

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



# Third Annual Missing Children's Summary

December 1987

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# Third Annual Missing Children's Summary

December 1987

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**Office of Juvenile Justice and Delinquency Prevention**

**Verne L. Speirs**

*Administrator*



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

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U.S. Department of Justice

Office of Juvenile Justice and  
Delinquency Prevention

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Washington, D.C. 20531

December 1987

Dear Mr. President and Members of Congress:

I am pleased to report to you that during 1987, the Justice Department's Missing Children's Program kept its focus and the Nation's on programs and issues designed to help missing children and their families.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) continued to move forward with its major research effort to find out exactly how many children are missing annually in this country. OJJDP also is funding a study to determine how the justice system can best help recovered children and their families heal from the psychological wounds of the missing incident.

The Department's efforts have helped keep missing children's issues in the public eye, resulting in a better awareness of the problem and improved cooperation between communities, the private sector, and government agencies working to help missing children. I am proud of these and all of our accomplishments in this area.

This *Third Annual Missing Children's Summary* outlines programs developed to reduce the incidence of crimes against children—programs that have come about as a result of the passage of the Missing Children's Act of 1982 and the Missing Children's Assistance Act of 1984. It describes Federal, State, local, and private-sector programs that help missing and exploited children.

As mandated by Section 404(a)(5) of the Missing Children's Assistance Act of 1984, this summary focuses on research and demonstration projects, with special emphasis on effective program models that encourage coordination and cooperation.

I trust that the *Third Annual Missing Children's Summary* will encourage both the public and private sectors to continue to work together to keep our children safe.

Respectfully submitted,

A handwritten signature in cursive script that reads "Verne L. Speirs".

Verne L. Speirs  
Administrator  
Office of Juvenile Justice and Delinquency Prevention

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# I. Introduction and Analysis

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Entering its third year, the U.S. Department of Justice Missing Children's Program has made the safety and protection of children a priority by encouraging greater private-sector involvement and improving networking and coordination among agencies and organizations dealing with the issues of missing and exploited children. Inspired by the efforts of the Justice Department to attack the problem at all levels of government, State and local agencies and organizations are reaching out to their communities to improve the systems serving children. The Third Annual Missing Children's Summary describes Federal, State, local, and private-sector programs and initiatives that deal with missing and exploited children.

Congress set the groundwork for missing children legislation in 1980, with the passage of the Parental Kidnapping Prevention Act. An important section of this act requires States to enforce, and prohibits them from modifying, custody determinations made by other States--providing that certain jurisdictional and procedural requirements have been met. In addition, every State legislature and the District of Columbia have enacted the Uniform Child Custody Jurisdiction Act, which establishes rules governing State jurisdiction in custody determinations. This act allows judges to order child abductors to pay the costs of locating and returning a child and otherwise discourages parental kidnapping.

The Missing Children Act of 1982 mandated that the FBI enter information about cases of missing children into its National Crime Information Center computer. This information is made available to contributing law enforcement agencies attempting to locate, identify, or otherwise determine the status of a missing child.

In 1984, the Missing Children's Assistance Act created the Department of Justice Missing Children's Program within the Office of Juvenile Justice and Delinquency Prevention. The act, which appears in Appendix C, requires that OJJDP assume the leadership role in the development and coordination of Federal programs related to missing and exploited children.

The Missing Children's Program has been funded at \$4 million a year: moneys support the National Center for Missing and Exploited Children, research, development projects, service programs, assistance to State clearinghouses and nonprofit organizations, and the activities of the U.S. Attorney General's Advisory Board on Missing Children.

Congress has passed additional legislation administered by other agencies that addresses specific problems of missing and exploited children. The Protection of Children Against Sexual Exploitation Act of 1984 raised the age of children protected by the law from 16 to 18 and increased the penalties for sexual offenses against children. The Child Sexual Abuse and Pornography Act of 1986 and the Child Abuse Victims' Rights Act of 1986 greatly broadened the authority for investigating and prosecuting child sexual abuse and exploitation cases. The Children's Justice and Assistance Act of 1986 improved interagency investigation and information exchange in cases of missing and exploited children, paying particular attention to the needs of the child victim/witness. The Hague Convention on the Civil Aspects of International Child Abduction is an international treaty requiring the return of a parentally abducted child to the country of the child's habitual residence--where custody disputes can be heard and settled.

Implementing legislation will be signed into law by President Reagan in 1988, so that the United States will be a fully participating member of the Hague Convention as of July 1, 1988. Together, these measures have strengthened our Nation's ability to solve the problem of missing and exploited children.

The term "missing child," according to the Missing Children's Assistance Act, means...any individual less than 18 years of age whose whereabouts are unknown to such individual's legal custodian if--

(A) the circumstances surrounding such individual's disappearance indicate that such individual may possibly have been removed by another from the control of such custodian's consent; or

(B) the circumstances of the case strongly indicate that such individual is likely to be abused or sexually exploited. (Sec. 403)

A missing child case is categorized by most criminal justice agencies in one of four ways: nonfamily abduction, family abduction, runaway, and throwaway. Nonfamily abduction, sometimes called "stranger abduction," is the unlawful taking of a child by someone who is not a parent, relative, or legal custodian. While it is believed that children who are victims of nonfamily abduction may represent the smallest category of missing children, they are at great risk of sexual exploitation (child pornography and child prostitution), physical and sexual assault, and murder.

Family abduction, or parental kidnapping, is the unlawful taking of a child by a parent (usually a noncustodial parent) or family member from the legal custody of another. Parentally kidnapped children, taken from familiar surroundings and routines, can suffer psychological trauma, isolation, neglect, and abuse.

It is believed that the greatest number of missing children are runaways and throwaways. Runaways leave home voluntarily--often because of physical, emotional, or sexual abuse. Throwaways

are either pushed out of their homes or abandoned by their parents. Runaways and throwaways, forced to live on the streets, are highly vulnerable to sexual exploitation and abuse, and they often turn to drugs, prostitution, and other criminal activity for survival.

Regardless of the type of missing child case, a child missing for any period of time is cause for concern both for families and communities. Because reliable information about the actual number of children missing in this country annually does not exist, OJJDP is conducting the National Studies of the Incidence of Missing Children. This research will develop for the first time reliable estimates of the number of children reported missing nationwide each year and will establish profiles and patterns of the missing child incident. An important outcome of the incidence studies will be a clearer definition of a missing child.

Other current OJJDP research projects include the following:

- A national study of law enforcement policies and practices regarding missing children and homeless youth.
- A study of the child victim as witness.
- A study of both the psychological consequences of a missing child incident on the child and family, and promising interventions.

To encourage agencies to work together and implement coordinated programs, the U.S. Department of Justice has called upon the expertise of the members of the Coordinating Council on Juvenile Justice and Delinquency Prevention. The Coordinating Council is comprised of members of all Federal agencies responsible for juvenile justice issues. Examples of interagency cooperative efforts discussed in this Third Annual Missing Children's Summary include those

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involving the Departments of Justice, State, Health and Human Services, and Treasury. Additional information about coordinated Federal efforts appears in the Coordinating Council's Eleventh Analysis and Evaluation of Federal Juvenile Delinquency Programs.

The Missing Children's Assistance Act of 1984 stipulated the membership and responsibilities of the Attorney General's Advisory Board on Missing Children. The Advisory Board supports the Missing Children's Program by providing guidance to the OJJDP Administrator in fulfilling his responsibilities under the Act. The Board prepares an annual comprehensive plan for facilitating cooperation and coordination among agencies responsible for missing children programs and identifies priorities for grants and contracts for research, demonstration projects, and service programs in the field.

The nine-member Board consists of a law enforcement officer, a prosecutor, the chief executive of a local unit of government, a statewide elected officer, the Director of the Federal Bureau of Investigation or the Director's designee, and four members of the public with experience or expertise relating to missing children.

The current Board, chartered in January 1987, has held three meetings during which its members deliberated about ways to better facilitate and coordinate programs for missing children and advised the OJJDP Administrator on program priorities for the 1988 fiscal year. The Board heard speakers on The National Incidence Studies, the Department of Justice National Obscenity Enforcement Unit, the Federal Bureau of Investigation Behavioral Science Unit, the National Center for Missing and Exploited Children, and training and technical assistance for private voluntary organizations and law enforcement. The Board also viewed a videotape prepared by the Parents' Music Resource Center (PMRC) on the violent and pornographic content of some of today's

rock music and sent one of its members as a representative to PMRC's national conference, "Raised on Rock 'n Roll: The Sound and the Fury." Using information from these presentations and their own personal and professional expertise, the Board formulated its 1987 comprehensive plan to include an overview of the missing and exploited children problem, an update on the 24 recommendations of the 1986 comprehensive plan, and an action plan of new and continuing needs.

The Advisory Board identified nine action items to improve the safety and protection of children, as well as the systems that serve them and their families. In addition to formulating five new recommendations, the Advisory Board recognized the continuing importance of several of the previous Board's recommendations.

Recommendations of the 1987-1989 Attorney General's Advisory Board on Missing Children are as follows:

- Give greater attention to the crime of parental kidnapping. Prompt investigation, vigorous prosecution, and uniform State laws that classify parental kidnapping as a felony are needed.
- Mandate that the State's legal definition of child sexual abuse includes sexual exploitation so that children who are vulnerable to exploitation through pornography and prostitution will be protected.
- Develop national child safety curriculum standards for use in schools.
- Examine Federal entitlement programs to the States to ensure that they encourage families to stay intact.
- Ensure that training programs for nonprofit organizations focus on

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local and nationwide networking and fundraising.

- Adopt State child protection laws to require prompt law enforcement investigation of missing child reports, entry of missing child reports into the National Crime Information Center's Missing Persons File, "flagging" of vital records, extension of certain statutes of limitations, training for law enforcement and child-serving professionals, background checks for those working with children, stricter penalties for offenses against children, and education and prevention programs.
- Establish and secure funding for State clearinghouses to collect and disseminate information.
- Amend the Juvenile Justice and Delinquency Prevention Act to ensure that the Federal statutes and regulations do not bar aid to State juvenile justice systems that have the legal authority, where necessary and appropriate, to take into custody and safely control runaway and homeless children.
- Improve constitutionally valid techniques for handling child victims in court to alleviate the trauma and intimidation that many children experience when they must continually repeat the details of the incident, face their assailant, and undergo cross examination.

The Advisory Board's 1987 comprehensive plan, Report on Missing and Exploited Children: Progress in the 80's, also suggested ways to improve networking and coordination among agencies serving missing and exploited children and their families and discussed in detail particularly successful Federal programs, as well as those in the public and private sectors at State and local levels.

While playing an important leadership role, the Federal Government is not alone in its concern for children. Many States have supported initiatives valuable to missing and exploited children and their families. Recent State legislation has addressed such critical issues as the protection of the child victim/witness in the criminal justice system, improvement of parental kidnapping statutes, and a requirement to perform background checks on individuals working with children. Furthermore, a number of clearinghouses have greatly improved services to missing and exploited children and their families. There are 38 State clearinghouses and 1 in the District of Columbia. Of these, 34 were created by State legislation. The OJJDP has spurred these developments through a series of grants administered by the National Center for Missing and Exploited Children.

On the local level, nonprofit organizations perform much of the support and outreach to parents and the public. Nonprofit organizations are often the first source of solace and advice for a distraught parent. These organizations offer a range of services, including prevention/education programs, fingerprinting and other identification programs, counseling, public awareness, hotlines, information and referral services, distribution of photographs and biographies of missing children, and publications and newsletters. Recognizing the value of community-based services to missing and exploited children and their families, OJJDP has made training available to these entities and has focused on issues that will ensure their continued existence.

One of the greatest achievements of the Missing Children's Program has been to engage the enthusiastic support of the private sector. Hundreds of organizations and individuals have devoted time, money, and effort to create or improve programs serving missing and exploited children. Various media

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efforts have made it possible for pictures and descriptions of missing children to circulate throughout the country--resulting in more than 100 recoveries through photo distribution alone. Public service organizations have printed and distributed safety tips and other prevention and educational materials to parents and children. Transportation companies have provided free travel to runaways returning home and to parents recovering their children. Countless organizations have pledged money or in-kind services, and volunteers all over the country have dedicated thousands of hours to the cause of missing and exploited children.

To use the resources of the private sector to address the needs of victimized children and encourage prevention efforts, President Ronald Reagan formed the President's Child Safety Partnership in 1985. The Partnership, consisting of individuals from the business community, nonprofit organizations and Federal, State, and local governments, was created to find innovative solutions to the problem of child victimization. After hearing testimony from young victims and their families, the professionals who try to help them rebuild their lives, and community-spirited private citizens who volunteer their time and efforts to help them, the Partnership awarded citations to a number of private-sector organizations that had contributed significantly to child protection.

The American Gas Association received the Child Safety Partnership Award for its "National Child Watch Campaign," which brings education, prevention, and public awareness materials into more than 40 million homes a month. Also receiving the award was the Texize Division of Dow Consumer Products, creators of "Operation Kidsafe," which includes a safety telephone book for children and a coupon redemption program to benefit organizations serving children.

In addition, the President's Citation (C-Flag) Program for Private Sector Initiatives recently honored two organizations that have supported the issues of missing and exploited children for a number of years. One recipient of the C-Flag was ADV0-System, which disseminates photographs and descriptions of missing children to nearly 50 million American homes weekly through its "America's Looking for Its Missing Children" program. Also receiving this award was Worlds of Wonder, a toy manufacturer that developed a child protection campaign using its talking stuffed bear, Teddy Ruxpin.

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## II. Federal Initiatives

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### A. OJJDP Research Projects

OJJDP has concentrated its research efforts on issues that demand comprehensive and reliable information: (1) developing reliable estimates of the incidence of missing children; (2) examining and improving the law enforcement response to reports of cases of missing children; (3) studying the treatment of child victim witnesses in the judicial system and suggesting solutions for minimizing the trauma that a child inevitably undergoes in court; and (4) examining the impact of a missing child episode on the family, with suggestions for appropriate intervention.

#### The National Studies of the Incidence of Missing Children

The U.S. Congress has mandated that OJJDP:

...periodically conduct national incidence studies to determine for a given year the actual number of children reported missing each year, the number of children who are victims of abduction by strangers, the number of children who are the victims of parental kidnappings, and the number of children who are recovered each year. (Missing Children's Assistance Act, Sec. 404(b)(3))

While accurate estimates of the numbers of missing children reported each year are essential to define the issue and target agency resources and personnel, The National Studies of the Incidence of Missing Children is accomplishing much more. The incidence studies will have far-reaching implications for better educational and prevention programs and improved agency responses.

The incidence studies have two stated goals:

- To develop valid and reliable estimates of the numbers of children reported or known to be missing in the course of the year and of those eventually recovered.
- To establish profiles of missing children and the circumstances surrounding their disappearance.

The 2-year study is being conducted by the Family Research Laboratory of the University of New Hampshire, under an OJJDP grant of approximately \$1.6 million, with \$984,708 allocated for FY 1987. Five categories of missing children are being studied: victims of family abduction, victims of nonfamily abduction, runaways, throwaways, and otherwise missing children. Pilot studies, conducted by Northwestern University and the University of Illinois in 1986, indicated that while families are willing to discuss many aspects of the topic of missing children, a comprehensive study of the problem requires analysis of several sources of information. Thus, the national incidence studies will use three data collection methods:

- A telephone survey of households.
- A law enforcement records study.
- Special analyses of the existing databases for subpopulations: the Study of the National Incidence and Prevalence of Child Abuse and Neglect to estimate the number of throwaways and analysis of Supplemental Homicide Reports to estimate the number of stranger abduction homicides of children.

Telephone survey. A random sample of telephone numbers will identify 40,000 households for screening. Given the proportion of households nationwide with children under 18, an estimated 20,000 households will be eligible for the telephone interview. Interviewers will identify households that have had experience with a missing child episode and determine the circumstances of the event, the characteristics of the child and other persons involved, and events of the child's recovery. Interviewers will also ask household members about their experiences with missing child episodes outside the immediate family.

To validate the results of the telephone survey, the study will identify 150 law enforcement reports of abduction cases and contact the parents who made the report to confirm the circumstances and characteristics of the incident. A final component of the survey is a study in which approximately 200 runaways will be interviewed and their reports compared with the reports of their parents regarding several important aspects of the missing episode.

Law enforcement records study. A representative sample of law enforcement agencies in 20 counties will be surveyed and asked to provide data on cases of nonfamily abduction. Data studied will include details of the abduction incident, characteristics of the child and abductor, and eventual resolution of the case.

Agency-based study. To supplement the household survey, data from the Study of the National Incidence and Prevalence of Child Abuse and Neglect, conducted in 1986 by WESTAT, Inc., will be analyzed to determine the numbers of children forced out of their homes.

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### **National Study of Law Enforcement Policies and Practices Regarding Missing Children and Homeless Youth**

The U.S. Congress has mandated that OJJDP:

...collect detailed data from selected States or localities on the actual investigative practices utilized by law enforcement agencies in missing children's cases. (Missing Children's Assistance Act, Sec. 406(a)(5))

While the role of law enforcement in the investigation of missing child cases is critical, little is known about either the case management practices of individual agencies or those practices that are most effective. To target areas of improvement for the law enforcement response, this national study will examine a number of important issues:

- The extent of--and reasons for--variation between police policies and practices.
- The magnitude of the missing children problem as reported to law enforcement agencies.
- The experiences of children while they are missing and the survival techniques of runaways and other homeless youth.
- The effects of current police practices on the recovery rate.

An important outcome of the study will be to identify the most effective law

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enforcement policies and practices in recovering missing children and to design model programs for dissemination to law enforcement and child-serving agencies.

The research is being conducted jointly by the Research Triangle Institute of Research Triangle Park, North Carolina, and URSA Institute of San Francisco, California, under an OJJDP grant of \$848,877.

The study consists of three phases:

1. A mail survey of law enforcement agencies.
2. Indepth, onsite interviews with selected law enforcement agencies.
3. Interviews with parents, missing children who have returned home, and homeless youth living on the streets.

Mail survey. In 1987, approximately 1,000 law enforcement agencies were sent a questionnaire asking the size and structure of the unit handling missing child cases, the number of missing child cases reported, practices regarding missing child and homeless youth cases, problems associated with handling such cases, and the use of Federal and other information sources. The results of the mail survey show the following:

- Most law enforcement departments do not have specific written procedures for handling missing child cases.
- A missing child's risk of harm or victimization is a critical factor in determining police response to a report.
- A significant number of departments choose among a number of cases factors as determinants of high investigative priority: (1) the child is 8 years old or younger, (2) has a condition requiring prescription medication,

(3) is mentally handicapped or disabled, and (4) is in danger of sexual exploitation.

- The intensity of investigative action was directly associated with closing a higher percentage of stranger abduction cases within 72 hours and runaway cases within 30 days.
- Eighty-five percent of departments make a written report of all missing child/youth calls, and nearly all departments report no waiting period prior to taking a report.
- Ninety percent of departments always or usually follow up cases with the families and investigate new leads.
- Departments vary little in their handling of stranger abduction cases.
- Runaway cases are investigated more intensely in jurisdictions where running away is a delinquent, not status, offense, and where detention of runaways is permitted.
- Nearly two-thirds of departments cited age, independence, or mobility of youth; running away not being a criminal offense; and lack of family cooperation as major obstacles in investigating runaway and homeless youth cases.

Onsite interviews with law enforcement agencies. Thirty law enforcement agencies across the country have been selected for indepth interviews to review the information in the questionnaire, identify the extent of coordination between agencies and nonprofit organizations, assess each agency's policies, and recommend possible improvements in handling missing child cases.

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Interviews with parents and children. In the final phase of the study, researchers will interview parents and children regarding the missing child incident, examine case files, and observe law enforcement's handling of missing child cases. Interviews focusing on the experiences of youth away from home will be conducted with juveniles, and agency and program staff in runaway shelters.

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### **Child Victim as a Witness Research and Development Program**

The U.S. Congress has mandated that OJJDP:

...address the particular needs of missing children by minimizing the negative impact of judicial and law enforcement procedures on children who are victims of abuse or sexual exploitation and by promoting the active participation of children and their families in cases involving abuse or sexual exploitation of children. (Missing Children's Assistance Act, Sec. 406(a)(6))

The testimony of the child victim is often a key element in the successful prosecution of individuals who commit crimes against children. But providing such testimony can be devastating to the young victim of abduction or sexual exploitation. In fact, parents often decide to drop charges rather than subject their children to the lengthy judicial process.

A trial adds to a child's trauma because the child is asked to recount the incident repeatedly, confront the

assailant, withstand examination, and endure numerous delays. A number of jurisdictions have employed methods, such as videotaped or closed-circuit testimony, use of anatomical dolls, and assignment of guardians ad litem, to lessen the courtroom trauma. Studies on the impact of these innovative techniques, however, have been limited in size and scope.

To ease the burden on a child witness and ensure successful prosecution of such cases, researchers are examining the effectiveness of a variety of innovative evidentiary and procedural techniques. This OJJDP research project is designed to both analyze detailed information about hundreds of cases of child sexual abuse and track respondents over 9 months. The Education Development Center of Newton, Massachusetts, conducts the research under a 1-year OJJDP grant of \$397,527. The research will explore the following issues:

- What influences the decision to prosecute child sexual abuse cases?
- What evidentiary or procedural techniques for prosecution are used and why?
- Will the use of such innovative techniques as videotaped or televised testimony influence the decision to prosecute?
- What impact do these techniques have on case outcome and on the child victim's emotional trauma?

During the first phase of the study, researchers will interview criminal justice and child protection staff to collect, from approximately 200 cases, detailed information about the child, the case, and the system's response. The second phase will consist of gathering information from these cases and directly assessing the extent of child trauma. The third phase will analyze and interpret data and materials developed to

educate attorneys, prosecutors, legislators, judges, and others about the unique needs of child victim witnesses.

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### **Missing Children and Their Families: Psychological Consequences and Promising Interventions**

The U.S. Congress has mandated that OJJDP:

...increase knowledge of and develop effective treatment pertaining to the psychological consequences, on both parents and children, of the abduction of a child, both during the period of disappearance and after the child is recovered; and the sexual exploitation of a missing child. (Missing Children's Assistance Act, Sec. 406(a)(4))

While the immediate effects of a child abduction or runaway incident are evident, little is known about the long-term consequences of the episode on the child and the family. The missing children and families study, developed under a 3-year \$750,000 OJJDP grant, examines the following critical issues related to the missing child phenomenon:

- Psychological consequences of abduction on children, their parents, and siblings.
- High-risk factors for sexual abuse and exploitation among missing children.
- Factors that may reduce postabduction trauma.

- Promising psychological intervention and assistance programs for missing children and their families.

Categories of missing children examined in this study are nonfamily abductions, family abductions, and runaways. Research psychologists are collecting the data through structured interviews and standard psychological tests at six missing children program sites across the country: I SEARCH (Illinois State Enforcement Agencies to Recover Children); Adam Walsh Resource Center (Florida); Adam Walsh Resource Center (Southern California); Lost Child Network (Kansas and Missouri); and Kevin Collins Foundation (Northern California).

This OJJDP research study, using a large sample population and structured analyses, will explore and test the following hypotheses, suggested by preliminary test results from smaller studies:

- Children and families experience significant reactions to the trauma of abduction, some of which may not appear until long after the trauma.
- There are no clear differences in trauma reactions based on age or sex of the child victim, parents, or siblings.
- Factors that may increase a child's vulnerability to trauma include prior emotional disturbances, family instability, lack of family or community support, coercion, sexual exploitation, length of trauma, and source of trauma.
- Factors that may reduce a child's vulnerability to trauma include a stable family environment, absence of prior emotional disturbance, family or community support, and psychological intervention.

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Results of this research will be of great help to families of missing children and the agencies and professionals that serve them. The data can improve parent education, prevention programs for children, and the services of nonprofit organizations. Furthermore, an increased knowledge of social and emotional consequences of child abduction and exploitation will help the judicial system deal more effectively in the adjudication of such crimes.

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## **B. OJJDP Demonstration Projects and Service Programs**

The U.S. Congress authorized OJJDP to:  
...make grants to and enter into contracts with public agencies or nonprofit private organizations, or combinations thereof, for research, demonstration projects, or service programs. (Missing Children's Assistance Act, Sec.406(a))

OJJDP's FY 1987 demonstration projects and service programs for missing and exploited children include the initiatives described in detail in this section.

### **National Center for Missing and Exploited Children**

In response to the Missing Children's Assistance Act, Sec. 404(b), which mandates the creation of a national resource center and clearinghouse, OJJDP

established the National Center for Missing and Exploited Children (NCMEC) in 1984. The NCMEC received \$1,875,000 for FY 1987.

The Center provides assistance to law enforcement in the investigation and prosecution of individuals who commit crimes against children. Furthermore, the Center works with all related professions that help locate, recover, and provide services to criminally victimized children and their families. It coordinates efforts with agencies and organizations at the Federal, State, and local levels, and provides a wide variety of services to ensure the safety and protection of children, including those services listed in the following paragraphs.

Toll-free hotline. The NCMEC's toll-free hotline--1-800-843-5678--receives information daily about the location of missing children and about missing children who may be victims of child sexual exploitation, child pornography, and child prostitution. This information is immediately sent to hundreds of Federal, State, and local authorities nationwide to help them recover the children. More than 260,000 calls from throughout the United States and Canada have been received since the National Center was opened in 1984.

Technical assistance. A staff of technical advisors at the NCMEC responds to calls and provides assistance to parents, law enforcement, and others dealing with cases of missing and exploited children. NCMEC also provides technical assistance to nonprofit organizations, State clearinghouses, and lawmakers preparing child protection legislation.

Training. More than 23,000 law enforcement and criminal and juvenile justice personnel in 42 States have received training from the NCMEC in the detection, identification, and investigation of child sexual exploitation and missing child cases.

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Education and prevention information materials. NCMEC has developed a wide variety of prevention and educational materials for parents and families, as well as training and educational publications for professionals. More than 1.8 million free publications have been distributed to the public. Titles include the following:

- Selected State Legislation
- Summary of Selected State Legislation
- Selected State Legislation: An Update
- Child Protection Priorities in State Legislation
- Federal Court Priorities in Interstate Child Custody and Parental Kidnapping Cases
- Parental Kidnapping
- Investigator's Guide to Missing Child Cases
- Child Molesters: A Behavioral Analysis
- Youth at Risk
- Interviewing Child Victims of Sexual Exploitation
- Child Pornography and Prostitution: Background and Legal Analysis
- For Camp Counselors
- Camp Director's Guide: Preventing Sexual Exploitation of Children
- Child Protection
- Just in Case...Your Child is Missing
- Just in Case...Your Child is Sexually Exploited
- Just in Case...Your Child is a Runaway
- Just in Case...Your Child is Testifying in Court
- Just in Case...You Need a Babysitter
- Just in Case...You Are Considering Family Separation
- Just in Case...You Are Dealing with Grief Following the Loss of a Child

Coordination with nonprofit organizations. Through its Nonprofit Organization Liaison Committee, the NCMEC coordinates efforts with a network of nonprofit organizations that deal with issues of missing and exploited children. NCMEC assistance includes providing publications, National Crime Information Center (NCIC) verification, parent referrals, training, technical assistance, group startup, and information exchange.

State clearinghouse assistance. To date, 38 States and the District of Columbia have established clearinghouses to serve as central repositories of information on cases of missing and exploited children. The NCMEC networks with State clearinghouses to exchange information and provide technical assistance. OJJDP has made available, through NCMEC, funding assistance to State clearinghouses to encourage them to compile accurate and relevant statistics on missing and exploited children. (A list of State clearinghouses is found in Appendix A.)

National Conference on Missing and Exploited Children. Child-serving professionals met June 7 through 11, 1987, for a significant series of training sessions at the Second National Conference on Missing and Exploited Children. Law enforcement officers,

attorneys, legislators, educators, social service and medical professionals, representatives of nonprofit organizations and clearinghouses, officials from local, State, and Federal governments, and families from all over the country attended training programs and made good use of opportunities for networking. Training for professionals included workshops on case investigation techniques and procedures, the psychological effects of child victimization on the family, school safety curriculum development, public awareness, legal issues, and coordination among nonprofit organizations. The National Conference was a joint effort between I SEARCH and NCMEC.

Contact: National Center for Missing and Exploited Children (NCMEC)  
Suite 700  
1835 K Street NW.  
Washington, DC 20006  
202-634-9821

### **Nonprofit Organization Training and Technical Assistance**

Private, nonprofit organizations (NPO's) serving missing and exploited children and their families are local groups that work closely with the public. NPO's provide prevention and educational services, victim counseling, photo distribution, family support, information and publications, hotlines, legislative advocacy, shelter, and legal services. (See Appendix B for a listing of nonprofit organizations.)

NPO's, often staffed by volunteers with a personal commitment to the issue, need up-to-date training, particularly in the areas of networking and fundraising. Recognizing the needs of NPO's, OJJDP funds the Institute for Nonprofit Organization Management (INPOM) to provide the following training to nonprofit organization managers:

- Resource development
- Financial management
- Volunteer management
- Overview of management sciences
- Governance
- Situational leadership
- Marketing and communications
- Child safety
- Fingerprinting
- Data collection and research
- Community relations
- Legal rights of parents
- Legislation

In FY 1987, 161 leaders from 99 NPO's received training in organization and administrative management, with a total award of \$193,063 in OJJDP funds. In addition, OJJDP provided funds for followup and onsite technical assistance for 42 NPO's.

Contact: Institute for Nonprofit Organization Management (INPOM)  
Suite 388  
518 Seventeenth Street  
Denver, CO 80202  
303-825-0800

### **Assistance to Missing Children's Private Nonprofit Organizations**

During FY 1987, OJJDP, in accordance with the Missing Children's Assistance Act, Section 406(a)(1), (2), (3), (4), implemented a program for missing children's nonprofit organizations (NPO's). Under this program, OJJDP has awarded 38 one-time grants totaling \$838,000 to support eligible private voluntary organizations currently serving missing and exploited children. The funds are to be used for establishing or expanding NPO services to prevent the abduction and sexual exploitation of children, providing information to assist in the location and return of missing children, and providing psychological treatment for both parents and victims of abduction or sexual exploitation.

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Contact: Sylvia Sutton  
Office of Juvenile Justice and  
Delinquency Prevention  
National Institute for Juvenile  
Justice and Delinquency  
Prevention  
Room 700  
633 Indiana Avenue NW.  
Washington, DC 20531  
202-724-7573

## **Proyecto Esperanza/Project Hope**

Implemented by COSSMHO (National Coalition of Hispanic Health and Human Services Organizations), Project Hope has helped community-based organizations develop and implement prevention, intervention, and treatment programs for runaways and physically or sexually exploited and abused youths for the past 3 years. This national demonstration is targeted particularly at Hispanic youth and their families. In FY 1987, OJJDP granted \$100,341 in Special Emphasis funds to COSSMHO.

Eight Project Hope locations offer prevention programs, community education and awareness campaigns, intervention and treatment for physical and sexual abuse, and crisis intervention and counseling for runaways:

Youth Development, Inc., Albuquerque, New Mexico. Provides counseling services to youth and families in crisis. Program members work with the Albuquerque Police Department, school counselors, and other county youth authorities. In addition, the program has trained caseworkers and professional staff of both the government and private nonprofit sector of Bernalillo County.

Proceed, Inc., Elizabeth, New Jersey. Provides case management, treatment, and prevention services to families experiencing child sexual and physical abuse or neglect. The program has a Parents Anonymous program and a media campaign developed specifically for Hispanic families.

Centro de Amistad, Inc., Guadalupe, Arizona. Provides counseling and treatment to Hispanic and Native American families experiencing physical, emotional, or sexual abuse, or other dysfunctions. Established for families of the greater Chandler, Mesa, and Guadalupe communities, the program has also implemented a media campaign to identify families in need of services.

Hispanic Health Council, Hartford, Connecticut. Conducts research on the incidence of child sexual abuse and maltreatment among Hispanic families in Connecticut. The Council has developed a culture-sensitive intake form for agency personnel and trained providers of youth services to better handle specific problems and concerns of Hispanic families.

Nevada Association of Latin Americans (NALA), Las Vegas, Nevada. Provides culturally sensitive bilingual services for youth and families experiencing child sexual or physical abuse and runaway problems. The program helps recruit Hispanic foster homes, offers temporary shelter placement to youth in crisis, and organizes community training seminars.

La Familia Counseling Center, Inc., Sacramento, California. Conducts the CASA (Court Appointed Special Advocate) program in Sacramento. Through trained volunteers, the CASA program helps to ensure that a child's right to a safe, permanent home is acted on by the court in a sensitive and expedient manner. The Counseling Center also has developed training curriculums and materials for social service workers handling cases of child abuse and neglect. In addition, it has initiated a media campaign, developed educational materials and created a "Don't Be a Victim" information package for youth.

Institute for Human Resources Development, Inc., Salt Lake City, Utah. Provides crisis intervention and family stabilization treatment for runaway youth

and their families. In addition, the program developed the Mujeres on Mothering Safely (MOMS) program, which teaches parenting skills to young mothers as a preventive measure against child maltreatment.

Association for the Advancement of Mexican Americans, Inc., Houston, Texas. Provides bilingual, bicultural Hispanic host homes to children and youth needing temporary shelter. The program has implemented a juvenile and family court parenting skills training program for court-assigned cases.

In addition to the eight programs described above, COSSMHO has identified four technical transfer sites in Texas and Puerto Rico to address other problems of Hispanic youth and families, such as juvenile delinquency and substance abuse.

Contact: Proyecto Esperanza/Project Hope  
National Coalition of Hispanic Health and Human Services Organizations (COSSMHO)  
Suite 1053  
1030 15th Street NW.  
Washington, DC 20005  
202-371-2100

### **Permanency Planning for Children Project**

Young victims of sexual and physical abuse and neglect sometimes drift for years in foster care. Recognizing the child's need for a permanent and secure home, OJJDP has provided support for a permanency planning project for children, with FY 1987 funds totaling \$400,000. Permanency planning task force members, working with the National Council of Juvenile and Family Court Judges, are dedicated to the following:

- Creating alternatives to long-term foster home placement and advocating protection for children to ensure that they receive permanent homes in a timely fashion.

- Enhancing resources for child victims of physical and sexual abuse and neglect.
- Improving prevention programs and reunion services.
- Improving adoption laws and practices.
- Increasing public awareness of foster care problems and building local support for permanency planning.
- Reducing the number of children who unnecessarily remain in foster care.

The Permanency Planning for Children Project also seeks volunteers for State and local permanency planning efforts.

Contact: National Council of Juvenile and Family Court Judges  
University of Nevada  
P.O. Box 8970  
Reno, Nevada 89507  
702-784-6012

### **Court Appointed Special Advocate Program**

Testifying in court can be a terrifying experience for a victimized child--a process that some call "second victimization." To protect the interests of the child victim in court, OJJDP supports the Court Appointed Special Advocate (CASA) program. FY 1987 funding from OJJDP totaled \$500,000.

CASA volunteers review the child's case thoroughly, provide information to the child's attorney, accompany the child to court, and give emotional support to the child throughout the judicial process. CASA volunteers, appointed by the judge, receive training in courtroom procedures, social service and juvenile court systems, and the special problems of young victims of neglect and physical and sexual abuse. Child victims with a CASA tend to spend less time in court and in

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foster care than others because the program focuses attention on both the child's immediate court experience and long-term placement.

There are 245 CASA programs in 43 States, staffed by approximately 10,000 volunteers. In 1985, President Reagan presented the National CASA Association with the President's Volunteer Action Award. In 1986, CASA served approximately 40,000 children.

Contact: National CASA Association  
Suite 202  
909 Northeast 43rd Street  
Seattle, WA 98105  
206-547-1059

### **Covenant House**

Covenant House is a widely recognized nonprofit organization, originally started in New York City by Reverend Bruce Ritter. Supported primarily by contributions, Covenant House offers food, clothing, shelter, counseling, medical services, and crisis treatment to runaways and homeless youth, 24 hours a day, 7 days a week. More than 100,000 children have sought and found help at Covenant House since it opened in 1972.

OJJDP granted Covenant House \$399,951 in Special Emphasis funds in FY 1986 for two new emergency crisis intervention centers for runaways in Houston, Texas, and Fort Lauderdale, Florida.

In 1986, Covenant House programs served more than 14,000 runaways and homeless youth in New York City; Toronto, Canada; Houston, Texas; Fort Lauderdale, Florida; and Guatemala. An affiliate will open soon in New Orleans. A new Covenant House program for young men, "Rights of Passage," combines safe shelter with job placement and a mentor program.

Contact: Covenant House  
460 West 41st Street  
New York, NY 10036  
212-613-0300

## **C. Other Federal Programs**

OJJDP's Missing Children's Program coordinates efforts among a number of federally funded programs relating to missing children. Federal departments sponsoring missing children initiatives described in this section include the following:

- Department of Justice
- Department of Health and Human Services
- Department of State
- Department of the Treasury
- U.S. Postal Service

### **Department of Justice: Federal Bureau of Investigation**

National Crime Information Center. The Federal Bureau of Investigation (FBI) operates a computerized index of information about missing persons, unidentified deceased and living persons, and criminal offenders. These data are maintained in the National Crime Information Center (NCIC) computer. Law enforcement agencies from all over the country can enter records and gain information in a matter of seconds.

The FBI's National Crime Information Center Missing Persons File (NCIC-MPF) is an important law enforcement tool for investigating cases of missing children. Criminal justice agencies are encouraged to immediately file missing person reports in this system. The total number of records entered into NCIC-MPF has increased by more than 20 percent each year since 1983. Approximately 77 percent of the NCIC-MPF records are on juveniles.

The NCIC's Unidentified Persons File (NCIC-UPF) maintains records on unidentified bodies, as well as people

who are unable to identify themselves. Data from both the Missing Persons File and the Unidentified Persons File are compared daily to determine if identification can be made.

NCIC has also worked with the College of American Pathologists on the Missing Children Program Committee to determine the number of abducted and runaway children found murdered each year, make training in identifying missing children available to pathologists, and assist families and law enforcement personnel in gathering data on missing children for entry into the NCIC-MPF.

National Center for the Analysis of Violent Crime. The FBI Academy's National Center for the Analysis of Violent Crime (NCAVC) provides analysis, case review, and technical assistance in tracking serial incidents of child molestation, abduction, rape, and murder. In FY 1987, NCAVC provided criminal investigative analyses (profiles, behavioral analyses, and crime scene assessment) for 1,036 such cases involving violent crime. NCAVC was created in conjunction with OJJDP's National Missing/Abducted Children and Serial Murder Tracking and Prevention Program.

Behavioral Science Instruction and Research Unit. As part of NCAVC, the FBI's Behavioral Science Instruction and Research Unit is responsible for conducting research and criminal justice training. The Unit has coordinated with the National Center for Missing and Exploited Children to produce a behavioral analysis of child molesters to help law enforcement and prevention efforts. Training in handling cases of missing and exploited children has been provided to thousands of Federal, State, and local criminal justice professionals.

Recently, the FBI established a joint task force, the New York Sexually Exploited Children's Task Force, to handle cases of child pornography. The Task Force includes representatives from

the FBI, Customs Service, Postal Service, and law enforcement officers from the New York City Police Department. The Task Force is unique in that police officers and the FBI share office space, dramatically improving coordination and cooperation and fostering a tightly knit, dedicated group of professionals.

Contacts: National Crime Information Center  
Federal Bureau of Investigation  
J. Edgar Hoover Building  
Ninth Street and Pennsylvania Avenue NW.  
Washington, DC 20535  
202-324-2711

National Center for the Analysis of Violent Crime  
FBI Academy  
Quantico, Virginia 22135  
703-640-6131

### **Department of Justice: National Obscenity Enforcement Unit**

In response to recommendations listed in the Final Report of the Attorney General's Commission on Pornography, the Department of Justice created the National Obscenity Enforcement Unit to pursue at the Federal level cases of obscenity and child pornography.

The Unit consists of both the Federal Obscenity Task Force and the Obscenity Law Center. The Task Force provides direction and coordination to Federal investigations and prosecutions involving obscenity and child pornography, and works in conjunction with State and local prosecutors, the Customs Service, Postal Service, FBI, IRS, and 94 U.S. Attorney Offices across the country. Its staff advises State and local prosecutors and trains Federal, State, and local law enforcement personnel. The Obscenity Law Center provides legal resources and litigation support for prosecutors. In addition, the Center disseminates

information on recent developments in obscenity and child pornography law.

Contact: National Obscenity Enforcement Unit  
U.S. Department of Justice  
Room 2216  
Tenth Street and Constitution Avenue NW.  
Washington, DC 20530  
202-633-5780

## Department of Health and Human Services

Runaway and homeless youth program. The Department of Health and Human Services (HHS) has a primary responsibility in cases of runaway and throwaway children through the Runaway and Homeless Youth Act. FY 1987 funding for HHS' Runaway and Homeless Youth Program was \$23.25 million. Its programs included the following:

- Alleviating the problems of runaway youth.
- Reuniting children with their families and encouraging the resolution of family problems through counseling and other services.
- Strengthening family relations and encouraging stable living conditions for youth.
- Helping youth decide on a healthy course of future action.

A key component of the Runaway and Homeless Youth Program is the National Runaway Switchboard, established in 1974. Its FY 1987 funding was \$350,000. The Switchboard is operated by Metro-Call, in Chicago, Illinois, and each year the toll-free hotline--1-800-621-4000-- provides information, referrals, and counseling to hundreds of thousands of youth and their families.

In FY 1987, HHS also provided \$750,000 for centers serving chronic runaways, victims of sexual exploitation, and military families experiencing child victimization and other crises. The funds were allocated through High Impact Supplemental grants under the Runaway and Homeless Youth Program.

Child sexual abuse and exploitation. HHS operates the National Center on Child Abuse and Neglect (NCCAN). This clearinghouse provides information on practices, programs, and materials for the prevention of child neglect, physical and sexual abuse, and exploitation. It also conducts research and demonstration projects and provides technical assistance. In cooperation with the U.S. Department of Defense, NCCAN operates a program providing case assistance and information to military families worldwide on the issues of child neglect and physical and sexual abuse.

In addition, the Surgeon General's Office recently issued the Report of the Surgeon General's Workshop on Pornography and Public Health, written in response to the findings of the Attorney General's Commission on Pornography. Participants in the workshop reviewed a number of research studies and held public hearings on the subject of pornography. The report concluded that child pornography is physically and psychologically harmful to children used in its production and that it is often employed by child molesters to initiate sexual activity with children.

Contact: U.S. Department of Health and Human Services  
Administration for Children,  
Youth and Families  
Room 3030  
400 Sixth Street SW.  
Washington, DC 20201  
202-755-7800

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## Department of State

In an effort to address numerous legal, social, and cultural problems associated with international child abduction, the Department of State, through its Office of Citizens Consular Services, is responsible for the following:

- Helping parents locate children known to be missing abroad.
- Monitoring and reporting on the welfare of children of U.S. citizens abroad.
- Attempting to establish communication between parents and children.
- Furnishing general information, short of legal advice, concerning foreign and domestic laws and procedures that might assist in the return of a child.
- Providing lists of foreign attorneys experienced in child custody matters.
- Coordinating with foreign authorities and monitoring foreign court proceedings to ensure that U.S. citizens' rights under the laws of the foreign country are honored.
- Alerting local authorities or social service agencies if it appears that a child of a U.S. citizen is being abused or neglected.
- Imposing passport controls.
- Promoting solutions through a multilateral convention for the return of the child and bilateral extradition treaties for the return of the fugitive abductor.

Contact: U.S. Department of State  
Office of Citizens Consular  
Services  
Washington, DC 20520  
202-647-3666

## Department of the Treasury

The Department of the Treasury and Office of Juvenile Justice and Delinquency Prevention have developed an effective series of training programs for law enforcement officers handling cases of missing and exploited children. Juvenile justice program staff trained 1,760 professionals in FY 1987. Conducted at the Federal Law Enforcement Training Center (FLETC) in Glynco, Georgia, the missing/exploited children training encompasses three programs:

POLICY I and POLICY II. The acronym POLICY stands for Police Operations Leading to Improved Children and Youth Services. The two programs provide instruction on crime analysis, serious juvenile offenders, custody issues, development of local training programs, and case management to enhance law enforcement response in cases of missing or exploited children.

CAEITTP. The Child Abuse and Exploitation Investigative Techniques Training Program (CAEITTP) trains law enforcement officers in investigative and interview techniques, signs of child abuse, psychological effects of sexual exploitation on children, identifying child molesters, types of child pornography, and other issues.

Contact: Federal Law Enforcement  
Training Center (FLETC)  
Office of State and Local  
Training  
Building 67  
Glynco, GA 31524  
912-267-2345

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## U.S. Customs Service

An important function of the U.S. Customs Service is investigating the import and export of child pornography. The Child Pornography and Protection Unit (CPPU) was instituted on October 8, 1985, by the Customs Service as the hub for every child pornography and sexual exploitation case within Customs' jurisdiction. It coordinates investigations in all domestic and foreign field offices as needed. CPPU staff interact regularly with personnel at several agencies, specifically the FBI, the Postal Inspection Service, the National Obscenity Enforcement Unit of the Department of Justice, as well as the National Center for Missing and Exploited Children. Approximately 135 Customs agents in the field are designated as primary investigators of child pornography.

A protocol identical to the National Crime Information Center has been created that will eventually allow local law enforcement to access a child pornography record index. Other notable projects include a library of child pornography to support search warrant applications, enhanced basic training for new Customs agents, and a registry of expert witnesses.

A recent cooperative effort between the Child Pornography and Protection Unit and the National Center for Missing and Exploited Children is the Child Pornography "Tipline," which permits the public to report suspicious activities relating to child pornography. Tipline uses the toll-free number of the National Center for Missing and Exploited Children to gain information about cases of child pornography.

Contact: U.S. Customs Service  
Child Pornography and  
Protection Unit  
Room 5422  
1301 Constitution Avenue NW.  
Washington, DC 20229  
202-566-9500

## U.S. Postal Service

The U.S. Postal Service is responsible for investigating any postal violations, such as sending child pornography through the mail. In response to recommendations of the Attorney General's Commission on Pornography, the U.S. Postal Service has increased its activities in this area. In a recent policy statement, the Postal Inspection Service required Postal Inspectors to coordinate and cooperate with law enforcement agencies conducting child pornography investigations. These increased efforts met with success in early 1988, as a nationwide postal investigation called "Project Looking-Glass" culminated in arrests, seizures of child pornography, convictions, and fines.

A heightened public awareness of the problem of missing children is the goal of the Postal Service "Child Alert" program. This campaign uses volunteers from the National Association of Letter Carriers who are on the alert for missing children as they make deliveries. The program also makes available photographs and descriptions of missing children, which are displayed in Postal Service and union publications.

The Postal Service has also adapted its mailing regulations to permit the display of photographs of missing children on certain kinds of mail.

Contact: U.S. Postal Service  
475 L'Enfant Plaza SW.  
Washington, DC 20260  
202-268-2169

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## III. State Initiatives: Clearinghouses

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Coordination and cooperation among local, State, and Federal agencies is facilitated through clearinghouses on missing and exploited children. A clearinghouse is a communications and information center that makes data on missing and exploited children available to local, State, and Federal law enforcement agencies, nonprofit organizations (NPO's), the media, child support services, shelters, and families.

The most effective State clearinghouses are involved in such child protection activities as operating a toll-free hotline, maintaining a comprehensive data base, coordinating with local law enforcement and NPO's, training child-serving professionals, increasing public awareness, and developing prevention and education programs.

OJJDP has granted \$550,000 to the National Center for Missing and Exploited Children (NCMEC) to develop an assistance program that makes 1-year awards to States with clearinghouses. The awards encourage State clearinghouses to compile accurate and relevant statistics on missing and exploited children.

Currently, there are clearinghouses in 38 States and the District of Columbia created by State legislation, Administrative Directive, or Executive Order. Clearinghouses or central registries created by State legislation, however, have a scope and permanency not shared by those created by Administrative Directive or Executive Order. Five of the most effective State clearinghouses on missing and exploited children are described in this section:

- Illinois State Enforcement Agencies to Recover Children (I SEARCH) Clearinghouse.

- New York State Missing and Exploited Children Clearinghouse.
- New Jersey Missing Persons Unit.
- Florida Missing Children Information Clearinghouse.
- North Carolina Center for Missing Persons.

Appendix A provides a complete list of State clearinghouses.

### Illinois State Enforcement Agencies to Recover Children (I SEARCH)

An example of effective interagency coordination and cooperation is I SEARCH (Illinois State Enforcement Agencies to Recover Children), a State program and clearinghouse that interacts with agencies at the Federal, State, and local levels to recover missing children and intervene in cases of child sexual exploitation.

On the Federal level, I SEARCH has served in an advisory capacity in the initial studies of the National Studies of the Incidence of Missing Children conducted by OJJDP. In addition, I SEARCH legislation mandates the immediate entry of all reports of missing children into the Illinois State Police computer, which in turn alerts area law enforcement agencies and enters the case into the FBI's National Crime Information Center (NCIC) computer. I SEARCH and the National Center for Missing and Exploited Children (NCMEC) have worked together to sponsor the First and Second National Conference on Missing and Exploited Children at which hundreds of professionals and advocates shared their expertise in such areas as victim

advocacy, interviewing child victims, dealing with grief over the loss of a child, and coordinating efforts with nonprofit organizations. I SEARCH also participated with the Illinois Governor's Office in the NCMEC's recent campaign, "Protect Our Children."

I SEARCH helped to develop the Interstate I SEARCH Advisory Council on Missing and Exploited Children. Eight midwestern States on the Council have agreed to cooperate and coordinate with the Federal Government--and each other--to recover missing children and intervene in cases of child sexual exploitation. Illinois, Indiana, Iowa, Kentucky, Ohio, Minnesota, Missouri, and Wisconsin have committed themselves to improving interstate cooperation on uniform legislation, training, investigation, research, extradition of offenders, and the recovery and return of missing children.

At the local level, I SEARCH is involved in community public awareness and education programs. Professional training for law enforcement personnel, social service providers, and educators is conducted by local I SEARCH units. Additional services to the community include providing publications and a toll-free hotline. One of the most innovative programs of I SEARCH is the coordination between law enforcement and mental health professionals in helping parents and families to deal with grief over a missing child and prepare for the reintegration of a missing child into the family. Psychologists and therapists often travel with the law enforcement unit and the family during the recovery of a child, a potentially traumatic situation for both parents and child.

In 1986, the Illinois program funded 68 I SEARCH units at a total of \$2,387,466. More than 800,000 persons attended the 9,200 education and prevention programs presented by State and local I SEARCH personnel. To encourage interagency cooperation and upgrade community services, I SEARCH units trained in excess of 12,000 law enforcement professionals.

I SEARCH was also instrumental in recovering 7,088 missing children in 1986.

Through OJJDP's assistance program for State clearinghouses, the National Center for Missing and Exploited Children recently awarded a grant of \$20,000 to I SEARCH to enhance services and data collection.

Contact: I SEARCH  
Illinois Department of State  
Police  
Division of Administration  
Suite 300  
201 East Adams  
Springfield, IL 62701  
217-782-5228

### **New York State Missing and Exploited Children Clearinghouse**

New York State operates the Missing and Exploited Children Clearinghouse through its Division of Criminal Justice Services (DCJS). The goals of the clearinghouse are to reduce the incidence of missing and exploited children and help recover missing children.

Currently, DCJS maintains a central statewide missing children register, begun in 1984, which contains information on children under 16 years of age who are reported missing in New York State. This computer file is linked to the FBI's National Crime Information Center (NCIC) register. In December 1986, DCJS issued a report of the scope of the missing children problem in New York State and the specific characteristics of the cases.

DCJS operates a toll-free hotline--1-800-FIND KID--used by law enforcement personnel, child care agencies, day care centers, schools, and the general public to report information on the location of missing children. In conjunction with the New York State Thruway Authority, DCJS disseminates photographs and descriptions of missing children along

the Thruway. Other public awareness projects include a prevention and education booklet for parents, publication of photographs of missing children in a local newspaper, and development of a missing child photo dissemination project in conjunction with the New York/New Jersey Port Authority.

Through OJJDP's assistance program for State clearinghouses, the National Center for Missing and Exploited Children recently awarded a \$20,000 grant to the New York State Missing and Exploited Children Clearinghouse to develop uniform data collection systems to better track the incidence of missing and exploited children.

Contact: State of New York  
Division of Criminal Justice  
Services  
Executive Park Tower  
Stuyvesant Plaza  
Albany, NY 12203  
518-457-6051

### **New Jersey Missing Persons Unit**

Operating within the New Jersey State Police, the New Jersey Missing Persons Unit investigates and maintains a data base on missing persons and unidentified bodies and provides training and educational programs.

From 1984 to 1986, more than 200 people were located as a result of the Unit's investigative and cooperative efforts. The Unit's data management system contains names and profiles of all missing persons in New Jersey, and is capable of providing statistical and demographic profiles on missing children in New Jersey.

Training programs include a law enforcement investigation curriculum used in New Jersey's police academies and presentations to prosecutors and investigators at missing persons seminars. The Unit has also helped raise public awareness of the problem of missing and exploited children by working

on photo dissemination programs and prevention presentations to parents, teachers, and community groups. The Unit's Missing Persons Newsletter is published quarterly and contains contact lists, photos and profiles of missing persons, and other investigative information.

Two important research projects have been instituted by the New Jersey Missing Persons Unit. The first is a detailed study of the status of all missing person cases in New Jersey considered active by the FBI's National Crime Information Center (NCIC) from 1976 through 1984. The second is an examination of law enforcement policies and practices in New Jersey regarding missing children reports--the differences in waiting periods to take a report on a missing child; police priorities in handling of runaway cases, nonfamily abductions, and parental kidnappings; and general followup procedures. Results of the second study were used to establish appropriate standard operating procedures for law enforcement regarding investigation of missing child cases.

Through OJJDP's assistance program for State clearinghouses, the National Center for Missing and Exploited Children recently awarded a \$20,000 grant to the New Jersey Missing Persons Unit to enhance the Unit's operations and data collection efforts on missing child cases.

Contact: New Jersey State Police  
Missing Persons Unit  
Box 7068  
West Trenton, NJ 08625  
609-882-2000

### **Florida Missing Children Information Clearinghouse**

Established in 1982, the Florida Missing Children Information Clearinghouse (MCIC) is housed in the Florida Department of Law Enforcement. The clearinghouse is a liaison between citizens and law

enforcement on missing children issues and serves as a resource center to collect, compile, and disseminate information on missing children. Services provided by the Florida MCIC include the following:

- Data collection on cases of missing children in Florida.
- A toll-free number (1-800-342-0821) available 24 hours a day, 7 days a week, to receive information on missing children and to respond to requests for information and assistance.
- A directory of resources for additional assistance in locating missing children.
- Dissemination of photographs and descriptions of missing children and other public awareness efforts.
- Monthly publication of a missing children's bulletin.
- Law enforcement training on handling cases of missing children, coordination with Florida MCIC, and pertinent legislation.
- Prevention and education programs and materials for parents, children, teachers, and community groups.
- Publication of the Florida Juvenile Handbook, containing suggested procedures, guidelines, and statutes related to juvenile issues.

Through OJJDP's assistance program for State clearinghouses, the National Center for Missing and Exploited Children recently awarded a \$20,000 grant to the Florida Missing Children Information Clearinghouse for the purpose of automating and improving data collection systems for missing children cases.

Contact: Florida Department of Law Enforcement  
Missing Children Information Clearinghouse  
P.O. Box 1489  
Tallahassee, FL 32302  
904-488-5224

### North Carolina Center for Missing Persons

Located in the North Carolina Department of Crime Control and Public Safety, the North Carolina Center for Missing Persons serves as a central repository and clearinghouse of information regarding missing persons, with special emphasis on missing children. The clearinghouse can access the FBI's National Crime Information Center (NCIC) Missing Persons File through the use of the Police Information Network. A law enforcement agency receiving a missing person report is required to enter the missing person's name into NCIC and transmit a copy of the report to the clearinghouse.

Services provided by the North Carolina Center for Missing Persons include the following:

- Data collection on missing person cases.
- Assistance to law enforcement in entering cases of missing persons into NCIC, ensuring that the proper entry criteria have been met, and confirming entry of the data.
- A 24-hour, toll-free telephone service (1-800-522-KIDS) to receive information about the location of missing persons.
- Personal contact with families of missing persons.
- Information and referral services.
- Distribution of photos and descriptions of missing persons.

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- Sighting/lead dissemination to law enforcement.

Through OJJDP's assistance program for State clearinghouses, the National Center for Missing and Exploited Children recently awarded a \$20,000 grant to the North Carolina Center for Missing Persons to automate and improve their data collection system on the incidence of missing children.

Contact: North Carolina Center for  
Missing Persons  
Department of Crime Control and  
Public Safety  
P.O. Box 27687  
Raleigh, NC 27611  
919-733-7974

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## IV. Local Initiatives

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While Federal and State research, demonstration projects, and other programs provide the impetus and institutional base for child protection activities, most of the direct action--investigations, prosecutions, sentencing of offenders, and social services to children and families--is provided at the local level. Success of the national campaign to locate missing children depends on direct involvement and support from the local level. The following initiatives are representative of many such efforts throughout the Nation.

### A. Local Private-Sector Efforts

The private sector has contributed greatly at the community level to the cause of missing and exploited children. Dairies, printing companies, film processors, department store chains, grocery stores, transportation companies, and the local media have contributed to child-serving programs in ways as inventive and diverse as the American business community itself. Hundreds of private companies and individuals nationwide have worked with Federal, State, and local agencies, law enforcement, educators, social service professionals, nonprofit organizations, and private citizens who care about children.

The following examples illustrate the kinds of initiatives that have been undertaken by the private sector in behalf of missing and exploited children:

- Printing and distributing photographs and descriptions of missing children.

- Safeway Stores, Winn-Dixie, and others distributed pictures of missing children on grocery bags.
- Avis Corporation placed inserts with pictures of missing children in 8-10 million customer automobile rental agreement folders.
- Parke-Davis Corporation, in cooperation with the Society for Young Victims, regularly placed posters with photos of missing children in 40,000 pharmacies.

- Printing and distributing prevention and educational materials to families, teachers, and children.

- Digital Corporation underwrote the development of a comprehensive child protection curriculum for the Adam Walsh Resource Center.
- Bekins Van Lines, Inc. underwrote the cost of the first family protection brochure produced by the National Center for Missing and Exploited Children.
- McDonald's in Arkansas worked with the Arkansas Attorney General's staff to develop and distribute a child safety education program featuring Ronald McDonald and other familiar McDonald's characters.

- In-kind contributions and coupon-redemption programs.
- Networking and World Information (NWI) hosts Child Net, Inc., a nonprofit organization providing

computer networking to other nonprofit organizations and persons interested in missing and exploited children. NWI donates its services and subsidizes some of the line costs.

--Texize Division of DOW Consumer Products donated more than \$700,000 to the National Crime Prevention Council and the National Center for Missing and Exploited Children as a part of a coupon redemption program.

--Clairol is supporting the National Child Safety Council through a coupon redemption program that will net up to \$100,000 to support child safety information.

- Public awareness and media campaigns.

--Maxell Corporation provided blank videotape for the production and distribution of public service announcements as part of the national "Campaign to Protect Our Children."

--Universal Studios and Barbara Billingsley from the cast of the "New Leave It to Beaver" show produced public service announcements as part of the "Campaign to Protect Our Children."

- Outreach programs.

--American Airlines provides transportation for parents recovering children.

--Quality Inns provides a "safe harbor" in each of its hotels for any child in danger of abduction or exploitation. The hotels provide housing to parents recovering their children away from their own hometown.

- Donations.

--CBS/Fox Video, in a cooperative program with the Boys Clubs of America, is donating a portion of the profits from sales of their "Five Star" collection.

--Ravaroni and Freschi, working with the National Center for Missing and Exploited Children, donated a penny per pound of pasta sold during a month.

--Dole Processed Foods donated \$250,000 to the National Center for Missing and Exploited Children, determined by a set amount per product sold.

## B. Nonprofit Organizations

The organizations that work most directly with parents and local agencies dealing with cases of missing and exploited children are nonprofit organizations (NPO's). These valuable grassroots organizations are often staffed by volunteers, many of whom have a personal involvement in the issue.

In FY 1987, OJJDP provided training and technical assistance in organization and administrative management to nonprofit organizations through a grant to the Institute for Nonprofit Organization Management. OJJDP also awarded in FY 1987 \$864,261 to private nonprofit organizations to establish or expand specific missing and exploited children service components.

Coordinating with representatives from law enforcement, the social service and educational communities, and the local media, nonprofit organizations provide a wide variety of services to families and children:

- 
- Toll-free hotlines.
  - Prevention and education programs and materials.
  - Family support services.
  - Photo dissemination programs.
  - Identification kits.
  - Assistance in voluntary missing cases (runaways), parental kidnapping cases, and nonfamily abduction cases.
  - Information clearinghouses..
  - Sexual exploitation counseling services.
  - Legislative advocacy.
  - Daycare counseling services.
  - Search groups.

- Youth shelters.
- Referral services.
- Resource centers.
- Court monitoring programs.
- Newsletters.
- Agency training programs.
- Victim funds.

Appendix B lists nonprofit organizations dealing with missing children. The list was compiled using information provided by the National Center for Missing and Exploited Children (NCMEC). An organization's inclusion in this list does not constitute an endorsement or certification by either the NCMEC or the Office of Juvenile Justice and Delinquency Prevention.

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## V. Criminal Justice Organizations

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A number of national law enforcement, prosecutors', and judicial organizations have provided research, training programs, and publications regarding missing and exploited children issues.

Several organizations have made training available at national conferences and seminars. For example, the National College of District Attorneys has an ongoing training course in handling child sexual abuse and exploitation cases. A recent training conference of the National Council of Juvenile and Family Court Judges (which also operates the CASA program and the Permanency Planning for Children Project, previously mentioned) addressed the issues of missing children and sexual exploitation. Recent training seminars in missing and exploited child cases have also been conducted by the Pennsylvania Juvenile Officers' Association and the International Juvenile Officers' Association.

### **National Center for the Prosecution of Child Abuse**

The National Center for the Prosecution of Child Abuse (NCPCA) provides assistance to prosecutors handling cases of child sexual abuse. The NCPCA, funded by OJJDP and affiliated with the National District Attorneys Association, is dedicated to improving the criminal justice system and the effectiveness of prosecutors of child abuse and sexual exploitation cases. In 1987, the NCPCA held a seminar on prosecuting cases of sexual and physical assaults on children. The NCPCA recently published Investigation and Prosecution of Child Abuse, a comprehensive manual for prosecutors conducting child abuse and sexual exploitation investigations.

Contact: National Center for the Prosecution of Child Abuse  
1033 N. Fairfax Street  
Suite 200  
Alexandria, VA 22314  
703-739-0321

### **National Legal Resource Center for Child Advocacy and Protection**

A number of publications for professionals handling child-related cases have been developed by the National Legal Resource Center for Child Advocacy and Protection, a program of the American Bar Association (ABA). The Center developed the first comprehensive national desk book for judges handling child abuse cases, a book of model legislation on courtroom reforms protecting child victim witnesses, and a guide for parents and law enforcement personnel handling cases of parental kidnapping, published by the National Center for Missing and Exploited Children. The ABA's 1986 National Child Advocacy Conference was an important training forum for attorneys and other child advocates.

Contact: National Legal Resource for Child Advocacy and Protection  
2nd Floor, South Lobby  
1800 M Street NW.  
Washington, D.C. 20036  
202-331-2251

### **International Association of Chiefs of Police**

The International Association of Chiefs of Police offers ongoing training to its members in the investigation of child abuse and sexual exploitation, and it has conducted seminars on the investigation

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of missing child cases. A successful cooperative effort between the Association and Trailways and Greyhound corporations is "Operation: Home Free/Let's Find Them." The program helps runaways return to their families free of charge.

Contact: International Association of  
Chiefs of Police  
13 Firstfield Road  
P.O. Box 6010  
Gaithersburg, MD 20878  
301-948-0922

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## VI. Summary

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Determined to protect children and improve system responses to the difficult cases of child abduction, sexual exploitation, and runaways, the U.S. Department of Justice has made missing and exploited children a top priority. Through the Missing Children's Program of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Department coordinates service programs with other agencies and organizations, directs important research relating to missing and exploited children, and encourages the participation of the private sector in the united effort to protect children.

In a short period of time, the Missing Children's Program has had considerable success in heightening the awareness of the public and the professional community to the issues of missing and exploited children and encouraging individuals and organizations to work together with the

Federal Government. The future direction of the Missing Children's Program will build upon the efforts already made and the programs already in place, strengthening the abilities of the law enforcement community and ensuring a brighter future for our children.

This Third Annual Missing Children's Summary details the programmatic accomplishments of government, the private sector, and nonprofit organizations. Thirty-seven initiatives are discussed in this report, providing an excellent resource of information for professionals working with missing and exploited children, as well as for the general public. Readers are encouraged to contact individual programs or sponsoring agencies directly to learn more about their efforts in behalf of missing and exploited children.

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# Appendix A: List of State Clearinghouses

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## Alabama

Alabama Department of Public Safety  
Missing Children Bureau  
205-261-4207  
1-800-228-7688 (in State)

## Arizona

Arizona Department of Public Safety  
Criminal Investigation Research Unit  
602-223-2158

## Arkansas

Arkansas Office of the Attorney  
General  
501-371-5028  
1-800-482-8982 (in State)

## California

California State Department of Justice  
916-739-5114  
1-800-222-3463 (in State)

## Colorado

Colorado Bureau of Investigation  
303-239-4251

## Connecticut

Connecticut State Police  
203-238-6688  
1-800-367-5678 (in State)

## Delaware

Delaware State Police  
302-736-5883

## District of Columbia

District of Columbia Metropolitan  
Police Department  
Missing Persons/Youth Division  
202-576-6771

## Florida

Florida Department of Law Enforcement  
904-488-5224  
1-800-342-0821 (in State)

## Georgia

Georgia Bureau of Investigation  
404-244-2554  
1-800-282-6564 (in State)

## Illinois

Illinois State Police  
I-SEARCH  
217-782-5227  
1-800-346-5507 (in State)

## Indiana

Indiana State Police  
Records Division  
317-232-8310

## Iowa

Iowa Department of Public Safety  
515-281-7963 or 281-3561  
1-800-346-5507 (in State)

## Kansas

Kansas Bureau of Investigation  
913-232-6000  
1-800-346-5763 (in State)

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Kentucky

Kentucky State Police  
Missing Child Information Center  
502-227-8799  
1-800-222-5555 (in State)

Louisiana

Louisiana State Police  
504-925-6189

Maryland

Maryland Center for Missing Children  
Maryland State Police  
301-799-0190  
301-621-1010  
1-800-637-5437 (nationwide)

Massachusetts

Massachusetts State Police  
1-800-447-5269  
1-800-622-5999 (in State)

Michigan

Michigan State Police  
517-337-6171

Minnesota

Minnesota State Clearinghouse  
612-642-0646

Mississippi

Mississippi State Highway Patrol  
601-987-1599

Missouri

Missouri State Highway Patrol  
314-751-3313, ext. 178

Montana

Montana Department of Justice  
406-444-3817

Nevada

Nevada Office of the Attorney General  
702-885-4170

New Hampshire

New Hampshire State Police  
603-271-3636  
1-800-525-5555 (in State)

New Jersey

New Jersey State Police  
609-882-2000

New Mexico

New Mexico State Police  
505-827-9181

New York

New York Division of Criminal Justice  
Services (DCJS)  
518-457-6326  
1-800-346-3543 (in State)

North Carolina

North Carolina Division of Victim and  
Justice Services  
919-733-7974  
1-800-522-5437 (in State)

Ohio

Ohio Department of Education  
614-466-6837

Oklahoma

Oklahoma State Bureau of Investigation  
405-848-6724

Pennsylvania

Pennsylvania State Police  
Missing Persons Unit  
717-783-5524 or 783-5527

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Rhode Island

Rhode Island State Police  
401-647-3311, ext. 237  
1-800-544-1144 (in State)

South Carolina

South Carolina Law Enforcement  
Division  
803-737-9080  
1-800-322-4453 (in State)

South Dakota

Attorney General's Office  
605-773-4614

Tennessee

Tennessee Bureau of Investigation  
615-741-0430

Texas

Texas Department of Public Safety  
512-465-2814  
1-800-346-3243 (in State)

Vermont

Vermont Office of the Attorney General  
802-828-3171

Virginia

Virginia State Police  
804-674-2026  
1-800-822-4453 (in State)

Washington

Washington Crime Information Center  
206-753-3960  
1-800-543-5678 (in State)

United States

National Center for Missing and  
Exploited Children  
202-634-9821  
1-800-843-5678

Canada

Royal Canadian Mounted Police  
613-993-1525

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# Appendix B: List of Nonprofit Organizations

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## Alabama

Montgomery Area Runaway Youth Services  
Address confidential  
Montgomery, AL  
205-265-2652

Christian Counseling Center  
410 South Third Street  
Gadsden, AL 25901  
205-547-5219

Group Home for Children, Inc.  
880 S. Lawrence Street  
Montgomery, AL 36104  
205-834-5512

The National Children's  
Advocacy Center  
106 Lincoln Street  
Huntsville, AL 35801  
205-533-5437

## Alaska

Missing Children of America, Inc.  
P.O. Box 10-1938  
Anchorage, AK 99510  
907-248-7300

Alaska Youth Advocates, Inc.  
Suite 202  
3745 Community Park Lane  
Anchorage, AK 99588-3466  
907-274-6541  
907-563-7233

## Arizona

Hide and Seek Foundation, Inc.  
1534 West McDowell  
Phoenix, AZ 85007  
602-271-0855

Operation Child Identification  
Suite 114  
5818 North 7th Street  
Phoenix, AZ 85014  
602-241-0456

Our Town Family Center  
P.O. Box 26504  
Tucson, AZ 85726  
602-323-1708

## Arkansas

ProtACT  
Protecting Arkansas Children Together  
P.O. Box 82  
Little Rock, AR 72203  
501-371-2007

## California

Children of the Night  
Suite 128  
1800 North Highland Avenue  
Hollywood, CA 90028  
213-461-3160

California Foundation for  
the Protection of Children  
P.O. Box 491448  
Los Angeles, CA 90049  
714-721-5866

Find the Children  
11811 West Olympic Boulevard  
Los Angeles, CA 90064  
213-477-6721

Children's Civil Rights  
850 18th Street  
Hermosa Beach, CA 90254  
213-372-6231

Believe the Children  
National Headquarters  
P.O. Box 1358  
Manhattan Beach, CA 90266  
213-379-3514

Home Run  
A National Search for  
Missing Children  
4575 Ruffner Street  
San Diego, CA 92111-2215  
619-292-5683  
1-800-448-4663

YMCA of San Diego County  
Human Development Department  
7510 Clairmont Mesa Boulevard  
San Diego, CA 92111  
619-292-0537

Vanished Children's Alliance  
15750 Winchester Boulevard  
Suite 105  
Los Gatos, CA 95030  
408-395-3200

California Child Abduction  
Recovery and Enforcement Council  
Suite 200  
1950 Sunwest Boulevard  
San Bernadino, CA 92415  
714-889-6314

Adam Walsh Child Resource Center  
Suite 3100  
770 City Drive, South  
Orange, CA 92668  
714-740-2660

Thursday's Child  
Runaway Outreach Program  
24100 Hartland Street  
Canoga Park, CA 91307  
818-710-1181

Kevin Collins Foundation  
P.O. Box 590473  
San Francisco, CA 94159  
1-800-435-7358  
1-800-272-0012

Protect Your Child  
P.O. Box 414  
San Lorenzo, CA 94580  
415-276-2350

The Child Assault Prevention  
Training Center  
Suite 108  
1727 Martin Luther King, Jr. Way  
Oakland, CA 94612  
415-893-0413

Vanished Children's Alliance  
Suite 151  
300 Orchard City Drive  
Campbell, CA 95008  
408-378-5678

Friends of Child Find  
Suite 257  
741 East Street  
Woodland, CA 95695  
916-662-2389

California Child, Youth and  
Family Coalition  
Suite 18  
2115 J Street  
Sacramento, CA 95816  
916-443-2711  
1-800-843-5200

Homeless Emergency Runaway Effort  
H.E.R.E.  
Suite 5  
584 Rio Lindo Avenue  
Chico, CA 95926  
916-891-2794

Identi-A-Child  
Suite 37  
275 East Shasta Avenue  
Chico, CA 95926  
916-895-3748

International Missing Children's  
Foundation  
Suite 101  
835 Fifth Avenue  
San Diego, CA 95021  
619-456-0804

People Against Child Exploitation  
(PACE)  
P.O. Box 6777  
San Mateo, CA 94403  
415-571-6966

#### Colorado

Stop Taking Our Children, S.T.O.C.  
Suite 6  
1510 Glen Ayr Drive  
Lakewood, CO 80215  
303-798-1824  
303-238-1504

District of Columbia

Sasha Bruce Youth Network  
1022 Maryland Avenue NE.  
Washington, DC 20002  
202-546-4900  
202-546-6807

National Network of Runaway and Youth  
Services  
Suite 411  
905 6th Street SW.  
Washington, DC 20024  
202-488-0739

National Crime Prevention Council  
805 15th Street NW.  
Washington, DC 20036  
202-393-7141

Florida

Missing Children Center, Inc.  
898 West Highway 434  
Winter Springs, FL 32708  
305-695-4357

Adam Walsh Child Resource Center  
501 East South Street  
Orlando, FL 32801  
305-423-2326

Switchboard of Miami, Inc.  
35 Southwest Eighth Street  
Miami, FL 33130  
305-358-1640

Adam Walsh Child Resource Center  
Suite 244  
3111 South Dixie Highway  
West Palm Beach, FL 33405  
305-833-9080

The Safe Harbor Runaway Center  
3600 Broadway  
West Palm Beach, FL 33407  
305-833-2400

Child Keyppers International  
P.O. Box 6456  
Lake Worth, FL 33466  
305-586-6695

Children's Rights of America, Inc.  
Suite 9  
12551 Indian Rocks Road  
Largo, FL 34644  
813-593-0090

Alternative Human Services, Inc.  
Child Safety Center  
P.O. Box 13087  
St. Petersburg, FL 33733  
813-526-1100

Missing Children Help Center  
Suite 400  
410 Ware Boulevard  
Tampa, FL 33619  
813-623-5437  
1-800-872-5437

Georgia

FIND ME, Inc.  
P.O. Box 1612  
La Grange, GA 30241-1612  
404-884-7419

American Red Cross - Metro Atlanta  
Missing & Exploited Children Program  
3486 Covington Highway  
Decatur, GA 30032  
404-296-0505

Savannah Friends of Child Find  
711 Highland Drive  
Savannah, GA 31406  
912-355-6425

Hawaii

S.T.O.P.  
Student Training Offers Protection  
Suite 2111  
777 Kapiolani Boulevard  
Honolulu, HI 96813  
808-949-5577  
808-526-3766

Illinois

The Society for Young Victims  
Suite A  
927 North Plum Grove Road  
Schaumburg, IL 60173  
312-490-0076

Illinois Task Force on  
Parental Child Abduction  
645 North Wood Street  
Chicago, IL 60600  
312-421-3551

Illinois Council Against Parental  
Child Abduction  
645 N. Wood Street  
Chicago, IL 60622  
312-421-3551

National Committee for  
the Prevention of Child Abuse  
Suite 1250  
322 South Michigan Avenue  
Chicago, IL 60604-4357  
312-663-3520

Believe the Children  
P.O. Box 268462  
Chicago, IL 60626  
312-973-5275

#### Kansas

The Lost Child Network  
Suite 351  
8900 State Line Road  
Leawood, KS 66206  
913-649-6723

The Kansas Missing Children Foundation  
P.O. Box 8232  
Wichita, KS 67208-0232  
316-684-4888

#### Kentucky

Paducah/McCracken County Child Watch  
P.O. Box 1262  
Paducah, KY 42002-1262  
502-443-1440

Exploited Children's Help  
Organization  
720 West Jefferson Street  
Louisville, KY 40202  
502-585-3246

Louisville/Jefferson County  
Crimes Against Children  
436 South 7th Street  
Louisville, KY 40203  
502-625-5787

#### Louisiana

Believe the Children  
6601 Memphis Street  
New Orleans, LA 70124  
504-482-5737

#### Maryland

Missing & Exploited Children's  
Association  
P.O. Box 608  
Lutherville, MD 21093  
301-667-0718

#### Massachusetts

The Society for Young Victims  
119 Corey Street  
Lowell, MA 01851  
617-453-7467

The Society for Young Victims  
Merrimack Valley Associates  
P.O. Box 187  
Billerica, MA 01866  
617-663-4394

The Society for Young Victims  
5 Washington Street  
Manchester, MA 01944  
617-526-1080

Adam Walsh Child Resource Center  
of Massachusetts  
Suite 400  
World Trade Center  
Boston, MA 02210  
617-439-5358  
1-800-527-2326

#### Michigan

Saginaw County Youth Protection  
Council  
1110 Howard  
Saginaw, MI 48601  
517-752-9175

Runaway Assistance Program  
398 Park Lane  
East Lansing, MI 48823  
517-351-5757  
1-800-292-4517

National Child Safety Council  
4065 Page Avenue  
Jackson, MI 49204  
517-764-6070

#### Minnesota

Missing Children - Minnesota  
901 Humboldt Avenue, North  
Minneapolis, MN 55411  
612-572-0456

#### Mississippi

Mississippi Children's Home  
P.O. Box 1078  
1801 N. West Street  
Jackson, MS 39205  
601-352-7784

#### Missouri

National Fingerprint Center for Child  
Identification  
Suite 104  
1 Crown Drive  
Kirksville, MO 63501  
314-863-3636

Synergy House  
P.O. Box 12181  
Parkville, MO 64152  
816-741-8700

#### Montana

Friends of Child Find - Montana  
No. Zero  
737 South Billings Boulevard  
Billings, MT 59101  
406-259-6999

Tumbleweed Runaway Program, Inc.  
Suite 2-C  
1629 Avenue D  
Billings, MT 59102  
406-259-2558

#### Nebraska

Find the Kids  
3047 St. Mary's Avenue  
Omaha, NE 68105  
402-346-8822

#### Nevada

Nevada Child Seekers  
Suite 203  
3333 Cambridge Street  
Las Vegas, NV 89109  
702-796-7333

Community, Runaway & Youth Services  
P.O. Box 20879  
Reno, NV 89515-1879  
702-323-6296

#### New Hampshire

New Hampshire Network for  
Runaways and Homeless Youth  
P.O. Box 440  
Manchester, NH 03015  
603-668-1920

Office of Child Search Bulletin  
P.O. Box 7659  
Nashua, NH 03067

#### New Jersey

Believe the Children  
P.O. Box 1223  
Maplewood, NJ 07040  
201-763-2261

Foundation to Find and  
Protect America's Children  
P.O. Box 386  
Wyckoff, NJ 07481  
201-891-0049

Services for the Missing  
P.O. Box 26  
Gibbsboro, NJ 08026  
609-783-3101

N.J. Commission on Missing Persons  
Department of Law and Public Safety  
CN 085  
25 Market Street  
Trenton, NJ 08625  
609-984-5830

Ocean County Commission on  
Exploited and Missing Children  
146 Chestnut Street  
Toms River, NJ 08753  
201-349-1454  
201-929-2189

#### New Mexico

I.D. Resource Center of Albuquerque  
2719 San Manto Avenue NE.  
Albuquerque, NM 87110  
505-883-0983

C.H.I.N.S.  
1501 North Solano Drive  
Las Cruces, NM 88040  
505-524-7765

#### New York

Victim's Service Agency  
2 Lafayette Street  
New York, NY 10007  
212-577-7700

Cult Hotline and Clinic  
1651 3rd Avenue  
New York, NY 10028  
212-860-8533

Institute for Youth  
Advocacy/Covenant House  
460 West 41st Street  
New York, NY 10036  
212-613-0349

Project S.A.F.E.  
Services After Family Emergencies  
Babylon Youth Bureau  
151 Phelps Lane  
North Babylon, NY 11703  
516-422-7200  
516-665-3207

America's Children Held Hostage  
30 Stepney Lane  
Brentwood, NY 11717  
516-231-6240

Kid Watch  
292 Hoffman Lane  
Hauppauge, NY 11788  
516-582-8444

Children's Rights of  
New York, Inc.  
19 Maple Avenue  
Stony Brook, NY 11790  
516-751-7840

Child Find of America, Inc.  
P.O. Box 277  
New Paltz, NY 12501  
914-255-1848  
1-800-426-5678

Center for Missing Children, Inc.  
P.O. Box 10088  
Rochester, NY 14610  
716-473-2389

Adam Walsh Child Resource Center  
249 Highland Avenue  
Rochester, NY 14620  
716-461-1000

Child W.A.T.C.H.  
P.O. Box 732  
Elmira, NY 14901  
607-732-0562

#### North Carolina

Find My Child Support Network  
Room 627  
336 Fayetteville Street Mall  
Raleigh, NC 27601  
919-833-3780

North Carolina Center for Missing  
Children & Child Victimization  
P.O. Box 27687  
Raleigh, NC 27611  
919-733-7974  
1-800-522-KIDS

Protect-A-Child  
P.O. Box 1812  
Durham, NC 27702  
919-477-3739

Reach Out Center for  
Missing Children  
1003 Stadium Drive  
Durham, NC 27704  
919-471-3112

#### North Dakota

Fargo Youth Commission  
226 Broadway  
Fargo, ND 58102  
701-235-2147

Youth Works  
311 North Washington  
Bismarck, ND 58501  
701-255-6909

#### Ohio

Adam Walsh Child Resource Center  
350 The Arcade  
401 Euclid Avenue  
Cleveland, OH 44114  
216-622-0204

Lima Area Child Assault  
Prevention Project  
799 South Main Street  
Lima, OH 45804  
419-222-1168

#### Oklahoma

Youth and Family Services of Canadian  
County  
2404 Sunset Drive  
El Reno, OK 73036  
405-262-6555

Vanished Children's Alliance  
5716 East 24th Place  
Tulsa, OK 74114  
918-622-7640

Northern Oklahoma Youth Service  
Center/Shelter  
415 West Grand  
Ponca City, OK 74601  
405-762-8341

Northwest Family Services, Inc.  
326 7th Street  
Alva, OK 73717  
405-327-2900

#### Oregon

National Missing Children's  
Locate Center  
P.O. Box 1324  
Gresham, OR 97030-0251  
503-665-8544

Hide and Seek Foundation  
P.O. Box 17226  
Suite 14  
3300 Market Street  
Salem, OR 97305  
503-585-7909

Oregon Child Custody  
Protection Association  
3555 Northeast Dunlap Avenue  
Albany, OR 97321  
503-928-3448

Springfield Child Abuse  
Resources, S.C.A.R.  
1030 G Street  
Springfield, OR 97477-4106  
503-746-3376

#### Pennsylvania

Friends of Child Find, Inc.  
P.O. Box 10682  
Pittsburgh, PA 15235  
412-241-1234

Valley Youth House  
539 Eighth Avenue  
Bethlehem, PA 18018  
215-691-1200

Philly Kids Play It Safe  
1421 Arch Street, 3d Floor  
Philadelphia, PA 19102  
215-686-5796

Children's Rights of PA, Inc.  
P.O. Box 4362  
Allentown, PA 18105  
215-437-2971

Children's Rights of PA, Inc.  
P.O. Box 270  
Dalton, PA 18414  
717-563-2628

#### Rhode Island

The Society for Young Victims  
54 Broadway Avenue  
Newport, RI 02840  
401-847-5083

#### Tennessee

Tennessee Commission on  
Missing and Exploited Children  
616 Adams Avenue  
Memphis, TN 38105  
901-528-2005

P.R.O.T.E.C.T.  
3438 Sophia Road  
Memphis, TN 38118  
901-362-7391

#### Texas

Sunny von Bulow National  
Advocacy Center  
Suite 1001  
307 West 7th Street  
Fort Worth, TX 76102  
817-877-3355

Parents of Murdered Children  
8227 Roebourne Lane  
Houston, TX 77070  
713-469-0678

Mothers in Action  
9408 Eddystone Street  
Austin, TX 78729  
512-258-4413

#### Utah

Society's League Against  
Molestation, S.L.A.M.  
360 East 4500 South  
Salt Lake City, UT 84117  
801-328-5878

Child Find of Utah, Inc.  
5755 Hansen Circle  
Murray, UT 84107  
801-261-4134

#### Vermont

National Coalition for Children's  
Justice  
2119 Shelburne Road  
Shelburne, VT 05482  
802-985-8458

Childseekers  
P.O. Box 6065  
Rutland, VT 05701-6065  
802-773-5988

TLC in VT, Inc.  
P.O. Box 84  
Orwell, VT 05760  
802-948-2115

#### Virginia

Parents Against Molesters, Inc.  
P.O. Box 3357  
Portsmouth, VA 23701  
804-465-1582

Mother Seton House, Inc.  
642 N. Lynnhaven Road  
Virginia Beach, VA 23452  
804-498-4674

#### Washington

Operation Lookout  
National Center for Missing Youth  
P.O. Box 231  
Mountlake Terrace, WA 98043  
206-362-7375  
1-800-782-7335

Washington Victim Witness Services  
Suite 311  
2366 Eastlake Avenue, East  
Seattle, WA 98102

Family and Friends of Missing  
Persons and Violent Crime Victims  
P.O. Box 27529  
Seattle, WA 98125  
206-362-1081

#### Wyoming

Wyoming Child Find  
Missing & Abused Children  
665 North 9th Street  
Laramie, WY 82070  
307-742-4504

Project Youth, Inc.  
1165 North Main Street  
Sheridan, WY 82801  
307-672-7866

#### Canada

Child Find, Nova Scotia  
P.O. Box 5281, Armdale  
Halifax, Nova Scotia, CN B3L 457  
902-453-6633

Windsor Missing Children  
P.O. Box 3243  
Windsor, Ontario, CN N8W 2M4  
519-735-2712

Child Find, Ontario  
Suite 314  
345 Lakeshore Road, East  
Oakville, Ontario, CN L6J-1J6  
416-842-5353

Canadian Centre for Missing Children  
1-A Sir Winston Churchill Square  
Edmonton, Alberta, CN T5J OR2  
403-422-4698

Victims of Violence  
Third Floor  
Provincial Court House  
1-A Sir Winston Churchill Square  
Edmonton, Alberta, CN T5J OR2  
403-422-4698

Child Find, Alberta  
Suite 205  
809 Manning Road, NE.  
Calgary, Alberta, CN T2E 7M9  
403-273-1717

Child Find, Manitoba  
P.O. Box 3189, 2d Floor, Building 3  
139 Tuxedo Avenue  
Winnipeg, Manitoba, CN R3C 4E7  
204-831-5678

Child Find, Saskatchewan  
P.O. Box 8008  
Saskatoon, Saskatchewan, CN S7K 4B7  
306-934-0700

Child Find, New Brunswick  
364 Brunswick Street  
Fredericton, N.B., CN E3A 1S9  
506-459-7250

Child Find, Quebec  
P.O. Box 5302 Station St. Laurent  
St. Laurent, Quebec, CN H4L 4Z8  
514-747-4000  
1-800-363-2687

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# Appendix C: Title IV—Missing Children

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## Short Title

Sec 401. This title may be cited as the Missing Children's Assistance Act.<sup>3</sup>

## Findings

Sec 402. The Congress hereby finds that--

- (1) each year thousands of children are abducted or removed from the control of a parent having legal custody without such parent's consent, under circumstances which immediately place them in grave danger;
- (2) many of these children are never reunited with their families;
- (3) often there are no clues to the whereabouts of these children;
- (4) many missing children are at great risk of both physical harm and sexual exploitation;
- (5) in many cases, parents and local law enforcement officials have neither the resources nor the expertise to mount expanded search efforts;
- (6) abducted children are frequently moved from one locality to another, requiring the cooperation and coordination of local, State, and Federal law enforcement efforts;
- (7) on frequent occasions, law enforcement authorities quickly exhaust all leads in missing children cases, and require assistance from distant communities where the child may be located; and
- (8) Federal assistance is urgently needed to coordinate and assist in this interstate problem.

## Definitions

Sec 403. For the purpose of this title--

- (1) the term "missing child" means any individual less than 18 years of age whose whereabouts are unknown to such individual's legal custodian if--
  - (A) the circumstances surrounding such individual's disappearance indicate that such individual may possibly have been removed by another from the control of such individual's legal custodian without such custodian's consent; or
  - (B) the circumstances of the case strongly indicate that such individual is likely to be abused or sexually exploited; and
- (2) the term "Administrator" means the Administrator of the Office of Juvenile Justice and Delinquency Prevention.

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<sup>2</sup> Note.--The original title IV of the Juvenile Justice and Delinquency Prevention Act of 1974 was repealed by section 10 of the Juvenile Justice Amendments of 1977 (Public Law 95-115; 91 Stat. 1061). Title V of such Act, which made various amendments to title 18, United States Code, is not included in this Compilation. The current title IV was added October 12, 1984, by Public Law 98-473, sec. 660, 98 Stat. 2125.

<sup>3</sup> So in original. Should show quotation marks around the short title.

## Duties and Functions of the Administrator

Sec 404. (a) The Administrator shall--

(1) issue such rules as the Administrator considers necessary or appropriate to carry out this title;

(2) make such arrangements as may be necessary and appropriate to facilitate effective coordination among all federally funded programs relating to missing children (including the preparation of an annual comprehensive plan for facilitating such coordination);

(3) provide for the furnishing of information derived from the national toll-free telephone line, established under subsection (b)(1), to appropriate law enforcement entities;

(4) provide adequate staff and agency resources which are necessary to properly carry out the responsibilities pursuant to this title;

(5) analyze, compile, publish, and disseminate an annual summary of recently completed research, research being conducted, and Federal, State, and local demonstration projects relating to missing children with particular emphasis on--

(A) effective models of local, State, and Federal coordination and cooperation in locating missing children;

(B) effective programs designed to promote community awareness of the problem of missing children;

(C) effective programs to prevent the abduction and sexual exploitation of children (including parent, child, and community education); and

(D) effective program models which provide treatment, counseling, or other aid to parents of missing children or to children who have been the victims of abduction or sexual exploitation; and

(6) prepare, in conjunction with and with the final approval of the Advisory Board on Missing Children, an annual comprehensive plan for facilitating cooperation and coordination among all agencies and organizations with responsibilities related to missing children.

(b) The Administrator, either by making grants to or entering into contracts with public agencies or nonprofit private agencies, shall--

(1) establish and operate a national toll-free telephone line by which individuals may report information regarding the location of any missing child, or other child 13 years of age or younger whose whereabouts are unknown to such child's legal custodian, and request information pertaining to procedures necessary to reunite such child with such child's legal custodian;

(2) establish and operate a national resource center and clearinghouse designed--

(A) to provide technical assistance to local and State governments, public and private nonprofit agencies, and individuals in locating and recovering missing children;

(B) to coordinate public and private programs which locate, recover, or reunite missing children with their legal custodians;

(C) to disseminate nationally information about innovative and model missing childrens' programs, services, and legislation; and

(D) to 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 the missing and exploited child case; and

(3) periodically conduct national incidence studies to determine for a given year the actual number of children who are victims of abduction by strangers,

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the number of children who are the victims of parental kidnappings, and the number of children who are recovered each year.

(c) Nothing contained in this title shall be construed to grant to the Administrator any law enforcement responsibility or supervisory authority over any other Federal agency.

### Advisory Board

Sec 405. (a) There is hereby established the Advisory Board on Missing Children (hereinafter in this title referred to as the "Advisory Board") which shall be composed of 9 members as follows:

- (1) a law enforcement officer;
- (2) an individual whose official duty is to prosecute violations of the criminal law of a State;
- (3) the chief executive officer of a unit of local government within a State;
- (4) a statewide elected officer of a State;
- (5) the Director of the Federal Bureau of Investigation or the Director's designee from within the Federal Bureau of Investigation; and
- (6) 4 members of the public who have experience or expertise relating to missing children (including members representing parent groups).

(b) The Attorney General shall make the initial appointments to the Advisory Board not later than 90 days after the effective date of this title. The Advisory Board shall meet periodically and at the call of the Attorney General, but not less frequently than annually. The Chairman of the Advisory Board shall be designated by the Attorney General.

(c) The Advisory Board shall--

- (1) advise the Administrator and the Attorney General in coordinating programs and activities relating to missing children which are planned, administered, or assisted by any Federal program;
- (2) advise the Administrator with regard to the establishment of priorities for making grants or contracts under section 406; and
- (3) approve the annual comprehensive plan for facilitating cooperation and coordination among all agencies and organizations with responsibilities relating to missing children and submit the first such annual plan to the President and the Congress not later than eighteen months after the effective date of this title.

(d) Members of the Advisory Board, while serving away from their places of residence or regular places of business, shall be entitled to reimbursement for travel expenses, including per diem in lieu of subsistence, in the same manner as is authorized by section 5703 of title 5, United States Code, for persons employed intermittently in the Government service.

### Grants

Sec 406. (a) The Administrator is authorized to make grants to and enter into contracts with public agencies or nonprofit private organizations, or combinations thereof, for research, demonstration projects, or service programs designed--

- (1) to educate parents, children, and community agencies and organizations in ways to prevent the abduction and sexual exploitation of children;

(2) to provide information to assist in the locating and return of missing children;

(3) to aid communities in the collection of materials which would be useful to parents in assisting others in the identification of missing children;

(4) to increase knowledge of and develop effective treatment pertaining to the psychological consequences, on both parents and children, of--

(A) the abduction of a child, both during the period of disappearance and after the child is recovered; and

(B) the sexual exploitation of a missing child;

(5) to collect detailed data from selected States or localities on the actual investigative practices utilized by law enforcement agencies in missing children's cases; and

(6) to address the particular needs of missing children by minimizing the negative impact of judicial and law enforcement procedures on children who are victims of abuse or sexual exploitation and by promoting the active participation of children and their families in cases involving abuse or sexual exploitation of children.

(b) In considering grant applications under this title, the Administrator shall give priority to applicants who--

(1) have demonstrated or demonstrate ability in--

(A) locating missing children or locating and reuniting missing children with their legal custodians;

(B) providing other services to missing children or their families; or

(C) conducting research relating to missing children; and

(2) with respect to subparagraphs (A) and (B) of paragraph (1), substantially utilize volunteer assistance. The Administrator shall give first priority to applicants qualifying under subparagraphs (A) and (B) of paragraph (1).

(c) In order to receive assistance under this title for a fiscal year, applicants shall give assurance that they will expend, to the greatest extent practicable, for such fiscal year an amount of funds (without regard to any funds received under any Federal law) that is not less than the amount of funds they received in the preceding fiscal year from State, local, and private sources.

### **Criteria for Grants**

Sec 407. The Administrator, in consultation with the Advisory Board, shall establish annual research, demonstration, and service program priorities for making grants and contracts pursuant to section 406 and, not less than 60 days before establishing such priorities, shall publish in the Federal Register for public comment a statement of such proposed priorities.

### **Authorization of Appropriations**

Sec 408. To carry out the provisions of this title, there are authorized to be appropriated \$10,000,000 for fiscal year 1985, and such sums as may be necessary for fiscal years 1986, 1987, and 1988.