of Crime, contact:

Ms. Sue Shriner
U.S. Department of Justice
Office for Victims of Crime
633 Indiana Avenue NW., Room 1352
Washington, DC 20531
202-616-3577

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

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974. OJJDP provides leadership, direction, coordination, and resources to prevent, treat, and control juvenile delinquency. With the incorporation of the Missing Children's Assistance Act into the JJDP Act in 1984 (Title IV), Congress mandated that OJJDP coordinate the Federal response to missing and exploited children and their families.

The Missing and Exploited Children's Program coordinates activities, provides training and technical assistance, and conducts research pertaining to miss-

ing and exploited children. In addition, the Missing and Exploited Children's Program provides funding support for the National Center for Missing and Exploited Children (NCMEC).

During this past year, OJJDP provided training to approximately 1,000 law enforcement personnel through five Title IV Training and Technical Assistance Programs. Course offerings include Child Abuse and Exploitation Investigative Techniques, Child Abuse and Exploitation Team Investigative Process, Missing and Exploited Children, Child Sexual Exploitation Investigations, and Responding to Missing and Abducted Children. (The last two courses were new in 1996.)

OJJDP also supported the creation of NCMEC's Child Exploitation Unit to combat child molestation, pornography, and prostitution and raise awareness about the problem of pedophilia. The Unit, funded by the U.S. Department of the Treasury, is a cooperative effort of that Department, the U.S. Department of Justice (CEOS and FBI), the U.S. Postal Inspection Service, and NCMEC.

OJJDP conducted the first national State Clearinghouse/Nonprofit Organization work session in Tampa, Florida. Representatives from every State Clearinghouse for Missing and Exploited Children attended the work session, accompanied by a local nonprofit agency that provides services to missing and exploited children. The purpose of this work session was to bridge communication gaps, foster greater cooperation, increase understanding and awareness, and establish enhanced procedures for the investigation and handling of missing and exploited children cases. Representatives from the Federal Bureau of Investigation, the Office for Victims of Crime, and NCMEC participated in this work session.

OJJDP, working with the American Bar Association, implemented the International Child Abduction Attorney Network (ICAAN). The goal of this effort is to recruit attorneys who are willing to represent parents (gratis) in legal actions under the Hague Convention on the Civil Aspects of International Parental Abduction (hereafter referred to as the Hague Abduction Convention). More than 250 attorneys nationwide have joined ICAAN and have

agreed to handle at least one pro bono case under the Hague Abduction Convention. A data base has been established, and a mentoring system is in place.

Through a contract with the American Bar Association's Center on Children and the Law, OJJDP conducted a survey of left-behind parents whose children were taken from the United States. The recovery rate for children in international abductions is much lower than in domestic abductions. Consequently, a greater emphasis on prevention of international abductions is needed. Results of this survey were sent to the Hague in time for a meeting of 44 party countries in spring 1997.

Based upon the results of a study of obstacles to the recovery and return of parentally abducted children, the ABA's Center on Children and the Law also drafted three model statutes and included them in State reform packets sent to State judiciary committees. These statutes include a model criminal statute, flagging statute, and tort statute. Technical assistance was provided to the National Council of Commissioners on Uniform State Laws in the drafting of a uniform custody statute. Judicial training on parental abduction and child custody jurisdiction was conducted at the annual conference of the Association of Family and Conciliation Courts. In addition, a judicial benchbook will be published by the National Council of Juvenile and Family Court Judges as a special journal issue in spring 1997.

During this past year, OJJDP also:

- ◆ Completed research on the prevention of parent or family abduction, which resulted in the identification of six risk profiles for family abduction and promising interventions to prevent abductions. The final research report will be available in 1997.
- ◆ Released preliminary findings from the Child Murder Research Project, which was conducted by the Washington State Attorney General's Office under an OJJDP grant. The goal of the study is to improve investigative procedures in the murders of missing and abducted children in order to more effectively manage and solve individual and serial child murder cases.
- ◆ Conducted two Policy Development Workshops for Prosecutors as part of the Parental Kidnaping Project, which is being conducted by the American Prosecutors Research Institute/National Center for the Prosecution of Child Abuse (NCPCA). Approximately 60 prosecutors attended the workshops, which were designed to increase awareness and understanding of issues relating to parental kidnaping and to aid in the development of protocols and policies for handling cases. Through this project, prosecutors also receive case-specific technical assistance on an as-needed basis. A special edition of *Update*, which is published by NCPCA, was devoted to issues and articles relating to parental kidnaping.
- ◆ Supported a followup to the 1988 *National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children* (NISMART). NISMART II, currently in the planning and developmental stage, is intended to generate information regarding the number of children who are missing each year.

These activities will continue throughout the coming year.

For additional information about the Office of Juvenile Justice and Delinquency Prevention, contact:

Mr. Ron Laney or Mr. Michael Medaris
U.S. Department of Justice
Office of Juvenile Justice and Delinquency Prevention
Missing and Exploited Children's Program
633 Indiana Avenue NW., Room 550-F
Washington, DC 20531
202-616-3637

U.S. Department of Justice, U.S. National Central Bureau (INTERPOL)

INTERPOL is the international criminal police organization that comprises designated national central bureaus (NCB's) from the law enforcement agencies of its 176 member nations. The primary mission of INTERPOL is twofold:

- ◆ To ensure and promote the widest possible mutual assistance between all criminal police au-

thorities within the limits of the laws existing in the different countries and in the spirit of the Universal Declaration of Human Rights.

- ◆ To establish and develop all institutions likely to contribute effectively to the prevention and suppression of ordinary law crimes.

Each INTERPOL member country establishes, funds, and staffs a national central bureau, which serves as the point of contact for the international law enforcement community. Every NCB operates within the parameters of its own nation's law and policies and within the framework of the INTERPOL constitution. In the United States, authority for the INTERPOL function rests with the Attorney General. Authority for administering the U.S. National Central Bureau (USNCB) is shared by the U.S. Department of Justice and the U.S. Department of the Treasury.

USNCB receives foreign requests for criminal investigative assistance and directs them to the appropriate U.S. Federal, State, or local law enforcement or judicial authorities. USNCB also receives domestic law enforcement requests and directs them to the appropriate NCB abroad. To reach the international law enforcement community for child-related crimes, USNCB enters information on the crime, subject, victim, abducting parent, or missing child into the INTERPOL network. Requests must be made by a U.S. law enforcement agency or judicial authority.

For additional information about the U.S. National Central Bureau (INTERPOL), contact:

U.S. Department of Justice
U.S. National Central Bureau (INTERPOL)
Bicentennial Building, Room 600
600 E Street NW.
Washington, DC 20530
202-616-9000

U.S. Department of State, Office of Children's Issues

The Office of Children's Issues (CI) formulates, develops, and coordinates policies and programs and provides direction to foreign service posts on inter-

national child abduction and international adoption. CI also fulfills treaty obligations relating to the abduction of children. CI has 92 separate fliers on its home page (<http://travel.state.gov>), including 22 country-specific abduction fliers and 61 country fliers on adoption.

International Abduction

In September 1995, CI, as the United States Central Authority for the Hague Convention on the Civil Aspects of International Child Abduction (hereafter referred to as the Hague Abduction Convention), entered into a cooperative agreement with two U.S. Department of Justice components (the Office of Juvenile Justice and Delinquency Prevention and the Office for Victims of Crime) and the National Center for Missing and Exploited Children (NCMEC). Under this agreement, NCMEC provides operational assistance on incoming Hague Abduction Convention cases—those cases involving children abducted to, or being wrongfully retained in, the United States from countries that are signatories to the Hague Abduction Convention. NCMEC locates abducted children in the United States, assists left-behind parents in initiating court proceedings pursuant to the Hague Abduction Convention for return of the abducted child, and—with assistance from the American Bar Association—finds pro bono attorneys for the left-behind parent. Since NCMEC began handling nearly 320 incoming Hague cases from 43 countries, nearly 150 children have been returned from the United States to their country of habitual residence.

In 1996, the cooperative agreement was renewed. The collaborating agencies are continuing to work together to resolve international parental child abduction cases by providing an array of services to the parent in the effort to recover the abducted child, including:

- ◆ "Welfare and whereabouts" visits with children by U.S. consular officers from each of the U.S. Department of State's 280 embassies, consulates, and foreign missions worldwide.
- ◆ Country-specific child custody fliers created with input from U.S. embassies abroad, including information on the local legal system and family laws. Fliers have also been prepared on abduction

prevention, Islamic family law, tips on how to hire an attorney, enforcement of U.S. court orders (including custody orders) abroad, service of processing and obtaining evidence abroad, authentication of U.S. documents for use abroad, and more than 250 separate lists of attorneys willing to help Americans abroad.

- ◆ U.S. passport control, by entering the child into the U.S. Department of State passport lookout data base.
- ◆ Embassy assistance in monitoring local judicial proceedings and assisting parents by directly contacting local officials on their behalf.
- ◆ A CI case officer for each American child abducted abroad.
- ◆ U.S. Department of State's ongoing programs to encourage new countries to join the Hague Abduction Convention.
- ◆ Technical assistance to explain Hague Abduction Convention procedures.
- ◆ Assistance of volunteers who translate foreign language documents and conversations.
- ◆ NCMEC age progression technology for long-term cases.
- ◆ Poster dissemination abroad by NCMEC to assist in locating missing children.
- ◆ Parent and administrative support to help the family through this difficult time.

International Adoption

CI coordinates policy and provides information on international adoption to the public. In fiscal year 1996, U.S. citizens adopted more than 11,000 foreign-born children. Because adoption is a private legal matter within the judicial sovereignty of the nation where the child resides, the U.S. Department of State cannot intervene on behalf of an individual U.S. citizen in foreign courts. CI offers general information and assistance regarding the adoption process in more than 60 countries.

For additional information about the Office of Children's Issues, contact:

Mr. Ray Clore
U.S. Department of State
Office of Children's Issues
2201 C Street NW., Room 4800
Washington, DC 20520
202-736-7000

U.S. Department of the Treasury, U.S. Customs Service

The U.S. Customs Service is on the front line of the Nation's defense against the illegal importation and trafficking of child pornography. Long recognized by both the national and international law enforcement communities for its knowledge of and skill in the area of child pornography investigations, the U.S. Customs Service aggressively targets importers, distributors, and purveyors of child pornography to prevent the sexual exploitation and abuse of children both in the United States and abroad. The Child Pornography Enforcement Program, which is housed with the new International Child Pornography Investigation and Coordination Center in Sterling, Virginia, works closely with the Child Exploitation and Obscenity Section, the Federal Bureau of Investigation, the U.S. Postal Inspection Service, and the National Center for Missing and Exploited Children.

In 1996, the U.S. Customs Service handled:

- ◆ 227 searches — a 220-percent increase from the previous year.
- ◆ 144 searches involving computers — a 167-percent increase from the prior year.
- ◆ 255 seizures — a 67-percent increase from the previous year.
- ◆ 120 arrests — a 186-percent increase from the prior year.

The U.S. Customs Service provides training in this country and abroad. Internationally, the U.S. Cus-

toms Service has provided training in the areas of child pornography and computers to authorities at the Pacific Rim Conference and from Bulgaria, Canada, Holland, Japan, and New Zealand. Domestically, the U.S. Customs Service has provided briefings to authorities in Florida, Utah, and Virginia. In addition, undercover operations are under way targeting individuals using computers to transmit child pornography via foreign commerce. Other operations focus on the new child sexual tourism law. These activities will continue in the coming year.

For additional information about the U.S. Customs Service, contact:

Mr. Greg Burns
U.S. Department of the Treasury
U.S. Customs Service
1301 Constitution Avenue NW., Room 4104
Washington, DC 20229
202-927-2849

For information about the International Child Pornography Investigation and Coordination Center, contact:

Mr. Don Huycke
U.S. Department of the Treasury
U.S. Customs Service
International Child Pornography Investigation and
Coordination Center
45365 Vintage Park Road, Suite 250
Sterling, VA 20166
703-709-9700, ext. 353

U.S. Department of the Treasury, U.S. Secret Service/Forensic Services Division

Under Title XXXI of the Violent Crime Control and Law Enforcement Act of 1994, the U.S. Secret Service works with the National Center for Missing and Exploited Children (NCMEC) to provide forensic services and technical assistance to State and local authorities in investigating the most difficult cases of missing and exploited children. These services include the Forensic Information System for Handwriting (FISH) data base, which allows hand-

written or handprinted material to be searched against previously recorded writings, making possible links or consolidations, and the Automated Fingerprint Identification System (AFIS), a nationwide network with access to the largest collection of fingerprint data bases in the United States. Among the other services provided are polygraph investigations and visual information services, such as image enhancement, age progressions and regression, and suspect drawings.

During this past year, the Forensic Services Division has completed 38 polygraph examinations that resulted in the identification of a probable perpetrator in 1 missing child case, arrest of 21 suspects in child exploitation cases, and clearing of six persons of child exploitation charges. The Division also located a known child abductor and two kidnaped children by tracking cellular phone communications with innovative technologies. In addition, the Division completed:

- ◆ Four searches in AFIS.
- ◆ Two age progressions—one involving a request from the Minister of Interior of Russia, forwarded from the U.S. Embassy in Moscow.
- ◆ Two audiotape enhancements in child exploitation cases.
- ◆ One videotape enhancement in a child exploitation case.
- ◆ One voice identification examination case.
- ◆ 400 searches conducted in the FISH—Missing and Exploited Children data base.
- ◆ Two handwriting examinations of the writing of missing children, one presumed deceased.

The Forensic Services Division gave a number of presentations to State and local law enforcement, INTERPOL, and NCMEC clearinghouses and produced several articles and a brochure relating to the Secret Service, Forensic Services Division, Missing and Exploited Children Program.

Finally, as a result of the Omnibus Appropriation Act, Public Law 104-208, the Secret Service will

provide \$400,000 to NCMEC for two full-time employees to target child exploitation and pornography; \$765,000 to establish an Exploited Child Unit; \$235,000 for training of additional volunteers to support project ALERT; and \$1,200,000 for the continued funding of the Exploited Child Unit.

For additional information about the U.S. Secret Service, contact:

Mr. Richard Dusak or Mr. John Hargett
U.S. Department of the Treasury
U.S. Secret Service
1800 G Street NW., Room 929
Washington, DC 20223
202-435-5926

U.S. Postal Service, U.S. Postal Inspection Service

The U.S. Postal Inspection Service is the law enforcement arm of the U.S. Postal Service with responsibility for investigating crimes involving the U.S. mail, including all child pornography and child sexual exploitation offenses. Specially trained postal inspectors are assigned to each of the 28 field divisions nationwide.

Child pornography and the sexual exploitation of children continue to be serious problems in society. Child pornographers assume the U.S. mail will provide a safe, reliable, and anonymous vehicle to traffic in this illicit material. Recognizing that child molesters and child pornographers often seek to communicate with one another through what they perceive as the security and anonymity provided by the U.S. mail, postal inspectors have been involved extensively in child sexual exploitation and pornography investigations since 1977. Since the Federal Child Protection Act of 1984 was enacted, postal inspectors have conducted more than 2,800 child pornography investigations, resulting in the arrest and conviction of more than 2,500 child pornographers and preferential child molesters.

The following cases illustrate how the U.S. Postal Service has become a significant force in the fight against child pornography. In June 1996, following up on a tip from a commercial film developer, postal

inspectors in Newark, New Jersey, arrested a man for mailing child pornography. The child depicted in the photographs was the suspect's 8-year-old cousin. In another investigation, a school psychologist was arrested on July 19, 1996, in Mount Holly Springs, Pennsylvania, after he received computer disks containing child pornography through the mail.

A search of the suspect's home revealed a large number of child pornography photographs and videotapes. He has been charged in a Cumberland County State court with committing numerous indecent assaults upon young children. Additional Federal charges are anticipated.

In May 1996, results of Project Special Delivery were announced by Chief Postal Inspector Kenneth Hunter. Project Special Delivery is a highly successful proactive undercover operation that shut down the largest known commercial child pornography business ever encountered in the United States and identified and targeted the mail-order customers who knowingly purchased illegal material. During a 2-year period, postal inspectors conducted more than 130 searches in 36 States, resulting in the identification of numerous child molesters, child pornographers, and child victims and the recovery of large amounts of child pornography material. To date, 81 suspects have been prosecuted. More arrests are expected.

The U.S. Postal Service works closely with other Federal, State, and local public and private agencies. Nationally and internationally, the Postal Inspection Service is actively involved in initiatives aimed at curbing the sexual exploitation of children. This involvement will continue in the coming year. Postal inspectors will continue to interact with, train, and speak before audiences at various conferences and symposiums that are held throughout the country on topics relating to the sexual exploitation of children and the mission of the Agency. The Postal Inspection Service once again cosponsored the National Symposium on Child Sexual Abuse in Huntsville, Alabama, in 1997.

For additional information about the U.S. Postal
Inspection Service, contact:

Mr. Ray Smith
U.S. Postal Service
U.S. Postal Inspection Service
475 L'Enfant Plaza West SW., Room 3141
Washington, DC 20260-2166
202-268-4286

Conclusion

In just a short period of time, the Task Force has made important strides in improving the coordination of services for missing and exploited children and their families and in increasing skills and awareness of the agencies that serve them. Many of the collaborative and individual efforts of Task Force members have had far-reaching effects.

- ◆ The Task Force's resource guide has been disseminated to more than 15,000 law enforcement agencies throughout the country, and scores of other law enforcement agencies have access to the guide through the National Criminal Justice Reference Service.
- ◆ The newly established Jimmy Ryce Training Center is expected to train more than 250 law enforcement executives in its first year of operation.
- ◆ Federal activities and services have been further enhanced through the development of the Inter-

national Division, Child Pornography Tipline, and Exploited Child Unit at NCMEC. These collaborative efforts have resulted in an increase of services for and attention to missing and exploited children and their families.

- ◆ The World Congress Against Commercial Sexual Exploitation of Children and the Morgan P. Hardiman Task Force have helped to focus attention on services for missing and exploited children—both in this country and abroad—and to increase awareness of these services and cooperation in delivering them.

The continued efforts of the Task Force member agencies—both individually and collectively—will help to ensure that children who are missing, abducted, and abused and the families of these children will receive the attention and services they need and deserve.

