



OJJDP

**First Annual
Missing Children's
Summary**

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December 1985

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

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OJJDP

First Annual Missing Children's Summary

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ACQUISITIONS

December 1985

Preface

Recognizing the need for Federal leadership, support, and coordination on the problem of the Nation's missing and exploited children, the U.S. Congress amended the Juvenile Justice and Delinquency Prevention Act in 1984 to include a separate Missing Children's Assistance Act. Congress augmented its 1974 mandate to the Office of Juvenile Justice and Delinquency Prevention (OJJDP) by establishing the Missing and Exploited Children's Program within the office of the OJJDP Administrator.

As directed by Section 404(a)(5), Title IV of the Juvenile Justice, Runaway Youth and Missing Children's Act Amendments of 1984, OJJDP is charged with the responsibility of analyzing, compiling, and disseminating an annual summary of recently completed and ongoing research and demonstration projects related to missing and exploited children. The First Annual Missing Children's Summary is the Office's response to this statutory requirement for FY 1985.

The report includes Federal, State, and local activities that focus on missing and exploited children. It outlines research and demonstration projects initiated by OJJDP, other Federal agency initiatives, State efforts, private sector business endeavors, and private-nonprofit programs.

I hope that the Annual Summary will stimulate both public and private interest in OJJDP initiatives to end the victimization of America's missing and exploited children and further the understanding of the goals and activities of this office.



Alfred S. Regnery
Administrator
Office of Juvenile Justice
and Delinquency Prevention

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Introduction and Background

Literature from the social sciences and history contains a number of reports about children who have run away or been abducted from their homes, but only in the past 5 years has this problem received heightened and continuing attention from the media, researchers, and law enforcement. It is estimated that many thousands of children disappear each year, nationwide. Although most return home safely, a significant portion are exposed to, and become victims of, criminal and sexual exploitation.

Missing children are a very diverse group. The congressional definition, adopted in October 1984, describes a missing child as "a person under 18 whose whereabouts are unknown to his/her legal custodians and whose circumstances indicate he/she may have been abducted, abused, or sexually exploited." For identification purposes, these children have been categorized into three main groups: those abducted by a nonfamily member who is usually not a stranger; those abducted by a parent/family member; and runaways and/or "throwaways."

It is currently almost impossible to establish an accurate estimate of this problem's magnitude, partly because of different definitions used by jurisdictions throughout the country. For example, a young child who gets lost on the way home from school but returns home safely within a few hours, or a teenager who spends a night away from home without parental permission, may be listed as "missing" in some police records. Among children who are missing for longer periods of time, the vast majority ran away from home voluntarily. Runaway and throwaway youth present a complex problem because their numbers are notoriously difficult to determine. Since they either choose to leave home (possibly over discipline conflicts or abuse), or are expelled from their families or abandoned, their parents often do not report them as missing. Thus, when they do come to the attention of law enforcement authorities, it is commonly as a result of their involvement in prostitution, pornography, drug dealing, numbers running, and other illegal activities to which they turn for sustenance.

The second largest group of missing children consists of those who have been abducted by a parent, grandparent, or other relative, frequently during a custody dispute. While these children may not always be in physical danger, they are often victims of psychological trauma. They may have to move frequently and unexpectedly if their abductor fears discovery by a searching parent, and they may never be reunited with relatives left behind.

The third group is the smallest statistically, but it is highly publicized. It is made up of children who have been abducted by individuals who prey on young people. Children in this category, as with runaways and throwaways, may be victims of sexual abuse, criminal exploitation, and even murder. Though proportionally their numbers are small, their plight is well known.

While there is considerable debate over just how large the problem of missing children actually is, there is a general consensus that whether or not they leave home voluntarily, missing children are extremely vulnerable to abuse and exploitation. It is estimated that 85 percent of the children who have been criminally or sexually abused by someone other than a family member or a

caretaker were missing from their homes at the time of their victimization. Reports from national organizations working to locate missing children have sparked America's conscience and focused national attention on both the extent of the problem and the crisis of missing children. Throughout the country, there is increased public awareness about this issue. Today, few other social problems strike as much fear in parents or evoke such an outpouring of concern from the average citizen. This overwhelming public concern spurred the U.S. Congress to pass the Missing Children's Act in 1982 and, in 1984, the Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

The Missing Children's Assistance Act is administered by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). In summary, the Act:

- Provides for the appointment of a nine-member Advisory Board on Missing Children to counsel the OJJDP Administrator and the Attorney General regarding the coordination of Federal programs and activities for missing children, guide the Administrator in setting grant and contract priorities, and approve an annual comprehensive plan;
- Requires OJJDP to establish and operate a national resource center and clearinghouse on missing children; and
- Directs OJJDP to conduct periodic incidence studies to determine the numbers of missing children and to award grants and contracts for research, demonstration, or service programs addressing the problem of missing children.

Section 404(a)(5) of the Missing Children's Assistance Act instructs the Administrator to analyze, compile, publish, and disseminate an annual summary of recently completed research, research being conducted, and effective Federal, State, and local demonstration projects relating to missing children, with particular emphasis on:

- A) Models of local, State, and Federal coordination and cooperation in locating missing children;
- B) Programs designed to promote community awareness of the problem of missing children;
- C) Programs to prevent the abduction and sexual exploitation of children (including parent, child, and community education); and
- D) Program models which provide treatment, counseling, or other aid to parents of missing children or to children who have been victims of abduction or sexual exploitation.

This First Annual Summary is the OJJDP's response to this statutory requirement for FY 1985.

Projects Sponsored by the Office of Juvenile Justice and Delinquency Prevention

Research Projects

The problem of missing children has evolved into a focal point of national concern. Although we understand some of the parameters of the problem, knowledge about such issues as the number of missing children, effective treatment strategies, the range of resources available, characteristics of both missing children and their exploiters, and the effects of the children's experience on them and their families still eludes us. Existing data regarding missing children are both inadequate and unreliable. Many available studies are outdated and differ significantly in terms of definitions of the study population, design and sampling methodology, units of analysis, and verification procedures. Further impeding an understanding of the nature and extent of the problem and the development of effective strategies are the lack of uniformity in both reporting procedures and tracking of missing children, fragmented and incomplete sources of national information, and unclear differentiation among the categories of cases--runaways/throwaways, parental/family abductions, and nonfamily (stranger) abductions.

In order to maximize the effectiveness of the efforts of government, law enforcement, citizens' groups, private organizations, and the Missing Children's Assistance Act itself, OJJDP is sponsoring a broad range of research aimed at enhancing the knowledge base regarding missing and exploited children. The Office of Juvenile Justice and Delinquency Prevention, with authorization under Sections 404(b)(3) and 406(a)(5) of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, has funded or is in the process of funding the following research projects.

National Study of Law Enforcement Agencies' Policies and Practices for Handling Missing Children and Homeless Youth

This study is designed to describe current law enforcement policies and practices and to identify the most effective law enforcement methods for handling reports and investigating, identifying, and recovering children who may be missing or homeless and at risk of exploitation. The study will also provide better estimates of the numbers of cases reported to law enforcement annually. Findings from this research project will be utilized by the Office to direct future training, technical assistance, and public education programs about missing children.

It is anticipated that work on the 2-year study will begin in early 1986. The study will be conducted in three phases:

- Phase I: Phase I will focus on the design and implementation of a mail survey of a nationally representative sample of at least 500 law enforcement agencies. During this component of the study, the researchers will document and describe existing law enforcement policies and practices related to the recording, handling, and

tracking of missing children reports; estimate the number of missing children reported nationally to law enforcement agencies; determine the level of awareness and utilization of resources such as the FBI's National Crime Information Center's Missing Persons File and Unidentified Persons File, and the National Center for Missing and Exploited Children; and identify potential and actual impediments to law enforcement's ability to recover and return missing children to their families.

Phase II: The second phase will verify and build on the knowledge gained from Phase I. On-site interviews with personnel from up to 100 law enforcement agencies in the national sample will be conducted to collect more detailed information about actual law enforcement practices to identify, investigate, locate, and return missing children, and apprehend and detain suspected abductors. The interviews will also be used to solicit recommendations on improving current policies and procedures, identify effective law enforcement agencies, and describe the role of the missing persons function within the law enforcement system.

Phase III: While Phases I and II focus primarily on law enforcement agencies and their practices, Phase III will target missing children's cases themselves. Ten jurisdictions will be selected to participate in an intensive case tracking of all calls and reports of missing children. By using departmental documentation on every case reported, the researchers will establish profiles of missing and homeless youth and their experiences.

The results of this study will enhance the available knowledge about the extent and nature of the problem of missing children nationwide and help to identify effective responses to missing children and homeless youth at the Federal, State and local levels.

National Incidence Study To Determine the Actual Numbers of Missing Children

The National Incidence Study, mandated by the Congress of the United States and supervised by the Office of Juvenile Justice and Delinquency Prevention, will provide a comprehensive, reliable assessment of the missing child phenomenon. For each major category--runaways/throwaways, nonfamily (stranger) abducted, and parental/family abducted--the study will attempt to determine for a given year the actual number of children who are reported missing. It is anticipated that a survey of households will reveal important data on both the numbers and characteristics of all incidents of missing children, thus providing valuable information on the circumstances and duration of the absences, the child's experience while away from home, and the level of assistance provided to the youth and his/her family.

To plan for the Incidence Study, OJJDP solicited the expertise of researchers from various fields who had designed, funded, or conducted studies with similarly complex definitional and methodological problems. A panel of these researchers met in August, 1985, to examine, discuss, and advise OJJDP on issues that should

be considered in designing the study. Topics explored included sampling designs and procedures, execution of surveys, and legal and ethical issues concerning the administration of the survey. Based on the advice of this panel, OJJDP intends to undertake a number of initial pilot tests to determine the most technically sound approaches for a later series of larger studies that will provide reliable estimates of the incidence of missing children, the context of the events, and the characteristics of the victims.

The Relationship Between Missing and Abducted Children and Sexual Exploitation of Children

OJJDP is currently proposing to conduct a research project to explore the relationship between missing and abducted children and the risk of sexual exploitation, and the psychological consequences of abduction and sexual exploitation.

To determine the most appropriate focus and research strategy for the study, OJJDP recently conducted a comprehensive literature review of research about the prevalence, dynamics, and short- and long-term effects of sexual exploitation among missing children. This assessment, prepared by Gerald T. Hotaling and David Finkelhor, Family Violence Research Program, University of New Hampshire, examines the quality and scope of the existing empirical research. It assesses estimates of the number and percentages of missing children who are sexually exploited and discusses the circumstances and psychological consequences surrounding the sexual exploitation of child victims. Their report includes recommendations for future research on the subject of sexual exploitation and missing children that will address the most crucial questions in the field.

The trauma that missing and sexually exploited children and their families suffer does not end when a child returns home or a case is successfully prosecuted. Readjustment and reintegration into the family and community can be difficult, with many recurring problems. Psychologists suggest that horrifying memories and confusing emotions, such as guilt and actually missing the abductor or abuser, may trouble children for years after an experience has ended. Guilt also can consume the families, with parents becoming overprotective and siblings feeling jealous of the attention the victims receive.

Research strategies are currently being explored and developed by the Office of Juvenile Justice and Delinquency Prevention to identify effective methods for treating children who have been victims of abduction and/or sexual exploitation and for assisting both the parents and the child in returning to normalcy after the event.

The Child Victim as Witness

Even though repeated interrogations and public exposure of abuse may be particularly traumatic for young victims, it is often necessary for children to testify against their assailants in order to ensure a successful prosecution. The increased frequency of making children serve as witnesses in the trials of their accused abductors and abusers has attracted the attention of the judicial

system, legislators, child protectors, law enforcement officials, and social service providers across the country. Many questions have arisen about the reliability of children's testimony, the psychological impact of participating in a trial, and the possibility of securing admissible testimony from children without a courtroom appearance.

Recognizing the need to study these issues, OJJDP is now in the process of developing a Request for Proposals to explore the effectiveness of child witnesses, the negative effects of judicial proceedings on children, and the use of alternative strategies or techniques by courts for minimizing those effects.

Linkages between Sexual Abuse/Exploitation of Children and Juvenile Delinquency

The University of Pennsylvania School of Nursing, under a cooperative agreement with OJJDP, has undertaken a research project aimed at examining possible linkages between the sexual abuse and exploitation of children and juvenile delinquency, violence, and criminal activity. Preliminary results are expected by December 31, 1985, with a completion date for the study of June 30, 1986.

The aim of this project is to profile three types of victims: those who break the victimization cycle and adapt to age-appropriate activities; those who are at risk for chronic exploitation/victimization; and those who identify with the perpetrator and fall into a pattern of increased violent behavior. Its design consists of studying two separate groups: victims and perpetrators. Key profile characteristics of the victim group, composed of children exploited through pornography and survivors of rape-murder attempts, will be identified in follow-up interviews with an existing victim population. For the perpetrator group, key profile characteristics will be identified through a retrospective study of incarcerated pedophiles, rapists, and murderers of children.

Role of Pornography in Family Violence, Child Exploitation and Juvenile Delinquency

Government agencies and the public alike have expressed a concern over the apparent increase in both sexual and nonsexual violence directed toward children. Many of these sexual abuse/exploitation and murder cases appear to be linked to involvement with child pornography and serial criminal activity. Evidence also suggests that abused children may, as adults, continue to be involved in related criminal behavior--prostitution, abuse of their children, drug abuse, etc.--thereby perpetuating a vicious and tragic cycle.

American University, under a grant from OJJDP, is conducting a research project directed at studying the role of pornography in juvenile delinquency, sexual abuse and exploitation of children, and family violence. A systematic examination and analysis of the visual content of the most widely distributed pornographic magazines will identify trends in the portrayal of children and violence and discuss the potential influences of these publications on child exploitation, molestation, prostitution, incest, kidnaping, general juvenile delinquency, and child pornography. The results of this research will be utilized by the Office to guide future policy recommendations and lay the

foundation for future studies on the influences of pornography on child exploitation, delinquency, kidnaping, and violent crime. The projected completion date for this study is March 31, 1986.

Demonstration Projects

In addition to its research priorities, the Office of Juvenile Justice and Delinquency Prevention has proposed funding to support demonstration projects to meet the Program Priorities of the Missing Children's Assistance Act. In order to be eligible for funding, projects may be designed to address either the specific topics listed in Section 406(a) of the JJDP Act of 1974, as amended, or those identified by the OJJDP. Projects that have been funded thus far or are proposed program priorities are described below.

National Center for Missing and Exploited Children

The National Center for Missing and Exploited Children (NCMEC) was authorized by the Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention Act. The National Center was created through a cooperative agreement and grant from the Office of Juvenile Justice and Delinquency Prevention.

The National Center, a nonprofit organization, opened its doors on June 13, 1984, as a national resource and technical assistance center to assist parents, citizens groups, communities, law enforcement agencies and government institutions in a coordinated national effort to ensure the safety and protection of children. The goals of NCMEC are, first, to reduce the incidence of crimes against children, and second, to assist the criminal justice system in dealing more effectively with these tragedies when they do occur.

NCMEC was established to:

- Operate a national toll-free hotline through which individuals can report information relating to the location of missing children or to request information pertaining to procedures for reuniting children with their legal custodians;
- Provide technical assistance to local and State governments, public and private nonprofit agencies, and individuals in locating and recovering missing children;
- Coordinate public and private program efforts which locate, recover, or reunite missing children with their legal custodians;
- Disseminate information on innovative and model missing children's programs, services, and legislation;
- Provide technical assistance to law enforcement agencies, State and

local governments, elements of the criminal justice system, public and private nonprofit agencies, and individuals in the prevention, investigation, prosecution, and treatment of missing and exploited children's cases.

The National Center organizes its services within two divisions: the Division on Operations and Technical Assistance and the Division on Prevention, Education, and Public Awareness. The Division on Operations and Technical Assistance provides training assistance to law enforcement and child protection agencies; assists individuals, agencies, and State and local governments in locating missing children and investigating and prosecuting cases of abducted or exploited children; and maintains a national toll-free telephone line for recording information on missing children and handling calls from persons seeking information or assistance in this area. Since the inception of the hotline until July 31, 1985, the Center has received over 60,000 calls, including 6,316 calls from individuals reporting information concerning the location of a missing child, 2,177 calls reporting cases of noncustodial abductions, 160 calls reporting cases of children kidnaped under unknown circumstances, and 302 calls reporting cases of sexual exploitation. Its training programs for law enforcement and social services professionals cover a wide range of topics, with sessions ranging from an introductory 2-hour orientation session, to an 8-hour orientation/training session addressing investigational issues and techniques, to a concentrated week-long investigation training seminar. Over 9,026 law enforcement and social service professionals in more than 28 States have received training from the Center's technical assistance team.

An important part of the Center's technical assistance/training program is a training curriculum for law enforcement officers on missing and exploited children. Developed by the Center's staff, the curriculum augments courses sponsored by OJJDP at the Federal Law Enforcement Training Center in Glynco, Georgia. The special program consists of three components:

- Policy I (Police Operations Leading to Improved Children and Youth Services)--This 3-day course, concentrating on effective management techniques for juvenile-related police services, is presented to law enforcement administrators. It focuses on effective management techniques for juvenile related police services.
- Policy II--This course is a continuation of the Policy I training. It presents detailed instructions on the implementation of management techniques introduced in the preceding course. In addition, Policy II provides organizational models and case management systems that will enhance law enforcement's response to cases involving missing or exploited children.
- Child Abuse and Exploitation Investigative Techniques Training Program--This 3 1/2-day comprehensive program instructs investigators on both the seriousness of missing child reports and the most effective responses for each kind of missing child case. The course stresses the utility of the National Crime Information Center's (NCIC) Missing Persons and Unidentified Persons files and encourages trainees to take advantage of these resources.

In addition to working with law enforcement and social service professionals, the Center has developed a number of resources for the general public. The Division on Prevention, Education, and Public Awareness offers prevention and education programs for parents, citizens' groups, communities, and professionals; provides information and advice on State legislation for protecting children; disseminates information about effective techniques for implementing educational programs; provides outreach to alert both professionals and the public about the nature and extent of child victimization and exploitation; and coordinates networking among parents, missing children's groups, and the media to distribute photographs and descriptive data on missing children. The National Center has written and distributed a number of publications designed to alert and educate both law enforcement personnel and the public about the issues of missing and exploited children. These publications include:

- Child Protection. The Center's first publication in a series of education and prevention materials, this brochure provides the reader with child safety and prevention information. Self-protection instructions in this guide focus on the concept of the "stranger" exploiter or abductor, actions parents can take to prevent child abduction and exploitation, basic rules of safety for children, and warning signals and indicators of sexual exploitation.
- Informational Brochure. This pamphlet provides a description of the National Center for Missing and Exploited Children and its activities and a brief discussion of the problem of missing and exploited children.
- Directory--Support Services and Resources for Missing and Exploited Children. This directory was developed as a resource tool for parents, community organizations, and professionals concerned with issues relating to missing and exploited children. It serves as a central source of nationwide information, describing nonprofit and public State, regional, and national organizations that provide assistance to missing and exploited children and their families. The Center plans to expand this first edition into a more comprehensive listing including the many other missing and exploited children's organizations not included in the first edition.
- Investigator's Guide to Missing Child Cases. This manual gives guidance to law enforcement personnel in conducting missing child investigations by recommending specific step-by-step procedures. Investigative guidelines are presented for each kind of missing child case (e.g., runaway, abducted, etc.).
- Parental Kidnapping--How To Prevent an Abduction and What To Do If Your Child Is Abducted. This handbook is designed to assist parents, law enforcement personnel, attorneys, and Federal, State, and local officials through the criminal and civil justice systems and summarizes laws on noncustodial parental kidnappings.
- Selected State Legislation--A Guide for Effective State Laws to

Protect Children. This resource book, written for State legislators, governors, State officials, and citizens concerned about the protection of children, highlights selected State laws that are especially effective in addressing child victimization. It provides a sampling of laws from numerous States across the country. The legislation described demonstrates ways in which the complex issues of missing and exploited children are being effectively addressed in each State.

- Summary of Selected State Legislation. This four-page summary provides a brief description of the Guide for Effective State Laws, outlining each of its 13 chapters.
- Just in Case.....Parental Guidelines in Case Your Child Might Someday Be Missing. This brochure is the first product produced and distributed by the Center in the "Just in Case....." series. It provides instructions to parents on actions they can take to be prepared in the event their child is ever missing.
- Just in Case.....Parental Guidelines in Case Your Child Might Someday be the Victim of Sexual Abuse or Exploitation. This brochure provides straight forward information for families and school personnel about what to do if a child indicates that he/she has been sexually victimized.
- Just in Case.....Parental Guidelines in Case Your Child Might Someday be a Runaway. This brochure provides instructions to parents on ways that they can prepare themselves in the event that their child runs away and actions to take in locating their child, and offers suggestions on what to do when the child returns home.

The Center has distributed over 500,000 of these publications and brochures, free of charge, to concerned citizens, organizations, and law enforcement/criminal justice agencies throughout the United States. The guide to Selected State Legislation has been distributed in all 50 States and has been instrumental in the initiation and enactment of many new child protection laws.

Assistance to the Federal Law Enforcement Training Center at Glynco, Georgia, for a Training Program on Handling Missing and Exploited Children

Designed from material presented in the National Center for Missing and Exploited Children's Investigator's Guide, this demonstration project augments the technical assistance training program of the Federal Law Enforcement Training Center by providing a hands-on training curriculum. Model investigative practices, emphasizing specific examples of successful applications by police departments, are the primary focus of the curriculum. In addition, a 1 1/2-hour orientation session on the National Center for Missing and Exploited Children is provided. The curriculum was developed in part with a \$30,000 grant made possible by the Missing Children's Assistance Act appropriation and is intended to help national, State, and local law enforcement personnel gain a better understanding of the problem of missing and exploited youth and improve their

skills in handling related cases.

Assistance to State Clearinghouses for Missing and Exploited Children

Numerous States have enacted legislation to address the problem of missing and exploited children. As part of such legislative action, several have established clearinghouses that serve as central repositories of information on children believed to be missing in the State.

OJJDP and the National Center for Missing and Exploited Children are currently developing an assistance program that will make available up to 20 small, one-time awards to States that have legislatively established, State-operated clearinghouses. These 2-year awards are intended to encourage States to develop clearinghouses and operate uniform data collection systems. States selected to receive OJJDP funding will be responsible for compiling accurate and relevant statistics and collaborating with the National Center for Missing and Exploited Children and other OJJDP-sponsored research initiatives.

Training and Technical Assistance in Organization and Administrative Management for Private Voluntary Organizations Involved With Missing and Exploited Children

Currently, a number of organizations throughout the Nation are providing assistance to missing and exploited children and their families. Many were formed in direct response to personal tragedies or perceived gaps in national, State, and local efforts responding to the problem. Although they were established by capable and well-intentioned persons, they often lack leaders with the experience in organization and management that is needed to operate programs effectively. Technical assistance in administration and management, volunteer recruitment, fundraising, and working with boards of directors, police, and other agencies would enhance their effectiveness.

In responding to this need, OJJDP is sponsoring a program to provide training and technical assistance to those private organizations that serve missing and exploited children and their families. Following a solicitation for applications, OJJDP selected and plans to enter into a 3-year cooperative agreement with a management organization specializing in nonprofit organizations to conduct this project. Its goal is to achieve a high level of management skill and expertise among private organizations working on this issue.

The project will provide training at approximately eight sites annually, as well as ongoing technical assistance. At least five existing programs will be selected as models to be host sites for training and technical assistance. Guidelines and other materials for organizing and administering the operations of a missing and exploited children center will be developed, and a national conference on management will be held for practitioners.

Crisis Care to Runaway/Homeless Youth in Texas and Florida

OJJDP Special Emphasis funds were granted to Covenant House, which currently

operates in New York City, to open two emergency crisis intervention centers, one in Houston, Texas, and one in Fort Lauderdale, Florida. These centers serve runaway and homeless youth, offering young people who leave their homes a temporary respite from life in the street. The shelters provide immediate, comprehensive services, including individual and family counseling, educational guidance and instruction, vocational counseling, and daily living skills. In addition, project staff assist the youths in developing constructive plans for their future. Where it appears that returning home is not possible, alternative placements are sought.

Proyecto Esperanza--Project Hope

The National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO) is a nonprofit human services organization serving Mexican American, Puerto Rican, Cuban, and Latino communities. Under a grant from OJJDP, COSSMHO, through Project Hope, assists neighborhood-based organizations in eight geographically diverse sites to develop treatment and prevention programs that address specific locally identified issues and problems concerning runaways and abused or exploited youths.

Major program objectives are to identify and clinically treat Hispanic juvenile runaways and exploited youths, to prevent an increase in runaways and sexually abused/exploited youths, and to monitor and evaluate program interventions utilized to prevent runaways and sexual exploitation. As part of these efforts, each site will increase public awareness about the plight of missing children, conduct community education campaigns, and build a data collection/analysis system around the issues that affect this problem among Hispanics.

The eight communities selected for participation in COSSMHO's Project Hope are:

- Albuquerque, New Mexico--Youth Development, Inc.: Project Hope, operating through the Amistad Youth Crisis Shelter, provides crisis intervention, temporary shelter, followup services, and referral services to runaways and other at risk youths. In addition, the project has developed a training program for shelter staff on the specific cultural needs of Hispanic youth and their families.
- Elizabeth, New Jersey--Proceed, Inc.: Under Project Hope, formalized interagency service agreements improve the Hispanic/Indian population's access to treatment and prevention support services. Other major components of this program include the provision of training to increase staff skills in identifying, treating, and preventing abuse/neglect, the development and implementation of an abuse/neglect treatment program, and a community education and public awareness campaign for Hispanic civic groups and social service networks.
- Guadalupe, Arizona--Centro de Amistad: This Center was established as a comprehensive in-house therapeutic treatment program to assist sexually abused/exploited youth and their families. In conjunction with this direct service component, the Center networks with other referral

resources, organizes public awareness and community education campaigns, and develops training programs directed toward filling gaps in the juvenile justice and human service systems.

- Hartford, Connecticut--Hispanic Health Council: The Council creates and documents models for interagency networking, training, and service delivery to assist Hispanic youth at risk of sexual or physical abuse/exploitation. The Council, working closely with the local YMCA, has designed prevention training curricula for youth, parents, and service providers.
- Houston, Texas--Association for the Advancement of Mexican Americans: Under Project Hope, AAMA has developed "host homes," a network of temporary shelter and foster care placements for Hispanic runaway and homeless youth. This project recruits, screens, and trains "host" families, secures interagency service agreements, and conducts targeted outreach to parents, youth groups, and other service agencies.
- Las Vegas, Nevada--Nevada Association of Latin Americans: NALA provides counseling to Hispanic youth and their families in the areas of sexual/physical abuse and runaway behavior. The Association has subcontracted for temporary shelter for runaways and is also developing a resource directory of youth service providers, collaborating with the police to document the incidence of Hispanic juvenile justice cases, and conducting on-going outreach efforts.
- Sacramento, California--La Familia Counseling Center: This Project Hope program stresses family-oriented intervention to treat or prevent sexual abuse/exploitation. It features a technical assistance program that includes a staff training curriculum and roster of qualified trainers for community agencies, a bilingual resource directory, and community outreach and awareness focusing on treatment and prevention needs among Hispanics.
- Salt Lake City, Utah--Institute of Human Resource Development: This project provides crisis intervention and individual and family therapy for Hispanic runaways. Staff are also trained in clinical intervention to respond to cases of physical/sexual abuse. MOMS, a prevention program to aid at-risk mothers in improving parenting skills, is offered throughout the community on a regular basis.

Training/Public Awareness Program for Practitioners Involved With Missing and Exploited Children

Currently in the developmental stage at OJJDP, this program will be designed to educate and provide public awareness training on important missing and exploited children's issues.

Other Federal Initiatives

Mandated by the JJDP Act to serve as the focal point for Federal activity in the missing and exploited children's area, OJJDP coordinates its activities with those of many different agencies within the Federal Government which administer programs directly related to the issue of missing and exploited children. Projects and activities currently funded by Federal agencies include those described below.

Department of Health and Human Services

National Center for Missing and Exploited Children Hotline/National Runaway Switchboard

Recognizing that runaway youth constitute the greatest proportion of missing children and represent the population potentially most vulnerable to criminal/sexual exploitation, the Department of Health and Human Services (HHS) and the National Center for Missing and Exploited Children are working closely together to serve the immediate needs of missing and homeless youth and their families. Both HHS and NCMEC operate toll-free telephone hotlines. The NCMEC hotline, receiving some 600 calls per day, is used by individuals who have information that could lead to the location and recovery of a missing child. The HHS National Runaway Switchboard each year provides information, referral, and counseling services to approximately 250,000 youth and their families nationwide. Runaway and homeless youth and their parents can use the system to contact each other through an intermediary.

Currently, efforts have been discussed to create the capability to switch hotline calls between the services to the most appropriate switchboard. This new coordinating capacity would minimize the possibility that assistance might not be provided to a child or family, and will help to ensure that callers receive the services most appropriate to their needs.

Runaway and Homeless Youth Centers

Under the provisions of the Runaway and Homeless Youth (RHY) Act, funds are allocated for community-based programs that primarily serve runaway and homeless youth and their families. These Runaway and Homeless Youth Centers act as the chief mechanism for achieving the goals of the RHY Act: alleviating the problems of runaway and homeless youth, reuniting them with their families, strengthening family relations, and helping youth decide future courses of action. During fiscal year 1985, the Coordinated Discretionary Program in the Office of Human Development Services supported five such demonstration projects under the Shelter Linkages to Missing Children's Program, with a total expenditure of \$590,486.

The five demonstration projects are:

- Athens, Georgia--Southeastern Network of Runaway Youth and Family Services--This coalition of private organizations and State agencies, covering eight States, is establishing a regional data base system on the incidence and needs of missing children and their families. Based on the information collected, a clinical service model will be designed to meet the identified needs.
- Ames, Iowa--Youth and Shelter Services--This program is developing a replicable model comprising prevention, response, and chronic runaway youth components. Once the model has been designed, Youth and Shelter Services will act as a clearinghouse to provide this formalized process to runaway/homeless youth programs in dealing with the problem of missing children.
- Miami, Florida--Switchboard of Miami--A Dade County, Florida, pilot program to provide a link between public and private urban organizations concerned with missing children, this network will coordinate the different organizations' activities, share information, act as liaison, contribute to a central data base system, provide training, and develop performance standards for missing children centers. Project staff will have a bilingual capability and operate a 24-hour hotline.
- Springfield, Illinois--Illinois Department of Children and Family Services--A statewide computer link between the Illinois Department of Children and Family Services and the Illinois Department of Law Enforcement is being developed to promote report matchups and cooperation between all Illinois programs involved with missing children.
- Lansing, Michigan--Michigan Network of Runaways--The Missing Children Prevention and Information Program offers information to the public on both prevention and services available to aid missing children and their families. The program provides educational booklets, operates a 24-hour hotline, and disseminates information through 26 runaway programs via newsletters, press releases, public service announcements, and a statewide conference.

Juvenile Prostitution Prevention and Intervention Project

In September 1984, the National Association of Counties Research, Inc. (NACoR) established a demonstration project to assist State and local governments in developing solid strategies to avert juvenile prostitution and child sexual exploitation. The Juvenile Prostitution Prevention and Intervention Project, funded by the Office of Human Development Services, HHS, provides technical assistance and onsite training to elected officials, attorneys, social service, and law enforcement personnel in three model sites: Rochester-Monroe County, New York; Miami-Dade County, Florida; and Baltimore, Maryland. Particular emphasis is placed on methods for replicating the successful strategies of the Louisville-Jefferson County Exploited and Missing Child Unit (see page 19).

Other activities initiated by the NACoR project include presenting a 1-day symposium on child sexual exploitation at the National Association of Counties' Annual Conference, writing news articles about issues of child sexual exploitation, and disseminating information on programs around the country through the Association's membership publications.

A guidebook for local government officials interested in establishing and operating child prostitution prevention programs in their communities is also being developed and will be distributed by the NACoR project.

ACTION

Child Safety Days

ACTION, the national volunteer agency, and the Office of Juvenile Justice and Delinquency Prevention have joined forces on a national scale to promote child safety through the Missing Children's Project. Child Safety Days, conducted in town halls, churches, schools, and shopping malls, are the key activity of this project. Here, volunteers assist parents in recording height, weight, and distinguishing features of their children; volunteer dentists prepare dental charts; and law enforcement or trained volunteers fingerprint and photograph children. All information and materials are turned over to the parents, providing them with a complete record of their child in case it is ever needed. These programs, usually free of charge, are designed to accommodate children of all ages, from infants to teenagers.

Child Safety Days promote child safety from an awareness and instructional perspective. Upon request, ACTION provides planning and child safety materials (brochures, posters, coloring books, and bookmarks) to assist communities with their Child Safety Days. These materials are produced through an Interagency Agreement between ACTION and the Department of Education, with funding from OJJDP. To date, ACTION has sponsored and/or provided material for over 2,000 Child Safety Days.

Federal Bureau of Investigation

National Crime Information Center

The National Crime Information Center (NCIC) is a computerized data base maintained by the Federal Bureau of Investigation. By giving Federal, State and local law enforcement agencies access to vast amounts of criminal justice and law enforcement data, the NCIC system can enhance their capabilities in responding to, locating, and recovering missing children. In practice, however many police agencies do not utilize NCIC to its fullest potential, especially in cases thought to involve runaways.

Two files within the NCIC system are particularly important to investigators of missing children cases. The Missing Persons File (MPF) collects and stores data on individuals determined to be missing according to specific F.B.I. categories-- disabled, endangered, involuntary, juvenile, and catastrophe. The Unidentified Persons File (UPF) collects and stores information on unidentified bodies or parts of bodies that have been found and on persons who cannot identify themselves due to handicap, amnesia, or age.

Runaways can and should be entered into the MPF, including such identifying information as name, sex, race, date of birth, height, weight, hair color, date missing, and medical and dental histories. Information in the files enables matchups to be made through computer comparisons. When children are found, the originating investigative agency deletes the case from the system, thereby ensuring the currency and utility of NCIC information.

State Initiatives

If the Federal Government's commitment and efforts to ensure the safety and protection of our Nation's children are to prevail, it is crucial that effective programs and legislation be initiated at the State level. Currently, States are taking many actions that have intensified society's ability to impact on this serious issue. States are enacting comprehensive legislation; inaugurating new programs to educate children, their families, and communities on prevention techniques; and developing and coordinating information-sharing capabilities. Even though most States have made progress, much more can be done at this level to protect our children. The following efforts are representative of innovative activities being conducted at the State level.

Illinois

I-SEARCH

Illinois, as part of its comprehensive missing children legislation, approved funding to establish regional I-SEARCH programs, a statewide system of local governments in contiguous geographical areas, networking to address the problem of missing children in their respective communities. I-SEARCH, the Illinois State Enforcement Agencies to Recover Children, is supported by grants from the Illinois Department of Law Enforcement, with matching funds and in-kind services provided by participating communities.

Through I-SEARCH, educational programs on ways to prevent the abduction of children are conducted for parents, children, and community members. Training programs and materials have been developed to teach children how to deal with strangers, casual acquaintances, and noncustodial parents in order to avoid abduction or kidnaping situations. I-SEARCH also responds to reports of missing children: Information concerning the missing child is fed through State and national police and FBI computers and response teams are established to search

for the child.

Expanding on the I-SEARCH networking model, five neighboring States recently joined Illinois to create the first multistate information cooperative to find and return missing children and to keep other children from being abducted or exploited. Governors James Thompson of Illinois, Robert D. Orr of Indiana, John D. Ashcraft of Missouri, and Martha Layne Collins of Kentucky, along with representatives from Iowa and Wisconsin, formed the Interstate Enforcement Agencies to Recover Children (I-SEARCH) Advisory Council. Their agreement calls for the development of a standardized program to identify children who are missing, an analysis of trends in crimes against children, and the establishment of both a regional Missing Children's Bulletin to alert law enforcement agencies and a regional hotline to take reports on missing children. In addition, the network will cooperate in ongoing investigations and training, and will evaluate child safety and extradition procedures as well as ways of returning missing children to their families.

New Jersey

New Jersey Commission on Missing Persons, Trenton, New Jersey

In January 1984, the New Jersey State Legislature established the Commission on Missing Persons within the New Jersey Department of Law and Public Safety. The Commission is mandated to provide State action plans and guidance for future legislation to address the problem of missing and exploited children in the State. Chaired by the State's Attorney General, the Commission is composed of legislators and other elected officials, law enforcement personnel, criminal justice officials, and private citizens appointed by the Governor.

The Commission is involved in a variety of activities, including lobbying for the creation of legislation, assisting in- and out-of-State agencies in investigating missing persons cases, collecting data, and disseminating information on missing children and unidentified persons both in New Jersey and nationally. The Commission provides monthly 4-day training seminars to law enforcement personnel on investigation techniques as well as ongoing prevention and public awareness programs to parents and children. The Commission also works closely with the State Police's Missing Persons Investigation Unit and the nine local sheriff's departments in New Jersey and, upon request, provides training to jurisdictions interested in establishing a missing and exploited children unit.

Kentucky

Missing Child Information Center

The State of Kentucky's comprehensive legislation (1984, H.B. 486) to address the problem of missing and exploited children created the Kentucky Missing Child Information Center. This clearinghouse serves as a central repository of information on Kentucky children believed to be missing and on children from

other States believed to be in Kentucky. The Center produces and distributes fliers with descriptive information about these children, lists the name and description in its computer system, and enters the same information into the F.B.I.'s National Crime Information Center's computer.

Alliance for Exploited and Missing Children

A related organization, the Kentucky Alliance for Exploited and Missing Children was incorporated in September 1983 to advise government officials and citizens' groups on the extent and nature of systematic problems related to missing and exploited children. The Alliance was formed as an outgrowth of the Kentucky Task Force on Exploited and Missing Children, which had been convened to study the problems of missing children and child exploitation in the State. The Alliance is composed of government officials, law enforcement personnel, educators, social service professionals, physicians, and private citizens; membership is open to anyone concerned with children's issues. The organization conducts hearings across the State and recommends solutions to the problems of runaways, child abductions, and other criminal acts against children.

Louisville/Jefferson County Exploited and Missing Child Unit

The Exploited and Missing Child Unit (EMCU) of Louisville/Jefferson County, Kentucky, is an intergovernmental and interagency program providing assistance to missing and exploited children. Established in 1980 at the recommendation of a task force examining juvenile prostitution and pornography in the county, the Unit is jointly funded by the City of Louisville and Jefferson County. A committee of intergovernmental and interagency officials shares oversight and policy-setting responsibilities.

The Unit is composed of interdisciplinary teams of police officers and social workers. This unique team approach utilizes the special skills and background of each member to address the complexity of issues involved in missing child cases more effectively.

The Unit investigates all reports of missing children and child sexual exploitation, establishes prevention programs in the local public schools, and conducts public awareness campaigns. A sophisticated computerized system is utilized by the Unit for tracking and locating missing children within Jefferson County.

Florida

Missing Children Information Clearinghouse

The Missing Children Information Clearinghouse (MCIC) was established within the Florida Department of Law Enforcement's Division of Criminal Justice Information Systems in 1982 to act as a liaison between private citizens and law enforcement regarding missing children information. This resource center collects, compiles,

and disseminates information on any child whose whereabouts are unknown. MCIC serves as a connecting link among the State's law enforcement agencies and also to the National Crime Information Center operated by the FBI.

MCIC's activities include the operation of a 24 hour toll-free State WATS line for reporting missing children, distribution of resource directories about services relating to missing children, preparation and dissemination of a monthly Missing Children Bulletin, and the publication of a child safety guide for parents, community organizations, and law enforcement agencies.

California

Comprehensive Education and Training Program

Recognizing that in order to reduce crimes against children, it is important that professionals, parents, and children must be taught about abduction, child abuse and sexual exploitation, the State of California designed legislation (1984, A.B. 2443) which mandates that education and prevention programs become regular components of school curriculums. This unprecedented legislative position guarantees that all children will learn how to protect themselves.

In addition to legislating a school program, the State of California introduced a two-part effort aimed at preventing physical abuse, sexual exploitation, and the general vulnerability of children. One component of the program offers workshops for parents, teachers, and children, designed to negate misleading victim and offender stereotypes and provide training on child safety to parents and teachers. This training includes instruction on the detection of abuse, crisis intervention, reporting requirements, and guidelines for notifying the proper authorities. In the workshops designed for children, a period of counseling and reporting is also provided.

The second component of this program establishes two Prevention Training Centers that serve as State clearinghouses to disseminate information and technical assistance on prevention curriculums.

Private Sector Initiatives

In response to the President's call for a "partnership" between the private sector and the government to expand efforts addressing the needs of missing children, the business community is increasingly placing its economic power behind the national campaign to find missing children. Private sector resources are being utilized to heighten public awareness of the plight of missing and exploited children. Dairies, grocery bag manufacturers, utility companies, food and drug chains, trucking and transit firms, newspapers, and television stations, among others, are disseminating photographs and information about lost children, providing the national picture movement with enormous momentum. In addition to these efforts, the programs mentioned below represent some of the many private

sector initiatives that are developing throughout the country.

National Child Safety Council

Leading in the recruitment of businesses to support missing children initiatives is the National Child Safety Council (NCSC), a Flint, Michigan nonprofit organization dedicated to child safety. NCSC began the first nationally coordinated milk carton program. In conjunction with both the National Center for Missing and Exploited Children and independent dairies across the country, photographs and biographies of abducted children are being displayed on millions of milk cartons' side panels. In addition, prevention messages to help educate children on various safety issues are being printed on half-pint school milk cartons.

Another nationwide program initiated by NCSC, The National Child Watch Campaign, was launched in the Spring of 1985 as a cooperative effort with the National Center for Missing and Exploited Children and the American Gas Association. It is directed at the millions of households and commercial establishments served by utility companies and involves a variety of activities, including mailing inserts with billings, employee seminars, public exhibits, and photo displays of missing children on service vehicles. The campaign has now received endorsement and active support from electric, water, and telephone utilities, as well as from companies in other professional endeavors such as insurance and food manufacturing.

Entertainment Industry

As a result of work by the White House Office on Private Sector Initiatives, Ringling Bros. and Barnum and Bailey Circus has developed "Safe Kids," a project designed to assist youngsters and their families in preventing child kidnappings and runaways. The program takes advantage of the circus' family entertainment business to reach and provide safety education materials to millions of children. A key product of this effort is a brochure, "Safe Parents," which offers tips to parents on how to keep their children safe from abduction and exploitation.

Pharmaceutical Industry

The pharmaceutical industry also has assumed a prominent preventive role by introducing educational products to promote child safety. For example, the National Association of Retail Druggists (NARD), in cooperation with the National Center on Child Abuse and Neglect, Department of Health and Human Services, launched a national campaign to assist parents in understanding how to prevent the sexual exploitation of their children. A free brochure, titled "Child

Sexual Abuse Prevention--Tips for Parents" was developed and distributed by NARD. Parke-Davis has likewise developed a program that enlists the aid of pharmacists to help locate missing children. This program, called "Child Care," provides information pamphlets that not only teach parents ways to keep their children safe but also give safety pointers to preschool children, grade schoolers and teenagers. Parke-Davis makes available to each participating pharmacy a kit comprising a small bulletin board, a counter unit with booklets on child care, a window sticker identifying the pharmacist as a member of the "Child Care" network, and current posters of missing children.

Photographic Industry

The photo industry has offered its resources to the fight to locate missing children in a variety of ways. Guardian Photo Inc., Northville, Michigan, distributes a flier with pictures of missing children in all of its photo finishing envelopes. In a related effort, K-Mart Corp. launched a similar program with Guardian and four other film processors. The Lost Child Program puts flyers containing both photographs and descriptions of missing children and safety tips for parents and children in all photo processing orders placed through K-Mart's chain stores. In addition, the photo industry has provided free photos for posters of missing children; suppliers have also donated chemistry and film for identification projects.

Food Industry

In support of the President's goal of a private/public partnership to promote the National Center for Missing and Exploited Children, the food industry has initiated a national program to aid authorities in finding missing children. At the forefront of this effort is the Dole Foods Company. Dole is currently conducting a newspaper advertising drive that incorporates the use of product coupons and pictures of missing children. Dole will donate five cents from each redeemed product coupon, up to a total of \$250,000, to the National Center. In a related program operated jointly by Dole Foods Co. and Nestle Co., photographs of missing children are supplied for display on food stores' message boards.

Transportation Industry

In June 1984, Trailways, the Dallas-based bus company, began collaborating with the International Association of Chiefs of Police to reunite runaways with their families. Under operation "Home Free," youngsters turn themselves in to the police to be verified as missing; their parents are contacted by the police and informed of their whereabouts; and they are accompanied to one of Trailways' 12,000 terminals where they receive a free ticket home.

Private/Public Missing Children's Programs

The importance of private organizations in this effort can not be overstated. The vast efforts of these missing children's groups, combined with a heightened public awareness, have helped to locate thousands of children each year. The great majority of these private organizations, many run primarily by volunteers, provide tremendous help to families and citizens involved in the issue of missing and exploited children. The list below does not represent a comprehensive inventory, but rather identifies established nonprofit or public organizations that are currently in operation. Further information on these groups is available in the Directory of Organizations published by the National Center for Missing and Exploited Children. The first edition of this Directory, published in mid-1985, does not list many of the private organizations currently operating but will soon be updated to be more inclusive.

- Adam Walsh Child Resource Center--Fort Lauderdale, Florida
- Alaska Youth Advocates--Anchorage, Alaska
- Child Find--New Paltz, New York
- Child Find Missouri--St. Louis, Missouri
- Child Find of Utah--Murray, Utah
- Child Keyppers International--Lake Worth, Florida
- Child Save--Concord, California
- Child Watch--Richmond, Virginia
- Child W.A.T.C.H.--Elmira, New York
- Children's Rights of America--Largo, Florida
- Children's Rights of New York--Stony Brook, New York
- Children's Rights of Pennsylvania--Allentown, Pennsylvania
- Childseekers--Rutland, Vermont
- Community, Runaway and Youth Services--Reno, Nevada
- Dee Scofield Awareness Program--Tampa, Florida
- Exploited Children's Help Organization--Louisville, Kentucky
- Families Aware of Childhood Trauma--Carle Place, New York
- Family and Friends of Missing Children--Seattle, Washington

- Find Me--LeGrange, Georgia
- Find My Child Support Network--Raleigh, North Carolina
- Find the Children--Los Angeles, California
- Foundation to Find and Protect America's Children--Oak Ridge, New Jersey
- Friends of Child Find--California--San Diego, California
- Friends of Child Find--Oregon--Springfield, Oregon
- Friends of Child Find--West Virginia--Werton, West Virginia
- Hide and Seek Foundation--Cornelius, Oregon
- Home Run--San Diego, California
- Kevin Collins Foundation for Missing Children--San Francisco, California
- Lost Child Network--Shawnee Mission, Kansas
- Missing Child Help Center--Tampa, Florida
- Missing Children of Allegheny County--McKas Rocks, Pennsylvania
- Missing Children of America--Anchorage, Alaska
- Missing Children of Greater Washington--Washington, D.C.
- Missing Children's Project--Berkeley, California
- Missing Person's Center of Nueces County--Corpus Christi, Texas
- National Child Search--Johnson City, Tennessee
- National Fingerprint Center for Missing Children--Kirksville, Missouri
- New England K.I.D.S.--Worcester, Massachusetts
- Ocean County Commission on Exploited and Missing Children--Toms River, New Jersey
- Orange County Search and Resolve--Buena Park, California
- Parents Against Molesters--Norfolk, Virginia
- Project: Missing Children--Omaha, Nebraska

- Protect the Children--Steger, Illinois
- Reach Out Center for Missing Children--Durham, North Carolina
- Recover the Children--Seattle, Washington
- Search Reports--Englewood Cliffs, New Jersey
- Services for the Missing--Gibbsboro, New Jersey
- Society for Young Victims--Newport, Rhode Island
- Society's League Against Molestation--Beltsville, Maryland
- Stephanie Roper Committee--Cheltenham, Maryland
- Thursday's Child Runaway Outreach Program--Canoga Park, California
- Top Priority: Children--Palm Springs, California
- Vanished Children's Alliance--Los Gatos, California
- Victims of Violence: Victims' Rights Advocates--Edmonton, Alberta
Canada
- Windsor Missing Children--Windsor, Ontario, Canada

A limited number of copies of this document are available and may be obtained by writing:

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