HEARINGS

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

SECOND SESSION

HEARINGS HELD IN PITTSBURGH, PA., APRIL 23;
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ACQUISITIONS
The subcommittee met, pursuant to call, at 10 a.m., in Point Park College Auditorium, Wood Street and Boulevard of the Allies, Pittsburgh, Pa., Hon. Austin J. Murphy (chairman of the subcommittee) presiding.

Member present: Representative Murphy.

Staff present: Roseann Tulley, administrative assistant, and Clarence Norman, staff counsel.

Mr. Murphy. It is 10 o'clock and we will try to start promptly so that we can keep on the schedule this morning.

I am Austin Murphy. I chair the Select Education Subcommittee of the full Committee on Education and Labor and one of the matters within the scope of our review is child abuse.


I requested that this GAO report be commissioned so that Congress can evaluate the protection of children against sexual exploitation, and weigh the Reagan budget priorities in light of these GAO statistics.

The report contains tragic stories of children, 7 to 17 years of age, both male and female, who today have opportunities to end their prostitution enslavement. Unfortunately, the Reagan administration has RIFed or dismissed the only sexual abuse expert at the National Center on Child Abuse and Neglect, and in fiscal year 1988 has not requested the $12 million in discretionary funds for projects to combat sexual abuse of children.

I am afraid that in the near future those children trapped in a lifestyle of pimps, drugs, Johns, and tricks will not have their Government to turn to for help—for a way out of the filth and decay of this sexual subculture.

In 1977 when we passed a tough Anti-Pornography Act, no one knew for sure how many children were involved in prostitution or pornography.

At that time child pornography and prostitution had become highly organized and national in scope. The use of children in
these enterprises was harmful both to the children and to our society. Fortunately, the 1977 act has resulted in a slight decrease in the commercial production of child pornography in this country. But, the GAO can still only estimate the numbers of juvenile prostitutes, and those youngsters engaged in posing for pornographic pictures from responses to its questionnaire.

We have statistics from 44 States and many city governments and local police departments, yet we can only estimate the real number of teenage prostitutes at somewhere between 50,000 to 115,000 nationally. Chances are that the number is higher, but these children do exist. Recently, we have been subjected to certain incidents that have heightened our sensitivity. For example, less than 2 months ago, one 14-year-old boy left his home and was ultimately sold to two undercover agents for $1,000 in food stamps and $1,000 in cash. One of those agents is scheduled to testify this morning.

Furthermore, 30 young men, after being molested, found their final rest beneath the floor of a suburban house in the Chicago area. It is the duty of Congress to create safeguards for these children and to understand the motivations of all children who find themselves in similar situations.

This GAO report contains four stories of females who ran away from home when they were 15 to 16 years old, were beaten by their pimps and Johns, and were forced to bring in $300 to $400 per night to the pimp while being given $10 in clothing and drugs in return. The foster care system couldn't keep these girls off the streets, but the pimps kept them working on the streets.

Most respondents to the GAO questionnaire indicated that the problem is increasing. The average teenage prostitute, a runaway, has been a victim of sexual abuse—including incest and rape—and has experienced other forms of physical abuse and neglect at home.

Teenage male prostitutes are underachievers in school or at home, are 8 to 17 years of age, and usually have run away from low-income families where parents are often absent physically or psychologically. These boys either have had no previous homosexual activity and are out on the streets for survival, or identity themselves as homosexual and are exploring their sexuality.

The typical young male prostitute does not have pimps but operates as independent street hustlers, are daily alcohol or drug users, have a positive self-image, and consider themselves entrepreneurs, sexual dealers, or sexually desirable partners. Typical teenage female prostitutes are products of a poor home environment characterized by violence, physical abuse, lack of parental love and affection and have endured drug, alcohol or sexual abuse.

Many see prostitution as a life of adventure, glamour, and excitement, and an easy way to earn money. Some teenage girls run away from home and are enticed into prostitution by pimps while others are lured into prostitution by friends. Most are dependent upon their income for survival.

Usually, the females have a low self-respect, feelings of shame and guilt, lack of self-worth, and poor family relationships which are probably the result of sexual abuse at home. While many of the services these children need to end their life of prostitution are currently available, only 9 percent of those believed to be involved in prostitution or pornography are actually being served.

These young victims don't know where to go, so we have some centers exclusively for teenage prostitutes, other centers which are those teenagers such as Covenant House in New York and there are the general social service agencies. The Reagan administration does not have any plan to continue running sexual abuse projects in fiscal year 1983. Hopefully, the GAO report can be supplemented with more data and follow-up surveys to those States and those cities which did not respond to crucial GAO questions as well as those police departments which failed to respond.

Research currently being sponsored by Federal and State programs cover such topics as psychological and social profiles of youth involved in prostitution and pornography; second, the relationship between involvement in prostitution and pornography and early sexual experience; and, third, descriptive information on sex respectively.

These meager programs in all probability will end this year. Overall, this report focuses on a primary concern and challenges us as a nation and its elected officials—are we willing to lend a helping hand to American children who are alone on the streets for filth peddlers to prey upon?

Unfortunately, while many in Congress are answering "yes," the answer from the White House seems to be "no."

The first witness we have this morning is Mr. John Rabun, Manager of the Exploited Child Unit of the Jefferson County Department of Human Services in Louisville, Ky.

STATEMENT OF JOHN RABUN, MANAGER, EXPLOITED CHILD UNIT, JEFFERSON COUNTY DEPARTMENT OF HUMAN SERVICES, LOUISVILLE, KY.

Mr. Rabun. Good morning.

I appreciate the opportunity on behalf of the people of Jefferson County, Ky., to be here and share with you some of the highlights of what we have been trying to do in Louisville on behalf of exploited children.

In summary, I think it should be said that there are services existing for perhaps the majority of these children. It remains to be seen if the Reagan budget cuts are going to create a demise of all social service programs and thereby fail to serve these children adequately.

I think our particular perspective is that what there seems not to be in the United States is any sort of a Federal role for the coordination of these social and law enforcement services such that they
work together as a team in order to serve the interests of these children.

Our plea would be for Congress to do a number of things, and I think the things that don't require any massive expenditure of money, but require the guidance and the mandate of Congress in order for certain things to happen.

Certainly, one of these things would be the passage of either Senate bill 1701 or House bill 3781 or bills of that genre. Both of these bills and others speak to a national network, a tracking network for missing children, for runaways of which we found in the Jefferson County area better than 96 percent of the children were used in child prostitution or child pornography are, before that fact, runaways.

We have found also that in the rather massive social services systems, in our State it would be the department for human resources, do have the wherewithal, and up until lately, have not understood the necessity of doing background checks, criminal checks of staff who are placed in a very critical role of having, as it were, life or death responsibility over children who are at risk of becoming child molesters or victims of child pornography.

In fact, the FBI, probably for valid reasons, performed a cutback some months ago in doing what they call civilian checks.

Now they only do what they refer to as criminal checks when you have a criminal case.

What that says to those of us who are in the social services field is, in effect, we have been cut from the ability to aggressively protect children by doing a prior check of staff to see if they have criminal records.

In your opening remarks, Congressman, you referred to the John Wayne Gacy case. This individual was convicted of 34 murders of young boys but he had already been convicted three times over in other offenses, not for deaths, but for the sexual abuse of children. He should have been a person on a priority list, if you will. He had sex crimes and youth bureau officers in the city of Chicago. But, those officers knew nothing about his prior background and found it inordinately difficult to even find out that he had been convicted. Such has certainly been the case in Louisville.

We have had recent large convictions of individuals who were involved with 14, 15, 20 different young men or young women for sexual purposes and we found they had prior criminal backgrounds but we found it way too late.

It, therefore, makes it largely impossible to prevent these crimes.

I think particularly in an area of Federal cutback and budget tightening and what have you that all realms of government are having to go, like it or not. Prevention may be far better worth a dollar than trying to catch up on victims who have fallen off the top of the cliff, if you will.

One of the aspects that we would certainly like explored is coming out of the U.S. Attorney General's task force on violent crime. There is the concept floated in that paper that the U.S. attorney's office in every jurisdiction could well be a center for the coordination of any level of criminal activity between local, Federal, and State law enforcement officials.

I think that is probably a very sound idea. It seems to me that that would be a key place in every jurisdiction to get together other teams of social service and law enforcement people to address the issue.

In Jefferson County we have not used any Federal moneys whatever. We have not had no grant moneys. Instead, our county judge best interest of kids who normally shared the typical social service cases within various agencies in social services.

What we found is there is enough commonality between the various agencies to want to protect kids that we are learning to overcome political issues. We are learning to overcome jurisdictional issues such that children are being serviced and being protected in a very aggressive and affirmative fashion.

That certainly is a growing process for all of us but it is one that I think we are thoroughly committed to, and I am at least happy to say that despite the budget cutback, people in Jefferson County are very much committed to this as an ongoing effort.

We will not be envisioning any cutback in our efforts because we think, as a model.

Another thing we found is that the various media representatives, particularly the electronic media have been inordinately helpful in helping us with public education and community education.

The CBS affiliate in Louisville, WHAS, who has provided the tape selling these two children into child prostitution through Agent Kleier, has also undertaken kind of a leaflet campaign and so forth. The sense of how do you protect your child from a person who preys on children.

All too often, I, myself, as a parent, and certainly other parents have probably envisioned the child molester as somewhat of a green-eyed, ghoulish monster who wears a trench coat and flashes on playgrounds.

We have probably envisioned the child molester as someone who is fairly well-to-do and who has, in effect, made it by our community standards. We have probably envisioned the child molester as somewhat of a critical danger to children as the person who lives next door, the one who is well-known, well-trusted position of caring for children whose parents are not always particularly significant investigation of people who are placed in a public trust position of caring for children.

In Jefferson County we have not used any Federal moneys whatsoever. We can float that, I think, as a model.

The John Gacy, the Dean Corrs, people of this stature, prior to them being found out for what they are really into, are the ones who are with much greater ease able to prey on children. That obviously ties into the whole idea of being able to do record checks and a significant investigation of people who are placed in a public trust position for children whose parents either won't or can't. We have gotten away from examining our own staffs, and I think some mandate at the congressional level would be very real an obligation and Congress expects those agencies, particularly children from their own staffs when a minority and a very slim mi-
nority of people get into those stalls specifically for the purpose of having access to kids.

We have attempted team work between the social service agencies and the law enforcement agencies. It certainly does find its culmination in the cases such as the selling of the two children. That case arose in December 1980. Our unit, along with the Louisville police and the Jefferson County police, tracked it for 6 or 8 months.

We got to a logjam in the case because too many of our people were known on the local scene and we found that we could turn to the Kentucky attorney general, Steve Beshear, and his agents, and he would bring people into the local area specifically to go under as Agent Kleier did in a very effective fashion. He took him another 8, 9, 10, months to a year to be able to affect the arrest of the individual that we had good lead information was involved in child prostitution and the selling of children into effect prostitution-type slavery.

That kind of teamwork is not stereotypical across this country nor even across our State as a usual type of an event. It is becoming that way as we see that we can work together to serve children. And I hope there can be spin-offs from that model in other areas of criminal activity. There certainly should be.

Mr. Murphy. Let me ask you, Mr. Rabun, does the FBI not provide our local police agencies with criminal records nationwide? Are they not keeping, or are they not disseminating adequate information?

Mr. Rabun. Well, I think there is a problem with the general record of Federal law enforcement in that we have not seen, particularly the Federal Bureau of Investigation, been particularly aggressive with anything having to do with the welfare of children.

Mr. Murphy. That has been my experience too.

Mr. Rabun. It is interesting to note that the inception of the FBI came out of kidnapping cases and it is almost as if the Bureau has, in some, lost some of its heritage or some of its insight into the fact that those of us on a local level of law enforcement need a more broad and a more general and a national networking in order to stop the movement from State to State of child molesters which is exactly what happens on a daily basis. You arrest a child molester in Louisville, you can with certainty predict he will be in your State or some other person's State within months either in order to escape prosecution, escape detection, or certainly to be able to start over into his or her pedophile activity.

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Mr. Murphy. That has been my experience too.
As you pointed out, we don’t know the extent. Louisville is a metropolitan community of about 850,000 people and in the last 22 months we have had 1,100 referrals on children. We found that 75 percent or better we believe to have been or are involved in prostitution or pornography.

That is far beyond any wild imagination I had when I started this unit. I knew we had a problem and I set about to prove it with a lot of tremendous help from our police departments and our social service agencies but I frankly was not ready for that kind of statistic. And I don’t think Louisville or Pittsburgh or Philadelphia or Atlanta or Chicago or Houston or any place that has had child murders, child tragedies are in any way different from Podunk Holler, from the smallest town to the largest town in this country we have people whose business it is, for whatever reason, to prey on children, and until we start networking in the child prostitution part of it to the same degree as we can on, say, missing cars, stolen cars, or I hate to admit it, our famous analogy in Louisville, the missing race horse that the Federal law enforcement just really cracked down and mobilized in a masterful way to find a $300,000 race horse.

Well, that is a large piece of pocket change. But if your child turns up missing—

Mr. Murphy. Don’t call them?

Mr. Rabun. That is right, because that is not a Federal issue. I think that is a usurpation and certainly a gross misreading of Federal statute with respect to the kidnapping statutes and with respect to the whole role of Federal law enforcement. I see nothing in those statutes myself as a lay person that absolutely precludes the involvement in an aggressive way of Federal law enforcement. I simply don’t see that coming down the pike.

Mr. Murphy. Thank you very much and we look forward, to seeing any additional information and advice from you as we frame a couple of amendments to Federal statute.

Mr. Rabun. Thank you, sir.

Mr. Murphy. Thank you very much.

[The prepared statement of John Rabun follows:]

PREPARED STATEMENT OF JOHN B. RABUN, JR., ACSW, MANAGER, EXPLOITED CHILD UNIT, JEFFERSON COUNTY DEPARTMENT FOR HUMAN SERVICES, LOUISVILLE, KY.

Mr. Chairman and members of the Committee, I am John B. Rabun, Manager of the Exploited Child Unit of the Jefferson County, Kentucky, Department for Human Services, and as such manage the Social Work/Police Team of the Jefferson County Task Force on Child Prostitution and Pornography. I am very pleased and honored to have the opportunity to appear before you today and to discuss a problem which is rapidly reaching epidemic proportions in the United States, the exploitation and victimization of children.

The Task Force on Child Prostitution and Pornography was established by Jefferson County Judge/Executive Mitch McConnell on March 28, 1980 in the wake of the increasing incidence of criminal victimization of children nationally, particularly through sexual exploitation. It was a time of outrage over child murders such as those in Atlanta, Chicago, and Houston, and over the "discovery" of child murders and tragedies nationally.

Judge McConnell created the Task Force with a clear mandate to examine our local setting and determine whether or not there were present those conditions which breed child tragedies. Task Force members visited other cities in which child tragedies had occurred; they reviewed the national literature; and they indeed did conclude that a virtual epidemic was occurring in America.

Child tragedies are most often those of individual children and individual families - the Adam Walsh family. There need NOT be an enormous "body count" for there to be tragedy. The tragedies of individual parents represent a significant concern for us. Recently, authors and scholars by their very book titles have suggested that these children represent "Hidden Victims", "The Silent Children", "Children in Chains", "The Death of Innocence".
ask if "For Money or Love", and exclaim that we are "Weeping in the Playtime of Others"! With the creation of the Task Force in Jefferson County came a great opportunity to bring the problems of missing children, child abduction, runaways, child exploitation through prostitution and pornography, sexual exploitation, etc., out of the shadows and into the light recognition, understanding, and concern.

The well publicized plight of children in the tragedies of Atlanta, Chicago, Houston, Los Angeles, and Vancouver (B.C.) can easily become the child tragedies of "Anywhere USA" tomorrow. It is time that every unit of local and state government become acutely aware of this national epidemic and that our federal government recognize and act in its key role in coordinating a national effort.

In joint testimony before the United States Senate Committee on the Judiciary, Subcommittee on Juvenile Justice, on Nov. 5, 1981, Ernie Allen, Ron Pregliasco, and I indicated that "The Jefferson County Task Force identified as a contributing cause to child tragedies the poor communication and information sharing between the various agencies of the criminal and juvenile justice systems. The demands upon law enforcement (and social services) are many and are increasing. Resource limitations make it virtually impossible to investigate every missing person report or runaway. Therefore, victimized or exploited children are in many cases simply not identified. Further, the presence of a 12 or 13 year old boy or girl, or indeed even younger, in the same area at 1:00 a.m. every morning may NOT even be considered particularly unique" nor cause for further concern nor investigation.

"Child tragedies are made possible because there are holes or gaps in the system. Law enforcement and social services within the same community may not even be aware of each others existence, let alone share information, work together and fill the gaps," even for a single child or single family. Between communities the information sharing is even worse; child exploiters move from one community to another in virtual anonymity and security.

A number of factors appear to have influenced this serious system dysfunction. First, the decade of the sixties heralded a society with changing mores and attitudes. The "hippie" movement created a prevalent "do your own thing" attitude in many of America's youth - now, 30 'ish adults. Personal independence at a very early age became quite common and children became highly mobile. The runaway population grew to its present state of about 1,300,000 per year, and with no national tracking mechanism.

Secondly, there have been significant changes in law and public policy. Changes in correctional techniques produced a series of community-based group homes for children, shelter houses, and treatment facilities; all less secure and more exposed to the community at large than the institutions they succeeded. Changes in statute have made the prosecution of adult "contributors/predators" more difficult. Lack of knowledge and understanding of the surrounding community by community-based facility staff further exacerbated the problem. No sub-systems were created by law enforcement to interface with the community corrections programs to provide increased support and protections for de-institutionalized children now "at-risk" in the community; nor did social services personnel understand that such a protective sub-system would be a necessity for their child-clients to "survive on the streets."
On a national basis, only about 5% of the runaway children ever utilized any shelter house while runaway; in Louisville, only about 25%. The others were abandoned to their own "wits" to survive—usually through drugs, prostitution, pornography, and sometimes property crimes—but almost always for the ultimate profit of the adult criminally misusing the runaway child.

Thirdly, very, very few juveniles are "charged" by law enforcement agencies with prostitution due to the attitude expressed by officers of the "difficulty of proof necessary", the attitude of "time consuming follow-up with flighty kids", and the attitude of "just promiscuous kids". Network linkages have not been recognized nor identified because these pieces of information have not been collected, analyzed, or correlated. Thus, most of the social service and law enforcement agencies perform their respective duties without being fully aware of an adult pimp, juvenile prostitute network that systematically preys on teenage victims by sexual abuse and exploitation.

A final factor has been the attitude of the community that child prostitution is a "victimless crime," lacking the priority attached to other offenses, even when concerning young children. As a result, we view a growing pattern of "victimizations," in which juveniles become the victims of child abuse (both physically and sexually), run away, are recruited, trained, and then enlisted into prostitution by boy-friend/father-surrogate/business-manager styled pimps, and may enter into violent crimes—perhaps even their own murder. A system defined as progressive victimization!

It should be painfully apparent that there is nothing particularly unique or aberrant about Atlanta, Chicago, or Houston. Through our efforts as a Task Force in Jefferson County and as a community, we are now convinced that there is indeed a national epidemic of child tragedies, and that absent immediate and decisive national action, and strong and coordinated involvement by many units of government and many agencies, those group-tragedies will be repeated.

In his announcement of the creation of the Jefferson County Task Force, Judge McConnell stated:

"In recent years, America has begun to address the phenomenon of runaway children and the tremendous mobility of young people. We must also address the vulnerability of these young people and the ease with which they become the victims of criminal intent. I am serving notice today that we will make every effort to ensure that John Gacy tragedies do NOT happen here, and that those who exploit our young people for profit will be identified and swiftly prosecuted."

I am very pleased with this opportunity to discuss with you what we have done, what the results have been, and to make some recommendations to you regarding Congressional action and federal involvement in stemming child tragedies nationally.

Task Force Report

The Jefferson County Task Force on Child Prostitution and Pornography has been a unique, intergovernmental and across the system effort, involving the Jefferson County Department for Human Services, the Louisville Division of Police, the Jefferson County Police Department, the Commonwealth's Attorney for Jefferson County, the Jefferson County Attorney, the Kentucky Attorney General's Office, the Federal Bureau of Investigation, the Kentucky State Police, the United States Postal Inspection Service, the University of Louisville, the Louisville/jefferson County Criminal Justice
Commission, and the Jefferson County Office of Intergovernmental Affairs, in addition to many other agencies and organizations across the community which have become involved because of their concerns about treatment needs, community protection, etc.

We have identified in Jefferson County evidence of the recruitment of young boys and girls out of group homes, runaway shelters, and community child-care facilities for prostitution purposes. Clearly new and different informational networks were necessary, and a willingness of various professionals to rethink their roles as they relate to kids was mandatory.

Fortunately, the agencies participating in the Task Force saw these needs. Information sharing, interagency and intergovernmental cooperation, and role redefinition have been outstanding.

The impact upon the problem has been enormous and all indicators point to the necessity of a prolonged attack on the problem.

Let me briefly list some of the highlights of Task Force work to date:

(1) Public Awareness - The Task Force viewed as an immediate need the sensitizing of the public to this shadowy problem involving "hidden victims." An intensive public awareness/public education campaign was launched with over three thousand postcards distributed across the community and around the state (see attached). Distribution was accomplished by members of the Task Force and employees of Task Force agencies. In July, 1981, Judge McConnell reallocated County monies sufficient for the hiring of another senior social worker for the Exploited Child Unit to spend 50% of her time in community education and training of school teachers and counselors, church staffs, community center staffs, social services staffs, various governmental and private agency staffs, etc. Much time and effort has been devoted to the development of various media to better inform the public of the role and mission of the Task Force/Exploited Child Unit (examples attached). A 24 Hour Information Line was established (502-588-2199) for the Task Force in the offices of the Exploited Child Unit. Since its inception 77 calls have been received which were subject to investigation and fact finding efforts.

(2) Exploited Child Unit - In July, 1980, the Exploited Child Unit of the Department for Human Services of Jefferson County was created as staffing for the Task Force. It was generated from the D.H.S. Field Services Unit which daily sought runaways and extended protection to child wards of D.H.S. Residential Services through the Juvenile Courts. As an investigative social worker with an extensive background in child prostitution and child exploitation cases and experience in dealing with "street kids," I was asked to develop and manage this new unit that would exist to detect and investigate cases of youth in Jefferson County who are at risk of being or actually are endangered by adults in prostitution/pornography and to assist the appropriate law enforcement agency in its criminal investigation of such adult exploitation of children. The E.C.U. is housed in the Criminal Justice Commission office in order that it might work closely and in tandem with law enforcement agencies in a "neutral turf."

The E.C.U. now includes three investigative social workers and received an award during this last summer as an "outstanding, innovative county program" from the National Association of Counties. The D.H.S. Exploited Child Unit was cited as a "model of cooperating service delivery organizations dealing with child prostitution and pornography" in the November, 1981, publication of the American
The cooperation and willingness of these police officers and social workers to work together as a TEAM has produced dramatic results. Further, law enforcement at all levels has gained impressive new skills in child interrogation, investigation, and protection. We have learned that "kid cases" are indeed different, and that children cannot be treated as if they are simply small stunted adults. The social work/police Team consistently focuses on the child as the victim in our joint effort to affirmatively and aggressively protect children.

The Task Force had been in operation about a year when we involved the law enforcement agencies of our neighbors across the Ohio River in Indiana. A Task Force investigation revealed that offenders were driving kids across the Ohio River into Indiana (and sometimes visa versa) to escape detection and prosecution. We invited and receive the full support and cooperation of the Southern Indiana Police Department. Today, police officers and social workers alike from either state work cooperatively on a daily basis on BOTH sides of the River and across many jurisdictional/political boundaries through the auspices of our Task Force - and without anyone spending valuable time worrying about the "color of one's badge" or "name of one's agency" - the job of aggressively protecting our children is simply too important!

We have had excellent cooperation from the Federal Bureau of Investigation through its offices in Louisville and in Southern Indiana in cases involving inter-state issues and from the Kentucky State Police in cases involving intra-state issues. The United States Postal Inspection Service works closely with the Task Force regarding child pornography and its involvement with the mails.
(4) Information/Intelligence - The Task Force/ECU effort has resulted in dramatic increases in information referrals and attention being given to child victims. For our fairly large metropolitan community that 2+ years ago did not fully recognize child tragedies locally, the statistics we have developed over the last 21 months are impressive, if not alarming. These data are proportionately representative of ANY other metropolitan area in our country. Since July, 1980, the E.C.U. has received:

1,026 Total Informational Leads
(88 Cases, Biker Club related = 9%)
699 Children's Cases Opened (67% of Total)
679 Cases Closed
128 Unfounded (19% of Cases Closed)
229 Not-Proved & to be Monitored ("Reasonable Suspicion") (34% of Cases Closed)
345 Substantiated with Referrals to Police ("Probable Cause") (47% of Cases Closed)
322 Purely Intelligence/Information Leads (3% of Total)

Of the 1,026 informational leads received, 305 (30%) came from law enforcement; 305 (30%) came from D.H.S. programs; 205 (20%) were developed by the E.C.U.; 77 (7%) came from the 24-hour Information Line of the Task Force; and 134 (13%) came from other agencies throughout the region. The last statistic reflects the state-wide network of social services and law enforcement members developed by ECU staff that is now in place.

(5) Prosecutions - As a result of the cooperative law enforcement effort, aggressive social work, and a close liaison with prosecution, particularly the Jefferson County Commonwealth's Attorney David L. Armstrong and his Assistant Dee Pregliasco, we have made a strong start in identifying and prosecuting child exploiters. To date, the Task Force has made 18 major arrests/prosecutions involving child sex rings - arrests/prosecutions that freed literally hundreds of children from this vile form of child sexual abuse and identified still others in networks.

Currently, a number of major investigations are under way involving the use of many young boys and girls in various forms of child prostitution and pornography throughout the region. One recent case involves a local nightclub custodian who over the last 5+ years may have been involved with dozens of children, many of whom were placed by the Courts in 2 child-caring facilities located very close to the nightclub.

(6) Research/Information Gathering - One of the priority concerns of the Task Force has been identifying the "hidden victims", learning about the system of child exploitation, and developing a data base for further system programs and efforts. Among the information gathering techniques have been specialized action projects conducted in conjunction with the Louisville Division of Police Intelligence Unit and Fifth District and the Jefferson County Police Special Investigations Unit. Through these efforts a team of individuals form Task Force agencies in cooperation with uniformed police identified suspected "street hustlers", made informational stops on "Johns", and assessed the nature, scope, and methods of operation of girl/boy prostitution and pornography.

Every child interviewed by the E.C.U. is administered an interview schedule for the purposes of researching the primary psycho-social indicators present in child tragedy victims. The information gained through compilation and evaluation of the data is fed back into the social services agencies for analysis and program development for more effective and efficient prevention.
and treatment of the child - a systems approach.

From March, 1981, through March, 1982, 239 interview schedules were compiled for the Task Force Research Consortium. Headed by Dr. Ronald M. Holmes of the School of Justice Administration at the University of Louisville, Criminal Justice Commission Research Director W. Michael Dawley, Assoc. Professor J. Kerry Rice of the Kent School of Social Work and the Institute of Community Development at the University of Louisville, David J. Riffe as DHS Manager of Residential Services, and John B. Rabun as DHS Manager of the Exploited Child Unit, the Task Force Research Consortium has begun a data development process with the following sets of indicators for other law enforcement and social service personnel in the Louisville area to use in interviewing children to detect and identify child victims of prostitution/pornography.

Summary of Introductory Research Project on Juvenile Prostitution, Pornography, and Runaways:
N = 239.
3/81 - 2/82.

The Jefferson County, Kentucky, Task Force on Child Prostitution and Pornography was created in 1980 in the wake of the increasing national phenomenon of juvenile victimization, specifically the sexual exploitation of children and youth. Because of the various tragedies concerning children - including the John Gacy murders in Chicago, the Debra Corill murders in Houston, and the youth killed in Atlanta - an aggressive effort was made to bridge the gap in juvenile and criminal justice systems. The Task Force undertook an effort to prevent such tragedies in Louisville and Jefferson County, Kentucky.

The present study is an outgrowth of the interest in this community. It was the goal of the consortium to systematically study the evidence of childhood prostitution exploitation in this community along with the total range of child sexual abuse. This study was an attempt to systematically examine the basic social core variables of a group of self-identified juvenile prostitutes and compare those variables with a group of other variables of juveniles who were non-prostitutes who had all been brought into the local juvenile justice system into group homes.

To accomplish the intended purpose of this study, it was quickly realized that a model of a team effort would be necessary to accomplish its end. The juvenile one or segment of the criminal justice system, in the same manner as the prostitute may be involved in the areas of police, the courts, and corrections, the research approach to this end, a team of researchers and professionals, law enforcement and corrections. Complementation of the role of the researcher and another from the School of Justice Administration (one from the University of Louisville and another from the Kent School of Social Work and the Institute of Community Development) with expertise in areas of interviewing and research methodology. This team of interested professionals composed a consortium operating under the auspices of the Task Force.

The juveniles selected for this study were those who had been brought before the local juvenile justice system. Juveniles were further divided into two groups: the control group and the other group who had been involved in prostitution. The prostitution group was defined as being close, 75% stated that their relationship was close, hostile, or rejecting. Among the non-prostitutes, 72% rated their relationship with their parents as being close, 90% had been the victims of child physical abuse and 80% had been the victims of child sexual abuse by parents (data taken from local research).

B. Siblings

The prostitute group rated their relationship with siblings as being close in only 20% of the cases, while 70% of the non-prostitute group rated the same.
the prostitute group related that they had had sex with family members 68% while the non-prostitute group answered in a like manner only 3%.

However within the prostitute group 90% of the males stated that they had had no sex relationship with their relatives. However, only 65% of the females answered this question in the same manner. It appears that the use of the female in the traditional sexual role with all of the physical intimacies involved in this particular role is further borne out by the responses of the female juvenile prostitutes. Intrafamily sex abuse victims become extra-family sex exploitation victims often.

II. Drug Involvement

Between both the prostitute and the non-prostitute groups, the rate of drug use was high. The prostitute group admitted to using drugs in 94% of the cases. A statistical relationship was found in drug use and prostitution with 30% having a daily use of drugs; drug addiction was not indicated in the prostitution group.

III. Pornography Involvement

Almost 15% of the total sample stated that they had been involved in pornography. 37% of the prostitute group admitted to having been involved in pornography. Only 1% of the non-prostitute group reported involvement in pornography. 39% of the runs were involved in prostitution and 10% of the runs were involved in pornography. There appeared to be no difference in the sex of the juvenile prostitutes and their involvement with pornography. The males stated that they had not been involved in pornography in 62% of the cases, while the females responded to the same item in almost 60% of the cases.

IV. Runaway Involvement

Females were self-identifying as runaways in 80% of the cases. 68% of the males stated that they had also participated in runaway behavior. Only 2% ever used shelter house facilities for runaways (whereas national norms suggest 5%).

V. Sexual Orientation

Concerning their sexual orientation of the male and female prostitutes, 93% of the females defined themselves as being heterosexual, while only 65% of the males defined themselves in a like manner. The heterosexual in 35% of the cases is in sharp contrast to the self-perception of the female being other than heterosexual in only 7% of the cases.

VI. Age of First Sexual Experience

The age of first sexual intercourse for these 10 and 13 years of age (lowest was 2). The prostitute group.

VII. Pimp Involvement

The vast majority of girl prostitutes have a pimp/business agent/boy-friend, where most of the boy prostitute group reported involvement with a high degree of racial prejudice (girls) in the pimp/business agent/boy-friend. Where most of the boy group reported involvement with a high degree of racial prejudice (girls) in the pimp/business agent/boy-friend.

VIII. Age, J.R., and Social Status of the Sexually Exploited Child

Girls/boys who are exploited as prostitutes may be expected to be of normal intelligence, 11-16 years old, living in relatively upper income type homes, who are or have been married, generally tend to have from 2-4 children, are making in excess of $30,000 per year, tend to be college educated and most are professional persons.

Regarding adult exploiters, the sample is far less and the conclusions drawn exploratory and for "profile use." Adult pedophiles in the Louisville area tend to be white males, 40-60 years old, living in relatively upper income type homes, who are or have been married, generally tend to have from 2-4 children, are making in excess of $30,000 per year, tend to be college educated and most are professional persons.

The Task Force submitted legislation concerning felony-type unlawful transactions with minors to the Kentucky General Assembly's 1982 Session. In addition a statewide social service information/referral network is now organized and functioning.

In summary, great progress has been made in more fully detecting and identifying child victims and adult sources of child prostitution and pornography. Only now are we beginning to better and more fully recognize and understand the scope of child tragedies.
The Results Thus Far - A Firm Beginning

The premise of the Task Force/E.C.U. effort is that social work/police teams and task forces must aggressively seek to find child victims early and vigorously prosecute the adult offenders if we are to curb this cycle of violence. In so doing, I am convinced that our cooperative and highly coordinated effort has made less likely the occurrence of “child tragedies” in Jefferson County. The Commander of the Louisville Police Vice/Intelligence/ Narcotics Units, Major Wesley Cruse, states emphatically, “The only way you CANNOT find child exploitation in a community is simply NOT to look!” We in Louisville-Jefferson County are looking, and we are finding, and in the process we are creating innovative techniques and systems to support kids and prevent child tragedies.

In children’s work, one must realize that children do not possess the relative value of property, the value of earning power, the value of the vote, the value of a joint-voice. All children possess is their bodies and they are forced to sell their young bodies on a nightly basis for up to $200 per night in acts of “victimless crime.” Post the exposure of Charles Dickens and the passage of the various child labor laws at the turn of this century, one must wonder is these very child labor laws have not become a “contributor” in denying positive jobs to youth and thereby providing the backdrop to child prostitution. In fact, we are seeing a growing number of exploited children who help support their family by working as child prostitutes without the protection or support of child labor laws. All too many parents are failing to ask their own children where they go at night and how they come by money contributed to the upkeep of the family.

As we have seen in previous depressive economic periods, parental diligence wanes as economic survival is threatened and the benign neglect of parents becomes the initial predictor for child tragedies. Child abuse and neglect surge; adults outside the family reap a harvest of youngsters treated as “throw-aways” and exploit them; school systems “push-out” children having problems in their homes and at school; and the cycle of violence never ends!

We have also discovered major overlaps with exploited children and other criminal activity, and, thus, it is apparent that there are dramatic intelligence benefits to enforcement and prosecutorial agencies from working with kids and working these cases for kids. The Uniform Crime Reports indicate that juveniles accounted for about 20% of all violent crime arrests, and about 44% of all serious property crime arrests, and therefore about 30% of all serious crime arrests in 1979. One must be absolutely foolish to believe that children do not learn practically everything that goes on “on the streets” - usually as a function of their own survival. Children must be seen at last as valuable contributors to the intelligence system by law enforcement and social services staff for any significant predictive and preventative value to be obtained in benefiting the entire criminal and juvenile justice systems. Children are more often victims of crime than any other segment of our society, along with older persons.

Exploited children involved in child prostitution and pornography are always treated as child victims by members of the Task Force social work/police team. This team entails police and social workers making runs together, interviewing children together, and within the limits of law and professional ethics, sharing information and joining in actions for the best interests of the child. Both professions must go beyond the realm of the traditional
as the nature of the problem and the vulnerability of the children require atypical approaches and innovative techniques. As standing policy, no information gained from any child is ever used for the purposes of arrest/prosecution of that child. Exploited children are recognized as children with their own specialized physical, emotional, and social needs as separate and different from adults, and are not to be treated as small stunted adults.

Research around the United States, specifically including Connecticut and Kentucky, suggests that the vast majority of violent sex offenders (rapists, sex murderers, etc.) and child molesters have themselves been the victims of child physical abuse and/or child sexual abuse. Certainly, the combined efforts of local Task Forces could center resources on breaking this vicious cycle of violence.

Findings and Working Conclusions

There is a severe national problem in the reporting and tracking of missing, runaway children. While national guidelines currently allow for the placement of missing youth into the N.C.I.C. computer system, there is no national consensus as to the necessity for such nor for any uniform compliance. Such a reporting requirement as a mandate for the N.C.I.C. is being addressed in the United States Senate with Senate Bill 1701 and in the House of Representatives by House Resolution 3781.

The real issue still rests at the local level where decisions have to be made as to whether or not local police will report and how soon after the child is missing. If children are not reported missing and if those reports are not taken and compiled nationally, "obviously" then a child cannot be missing in our country. The missing child reporting system in this country is simply non-existent.

The federal government through the passage of one of these Bills must acknowledge that children who are missing are as important as a missing Kentucky race horse or a missing car and that federal law enforcement must be used aggressively to protect kids.

Only in the last few months, the F.B.I. decided to prioritize the fingerprint system to catch up with the criminal checks needed. Such seems wholly appropriate, until one considers the problem it creates for the juvenile justice system in trying to check on staff applying to be hired. All too often, personnel who seek jobs as juvenile probation officers and volunteers, cottage parents, foster parents, etc. have hidden needs and hidden motives which are certainly not in the best interests of the child or the system. We should require the most stringent background check of staff working closely and authoritatively with children for the protection of the children in the care of our systems.

The ability of child molesters to avoid exposure and prosecution by maintaining mobility across the country is well documented and requires stop-gaps immediately. Perhaps, as some have suggested, a national registry of convicted child molesters should be given serious study.

Conclusions and Recommendations

One of the chief causes of child tragedies is the usual inability of government to recognize and respond to the problem. Governmental awareness of child tragedies and/or child exploitation is minimal. Governmental coordination and information sharing in this area is virtually non-existent. Federal involvement, assistance, and coordination is also virtually non-existent.

Law enforcement and social service systems and personnel must learn to work together professionally and to compliment the
skills of each other. This work process must be on a continuum with police officer and social worker being constantly seen as vitally concerned with and interested in the child victim. The professional integrity of each professional system and staff person must be respected and such will generate a degree of true teamwork and cooperation which finds its purpose in protecting kids. Without some form of police/social work team entirely too much critical and valuable information is lost by all parties in a system filled only by holes and gaps. Certainly, such a team cannot and should not seek to provide all services and functions of the parent agencies; but the members of that team should be aggressive in the brokering of needed and necessary services on behalf of the child victim. The aggressive brokering of already existent services should support the child victim and prevent the child victim from falling into the endless holes and gaps of service delivery.

Information gained from the child victim through long and difficult exploratory interviews which are of an issue-focused, crisis-intervention nature should be disseminated to the various agencies serving children so that more accurate, meaningful, and appropriate services can be provided and evaluated. On-going research and evaluation should be built into any police/social work team so that information gained may be used for predictive and preventative functions reliably. All too many of these child victims see themselves as having no realistic alternatives to the streets. Only by attempting to supply or furnish options to needs emotionally, economically, socially, and physically - with real options based in concrete reality and not in street-type illusion - will these child victims be served and will child tragedies be curbed.

We recommend that the Congress and the President take a hard and long look into expanding the federal role and jurisdiction in child victim cases. It should NOT necessitate the intervention of the Vice President of the United States as in Atlanta for the federal law enforcement system to be brought into play to protect children. Such should be forthcoming at the very first sign of re-occurring child tragedies linked by ANY patterning. Local governments must seek to reallocate and reassess existing manpower and resources for police/social work teams and the difficult research and evaluation of programs and procedures.

We recommend and endorse efforts to pass one of the Bills already cited to provide a federal role in the reporting and tracking of missing persons and runaways.

We recommend the establishment of a national intelligence network for the exchange of information on the exploitation and victimization of juveniles. It is no longer acceptable that any child molester be convicted in one state, move to another state to victimize other children without law enforcement agencies being made fully aware and alerted in advance of the move.

We recommend the beginning of extensive public education through the public schools and media to alert children and parents alike as to the existence of exploitive adults and to necessary means of self-protection without causing undue alarm. Both the community education programs and the police/social work teams and Task Forces could well be coordinated by the various United States Attorneys as a concern growing out of the recent report of the Attorney General’s Task Force on Violent Crime.

Clifford L. Lindenacker ends his new book entitled Children.
In Chains in the "Afterword" with this comment. "... the story told here must be left unfinished. Children are being sexually abused and exploited every day. It is the murder of souls, carried out under the guise of affection. It is the ultimate depravity."

The protection of children must become a national priority! Without a concerted, coordinated national effort, the continuing and inevitable victimization of kids will grow to epidemic levels. We, in Jefferson County, are proud of the national model created in our Police/Social Work Team of the Task Force on Child Prostitution and Pornography and through consultation and training are seeking to replicate this teamwork in various other cities in our region of the country.

Mr. Chairman and members of the Committee, please make our kids safe. Child tragedies in America must stop. The protection of our children must be made a national priority.
A MODEL OF COOPERATING SERVICE-DELIVERY ORGANIZATIONS DEALING WITH CHILDHOOD PROSTITUTION AND PORNOGRAPHY
D.H.S.

JEFFERSON COUNTY
DEPARTMENT FOR HUMAN SERVICES

EXPLOITED CHILD UNIT

SECRETARY
ADMINISTRATOR
PROGRAM MANAGER

- JEANNE B. FRANK
- JOSEPH P. TOLAN
- JOHN B. RABUN

COUNTY JUDGE/EXECUTIVE
Mick McConnell

COUNTY COMMISSIONERS
Sylvia Watson
Jim "Pop" Malone
Carl Stevens
DEPARTMENT FOR HUMAN SERVICES
EXPLOITED CHILD UNIT
LOCATION: 609 West Jefferson Street
Louisville, KY 40202
PHONE: 581-3787 & 588-2199 (24-hour)

The EXPLOITED Child Unit exists (1) to detect, identify, and investigate cases of children in Kentucky, driven by personal or family adversity, as victims of being or actually are victimized by adults in child prostitution and/or child pornography. It is to assist the appropriate law enforcement agency in its criminal investigation of such Child Exploitation of children.

The E.C.U. does NOT accept social worker responsibility for the child but functions only as a fact-finding support service. The E.C.U. does NOT accept referrals of child abuse or neglect, but does accept referrals of child victims of sexual exploitation usually where there is suspected commercial involvement and where the parties are extra-family. (The KRS 208.340 defines "child exploitation"")

The E.C.U. functions specifically in those cases where there is commercial (for pay enforcement agency) involvement and where the parties actually are victimized by adults in child prostitution or pornography. A research component is coordinated by E.C.U. to identify psycho-social indicators of the child-victim of sexual exploitation and trends in order to better enable briefing of services for those children. The E.C.U. actively provides community education and training.

For any child under 18 years of age coming within the Louisville/Jefferson County SMSA who is reported of being commercially victimized by an adult(s) through child prostitution and/or child pornography, the ECU will stamp "commercial" detection, identification, and investigation on behalf of the child-victim (in hopes of criminal prosecution of the adult exploiter by law enforcement agencies). In special cases where E.C.U. may accept a case of a child victimized commercially through other means (e.g.: drugs, theft, burglary, robbery, harassment, etc.) and/or a case of a "child-like" (mentally) adult where E.C.U. interview skill is required. The E.C.U. does functions specifically in cases where there is commercial (for pay enforcement agency) involvement and where the parties involved are extra-family. The E.C.U. does NOT accept referrals of "child abuse or neglect" as defined by DHS.

The E.C.U. in fulfilling its mission in detecting, identifying and investigating cases of exploited children involved: 1) child prostitution/pornography requires personal contact with each child (per case) by staff. Client contact case the guard for informal "on-the-street" of a specific, in lengthy in-depth interviews and statements as well as collateral interactions with parents, friends, peers, "business associates". The E.C.U. does NOT accept social casework responsibility for the child but functions only as a fact-finding/supportive, support service and will defer the court of pertinent facts when requested/appropriate.

The referral form reports to the appropriate responsible parties what the findings are regarding the referral. The following are the working definitions:

1. Suspicious/Concerns Unsubstantiated - indicates case closed in that nothing substantiates the concerns.

2. Suspicious/Concerns "But Present" - indicates there is "probable existence" but based on information available it cannot be proved. This case will be monitored.

3. Suspicious/Concerns Substantiated - indicates "probable cause" exists and requires referral (a referral) to a law enforcement agency for arrest warrant/ indictment.
DEPARTMENT FOR HUMAN SERVICES
EXPLOITED CHILD UNIT
CLIENT FLOW CHART

Law Enforcement  Social Service Agency  24-Hour Information Line  Street Tips  Other-i.e. Direct Observation

Exploited Child Unit Manager

Investigation by ECU Staff

Findings "Unfounded"

Findings "Not Proved"

Findings "Substantiated"

Reports of "Findings" to Deputy Juvenile Justice Services and Referring Service (DHS/DHR)

Law Enforcement Referral (required referral)
STOP INFORMATION LINE
588-2199

JUVENILE PROSTITUTION
AND
CHILD PORNOGRAPHY

REPORT MATTERS TO THE
INFORMATION LINE

TELEPHONE NUMBER
(502) 588-2199

OR WRITE TO
INFORMATION LINE
P.O. BOX 1834
LOUISVILLE, KY. 40201

INFORMATION MAY BE REPORTED ANONYMOUSLY

PARTICIPATING AGENCIES:
OFFICE OF THE COUNTY JUDGE/EXECUTIVE
JEFFERSON COUNTY POLICE DEPARTMENT
LOUISVILLE DIVISION OF POLICE
FEDERAL BUREAU OF INVESTIGATION
KENTUCKY STATE POLICE
JEFFERSON COUNTY DEPARTMENT FOR HUMAN SERVICES
OFFICE OF THE COMMONWEALTH’S ATTORNEY
OFFICE OF THE JEFFERSON COUNTY ATTORNEY
UNITED STATES POSTAL INSPECTION SERVICE
LOUISVILLE/JEFFERSON COUNTY CRIMINAL JUSTICE COMMISSION
Mr. Murphy. Mr. Frank Kleier, investigative agent, office of the attorney general for the State of Kentucky.

You may proceed, Mr. Kleier.

I might say, we were unable to set up the machine to show the film that you brought. Perhaps you could describe it for us and if you don't mind, if we could either have a copy or borrow it for viewing in Washington before the other members of the committee we do have a transcribing studio.

STATEMENT OF FRANK J. KLEIER, INVESTIGATIVE AGENT, OFFICE OF THE ATTORNEY GENERAL, FRANKFORT, KY.

Mr. KLEIER. Yes, sir.

Mr. Murphy. You may proceed.

Mr. KLEIER. Basically, I will start off, I am assigned to the food stamp trafficking unit of the attorney general's office and I work undercover the majority of the time.

Mr. Murphy. You track down abusers of the food stamp program?

Mr. KLEIER. Yes, sir, and other areas. I was introduced into a mission where an individual who represented himself as a mail order reverend was taking in delinquents and people of the street and getting aid for them. I went in, and I was introduced by an individual who knew him, and I conducted a food stamp transaction with him. And over a period of a month and maybe—

Mr. Murphy. What did you do, buy stamps or sell them?

Mr. KLEIER. I sold them. He was buying stamps illegally on the street from the people who were investigating who were trafficking them.

We were at the point where we were ready to close out our investigation. We had enough counts on him for court purposes and I kept noticing a lot of young males, sort of prettyish-type young boys. I would say, I would go in there and they would be on his bed half dressed, and I began to wonder if something wasn't going on. So when I went to do a basic record check before I requested an indictment I went over to the juvenile office with the Louisville Police Department and told them that I was investigating this individual and they said that they had had an active case on him in child prostitution and abuse and so on and so forth.

So, I decided to get with my superiors and notify them of what the problem was and they decided to keep me “under,” investigating this individual and we had decided to try to identify some of the boys in this mission. So I did a transaction where we could get the boys outside and there were films and the police identified them.

Then we decided to start a sting operation based on the way this guy was operating. We decided to extend the investigation and in the meantime the reverend was closed down by the housing authority for violations of housing code and he fled to Murfreesboro, Tenn.

During that time, I had been asking him if it was possible that I could get some films on child pornography and he said yes. And then on one occasion he asked me if I would be interested in using a young boy or a young girl for sexual purposes and I said myself, no, but I have a businessman in another area of the State that would possibly be interested.

So, he called me up, and it was all right, let me know when you are ready. So, in the meantime, he went to Murfreesboro, Tenn., and set up shop down there, basically for the same operation, and he called me. Murfreesboro was about 20 minutes from the Kentucky border.

Mr. Murphy. What kind of transactions were these?

Mr. KLEIER. Food stamps. I bought automatic weapons and dummies and other things, and he said that he would pay me $500 for the stamps that I had purchased from a boy.

Mr. Murphy. What do you mean purchase the boy?

Mr. KLEIER. For sexual purposes.

Mr. Murphy. He had one that he would sell you?

Mr. KLEIER. Yes; he had one that he would sell us. He indicated he had done this before and that there wouldn't be any problem.

So with the Louisville Police Department and the Kentucky police we devised a scheme. We had one of the Miami vacation who wanted the services of a young boy. And he had been dealing with this individual with food stamps that he would have the food stamps that he would have to make more money off the food stamps on the street.

We decided to price on a price of $5,000 in food stamps and $1,000 in what his capabilities were to us, what he could do. We conducted the transaction and then moved in for the arrest.

Mr. KLEIER. After the transaction was conducted the arrest was made; yes, sir.

Mr. Murphy. It is a good thing your superiors kept you on the case.

Mr. KLEIER. Yes.

Mr. Murphy. You made the arrest, then, in Kentucky?

Mr. KLEIER. Yes, sir, we did.

Mr. Murphy. Did you have occasion to call on any Federal authorities for their assistance or cooperation when he moved over to Tennessee?

Mr. KLEIER. The Alcohol, Tobacco, and Firearms, I introduced an agent, also an agent from the Department of Agriculture. He was this individual, wherever he goes he finds out where he can make a buck. He is a con artist, and among other things, and food stamps are just another way for him to make money, that and wel...
So we introduced them in and the ATF bought some dynamite, I understand, and some weapons from him. The Agriculture agent continued the food stamp investigations in Tennessee because we didn’t have any jurisdiction in Tennessee.

Mr. MURPHY. How did he manage to entice the young people there? Is that what he did? Did he have a shelter?

Mr. KLEIER. Yes, sir, he had what he called a mission house. Most of these children were from broken homes, poor. He would give children candy or whatever and they liked them. They practically worshipped the ground he walked on. He could do anything with them that he pleased.

He was in another network with some other missions in the area, same type setup. We were unable to develop a case on these other missions.

However, we did get enough intelligence and apply enough pressure where these individuals have curtailed their actions.

We found that it was a network of maybe four or five individuals who knew this reverend and they were trading youngsters off, tradingilk, so and so, and forth.

Mr. MURPHY. Did you confiscate any of the films or the pornographic material?

Mr. KLEIER. Yes, sir; we have evidence that I bought from him in our evidence file.

Mr. MURPHY. Have you made a disposition of the case yet?

Mr. KLEIER. No, sir.

Mr. MURPHY. When did you make the arrest?

Mr. KLEIER. I believe it was in February of this year.

Mr. MURPHY. At any time did you request the Federal Bureau of Investigation to enter the case?

Mr. KLEIER. No, sir.

Mr. MURPHY. You just dealt with the Alcohol, Tobacco, and Drug Enforcement officers?

Mr. KLEIER. Yes, sir. The individual accepted me so well that he wouldn’t deal with anybody else. I found through working under anybody else that you bring in. They would rather deal with you directly.

There were so many agencies involved we would have just gotten in each other’s way.

Mr. MURPHY. I appreciate your testimony, Officer Kleier, and if you would be good enough to advise us when you have some disposition of the case we would appreciate it.

We are trying to, on our committee, get a compilation of all of the reports in the country. There have been many, many, many, many, investigations, studies, investigations on child abuse, and prostitution. We think there are perhaps enough studies and hearings. We are going to try to collect them all and sift through them and come out with an overall GAO report, so to speak, by the end of this year.

So we thank you very much for being with us this morning.

The next witnesses we have are from this area. We will ask that they serve as a panel. The Honorable Patrick TAMILIA, Mrs. Pamela Rosey, Mrs. Lois Weidner, and Mrs. Ruth Richardson. If you would all find some space at the witness table.

Thank you very much for being with us this morning. We will start with the way we have them listed here. Judge, we will hear your testimony first.

STATEMENT OF PATRICK R. TAMILIA, JUDGE, COURT OF COMMON PLEASES OF ALLEGHENY COUNTY, PITTSBURGH, PA.

Judge TAMILIA. Mr. Murphy, I am pleased to be invited to testify before your committee because the subject matter is one that has interested and concerned me for many years.

I have been a court judge for almost 12 years, presiding in criminal court involving matters in relation to child abuse programing and participation in that regard.

In 11 or 12 years I have heard at least 40,000 delinquency cases and child welfare cases. It is a serious and growing problem. It is being placed on children, the presenting right very, very quickly to the core of what I see the problem to be, child abuse, runaway children, incest, these are the relating to children. The child does not receive in his own home then conversely, if that child is abused, neglected, and I have seen sexually assaulted and had gonorrhea already.

I put 2 or 3 men in jail during the last 6 months who assaulted children under 6 years of age sexually. What it does to these children is to diminish their self-worth and victimizes them.

No. 1, they cannot trust the most important adults in their lives because they are abusing them. And, secondly, as they grow older, in their lives, particularly men, when we are talking about women.

And it sets the stage very easily for prostitution and teenage years.

The effect on the children themselves is devastating. I don’t think that they can ever, when they are indoctrinated into sexual think they can really recover.

I don’t think there are adequate therapy programs that might be effective in helping them recover established in the community today.

Mr. MURPHY. Would you raise your voice a little, Judge, and perhaps when we can hear you in the back of the room.

Judge TAMILIA. Now, the approaches that are needed, we got out approaches on three levels. The first, of course, is to intervene of harm to children. That is probably the least effective way to approach it.

The first approach basically should be at the primary level and get in there and intervene before there is a problem.

Underlying this, of course, is better conditions in society where people can work, can function as families, where we have a reason-
able family policy in the moral and social and cultural climate of our families.

And I am not sure that our Federal Government, which I think is primarily responsible for these broad programs, has come to a consensus about what should be done in terms of helping families. I have been in family work for over 30 years with domestic relations and juvenile court and probation work and detention work and criminal court work, and I see progress being made but I see that the problems far exceed and far surpass any progress that is being made.

Then, this on-and-off-again business about Federal and State financing, we begin at a line level down at the lower level to work out effective programs. The people here that you are going to be talking to are doing very well but as soon as the approach changes and there is a different philosophy at the Federal level you begin pulling back funds and the programs collapse.

This is vacillation we just can't handle. It destroys the effectiveness of anything we are trying to do.

I could speak specifically in terms of cases, numbers, children who have been into prostitution for years. But I think if we don't resolve the family problems we don't get to child abuse very early and we don't do something about incest and not much is being done to help people involved in incest.

We are only seeing the tip of the iceberg there and I think the situation is set for really a firestorm of child pornography and prostitution.

Mr. Murphy. How can any amount of Federal dollars or intervention prevent that in the home?

Judge Tamilia. Well, I think you can do it if you put your money into primary prevention. This means that you have got to prevent that in the home.

Mr. Murphy. And we don't do something about Incest and not much is being done to help people involved in incest.

We are only seeing the tip of the iceberg there and I think the situation is set for really a firestorm of child pornography and prostitution.

Mr. Murphy. How can we prevent that in the home?

Judge Tamilia. We put a great deal of emphasis into primary prevention. This means that you have got to prevent that in the home.
into drugs and not infrequently, pregnant. Some, usually ones who have left home several times, are never heard from again, although we occasionally see old accomplices bump into each other, who, in fear of her life, got away just before being shipped to Cleveland. Another six-year-old boy and his brother, who, with another child, were involved in a pornographic movie program for children. The girl's parents supported the adult pornographers, who proceeded to flash videos of the children from that environment and ultimately attempted to convince the pornographers, then the mother was forced to abduct her daughter to marry the pornographer, thus insulating him from her testimony in court under the marital privilege.

Obviously, this is the approach of your committee and the staff's position on available significant concern. We have available significant concern. As we will discuss the underlying possibilities causing the leading to the problem and possible solutions. By and large, the conditions leading to widespread prostitution and pornography vary. In certain socio-cultural conditions, the effect is the acceleration of media and easy communication of the underlying problem has to do with family dysfunction which is increasing in pornography. It is in a constant steady flow which feeds an insatiable appetite. The Juvenile Justice and Delinquency Prevention Act of 1974 was well intentioned and directed toward improvement of services to juveniles, while reducing the punitive impact on children. However, by mandating that offenders could not be held in non-restrictive shelters, it severely reduced the authority of the court to intervene. Some of the problems that have originated from this policy, which has been adopted by most state legislatures may be as follows. A child can be held as a runaway and with the difficulty of proving prostitution, no effective means is available to place children in a health environment.

In response to a strong effort by the National Council of Juvenile and Family Court Judges, the Court, in November, 1980, to permit a dependent child to be detained in a safe court order. Pennsylvania, for two years, has mandated that no such order be made to return children to the court, but with the difficulty of proving prostitution, no effective means is available to place children in a health environment.

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I would like to illustrate to you with a little story. The story I am going to tell you I think illustrates a lot of points. It is sort of a classic in child pornography and prostitution. It is one that took place in Pittsburgh a few years ago. An organization that was set up primarily to help children from broken homes or families that were in distress would take children in during the day or after school hours and provide them with recreational activities for them.

It was involved pretty much in the recruitment of the director of this organization who was getting young boys and girls, primarily girls, to be involved in pornography sessions that would take place on another floor in this building where he had his place for children.

He even trained a little 10-year-old boy as a procurer for him. He would go out and try to recruit some others, primarily girls, to be involved in these photography sessions. And we are talking about pretty hardcore pornography when we are talking about these sessions that were going on.

He also took some of the girls to nudist camps. They were told to tell the police at the gate or at the door, "I have never been to one so I don't know exactly how it is," that the man there was their father and that the other men who were involved were uncles or business partners or whatever, but one of the men there had to be a father.

Eventually he prostituted these young girls, sent them out to various motels in the area where men would meet them and engage in sexual activities with them.

Mr. Murphy. What age did he take the children?

Mrs. Kozy. Anywhere from age 10 to age 15, and he was primarily looking for kids whose parents really didn't pay too much attention to them, where they were going and what they were doing and in many cases he also chose young girls who were intellectually limited, weren't very bright kids.

The way the police discovered him was that one of the girls' families took in another family whose things were going on in the home and the mother, in a moment of passion, confronted the girl and the girl said, "Oh, it was the man who was their father."

These phone calls aren't right. Her association with people at that home are not right. So she confronted the girl and the girl said, "Oh, it was the man who was their father."

The police were called in and everybody became aware.

I don't think everybody knows the full extent of what was going on there and I don't think we ever really will but we became aware of what was going on. The police moved in. Charges were brought in connection with the man and some of the other younger men who were involved in the association with the girls and the girls who had initially spied the beans about what was going on and offered at one point to help make an exchange.

He would give this father a new car if the father would tell his daughter not to prosecute, not to press charges, not to testify against him in court.

The police moved in on that one and then very shortly after that the next one was that the defendant wanted to marry the 14-year-old girl so that as his wife she could not testify against him as a father.

It was at that point that she was removed from her own home and placed in the local child welfare shelter. That story illustrates several points. One is that people who are here, the people involved in child pornography and prostitution, frequently pass themselves off as child helpers, do-gooders. They look for children who are vulnerable. By vulnerable I mean intellectually or they come from broken homes or they may be in limited supervision or where there is little or no protection. They quickly find this out from the children.

We cannot count on parents to be the ones who are watching out for their own child's welfare. In this case the parents had no idea what was going on with their children and it took a neighbor to blow the whistle on this guy.

Mr. Murphy. Why don't you think parents can spot this? Are they too trusting? Are they not caring?

Mrs. Kozy. I would say in this particular case and in many others, it is neglect. They don't really care about what their children are doing to other children. They go out and cause their children to be bothered, then they ignore them completely.

We also find that this parent not only didn't discover what was going on, but also was implicated in a deal that would get his daughter against the pornographer.

So as I said before, we cannot really count on parents to be the ones to protect their children.

I also think in here that it is real apparent that pornography and prostitution of children is so intertwined that it is very, very difficult to see where one ends and the other begins. I think it is a subject that really has to be taken together and I am glad that we are doing that in these hearings.

There is a move right now to change child protective service laws to make them less intrusive in the problem. In the testimony of children. We feel that somehow trend because what we are doing is making it much harder for other people on the outside of the family to protect the children and to oppose any laws that would make it more difficult for child protective services to operate.

I also find that there is one other area. In our work we do a lot with incest victims and also with children who are sexually abused. It is set up to take care of those children.

There is a move right now to change child protective service laws to make them less intrusive in the problem. Family members are not being notified that the children they are raising are being abused. They feel somehow trend because what we are doing is making it much harder for other people on the outside of the family to protect the children and to oppose any laws that would make it more difficult for child protection service to operate.

I also find that there is one other area. In our work we do a lot with incest victims and also with children who are sexually abused. It is set up to take care of those children.

Our problem is in the documentation of children. Our system works. I think I am a little surprised with what I have been doing. I think it is a subject that really has to be taken together and I am glad that We are doing that in these hearings.

There is a move right now to change child protective service laws to make them less intrusive in the problem. Family members are not being notified that the children they are raising are being abused. They feel somehow trend because what we are doing is making it much harder for other people on the outside of the family to protect the children and to oppose any laws that would make it more difficult for child protection service to operate.
Mr. MURPHY. Where are your homes located?
Mrs. WEIDNER. We have one group home in Somerset County, we have five in West Morgan County and two in Indiana County.

Then in the foster care program we have foster homes in 11 counties and we recruit our foster homes only through referrals and not through advertising.

We try to get the best possible foster parents who can who are really loving, caring, and accepting people, and we have a family counseling unit that works with the natural families and as a means of prevention, of placement and also to help us to reunite the family and the kids as soon as we can through extensive counseling.

We have supervised apartment living for the 17- and 18-year-olds who cannot go back to their natural families and who need to prepare and learn social skills to go on their own.

We also have an expectant teen program where we can help girls who have gotten pregnant to make sure that they have the proper health care, to see to it that they make the best decisions for themselves and their babies.

They have to make their own decision but we try to counsel them the best we can to make their decisions. We try to teach them by having them in a foster home after they have the baby if they decide to keep it to teach them how to be parents, to teach them the parenting skills before they go on their own.

Our future goals in our organization are to have a community center where we can work with the entire community and to try to have a positive environment for mothers to come and talk about problems that they have, to have something for the elderly, to have therapeutic recreation and individual counseling, to have motivational and inspirational type seminars. A lot of things to help people.

Mr. MURPHY. Would you inquire into the foster grandparent program in an effort to provide some assistance in your foster children program, some volunteer help? They would be block-granted too, I guess, but there is a foster grandparent program, as you know.

Maybe that might be an idea for you to bring in some older people and give them some cause.

Mrs. WEIDNER. Yes, we will. We think getting people together from all ages helps everybody to learn from one another. The thing that we try to instill in our youth is a feeling of worth, a feeling of building their self-esteem and knowing that they are somebody and that they can go on and that they don't have to fall into the negative atmosphere that they have been in the streets. In the group homes we develop a positive peer pressure where rather than the negative so that they can rise above that.

And also through our foster homes we give them good training. We are there every week. We are visiting the home every week to give the foster parents the support and really be there as the problems arise.

One of the most serious problems I see today is that of teenagers who have been runaways, who have had their first sexual experiences through incest with stepfathers, uncles, older brothers, and occasionally their own biological fathers.
Many of the girls have described to me their initial feelings of worthlessness and fear of telling anybody about this, not even and also, how they began to believe that this is what they were supposed to do when they became a certain age.

We have one girl who we only got to work with for 3 months because the court says you have 6 months to get this girl into an apartment, to get her a job, and get her on her feet because we are teaching her all the social skills. She did have a job. The job didn’t each week to see how the time would be and she would find out that she only had 16 hours which wasn’t enough to keep the apartment in order.

So I kept an eye on this girl even though she was released from our program because I had a concern for her and eventually she moved into a motel. And as soon as she moved into a motel and I kept an eye on this girl even though she was released from our program because I had a concern for her.

So we have to get out there and look for them and ask all the questions, because we know if a kid is on the run we can’t help them. If they run out there somewhere we can’t really do anything.

So Adelphi has the dedicated people to go out there and really search them down and do the work themselves, rather than waiting for the policeman to do it. Very often it doesn’t get done. We try to bring them back as quickly as we can so that we can keep them on the right track and help them know that they care. We are here to help them and not try to hurt them, and to pull want to be.

One girl I did mention who was 15 years old and having her fourth abortion and very anxious to go back to New York. She was who wanted to be at least appeared as though she wanted to be in intention.

I didn’t know how we could help her if she didn’t want any help, into prostitution.

But in most cases I see the girls wanting to come out of that and to rise above it.

We have had various cases of pornography of parents who actually did filming of their children for pornographic type things. The cause of the parents were on drugs, alcoholics, or prostitutes themselves. And some of these kids need intense counseling. They need ongoing help, ongoing support.

We have one little boy who is a psychosocial dwarf who was delivered in every home. He was 7 years old and has to be on ritalin because of his behavior.

We sometimes wonder can we ever undo what has happened to some of the kids that come to us. We give our best and we continue.

[The prepared statement of Lois Weidner follows:]
Another girl who had been taken advantage of by her mother’s boyfriend, had run away and lived with a 23 year old man for six months; she was only (13) thirteen years of age. This particular girl was antagonized with prostitution ending up like her mother, who had been married four times and is presently a prostitute. Now eighteen (18) years old, she is desperately trying to make a new life for herself. She shares with me often how easy it would be to fall back into prostitution and failure in general, without continual support and reinforcement from myself, boyfriend and myself. It is very easy for her to feel unloved, depressed, and give up because, “I’m not worth anything anyway.” She often speaks of her mistrust of all men and her feelings of being used by so many men who she believed, or but me, they told her. They promised her love, money, nice clothes, etc. She said for herself. She shares with me often how easy it would be to fall back into drugs, ending up like my mother,” she confessed. This case is one example of many. She is close to my heart because she is presently living with our family, trying to get on her feet again through wedding employment or schooling and building her esteem within a positive family environment.

Two other girls who were in similar situations, yet very different, and also close to my heart as they were also foster daughters, were Dee and Sis. Dee was from an upper middle class environment. Both parents were divorced. Sis ran away from home on Christmas day at age eleven (11). She had been sexually abused by her stepfather. Both Dee and Sis during their early teens were involved with drugs and sexual activity. Sis prostituted herself until age seventeen (17) when she had become pregnant to a 38 year old drug pusher who provoked her to raise her out of the gutter, give her a future filled with materialism, yacht rides and love. Sis struggled to make the decision to have her baby in spite of the fact that she had become pregnant to a 38 year old drug pusher. When she finally decided for her abortion she lashed out at her in anger and name calling and refused to have anything further to do with her.

Dee and Sis both became pregnant at age seventeen (17) and today both of them have completely reformed their lives. Dee is a mother of two children, a college student and a Christian who is now helping other young people with similar problems. Sis is attending school for accounting and has been on the Dean’s list each semester. At the age of her baby was eighteen months old she decided, out of love for her baby, to give him up for adoption. She did not want him to experience the same lifestyle she had and she realized her limitations in providing for him financially and materially. The experiences of these three teenage girls are not unique, in that many teens today are taken advantage of by so-called “adults” in our society. It is in these early years which are vitally important in the development of one’s self esteem and identity that most hardship (age 13 to 18) when one is so impressionable. It is during this critical time that the teens fall prey to “pimps” who preach their perverted concept of “love”—nice clothing, fast cars, alcohol, drugs and sex. These teenagers are “freely” given to the girl until she is “booked”, dependent on the pimp. She is special and worthwhile only because he cares. Soon this relationship changes; now she must earn his “love” through prostitution.

One can imagine all the events that may occur during this period—we have heard it on the radio and read it in the newspaper. Let us examine the message the teen is receiving, the lessons they learn, the questions in their minds:

1. Who am I? What am I?
2. What is love?
3. Who can I trust?
4. Where is God?
5. What is life?
6. Why am I here?
7. What is success?
8. Why am I not happy?
9. What is evil?

The experiences of these three stories are not unique in relating the tales of teenagers prostitution. What is unique is the fact that these three were able to turn their lives around, to care about themselves, believe in themselves, and begin to trust others. Why? Because someone showed them the real meaning of love, and said, “I care about you; you are a good person.”

Some of the services that are needed to provide for teens with similar problems are (1) good and dedicated foster homes, (2) community center, (3) support groups, (4) group homes, (5) family counseling. Community Centers should provide moral counseling, support groups, therapeutic recreation, and involvement with all ages to learn and develop.

I see deep emotional scars in the children who come from incestuous families or where children were used in pornographic filming etc. Children who were exposed to immorality, drug and alcohol abuse by parents are definitely affected, mentally and developmentally.

Of all the cases we deal with, it appears to me that clients coming from such perverted backgrounds need years of counseling and support just to begin to accept themselves and build their self-worth. With some of them, I wonder if we can ever undo the damage that has been done and bring them to where they can ever be normal, healthy adults.

Mr. McPhee. Mrs. Ruth Richardson, executive director of Three Rivers Youth here in Pittsburgh. Mrs. Richardson.

STATEMENT OF RUTH G. RICHARDSON, EXECUTIVE DIRECTOR.
THREE RIVERS YOUTH, PITTSBURGH, PA.

Mrs. Richardson. We do have a network of net homes and have recently been the recipient of a national competitive award which will enable us to develop a comprehensive service because most of what you hear me recommend here will be comprehensive services where teenagers can get service immediately and not have to go through several bureaucratic avenues to obtain them.

The extent of the teenage prostitution, any extent of it to me is more than we should tolerate.

If you look at it rather logically, prostitution is a business to somebody so they have to profit from it. No business that I know of today exists if they can’t make a profit.

If you are talking in business terms which I have been harassed with lately in terms of cost effectiveness and so forth, the teenager is the most vulnerable and most easily accessible and most cost effective way for people to make their profit because that teenager is involved in running away from seemingly unresolvable problems, conflicts, loneliness, harsh childhood experiences, sexual abuse, incest, alcoholism, and repeated failure in school and society.

In most of my years of working with teenagers I have seen this as a battle and actually it is a struggle about who can win the trust and confidence of that vulnerable teenager at a time in the developmental period of her life when she can either be led into deviance or a positive sexual role.

We are battling against the enemy who are the individuals who do not have access to those programs until the problem is well entrenched. Once the girl is labeled there may be funding or a positive sexual role.

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We are battling against the enemy who are the individuals who do not have access to those programs until the problem is well entrenched. Once the girl is labeled there may be funding sources for short periods of crisis and these are the ones that go on
and on. Programs that try to get to it before the girl is entrenched, come and go with funding favorites, I would say.

The problem is a complex one, especially with teenage girls, because when they get into prostitution or get into activities that lead to it, they are not hurting anyone. They are not in the way of society as with crime and shoplifting and that kind of thing gets into the way of society.

I have seen girls who we have worked with and tried to struggle with like the one you mentioned from New York and they really want to make it and to improve but we are fighting against the pimp that is on the street. And I have seen the girl reach out and say, here, I want to go with you. And the pimp is over on the other side reaching out his hand.

The girl does not find the protection she seeks as she makes that struggle because very often there is nothing we can do.

To find this protection she has to be strong enough, brave enough, secure enough to identify, prosecute and destroy the only force that in her perception has been her defense against a feeling of rejection and a revenge against her abuse.

In other words, you are asking her to be brave enough to destroy all of the environment and not to ostracize or label her. Because most of these girls have no allies to them. But I would like to unneat to what I mentioned from the parental system as you describe, from having enough influence.

Then treatment service is needed for girls once they have become victims and they have been identified. Once you identify that you have to put heavy services and not stop because it has had a traumatic effect.

Then protection is needed from further interference by those who continue to victimize or take advantage of the girls' plight. If you are going to need help to stay in there. So we need the protection of the community.

There also must be mechanisms, and this is a big barrier, for instance, some way that the agencies can act together to provide the services when they are needed at the time of need.

If she discovers a child being abused and a girl that is on the verge of going the other way and that she may not be able to protect her, we have to wait until she gets child welfare, we can't help somebody says she fits this funding course and then if her mother is evasive in her need at that time.

Another problem is the lack of the community all acting together putting pressure on this problem. Research in current literature warns against the effects of negative labeling and what such labeling does to young women and their self-image and self-esteem.

If any of you have young daughters, find out how long they look at pictures and numbers and addresses of every group home serving young girls be advertised within the neighborhood groups and planning departments and you could work with them.

The girls then become vulnerable to the whole community. Identification of these homes is easy for any adult when they have positive intentions or negative intentions. Public hearings about small group homes for four to eight girls throw those girls into the spotlight, into the newspaper. And yearly hearings like institutionalizing never did.

We take two steps forward and one step backward as we move into the eighties. Tell me how do you develop self-esteem for an abused child by making her a yearly public issue and a daily par.

They become prey and everything else. Let me move on to the types of services I think are needed and declare that access for early intervention for adolescent girls is the time when a girl is in the developmental stage that you can make a victim and they have been identified. Once you identify that you have to start there and effect.

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If she discovers a child being abused and a girl that is on the verge of going the other way and that she may not be able to protect her, we have to wait until she gets child welfare, we can't help somebody says she fits this funding course and then if her mother is evasive in her need at that time.

Another problem is the lack of the community all acting together putting pressure on this problem. Research in current literature warns against the effects of negative labeling and what such labeling does to young women and their self-image and self-esteem.

If any of you have young daughters, find out how long they look at pictures and numbers and addresses of every group home serving young girls be advertised within the neighborhood groups and planning departments and you could work with them.

The girls then become vulnerable to the whole community. Identification of these homes is easy for any adult when they have positive intentions or negative intentions. Public hearings about small group homes for four to eight girls throw those girls into the spotlight, into the newspaper. And yearly hearings like institutionalizing never did.

We take two steps forward and one step backward as we move into the eighties. Tell me how do you develop self-esteem for an abused child by making her a yearly public issue and a daily par.

They become prey and everything else. Let me move on to the types of services I think are needed and declare that access for early intervention for adolescent girls is the time when a girl is in the developmental stage that you can make a victim and they have been identified. Once you identify that you have to start there and effect.

Then protection is needed from further interference by those you are working with victimize or take advantage of the girl's plight. If you are going to need help to stay in there. So we need the protection of the community.

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Then protection is needed from further interference by those you are working with victimize or take advantage of the girl's plight. If you are going to need help to stay in there. So we need the protection of the community.
I have a lot of suggestions for the kinds of programs, but I think
you heard some of those. Another point I want to make is sometimes when I am in my
office at night I get all kinds of calls because the name of my
agency is Three Rivers Youth so nobody really knows if you look at it in the phone book. We get all kinds of calls from girls saying, "Miss, I need help. Can I come over there?" Et cetera.

They need that help then. And I cry every time I get one of those
calls because 2 or 3 days of waiting while they get processed
through that system to see whose money fits their problem, deter­
mine if they fit a label, to determine if their parents are able to
pay or if their Blue Cross has run out, or whatever, it is a lie.

The recruiter for prostitution has no such elaborate system. He
reaches his hand out and he says, "Here I am."

I really don't have vast statistics that will describe the problem for you in a neat
package, I suggest we review the problem logically. My perception of the extent of
the problem is as follows.

Any extent of teenage prostitution is more than we should tolerate, because its
effects grow like cancer from one girl to another in need and into futUre
through that system to see whose money fits their problem, deter­
mist the most cost effective way to make a profit for the persons making this their business.

I've seen girls on the brink of being helped, torn by the pull of the "pimp" with the promise that girl reach out to the helping hand of society
without finding the security or protection. To find this, she must be strong enough,
strong enough to identify, protest, and destroy the forces that
have been against her defense of rejection and a revenge against her
abuse. If she were that strong she would not be a victim and continue on a path of
self destruction. We as an agency have often made complaints to the law about
many other persons taking advantage of young girls sexually. If you can't prove you
saw them in the act, practically nothing can be done. If the girl weren't make a
complaint and she is 14 years or over practically nothing will be done. Even when we've
been called in to help with the case of one girl about 16 or 1 year long as they are willing accomplices. There is no protection from the system in any way that he gains cooperation of the vulnerable. We
probably

Another problem is the lack of the community acting together to solve the problem.
Research and current literature warns against the effects of negative labeling and
what the permanency of such labeling does to young women and their self
image and self esteem. One attempt to work with adolescents in a normal envi­

ment with positive role models is being systematically destroyed—that is the com­

munity-based group home. The original idea for the community-based group home
was the provision of service that was well integrated in society—a service
that allowed younger to be treated without labels, in a manner that helped them main­
tain their dignity and self esteem. Because of zoning and the misguided efforts of
neighborhood groups and planning departments, attempts at working with young
girls in the community where they can be helped in making the efforts need to be made.

I've had many years of experience of working with girls in community settings
which have pointed out the vulnerability of the high-risk adolescent girl.

First, you must recognize that the greatest barrier no matter what you decide­
to act together in providing resources.

Very often the teenagers is run away from seeming unacceptable con­
flicts, such as loneliness, and repeated failure in school or society.

The right high risk is the most vulnerable and most easily accessible and a
vulnerable, is a safe haven way to make a product. Very often the teenagers is run away from seeming unacceptable con­

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The high-risk teenager is the most vulnerable and most easily accessible and a
way to make a product. Very often the teenagers is run away from seeming unacceptable con­

flicts, such as loneliness, and repeated failure in school or society.

We have not recognized this as a war zone, we have not placed the importance we
put on the young in such a way that he gains cooperation of the vulnerable victim.

We need help from that are clear that protect the young girl and deter those who would prey on her.

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For the services needed—The types of services needed for young girls fall in three
categories: (1) access for early intervention for adolescent girls is needed, (2) treat­
mants are needed for girls once they have become a victim and have been
identified, (3) protection is needed from further interference by those who would
usu­al­ly victimize or take advantage of the girl's plight.

You are in part, the children are allocated to provide services. There may be mechanisms for inte­
gra­tion of funds or the ability of agencies to staff together in providing services.

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usu­al­ly victimize or take advantage of the girl's plight.
I believe that the most important priority we can place in dealing with the problem is the priority on the kind of adults we choose to develop to work with the experienced engineers, architects, or skilled personnel. We can't be allowed to not only their skills and their formal training, but their stress levels, too. Just scan all the management material that is printed today and you will see the concern with the human development of authority on young girls, points out the importance of good parent separation and the place the life, thinking and feeling of our youth in the hands of people who know young girls. She further states that such training should not be purely intellectual, nor purely emotional, and it must be gains on the particular position of girls, (a) knowledge and appreciation of various culture, (b) sensitivity in creating an atmosphere conducive to human growth which includes honesty, and (d) insight into oneself and one's philosophy about working with people, (c) knowledge of our political skills in creating an atmosphere conducive to human growth which includes honesty and with young people without being offensive. "Youthful, Teachers, Youthful, Teachers, Social Work and the results with girls. Work with girls is very different from work with men and business place a high premium on the ongoing training and development of their human work force. Should we do less for our young and the growth of their human development of young girls, points out the importance of good parent separation and the place the life, thinking and feeling of our youth in the hands of people who know young girls. She further states that such training should not be purely intellectual, nor purely emotional, and it must be gains on the particular position of girls, (a) knowledge and appreciation of various culture, (b) sensitivity in creating an atmosphere conducive to human growth which includes honesty, and (d) insight into oneself and one's philosophy about working with people, (c) knowledge of our political skills in creating an atmosphere conducive to human growth which includes honesty and...
The biggest problem is not in recognizing child abuse because I think in the area of neglect and child abuse you will bring to the fore only those cases which you have services to provide for.

And when you don’t have services, and we are seeing that now, as the services decline you will see a decline in reported child abuse.

The same as in police enforcement or law enforcement work. As the courts turn aside cases we can no longer prosecute a kid for smoking marihuana, the police will no longer arrest him for having marihuana and you will see the same thing happening in the area of child abuse.

You have people now saying that incest isn’t really so bad. It may have some beneficial values and why don’t we just ignore it. You have people saying why don’t we legalize prostitution? The problem will then go away. But under the law if you legalize prostitution for adults, what is not a crime for adults cannot be used to bring a child into court.

So if you say eliminate the crime for adults and you won’t have the problem for children either.

The biggest problem is not intervention, it is what you do once you intervene. It is, of course, unreasonable to intervene if you don’t provide the service.

We use foster grandparents extensively in Allegheny County. We use the group home systems.

The young lady, Mrs. Koze, was talking about the family involved in prostitution. I had that case. I followed it for 4 years and that was a hell of a case, let me tell you, in terms of what we had to do to get that girl out of that environment.

One of the two girls that came into court on that case went into a foster home and did tremendously well. This little girl that Mrs. Koze talks about, we couldn’t really get her out of the family. The father kept intervening. He wanted to have the marriage and the marital immunity and he eventually went to jail.

We use some agency or someone to turn to, whether it is a group home or foster home, a Rape Crisis Center, Parents United, which handles incest cases, if these services are not there, believe me, no one will see the problem. It will just be buried as it has been up until now.

Mr. Murphy. Do you concur in that?

MRS. RICHARDSON. I concur in everything he says and I think the most important thing is that from my point of view, is the important thing is what happens once we intervene.

I think society generally thinks that you can take the child for 3 months, put them in a job, put them in an apartment, and say you are through. I think that is the biggest mistake ever.

You figure it takes 4 years to educate someone in college for jobs. What makes you think it can take you 3 months to educate a child to live?

The other point I want to make is that there are times, and I think we can pinpoint this, that you can intervene in the family when they are ready to be intervened upon, when the child is little through your school situation, through your nursery school situations and when the child first gets in trouble.

And the problem is that the integration of these services and being able to provide services then aren’t always available but the parent sometimes is ready at that point.

And the third point is that we, those of us in the field, including the Judge, can tell you right now who the high-risk parents are. And that young girl that all of us discussed here goes out and has a baby, if you don’t provide services right then and there, and continue them until she can completely wean away.

It will be her child next. This particular hearing will be repeated again 15 years from now asking the same questions.

Mr. Murphy. Mr. Koze, I have one question for you right now. If we don’t curb it in the initial stages, the intervention where the problem is, you did lay some stress on the recruiters in the recruitment process. The recruiters out there are very successful.

How do we combat this recruitment process, the pimp and the procurer? Is this a Federal problem?

Mrs. Koze. I think that when you get somebody who is vulnerable to that and a lot of the vulnerability comes out of what happens to them when they are children growing up you will get someone who is vulnerable to the pimp or the procurer out there.

I think we can do a lot of this with the early intervention as well as education. We are starting to go into the elementary schools, the junior highs and the high schools with education programs around the prevention of sexual abuse. What you have a right to and what somebody else has a right to do to you and I think those are important.

I think building up that child’s self-image to tell him I have the right not to be touched in a way that I don’t want to be touched.

Mr. Murphy. Have you had any parental objection to this type of limited sex education?

Mrs. Koze. We have had some. It has been small and sporadic but overwhelmingly we have had parents talking with their children and in many instances that is mixed groups of parents and children.

They both want to hear what we have to say so they can go home and discuss it later. They need a starting off point. They just don’t know how to start talking about this and we provide that service for them.

Mr. Murphy. Mrs. Weidner, funding for your group homes and foster home program, where does it come from?

Mrs. Weidner. Through the county agency which is State-reimbursed.

Mr. Murphy. Is this a child welfare agency?

Mrs. Weidner. Yes.

Mr. Murphy. There was a severe cutback on the funding from the State level, I understand, a couple of years ago?

Mrs. Weidner. Act 145 was eliminated.

Mrs. Richardson. That was not eliminated. The funds to support it were eliminated.

Judge TAMILIA. You can have all the programs you want if you can find the money to run them. The States are not going to give it to you.

Mrs. Richardson. That is right. We know what to do.
Mr. Murphy. The grant that you received, Mrs. Richardson, was a Federal grant, as I understand it?

Mrs. Richardson. Yes; but there is a loophole to that, too, because that grant is only designed to help us diversify and put some of these programs together to start them off.

If the community wants to take full advantage of that grant, then they have got to work together to make those services possible on an ongoing basis.

Mr. Murphy. In other words, it will be a temporary matter and it will then be up to the county or the community to provide those services or it could phase out as well?

Mrs. Richardson. Oh, yes. It won't even get started unless they cooperate now.

Mr. Murphy. How about over in your county, Mrs. Weidner?

Mrs. Weidner. That is the same thing with us. We get grant money to start a program sometimes but we have to continue to get funding through the counties or it will close unless we can build up a large enough endowment through private funds.

Mr. Murphy. At the present time I think your county is the applicant for the Federal funding. I think you are aware that it handles through there?

Mrs. Weidner. Yes.

Mr. Murphy. Mrs. Richardson, I understand that you have been contacted by my home county of Washington to provide some services; is that right?

Mrs. Richardson. Well, we already provide services. We have a group home in Washington County that has support of the McMurray Century Club, et cetera.

We are in the same boat as most of them when child welfare funds got cut. Not as many youngsters are being served as they used to but we do have a group home that four girls—and many of the girls that we have helped have been in the kind of cases that have been described here today.

Many of them that have been through the home are successfully leading adult lives at this point.

Mr. Murphy. Am I correct in summarizing our statement that if Federal funding is withdrawn completely, it has been severely cut but if it is withdrawn completely that you will largely be left defenseless in your war against child pornography and prostitution?

Mrs. Richardson. Yes.

Mrs. Weidner. Yes.

Mr. Murphy. I appreciate that advice.

If you would care to, we are going to have Officer Kleier now review for us his film. You have the film now ready?

Mr. Kleier. Yes.

Mr. Murphy. This is part of his investigation. As I understand it, it is very brief, 5 or 6 minutes.

[A video tape was shown by Officer Kleier.]

Mr. Murphy. I want to thank the witnesses very much for cooperating with the committee, coming in and giving us your testimony.

We may be back in touch with you for additional information and guidance.
Copyrighted portion of this document was not microfilmed because the right to reproduce was denied.
The subcommittee met, pursuant to call, at 9:30 a.m., in room 2261, Rayburn House Office Building, He.,. Austin J. Murphy (chairman of the subcommittee) presiding.

Members present: Representatives Murphy, Biaggi, Simon, and Erdahl.

Staff present: Clarence Norman, staff counsel; Gary Caruso, legislative director; and Tanya Rahall, staff assistant.

Mr. Murphy. The subcommittee will come to order.

I expect to be joined very shortly by two other members. I will give my opening remarks; then, we will have time for the two other members.

On April 20, 1982, the General Accounting Office and I released a report entitled, "Sexual Exploitation of Children—A Problem of Unknown Magnitude." I requested that this GAO report be commissioned so Congress could evaluate the effects and the protection of children against sexual exploitation as well as weigh the Reagan budget priorities in light of the problem.

The report contains a bit of good news about decreases in child pornography activities. However, the report mostly contains tragic stories of children, 7 to 17 years old, both male and female, who today may have opportunities to end their prostitution enslavement.

Unfortunately, the Reagan administration "rifled" the only sexual abuse expert at the National Center on Child Abuse and Neglect, and in fiscal year 1983 has not requested the $12 million in discretionary funds for sex abuse projects.

I am afraid that in the near future, those children, trapped in a lifestyle of "pimps", "drugs", "johns", and "tricks" will not have their Government to turn to for help—for a way out of the filth and decay of this sexual subculture.

In 1977, when we passed a tough Anti-Pornography Act, no one knew for sure how many children were involved in prostitution or pornography. At that time, child pornography and prostitution had become highly organized and national in scope. The use of children was harmful both to the children and to our society.
Fortunately, the 1977 act has slightly decreased the commercial production of child pornography in this country, but the GAO can still only estimate the numbers of juvenile prostitutes—and those youngsters engaged in posing for pornographic pictures—from responses to its questionnaire.

We have statistics from 44 States and many city governments and local police departments, yet we can only estimate the real number of teenage prostitutes at somewhere between 90,000 to 112,000 youngsters.

Chances are that the number is higher, but these children do exist. Recently, we have been subjected to certain incidents that have heightened our sensitivity. For example, less than 3 months ago, one 14-year-old boy was ultimately sold to two undercover agents for $5,000 in food stamps and $1,000 in cash. Those two agents were scheduled to testify before my subcommittee on April 28. We will see a transcript of that in a few moments.

Furthermore, 30 young men, after being molested, found their final rest beneath the floor of a suburban house in the Chicago area. It is the duty of Congress to create safeguards for these children and to understand the motivations of all children who find themselves in similar situations.

This GAO report contains four stories of females who ran away from home when they were 15 to 17 years old, were beaten by their "pimps" and "johns", were forced to bring in $300 to $400 per night to the pimp while being given $10 in clothing and drugs in return. The faster home system could not keep these girls off the streets, but the pimps were able to keep them working on the streets.

Most respondents to the GAO questionnaire indicated that the problem is increasing. The average teenage prostitute is a runaway, has been a victim of sexual abuse—including incest and rape—and has experienced other forms of physical abuse and neglect at home.

Teens male prostitutes are underachievers in school or at home, are 6 to 17 years of age, and usually have run away from low-income families where parents are often absent physically or psychologically. These boys either have had no previous homosexual activity and are out on the streets for survival, or identify themselves as homosexual and are exploring their sexuality.

The typical young male prostitute does not have pimps but operates as independent street hustlers, are daily alcohol or drug users, have a positive self image, and consider themselves entrepreneurs, entertainers, or sexually desirable partners.

Typical teenage female prostitutes are products of a poor home environment characterized by violence, physical abuse, lack of parental love and affection, and have endured drug, alcohol, or sexual abuse.

Many see prostitution as a life of adventure, glamour, excitement, and as an easy way to earn money. Some teenage girls run away from home and are enticed into prostitution by pimps while others are lured into prostitution by friends. Most are dependent upon their income for survival.

Usually, females have a low self-esteem, feelings of shame and guilt, lack of self-worth, and poor family relationships, which are the result of sexual abuse at home.

While many of the services these children need to end their life of prostitution are currently available, only 9 percent of those being served. First, these young victims don't know where to go, centers which are frequently used by teenage prostitutes, other not exclusively for those teenagers, have been subjected to certain incidents that have heightened our sensitivity. For example, less than 3 months ago, one 14-year-old boy left his home on April 28. We will see a transcript of that in a few moments.

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The police also estimate as many as 90 percent of the estimated 20,000 runaways under age 18 may be involved in prostitution, and between November 1980 and 1981, 30 prostitutes were arrested in New York City for soliciting the services of the minors.

The important thing here is despite the sharp increase in pornography shipped through the mails, the U.S. Postal Service has only 1 inspector assigned to the New York area to curb the flow of such and of the 60 cases assigned to State, Federal and local law enforcement, not 1 has been prosecuted.

Clearly, this becomes an important issue, and one that has been neglected in the past. It is not enjoying the priority that it frankly deserves and your hearing today is in furtherance of our concern.

I hold a similar hearing in 1977 in the Covenant House, where we had a 14-year-old in a pornographic movie. There is no limit to how these young people are exploited for the sheer commercialism and no regard for the human element; and until we address ourselves to this issue in forceful fashion, not simply by focusing attention on it, but by a constant followthrough on the part of all law enforcement and not in a fragmentary fashion, but in a comprehensive approach, our country will be stigmatized by the enormity of the problem.

I am inclined to believe that it is a very real and very serious problem, and as we go through this study, it is incredible that we should exploit these very young children for financial gain, and for the sick people that prey upon them, and so, Mr. Chairman, I want to commend you for holding these hearings and for dealing with a serious problem.

Mr. Biaggi is a former member of the New York police force, and he can speak with expertise.

Mr. Biaggi, I am quite concerned. We have had some sensational stories about the so-called Minnesota connection of young prostitutates being taken from the Twin Cities, ending up in New York, and I say one of the witnesses is nodding, and so, Mr. Chairman, I want to commend you for holding these hearings and for dealing with a serious problem.

I think there is an area in that city, a so-called Minnesota strip, and I see one of the witnesses is nodding, and I will have a chance to ask about this, because many people in Minnesota are concerned whether this is a symbolic thing or whether it is a real problem.

I am inclined to believe that it is a very real and very serious problem, and as we go through this study, it is incredible that we should exploit these very young children for financial gain, and for the sick people that prey upon them, and so, Mr. Chairman, I want to commend you for holding these hearings and today we will get some interesting and disturbing information about facts and figures that the Members of the Congress and the people of this country should know about and be aware of.

Mr. Murphy. Thank you very much, Mr. Biaggi.

Mr. Biaggi. I want to commend you for holding these hearings and dealing with a serious problem.

Mr. Biaggi is a former member of the New York police force, and he can speak with expertise.

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We think it significant that none of the 54 respondents believed the number of male or female teenage prostitutes has decreased. Regarding child pornography, our literature review identified only one estimate of the number of children who participate in pornographic productions. State officials responding to our questionnaire generally believed that the number of children who were the subjects of pornography had increased over the past 5 years. City and police department officials generally believed that the number of children in pornography had remained fairly constant. Studies and law enforcement officials agreed that much of the child pornography today is produced and distributed underground through an informal but close-knit network of pedophiles—adults with an abnormal sexual desire for children. Their pornography is homemade, rather than commercially produced, and is traded rather than sold.

CHARACTERISTICS OF SEXUALLY EXPLOITED CHILDREN

The literature indicates that many teenage female prostitutes are products of a poor home environment characterized by violence, lack of parental love and affection, and drug and alcohol abuse. Many have been the victims of sexual abuse, including incest and rape, and have experienced physical abuse and neglect at home. They often see prostitution as a life of adventure, glamour, and excitement, and as an easy way to earn money.

Many have run away from home and are dependent on their income from prostitution for survival. Studies show that many teenage female prostitutes have low socioeconomic backgrounds, have done poorly in school, have a poor self-image, have limited job opportunities and do not enjoy their lives as prostitutes.

To obtain firsthand information on teenage prostitution we interviewed four female teenage ex-prostitutes enrolled in rehabilitation programs. All of the girls had a troubled home life and had been taken into custody for running away or for prostitution. They learned of the rehabilitation program either through the police or the group homes in which they were placed. These young girls ranged in age from 18 to 16 when they became prostitutes. Three had been involved with pimps who took most, if not all, of the girls’ earnings of from $200 to $500 per night. All three were beaten by their pimps.

Studies have shown some women felt there were both positive and negative changes in their lives as a result of having juvenile prostitutes. The positive effects consisted of general changes such as becoming more experienced and more mature. The negative effects include emotional damage, a loss of self-respect, feelings of shame or guilt, and difficulty in adjusting to a life outside of prostitution.

A recent study of juvenile prostitution stated that many male and female juvenile prostitutes are gay-identified and become prostitutes as a means of exploring their homosexuality. They consider themselves

entrepreneurs, entertainers, and sexually desirable partners. Most are not dependent on their prostitution income for survival. Some male prostitutes, according to one study, claim to enjoy prostitution and have a positive self-image.

Other studies have indicated that male prostitutes are often runaways who, while not necessarily gay, have to sell their bodies as a means of survival. Some studies characterized male prostitutes as usually 8 to 17 years of age, runaways in school and at home, without previous homosexual activity, underdeveloped physically, from a low-income background, and lacking parental supervision.

Reports disagree as to how children become involved in pornography. Some claim that children enter into pornography as a means of survival after they have run away from home to the big cities seeking excitement, adventure, and escape from abusive parents or from an emotionally deprived home life.

Other reports state that children are enticed into pornography by neighbors, other children involved in the business, relatives, and, in some cases, even parents.

Literature shows that children involved in pornography generally range in age from 8 to 16, although some reports say that children younger than 8 have been the subjects of pornography. Studies show that many children who are the objects of pornography often come from unstable or broken homes, have been underachievers in school and at home, lack a loving and attentive home environment, and have been subjected to abuse and neglect. These children lack parental supervision and are often runaways who spend much of their time in public places such as parks, theaters, arcades, etc.

One study stated that in many, if not most instances, the children involved in pornography are willing participants. The reason pornographers are able to find willing victims is because they offer friendship, interest, and a concerned attitude the child is unable to find elsewhere.

CHILDREN INVOLVED IN PORNOGRAPHY CAN BE PSYCHOLOGICALLY SCARRED AND SUFFER EMOTIONAL DVERSITY FOR LIFE. THEY MAY FEEL DIRTY AND UNWANTED AND SEE THEMSELVES AS OBJECTS TO BE SOLD RATHER THAN PEOPLE WHO ARE IMPORTANT. THEY OFTEN BECOME BITTER TOWARD ADULTS.

SERVICES FOR SEXUALLY EXPLOITED CHILDREN

Many of the services—such as counseling, crisis intervention, shelter, and job training—which sexually exploited children need if they are to leave a life of prostitution or pornography are available through special programs or social service agencies. A majority of the officials and counselors who responded to our questionnaire reported a wide variety of social services available to serve exploited children. Social services provided by local agencies that are available to anyone, including youths involved in prostitution and pornography, meeting the relevant eligibility criteria.

Youths involved in prostitution and/or pornography may receive social services from three primary sources: Shelters exclusively for juvenile prostitutes; shelters not exclusively for prostitutes, but which are frequently used by juvenile prostitutes; and social service agencies.

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Youths involved in prostitution and/or pornography may receive social services from three primary sources: Shelters exclusively for juvenile prostitutes; shelters not exclusively for prostitutes, but which are frequently used by juvenile prostitutes; and social service agencies.
The services are designed to meet the physical and emotional needs of the youths. Funding to support these programs may come from Federal, State, county, and private sources. All of the shelters we contacted offered, at a minimum, counseling and emergency shelter. In addition, most offered medical services, schooling, vocational training, and hotline.

A few children are referred to service providers as a result of their contact with police or by special program outreach workers who mingle among prostitutes with the hope of taking them into seeking services aimed at helping them leave the life of prostitution. Those children who do not come into contact with the police or outreach workers and want services must seek them out on their own.

Mr. Chairman, this concludes my statement. We will be happy to respond to any questions you or members of the subcommittee may have.

[Prepared statement of Robert Peterson follows below.]

PREPARED STATEMENT OF ROBERT PERETSON, SENIOR ASSOCIATE DIRECTOR, HUMAN RESOURCE DIVISION, GENERAL ACCOUNTING OFFICE

Mr. Chairman and members of the subcommittee, I am pleased to be here today to discuss the information we developed at the Subcommittee’s request on teenage prostitution and child pornography and the programs that exist to help sexually exploited children.

Studies performed by others coupled with the information we gathered, primarily through questionnaires to the States and cities and their police departments, provide a reasonable basis to conclude that prostitution and child pornography have increased over the past three years and despite a drop in commercial child pornography, few believe the number of teenage prostitutes has decreased. Some believe the number of male prostitutes has decreased. A few cite police officials who believe the number of male teenage prostitutes has decreased. A few cite police officials who believe the number of male teenage prostitutes has decreased. A few cite police officials who believe the number of male teenage prostitutes has decreased. A few cite police officials who believe the number of male teenage prostitutes has decreased.

In the past, estimates we obtained from officials of States, cities, and police departments were based on prostitution and child pornography, but now the programs that exist to help sexually exploited children.

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The extent of programs exist to help sexually exploited children is unknown.

A literature search produced a wide range of estimates on the extent of teenage prostitution and child pornography as well as identified an estimate that could be considered a reliable group of the programs nationwide. The estimates show the number of teenage prostitutes ranged from the low of thousands to 5,250,000, based on “get traced” or an aggregation that teenage prostitutes contain a given percentage of the population. The programs exist to help sexually exploited children.

Estimates obtained from officials of States, cities, and police departments from the questionnaire, while utilized in the information for various jurisdictions, were not sufficient to allow us to estimate the extent of the problem nationwide. The estimates did not contain an estimate that could be considered a reliable group of the programs nationwide. The estimates show the number of teenage prostitutes ranged from the low of thousands to 5,250,000, based on “get traced” or an aggregation that teenage prostitutes contain a given percentage of the population. The programs exist to help sexually exploited children.

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subjects of pornography. Studies add that many children who are the objects of pornography often come from unstable or broken homes, have been underachievers in school and at home, lack a loving and attentive home environment, and have been often runaway youth who spend much of their time in public places such as parks, the streets, and others.

One study stated that in many, if not most instances, the children involved in pornography are "selling" participants. The reason pornography are also to find that the child is not a child but a child, is because they offer friendship, interest, and a concerned attitude. Children involved in pornography can be psychologically scarred and suffer emotional distress for life. They may feel dirty and used and see themselves as objects to be sold rather than people who are important. They often become bitter toward adults.

SERVICES FOR SEXUALLY EXPLOITED CHILDREN

Many of the shelters—such as counseling, crisis intervention, shelters, and job training—may support the needs of children if they are to leave a life of prostitution.

A majority of the shelters that we contacted that responded to our questionnaire reported a wide variety of social services available to serve exploited youth involved in prostitution and pornography, meeting the relevant standards.

Some children involved in prostitution and/or pornography have contacts with social service agencies. Social service agencies are available to all, including those involved in prostitution and pornography. Social service agencies may have a wide range of troubled youths, not only those sexually exploited. Services provided by these other shelters are the same services provided at these exclusively sexual services.

All of the shelters we contacted offered, at a minimum, counseling and emergency shelter. In addition, most offered medical services, counseling, and job training. Services offered by these other shelters are the same services provided at these exclusively sexual services.

Funding to support these programs may come from Federal, State, county, and private sources.

Shelters intended exclusively to serve teenage prostitutes offer, at a minimum, legal assistance, school counseling, and job training. For those children who do not come into contact with the police or by special program outreach workers who mingle among prostitutes, these other shelters are the same services provided at these exclusively sexual shelters.

A few children are referred to other programs as a result of their contact with a police officer or by special program outreach workers who mingle among prostitutes. These children do not come into contact with the police or by special program outreach workers who mingle among prostitutes. Many of these programs are available to a wide range of troubled youths, not only those sexually exploited. Services provided by these other shelters are the same services provided at these exclusively sexual shelters.

As the Miracle Foundation, in its opening statement, when we are cutting money here, we are talking to each of the members of the subcommittee may have.

GAO report "Sexual Exploitation Of Children..." is published in a committee file.

Mr. Murphy. Thank you, Mr. Peters. Mr. Simon. When I saw your results and your report in April, I was very impressed. I thought the GAO did an extremely thorough job given the resources you had, and I gave the cooperation, and lack thereof, that it received in many cases.

Do we have any questions?

Mr. Simon. I have one. Just glancing through your report, when you talk about, on an appendix 9, proposed solutions, and you say for the Federal level, what should we be doing, and what should they be doing at the State level?

Mr. Petersen. What we attempted to do was to take what solutions others had devised, the experts in the field, and try and arrive at strategies that might be possible.

Most of the legislative recommendations are more appropriately addressed to the State and local level.

Mr. Peterson. I am not that familiar with the missing children legislation. I am familiar with the problem, and I share your concern that we seem to put more value on automobiles than children at times, but our effort has been principally an information-gathering effort rather than an evaluation to judge whether things were working well or not well, and from that standpoint, I am really not prepared to address what Congress ought to do to solve these problems.

Mr. Peterson. I am interested in, if there are answers, and maybe the answer is there are none, and maybe there is no need for your further study, but are there things that we ought to be doing here in Congress to move on this problem more effectively?

That is the question I have, and it is a question for which you have an answer at the present time?

Mr. Petersen. We have some answers. Many of the shelters we visited and many of the experts that we have talked to said, in fact, receive Federal support in their activities.

Some of the shelters that are exclusively aimed at teenage prostitutes are 100 percent federally-funded, and there is a lack of Federal support that does not necessarily involve increasing penalties and such from the Federal and State level.

But the penalties that are in the existing Sexual Exploitation Act seem to have been quite effective, given all of the testimony that we gathered as to the decrease in commercial pornography.

Mr. Petersen. How are you going to deal with the problem of commercial child pornography and prostitution?

Mr. Petersen. The amount of money that is going into some of these programs, the runaway youth program last year was about $10 million, and it is now proposed for cutback to go around $6.9 million.
Mr. Simon. The net result is going to be more of a problem?
Mr. Peterson. Less services for the people out on the street; yes, sir.
Mr. Simon. OK. Thank you, Mr. Chairman.
Mr. Murphy. Thank you, Mr. Simon.
Mr. Erdahl. Thank you, Mr. Chairman.
Mr. Erdahl. Thank you, Mr. Chairman. As I made my opening statement, I made some comments about the Minnesota connection or the Minnesota strip in New York City, and I know in your report you touch a bit on this, but could you elaborate? Is there, in fact, a Minnesota connection, and if so, a Minnesota strip, or is that just a name for a place where blond Scandinavian-looking young girls might be found in New York?
Mr. Peterson. There certainly is a Minnesota strip in the New York City area.
I will have to defer to my associates for any particular detail.
Mr. Erdahl. Well, thank you.
Mr. Garbark. The New York Police Department informed us this Minnesota strip was a little blown out of proportion. They arrested some seven to eight prostitutes between Sixth Street and Eighth Avenue. They do believe it is blown a bit out of proportion, but that is all we could get from the New York Police in regard to that.
Mr. Krogman. We have conflicting numbers on how many prostitutes are actually transported from Minnesota to New York, and, based on what we have read in the paper and people we talked to—I see you have Mrs. Able-Petersen going to testify a little later on, and I believe she actually was one of the people who came from Minnesota into New York. Maybe she can provide some additional light on the subject.
Mr. Erdahl. Thank you, Mr. Chairman. I see you have Mrs. Able-Petersen going to testify a little later on, and I believe she actually was one of the people who came from Minnesota into New York. Maybe she can provide some additional light on the subject.
Mr. Erdahl. Well, thank you. I will ask members of other panels the same question.
Mr. Peterson. I will open it up to either of the gentlemen accompanying me.
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Mr. Erdahl. Well, thank you. I will ask members of other panels the same question.
To follow up on what Mr. Simon was asking about, we have had some shifts in Federal funding and the whole concept of block grants, and one of them is social services discretionarily activities, and there would include child welfare, social services, development disabilities, adoption, a lot of different things, but would you be aware, and maybe I would find it in your study, what amount of this $30 million are various States and local communities using to deal with the problem that we are discussing today, namely, teenage prostitution or child pornography?
Mr. Peterson. In terms of totals, I can't provide very good information at all.
Mr. Erdahl. Not the figure just if you think that there is a response, and, in your opinion, if you care to editorialize a little bit, a proper one, if the States are allocating at least a responsible share to tackle this problem?
Mr. Peterson. What I am going to say comes largely from literature. Studies have shown that communities and cities have not nec-

Mr. BIAGGI. Are you intimidated?
Mr. Peterson. What I am going to say comes largely from literature. Studies have shown that communities and cities have not nec-

The net result is going to be more of a problem?
As I think back, of these 30 unfortunate young men who were murdered, nine of which are still unidentified, I had the experience of interviewing some of the families of the identified victims, and who knew the victims during their lifetime. I was most impressed with the following: No. 1, we had, and we still are having, a tremendous difficulty to obtain, or in the past, to be able to identify those 30 young men who met their demise.

The evidence that came in, even from the X-rays, and so forth, was very, very meager.

The young men that were identified and the families that were notified, what impressed me most is the very fact that there was a certain air of indifference.

I thought that perhaps if a young man, and I might say the age range was from 14 to 20, that a family really would perhaps claim their dear ones. It is their son, after all. All these boys were white.

Such was not the case. Some of the families, they procrastinated. They said, 'Well, can't you hold the remains down in the morgue for another 3, 4 days, another week?'

Two weeks or a month went by, what have you. Other families that I interviewed, I was threatened if I ever let anything leak out in the media that these men in any form, shape or manner associated with sexual deviate practices. Well, they were going to drag me out, a lot of this movie talk, so to speak.

My complete and total comeback was this, to defend these young men, a good number of these kids I personally feel were not homosexuals or sexual deviates, and they were murdered at the hands of ties, bondage, sadomasochism, or any other practice that he participated in.

One of the poor victims by the name of Carroll, he actually was a very, very handsome boy. All of the young men which were identified, they were all beautiful—beautiful in the true physical sense, facial features, body features as well, from pictures, naturally.

Carroll, his practice was not being a homosexual, himself; but what he did—he was perhaps they call him a pimp yes, a procurer, he would get other young men, age perhaps 7, 8, 9, 10, 15. His age, just one year later, became another subject of our age girls, preteen aged, and so forth.

Speaking to the family, he here again, their reaction was no good, at parents were like, I wondered whether or not this was considered as a jolly street-wise bum, so forth.

Not one of the people had a kind word for those kids. Another situation, very interestingly. Mr. Erdahl referred to the Minnesota strip, and that is the first I heard of some such thing, is one of Gacy's victims, namely, Russell Nelson.

Dr. Stein, Mr. Chairman, members of the committee, my statement this morning will be based entirely upon a personal experience in the John Wayne Gacy case, where 30 young men were murdered and the bodies buried in the crawl space of Gacy's house.

Before I continue, I would like to relate one incident involved in that particular case—a male prostitutes ring, Chicago, whose specialty is sadomasochism, as well as bondage—and I might state this particular ring, the bodies buried in the crawl space of Gacy's house.

His particular job was to procure male prostitutes for middle-aged and older men for that particular practice. This male prostitute, Jamie, is 9 years old.
Russell Nelson came from Minneapolis, Minn., 19 years of age. He was an honor student in high school. When he graduated, he left home to live with a minister right in Minneapolis. The minister had the professorial rank at the Minneapolis University.

He lived with them for 6 months and left, and went down into the north side of the Chicago area and, of course, he ended up in the crawl space of John Gacy.

My concluding remarks again referred to Minneapolis; it appeared yesterday in the Chicago Sun Times. A judge had sex with boys, tales of loneliness, Minneapolis—a giant of the judiciary has placed his own future before Minnesota’s highest court.

This is a great sociological problem, and no matter what funds are available on the Federal or perhaps State level, nevertheless, it is something which we have to go a little further back, not just as far as the children are concerned, and they are children, but also as far as the families are concerned.

Mr. Murphy. Thank you very much, Dr. Stein. We will reserve our comments and questions for all of the panelists when we finish with this particular panel. We will call next the Honorable Richard M. Daley, the Cook County State’s Attorney.

STATEMENT OF RICHARD M. DALEY, COOK COUNTY STATE’S ATTORNEY, ACCOMPANYED BY HRYING MILLER, COOK COUNTY ASSISTANT STATE’S ATTORNEY

Mr. Daley. With me is Irv Miller, assistant State’s attorney and deputy supervisor of the juvenile division.

Two cases are pending cases in Cook County which illustrate the tragedy of child pornography.

The first instance is with the help of the Chicago Police Department’s undercover investigation of Joe’s Juice Joint, which was well equipped with video games, and quickly became a popular hangout for teenage prostitutes and with men looking for children. Juice rather than alcoholic beverages were served at the bar; there were no restrictions on the hours it could remain open for business. In fact, it generally operated from 2 p.m. through the night.

At the bar, an undercover investigator from the Chicago Police Department’s Youth Division, was solicited for sex by a 14-year-old boy. The youth agreed to talk to police about the activities at the bar.

As a result of the investigation and information that he, another 14-year-old, and a 15-year-old provided, indictments were returned last month against six men between 38 and 53 years old. Three of the adults were indicted for indecent liberties with a child. Indecently, one of these three does need help, and once we take that commitment away, we have more and more problems for the local prosecutor.

Thank you very much.

[Prepared statement of Richard Daley follows]
Mr. Chairman and members of the committee, with me is Irving M. Miller, Cook County Assistant State's Attorney and Deputy Supervisor of the Juvenile Division of the State's Attorney's Office.

I appreciate this opportunity to discuss the problems of child exploitation and child prostitution. The Congress' attention to these problems is a reflection of the growing understanding of their extent and of the need to develop strategies by which they can be combatted at the local, State, and national levels.

Fortunately, you are also hearing testimony today from Robert J. Stein, the Cook County Medical Examiner, and Dr. Nahman Greenberg, the founder and guiding force of CAUSE Inc. (Child Abuse Unit for Studies, Education, Research, and Services in Chicago). Peter P. Peters, my former colleague in the Illinois General Assembly, and new assistant majority leader of the Illinois House of Representatives, had hoped to be here today. Unfortunately, the press of other obligations prevents him from being here.

In his testimony, Mr. Stein will inform you about the problems of child exploitation and exploitation and exploitation and exploitation, as well as the actions we can take to combat them. All the same, I would be pleased to suggest how the Federal Government can assist local law enforcement efforts.

It was, after all, in an unincorporated area of Cook County (Chase Park), that John Wayne Gary lived and supported two children, ages 13 and 14. His actions were an example of the kind of exploitation that some youngsters involve in pornography and prostitution all too unsensationally. I would like to describe to the committee two pending Cook County cases in order to illustrate the tragedy of child pornography and exploitation.

Unfortunately, there are other examples—such as their own way tragic, although unsensational.

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Unfortunately, there are other examples—such as their own way tragic, although unsensational.
A significant part of my professional life is concerned with these matters as a clinician, clinical scientist and teacher. I am a psychiatrist and psychoanalyst who works in child protective services, with children and families in which sexual abuse has occurred, in the study of the origins and consequences of sexual molestation of children and on the questions of treatment, treatability and prevention.

Our programs of diagnostics, treatment and clinical study in these areas have involved over 700 children and their families over the past 8 years. In addition, we have conducted clinical training programs in Chicago and throughout the Midwest under the sponsorship and support of a Treatment Training grant from the National Center on Child Abuse and Neglect. That agency also funded a demonstration treatment program in childhood sexual abuse we have carried out with the Illinois Department of Children and Family Services with the additional support of that State agency.

We are two other projects we conduct that provide testimony and which have generated observations, data and insights into the consequences of sexual molestation of children on later behavior and social adjustment and treatment.

One is at the Dwight Correctional Center for Women, the women's prison in Illinois in the Department of Corrections; the other is a shelter residence for children who are wards of the State under the Department of Children and Family Services—DCFS.

These children are considered to be "hard to place", perhaps better described as unwanted, undesirable, and rejected by their own families, foster homes, group homes, residential treatment facilities, mental hospitals, and other forms and varieties of social agencies. All have histories of severe maltreatment. Many have been runaways living on the street; some have engaged in prostitution, and I do not know the true incidence of sexual molestation of children.

I do know that we can not provide even some basic diagnostic, treatment or child protective services for those we know about. We believe that as many as 100,000 children are sexually molested each year in this country and most are molested by persons of their own family or known to them.

In our studies, we have learned that about one-third of the reported cases are of children below the age of 6 years; one-third are between 7 and 12 years and the remaining third between 13 and 18 years of age. The age of the child when the case becomes known does not reflect the length of time the child had been molested nor the frequency.

We do not know the incidence of child prostitution and our perspective and definitions of child prostitution vary from place to place. Girls are more likely to be molested in their own family; boys appear more likely to be molested by persons outside the family. Child prostitutes are found in all cities of major population. I have had occasion to interview some of the prostitutes in both Peoria and in Rockford, as well as in Chicago. The sexual molestation of children in their own family, particularly girls, is associated with major emotional and behavioral disorders in later childhood and adulthood.

Major psychiatric disorders, seriously disruptive symptoms, including phobias, depression, and strong feelings of vulnerability and incompetency, delinquent behavior, including prostitution and overt violence, are observed and documented in women with prior histories of sexual molestation as children; early sexual molestation and later violence is emerging as one predictable pattern.

But sexual molestation during childhood and the emergence of major personal problems and social disorders do not occur as a dren occurs with the trauma of sexual violence joined by distur­
bances in their care and with neglect of affection and nurturance, helplessness, incompetency, and vulnerability. And that process through no choice—inappropriate psychological mechanisms that doom the victim to disordered character and mental illness.

Overwhelming painful experiences predispose to disorganization, persons or conditions that are experienced as protective and caring. Thinking themselves also as "faulty and bad": being punished and maltreated, serve to relieve some of their pain of guilt and shame. They run and avoid and are prey; they are vulnerable to drugs and to addicting and addictive persons. They are not only to the drugs.

Many of them end up coming to Dr. Stein's facility, as a conse­quence of overuse.

At the Dwight Correctional Center for Women, of the 450 inmates or residents—they are now called inmates, so one has to call them inmates these days—about 50 percent are incarcerated for crimes of violence, mostly homicide, of an adult male to whom they were married or living with, or the homicide of an infant or young child.

Our examination of their histories reveal with the rarest of ex­ceptions childhoods that were chronic in sexual violence. As a the response is of their own history. You don't expect 100 percent, or 99 percent, to come with such regularity of response, and yet that is what is happening.

Practically all of them have histories that are chronic in sexual violence in children.

Imagine the prospects of prevention of later violence if we could have known of these children when they were children and could have in­
tervened with both protective services and treatment for the child and perhaps the parents. Think of the generations of children who suffer from the repetition of their parents' major prediction.

I am sorry to interrupt the witness. Unfortunately, I press my appreciation to the panel and particularly to Richard Daley, the State's Attorney of Cook County.
Richard comes from a very distinguished family in American politics, and he has, himself, been a former member of the State Senate. He has been a very fine, outstanding public servant, and I wish I could be here for your testimony, but, unfortunately, I have another commitment that I have to live up to.

He has been interested in another area and that is the whole area of the handicapped child, and I appreciate his concerns in that area, also.

My apologies to the witness for interrupting you here.

Mr. Murphy. Thank you, Mr. Simon.

Dr. Greenberg?

Dr. Greenberg. The children at the DCFS shelter include a number of boys who have survived on the street as male prostitutes. Their histories are not unlike the backgrounds of those described above. We do not see the vast majority of juvenile prostitutes, male or female.

What we seem to lack is any commitment to services for these and other maltreated children. It is very difficult to attempt to provide clinical social and mental health services to children and their families when these are not available. Most mental health professionals avoid CPS and CWS populations. I am beginning to understand why my colleagues avoid things.

It is difficult to reassure States attorneys and judges that there are certain families that can change, can develop healthy relationships and protect their child from previously destructive forces when treatment and other clinical services are not to be found or are simplistic and lacking in professional standards.

Less you be misled by my earlier references to Federal support, I want you to know that the Federal funding for the National Center for Child Abuse and Neglect for just a superficial level of treatment training and orientation about what might be required in a treatment program only last month was slashed by 72.5 percent. As a recipient, our group, one of the five treatment training centers for treatment and other clinical services are not to be found or are simplistic and lacking in professional standards.

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I would, therefore, urge the Congress to perhaps first examine its commitments, its priorities, its values, and perhaps acknowledge to itself and to its constituents what they are.

We have apparently lost, in my view, our civility, at least when it is recognized as support for victimization of children through sexual aggression.

Thank you, Mr. Chairman.

Mr. Murphy. Thank you very much.

One question for Dr. Stein: It seems as though you lay heavy emphasis on the lack of parental responsibility. You seemed to indicate that in all of the 30 victims in the Gacy matter, you found none of the families were concerned or interested. Is that correct?

Dr. Stein. No.

Of the 30, of course, 9 were unidentified, I might say that one family specifically was very, very much concerned.

The other families, well, the identification was made. A burial was done, but of all the families, maybe 21 families, I can say that just one, the Butkovitch family, was really and truly concerned.

Mr. Murphy. One out of 21?

Dr. Stein. That is correct. The Butkovitch, Suyk families, and Casik families—they reported to the police that their son was missing.

The police made a search. These families, many of them knew exactly of the name John Wayne Gacy. He employed a good number of these kids, and gave them a job. He was a contractor of one sort or another, so then when you have this other family, the Casik family, that also reported to the police, but no concentration. One was in the fifth area, and the other one was in the sixth area.

How the case started and ended, I suppose, was when this 15-year-old boy was missing, that the Cook County Sheriff police, one man, in particular, they made really a concentrated effort, and just the way the whole thing was uncovered, but I can say that very few families had any concern.

To me, I am a physician; my subjective feeling was that, well, he is no damn good, he is a homosexual; and I say no, because I feel that most of those kids who met their demise in a crawl space in the home of John Wayne Gacy were not deviates at all.

Mr. Murphy. Of the 21, how many of them do you know reported their children missing in a timely fashion?

Dr. Stein. As I mentioned, just about two that I have a record of, the Carroll family, a youngster 15 years of age, the family did not make any attempt to report him missing until after a month. I just can't explain that.

Mr. Murphy. You are saying only two of the 21 reported their children missing in any reasonable time?

Dr. Stein. With any concentrated effort.

Of course, the other, naturally—one family which really started the whole thing—three, I suppose.

Mr. Murphy. Did you check into the family background of the one from Minnesota? They had one of the boys come down that you mentioned, Doctor.

Dr. Stein. This I cannot do. That is out of my jurisdiction. Even here, I overstepped my bounds in interviewing families, but they came to my office. They wanted perhaps identification, sign papers for any little insurance that was present, but here you had a youngster who was an honor student, high school graduate, and he also lived with this minister in western Minnesota.

The story has it that he was straight. He visited different bars, and when he came to Chicago and some way or another he got into the hands of John Wayne Gacy, and he met his demise. Yesterday, in the Sun Times, when you have a judge, by his own admission, saying, yes, he was paying juveniles to have a sexual relationship in Minneapolis, Minn.—

Mr. Murphy. Mr. Daley, do you have a regular undercover squad now operating in your jurisdiction, operating to seek out—
Mr. DALEY. We make use of the Chicago Police Department, our own investigators. It is very involved—very frightening investigations.

The offenders are very violent; not the victims, but the adults are very violent. Irv Miller has in this one indictment, he worked very closely with about six Chicago police officers for a number of months.

Mr. MURPHY. Do you think you are making any headway? Chicago is a rather large metropolitan area.

Mr. DALEY. We think we are; we are concerned with the victim, the child. Our first priority is counseling, help for the child through the department of children, family services, and, second, incapacitate the offender. If he is a judge or anybody else, he has no excuse.

This is a violent crime, and many times it has been treated in the past not as a felony, and maybe they reduce it to a misdemeanor or.

We are reorganizing in our office, and the misdemeanors which the person is appearing more in a misdemeanor court, which we think many times he should be in the felony court.

We believe in incarceration of that offender. In the past, many people would be reluctant to take that step, and I think it is necessary and, second, to help that victim, whether before or during, and if you have ever been involved in a criminal case, the victim many a time really becomes the offender through the use of the criminal system. That young child is going to be a witness in that case, and we have to work closely with that child for many, many months.

Mr. MURPHY. Do you have adequate services for the teenager in the Chicago area—rehabilitation, housing?

Mr. DALEY. The cutback of the Federal funds, various programs, I think there has to be more committed to these specific problems, more shelter care homes, more services for those victims.

We need more.

Mr. MURPHY, Dr. Greenberg, that leads to you. You indicated that there has been a 72-percent cut?

Dr. GREENBERG. 72.5-percent cut.

Mr. MURPHY. In the funding for your center, the center you work with, is there any hope of getting any of the funding through the block grant process from the legislature in Illinois, or is that lost in the alleged transfer of funding?

Dr. GREENBERG. I think it is pretty lost.

Mr. MURPHY. Has the State increased funding within the past 12 months?

Dr. GREENBERG. The major source of funding for services to children and families, or children who have been sexually victimized, the department of social family services—the funds available for those have also been curtailed.

I must say with a certain degree of appreciation, and with frustration, that I would hope for more. The department has been more than fair with us. They have not cut back funds to our program. As a matter of fact, there is some increase. Some of the sexually abused treatment funds, a small amount from NCCAN, has been given back.

When Federal dollars were two for every one being spent by the State, without preparation you suddenly pull that out and at the same time that the States are having their own cash-flow problems, for that these programs were so heavily endowed to begin with.

It is not that there was a lot of fast or a luxurious effort at this. Everyone. I don't see how, in conscience, the Federal effort in this area could possibly have been curtailed when it had been so minimal to begin with.

The total amount of money—I believe there are some people in the audience who work for HHS, but the total amount of money for mental health fields, how to interview a child, the total amount for the year was $1 million for the entire country.

We are left with $220,000 to be divided among five centers to carry out treatment centers.

Well, that is truly absurd, and each one covers a great deal of geography to do that, so I am very upset, outraged, and at the same time hopeful that, of being here, it might contribute somewhat to efforts toward reinstating that kind of deficiency.

Mr. MURPHY. We are getting big government off the backs of the pimps.

Mr. Erdahl?

Mr. ERDAHL. Thank you very much.

Dr. Greenberg, you indicated, very properly so, as we look back at the cutbacks from the Federal Government, we are either being naive or deceitful if we think they are going to be made up by the States.

Maybe this came up during my absence, but a couple of things that it seems to me we should be stressing, and whether it is the special arena of this committee or not, but it is our concern, try to prevent the prevention or education, or whatnot, to see that people don't get entrapped through these situations, and the other one would be the prosecution, conviction, and incarceration of the pimps.

In all of these case studies, that is the key person who was involved.

Mr. DALEY, you are shaking your head. Maybe you could respond to that? What more could the local governments or somebody do to see that, first of all, if we could do something about preventing people from falling into these circumstances, helping them so they do not go and then the prosecution and conviction of the pimps?

Mr. MURPHY. Prevention is of the utmost; it has to be there, because what you are doing is preventing some child in some family situation of not getting into the situations that we are talking about.

It is very important, but once you cut it back, there are so many youngsters out there who just cross that line every day, even today, or tomorrow, or next week.

What I see as a prosecutor's role, I wish I did not have to prosecute certain types of cases; I wish they were not around, but we are making an effort to go after the pimp, and that is the key, go after the adult offender, and that is the key. It has been looked at
in the past as just, well, it is not as important. There is not a priority there. The prevention is a priority with equalization on the indictment and the indictment and conviction is very important to the community at large to name the offender. When a case goes to trial a year later, and you have that young child of 13 years of age with serious problems, and we have to present him or her as a witness, cross-examination is very, very difficult. It is a difficult, very difficult case, and that is why we would hope that the Federal Government would get these connections, the pimps from other cities who are luring young girls or boys into a city for prostitution or pornography. It is a billion-dollar industry, either one of them, and what they are hiding behind many a time is that victim, so we can’t get to the offender.

Mr. ERDAHL. What way do you think government units can go to get at the pimp? Stiffer sentences?

Mr. MURPHY. Yes, I am. Ms. ABLE-PETERSON. Please proceed.

Ms. ABLE-PETERSON. Chairman Murphy, members of the committee, and interested persons, my name is Trudee Able-Peterson. For the past 6 years I have been working with issues of sexually exploits children. My work has included counseling, education, and consultancy. I have worked from coast to coast in America with most of the emphasis in the Midwest of America and the east coast. I was a sexually abused child, a runaway, and finally, a prostitute. A victim survivor, as the clinicians have termed it. I have been asked to testify regarding the numbers of runaways who get into the sex industry in our country. Because these chil-

dren slip between the cracks of our systems, our society, it is impossible to make a totally accurate count. However, with poor services and severe funding cutbacks to aid these lost and desperate children, it is certain that even more runaway children will have to enter the sex industry to survive. To earn their food and shelter, which should be every child’s inalienable right. Especially in a country like America, which is wealthy enough to feed and care for its children. Pimps, pedophiles and child pornographers are meeting the needs of the runaway children in our society.

In the past 6 years I have touched the lives of about 400 children in America. They come from Wisconsin farms, California beaches, and Washington ghettos. They are children, and they are ours. They are not sluice and whores, they are our kids.

In New York City caseload, over a period of about 3 years, 90 children, and 70 percent of my children had been sexually abused prior to running away, prior to prostitution; and it is learned victimization.

None of the children I have ever worked with have ever sought the life of a prostitute or like sleeping with men old enough to be their fathers and grandfathers.

Five percent of my caseload are dead. Like Heather, a child who was abandoned to institutional care at age 5 in California, they finally floated to the California streets at 13 when her needs had never been met, and they engaged in prostitution between California and Las Vegas between the ages of 13 to 15, and finally the tide swept her to New York City where she lived for a year on the New York City streets, engaged in prostitution, and after a year was found. The torso of her body was found in an abandoned parking lot, and her legs never to be found to bury with this child.

On one cold night in December on the streets of New York City, I counted 35 boys between the ages of 12 and 18 in a one-block radius. How many percent constitute enough for us to act in their behalf? A hundred, a thousand, a million, or one like Heather that we can never help again?

In conversations with my coworkers across the Nation who work with children in the same capacity, we feel that if 1.2 million children, national run away figures, do run away, which probably is a very small estimate, then at least a quarter, at least a quarter of those children resort to prostitution to survive, which robs them of their future, of their hope and often of their lives.

From personal experience, prostitution is a devastating and degrading experience. Prostitution and pornography alienates human beings, and makes objects out of people. It is like being disconnect parts of a body, breasts, legs, arms, genitals that yearn to be held and widen the rift between men and women. This experience makes children feel worthless, and dirty.

We do not have the special long-term care needed to help heal these children. The facilities that exist are very minimal, and often only crisis intervention which only puts Band-Aids on large bleeding wounds.

Recently, I spent a week in a correctional institution, Lincoln Hills in Wisconsin, where I lived with and worked with the staff and children there. It is a lock-up facility, kind of a last stop for kids in Wisconsin. After I gave my first general assembly, one-fifth
of the children at Lincoln Hills asked to see me personally regarding sexual abuse. About one-half of those children had entered prostitution while on the run.

It does not just occur in New York City, Los Angeles, Washington, Chicago. There is a problem with juvenile prostitution in Racine, Wis., in Oklahoma City; and a friend of mine who works for the Minneapolis Youth Division program in Minneapolis, Nancy Hite, says there are presently 300 girls selling their bodies on the streets of Minneapolis, some of them as young as 11 and 12.

When Judge Reineke in Lancaster, Wis., can determine that a 5-year-old rape victim is provocative and promiscuous, it does not surprise me we casually buy the bodies of 11-year-old children.

Instead of nurturing our children, we now worship and adore youth. The desperate roots of child prostitution is in the value project by our culture. How many children this year will die so as not to bear witness to a deranged stranger's orgasm before we say no, not today.

We must refuse the pedophile, the trick, the porn profit seeker to access to our children's bodies. We are adults in a society grown ugly in its crimes against its children.

We cannot afford to "mind our own business" where our children are forced and coerced to live in Sodom and Gomorrah. Please, all of you, help stop this social cancer.

[Prepared statement of Truside Able-Peterson follows]

PREPARED STATEMENT OF TRUSIDE ABLE-PETERSON, NEW YORK, N.Y.

Chairman Murphy, Members of the Committee, and interested persons, my name is Truside Able-Peterson. For the past six years I have been working with issues of sexually exploited/victimized children. My work has included counseling, education, and advocacy. I have worked from Coast to Coast in America with most of the emphasis in the midwest of America and the East Coast.

I was a sexually abused child, a runaway, and, finally, a prostitute. A victim survivor, as the clinicians have coined it.

We must refuse to bear witness to a stranger's orgasm before we say no, not today.

I have been asked to testify regarding the numbers of runaways who get into the sex industry. It is my estimate, the poor services, and a billion dollar business. It is my belief that 5 percent of my caseload, are dead. Five percent of my caseload, are dead. One who took her own life when it was too miserable to bear, the rest, brutally murdered by their customers.

Like Heather, placed in orphanages and foster homes from age five on. Finally, newly, she had her needs met, she ran to the California streets, lived a better life than the cold institutions. She began herself to sell sex. She drifted between the Los Angeles and Vegas streets between the ages of thirteen and twenty until finally the tide swept her to Times Square. After a year on N.Y.C.'s dirty streets as a home for this youngster, she was found in an abandoned parting lot, her throat slit and her legs missing.

On the six years that I have worked with the runaways, I have touched directly on the lives of some four hundred children. These are kids from Wisconsin, California, Chicago, and Oklahoma. Our children are forced and coerced to live in Sodom and Gomorrah. Please, all of you, help stop this social cancer.
detecting new cases of sexual abuse in which photographs are being used in combination with the adult-child sexual activity.

I will be showing some of the photographs that were seized through law enforcement that as part of a Federal grant from the National Center on Child Abuse and Neglect, I have been able to work with the Federal agencies, Postal, Customs, and other.

Two. The second point is that the clinical data on violence as a form of child abuse and sexual victimization indicates the potential that former victims will become aggressors and/or victimizers themselves as adults. Our clinical data on children who have been victims of child sex rings indicate that they become high risk candidates for the next level of child victimization.

Three. Children and their families are in serious need of services once there is disclosure of the sexual exploitation. However there are several barriers to accomplishing this goal. First, the news of the exploitation may come as such a shock that families decide to move and thus are lost to follow-up. There is social stigma surrounding this type of sexual exploitation of children.

Second, the full investigation of these cases may be impossible since there is danger to the safety of the child if sexual activity between adult and child is part of the exploitation. Thus, the suspect is arrested before complete information on the nature of the operation is gathered.

Third, there has been little emphasis in the curriculums of mental health clinicians on child sexual victimization and thus, services may be incomplete due to lack of training in this area.

Fourth, research has just been supported for this type of child exploitation and there is the need for additional study as to treatment methods. One method we have found useful at Boston City Hospital is the use of children's drawings in the diagnoses of suspected sexual abuse and for the treatment over time of the child who has disclosed the sexual exploitation.

The picture is used as an initiation for the child-adult activities and scenarios. I would like to demonstrate some of these points. The first slide is from a seized commercial magazine imported from Denmark, and much of the beginning pictures are just of the child in full, in a bathing suit; fully clothed, if you will.

The second is another where they start into some of the undressing of the child. This is, sorry it is in backwards, it is an album cover called "Virgin Killer." It is sold openly in the record stores. It is by a rock group, the Scorpions, and as you can see, there is a nude, roughly 10-year-old child in the image. A broken glass through it so it looks as though the genitalia is being damaged.

These are from a personal collection from a child pornographer that was arrested and convicted in the Northeast area, and many of these pictures are like what you will see in the ones that are commercially used. Many of the seized photographs are very similar from each collection.

There is a great pattern; if you will, of the type of child that seems to be—now, here is the child in which the adult is starting to sexually abuse the child, and the child is taking the picture. There is the child going into the next stage, which he now, he repeats the activity to the adult.

There are you have now pairing in which two boys are told to act together. This was a ring that was one of the rings in the study in rings in which 24 men were indicted and one case did go to trial. The only person that went to trial was this particular defendant. He was found guilty.

This is a case in which there was no conviction. The pornography charges were dismissed, a husband and wife, and they had used demonstrator and the other charge was dropped.

This is an interesting case in Rhode Island in which, posting as a very rich man, would approach fathers to let their daughters come to him and get around to learn social skills, and he was called the "Millionaire and the Children." And this was a case where the Notice was held, that these were the children that he had with will demonstrate how children will imitate. It is a boy and a girl in a series of pornography pictures, and she is looking at a commercial pornography book and imitating everything that is in the picture. The magazine is there and they are imitating what the adults are doing.

Again, OK, the next set is from a California case on which we are doing follow-up on the children involved. This is a ring in which better tapes were used, and we do have some of the tapes. I want to demonstrate the bondage. There is a link between the use of adult pornography and/or erotica in enticing the children for use in pornography. The adult pictures are used as initiation for the child-adult activities and scenarios.

I would like to demonstrate some of these points. The first slide is from a seized commercial magazine imported from Denmark, and much of the beginning pictures are just of the child in full, in a bathing suit; fully clothed, if you will.

The second is another where they start into some of the undressing of the child. This is, sorry it is in backwards, it is an album cover called "Virgin Killer." It is sold openly in the record stores. It is by a rock group, the Scorpions, and as you can see, there is a nude, roughly 10-year-old child in the image. A broken glass through it so it looks as though the genitalia is being damaged.

These are from a personal collection from a child pornographer that was arrested and convicted in the Northeast area, and many of these pictures are like what you will see in the ones that are commercially used. Many of the seized photographs are very similar from each collection.

There is a great pattern; if you will, of the type of child that seems to be—now, here is the child in which the adult is starting to sexually abuse the child, and the child is taking the picture. There is the child going into the next stage, which he now, he repeats the activity to the adult.

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There is a great pattern; if you will, of the type of child that seems to be—now, here is the child in which the adult is starting
This is a picture, this is how the offender appeared to the child, the uncle. 
This is a 7-year-old who when we said, "What is that on that 
offender's eye?" he said, "That's the black eye I had given him." He 
had not, but in the drawing he was able to get the aggression out 
at how he felt against this particular offender. 
This is a child drawing, the offender. Note the teeth, the very 
scary aspect in which oral activity had been used. 
This is a 10-year-old, who was a good drawer, and was tricked into 
having an examination for a job he wanted by his brother's 
best friend, and he is sodomized on that table. He drew it, and you 
can see the expression on his face and the offender. Note how big 
he appears when in reality in court he was really not a very big 
person. 
The next drawing is, he drew a lot of Snoopy's and he has a bull's 
eye on the doghouse, which represented to this little boy being sod­ 
omized. And until he started to recover his drawings all had the 
bull's eye on his Snoopy doghouse. 
This is a picture he drew of how blind and stupid he felt that he 
had been tricked, and he felt so terrible. And this is the drawing he 
drew of this blind person. 
Here are some of his dream material: monsters in his dreams and 
how terrorized he was by this. 
The next drawing shows, as he saw the defendant, and the next 
drawing is how he saw himself, which, if you notice, the shading to 
the genital areas is what most of the children do. He said, "Wally 
gooed up." He felt so stupid for what had happened, which is the 
syndrome of the self-guilt. 
Here is again a later Snoopy. He still has the bull's eye on the 
doghouse. And here is the monster in his dreams that comes to get 
him, a very scary figure. 
Here he is defending himself. Notice all of the weapons, and the 
armor, and the locking around the pelvic area to insure that noth­ 
ing happens to him. 
Here is with weapons. Look at the sores many young boys will 
draw, and they are protective types of drawings, and he has very 
good detail. 
The last one should be Snoopy without the bull's eye. 
Thank you. 
In closing, I would say our main findings at this point from our 
study is that child pornography does link to other social problems, 
and drugs and alcohol are frequently used to make the child nonre­ 
ceptive to being photographed, and it is a form of child abuse, an 
important dynamic in the pedophile. 
It allows the continuation of the fantasies. Photographs serve a 
number of purposes for the pedophile. From a psychological point, 
the photo provides content for his fantasies (erotic) with children, 
with a child of many years previous age-to-age—an important feature to child pornography collectors. 
And, the obvious social role the photo can serve to control the 
child and force the child to keep the sexual activity secret—it is 
blackmail.

Clinical observation of the children involved in sex ring crimes— 
where all children know sex is part of the group membership—in­ 
there are risks of this involvement adversely affecting the child's 
development in a number of ways. 
The child is prematurely introduced into adult sexuality and may 
have difficulty synchronizing the physical, emotional, and, by 
the child can perform physiologically but not respond emotionally 
to being photographed, and it is a form of child abuse, an important dynamic in the pedophile. 
The psychological trauma experienced by the child is expressed 
as post-traumatic stress disorder, chronic type. Of the children fol­ 
lowed one through three years after the disclosure of the sexual 
abuse and pornography, many reported the following symptoms: 
Sleep disturbance—able to fall asleep or early morning awaken­ 
ning—recurring nightmares; irritability; and "temper tantrums." 
Child pornography cases investigated through the postal depart­ 
ment indicated customers had a preference for male children, and that 
girls and boys are at equal risk for sexual victimization. 

Prepared statement of Ann Burgess follows:

I appreciate being invited to present testimony to the House Subcommittee 
on Select Education for the following reasons: 
1. The use of children in pornography as a form of sexual exploitation is becoming 
more visible as federal agents and local law enforcement focus their investigations 
not only on individuals detecting new cases of sexual abuse in which photographs 
are used in combination with the adult-child sexual activity. 
2. Clinical data on violence as a form of child abuse and sexual victimization 
indicates the potential that former victims will become aggressors and/or victimiz­ 
ing themselves as adults. Our clinical data on children who have been victimized 
by adult-child sexual exploitation indicate that they become high risk candidates for the next level of 
the cycle of violence, youth prostitution. 
3. Children and their families are in serious need of services once there is disclo­ 
sure that they have been victimized. First, there are several barriers to accomplishing 
this task, and one is the fear of the exploitation may come as such a shock that families 
may not report the exploitation. Next, there is the stigma surrounding cases of children. Second, the full investigation 
into the relationship between adult and child is part of the exploitation of the child if sexual 
exploitation before complete information on the nature of the exploitation is gathered. 
Third, there has been little emphasis in the curriculums of mental health clinicians 
trained in this area. Fourth, research has just been supported for this type of child 
method we have found useful at Boston City Hospital is the use of children's draw­
The child who has disclosed the sexual exploitation.

Child-adult activities and scenes.

The children for use in pornography. The adult pictures are used as imitation for the

The National Center on Child Abuse and Neglect, while noting there was little data on the magnitude

defined in Section 5(b)(3) as follows: "sexual abuse" includes the obscene or pornographic photographing, filming or depiction of children for commercial purposes.

The 1978 amendments to the Child Abuse Prevention and Treatment Act expanded

BACKGROUND

The scope of the research was broadened in recognition of (1) the difficulty in gaining

The 1978 amendments to the Child Abuse Prevention and Treatment Act expanded

The center-initiated

...and include data from 1978 to 1981.

1. What are the characteristics of the children, consumers and perpetrators of

2. Are there different types or levels of operation in the child pornography indus-

3. If there are organized rings of adults and children involved in the business of

4. There is a link between the use of adult pornography and/or erotica in enticing

5. What proportion of children involved in child pornography are also victims of

6. What specific events and/or conditions preceded the involvement of particular

Law enforcement questionnaire: Preliminary results

These preliminary statistics are from law enforcement files since the enactment

At 3 p.m., the officer was checking with a few unidentified sources and found

As a first step toward increasing recognition and understanding of the problem of

The second year of the study involves data analysis. The findings will address the

The accomplishments of the first year of the project included the following: develop-

The investigations were conceived, the National

In the jail cell, the investigators observed a man who had been arrested for distributing

28 cases, 12 each involved photographs of boys and photographs of girls; 8 reported movies of boys and 4 reported movies of girls; there was 1 case involving video tapes of boys and of girls. In each of these cases each of the magazines involving boys and adults were searched and the number of girls and boys was noted. In 114 reported cases of child prostitution involving 160 children, 66 were males and 94 were females. The youngest boy was age 3 and two cases involved a one year old girl.

This is a case illustrating distribution of child pornography.

On June 3, 1980 a man was arrested in a rural county by local authorities in con-

and captions under the pictures. In another cabinet, there were large amounts of

There were 37 investigations in child pornography. Of the 37 cases, 23 involved

There were 37 investigations in child pornography. Of the 37 cases, 23 involved

On June 2, 1980, C.B., a 30-year-old, was arrested by the local police and


did not know of any law that said he couldn't. In another cabinet, there were large amounts of

The officer then began going over to the subject's residence on Sundays in his

and jackets were found. A search of the

The accomplished the first year of the project included the following develop-

The accomplished the first year of the project included the following develop-

The second year of the study involves data analysis. The findings will address the

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A few months prior to the arrest, one of

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were involved.
and 4 reported magazines of girls. Of 107 reported cases of child prostitution involving 179 children, 84 cases involved boys and 55 cases involved girls. The youngest boy was age 5 and the youngest girl was age 12.

In England—Out of 299 reporting precincts, there were 32 investigations in child pornography. Of the 32, 19 involved photographs of boys and 14 involved photographs of girls; 2 reported movies of boys and 3 reported movies of girls; there were no video tapes reported; 7 reported magazines of boys and 5 reported magazines of girls.

Out of 382 reported cases of child prostitution involving 896 children, 701 were males and 196 were girls. The youngest boy was age 5 and the youngest girl was age 9.

The law enforcement agencies report a predominance of personal use of the child pornography by the offenders arrested. The statistics range from as little as 32 percent personal use in Indiana cases to 68 percent personal use in Illinois to 63 percent personal use in New England cases.

The following case illustrates a non-commercial operation.

On August 22, 1980, a woman was arrested and charged with Providing Obscene Matters and Performance Before Minors and Contributing to the Delinquency of a Minor. The subject's occupation was as an art and drama instructor. Previous to that, on August 21st, a woman filed a formal complaint, advising that the man wanted a source who would produce a child sex slides on a large scale. He had been identified as a source of material for another child pornographer who had been arrested by Postal Inspectors.

BARRENS TO INVESTIGATION

It has been brought to our attention that one barrier to investigations in child pornography is the priority issue of the safety of the child. Out of 44 cases with data, 12 (27 percent) had a known previous sexual offense against a child. It is not unusual for an investigation to be terminated because the children were at risk of further abuse. The following is one such case.

A junior high school teacher in Michigan was arrested and entered a guilty plea to 12 state charges of criminal sexual conduct. Postal inspectors were investigating the man for selling and distributing child pornography by mail, when information developed indicated he was allegedly molesting children and immediately asked to protect the children who were his targets. The offender is presently on a $30,000 cash bond pending sentencing which will be set following a preliminary investigation.

There are several findings that can be stated from the study at this point.

1. Child pornography can be used as evidence to establish non-consent.
2. The following case is one such example. The boy was interviewed 3 years after the ring was disclosed. His quotes also identify his sexual preference for males.
3. The age of the offenders ranged from 10 to 19.
I asked him about the man who started him into this. He said that if that never happened, my whole life would be different. I think I would be a normal 10 year old in school and dating girls. The man should be dead; he should get the electric chair.

2. The use of children in pornography is a form of child abuse and an important dynamic in the motivation of pedophile. Photographs serve a zombielike purpose for the pedophile. From a psychological point, the photograph provides content for his fantasies (erotic). The child never 'grows up' and thus he can continue his fantasy with a child of many years previous. He can add to his collection—an important feature to child pornography collectors. And, the obvious sexual focus, the photo can serve to control the child and force the child to keep the sexual activity secret—it is blackmail.

3. Clinical observation of the children involved in sex ring crimes (where all children know sex is part of the group membership) indicates that when an adult becomes sexually involved with a child there are risks of this involvement adversely affecting the child's development in a number of ways. The child is prematurely introduced into adult sexuality and may have difficulty synchronizing the physical, emotional, and psychological dimensions of this experience. The result may be that the child can perform physically but not respond emotionally in the sexual situation, and the sexual activity either becomes separate and isolated from feeling. The child may be programmed to use sex to acquire recognition, attention, and validation as well as to satisfy other non-sexual needs. The child's belief that sex is something that is basically improper and needs to be shamed in society. As the child matures he or she ultimately realizes that he or she has been betrayed by someone that was trusted and has been taken advantage of without regard for the impact such victimization can have.

4. The psychological trauma experienced by the child is expressed as post-traumatic stress disorder, chronic type. Of the children followed 1-3 years after the disclosure of the sexual abuse and pornography, many reported the following symptoms: sleep disturbance (unable to fall asleep or early morning awakening); recurring nightmares; irritability and 'temper tantrums,' and intrusive thoughts about the experience.

5. Child pornography cases investigated through the postal department indicated custodial and a preference for male children. Also, the most common request was for prepubescent children.

RECOMMENDATIONS

1. Legislation be written to provide for treatment of the sexually victimized child. Legislation should be formalized at the management level and enforced by those federal agencies who investigate (e.g., FBI Postal Inspection, and Customs) and prosecute sex crimes against children and their families. This linkage has been successfully implemented in this grant project.

2. Legislation is needed to permit judges to order offenders to make restitution to their victims, e.g., payment for the counseling services rendered.

3. A data base needs to be compiled on violators of the obscenity statutes in order to better understand their methods of operation and organization. Such a data base could be derived from the 73 cases completed through the Postal Service survey by interview of the offender and the data analysis of the entire case. This study would be a beginning step toward developing profile characteristics of violators.

4. Follow-up study of the children used in pornography and prostitution as one method to further refine intervention techniques for the child victim.

Mr. Murphy. Thank you very much.

Dr. Burgess, I am sorry I had to charge out, but I had a vote in another committee, and I had to be recorded on that bill.

Ms. Joyce Thomas, the Director of Child Protections to adolescents and性 offenders of young children—these funds were discontinued due to cuts in funds and other priorities of the National

STATEMENT OF JOYCE THOMAS, DIRECTOR, CHILD PROTECTION CENTER, CHILDREN'S HOSPITAL, WASHINGTON, D.C.

Ms. Thomas. I am the director of the Child Protection Center, Special Unit at Children's Hospital. I am a service provider in volved in providing specialized services to children with special needs.

Before providing specific comments, I wish to thank Congress man Murphy and the members of the Subcommittee on Select Edu group of children who often become lost and forgotten in this soci ety.

The problem of commercial sexual exploitation of children and children engaged in prostitution is one which exists in every urban lighted to have this opportunity, as this subject is of particular con cern to me in my role as a service provider and an advocate for sexually-abused children.

We begin, some brief background information may be helpful in defining our orientation as a special program concerned and involved in public issues relating to children. The Child Protective is a multi-faceted program designed to tackle the problems of sexual victimization of children by a combination of services which provide comprehensive client services which include medical, mental health and social service assistance to children who are vic tims of sexual abuse and molestation.

We began this program in 1978 and have since provided a variety of services to children, parents, professionals and community groups.

We provide mental health and social services, social therapy to juveniles who have been sexually victimizing younger children.

In addition, we have created and faithed elementary school cur riculum designed to help avoid situations of potential sexual vic timization. We are heavily engaged in training professionals in the medical, mental health, social services and law enforcement and in the legal systems to enhance sensitivity and competent intervention on behalf of sexually-victimized children, and we are engaged in advo cating for the rights of children to be protected from harm, to be treate humanly by all persons and institutions.

The program have provided service to over 1,500 sexually-abused children, and the continuation of our efforts in service delivery, re sulting in the designation of the Special Services as an exemplary program by the National Institutes of Justice and the recognition of CPC-SU as a model program by the National Association for Victim Assistance and the District of Columbia Medical Society.

The continuation of our program and similar type programs are under the constant threat of loss of funds and reduction of service. We are the offenders of young children—these funds were discont inued due to cuts in funds and other priorities of the National

We are deeply concerned about the problem of children involved in any type of sexual exploitation. Child prostitution is seen and defined in broad terms to include any involvement of children in sexual acts for reward or financial gain with adults or other minors when no force is present.
It may involve bribery or coercion as a mode to induce compli-
ce, or the child may be involved in open solicitation. It involves
the element of payment usually in money, but often in drugs, gifts,
clothing, food or other items.

I have been aware of parents who have actually been involved in
the "sex-for-sale" industry involving very young children in sexual
acts with adults.

Many of these situations come to the CPC-SU by accident. One
such situation involved a 10-year-old girl who was brought to the
Children's hospital emergency room. She was accompanied by a de-
tective of the Sex Offense Branch of the D.C. Metropolitan Police
Department. The police were notified by the child's maternal aunt
when it was disclosed that the child had been involved in sexual
acts with an adult male who lived in the neighborhood.

According to the child, she went to this person to obtain "some
money" for her mother who was hospitalized in a mental institu-
tion. The man agreed to give the child money in exchange for
sexual favors, which included vaginal penetration, oral and anal
sodomy.

The situation was discovered when an older sister discovered
that the child had possession of large sums of money. It was uncov-
ered that the sexual victimization has been going on for over a 1-
year period of time. The offender was arrested, and he pleaded
guilty to indecent acts with a minor.

In addition, she developed gynecological problems and was hospital­
ized for her mother who was hospitalized in a mental institu-
tion. The man agreed to give the child money in exchange for
sexual favors, which included vaginal penetration, oral and anal
sodomy.

As the story unfolded, it was disclosed that this was a case of
child prostitution which involved a highly vulnerable child and an
unstable home environment.

It is important to stress at this point that this case is not usu-
ally in that many sexually-victimized children are coerced to engage
in sexual acts for money and other rewards. Of the cases known
by the CPC-SU, it was determined that about 20 percent of the male vic-
tims and 15.5 percent of the females indicated that they were bilin-
gua in some way to participate in the sexual act.

According to Sharon Satterfield, a physician from the University of
Minnesota Medical School, 65- to 70-percent of juvenile prostitu-
tes have been sexually abused in childhood. Dr. Satterfield's statistics are
based on research conducted in the program in human sexuality at the University of Minnesota. In
work with juvenile prostitutes at a residential treatment center, it was
determined that nearly 100 percent of the residents had been
child-abuse victims; approximately 70 percent had been victims of
sexual abuse.

In a community study done in the Twin Cities—Minneapolis- St.
Paul—it was found that 65 percent of another population of 60 ju-
venile young prostitutes reported a history of child sexual abuse.

In comparing juvenile prostitutes with other delinquent females, Dr.
Satterfield found that the former exhibited significantly more
psychiatric pathology. Federal legislation on juvenile prostitutes assumes that the chil-
dren are always under the sway of a pimp or similar coconspira-
tors. This is not always the case. Sexually abused children are at
higher risk to become juvenile prostitutes.

Even though they may be reactive measures, early case identifi-
cation, crisis intervention services and other mental health treat-
ment of sexually abused children is a crucial point to assess juve-
niles at risk. One can hope that as successes in dealing with child and
other forms of sexual exploitation improves, this will have a
positive effect in reducing the incidence of juvenile prostitution.

Finally, simple changes in the Federal statutes, particularly
Public Law 95-225, which deals with the Protection of Children
Against Sexual Exploitation Act of 1977, harsher penalties for of-
fenders, consumer reactions, improved treatment programs for chil-
dren, are crucial again to the importance of eliminating this social
problem.

We must begin to construct more models to educate children to
protect themselves, and to prevent further victimization.

Thank you.

Mr. MURPHY. Thank you very much.

Mr. BARNABA. Thank you, Mr. Chairman.

I don't have too much prepared, because this was such short
notice, but we run a new agency in Connecticut, and I thought it
was important to hear what we have found in the

cases, young men from various
families, very well educated people, no abuse of any kind in these families.

It appears in all three of these cases, young men from various
cities had come into the community.

We cannot mention names here, because this case is still active.
This young fellow drifted into a community in Connecticut, a very
wealthy community, and made friends with other this young lady's par-
ents, and with a school teacher in the town, and said that he had
been treated very harshly by society and that he could not get a
job, and things were very difficult for him to exist, and he was
looking for a family.
Well, they, in turn, felt sorry for him, found him a job, and he said he still could not make ends meet. They moved him into their home. Within the next 9 months this fellow had not only sexually abused the school teacher's daughter, but also the family's daughter that he had moved in with, who is 15 years of age. During this 9 months he taught this child everything there was to know about sex. He got caught and went to Florida.

The first thing he did, of course, he called on this young lady, and she immediately left home, ran away and joined him in the Jacksonville area.

During the next 5 days, this young lady prostituted a total of 10 to 15 tricks.

The first thing he told her was that he did not have a job, and that, remember all the things I taught you; now, let's put them to use and practice. She was picked up by the Jacksonville police, and they contacted us, and we got her back to Connecticut.

This happened on two other occasions within the last 2 months in communities less than 5,000, where young men have come into the area, made friends with the family, and taken the girl off into prostitution, either to Los Angeles, Boston, or New York.

This seems to be somewhat of a new trend that we are encountering.

Also, in these talks that we are giving in education programs, we are having many boys come forward to us that have been hitchhiking in the communities, and in the last month we have had 11 boys come forward, and they have said that while they have been hitchhiking in the Connecticut communities, men have offered them $50 and $100 for sexual favors or oral sex.

We had a youngster coming out of my local town the other day which shocked the school authorities. Sharon and I were waiting for him.

He said a gentleman stopped me out here on a road. He said, "I am running a house in a community called Clinton, Connecticut."

He said, "I have already got three boys, and I am interested in having a stable of at least 10 or 12 boys," so the boy was very frightened and did not answer him, and he said, "I will take good care of you. I will give you some good transportation. Instead of a bike, I will give you a motorcycle," to try to entice the child.

Not far from our community, we have uncovered and the State police are working on this, a sadomasochism ring involving young­sters 10, 12, 13 years of age, and another group of roen runn­ing an emma club involving youngsters.

The feel the importance of education, it is strongly evident that a lot of these youngsters have had experience, but they have no one to tell, and a case in Rhode Island was mentioned, and if I remem­ber correctly, not one of these kids said anything for about a year, a year and a half period, and there was well over 100 youngsters involved.

We got many youngsters telling us about incestuous situations, and they have had no one to talk to before.

There was a case in Boston, Mass., that I was helping a family get their child back, and I talked to the pimp, and he did not know who I was, and in a 20-minute conversation with the fellow, the first thing he said to me was, he said, well, you know things are a

lot easier now for us, especially with all these Federal cutbacks. We don't have to worry about anything anymore. I thought that was quite a startling statement by this young fellow.

Another young lady that is a city girl, not a local girl, but I think to show you that what is happening to these children, I liken it to the Holocaust.

We have one youngster, a Puerto Rican girl from New York City, the New York police recommended her to us because they had no home. She came to us and told us that she was turning 20 sadomaso­chism tricks a day for the underworld in New York City. She has documented this and involved heavily in cocaine.

She is 17 years of age, and the main reason she wanted to get out of this child prostitution situation and that she had turned a trick 2 months ago that completely revolted her that made her think what is she doing, how soon will she be dead. She was paid the sum of $250 by a husband and wife sent there by somebody else to her apartment. They came with an 8-year-old boy. This boy was tied up in the ceiling, and this young lady proceeded to whip this boy while the mother and father had intercourse.

This case is documented. It is a true, factual case; so, like I say, I did not have too much to prepare here, but I thought it would be good to present this so you can get some kind of an idea that this is not only a city problem, but appearing so much so in the rural areas.

Thank you very much.

Mr. Murphy. Thank you very much.

Ms. Able-Peterson, have you had an opportunity to read the GAO report yet?

Their statement, the report, was entitled "A Problem of Un­s­known Magnitude," and you pretty well put it aptly when you said they are an unknown number. You used the figure, 1.2 million runaways; is that correct, nationwide?

Ms. Able-Peterson. I feel it is a very low estimate.

Mr. Murphy. Do you have a source for that statistic?

Ms. Able-Peterson. Yes, that is a Government statistic. I can find out exactly where you can get that.

Mr. Murphy. If you would let us know, it seems to me from all of this testimony we have heard, not only today, but in prior hearings, that a great percentage of runaways are not reported?

Ms. Able-Peterson. I would agree because some parents never report it, or they are neglectful and not concerned about their chil­dren being on the streets.

Mr. Murphy. Do any of you have an idea of how many or what percentage of the runaways would not be reported by their parents or wards, or whoever is in charge of them?

Ms. Able-Peterson. Again, these children, as I say, tend to slip through the cracks of our system and our societies, and it is very, very hard to count them. I participated in this. I testified this last summer, and I told them the same thing. How many do we need to count? All of the testimony today just tells me that we have a huge problem, and it is time that we really ad-
dressed the issue and started educating children at a very early age to protect themselves.

I think they would come forth more often. We have 10 percent sex education in our schools presently, I understand, in America. I don't even call what I do in schools sex education. I call it health and safety. We need to tell children very small, hey, there are certain places nobody touches your body, and until we do that and take an honest look and talk about incest and child prostitution honestly, we are not going to change.

Mr. Murphy. Have any of you had any connection with the child abuse centers, and is there some possibility in coordinating their efforts in getting an educational program into the elementary schools?

Ms. Thomas. We are very concerned about the problem certainly because we see a large number of children here, and many of the complexities and concerns that we have, not only in dealing with the children, themselves, and the families, but in working with the agencies, particularly when agencies are understaffed. We did undertake a program which was a pilot program this past year, working directly with the school system, and it has been working. However, it is an additional burden, activity for an already very small clinical service staff.

We have been working with four schools in the metropolitan area, and they have been highly received. We have utilized the materials that have been developed in other parts of the country, and one of the amazing things that we are finding is a number of these children who are quite familiar with the issues of sexual abuse, and, therefore, we did feel we were at a point we could really impact what we were doing.

We only dealt with four schools in a school system that has close to 300 schools, and, even at that, we have no idea whether or not we will be able to repeat this very successful program because of funding cutbacks and staff fatigue in areas that we really need to be putting our energies, and we are constantly bombarded with numbers of cases and actual emergencies that require our priorities.

It is working, and I wish we could bottle it and distribute it, but it requires a lot more than talking about it. It requires some fiscal support.

Mr. Murphy. Where does a child go now that is in the 7- to 8-year-old range, and they suffer? Where do they go in the community? Do you have places they can report to other than the police? Most children will not run to the police.

Ms. Thomas. Most of our children, particularly public awareness has made some impact, and we should certainly support that because many children at an early age do tell their parents. Not all children will, but some of the children are aware of the issues of self-protection, and we have found children coming forward to their parents, and we really support and encourage that, because many times it is very upsetting to families, and, therefore, there are some children who do go to their parents, and parents bring them to health facilities.

We need to do more.

Ms. Burgess. I would add that there are two other groups that seem to be very important and helpful in the coordination of services.

One is law enforcement. In the Providence, Rhode Island area, schools, and they encourage the children to either go to the school nurse or the school guidance counselor, because that is an area that is very upsetting to families, and, therefore, there are some parents, and we really support and encourage that, because many children at an early age do tell their parents. Not all children will run to the police.

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ized care for the sexually exploited child. They often became known as the house hole, as they coined it themselves, and did not feel that they fit in with other children. They need a special kind of care, a special place to be, and I think our attitudes in this regard with these children have to really change, and we have to know and see them as victims, not promiscuous, or Lolitas.

Mr. Murphy. How about foster homes?

Ms. Able-Peterson. Unfortunately, sir, I do not have a great deal of belief any more in the foster care systems. I know there have got to still be good foster care parents around, but that whole foster care system has to be looked at. I have three children in my home, and they are in my home because nobody else wants them, and I don't take any funds for those children, and there is a different message definitely.

If they have to get a part-time job and help out with their clothing, that is much different than waiting for a check. Maybe we have to really look at their system, because they go from abusive homes and are in abusive foster homes as well.

I really approve of the small group home setting, or very small institutional setting of perhaps 50 kids, but it is the kind of care you are going to give there, the kind of therapy and consciousness raising that these children need to breathe again. I know, I have come from the same environment, and the only issue really is that you don't feel good enough to be anything else, and that is how the children feel.

Mr. Murphy. Mr. Erdahl, what is the link between child prostitution and child pornography?

Mr. Erdahl. Dr. Burgess, it seems to be more of a dynamic—you have to see whether it is being used for commercial purposes or personal use.

Mr. Erdahl. I was thinking more of the commercial, a multi-billion-dollar industry in this country, at least porn is.

Ms. Burgess. Child pornography, we are not finding the huge amounts that have been reported, and we have been trying to look at the large cases that are coming into view—I think probably the most recent one on the West Coast, where there was claimed to be $50,000,000 a year profit for that particular operator.

It seems to be a very important dynamic in the pedophile and can be used either for his own purposes or of a collector, and the children are being exploited more in terms of the pictures and the use of it as blackmail, et cetera, than necessarily it being a huge

Mr. Erdahl. You make the distinction between what we might assume to be adult pornography and that industry which has different links with organised crime, than this area?

Ms. Burgess. Child pornography is tied in with the collectors, and there is a lot of trading that goes on. A lot of it has the quality of what kids do, baseball cards, and so forth, and they trade their pictures back and forth. Sometimes they charge for it. Other times, not. It is really a subculture within the pedophile. Others prefer to have multiple victims when you get into the house hole, and that seems to be a variation in his operation methods.

Mr. Erdahl. You also mentioned the terms vicious circle, that people tend to be exploited, and we have seen this in other areas, those people were often the people that were abused as children, in turn, became abusive parents.

Could you elaborate a bit further?

Ms. Burgess. We see it a bit as the victimization circle. We have had it documented, 5-year-olds who have been victimized, then with a 3-year-old, always someone younger. Many juveniles are perpetrating their acts on 5, 6, 7-year-olds.

The people are just saying well, these are just young teenagers. There is nothing to it, he will outgrow it.

To fail to address the child victim who very often is male, we may pay a price at a later date in terms of how many become child molestors and rapists. That is being done with offender populations.

Ms. Thomas. When we started our program about 4 years ago, we found that of the offenders, we had 66 percent of them were adolescent boys.

Mr. Erdahl. These are the offenders.

Ms. Thomas. We developed a program to look a little bit closer because we are a pediatric facility, and we have found that a number of these boys, that program that just lost its funding, but that program dealt with looking at how these boys got involved in sexual activities, and many of them had been sexually abused themselves, so we do have the numbers to substantiate the connection.

We see young boys, 7, 8 years old imitating the act with very small children. Thirty percent of our client population, 30 percent of our client population, probably a lot larger if you think about it, but heretofore it has never been understood that that number of boys were the victimized sexually.

Mr. Erdahl. Mrs. Able-Peterson, the Minnesota connection is a term, do you know Mr. Palmquist, who was a policeman in Minnesota?

Ms. Able-Peterson. Being from Minnesota, and having worked in Minnesota as a prostitute and now living in New York City, where I went to, myself, and I was a Wisconsin farm girl, so just that the blonds tend to be identified as a Minnesotan.

Mr. Erdahl. It is just that the blondes tend to be identified as a Minnesotan, not considering, also, that they run away first to Minneapolis, from Minnesota, we are working with children on the Minnesota strip in New York City, I have a pretty clear picture of what that really is.

Mr. Erdahl. Mrs. Able-Peterson, the Minnesota connection is a term, do you know Mr. Palmquist, who was a policeman in Minnesota?

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Mr. Erdahl. Mrs. Able-Peterson, the Minnesota connection is a term, do you know Mr. Palmquist, who was a policeman in Minnesota?
We all resent objects. We are not human, behind the love object, we are just breasts.

There was a lady off the street when she said she did not touch me now. She was the last of many prostitutions that I experienced.

Mr. ERDAHL. Go ahead, sir.

As a matter of fact, I think there's no chance of my situation in the trial. I turned down 25 because these men wanted to spank her or tie her up in bondage.

Mr. BARNABA. I tend to agree... the pimp is watching his children all the time. They can't even run away.

Mr. ERDAHL. All of you and the city have had to beg, borrow, and steal, being a private army, that includes all the money that we have had to put in the educational program.

We are not human, behind the love object, we are just breasts.

The pimp is watching the child while it is working constantly. It is impossible to get a change to take care of the pimp.

The pimp is watching his children all the time. They can't even run away.

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There is some work being done on prevention and protection of the child from this pimp, who might blow her brains out.

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We are not human, behind the love object, we are just breasts.

The pimp is watching his children all the time. They can't even run away.

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There is some work being done on prevention and protection of the child from this pimp, who might blow her brains out.

In the pimp's arrest, no handcuffs. The children call it pimp arrest, no handcuffs.

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Perhaps moneys within that system could be realigned, and we have got to put attention to that.

Mr. ERDAHL. Well, thank you very much, all of you, for your challenging presentations.

The hearing is adjourned.

[Whereupon, at 12:10 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]