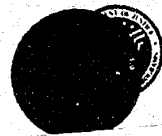


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Department of Justice  
Office of Justice Programs  
*Office of Juvenile Justice and Delinquency Prevention*



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**OJJDP  
Annual  
Report on**

**Missing Children: 1988**

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**U.S. Department of Justice  
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**OJJDP  
Annual  
Report on  
  
Missing  
Children:  
1988**

## **Office of Juvenile Justice and Delinquency Prevention**

Terrence S. Donahue  
Acting Administrator

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

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## U.S. Department of Justice

### Office of Justice Programs

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Office of the Assistant Attorney General

Washington, D.C. 20531

## FOREWORD

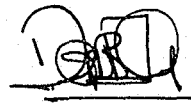
The *OJJDP Annual Report on Missing Children: 1988* describes Federal, State, and local initiatives in behalf of missing and exploited children and their families. This is the first year the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has prepared such a Report. OJJDP is a component of the Office of Justice Programs (OJP) within the U.S. Department of Justice, and it is the primary Federal agency with responsibility for coordinating the Nation's response to the problem of missing children.

The Office of Justice Programs is composed of five Bureaus or Offices: the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. While each Bureau and Office independently awards funds to carry out its programs, together the components constitute a single agency whose goals are to implement innovative programs and to promote improvements in the Nation's criminal and juvenile justice systems.

OJP and its components assist State and local governments in reducing crime and fostering the cooperation and coordination needed to make the criminal justice system function more effectively and fairly. In carrying out its duties and responsibilities, OJP works to form partnerships with State and local governments to help policymakers, practitioners, and the public understand what crime costs in terms of public safety and the social and economic health of communities.

The accomplishments described in this Report would not have been possible without the partnerships forged within OJP's research and development components, and among Federal, State, and local officials across the country. These achievements are a prime example of what can be accomplished through federalism. Another important ingredient in this partnership is the many volunteers working to locate and return missing children and provide assistance to families experiencing the terribly traumatic loss of a child. They are some of the "thousand points of light" to whom this Nation owes eternal gratitude.

By working together, we can protect children—our Nation's most precious resource—and ensure accountability for those who would take advantage of a child's innocence and vulnerability.

A handwritten signature in black ink, appearing to read 'R. B. Abell', written over a horizontal line.

Richard B. Abell  
Assistant Attorney General



## U.S. Department of Justice

### Office of Juvenile Justice and Delinquency Prevention

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Washington, D.C. 20531

## FOREWORD

The issue of missing children is a complex and tragic one. It involves children who are victims of parental or nonfamily abduction; who are pushed or thrown out of their homes by their parents or guardians; or who run away, and as a result, are in danger of being exploited.

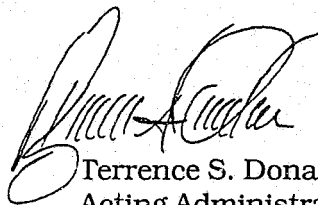
Every child deserves protection from victimization, in particular, abducted children and runaways who may be exploited. Coordination and cooperation among agencies and individuals at all levels are critically needed to prevent and intervene in such tragedies.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is supporting a major initiative to help communities develop systemwide, coordinated programs to respond to the needs of these children and their families. OJJDP is also supporting a program to determine the best ways to reunite a recovered child with his or her family and to help them adjust after all that may have happened while the child was missing. These and other OJJDP-sponsored initiatives are described in this *OJJDP Annual Report on Missing Children: 1988*.

The Report contains recommendations for improving coordination and cooperation among public and private organizations responsible for missing children programs. To further help parents and others working with missing and exploited children, the Report also summarizes Federal, State, and local programs for missing children and lists OJJDP publications, nonprofit missing children organizations, and State clearinghouses.



As the Federal agency with primary responsibility for addressing missing children issues, OJJDP has an obligation to disseminate this information. It is my hope that State and local policymakers will use the information provided in this Report to help develop the coordinated responses that are so critical to protecting our children from abduction and exploitation.

A handwritten signature in black ink, appearing to read "Terrence S. Donahue", written in a cursive style.

Terrence S. Donahue  
Acting Administrator

## Introduction

The Missing Children's Assistance Act defines a missing child as:

Any individual, less than 18 years of age, whose whereabouts are unknown to such individual's legal custodian—if the circumstances surrounding the disappearance indicate that (the child) may possibly have been removed by another person from the control of his/her legal custodian without the custodian's consent; or the circumstances of the case strongly indicate that (the child) is likely to be abused or sexually exploited.

Missing children include youth who run away, youth who are abducted by a family member or stranger, and youth who have been abandoned or forced from their home by their parents.

Since 1984 when the Missing Children's Assistance Act was passed as Title IV of the Juvenile Justice and Delinquency Prevention (JJDP) Act, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has led the Nation's efforts to help missing children and their families, and prevent children from leaving home or becoming victims of abduction. During FY 1988 alone, the OJJDP Administrator awarded more than \$5 million in Missing Children's Program funds for 13 new and continuation initiatives. The goals of these initiatives ranged from making it easier for young victims of sexual exploitation to testify in court, to helping families adjust when a missing child is reunited with parents and siblings, to identifying effective police responses to missing child incidents, to developing reliable estimates of the number of children reported missing in this country each year. OJJDP also supports a national clearinghouse, which operates a toll-free telephone line, to help missing children and their families.

The Administrator also allocated funds from OJJDP's discretionary and Part A programs to support eight projects that address issues related to families and youth, including missing children. These funds supported research, demonstration projects, training for youth-serving professionals, and technical assistance for juvenile justice and nonprofit missing children organizations.

To ensure adequate staff support and oversight for the Office's missing children initiatives, the OJJDP Administrator appointed a Missing Children's Program Director. The Director works closely with OJJDP staff who monitor missing children grants. The Director also makes site visits to observe OJJDP-funded missing children projects, and serves as a key link in inter-agency information sharing about the missing children issue. Under the direction of the Administrator, the Director conducts formal quarterly meetings with OJJDP's missing children grant monitors to improve coordination among projects and provide a forum for discussing project findings and accomplishments.

The Administrator further supports the Missing Children's Program by requiring OJJDP's technical assistance contractor, the Juvenile Justice Resource Center, to provide ongoing support services for OJJDP-sponsored meetings on missing children, peer reviews of missing children grant applications, conference speakers, and production of publications about missing and exploited children. The Administrator regularly informs the public on critical missing children issues and the projects sponsored by OJJDP and other Federal, State, and local agencies. OJJDP's publications address such topics as preventing child sexual exploitation, the law enforcement response to missing children, and stranger abduction homicides of children. (See appendix A of this Report for a complete listing of OJJDP's publications about missing children.) Two reports were published for the final time in 1988: an annual summary of research and demonstration programs relating to missing children and the annual comprehensive plan developed by the Attorney General's Advisory Board on Missing Children. They will no longer be produced because Congress' 1988 amendments to the JJDP Act abolished the Advisory Board as well as the requirement for an annual summary.

The JJDP Act now requires the OJJDP Administrator to report the following information annually to the President, Speaker of the House of Representatives, and the President pro tempore of the Senate:

- A comprehensive plan to facilitate coordination and cooperation among all agencies and organizations with responsibilities related to missing children.

- A summary of effective models of Federal, State, and local coordination and cooperation in locating and recovering missing children, and programs that provide treatment, counseling, or other assistance to parents of missing children or to children who have been abducted.
- A description of how the OJJDP Administrator satisfied the requirements of the Missing Children's Assistance Act.
- A description of the telephone calls received on the national toll-free telephone line, as well as the activities of the national resource center and clearinghouse.
- A description of the OJJDP-funded research and demonstration projects for missing children and their families.
- A description of State clearinghouses that received funding from OJJDP.

This *OJJDP Annual Report on Missing Children: 1988* fulfills the reporting requirements mandated in the JJDP Act, as amended.

# CHAPTER 1

## Enhancing Coordination and Cooperation Among Organizations Responsible for Missing Children Programs

The missing children problem is not a simple dilemma that can be resolved with a simple approach. No one sector of our society—not the Federal Government, not law enforcement, not the family—can work independently and expect to develop any useful or lasting solutions. When a child disappears, for any reason, a variety of resources must be used to coordinate a comprehensive response. These same resources must also be used for developing and implementing long-term solutions to the overall problem.

Local, State, and Federal law enforcement; schools; missing children non-profit organizations; community-based service providers; private attorneys; prosecutors; juvenile courts; families; and Federal, State, and local governments must coordinate their resources in developing comprehensive responses to prevent missing child incidents and to intervene effectively when an event occurs. If they do not work together, the predictable outcomes will be costly duplication of effort, frustration among professionals and victimized families, and failure to resolve an immediate crisis or create a successful prevention strategy. Sadly, our Nation's children have, in some instances, become the victims of well-meaning but uncoordinated efforts.

## The Federal Role in Improving Coordination and Cooperation

Since 1984, when Congress passed the Missing Children's Assistance Act and established the Missing Children's Program within the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Federal Government has increased coordination among its agencies responsible for missing children programs. Initially, the Attorney General's Advisory Board on Missing Children and the Coordinating Council on Juvenile Justice and Delinquency Prevention took the lead in directing these efforts.

From 1984 through 1988, the Advisory Board, pursuant to a congressional mandate, provided guidance to the Attorney General and OJJDP Administrator. The Board wrote and widely disseminated three annual reports that both identified areas for improved coordination and suggested specific action to achieve this goal. These reports focused on interagency coordination at the Federal level and on intergovernmental coordination among Federal, State, and local officials. Its 1988 report, *Missing and Exploited Children: The Challenge Continues*, devoted an entire chapter to "Coordinating Federal Programs and Policies." Many of the Board's recommendations are still viable and should be pursued, including the following:

- The ability of current Federal programs to provide care and shelter for runaways should be reviewed to determine whether national policies are protecting runaways and encouraging family reunification.
- To bridge the gap between the Federal definition of a "missing child" and most States' definition of a "missing child," Congress should amend the Missing Children's Assistance Act to include runaways within the Act's definition of a "missing child."
- Cooperation among federally funded runaway and missing children programs should be increased in a variety of areas—including referrals; coordination of services; sharing and maintenance of the confidentiality of information; and efforts to locate and house runaway children, provide assurances of safety to their families, and promote family reunification.
- Federal agencies, in addition to OJJDP and the Administration for Children, Youth and Families, should become more involved in the issue of missing and exploited children. For example, the Department of Education should support development of prevention programs in schools and alternative educational opportunities for runaway and homeless youth; the Department of Labor should increase runaways' participation in job training; and the National Institutes of Health and the Surgeon

General's Office should develop programs to provide medical services and AIDS education to runaways.

- Rules and statutes governing the Federal Parent Locator Service should be changed to allow more effective use of the network in tracking down abducted children.
- Certain Department of Defense policies—particularly with respect to servicemen and women stationed outside the United States—should be revised to facilitate efforts to return missing children to their lawful custodial parent.
- Federal tax policies that prohibit parents from claiming a missing child as a dependent and do not allow deductions for expenses incurred while trying to locate and recover a missing child should be changed to help alleviate the special financial burdens borne by families of missing children.

The Coordinating Council on Juvenile Justice and Delinquency Prevention is the Federal Government's primary agent for promoting coordination and cooperation. Since 1984, the Coordinating Council has made the issue of missing and exploited children a top priority. Its last five annual reports, all titled *Annual Evaluation and Analysis of Federal Juvenile Delinquency Programs*, have included descriptions of many initiatives sponsored by Federal agencies to help missing, exploited, and abused children.

In July 1987, the Coordinating Council established a Subcommittee on Missing Children to promote communication among Federal agencies concerned with the issue. The Subcommittee assists the Coordinating Council in preparing its annual recommendations to the President and Congress on developing objectives and overall policy on missing and exploited children, and provides the Council with the knowledge and insights critical to formulating an effective Federal response to the problem. This group is chaired by the Director of OJJDP's Missing Children's Program and its members represent the Administration for Children, Youth and Families, the Department of Education, the Public Health Service, and the Department of Housing and Urban Development.

The Subcommittee planned the first Coordinating Council meeting for 1989, focusing on the missing and exploited children issue. Representatives from Federal and State agencies, law enforcement, and national and community nonprofit organizations that deal with missing children conducted panel discussions on nonfamily abductions, parental abductions, community responses, and exploitation of children. Bringing these groups together encouraged and expanded dialogue among them and gave the Coordinating Council members an opportunity to hear recommendations from State, local, and private nonprofit agencies on how the Federal Government can better serve its constituency.

To promote intergovernmental information sharing, the Subcommittee invited professionals from local governments and youth-serving organizations, as well as national organizations headquartered in the Metropolitan Washington, D.C., area to attend the meeting.

## **The States' Role in Improving Coordination and Cooperation**

Missing and exploited children clearinghouses, described in chapters 2 and 5 of this Report, are in the best position to support coordinated efforts among the States. Further, because most clearinghouses are part of State law enforcement agencies, they are also well-positioned to coordinate law enforcement officials at all levels of government. The 10 States that do not have missing children clearinghouses are at a disadvantage because they cannot participate in this important communication network.

As central repositories of current information and statistics about missing child cases, State clearinghouses bear special responsibility for ensuring regular communication and information sharing among all their counterparts. Regional coalitions in the Northeast and Midwest—the Northeastern Coalition of State Missing Persons/Children Units and the Interstate Advisory Council on Missing and Exploited Children—have enhanced information sharing and supported cooperative training and case investigation. Because of these proven benefits, clearinghouses in other parts of the country should consider forming similar alliances. Annual conferences of State clearinghouse profes-



sionals, begun last year, should also be continued to strengthen their communications network and provide opportunities for problem solving, collaboration on difficult cases, and education about new technology.

To ensure accurate data for policy and program development, State clearinghouses and the OJJDP-funded National Center for Missing and Exploited Children (NCMEC) should work together in standardizing data collection forms and reporting requirements. State clearinghouses should analyze trends in cases reported to them and actively share their findings with each other, NCMEC's Technical Advisers, and local law enforcement. Such information can uncover valuable investigative leads, particularly in serial cases, and can help law enforcement establish incident profiles to guide the development of prevention strategies and intervention techniques.

Clearinghouses should collaborate with law enforcement to develop model police procedures for handling missing child cases. This would encourage adoption of investigative standards for such cases and continuity among investigations. Findings from OJJDP's National Study of Law Enforcement Agencies' Policies and Practices Regarding Missing Children and Homeless Youth show that police departments' responses to missing child incidents vary by both jurisdiction and circumstances of the case. State clearinghouses and law enforcement investigators have extensively used the training manuals and audiovisual aids developed by NCMEC to augment their resources and improve their procedures for investigating parental and nonfamily abductions.

State clearinghouses are also positioned to support improved legislation for children. In fact, some clearinghouses have already lobbied successfully for such laws, including statutes that extend the reporting period for cases of child sexual abuse and exploitation; establish mandatory sentences for persons convicted of abducting, exploiting, or assaulting a minor; require local law enforcement to enter reports of missing children into the FBI's National Crime Information Center; and provide for background checks of certain employees working with children. In the same way that they share case-related information, clearinghouses should exchange copies of model legislation as well as their experiences in moving such legislation through the State Government.

Finally, State clearinghouses should increase their outreach to nonprofit missing children organizations (NPO's) and local law enforcement, because most direct assistance to families of missing children and to runaway and homeless youth is provided locally. It is in this role that State clearinghouses serve as the vital link in ensuring a comprehensive, coordinated, cooperative response to missing child incidents. Particular attention should be given to disseminating information about accessing and using supportive Federal programs, such as the Federal Parent Locator Service and the National Crime Information Center; helping service providers and law enforcement work together and with the State clearinghouse; and designing and implementing training programs that provide up-to-date information about the issue of missing and exploited children.

## **The Community's Role in Improving Coordination and Cooperation**

The juvenile justice system, schools, families, and nonprofit missing children organizations form the core of communities' resources for missing and exploited children. OJJDP is supporting the Missing and Exploited Children Comprehensive Action Program to develop systemwide approaches that will strengthen communities' ability to aid families of missing children and increase coordination and cooperation between families and law enforcement authorities. The results of this project should help communities establish or reinforce comprehensive strategies involving the public and private sectors. In the meantime, there are activities that should be undertaken, individually as well as collectively.

Local coordinating groups, composed of representatives of the juvenile justice system, schools, and NPO's, should be formed to: (1) educate one another about their respective roles regarding missing children; (2) assess and prepare an inventory of local resources; (3) develop local policies and procedures for handling missing child cases; (4) exchange information about current cases; (5) create and implement prevention strategies; and (6) inform families and the community at large about the missing children issue, the contributions they can make to child safety, and the steps that should be taken if a child is abducted or runs away.

Police chiefs and district attorneys should ensure that staff responsible for missing child cases are trained in the latest and most effective investigative and prosecutorial techniques. General education in this issue should be incorporated into the basic training for newly appointed police officers and prosecutors; and more advanced inservice training, available through such resources as the National District Attorneys Association and OJJDP-sponsored courses at the Federal Law Enforcement Training Center, should be required for professionals who will be directly involved in such cases.

Police and prosecutors should develop materials that help parents understand what happens when they report a missing child and what will happen during criminal proceedings. Because nonprofit missing children organizations provide ongoing assistance directly to victimized families, NPO's should be consulted in developing and critiquing these products to ensure that they consider all the critical issues.

Juvenile court judges, as well as their colleagues in civil and adult criminal court, should also receive specialized training about missing children so that they can make informed decisions when dealing with child victims, families, and persons who commit crimes against children. The National Council of Juvenile and Family Court Judges (NCJFCJ) offers judicial training on child sexual abuse that covers such issues as detecting and investigating child sexual abuse, reporting incidents of child sexual abuse, interviewing child victims, evaluating medical evidence, and the uses and limitations of expert testimony. Similar curriculums on runaways and parental abductions should also be developed.

Last fall, NCJFCJ conducted an OJJDP-funded 2-day conference on missing children at which interdisciplinary community teams learned about issues affecting missing children and their families and began to build coordinated responses. (See chapter 4 of this Report for further information on the conference.)

Schools play vital roles in teaching child safety and identifying missing children. In a number of communities, police officers or representatives of nonprofit missing children organizations participate with teachers in classroom programs that promote child safety. Their efforts will be enhanced by the

child safety curriculum standards being developed by OJJDP and the National School Safety Center. These standards will help ensure that children not only have a realistic understanding of the dangers they might encounter, but also that they know how to protect themselves. (See chapter 4 of this Report for a description of this project.)

By flagging transcripts and adopting policies and procedures that require schools to transfer records directly from a child's old school to the new one, schools can increase the likelihood that a missing child will be located. Some States' laws require law enforcement to notify both the county clerk and the child's school district when a child is reported missing. These offices flag the child's vital records and alert police when someone applies for a copy. Other States' laws mandate that a student's transfer school obtain a certified copy of the student's record from the previous school. Each of these practices is laudable and should be adopted by school systems that do not have similar provisions.

Nonprofit missing children organizations provide important assistance to searching parents. The very nature of NPO's mission requires them to work closely with schools, law enforcement, families of missing children, and other community-based service providers in order to be successful. Further, to ensure the broadest possible use of their services, NPO's must network with State clearinghouses as well as other NPO's throughout the Nation. It is this latter area that needs continued attention.

NPO's should create a formal communications network to share experiences, expertise, and case-related information; to lobby effectively for legislative changes; and to pool their fundraising talents. In some metropolitan areas, several nonprofit organizations have been established. Their goals are similar and the services they provide, if not identical, are at least complementary.

In August 1988, OJJDP, the Institute for Nonprofit Organization Management, and the National Center for Missing and Exploited Children brought together representatives of four State clearinghouses (Kansas, Missouri, South Carolina, and Tennessee) and four NPO's (Childseekers of Vermont, Exploited Children's Help Organization of Kentucky, Illinois Task Force on Parental Child Abduction, and The Missing Children Project of California) to

improve communication, establish better work relationships, and increase the understanding of each other's roles. Later in the year, NCMEC, Ohio's State clearinghouse, and the Interstate Enforcement Agencies to Recover Children (I SEARCH) Council cosponsored a national conference, "Kids in Crisis: Saving Our Missing and Exploited Children," where NPO's again interacted with other nonprofit service providers as well as law enforcement officials, educators, prosecutors, attorneys in private practice, social workers, and victimized families. Such workshops and conferences promote team building among NPO's; however, it is up to the NPO's themselves to continue fostering supportive relationships that will lead to improved cooperation and coordination.

## Conclusion

The foundation clearly exists to improve coordination and cooperation among the Federal, State, and local organizations that work with missing children and their families. The Coordinating Council provides an excellent means to increase communication among Federal agencies and identify ways to enhance interagency collaboration. In addition, OJJDP's program planning process for FY 1990 will include a 1-day workshop on missing and exploited children at which Federal, State, and local experts will identify comprehensive prevention and intervention approaches.

At the State level, clearinghouses continue to provide valuable intra- and interstate support as well as linkages between national and local initiatives. Locally, nonprofit missing children organizations not only offer direct services to missing children and their families, but also help bring them together with other community resources and professionals.

We must recognize that the complex nature of the missing children problem requires ongoing, coordinated attention from public and private resources. It is not enough to sponsor an annual conference, or devise recommendations for action, or contribute to a nonprofit organization. Isolated responses will not benefit children and families in crisis nor will they prevent victimization of others in the future.

## CHAPTER 2

# Federal, State, and Local Assistance for Missing Children and Their Families

Since the early 1980's when national attention was first focused on the problem of missing children, a broad range of services and agencies has been organized to respond. Federal, State, and local programs help locate missing children, provide shelter and counseling to runaway and sexually exploited youth, improve skills in apprehending and prosecuting nonfamily and parental abductors, and assist searching families and law enforcement. Private corporations have also become involved by making cash and in-kind contributions, distributing posters of missing children's photographs, and promoting child safety messages. The following discussion briefly summarizes Federal, State, and local programs that in FY 1988 provided support in locating and recovering missing children, offered treatment to families of missing children, and counseled children who had been abducted.

### Federal Initiatives

Five departments in the Federal Government support missing children initiatives: the Department of Justice; Department of Health and Human Services; State Department; Department of the Treasury; and U.S. Postal Service. The Department of Justice assists State and local law enforcement officials and prosecutors by tracking persons accused of certain crimes against children, providing training in investigative techniques and case preparation, supporting an automated information system that allows information sharing among State and local agencies, and conducting research on people who victimize children. The Department of Health and Human Services primarily addresses the needs of runaways and homeless youth, but also supports a national locator network that helps search for parents involved in family abductions. The State Department provides assistance in cases of international abduction, while the Department of the Treasury investigates international production, importation, and distribution of child pornography. The Treasury Department also trains law enforcement officers in proven investigative strategies for cases

of child sexual exploitation. The U.S. Postal Service investigates the shipment of child pornography through the mail.

## **The U.S. Department of Justice**

### *The Federal Bureau of Investigation (FBI) Fugitive Felon Unit*

When an individual, charged by a State with committing a felony, flees to another State to avoid arrest and prosecution, the Federal Fugitive Felon Act allows the State prosecutor to request that Federal criminal charges, called Unlawful Flight to Avoid Prosecution (UFAP), also be filed. To obtain a UFAP warrant, prosecutors must ensure that the State not only will pay all costs of extradition, but also will prosecute the alleged offender when he or she is located. Once Federal charges have been filed, FBI agents and U.S. marshals in the Fugitive Felon Unit can track an accused person anywhere in the United States.

The 1980 Parental Kidnapping Prevention Act directed the U.S. Department of Justice to apply the provisions of the Fugitive Felon Act to cases of parental kidnapping. Last year, the U.S. Department of Justice issued 1,123 new UFAP warrants in cases of parental abduction and resolved 1,149 new and pending cases. More recently, the FBI and the National Center for Missing and Exploited Children began a cooperative effort to disseminate posters containing photographs of both the abducting parent and the missing child to increase the likelihood that parental kidnapping cases will be successfully resolved.

### *The FBI National Crime Information Center*

The National Crime Information Center (NCIC) is a national law enforcement computer that allows police from different jurisdictions to communicate easily about cases under active investigation. The NCIC has several data bases important in locating missing children.

*Wanted Persons File.* The Wanted Persons File contains information about individuals with outstanding Federal and/or State felony arrest warrants, including persons who have been charged

with kidnapping and child sexual exploitation. Details such as the name and physical characteristics of the accused, the type of offense allegedly committed, and the name of the agency filing the charges are recorded.

*Missing Persons File.* The Missing Persons File contains information on adults and children who have been reported missing by either State or Federal law enforcement officials. Categories in the NCIC Missing Persons File include: (1) Disability; (2) Endangered; (3) Involuntary; (4) Juvenile; or (5) Catastrophe. Data about missing children most often are entered into the endangered, involuntary, and juvenile categories. Because runaways are reported in the juvenile category, it is the largest of the five files.

*Unidentified Persons File.* The Unidentified Persons File contains information about people whom law enforcement authorities are seeking to identify. For example, law enforcement authorities occasionally must determine the name of persons who cannot identify themselves because of a physical or mental disability. More frequently, however, authorities must identify someone who has died without identification. Every day the Unidentified Persons File cross-matches its entries with those in the Missing Persons File so that when a person reported as missing by one jurisdiction is entered as unidentified by another jurisdiction, the investigators in the two jurisdictions can be notified to conduct a more indepth inquiry.

*The FBI National Center for the Analysis of Violent Crime and the Behavioral Science Instruction and Research Unit*

The National Center for the Analysis of Violent Crime (NCAVC) and the Behavioral Science Instruction and Research Unit (BSIRU) are part of the FBI Academy at Quantico, Virginia. NCAVC and BSIRU provide technical assistance to local, State, and Federal law enforcement officers who are investigating serial incidents of child molestation, abduction, rape, and murder. The



BSIRU also provides technical assistance in single incidents when it would help the investigator understand the behavioral characteristics of the offender.

NCAVC and BSIRU staff teach courses about interpersonal violence and sexual exploitation to local, State, and Federal law enforcement professionals at the FBI Academy. Recently, the Behavioral Science Instruction and Research Unit wrote a behavioral analysis of child molesters that was published by the National Center for Missing and Exploited Children. BSIRU staff currently are conducting OJJDP's Case History Development Program on Convicted Child Abductors/Serial Child Rapists. (See chapter 4 of this Report for further information on this program.)

#### *The FBI Uniform Crime Reporting Program*

The FBI Uniform Crime Reporting Program (UCR) is a cooperative effort to collect and report annual crime statistics from more than 16,000 city, county, and State law enforcement agencies nationwide. Participating agencies submit data about crimes and arrests to the Federal Bureau of Investigation for entry into the UCR data bases. Every July, the FBI publishes *Crime in the United States*, a compendium of all UCR data collected during the preceding year. These data are also analyzed by the U.S. Department of Justice's Bureau of Justice Statistics.

The UCR system was designed in the 1920's and, until the 1980's, the types of data reported remained virtually unchanged. In the early 1980's, the law enforcement community called for a thorough evaluation of the UCR. As a result of this evaluation, the FBI will incorporate victim-related data into the UCR, which will make it possible to learn more about child victims of crime.

While the FBI has already begun to program the recommended changes into its computers, implementation by city, county, and State law enforcement agencies is expected to be slow because many of them will have to acquire new or additional data processing tools.

### *The National Obscenity Enforcement Unit*

Following publication of the *Final Report of the Attorney General's Commission on Pornography*, and in response to the Commission's recommendations, the U.S. Department of Justice established the National Obscenity Enforcement Unit. This unit is composed of the Obscenity Law Center and the Federal Obscenity Task Force, which were created to pursue Federal cases of obscenity and child pornography and to provide resources and technical assistance to State prosecutors pursuing similar cases at the local level.

The Obscenity Law Center provides legal resources and litigation support for prosecutors. In addition, the Center disseminates information on recent developments in obscenity and child pornography law. The Federal Obscenity Task Force assists U.S. Attorneys in Federal prosecutions of these crimes and coordinates investigative efforts with State and local prosecutors, the U.S. Customs Service, the U.S. Postal Service, the FBI, and the Internal Revenue Service. The Task Force also provides training on obscenity and child pornography issues to Federal, State, and local prosecutors and law enforcement investigators.

### *Office of International Affairs*

The U.S. Department of Justice, Criminal Division, Office of International Affairs handles the international extradition of offenders, wanted by State or Federal authorities, who have fled the country to avoid arrest and prosecution. The United States has treaties with many countries that require cooperation in extraditing criminals, including offenders who have been accused of abducting or sexually exploiting children. Unfortunately, some of the treaties allow countries to refuse to extradite their own nationals.

International extradition of parents accused of abducting their own children presents unique difficulties. Because many of the international treaties were negotiated before parental kidnapping was a crime, they do not explicitly provide for the extradition of parents who abduct their children—even though they may provide for the extradition of kidnappers. The Office of International Affairs has taken the position that if both countries agree to include parental kidnapping within the meaning of the term "kidnapping," the United States will initiate extradition proceedings.

### *The Immigration and Naturalization Service*

Foreign nationals accused of abducting or sexually exploiting children may leave the United States and then attempt to reenter the country. Most of the Immigration and Naturalization Service's (INS) border checkpoints are equipped with computers linked to the FBI's National Crime Information Center. Thus, if a felony arrest warrant is outstanding for an offender who has fled the country, and if that warrant has been entered into the NCIC Wanted Persons File, INS agents may be able to arrest the fugitive when he or she tries to return to the United States. The INS also maintains a "Look-Out Book" that contains information about wanted persons to whom INS agents should pay special attention.

### **The U.S. Department of Health and Human Services**

#### *Administration for Children, Youth and Families*

The Administration for Children, Youth and Families (ACYF) executes the mandates of the Runaway and Homeless Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act, as amended. As such, the agency funds the operations of the National Runaway Switchboard, a toll-free telephone service used by runaway and homeless youth to find shelters and other assistance. The National Runaway Switchboard also serves as a message center for runaway and homeless youth and their families to facilitate communication among family members and help reunite the family.

ACYF distributes Federal funds to States based on the number of youth under age 18 who reside in the State. These funds have helped to establish and operate 273 runaway and homeless youth programs in 50 States, the District of Columbia, Puerto Rico, Guam, the Northern Mariana Islands, and the Virgin Islands. The shelters provide runaways with food, clothing, housing, counseling, medical treatment, and crisis intervention. They also begin the process of reuniting runaways with their families or, in cases where family reunification is inappropriate, helping youth decide on a course of action. ACYF supports 10 coordinated networks of shelters that provide services to State and local runaway and homeless youth facilities. ACYF also awards

funds to community-based programs for long-term support to runaway children, including medical care, mental health services, education, job skill training, and employment.

In FY 1987 and FY 1988, ACYF's discretionary research and demonstration programs included:

- Grants to assist youth service providers replicate a program developed by Bridge Over Troubled Waters in Boston, Massachusetts, to foster independent living and self-sufficiency skills for older homeless youth.
- Developing an effective treatment program for dysfunctional families, designed to safeguard the interests and well-being of a runaway child, while allowing the family to continue as the child's primary caretaker.
- Developing a model program to assist homeless youth, unable to be reunited with their families, make the transition from emergency runaway and homeless youth shelters to independent living and self-sufficiency.

ACYF also supported the National Resource Center for Youth Services, which provides technical assistance, information, training, and consultation to public and private youth-serving agencies on a variety of issues, including runaway and homeless youth, juvenile prostitution, adolescent suicide, adolescent sexuality, and minority youth.

#### *The Office of Child Support Enforcement*

The Office of Child Support Enforcement (OCSE) operates the Federal Parent Locator Service (FPLS), a computerized, national locator network that provides information about a parent's whereabouts. FPLS receives address records from six Federal agencies: the Social Security Administration; Internal Revenue Service; Veterans Administration; Department of Defense; National Personnel Records Center; and Selective Service System.

Prior to 1980, Federal law restricted the use of FPLS to child support enforcement agencies. In 1980, the Parental Kidnapping Prevention Act authorized its use in parental kidnapping, child custody, and visitation cases. As a result, in FY 1988, the FPLS handled 170 requests for assistance in parental kidnapping or interstate child custody cases.

The Federal Parent Locator Service has provided technical assistance to States wanting to access the system, and has collaborated with the National Center for Missing and Exploited Children to produce the pamphlet, *Just in Case...Guidelines on Using the Federal Parent Locator Service in Cases of Parental Kidnapping and Child Custody*.

## **The U.S. State Department**

### *The Office of Citizens Consular Services*

The Office of Citizens Consular Services (OCCS) assists American parents whose children have been abducted internationally. Since 1976, the State Department has received reports of more than 2,700 American children taken or detained abroad. Currently, OCCS is working on more than 700 unresolved cases.

OCCS, in conjunction with the U.S. Embassies and Consulates located in the host countries, provides general information about foreign and domestic laws and procedures that might help secure a child's return. Additionally, in 1988, the State Department's Bureau of Consular Affairs published a comprehensive booklet, *International Parental Child Abduction*, to acquaint American parents with the services available to assist them in locating and recovering their children. The Bureau also provides American citizens, whose children have been taken abroad, with lists of foreign attorneys who can represent them abroad.

Former President Ronald Reagan designated OCCS to serve as the American Central Authority for implementing the Hague Convention on the Civil Aspects of International Child Abduction. As such, OCCS works with both foreign parents whose kidnapped children are believed to be in the United States and

American parents whose children have been taken to other nations participating in the Hague Convention.

### *The Office of Citizenship Appeals and Passport Services*

Controlling the issuance of United States passports to American children is one way to prevent the international abduction of a child. If a court has awarded a parent sole custody of a child, or issued a restraining order that prohibits removing a child from the United States, the Office of Citizenship Appeals and Passport Services will refuse to issue a passport for the child if the custodial parent notifies the Office in writing and provides a copy of the court's order. Further, even if a custody or restraining order has not been issued by the courts, the Office of Passport Services can "flag" its records and notify a parent if an application is filed in the child's name. Then, the parent may have time to obtain protective court orders and preclude issuance of the passport. Unfortunately, the Office of Passport Services is not able to prevent a foreign country from issuing its own passport to a child if he or she is also a citizen of that country.

### *U.S. Embassies*

When an international child abduction occurs, the U.S. Embassy or Consulate in the country to which the child has been taken will conduct a Welfare and Whereabouts Check to determine the child's location and assess the child's safety and well-being. Although Embassy and Consulate staff cannot act as private investigators, they will meet with both the custodial parent and, if possible, the abductor. Embassy personnel will attempt to visit the child quarterly, or more often if necessary. If they are unable to visit the child, they will seek assistance from the host country's government to see the child and ensure his or her safety.

If a parent succeeds in negotiating the return of his or her child, and if there is no court order prohibiting the child's removal from the foreign country, the American Embassy or Consulate can provide passports and help the parent obtain exit documents. Under some circumstances, U.S. Embassies and Consulates will also make repatriation loans to help Americans stranded abroad travel home.

## **The U.S. Department of the Treasury**

### *U.S. Customs Service*

In 1987, the U.S. Customs Service inaugurated the Child Pornography Enforcement Program to develop additional sources of information about the importation, production, and distribution of child pornography. Through this program, the Customs Service organized an investigative unit—the Child Pornography and Protection Unit (CPPU)—to eliminate or reduce the importation of child pornography. The Customs Service also signed a cooperative agreement with the National Center for Missing and Exploited Children to create a national TIPLINE (1-800-843-5678) that receives information about the production and distribution of child pornography. These efforts have already produced results. In 1988, 541 investigations were opened by the CPPU. A call to the TIPLINE following a television broadcast of "21 Jump Street" was instrumental in the arrest of a major distributor of child pornography.

In addition to their work to eradicate child pornography, Customs Inspectors are instrumental in the recovery of children who have been abducted internationally. Customs Inspectors—using computers that access the FBI's National Crime Information Center Wanted Persons File—can arrest individuals trying to reenter the United States at U.S. Customs border checkpoints if felony arrest warrants have been issued for them and entered into the NCIC.

### *The Federal Law Enforcement Training Center*

Located in Glynco, Georgia, the Federal Law Enforcement Training Center (FLETC) offers several training courses, developed by the Office of Juvenile Justice and Delinquency Prevention and the National Center for Missing and Exploited Children, to improve the investigation and management of missing and exploited child cases. "Child Abuse and Exploitation Investigation Techniques" (CAEIT) provides advanced training in the investigation of child sexual exploitation cases. Topics in the course include physical abuse, sexual abuse and exploitation, incest, missing and exploited children, interviewing techniques, and legal considerations in case preparation. In FY 1988, 916 State and local police officers attended CAEIT training. Other courses offered at FLETC, such as "Police Operations Leading to Improved Children and

Youth Services" (POLICY), also include instruction about missing children. In FY 1988, more than 1,200 law enforcement officials attended POLICY I and POLICY II classes.

### *United States Postal Service*

U.S. Postal Inspectors have formed a partnership with the FBI and the U.S. Customs Service to investigate the importation, production, distribution, and shipment of child pornography through the mail. Postal Inspectors have participated in several large "sting" operations with the FBI and have successfully uncovered national production and distribution systems disseminating child pornography in the United States. Since 1984, the Postal Service has arrested more than 1,000 persons on charges of mailing or receiving child pornography in the U.S. mail.

The U.S. Postal Service established and operates the Child Alert Program, which encourages letter carriers to watch for missing children when delivering mail. The Post Office also publishes photographs of missing children in Postal Service and union publications.

## **State Initiatives**

Several States have formed advisory councils or commissions to provide general direction and guidance for State-level efforts in behalf of missing children. Three such groups—the California Child Abduction Recovery and Enforcement Council, California District Attorneys Association, and New Jersey Commission on Missing Persons—are described in this chapter. In addition, most States have established clearinghouses to act as central repositories of information about missing child cases and coordinate with other States in locating missing children. They are discussed here, as well as in chapter 5 of this Report.

### *State Clearinghouses*

State clearinghouses have become a critical component of coordinated and efficient community responses because more than 19,000 law enforcement agencies nationwide and a variety of public and private child welfare and



protection agencies, private voluntary organizations, and other service providers each address separate aspects of the missing and exploited children problem. In 1982, Florida enacted legislation that created the first State clearinghouse for missing and exploited children information. Since then, 40 States and the District of Columbia have established clearinghouses to develop interagency, interdisciplinary, and interstate coordination and cooperation essential to successfully resolve missing and exploited child cases. (See appendix C for a list of State clearinghouses.) Because law enforcement agencies have the primary responsibility for investigating and resolving missing and exploited child cases, 38 of the States placed their clearinghouses within a statewide law enforcement agency and mandated that the State clearinghouses:

- Coordinate with intra- and interstate agencies.
- Provide NCIC access.
- Assist local law enforcement.
- Train criminal justice and youth services professionals.
- Assist in returning missing children to their families.
- Obtain statewide media support.
- Act as a central repository for information about missing child cases reported in the State.
- Collect data about missing child cases, enter them into a computer to serve as an archive, and generate reports.

Not all States, however, emphasize a law enforcement response to missing and exploited child cases. The States of Ohio and New Mexico placed their clearinghouses in the State Department of Education. Ohio's clearinghouse legislation mandates the development of a statewide prevention education curriculum for school children and a statewide training curriculum for peace officers. In contrast, the State of Louisiana placed its State clearinghouse

within the Department of Social Services. It provides technical assistance and referral services to runaways and parents of missing children.

Chapter 5 of this Report describes the 21 State clearinghouses that received assistance from the Office of Juvenile Justice and Delinquency Prevention during FY 1988.

#### *California Child Abduction Recovery and Enforcement Council*

The California Child Abduction Recovery and Enforcement Council (C-CARE) provides training and guidance on parental abduction cases to law enforcement officers. C-CARE was established in 1985 through the combined efforts of the District Attorneys' Offices in San Bernardino, Orange, Riverside, and Los Angeles Counties.

The organizers of C-CARE recognized that the lapse of time between law enforcement's receipt of a parental kidnapping report and its referral of the case to the District Attorney's Office is a significant barrier in resolving parental kidnapping cases. Thus, they designed C-CARE to encourage law enforcement to: (1) recognize parental abduction as a crime; (2) use the most productive procedures and investigative techniques in resolving this type of case; and (3) work cooperatively with prosecutors to establish parental abduction units within the District Attorney's Office. By 1988, 80 percent of the counties in California had active parental abduction units.

C-CARE responds on a national level to inquiries from parents, judges, and law enforcement when an abducted child from another State is believed to be in California. The county parental abduction units provide assistance to California parents and law enforcement officers when a child is kidnapped in the State. In the past, C-CARE also has worked with the Adam Walsh Foundation and the Vanished Children's Alliance, providing its expertise for their legislative lobbying activities.

#### *The California District Attorneys Association*

In December 1987, the California District Attorneys Association sponsored a 2-day training program, "Child Abduction Seminar," for California's prosecut-

ing attorneys. This seminar was the first of its kind in the Nation for prosecutors and criminal investigators. The training session covered:

- Initial police officer/investigator responses to reports of child abduction.
- Legal effect of civil court orders on criminal cases.
- Police response to visitation problems.
- Psychological impact of child abduction.
- Interstate and international cases of child abduction.
- Preliminary hearing and trial strategies.

#### *The New Jersey Commission on Missing Persons*

The New Jersey Commission on Missing Persons and the Missing Persons Unit of the New Jersey State Police developed a State Action Plan that recommends ways to improve the State's ability to respond to the needs of missing persons and their families. The State Action Plan is designed to be a resource for law enforcement agencies, social service providers, educators, policy-makers, and members of the public involved in missing and exploited child issues.

The State Action Plan recommends:

- Increasing training opportunities for law enforcement officials.
- Entering all missing person cases into the FBI's NCIC Missing Persons File.
- Expanding the scope of New Jersey State clearinghouse activities.

- Developing prevention education materials.
- Expanding placement alternatives for runaways, including secure facilities.
- Increasing the availability of counseling for runaways and their families.
- Strengthening New Jersey's criminal parental kidnapping laws.
- Enacting laws that require schools and the State's Bureau of Vital Statistics to "flag" the records of missing children.
- Enacting stricter child pornography laws and stricter penalties for persons convicted of sexually exploiting children.
- Conducting criminal history record checks on all persons who work with children in a supervisory or custodial relationship.

In FY 1988, the New Jersey Commission on Missing Persons sponsored a training conference for the State's law enforcement, social services and youth services professionals, and community advocates. The conference, "Working Together," trained participants in the investigation of missing person cases, including parental abductions and runaways; the psychological impact of returning a missing person to his or her family and the community; the role of the medical examiner; and community organizing techniques.

## **Local Initiatives**

On the local level, missing children private nonprofit organizations (NPO's) provide services for missing children, their parents, and siblings, including prevention education, legal assistance, family support, telephone hotlines, investigative services, and financial assistance. Many NPO's work directly with parents who are searching for a missing child. Through networks of

missing children NPO's, parents may obtain help in cities across the country where their child might have been seen. NPO's also offer counseling services, or make referrals to such services, for missing or sexually exploited children and their families. The recent achievements of several grassroots missing children NPO's, described below, are representative of the work of more than 100 such organizations nationwide. (See appendix B of this Report for a list of missing children nonprofit organizations compiled by the National Center for Missing and Exploited Children.)

### *The Adam Walsh Child Resource Centers*

The Adam Walsh Child Resource Centers were founded in 1981 by John and Revé Walsh following the abduction and murder of their son, Adam. The Centers provide support and assistance to victimized children and their families, ensuring that their legal rights are protected and that public attention is given to the case when appropriate. There are four Adam Walsh Child Resource Centers nationwide: Orange, California; West Palm Beach, Florida; Rochester, New York; and Cleveland, Ohio.

With support from the Digital Corporation and the American Legion's Child Welfare Foundation, the Adam Walsh Child Resource Centers and the National Center for Missing and Exploited Children developed "Kids and Company," an elementary school child-safety curriculum that contains lesson plans for teachers, exercises for students, a take-home guide of prevention materials for parents, and four role-playing videotapes. The Digital Corporation also provided computer hardware and software so that the Adam Walsh Resource Centers, the National Center for Missing and Exploited Children, and the American Bar Association's National Legal Resource Center for Child Advocacy and Protection could work together to establish an online computer data base of child protection legislation.

### *Child Find of America*

Founded in 1980 by Gloria Yerkovich, a parent searching for her child, Child Find of America in New Paltz, New York, is one of the oldest national missing children organizations. It employs former law enforcement officers, trained in investigative techniques developed specifically for locating missing children, to

help parents search for their missing child. By 1987, Child Find of America had helped families locate 1,876 missing children.

In 1987, Child Find of America established a pilot mediation and counseling service in Florida to encourage parents who have abducted their children to resolve their custody disputes. In 1988, this program, known as the 1-800-A-WAY-OUT program, was expanded into Alabama, Arizona, California, Connecticut, Louisiana, Maine, Massachusetts, Mississippi, New Hampshire, New Mexico, New York, Ohio, Pennsylvania, Rhode Island, Texas, and Vermont. The program's volunteer mediators, provided by the Association of Family and Conciliation Courts and the Academy of Family Mediators, have resolved cases involving 19 children.

In 1988, with funds from OJJDP, Child Find of America began developing a second part of its mediation program. Parents experiencing the stress of a marital separation are now able to request the services of a trained counselor to help them avoid kidnapping their children. Counselors, provided by Child Find of America, work with parents to show them the harm their children could suffer if abducted.

### *Children's Rights of America*

Founded in 1962 by Kathy Rosenthal following the return of her parentally abducted stepchild, Children's Rights of America, located in Largo, Florida, is a nationally recognized nonprofit child advocacy and youth services organization. It provides direct case-related support to help locate missing children, including technical assistance to law enforcement and attorneys representing searching parents. Children's Rights of America offers counseling to families and disseminates photographs of missing children to print and electronic media. Staff members catalogue all reported sightings of missing children and then take steps to verify or disprove the information. Whenever possible, staff are involved in the family reunification process once a missing child is recovered.

In-house counseling is offered to abused and troubled teenagers and to recovered missing children and their families. In addition, specialized training seminars are extended to law enforcement and social service professionals,

teachers and school administrators, parents, and children on prevention and investigation of missing child incidents.

In 1988, Children's Rights of America instituted new programs to provide street outreach to runaways, child prostitutes, and homeless or abandoned youth. A 24-hour toll-free national Youth Crisis Hotline (1-800-442-HOPE) was instituted so that troubled youth who are suicidal, drug or alcohol dependent, depressed over family or school problems, abused, or abandoned can get help.

### *Find the Children*

Find the Children, located in Los Angeles, California, acts as a resource for parents, children, and other organizations to prevent abductions of children and help recover those who are missing. Find the Children was established in 1983 by the producer of the television movie, "Adam," which focused national attention on the issue of missing children. Following the three broadcasts of "Adam," photographs of missing children were displayed nationally on television. Twenty-three children whose pictures were shown were recovered. Several more children were recovered after the movie's sequel, "Adam: His Song Continues," was broadcast.

Find the Children disseminates photographs to local and national media to increase the likelihood that missing children will be recognized. Media coverage also informs runaways that their parents will welcome them back home and lets children whose abductors have lied to them know that their parents really are looking for them.

### *Exploited Children's Help Organization*

A volunteer organization located in Louisville, Kentucky, the Exploited Children's Help Organization (ECHO) coordinates efforts to locate and recover missing children. Working on a national level with other nonprofit organizations and law enforcement, ECHO assists parents of missing children. Staff accompany parents to police departments, help them through the court process, and refer them to local counseling centers. ECHO also sponsors a

parents' network through which parents whose children have been abducted or sexually abused help other parents who are living through the same ordeal. These volunteer parents give moral support and make referrals to other community services.

Using private donations, ECHO established a Search and Recovery Fund for families of missing children. Families can use the money for photo distribution campaigns, long distance telephone calls, and transportation and lodging to recover a located child. The Fund's governing committee responds to parents' requests for financial assistance within 24 hours. To date, 212 families have been helped by the Fund.

ECHO developed and published *What To Do If Your Child Is Missing*, a booklet that provides step-by-step instructions for parents who are trying to locate and recover a missing child. It has distributed the booklet to police agencies, the courts, and local counseling centers. ECHO is now developing a Kids In Court program to assist child victims of abduction and/or abuse when they testify. The program shows child witnesses a videotape produced by the Court Appointed Special Advocate (CASA) program, involves them in role-playing exercises, and takes them on tours of the courthouse to alleviate their fears. Counselors, victim advocates, and parents and children who have appeared in court helped develop the program.

### *Our Town Family Center*

Located in Tucson, Arizona, Our Town Family Center helps families whose children are missing and provides reunification assistance when abducted children are recovered. The Center provides mental health therapy, including short-term reunification counseling, for families in transition as a result of abduction or exploitation. It also offers prevention and support such as counseling, group therapy, and educational services. The Center responds to law enforcement officers' requests for help for runaways and their families. Staff refer troubled youth, their parents, and siblings to appropriate community counseling centers to deal with specific problems such as family violence, divorce, and alcohol and drug abuse.



### *The Center for Missing Children, Inc.*

The three purposes of the Center for Missing Children, Inc., located in Rochester, New York, are to provide crisis intervention therapy for families experiencing an abduction and/or exploitation, to provide followup services needed by families and victims of abduction and exploitation, and to design and implement training programs for volunteers and professional therapists who work with missing children and their families.

With funds received in FY 1988 from the Office of Juvenile Justice and Delinquency Prevention, the Center developed therapeutic approaches to use with abducted children and their families; provided a support network for families of abducted children; and offered continuing therapy for children and families who had been victims of abduction. Center staff also provided reunification support and counseling when a missing child returned to the family, helped child witnesses at legal hearings stemming from abduction or molestation, and provided therapists to testify as expert witnesses in such cases.

### *Vanished Children's Alliance*

The Vanished Children's Alliance, located in the San Francisco Bay area, offers location and recovery support to law enforcement agencies and parents of missing children. The National Runaway Switchboard, the National Center for Missing and Exploited Children, and law enforcement agencies make referrals to the Alliance. Parents can receive technical assistance immediately following the missing incident by calling the Alliance's headquarters (1-408-378-5678). Staff guide parents through police procedures, teach them about the FBI's National Crime Information Center, and, in cases of parental kidnapping, explain how to establish a custody order after the fact. Sightings of missing children can be reported to the Alliance via a WATS line (1-800-235-3535). Staff follow up on solid leads by relaying the information to law enforcement agencies both in the jurisdiction where the missing incident occurred and in the area of the sighting.

Each week, the Vanished Children's Alliance receives 30 to 50 new missing child cases from across the United States. In 1988, 1,157 missing child incidents were reported to the Alliance, including 532 involving family abduc-

tions, 475 involving runaways, and 28 involving stranger abductions. Of those children reported missing in 1988, 757 had been located by year's end.

The Vanished Children's Alliance also offers long-term support to the family during the search process. It distributes missing children's photographs to the media; networks with other nonprofit organizations, law enforcement, and State clearinghouses; and maintains a national referral list of therapists and lawyers with expertise in missing children incidents. The Alliance supports the recovery process by providing services such as reunification counseling for families and the recovered child.

## CHAPTER 3

### National Toll-Free Telephone Line, Resource Center, and Clearinghouse

The National Center for Missing and Exploited Children (NCMEC) is administered under a cooperative agreement with the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The Center provides technical assistance in the prevention, investigation, prosecution, and treatment of missing and exploited child cases and is a national clearinghouse of information about innovative and model missing children programs, services, and legislation. It operates a national toll-free telephone line, 1-800-843-5678, by which individuals may report information on the location of a missing child or request information about procedures for reunifying missing children with their families.

#### The National Toll-Free Telephone Line

The toll-free telephone line, which is part of NCMEC's Technical Assistance Division, receives an average of more than 190 calls each weekday. Operating 7 days a week, it has 13 incoming 800-lines and a national TTD line for the hearing impaired. All calls are tape recorded to help law enforcement investigations. Starting in January 1989, the telephone line became a 24-hour operation in compliance with the 1988 amendments to the JJDP Act.

During 1988, the following types of calls were received on the NCMEC's toll-free telephone line:

<b>Total Information Requests</b>	<b>40,521</b>
Technical assistance directly related to a missing or runaway child incident	9,320
Publications	4,862

### **Total Information Requests (continued)**

All other information (technical assistance to law enforcement, nonprofit organizations, attorneys)	26,339
<b>Total Reports of Possible Missing Children Cases</b>	<b>11,836</b>
Parental kidnapping	986
Voluntary missing (runaways)	1,786
Abducted by unknown individual	41
"Other" missing	250
Sexual exploitation	219
Child pornography TIPLINE	63
Citizens' leads—"Sightings"	8,491
<b>Total Toll-free Telephone Line Calls in 1988</b>	<b>52,357</b>

Since 1986, the National Center has referred its calls about runaways to the National Runaway Switchboard (NRS) operated by the U.S. Department of Health and Human Services. In 1988, there were 1,786 referrals to the NRS. Starting in 1989, NCMEC will closely coordinate with NRS and keep a record of all referred calls.

### **Technical Assistance and Training**

In addition to managing the toll-free telephone line, the Center's Technical Assistance Division works with local and State governments, public and private nonprofit agencies, and individuals to help resolve cases of missing and exploited children. Since it opened in 1984, the Center has provided technical assistance in 21,889 cases of missing children and 1,713 cases of sexually

exploited children. During 1988, it provided technical assistance in 3,698 cases of missing children and in 311 sexual exploitation cases. National Center staff also act as liaison with the Royal Canadian Mounted Police and INTERPOL in international cases. The FBI and NCMEC are working together to resolve 153 cases of children abducted by a parent for whom a Federal fugitive warrant (Unlawful Flight to Avoid Prosecution) has been issued.

The Technical Advisers perform a number of functions, depending on the type of case reported. They disseminate information about leads to law enforcement agencies; instruct callers on how to file a missing person report and work with police, State clearinghouses, and missing children service providers; instruct law enforcement on proper case-handling methods; distribute publications; and, when appropriate, alert government agencies about a case. For example, the U.S. Postal Service is alerted when a report is received about child pornography sent through the mail.

In 1988, the NCMEC assisted in the recovery of 2,686 children. Such assistance may have been as basic as taking a case report over the telephone, making a referral to an appropriate nonprofit organization for further assistance, or providing a book on parental kidnapping. It may also have included prolonged, active technical assistance to law enforcement and parents. Since 1984, NCMEC has assisted in the recovery of more than 12,600 missing children.

Training professionals who handle cases of missing and exploited children is a critical component of the National Center's technical assistance program. Since 1984, the Center has trained law enforcement and other criminal and juvenile justice personnel in detecting child sexual exploitation and missing child cases; investigating parental and nonfamily abductions; and identifying endangered runaways. Training has also been provided to lawyers and judges about legal issues that may arise when a missing child is located outside his or her home State. NCMEC staff has trained more than 26,768 professionals in 44 States and Canada.

Most recently, the National Center responded to a series of infant abductions from hospitals by designing and initiating a prevention training program for

hospital administrators and hospital security staff. Whenever possible, local missing children nonprofit organizations are used in the training process.

NCMEC also works closely with State clearinghouses to disseminate up-to-date training information and foster continuous networking among missing children professionals. In September 1988, the National Center, Ohio's State clearinghouse, and the Interstate I SEARCH Council cosponsored a national conference, "Kids in Crisis: Saving our Missing and Exploited Children." Workshop topics included:

- Investigating strategies and resources.
- Psychological consequences to the family and the child victim of missing and exploited child episodes.
- Role of the school and community agencies.
- Age-progressed imagery of missing children's photographs.
- Child pornography and prostitution.
- Crisis intervention in runaway episodes.

The Fourth National Training Conference on Missing and Exploited Children will take place October 1-4, 1989, at the Criminal Justice Center, Sam Houston State University, Huntsville, Texas.

## **Legal Assistance**

NCMEC's Legal Technical Assistance (LTA) Division now operates a special clearinghouse on child protection and missing children legislation. Opened in 1988, the clearinghouse disseminates information about innovative and model missing children legislation. To enhance the clearinghouse's operations, the National Center, Adam Walsh Child Resource Centers, Inc., American Bar Association, and Digital Corporation jointly established a computer data base containing child protection laws enacted by a number of States.

Cases are referred to LTA by law enforcement agencies, attorneys, and parents who contact the Center. The information and training provided by the LTA staff address such issues as domestic and international parental kidnapping, sexual exploitation of missing children, and AIDS and endangered runaways.

## **Public/Private Partnerships**

The National Center coordinates public and private programs that locate, recover, or reunite missing children with their legal custodians. To accomplish this goal, NCMEC distributes photographs of missing children through the cooperative efforts of 30 Federal agencies and 1,112 private-sector organizations. The Center also has coordinated with the College of Associated Health Professions to update ("age") photographs of missing children using computer technology and graphics. More than 120 missing children are known to have been recovered as a direct result of photo distribution.

The Center works with the Greyhound/Trailways Company, American Airlines, and Quality Inn Hotels to assist parents when they must travel to recover a missing child. During 1988, the Center arranged 62 trips on Greyhound Bus Lines, 18 trips on American Airlines, and 25 overnight stays at Quality Inn Hotels. Each trip included a roundtrip ticket for the parent, a return ticket for each child involved, and lodging for up to 3 nights. Parents and legal guardians can contact the NCMEC toll-free telephone line to find out if they qualify for this free support.

## **Publications**

Since 1984, NCMEC has distributed more than 2.7 million copies of its publications, including 971,000 in 1988. The National Center offers 25 different books and brochures designed to assist parents and professionals. In 1988, NCMEC added two new brochures to its "Just in Case..." series, *Guidelines for Using the Federal Parent Locator Service in Cases of Parental Kidnapping*, and *Guidelines for Parents in Case Your Child is Testifying in Court*. In cooperation with the University of Pennsylvania, the Center developed the book, *Children*

*Traumatized in Sex Rings*. It published a third edition of the *Parental Kidnapping Guide*, including an expanded section on international abductions, and designed a new publication to help prevent child sexual exploitation, the *Camp Director's Guide*.

In its effort to provide all populations with safety and prevention messages, the Center issued *Proteja a Los Niños*, a child protection brochure for Spanish-speaking parents. The brochure discusses missing children and sexual exploitation issues. The Center also transcribed *Parental Guidelines in Case You Need a Babysitter* into braille and mailed copies to hundreds of blind parents.

To obtain additional information about NCMEC or copies of its publications, write to the National Center for Missing and Exploited Children, 2101 Wilson Boulevard, Suite 550, Arlington, VA 22201, or call (703) 235-3900 or (800) 843-5678.



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NICK LITTLEFIELD, STAFF DIRECTOR AND CHIEF COUNSEL  
KRISTINE A. IVERSON, MINORITY STAFF DIRECTOR

## United States Senate

COMMITTEE ON LABOR AND  
HUMAN RESOURCES

WASHINGTON, DC 20510-6300

April 1989

The Honorable  
Richard Thornburgh  
The Attorney General  
of the United States  
U.S. Department of Justice  
10th and Constitution Avenue, N.W.  
Washington, D.C. 20530

Dear Sir:

Recognizing the contributions of the National Center for Missing and Exploited Children in addressing issues of endangered runaways, parental kidnappings, non-family abductions, and cases of child pornography and prostitution, the U.S. Congress in 1988 reauthorized the Juvenile Justice and Delinquency Prevention Act, which includes the Missing Children's Assistance Act.

The National Center's partnership with the U.S. Department of Justice, through the Office of Juvenile Justice and Delinquency Prevention, is nationally acknowledged to be a highly successful one, resulting in a number of significant accomplishments in the cause of children's justice and in fulfilling our new President's request for a "kinder, gentler nation." Some of the National Center's accomplishments include:

More than 324,000 hotline calls requesting and receiving information and technical assistance, or reporting cases of missing children.

Technical assistance and legal technical assistance provided by the National Center in more than 23,000 cases.

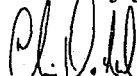
More than 2.7 million prevention and education materials sent out to parents and training publications sent out to professionals on missing and exploited child issues nationwide.

Training provided to more than 27,000 criminal/juvenile justice personnel in 44 states and Canada.

We the undersigned would like to commend the National Center for Missing and Exploited Children to the Attorney General of the U.S. Department of Justice for its unflagging efforts in helping families and children, improving the criminal justice system, coordinating with public and private organizations, increasing public awareness, educating the public and professionals, and preventing crimes against children. We hope that the partnership relationship between the National Center and the Justice Department will continue to achieve the goals established by the aforementioned legislation.

Thank you very much for permitting us to express our views.

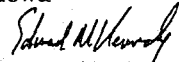
Sincerely yours,



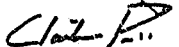
Christopher Dodd  
Connecticut



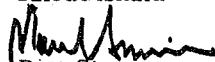
Tom Harkin  
Iowa



Edward M. Kennedy  
Massachusetts



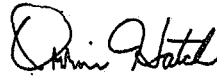
Claiborne Pell  
Rhode Island



Paul Simon  
Illinois



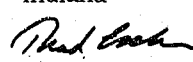
Arlen Specter  
Pennsylvania



Orrin G. Hatch  
Utah



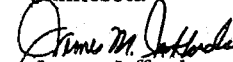
Dan Coates  
Indiana



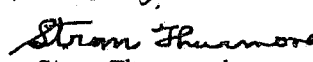
Thad Cochran  
Mississippi



Dave Durenberger  
Minnesota



James Jeffords  
Vermont



Strom Thurmond  
South Carolina

## CHAPTER 4

# Research, Demonstration Projects, and Service Programs to Help Missing and Exploited Children

The Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention (JJDP) Act, authorizes the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to award grants for research, demonstration projects, and service programs in the area of missing and exploited children.

According to the law, these initiatives should educate parents about preventing the abduction and sexual exploitation of their children; provide information and technical assistance in locating and returning missing children; develop effective treatment for families of missing children and the victims of abduction and sexual exploitation; aid communities in identifying missing children; collect data about law enforcement's investigative practices; or minimize the negative impact of judicial and law enforcement procedures on child victims.

In FY 1988, OJJDP supported six new missing children initiatives, including: (1) Reunification of Missing Children; (2) Missing and Exploited Children Comprehensive Action Program; (3) Child Safety Curriculum Project; (4) Strategic Planning Approach for Parental Abduction Cases; (5) Training for Juvenile Justice Decisionmakers: Missing Children and Sexual Exploitation; and (6) Assistance to Missing Children Private Volunteer Organizations. Supplemental awards were also made to seven projects that were begun prior to FY 1988. Together, these 13 projects are making a significant contribution to knowledge about missing and exploited children and to the quality and effectiveness of services provided to them and their families. This chapter provides a summary of OJJDP's missing children programs.

## FY 1988 New Programs

### *Reunification of Missing Children*

The Reunification of Missing Children project develops model policies and procedures for law enforcement, social service, and other agencies involved in reunifying missing children with their families. It also provides information to assist parents in identifying the support services they need. Specifically, the program's goals are to:

- Increase understanding of the factors that need to be considered in reunifying missing children with their families.
- Identify promising strategies that help families adjust to the return of a missing child.
- Identify support services, if any, that have been provided by agencies (e.g., law enforcement, mental health, missing children centers) involved in returning missing children to their families.
- Identify techniques to assist custodial parents being reunited with a returned child whose appearance and personality have changed or who was given negative information about the custodial parent.
- Improve the capability of law enforcement, social service, and other community agencies to effectively reunify missing children with their families.

In September 1988, the Langley-Porter Institute of the University of California Medical School in San Francisco was awarded a grant to begin this project.

### *Missing and Exploited Children Comprehensive Action Program*

The Missing and Exploited Children Comprehensive Action Program will assist selected communities in developing a coordinated response to missing and exploited children. To help communities identify their missing and exploited

children problems and corresponding service needs, design and implement systemwide responses, and monitor results, this demonstration project will provide specific guidance on programmatic, policy, and procedural approaches as well as community organization and planning activities.

This project will produce instructional guides describing effective programmatic responses to both parental and stranger abductions and the exploitation of runaways. It will also produce guides that explain community organization and planning processes, including convening appropriate decision-makers, assessing community problems and resources, and evaluating recommendations for action. In September 1988, an 18-month grant to develop the Missing and Exploited Children Comprehensive Action Program was awarded to the Public Administration Service.

#### *Child Safety Curriculum Standards*

This demonstration initiative, awarded in September 1988 to Pepperdine University's National School Safety Center (NSSC), is developing child safety curriculum standards for educators to help ensure the safety of children. The standards will focus on preventing child abductions and sexual exploitation. NSSC will identify and assess existing child safety curriculum materials; organize and direct a task force to develop national curriculum standards based on the findings of the assessment; and disseminate the standards and training materials to help teachers and school administrators plan, implement, and evaluate courses that use the curriculum standards.

#### *Strategic Planning Approach for Parental Abduction Cases*

In cases of parental and other family abductions, prosecutors must consider many difficult legal, jurisdictional, and administrative issues. This project will help them more effectively prosecute noncustodial parents who abduct their children, and will guide community activities to prevent or respond to abduction by assessing current strategies to deal with parental kidnapping. It will also define the necessary steps for successfully handling parental abduction cases; identify judicial, law enforcement, and social science experts in such cases; and identify resources and materials to help prosecutors. In addition, State laws and policies on parental abductions will be analyzed. The Ameri-

can Prosecutors Research Institute of the National District Attorneys Association was awarded a grant for this program in August 1988.

*Training for Juvenile Justice Decisionmakers:  
Missing Children and Sexual Exploitation*

The problem of missing and exploited children extends beyond the courts and juvenile justice system to touch many public, private, and volunteer providers of treatment and services. In October 1988, the National Council of Juvenile and Family Court Judges (NCJFCJ) conducted a conference funded by OJJDP to provide a forum for these groups to exchange information on effective strategies to coordinate future efforts to prevent child victimization. Titled "America's Missing, Runaway, and Exploited Children: A Juvenile Justice Dilemma," the 2-day conference examined such issues as:

- Sexual exploitation.
- Street kids, drugs, and AIDS.
- Psychological consequences of abduction.
- Deinstitutionalization of status offenders.
- Interstate and international problems in child abduction.
- Building community strategies.
- Prevention and intervention programs.
- Law enforcement and court programs.
- Shelter care and treatment programs.

NCJFCJ invited participating communities to send interdisciplinary teams—composed of school administrators, law enforcement officers, child protective services personnel, juvenile court judges, and prosecuting attorneys—who would establish comprehensive, cooperative responses to the problems of

missing, runaway, and homeless youth. Future activities resulting from this conference will include a report and five regional and State training events, using the conference speakers as trainers.

#### *Assistance to Missing Children Private Volunteer Organizations*

The Office of Juvenile Justice and Delinquency Prevention funds the expansion of services or special projects undertaken by nonprofit missing children organizations (NPO's). To date, OJJDP has directed more than \$1 million to enhance NPO operations.

In FY 1988, 15 one-time grants were awarded to NPO's to support their work in preventing abduction and sexual exploitation of children, providing information to assist in the location and recovery of missing children, and providing treatment for the psychological consequences to both parents and victims of abduction and sexual exploitation. Specific projects undertaken by the nonprofit missing children organizations as a result of these grants include:

- Developing and publishing a directory of NPO services for families.
- Providing counseling and intervention services for families who have experienced the abduction of a child.
- Furnishing emergency loans to families who must travel to recover abducted children.
- Developing prevention materials for parents and schools.
- Sponsoring educational workshops for parents, children, and youth-serving professionals.
- Establishing 24-hour hotline/information and referral programs.
- Expanding staff and volunteer support, office equipment, and computer and data collection capabilities.

## Continuation Programs

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

The National Studies of the Incidence of Missing Children will provide accurate estimates of the numbers of children reported missing each year, as well as profiles of missing children. Central to the success of this project is the development of a clear definition of a "missing child."

Researchers at the University of New Hampshire are examining family abductions, nonfamily abductions, runaways, and throwaways (youth who have been forced out of their homes by their parents or guardians). With information from three sources—a telephone survey of 30,000 households, the records of selected law enforcement agencies, and analyses of the existing Study of the Incidence of Child Abuse and Neglect and the FBI Supplemental Homicide Report—the Incidence Studies will estimate the number of missing children and produce profiles of missing children and the circumstances under which they disappear.

During 1988, the University of New Hampshire completed more than half the telephone survey and gathered most of the data sought from law enforcement records. In addition, researchers reanalyzed the FBI's Supplemental Homicide Reports for 1976–1984 and transformed the data into a Comparative Homicide File to study the victims and circumstances of more than 14,000 child homicide cases. Preliminary findings from the National Incidence Study are expected by the end of 1989.

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

This OJJDP-funded study is the first comprehensive examination of how law enforcement responds to reports of missing children. It is being conducted by the Research Triangle Institute of North Carolina and URSA of San Francisco, and is assessing:

- Variations among law enforcement agencies' policies and practices and reasons for those variations.



- The extent to which law enforcement agencies receive and respond to missing child reports.
- Children's experiences while missing from home.
- Survival techniques of runaways and otherwise homeless youth.
- The impact of various police policies and practices on the department's child recovery rate.

Findings from the study will be used to develop model law enforcement approaches for dealing with missing child cases.

Researchers have completed a mail survey of a nationally representative sample of 1,060 law enforcement agencies. Preliminary data from the 791 responses were published in March 1988 in an OJJDP *Update on Research*, "The Police and Missing Children: Findings From a National Survey." The findings indicate wide variations in police responses. In general, the level of police response was governed by officers' judgment of the risk to a child's safety. For example, police said they received more reports about runaways than any other kind of missing child, while reports of children abducted by strangers were the least common. However, police were more willing to commit resources to investigating stranger abductions than other types of cases because of the perceived risk of harm to the child.

During 1988, researchers made site visits to 30 jurisdictions. Case study reports about law enforcement policies and practices in each jurisdiction were prepared, as was a preliminary Phase II report. In addition, Phase III data collection plans and instruments were developed and submitted to the Office of Management and Budget for approval.

During Phase III, researchers will extract information on missing children cases from police department files, interviews of parents who have reported a child missing, and interviews of children who have been returned home. Importantly, the Phase III instruments were made consistent with the National Incidence Studies' instrumentation to allow comparison of findings between

the two studies. Phase III data collection is expected to be completed by the end of 1989.

*Child Victim as a Witness Research and Development Program*

OJJDP's Child Victim as a Witness Research and Development Program is studying the effectiveness of a variety of reforms designed to lessen the courtroom trauma experienced by child witnesses, while increasing the number of successful prosecutions of offenders. The program will study the validity of such procedures as:

- Decreasing the delay between the commission of a crime against a child and the trial of the accused.
- Reducing the number of times a child is interviewed about an incident.
- Changing unnecessarily restrictive competency provisions.
- Exploring constitutionally valid alternatives to in-court testimony for certain child witnesses.

The research is being conducted by the Education Development Center with support from the University of North Carolina and the National Center for the Prosecution of Child Abuse. Courts and prosecutors' offices in Des Moines, Iowa; Buffalo, New York; St. Paul, Minnesota; and San Diego, California, have implemented one or more innovative evidentiary and procedural techniques to reduce the stress placed upon a child witness, including:

- Videotaped testimony.
- Closed circuit testimony.
- Examination of special competency requirements.
- Exclusion of spectators from the courtroom.

- Special hearsay exceptions.
- Coordination of investigative interviews.
- Use of dolls, props, or artwork to help the child victim communicate.
- Assignment of an advocate or guardian ad litem to support a child.
- Acceleration of case processing.
- Coordination of concurrent civil abuse and neglect proceedings.

The 3-year project is examining five key research questions:

- (1)** What characteristics of the child, the family, the incident, the community, and the legal environment influence the decision to prosecute child sexual abuse cases?
- (2)** How do these same characteristics influence the decision to use certain evidentiary or procedural techniques when prosecuting child sexual abuse cases?
- (3)** How does the availability of innovative techniques influence the decision to prosecute child sexual abuse cases?
- (4)** What impact does the use of innovative techniques have on the outcome of case prosecution and on the child's emotional trauma?
- (5)** Are there additional factors that influence the decision to prosecute, the use of innovative techniques, and ultimately, case outcome and child trauma?

In 1988, data collection on use of the various evidentiary and procedural techniques was initiated at the four test sites. The information will be evaluated to determine the most effective strategies for reducing children's courtroom trauma. Preliminary findings are anticipated late in 1989.

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

OJJDP has contracted with the Institute for Nonprofit Organization Management (INPOM) to provide training and technical assistance to nonprofit missing children organizations (NPO's) in resource development, financial management, marketing, volunteer management, child safety, data collection, and legislative processes. During 1988, INPOM held 16 regional training programs and 3 national conferences, and provided onsite technical assistance to 40 NPO's.

INPOM and nonprofit missing children organizations have begun to participate in strategic planning and team building exercises to make the best use of community resources that support families with missing or sexually exploited children. One such effort took place in August 1988. Representatives of INPOM, the National Center for Missing and Exploited Children, four State clearinghouses (Kansas, Missouri, South Carolina, and Tennessee) and four nonprofit missing children organizations (Childseekers of Vermont, Exploited Children's Help Organization of Kentucky, the Illinois Task Force on Parental Child Abduction, and the Missing Children Project of California) met for a day and a half to improve communications, establish better working relationships, and increase understanding of each other's roles. After a series of problem-solving exercises, the participants developed an agenda for working together that included the following recommendations:

- Providing joint training for law enforcement and NPO's.
- Publishing feature articles on NPO's in law enforcement magazines or newsletters.
- Promoting NPO's participation in police ride-alongs.
- Developing suggested guidelines for media interviews.

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

Discussed in detail in chapter 3 of this Report, the National Center for Missing and Exploited Children (NCMEC) receives funding from OJJDP to carry out the following programs and services:

- Maintain a 24-hour telephone line to assist missing children and their families, provide referrals and technical assistance, and receive and refer citizen sightings of missing children to appropriate law enforcement agencies.
- Provide training, technical assistance, and publications to youth-serving professionals, law enforcement, missing children nonprofit organizations, and parents.
- Coordinate public and private programs that help reunite missing children with their families.

### *Juvenile Justice Resource Center*

The Juvenile Justice Resource Center (JJRC) receives OJJDP funding to provide support and technical assistance to the Office's Missing Children's Program. During FY 1988, JJRC coordinated the meetings of the Attorney General's Advisory Board on Missing Children, including assisting with development of meeting agendas, making logistical arrangements, recording the proceedings, and preparing minutes. Staff also worked with the Board to produce its 1988 comprehensive plan, *Missing and Exploited Children: The Challenge Continues*. JJRC provided staff assistance for the quarterly meetings between the Missing Children's Program Director and OJJDP project monitors who oversee missing children grants. It distributed materials about missing children at OJJDP-sponsored conferences and conferences of youth-serving organizations. Finally, during FY 1988, JJRC assisted OJJDP in the preparation and production of the *Third Annual Missing Children's Summary*.

### *State Clearinghouses*

Forty States and the District of Columbia have established clearinghouses that provide support services tailored to the missing children problem. Dur-

ing FY 1988, OJJDP awarded funds to 21 State clearinghouses through the National Center for Missing and Exploited Children. Discussed in detail in chapter 5 of this Report, the clearinghouses collect data on missing child cases and provide support and technical assistance to law enforcement, nonprofit organizations, and families of missing children.

## **Other Missing and Exploited Children Programs**

OJJDP, during FY 1988, provided support to a variety of other programs that affect all youth, including missing and exploited children. Although these programs were not funded with Missing Children's Program moneys, they are summarized here because they may be of interest to professionals who work with missing and exploited children.

### *Case History Development of Convicted Serial Child Molesters*

This program is a cooperative effort of OJJDP; the FBI's Behavioral Science, Instruction, and Research Unit; and the National Center for Missing and Exploited Children. During the first phase of the project, FBI agents will conduct indepth interviews with 40 convicted, incarcerated child abductors or serial child rapists. Based on the interview data, NCMEC will develop case histories, which will then be studied to establish offender profiles and behavioral analyses—including information on the crimes committed, demographic data about the offenders, patterns of criminal and noncriminal behavior, and other information—that can be used by law enforcement officers who investigate crimes against children. The data may also be used by professionals who design crime prevention programs for children and their families.

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

The American Prosecutors Research Institute/National Center for the Prosecution of Child Abuse (NCPCA) is the primary source of training, technical assistance, and information dissemination for prosecutors who investigate and try child abuse cases. NCPCA has distributed its trial manual, *Investigation and Prosecution of Child Abuse*, which is regarded as the most comprehensive of its kind, to more than 4,000 prosecutors. Several hundred prose-

cutors' offices in the United States and abroad received technical assistance during FY 1988. Private clinicians, the American Bar Association, and members and committees of Congress also requested and received technical assistance.

#### *Court Appointed Special Advocate Program*

The Court Appointed Special Advocate Program (CASA) was created by OJJDP and the National Council of Juvenile and Family Court Judges to provide children with a specially trained volunteer advocate in legal and social service proceedings. CASA volunteers provide information about the child to the child's attorney, the court, and social service and law enforcement caseworkers. Administered by the National CASA Association, the program now serves 316 communities in 43 States.

#### *Permanent Families for Abused and Neglected Children*

The Permanency Planning for Children project provides Federal funding to the States through the National Council of Juvenile and Family Court Judges to develop programs to place children, who have been removed from their homes due to neglect or abuse, in permanent living situations as soon as possible.

Some State Permanency Planning Projects have lobbied successfully for legislation to eliminate barriers to permanent placements for children, while others have actively involved CASA volunteers in advocating permanent, stable placements for children who have been removed from their homes. The National Council of Juvenile and Family Court Judges' booklet, *Permanency Planning for Children Project: A 50-State Update*, summarizes these activities and others undertaken by the States.

#### *Strategic Planning Approach to Child Exploitation*

In August 1988, OJJDP and the National District Attorneys Association co-sponsored a national conference to disseminate state-of-the-art information about child sexual exploitation and encourage the development of coordinated, multidisciplinary strategies to combat sexual exploitation, prostitution, pornography, and sexual abuse. Participants included prosecutors, medical

professionals, social service providers, local government officials, and representatives of community organizations.

#### *Juvenile Justice Training for Local and State Law Enforcement Personnel*

OJJDP supports training, conducted through the Federal Law Enforcement Training Center, to help law enforcement officials deal with child abuse and sexual exploitation, and to improve techniques for handling and treating juveniles. "Child Abuse and Exploitation Investigative Techniques" informs State and local law enforcement officers of proven investigative strategies for child abuse, sexual exploitation, child pornography, and missing child cases. To ensure that the skills and knowledge gained during the training are being applied by the officers when they return to their home jurisdictions, OJJDP provides followup technical assistance to participating agencies. Technical assistance is also provided to help State and local law enforcement academies teach the specialized training curriculum. In addition, OJJDP has developed a training video based on the curriculum that will be available for sale to State and local law enforcement agencies this summer.

Another OJJDP-sponsored course, "School Administrators for Effective Police, Prosecution, Probation Operations Leading to Improved Children and Youth Services" (SAFE POLICY) shows policymakers and chief executives of schools and criminal justice agencies how to coordinate their efforts and share information to improve school safety and delinquency prevention. Community teams, including a school superintendent, police officer or sheriff, chief prosecutor, and chief probation officer, work together to examine legal constraints on cooperative efforts, common problems in dealing with troubled youth, and ways to plan and implement management changes. Forty jurisdictional teams were trained in SAFE POLICY during FY 1988.

#### *Family Strengthening Initiative*

OJJDP'S Family Strengthening Initiative is an outgrowth of Proyecto Esperanza/Project Hope, a project of the National Coalition of Hispanic Health and Human Services Organizations (COSSMHO). Proyecto Esperanza/Project Hope helped community-based organizations in eight sites develop and implement prevention and treatment programs as well as community education



and awareness campaigns for runaway, physically abused, or sexually exploited Hispanic youth. Building on the results of these eight projects, COSSMHO developed prevention and treatment models to strengthen the family and intervene in behavior patterns that may expose at-risk youth to physical or sexual abuse, substance abuse, juvenile delinquency or runaway episodes, and family dysfunction.

#### *Training in the Prosecution and Investigation of Child Sexual Exploitation*

An interagency agreement between OJJDP and the Justice Department's National Obscenity Enforcement Unit and U.S. Attorneys Office supported training to Federal, State, and local prosecutors and investigators during FY 1988. OJJDP funds helped produce and publish the *Child Sexual Exploitation and Pornography Prosecution Manual* and enabled Law Enforcement Coordinating Committees to sponsor two conferences to improve the skills of child pornography prosecutors and investigators.



## Alabama

Legislative mandate created the Alabama Missing Children Bureau in 1985. Located within the Alabama Department of Public Safety, Bureau of Investigation, the Missing Children Bureau serves as an information clearinghouse to assist local Alabama police and sheriffs' departments, and State and Federal agencies, in locating and recovering missing children and adults. The Bureau also provides assistance in cases of unidentified persons.

The Missing Children Bureau is funded through the Department of Public Safety budget. Its four staff members operate a toll-free statewide telephone line to take reports of missing persons, receive information about sightings, and respond to requests for information or technical assistance. In October 1988, the Bureau began developing statistics on the number of calls it receives, and currently is automating its files.

The Missing Children Bureau creates and distributes flyers with photographs of missing children; provides technical assistance to local law enforcement on request; facilitates networking among local, State, and Federal agencies; and trains Alabama law enforcement officials. During FY 1987-88, the Bureau provided assistance in 63 parental abduction cases and 72 cases involving runaways. At the end of the fiscal year, 28 of the parental abduction cases and 45 of the runaway cases had been resolved.

Alabama Department of Public Safety  
Missing Children Bureau  
P.O. Box 1511  
Montgomery, AL 36192-1511  
(205) 261-4207  
(800) 228-7688 [toll free in State]  
Contact: Rochelle Baker

## Arizona

The Arizona Department of Public Safety, Criminal Investigation Research Unit, established the Family Information Directory (F.I.N.D.) program in 1986 as the State's clearinghouse of information on missing persons. The F.I.N.D. program is a centralized referral center in cases of missing adults and children. When individuals or organizations outside the State need assistance in locating a person from their State who may be in Arizona, F.I.N.D. helps them identify the jurisdiction and agencies that can provide assistance.

The F.I.N.D. program circulates bulletins, posters, and flyers of missing children throughout Arizona and confirms for missing children nonprofit organizations and families of missing children that cases have been entered into the FBI's National Crime Information Center (NCIC) Missing Persons File. (See chapter 2 of this Report for a description of the NCIC.) During 1988, F.I.N.D. received 105 telephone requests for assistance in the following types of cases:

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Parental kidnapping	36
Circumstances unknown	21
Requests for information	17
Runaways	14
Suspicious acts	7
Sexual exploitation	4
Missing adult	2
Stranger abduction	1
Kidnapping by family member	
other than parent	1
Unidentified persons	1
Requests for technical assistance	1
<b>Total</b>	<b>105</b>

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Arizona Department of Public Safety  
Criminal Investigation Research Unit  
P.O. Box 6638  
Phoenix, AZ 85005-6638  
(602) 223-2158  
Contact: Annette Barnard

## Arkansas

The Missing Children Services Program in the Office of the Arkansas Attorney General is the State's centralized resource for information about missing children. The program's primary purpose is to offer support services to the families of missing children. The program has a statewide toll-free WATS line that parents can call Monday through Friday to report a missing child or request other related assistance. In addition, it provides technical assistance to law enforcement officials in Arkansas and to missing children organizations working on cases involving runaways, children abducted by a parent or other family member, and children abducted by a nonfamily member.

The Missing Children Services Program, in conjunction with Southwestern Bell Telephone Company, designed and disseminated a training curriculum, including a 7-minute videotape to teach children how to use the telephone in an emergency. Pay telephones, teacher training materials, and the videotape have been distributed to every public and private school in the State.

The Missing Children Services Program, with assistance from the National Center for Missing and Exploited Children, has also provided inservice training for law enforcement officials throughout Arkansas. The training develops a new awareness of the need for timely and effective responses to families in crisis.

The Missing Children Services Program has been instrumental in developing numerous child safety laws, including statutes requiring establishment of a statewide missing children clearinghouse, cooperation between school and law enforcement officials to facilitate quick recovery of missing children, and entry of missing children files into the FBI's NCIC. On January 1, 1989, the NCIC Missing Persons File listed 236 Arkansas children as missing, compared to only 17 Arkansas children listed as missing by the NCIC computer in 1985. This statistical change does not represent an increase in the number of children missing, but rather law enforcement's increased willingness to recognize and respond to the problem.

Since 1985, the Missing Children Services Program has assisted in locating 70 children who had been abducted by a parent or other family member, 39

children who had run away from home, and 4 children who had been abducted by a stranger or other nonfamily member.

Arkansas Office of the Attorney General  
Missing Children Services Program  
Tower Building  
4th and Center Street  
Little Rock, AR 72201  
(501) 682-2341 or 682-5028  
(800) 482-8982 [toll free in State]  
Contact: Lori Del Buono

## **Colorado**

In 1985, pursuant to a State legislative mandate, the Colorado Bureau of Investigation, Crime Information Center, initiated the Colorado Missing Children Project. Since then, the State has appropriated \$30,000 annually from its General Fund to support the project, which employs one full-time professional and receives administrative support from the Colorado Bureau of Investigation.

The Colorado Missing Children Project performs the following functions:

- Compiles, maintains, and distributes a list of missing children based on reports submitted by Colorado law enforcement agencies.
- Monitors NCIC entries of missing child reports to ensure validity, completeness, and accuracy.
- Maintains statistical information on Colorado's missing children.
- Obtains dental records of children who have been missing for more than 30 days.
- Compares reports of unidentified persons with reports of missing children.

- Receives reports of new and transfer students from Colorado school districts and compares them with lists of missing children.

As of April 4, 1989, staff of the Colorado Missing Children Project were working on 304 cases, including 140 runaway children, 90 children abducted by a parent or other family member, 71 children missing under suspicious circumstances, and 3 lost children. Since December 14, 1984, when the Colorado Bureau of Investigation, Crime Information Center, began keeping such records, 938 cases of missing Colorado children have been closed.

Colorado Bureau of Investigation  
Crime Information Center  
690 Kipling, Suite 4000  
Denver, CO 80215  
(303) 239-4251  
Contact: Carol Clark

## **Connecticut**

The 1985 session of the Connecticut General Assembly established the Connecticut Missing Persons Unit within the State Department of Public Safety, Division of State Police. An information clearinghouse, it collects, analyzes, exchanges, and disseminates information to locate adults and children who are missing from Connecticut or who are missing from other States and believed to be in Connecticut. The Missing Persons Unit is funded through the State Police budget.

The Unit operates a statewide toll-free hotline 24 hours a day, 7 days a week. In 1988, the hotline received 605 calls. In addition, the Unit received 2,000 calls on its regular telephone lines.

The Missing Persons Unit is staffed by 6 full-time employees, including 1 sergeant and 2 detectives. Staff disseminate bulletins, flyers, and posters with descriptions of missing persons, and maintain centralized computer files on Connecticut residents reported missing. Members of the Unit developed a comprehensive missing persons report form that is now used by all law

enforcement agencies in Connecticut. In 1988, Connecticut law enforcement agencies reported 4,965 missing children to the Unit for entry into the State's centralized computer data base.

The Missing Persons Unit investigates interstate missing and exploited child cases and provides training and technical assistance to other law enforcement agencies to develop more effective investigative and prosecutorial procedures. In 1988, it conducted 40 investigations involving missing and exploited children, including 20 who had been abducted by a parent, 17 who had run away from home, 2 who had been sexually abused and/or assaulted, and 1 who was murdered. In cooperation with the Connecticut Police Academy, the International Juvenile Officers Association, and other State and local police departments, staff also taught eight training seminars for police.

In 1988, the Missing Persons Unit worked with the National Center for Missing and Exploited Children to produce a series of five videotapes on effective techniques for investigating parental abduction cases. These videotapes have been distributed to State clearinghouses, law enforcement agencies, and missing children organizations in all 50 States. In addition, the Unit hosted a national training conference for State clearinghouse personnel, which was attended by representatives from 44 States. Next year, the Missing Persons Unit will chair the Northeastern Coalition of State Missing Persons/Children Units, which it helped establish in February 1988.

Connecticut State Police  
Missing Persons Unit  
294 Colony Street  
Meriden, CT 06450  
(203) 238-6688  
(800) 367-5678 [toll free in State]  
Contact: Sergeant Paul Scannell



## Delaware

The Delaware Missing Children Information Clearinghouse was established by legislation in 1984. It is operated by the Delaware State Police and serves as the State's central repository of records on all missing persons. Expenses of the Clearinghouse are funded by the Delaware State Police budget.

The Delaware Missing Children Information Clearinghouse compiles and analyzes information about Delaware residents reported missing, and ensures that local law enforcement agencies actively investigate such cases. It also prints and disseminates posters and flyers on the missing persons from Delaware; provides technical assistance, upon request, to local law enforcement agencies; facilitates coordination and cooperation among local, State, and Federal agencies and organizations; and makes referrals to other organizations that offer services to families and children involved in missing episodes.

Delaware recorded 1,870 cases of missing children during 1988. Eleven children were lost; 16 children were abducted by a parent; 108 were missing for unknown reasons; and 1,735 were runaways. At the end of 1988, law enforcement agencies in the State reported that 264 cases were pending, while 1,566 missing children had been located or recovered.

Delaware State Police  
State Bureau of Identification  
P.O. Box 430  
Dover, DE 19903  
(302) 736-5883  
Contact: Rodney Hegman

## Florida

In 1982, the Florida legislature established this Nation's first State Missing Children Information Clearinghouse. The Clearinghouse is located within the Florida Department of Law Enforcement, Division of Criminal Justice Information Systems. It serves as liaison between citizens and law enforcement and acts as a central resource to collect, compile, and disseminate information to help locate missing children. During FY 1988, the State provided the Missing Children Information Clearinghouse with \$150,000 for its operations.

The Clearinghouse accepts information on any missing child—regardless of the circumstances of the disappearance. In December 1988, the Clearinghouse reported the following open cases: 1 stranger abduction; 2 lost children; 9 parental abductions; and 13 runaways. To receive reports of missing children, record sightings of missing children, and respond to requests for information and assistance, the clearinghouse operates a statewide toll-free telephone WATS line 24 hours a day, 7 days a week. It works closely with Florida television stations, newspapers, movie theaters, and others to publicize missing child cases. A forensic artist enables the Clearinghouse to circulate "aged" photographs of children who have been missing for a long time.

Clearinghouse staff instruct law enforcement officers about effective investigative techniques, pertinent legislation, and resources available to assist them; provide technical assistance to local law enforcement officials involved in investigations of missing child cases; and train private organizations, civic groups, and other concerned citizens in ways they can prevent missing child incidents and assist police and sheriffs' departments in their investigations. The Clearinghouse's computer technology monitors various information systems to ensure that pertinent information is available to investigators and is fully utilized.

To inform law enforcement officers, social workers, and judicial officials about the statutes, procedures, and guidelines pertaining to selected juvenile justice topics, including missing children, staff developed and disseminated the *Florida Juvenile Handbook*. Other Clearinghouse publications include a monthly bulletin with photographs and descriptions of missing children, a

child safety guide that offers commonsense safety tips for parents to discuss with their children, and a school safety program brochure that suggests ways schools can increase students' awareness of safety issues.

Florida Department of Law Enforcement  
Missing Children Information Clearinghouse  
P.O. Box 1489  
Tallahassee, FL 32303  
(904) 488-5224  
(800) 342-0821 [toll free in State]  
Contact: Wayne Quinsey or Cassandra Jenkins

## **Illinois**

The I SEARCH (Illinois State Enforcement Agencies to Recover Children) program within the Illinois State Police was established in 1984 following passage of the Intergovernmental Missing Child Recovery Act. The I SEARCH program is the largest and most comprehensive State missing children program in the country. It was designed to systematically approach the problem of missing and exploited children through public education, improvement of the criminal justice system, legislative changes, research, and direct assistance to grassroots child safety efforts.

I SEARCH utilizes the statewide law enforcement telecommunication system to improve interagency cooperation among Illinois police departments and has created a central repository of information on all Illinois children reported missing. In addition, the I SEARCH program accepts referrals of missing and exploited child cases and actively investigates them.

I SEARCH provides the following services to investigators:

- Toll-free statewide hotline.
- Analysis of criminal intelligence information.
- Automated data base on sex offenders.

- Specialized searches of computer data.
- Enhanced communications systems, including use of a mobile command center and the Illinois State Police emergency radio network.
- Data processing to automate and index information generated by investigations.
- Specially trained manpower and high-tech equipment such as Underwater Search and Rescue Units, K-9 Corps, and aircraft with infrared spotting devices.
- Photographic age progression.
- Specialized investigative assistance on child sexual exploitation cases, including child pornography, child prostitution, and organized sex rings.
- Emergency flyers and missing children bulletins.

I SEARCH also provides profiles of offenders, interviews recovered children and child victims of sexual exploitation, and works to reduce trauma experienced by victimized families and children. The I SEARCH Grant Program awards funds to local government agencies in Illinois, including police, social service agencies, and school boards, to develop I SEARCH units and community-based programs that address the problems of missing children. In FY 1988, \$600,000 was awarded to develop local I SEARCH units.

The I SEARCH program helped establish the Interstate Advisory Council on Missing and Exploited Children, which it will chair next year. The Council—composed of representatives from State missing children programs in Illinois, Indiana, Iowa, Kentucky, Missouri, Minnesota, Ohio, and Wisconsin—meets regularly to share information, initiate multistate training programs, promote networking among case investigators, and coordinate responses to interstate issues.

In FY 1988, Illinois State Police and I SEARCH units were involved in 10,712 missing child cases.

Illinois State Police  
I SEARCH  
500 Iles Park Place, Fourth Floor  
Springfield, IL 62718  
(217) 785-0631  
(800) 843-5763 [toll free in State]  
Contact: Ron Ellis

## **Iowa**

In July 1985, legislative mandate established the Iowa Missing Persons Information Clearinghouse (MPIC) in the Iowa Department of Public Safety, Division of Criminal Investigation. The legislature appropriated funds to support the Clearinghouse, which is also authorized to accept financial and in-kind support from the private sector. In 1988, MPIC opened 142 missing persons investigations in response to requests from local law enforcement agencies.

MPIC provides assistance in cases of missing adults or children. It operates a statewide toll-free hotline 24 hours a day, 7 days a week to receive requests for assistance in locating missing persons and reports of sightings of missing persons. To facilitate cooperation and coordination among Iowa agencies involved in missing children issues, MPIC maintains a resource list from which referrals can be made to local and State agencies that provide prevention or location assistance. The Clearinghouse works actively to protect the public against illegal or unethical activities that may be undertaken by missing person organizations in the State of Iowa.

MPIC publishes a monthly missing persons bulletin, which is distributed nationwide to law enforcement agencies, schools, and media. It also produces weekly public service announcements.

The Missing Persons Information Clearinghouse is Iowa's representative on the Interstate Advisory Council for Missing and Exploited Children and coor-

dinates efforts when other States' missing person agencies are looking for missing children or adults believed to be in Iowa. MPIC also serves as Iowa's liaison with the U.S. Department of State in cases of international child abduction to which the provisions of the Hague Convention on the Civil Aspects of International Child Abduction are being applied.

Iowa Department of Public Safety  
Division of Criminal Investigation  
Missing Persons Information Clearinghouse  
Wallace State Office Building, Second Floor  
Des Moines, IA 50319  
(515) 281-7963 or 281-3561  
(800) 346-5507 [toll free in State]  
Contact: Wendie Nerem

## Kansas

The Kansas Missing Persons Unit, established by legislation in 1985, is operated by the Kansas Bureau of Investigation, Special Services Division. It handles cases involving missing adults and children. The State provides \$19,456 for the Unit through the Kansas Bureau of Investigation budget.

The Missing Persons Unit monitors all Kansas law enforcement entries into the FBI's NCIC Missing Persons File to ensure accuracy. In addition, staff cross-reference all "attempt to locate" teletypes with the NCIC to ensure that the missing person is entered into the system. Staff train law enforcement agencies; provide crime prevention seminars on exploitation of children; compile and analyze statistical information on missing persons; and assist in identifying unidentified persons. Recently, the Missing Persons Unit signed a cooperative agreement with the Kansas Department of Health and Environment to ensure that birth certificates of missing Kansas children are flagged. Its *Missing Children Education Bulletin* notifies school administrators when children are reported missing so that their records can also be flagged.

During FY 1988, the Missing Persons Unit received 275 telephone calls about missing persons. Sixty-one calls reported suspicious activity related to a missing person or the exploitation of children; 61 calls were about parental

abductions; 51 calls requested assistance in flagging the birth certificate of a missing person; 23 calls pertained to runaways; 2 calls were about stranger abductions of children; and 2 calls requested assistance in identifying bodies.

Kansas Bureau of Investigation  
Special Services Division  
1620 SW. Tyler Street  
Topeka, KS 66612  
(913) 232-6000  
Contact: Judy Ashbaugh

## **Kentucky**

Legislative mandate established the Kentucky Missing Child Information Center in 1984. It is administered by the Kentucky State Police and acts as a liaison between local, State, and Federal police agencies; Kentucky school systems; the public; and the National Center for Missing and Exploited Children. The Kentucky Center maintains case information on unidentified bodies found in Kentucky, and a computerized data base with files on all persons reported missing in the State. Using this data base, it compiles and analyzes statistics on Kentucky's missing persons by age, race, sex, and reporting county. The statistics help Kentucky's criminal justice planners formulate programs that respond to the missing child issue.

Upon request, staff provide technical assistance and information to local law enforcement officers investigating a missing person case. The computerized information systems available to the Center through the Kentucky State Police enable staff to tap a variety of sources for investigative information.

Center staff prepare missing persons flyers for dissemination to law enforcement agencies in Kentucky and seven surrounding States; conduct training in investigative techniques for all police agencies in the State; develop community awareness and prevention materials for use by parents, civic groups, and community organizations; and publish instructions to help families when they report a missing child. Recently, the Center established a cooperative agreement with Kentucky's Bureau of Vital Statistics and Department of Education

to flag the birth certificates and school records of missing children, and as a result, several missing children have been located.

In 1988, 6,767 Kentucky children were reported missing. During that year, 6,814 missing children, including some who had disappeared prior to 1988, were located. The Center staff is credited with developing investigative leads that located 17 persons reported missing from Kentucky or the surrounding States. Three hundred eighty-seven children remained missing at the end of 1988.

Kentucky State Police  
Missing Child Information Center  
1240 Airport Road  
Frankfort, KY 40601  
(502) 227-8799  
Contact: Cathy Wilson or Elsie Franklin

## **Maryland**

In July 1985, legislation was passed to establish the Maryland Center for Missing Children (MCMC). The MCMC ensures the timely and thorough investigation by all Maryland law enforcement agencies of reports of missing children and acts as a clearinghouse at the State level to oversee the proper handling of such cases. The Maryland State Police funds and operates the Center.

MCMC helps law enforcement agencies by maintaining centralized records of missing children, training investigators, assisting with case investigations, and providing liaison with other States' clearinghouses to facilitate the recovery of missing children. It also keeps a resource file of organizations that deal with missing children, their families, and the missing child issue; distributes posters featuring pictures of missing children to a statewide network of media contacts; analyzes and distributes statistical information about missing children; and facilitates cooperation among State, Federal, and private agencies involved with missing children.



MCMC operates a toll-free nationwide hotline that received 85 calls in 1988. Twenty-five calls were from law enforcement agencies requesting information; 22 were from parents of missing children; 16 concerned sightings of missing children; 15 were requests for statistical data; 2 reported suspicious circumstances involving children; and 2 were from missing children asking for assistance.

In 1988, 11,807 cases of missing children were reported in Maryland; 6 children had been abducted by a noncustodial parent, and 8,869 youth had run away from home. By the end of 1988, Maryland law enforcement agencies had closed 11,636 missing child cases, including 3,932 involving run-aways, 285 involving escapees from a juvenile home, 48 parental or family abductions, 15 lost children, 11 deceased children, 5 stranger abductions, and 1 acquaintance abduction.

Maryland State Police  
Maryland Center for Missing Children  
1201 Reisterstown Road  
Pikesville, MD 21208-3899  
(301) 799-0190 through 799-0195; or (301) 621-1010 and 621-1011  
(800) 637-5437 [toll free nationwide]  
Contact: Doree Brown

## Minnesota

In 1986, the Minnesota legislature mandated the establishment of a State Clearinghouse for Missing Children within the Minnesota Department of Public Safety. The Clearinghouse began operations in 1987. It is funded by the Department of Public Safety, Bureau of Criminal Apprehension.

Clearinghouse staff collect and disseminate statistics and data about Minnesota missing children and missing children from other States who are believed to be in Minnesota. They produce and distribute a *Missing Children's Bulletin* and track attempted abductions and other related incidents at the request of local law enforcement agencies.

The Minnesota State Clearinghouse networks with other States' clearinghouses and law enforcement agencies to provide a more efficient and coordinated exchange of information and service delivery. It is an active participant in the Interstate Advisory Council for Missing and Exploited Children. Staff train local law enforcement officers in investigative procedures for missing child cases. In 1988, staff members provided assistance in the following kinds of missing child cases:

Parental kidnapping	26
Runaways	19
Children missing for unknown reasons	4
Stranger abductions	3
<b>Total</b>	<b>52</b>

The Clearinghouse for Missing Children maintains a referral list of public and private agencies that can provide assistance in cases of missing and exploited children. The Clearinghouse also serves as a resource to the public and other interested groups, providing reports and brochures, developing educational materials related to missing children, and preparing guidelines for families reporting cases of missing children.

Department of Public Safety  
Bureau of Criminal Apprehension  
Minnesota State Clearinghouse for Missing Children  
1246 University Avenue  
St. Paul, MN 55104-0610  
(612) 642-0610  
Contact: Marcia Cummings

## Montana

The Montana Missing/Unidentified Persons Clearinghouse was established in 1985 by State law to assist, when requested, in locating and identifying missing adults and children in Montana. Funding for the Clearinghouse is provided by the Montana Department of Justice, Identification Bureau, and supports one full-time staff person and related services.

The Clearinghouse is a statewide repository for dental records, physical descriptions, and other identifiers of missing/unidentified children and adults. Staff compare the records of unidentified persons with those of missing persons for possible matches, and collect and maintain statistical data on the incidence of missing/unidentified adults and children in the State.

The Clearinghouse has established a centralized data base to promote intra-state exchange of information on missing children, and has developed procedures to increase communication about missing children between Montana agencies and organizations. It provides a list of missing children to the State's Office of Public Instruction for dissemination to all of Montana's public schools.

Clearinghouse staff provide technical and investigative assistance in locating both missing Montana residents and persons from other States who are believed to be in Montana. In 1988, staff provided technical assistance in 22 custody cases, 5 runaway cases, and 1 abduction case. The Clearinghouse received six calls to report sightings of missing persons. Thirteen other calls were referred to appropriate State agencies or organizations for additional assistance.

Montana Department of Justice  
Missing/Unidentified Persons Clearinghouse  
303 North Roberts Street  
Helena, MT 59620-1418  
(406) 444-3817  
Contact: Bill Erwin

## Nevada

Nevada's Missing Children's Program, established by legislative mandate in 1985, is operated by the Office of the Nevada Attorney General. The Program is supported both by charitable donations and by moneys appropriated by the State. It disseminates information about missing children to public and private schools; trains investigators from local law enforcement agencies; responds to inquiries about pertinent legislation; and develops prevention and education programs for parents, schools, community-based groups, volunteer and nonprofit organizations, law enforcement agencies, and State and local government officials.

The Program distributes photographs and descriptions of missing children and enlists the media's help in publicizing missing child cases. It coordinates information sharing among local, State, and Federal agencies; collects and compiles statistical information on missing Nevada children; and, with the cooperation of the State's Department of Human Resources, Vital Records Section, ensures that the birth certificates of missing Nevada children are flagged.

Since its establishment, the Program has received more than 2,000 calls to report sightings of missing children, contribute investigative leads, and request information, training, or assistance in locating missing children.

In 1988, Nevada's Division of Investigations processed 5,633 reports of missing children, including 4,463 cases of children who had run away from home, 1,123 cases in which the circumstances of the child's disappearance were unknown, 41 cases of parental abduction, 4 cases of abduction by a family member, and 2 cases of abduction by an acquaintance. At the end of the year, 242 cases were still open.

Nevada Office of the Attorney General  
Capitol Complex  
198 South Carson Street  
Carson City, NV 89710  
(702) 887-2079 or 687-4170  
Contact: Diane Grayson

## **New Jersey**

The New Jersey State Police, Missing Person Unit, serves as the State's clearinghouse on missing persons. The Unit works closely with the 16-member New Jersey Commission on Missing Persons, which supports education and prevention efforts and develops plans to establish and coordinate responses to missing persons and their families. The State provides funding for the Missing Person Unit through the New Jersey State Police budget.

The Missing Person Unit trains law enforcement officers; coordinates the efforts of law enforcement and criminal justice agencies in cases of missing persons; and provides investigative assistance in cases involving runaways, parentally abducted children, children abducted by other family members, lost children, children abducted by strangers or acquaintances, sexual exploitation of children, missing adults, and unidentified persons. The Unit has responded to more than 1,000 requests for investigative assistance since it was formed in 1984. Approximately half the requests involved cases of missing children.

In 1988, the Missing Person Unit was expanded administratively to include the Child Sexual Exploitation Squad. In its first year, the Squad investigated or assisted in the investigation of 125 child sexual exploitation cases. The Missing Person Unit is seeking a legislative mandate and State funding to further expand its work in child sexual exploitation.

The Missing Person Unit and Child Sexual Exploitation Squad developed a statewide centralized data base for missing persons and unidentified bodies. This data management system was designed to be used as an investigative and analytical tool. Using the data base, staff generate statistical and demographic profiles to monitor trends in types of missing persons reported and geographic locations of missing person incidents.

In 1988, New Jersey law enforcement agencies, which are among the Nation's most diligent users of the FBI's NCIC Missing Persons File, reported 17,410 missing juveniles to the File and solved 17,030 cases. At the end of the year, 380 of the cases reported remained active.

New Jersey State Police  
Missing Person Unit and Child Sexual Exploitation Squad  
P.O. Box 7068  
West Trenton, NJ 08628-0068  
(609) 882-2000  
Contact: Martha Maxwell

## **New York**

The New York State Missing and Exploited Children Clearinghouse is part of the New York Division of Criminal Justice Services (DCJS) and is staffed by six full-time employees. The Clearinghouse receives Federal funds through a grant to DCJS and State funds as a line item in the DCJS budget.

In 1984, the Clearinghouse established a statewide Missing Children Register—a central data base containing information on children reported missing by New York law enforcement agencies. The data in the Register are analyzed and profiled to assist local law enforcement officers with their case investigations.

In 1988, New York law enforcement agencies reported 25,318 cases of missing children to the State Missing Children Register; they closed 24,870 cases. Of the cases reported, 21,795 involved runaways, 3,118 involved children who were missing for unknown reasons, 246 involved family abductions, 124 involved lost children, 30 involved children who had been abducted by an acquaintance, and 5 involved stranger abductions. At the end of the year, 1,738 of the cases remained open.

The Clearinghouse also installed a 24-hour statewide toll-free telephone hotline so the public could report sightings of missing children and ask for assistance in missing child cases. Noncriminal justice agencies also use the hotline to access information from the Missing Children Register. During 1988, the hotline received more than 1,200 calls. Parents whose children had been abducted either by the noncustodial parent or another family member made most of the calls. Other calls were from social service agencies, courts, and law enforcement agencies seeking information and assistance with missing child cases.

Although the Missing and Exploited Children Clearinghouse does not directly investigate cases of missing and exploited children, it does offer technical assistance to the law enforcement agency with jurisdiction. The Clearinghouse helps Federal, State, and local agencies coordinate their efforts to investigate, recover, and provide aftercare in cases of missing and exploited children. Staff also counsel parents, family members, social service agencies, courts, and other organizations about applicable laws and available resources. They duplicate photographs and posters of missing children and disseminate them throughout the State via the media, law enforcement, and special publicity programs.

The Clearinghouse is New York's liaison with the U.S. State Department in cases involving the Hague Convention on the Civil Aspects of International Child Abduction. In cooperation with the New York Department of Social Services (DSS), it developed and distributed procedures that allow law enforcement agencies direct access to information contained in the DSS Child Abuse and Maltreatment Register. The Clearinghouse has also worked with schools and community organizations to develop child safety education and prevention programs.

New York Division of Criminal Justice Services  
Identification and Criminal History  
Missing and Exploited Children Clearinghouse  
Executive Park Tower  
Stuyvesant Plaza  
Albany, NY 12203  
(518) 457-6326  
(800) 346-3543 [toll free in State]  
Contact: William J. Sillery

## North Carolina

The North Carolina Center for Missing Persons was established in 1985 following the legislative mandate for a statewide resource center for missing persons. The State's General Assembly funds the Center through the budget of the Department of Crime Control and Public Safety.

The legislation also required law enforcement agencies in the State to notify the Center whenever a report of a missing child or adult is filed. Center staff log each reported case, monitor the progress of the investigation, act as liaison between law enforcement and victimized families, and network with local, State, and national agencies during search and recovery. While the Center does not investigate cases, it does offer technical assistance to agencies conducting investigations and trains police officers in specialized search and rescue techniques and proven methods for tracking individuals. The Center's expertise has been particularly useful to law enforcement investigators who work on parental abduction cases.

The Center operates a 24-hour toll-free telephone line and receives approximately 80 calls per week from individuals seeking information or assistance in missing person cases. In 1988, the Center received reports of 3,539 missing persons; 3,483 cases were closed. Of the cases reported during 1988 that remain open, 28 involve missing adults, 19 involve runaways, 8 involve parentally abducted children, and 1 involves a child who is missing for unknown reasons.

North Carolina Division of Victim and Justice Services  
Department of Crime Control and Public Safety  
North Carolina Center for Missing Persons  
P.O. Box 27687  
Raleigh, NC 27611  
(919) 733-7974  
(800) 522-5437 [toll free in State]  
Contact: John Goad



## **South Carolina**

State legislation mandated the establishment of the South Carolina Missing Person Information Center (MPIC) in 1985. MPIC is located within the South Carolina Law Enforcement Division (SLED) and receives financial support from SLED.

MPIC trains law enforcement professionals throughout the State and sponsors public awareness programs for civic groups and safety programs for children ages 4 to 18. Law enforcement agencies both inside and outside South Carolina report missing adults and children to MPIC. All the MPIC staff are sworn law enforcement officers who provide media assistance, investigative services, case followup, and referral to other resources. In 1988, staff handled 68 reported runaway cases and recovered 79 runaways (including some youth missing prior to 1988). No runaway cases remained open at the end of 1988. Staff also received 17 parental abduction reports and located 26 parentally abducted children. There were two active parental abduction cases at the end of the year.

South Carolina Law Enforcement Division  
Missing Person Information Center  
P.O. Box 21398  
Columbia, SC 29221  
(803) 737-9080  
(800) 322-4453 [toll free in State]  
Contact: Dottie Cronise

## **Texas**

The State legislature established the Texas Missing Persons Clearinghouse (MPCH) within the Texas Department of Public Safety to serve as a centralized repository of information on adults and children missing in Texas. MPCH began operations in January 1986. In 1988, the Texas legislature allocated \$139,786 to support the Clearinghouse.

MPCH networks with Texas law enforcement agencies, clearinghouses and law enforcement agencies in other States, various data bases, and the public to

develop information that may locate missing children and adults. MPCH also operates a toll-free 24-hour statewide "helpline" to receive sightings of missing persons or other information on active cases. During 1988, the MPCH helpline received 1,726 calls.

MPCH staff distribute a monthly bulletin of missing and unidentified persons and work closely with television stations, newspapers, and others to publicize information about missing persons. They provide investigative training to Texas law enforcement agencies and child safety education training and materials to law enforcement groups, schools, and private organizations.

The Clearinghouse maintains a specialized data base on Texas' missing persons. It reported that local law enforcement agencies in the State opened 42,162 missing person cases in 1988 and solved 40,197 such cases. In 1988, Texas law enforcement authorities requested investigative assistance on 340 missing person cases; the Clearinghouse helped locate 27 of those missing persons. Since its inception in 1986, MPCH has assisted law enforcement agencies in finding 76 missing persons and in identifying 2 unidentified persons. At the end of 1988, Texas law enforcement agencies listed 6,214 active missing person cases in the FBI's NCIC Missing Persons File, including:

Juvenile	4,776
Involuntary	510
Endangered	482
Disability	435
Catastrophe	11
<hr/>	
<b>Total NCIC Entries</b>	<b>6,214</b>

Texas Department of Public Safety  
Crime Records Division  
Missing Persons Clearinghouse  
P.O. Box 4143  
Austin, TX 78765-4143  
(512) 465-2814  
(800) 346-3243 [toll free in State]  
Contact: Deanna Tidwell

## Washington

In 1985, the State legislature established the Missing Children Clearinghouse in the Washington State Patrol, Washington Crime Information Center. The Clearinghouse receives its funding through the State Patrol's annual budget and is staffed by one full-time civilian employee and a part-time secretary.

The Clearinghouse collects, compiles, exchanges, and disseminates information to assist local law enforcement efforts in locating missing children; monitors automated information systems, including the State's central crime information computer, to ensure the widest possible use of information about missing children; and operates a statewide toll-free telephone WATS line 24 hours a day, 7 days a week. It publishes and distributes emergency flyers, a monthly missing children bulletin, a directory of Washington State resources, and child safety pamphlets.

In 1988, the Washington State Missing Children Clearinghouse received 2,450 telephone calls, rendered assistance in 187 new missing child cases and located 160 missing children. Five parental abduction cases, one stranger abduction case, one case involving a runaway, and one "other" missing child case remained open at the end of 1988.

Washington State Highway Patrol  
Washington Crime Information Center  
P.O. Box 2527  
Olympia, WA 98504  
(206) 753-3960  
(800) 543-5678 [toll free in State]  
Contact: Linda Henning or Bill Figueroa

## APPENDIX A

# OJJDP Publications

The following Office of Juvenile Justice and Delinquency Prevention publications contain information about missing and exploited children, as well as the programs described in this Report. They can be ordered by writing to the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850, or by calling the Clearinghouse toll free at 1-800-638-8736 or (301) 251-5500 in Maryland and Metropolitan Washington, D.C.

## Juvenile Justice Bulletins

- **CASA: Court Appointed Special Advocate for Children...  
A Child's Voice in Court (NCJ 111392)**
- **Preliminary Estimates Developed on Stranger Abduction  
Homicides of Children (NCJ 115213)**

## OJJDP Updates

- First Comprehensive Study of Missing Children in Progress (NCJ 110809)
- The Police and Missing Children: Findings from a National Survey (NCJ 109979)

## OJJDP Fact Sheets

- ## ■ Preventing Child Sexual Exploitation

### Other Relevant Documents

- **America's Missing and Exploited Children: Their Safety and Their Future (NCJ 100581)**
- **Report on Missing and Exploited Children: Progress in the 80's (NCJ 113586)**

- Missing and Exploited Children: The Challenge Continues  
(NCJ 118218)
- Sexual Exploitation of Missing Children: A Research Review  
(NCJ 114273)
- Child Sexual Abuse Victims and Their Treatment  
(NCJ 113766)
- Twelfth Analysis and Evaluation of Federal Juvenile  
Delinquency Programs (NCJ 115786)

## **APPENDIX B**

### **Missing Children Nonprofit Organizations**

The following nonprofit missing children organizations, identified by the National Center for Missing and Exploited Children (NCMEC), provide a range of services for missing children and their families, including investigative and technical assistance, written materials, counseling, referrals for psychological or legal support, and training. Inclusion does not imply endorsement by either NCMEC or the Office of Juvenile Justice and Delinquency Prevention.

#### **Alabama**

Montgomery Area Runaway  
Youth Services  
880 South Lawrence Street  
Montgomery, AL 36104  
(205) 265-2652

Alabama Council for Parenting and  
Protecting Children  
20 E. Jefferson Davis Street  
Montgomery, AL 36104-4912  
(205) 265-7838

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

#### **Alaska**

Missing Children of America, Inc.  
P.O. Box 670949  
Chugiak, AK 99567-0949  
(907) 248-7300

Alaska Youth Advocates, Inc.  
3745 Community Park Loop, #202  
Anchorage, Ak 99508-3466  
(907) 274-6541  
(907) 563-7233

#### **Arkansas**

ProtACT  
Protecting Arkansas  
Children Together  
P.O. Box 751  
Little Rock, AR 72203  
(501) 682-2007

## California

Children of the Night  
1800 N. Highland Avenue  
Suite 128  
Hollywood, CA 90028  
(213) 461-3160

Find the Children  
11811 W. Olympic Blvd.  
Los Angeles, CA 90064  
(213) 477-6721

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

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

Thursday's Child  
Runaway Outreach Program  
24100 Hartland Street  
West Hills, CA 91307  
(818) 710-1181

Missing Children's Foundation  
7084 Miramar Road  
Suite 200  
San Diego, CA 92102  
(619) 236-9894

Youth Development, Inc.  
4575 Ruffner Street  
San Diego, CA 92111-2215  
(619) 292-5683  
(800) 448-4663

California Child Abduction Recovery  
and Enforcement Council  
1950 Sunwest Lane  
Suite 300  
San Bernardino, CA 92415  
(714) 383-3631

Adam Walsh Child Resource Center  
7812 Westminster Blvd.  
Westminster, CA 92683  
(714) 898-4802

Kevin Collins Foundation  
P.O. Box 590473  
San Francisco, CA 94159  
(800) 435-7358 [in State]  
(800) 272-0012 [out of State]

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

Missing Children's Project  
in California  
1084 Avon Avenue  
San Leandro, CA 94579  
(415) 483-3576

Protect Your Child  
746 Bockman Road  
San Lorenzo, CA 94580  
(415) 276-2350

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

Vanished Children's Alliance  
300 Orchard City Drive  
Suite 151  
Campbell, CA 95008  
(408) 378-5678  
(800) 235-3535

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

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

Homeless Emergency Runaway Effort  
H.E.R.E.  
584 Rio Lindo Avenue  
Suite 2  
Chico, CA 95926  
(916) 891-2794

Identi-A-Child  
275 E. Shasta Avenue, #37  
Chico, CA 95926  
(916) 895-3748

## **Connecticut**

Friends of Child Find  
Connecticut Chapter  
12 Summit Drive  
Burlington, CT 06013  
(203) 673-1500

## **District of Columbia**

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

National Network of Runaway and  
Youth Services  
1400 I Street NW.  
Suite 330  
Washington, DC 20003  
(202) 682-4114

## **Florida**

Missing Children Center, Inc.  
160 W. Evergreen Avenue  
Suite 120  
Longwood, FL 32750  
(407) 331-4357



Switchboard of Miami, Inc.  
75 Southwest 8th Street  
4th Floor  
Miami, FL 33130  
(305) 358-1640

Adam Walsh Child Resource Center  
3111 South Dixie Highway  
Suite 244  
West Palm Beach, FL 33405  
(407) 833-9080

The Safe Harbor Runaway Center  
3908 Broadway  
West Palm Beach, FL 33407  
(407) 833-2400

Childkeyppers International  
P.O. Box 6456  
Lake Worth, FL 33466  
(407) 586-6695

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

Missing Children Help Center  
410 Ware Blvd.  
Suite 400  
Tampa, FL 33619  
(813) 623-5437  
(800) 872-5437

## **Georgia**

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

## **Illinois**

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

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

Friends of Child Find  
Kankakee County Illinois Chapter  
303 Mohawk Drive  
Bourbonnais, IL 60914  
(815) 935-2065

## **Indiana**

Assistance for Victims of Child Theft  
722 Cleveland Avenue  
South Bend, IN 46628  
(219) 289-4353

## **Kansas**

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

The Kansas Missing Children  
Foundation  
P.O. Box 8232  
Wichita, KS 67208-0232  
(316) 264-0707

## **Kentucky**

Exploited Children's  
Help Organization  
720 W. Jefferson Street  
Louisville, KY 40202  
(502) 585-3246

## **Louisiana**

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

## **Maryland**

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

Survivors of Incest Anonymous  
World Service Office  
P.O. Box 21817  
Baltimore, MD 21222  
(301) 282-3400

People Against Child Abuse, Inc.  
3 Church Circle  
Annapolis, MD 21401  
(301) 269-7816  
(800) 422-3055

## **Michigan**

Runaway Assistance Program  
910 Abbott Road  
Suite 100  
East Lansing, MI 48823  
(517) 351-5757  
(800) 292-4517

National Child Safety Council  
4065 Page Avenue  
Michigan Center, MI 49254  
(517) 764-6070

## **Minnesota**

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

## **Missouri**

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

## **Montana**

Friends of Child Find  
Montana Chapter  
737 S. Billings Blvd.  
Space 0  
Billings, MT 59101  
(406) 259-6999

Tumbleweed Runaway Program, Inc.  
300 North 25th Street  
Suite 103  
Billings, MT 59101  
(406) 259-2558

## **Nevada**

Nevada Child Seekers  
Chapter of N.C.S.C.  
3333 Cambridge Street  
Suite 203  
Las Vegas, NV 89109  
(702) 796-7333

Community, Runaway &  
Youth Services  
1135 Terminal Way, #104  
Reno, NV 89502  
(702) 323-6296

## **New Hampshire**

New Hampshire Network for  
Runaways and Homeless Youth  
P.O. Box 448  
99 Hanover Street  
Manchester, NH 03105  
(603) 668-1920

Friends of Child Find  
New Hampshire Chapter  
91 Ruth Avenue  
Manchester, NH 03103  
(603) 622-4457

## **New Jersey**

Search Reports, Inc.  
396 Route 17, North  
Hasbrouck Heights, NJ 07604  
(201) 288-4445

Services for the Missing  
1300 Burnt Mill Road  
Voorhees, NJ 08043  
(609) 783-3101

K.I.D.  
Kids in Danger  
P.O. Box 1063  
Island Heights, NJ 08732  
(201) 244-3028  
(609) 693-1203

## **New Mexico**

I.D. Resource Center of Albuquerque  
2719 San Mateo NE.  
Albuquerque, NM 87110  
(505) 883-0983  
(800) 332-2443

Identi-Find-A-Child  
P.O. Box 6806  
Albuquerque, NM 87196  
(505) 344-7723

Families and Youth, Inc.  
1501 N. Solano Drive  
Las Cruces, NM 88001  
(505) 524-7765

## **New York**

Children in Crisis  
496 La Guardia Place  
New York, NY 10012  
(212) 925-0522

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

Institute for Youth Advocacy  
Covenant House  
460 W. 41st Street  
New York, NY 10036  
(212) 613-0349

Friends of Child Find  
Westchester County  
New York Chapter  
P.O. Box 2521  
Peekskill, NY 10566  
(914) 739-6052

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

Kid Watch  
71106 Kuchler Avenue  
Ronkonkoma, NY 11779  
(516) 585-2548  
(800) KID-WATCH

Children's Rights of New York, Inc.  
15 Arbutus Lane  
Stony Brook, NY 11790-1408  
(516) 751-7840

Child Find of America, Inc.  
P.O. Box 277  
New Paltz, NY 12561  
(914) 255-1848  
(800) 426-5678

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

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

### **North Carolina**

The Parents Center  
336 Fayetteville Street Mall  
Room 627  
Raleigh, NC 27601  
(919) 833-3780

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

Children's Rights of America,  
North Carolina  
P.O. Box 308  
Lenoir, NC 28645  
(704) 757-0122

### **North Dakota**

Youth Works  
311 N. Washington  
Bismarck, ND 58501  
(701) 255-6909

### **Ohio**

Parents of Murdered Children  
100 E. 8th Street  
Apt. 41-B  
Cincinnati, OH 45202-2129  
(513) 721-5683

Lima Area Child Assault  
Prevention Project  
799 S. Main Street  
Lima, OH 45804  
(419) 222-1168

### **Oregon**

National Missing Children's  
Locate Center  
P.O. Box 1324  
Gresham, OR 97030-0251  
(503) 665-8544  
(800) 443-2751

Hide and Seek Foundation  
P.O. Box 17226  
Salem, OR 97305  
(503) 390-7408

Homeward Bound/U.S.A. for  
Children, Inc.  
3730 N. Suttle Road  
Portland, OR 97217  
(503) 286-3117

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

## **Pennsylvania**

Friends of Child Find  
Pittsburgh Pennsylvania Chapter  
P.O. Box 10682  
Pittsburgh, PA 15235  
(412) 241-1234

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

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

## **Rhode Island**

The Society for Young Victims  
54 Broadway Avenue  
Newport, RI 02840  
(401) 847-5083  
(800) 999-9024

## **South Carolina**

Adam Walsh Center  
1632 Hampton Street  
Suite 201  
Columbia, SC 29201  
(803) 254-2326

## **Texas**

Texas Association for  
Stolen Children  
P.O. Box 515494  
2900 S. 5th Street  
Dallas, TX 75251  
(214) 783-1722

Friends of Child Find  
Malakoff Texas Chapter  
P.O. Box 861  
Malakoff, TX 75148  
(214) 489-1954

National Advocacy Center  
307 W. 7th Street  
Suite 1001  
Fort Worth, TX 76102  
(817) 877-3355

American Association for  
Lost Children  
P.O. Box 41154  
Houston, TX 77241  
(713) 466-1852  
(800) 873-LOST

Friends of Child Find  
Houston Texas Chapter  
12710 San Clemente  
Houston, TX 77066  
(713) 444-6552

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

## **Virginia**

Parents Against Molesters, Inc.  
4016 Coffman Blvd.  
Chesapeake, VA 23701  
(804) 465-1582

## **Vermont**

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

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

## **Washington**

OPERATION LOOKOUT  
National Center for Missing Youth  
6912 220th Street SW.  
Suite 102  
Mountlake Terrace, WA 98043  
(206) 771-7335  
(800) 782-7335

Washington Victim Witness Services  
P.O. Box 17437  
Seattle, WA 98107-1137  
(206) 361-4540

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

## **Wisconsin**

Friends of Child Find  
Wisconsin Chapter  
RD #1, Box 76  
Highland, WI 53543  
(608) 929-4888

## **Wyoming**

Mary Ellen Rue Foundation for  
Missing and Exploited Children  
P.O. Box 2071  
Cheyenne, WY 82003  
(307) 634-8822

## Canada

Child Find, Nova Scotia  
P.O. Box 5281  
Armdale, Nova Scotia, CN B3L457  
(902) 453-6633

Child Find, New Brunswick  
364 Brunswick Street  
Fredericton, New Brunswick,  
CN E3B1H1  
(506) 459-7250

Child Find, Quebec  
828 Decarie Blvd.  
Suite 201  
St. Laurent, Quebec, CN H4L3L9  
(514) 747-4000  
(800) 363-2687

Child Find, Ontario  
345 Lakeshore Road, East  
Suite 314  
Oakville, Ontario, CN L6J1J5  
(416) 842-5353

Canadian Centre for Missing Children  
1-A Sir Winston Churchill Square  
Edmonton, Alberta, CN T5J0R2  
(403) 422-4698

Child Find, Alberta  
809 Manning Road NE.  
Calgary, Alberta, CN T2E7M9  
(403) 270-3463

Victims of Violence  
Provincial Courthouse, 3rd Floor  
1-A Sir Winston Churchill Square  
Edmonton, Alberta, CN T5J0R2  
(403) 422-4698

Child Find, Manitoba  
P.O. Box 3189  
Winnipeg, Manitoba, CN R3C4E7  
(204) 488-4607

Child Find, Saskatchewan  
2120 St. George Avenue  
Saskatoon, Saskatchewan, CN  
S7M0K7  
(306) 934-0700



## APPENDIX C

### State Missing Children Clearinghouses

Alabama Department of Public Safety  
Missing Children Bureau  
P.O. Box 1511  
Montgomery, AL 36102-1511  
(205) 261-4207  
(800) 228-7688 [toll free in State]

Arizona Department of Public Safety  
Criminal Investigation Research Unit  
P.O. Box 6638  
Phoenix, AZ 85005-6638  
(602) 223-2158

Arkansas Office of the  
Attorney General  
Missing Children Services Program  
Tower Building  
4th and Center Street  
Little Rock, AR 72201  
(501) 682-5028 or 682-2341  
(800) 482-8982 [toll free in State]

California State Department  
of Justice  
Missing/Unidentified Persons  
P.O. Box 903417  
Sacramento, CA 94203-4170  
(916) 739-5114  
(800) 222-3463 [toll free in State]

Colorado Bureau of Investigation  
Crime Information Center  
690 Kipling  
Suite 4000  
Denver, CO 80215  
(303) 239-4251

Connecticut State Police  
Missing Persons Unit  
294 Colony Street  
Meriden, CT 06450  
(203) 238-6688  
(800) 367-5678 [toll free in State]

Delaware State Police  
State Bureau of Identification  
P.O. Box 430  
Dover, DE 19903  
(302) 736-5883

Metropolitan Police Department  
Missing Persons/Youth Division  
1700 Rhode Island Avenue NE.  
Washington, D.C. 20018  
(202) 576-6771

Missing Children Information  
Clearinghouse  
Florida Department of Law  
Enforcement  
P.O. Box 1489  
Tallahassee, FL 32302  
(904) 488-5224  
(800) 342-0821 [toll free in State]

Georgia Bureau of Investigation  
Intelligence Unit  
P.O. Box 370808  
Decatur, GA 30037-0808  
(404) 244-2554  
(800) 282-6564 [toll free in State]

Illinois State Police  
I SEARCH  
500 Iles Park Place  
Fourth Floor  
Springfield, IL 62718  
(217) 785-0631  
(800) 843-5763 [toll free in State]

Indiana State Police  
309 State Office Building  
100 N. Senate Avenue  
Room 309  
Indianapolis, IN 46220  
(317) 232-8310  
(800) 831-8953 [toll free in State]

Iowa Division of Criminal  
Investigation  
Wallace State Office Building  
Second Floor  
Des Moines, IA 50319  
(515) 281-7963  
(800) 346-5507 [toll free in State]

Kansas Bureau of Investigation  
Special Services Division  
1620 SW. Tyler Street  
Topeka, KS 66612  
(913) 232-6000  
(800) 572-7463 [toll free in State]

Missing Child Information Center  
Kentucky State Police  
1240 Airport Road  
Frankfort, KY 40601  
(502) 227-8799  
(800) 222-5555 [toll free in State]

Louisiana Clearinghouse for  
Missing and Exploited Children  
Department of Health and  
Human Resources  
P.O. Box 3318  
Baton Rouge, LA 70821  
(504) 342-4008

Maine State Police  
Criminal Investigation Division  
36 Hospital Street  
Augusta, ME 04333  
(207) 289-4394  
(800) 452-4664 [toll free nationwide]

Maryland Center for Missing Children  
Maryland State Police  
1201 Reisterstown Road  
Pikesville, MD 21208-3899  
(301) 799-0190  
(800) 637-5437 [toll free in State]

Massachusetts State Police  
Missing Persons Unit  
W. Grove Street  
Middleboro, MA 02346  
(617) 727-8972  
(800) 622-5999 [toll free in State]

Michigan State Police  
Prevention Services Unit  
714 S. Harrison Road  
East Lansing, MI 48823  
(517) 337-6171

Minnesota State Clearinghouse  
Bureau of Criminal Apprehension  
1246 University Avenue  
St. Paul, MN 55104  
(612) 642-0610

Mississippi State Highway Patrol  
P.O. Box 958  
Jackson, MS 39205  
(601) 987-1599

Division of Drug and Crime Control  
Missing Persons Unit  
Missouri State Highway Patrol  
P.O. Box 568  
Jefferson City, MO 65102  
(314) 751-3313 ext. 178

Missing/Unidentified Persons  
Clearinghouse  
Montana Department of Justice  
303 N. Roberts Street  
Helena, MT 59620  
(406) 444-3817

Nevada Office of the Attorney General  
Capitol Complex  
198 S. Carson Street  
Carson City, NV 89710  
(702) 687-4170 or 887-2079

New Hampshire State Police  
Troop E  
P.O. Box 235  
West Ossipee, NH 03890  
(603) 271-1166  
(800) 852-3411 [toll free in State]

New Jersey State Police  
Missing Person Unit  
P.O. Box 7068  
West Trenton, NJ 08628-0068  
(609) 882-2000

New Mexico Department of  
Public Safety  
Records Bureau  
P.O. Box 1628  
Santa Fe, NM 87504-1628  
(505) 827-9181

New York Division of  
Criminal Justice Services  
Identification and Criminal History  
Executive Park Tower  
Stuyvesant Plaza  
Albany, NY 12203  
(518) 457-6326  
(800) 346-3543 [toll free in State]

North Carolina State Division of  
Victim and Justice Services  
Department of Crime Control and  
Public Safety  
P.O. Box 27687  
Raleigh, NC 27611  
(919) 733-7974  
(800) 522-5437 [toll free in State]

North Dakota Clearinghouse for  
Missing Children  
North Dakota Radio Communications  
P.O. Box 5511  
Bismark, ND 58502-5511  
(800) 472-2121 [toll free nationwide]

Missing Children's Educational  
Programs Office  
Ohio Department of Education  
65 S. Front Street  
Room 719  
Columbus, OH 43266-0308  
(614) 466-6830  
(800) 325-5604 [toll free in State]

Oklahoma State Bureau of  
Investigation  
Criminal Information Unit  
P.O. Box 11497  
Oklahoma City, OK 73136  
(405) 848-6724

Pennsylvania State Police  
Missing Person Unit  
Bureau of Criminal Investigation  
1800 Elmerton Avenue  
Harrisburg, PA 17110  
(717) 783-5524

Rhode Island State Police  
Missing and Exploited Children Unit  
P.O. Box 185  
North Scituate, RI 02857  
(401) 647-3311 ext. 237  
(800) 544-1144 [toll free in State]

South Carolina Law  
Enforcement Division  
Missing Person Information Center  
P.O. Box 21398  
Columbia, SC 29221-1398  
(803) 737-9080  
(800) 322-4453 [toll free in State]

Division of Criminal Investigation  
Attorney General's Office  
500 E. Capitol  
Pierre, SD 57501  
(605) 773-4614

Tennessee Bureau of Investigation  
Special Investigation Unit  
P.O. Box 100940  
Nashville, TN 37210-0940  
(615) 741-0430

Texas Department of Public Safety  
Crime Records Division  
P.O. Box 4143  
Austin, TX 78765-4143  
(512) 465-2814  
(800) 346-3243 [toll free in State]

Vermont Office of the  
Attorney General  
Child Protection Unit  
109 State Street  
Montpelier, VT 05602  
(802) 828-3171

Virginia State Police Department  
Missing Children's Clearinghouse  
P.O. Box 27472  
Richmond, VA 23261-7472  
(804) 674-2026  
(800) 822-4453 [toll free in State]

Missing Children Clearinghouse  
Washington State Highway Patrol  
P.O. Box 2527  
Olympia, WA 98504  
(206) 753-3960  
(800) 543-5678 [toll free in State]