

# **Annual Report on Missing Children**

# **1990**

**Office of Juvenile Justice and Delinquency Prevention**

**Robert W. Sweet, Jr.  
Administrator**

**\*\*\*Blank Pages Have Been Removed\*\*\***

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.

# Contents

---

<b>Foreword</b> .....	<b>v</b>
<b>Introduction</b> .....	<b>vii</b>
<b>Chapter 1</b>	
A Comprehensive Response .....	<b>1</b>
<b>Chapter 2</b>	
Federal, State, and Local Cooperation .....	<b>9</b>
<b>Chapter 3</b>	
National Resource Center, Clearinghouse, and Toll-Free Telephone Line .....	<b>31</b>
<b>Chapter 4</b>	
OJJDP-Funded Projects .....	<b>41</b>
<b>Chapter 5</b>	
Research Update .....	<b>55</b>
<b>Chapter 6</b>	
State Clearinghouses .....	<b>67</b>
<b>Appendix A</b>	
OJJDP Publications About Missing Children Issues .....	<b>77</b>
<b>Appendix B</b>	
Missing Children Legislation .....	<b>79</b>

# Foreword

---

When a child is missing, it is not only parents and family members who are affected; the tragedy touches the community and the Nation. Everything possible must be done to find the child, assure a safe return home, facilitate reunification, and prosecute abductors. It is encouraging that the past decade has witnessed marked progress in the development of a national movement dedicated to addressing the problems of missing children.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) stands at the focal point of the issue of missing and exploited children. This report describes the array of OJJDP initiatives conducted during Fiscal Year 1990 as part of our ongoing efforts to provide Federal leadership for addressing the concerns engendered by missing children. These efforts take place through activities carried out by Federal agencies, programs funded by OJJDP, a network of 43 State clearinghouses, and scores of local nonprofit organizations.

As part of this broad-based national effort, a number of recent activities merit special recognition. They are more fully detailed later in this report.

Culminating a 5-year effort, the first findings of the National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children in America (NISMART) were released in May 1990. Data analysis reflected in this massive research effort is helping to refine our understanding of the issue. NISMART has identified distinct and separate problems affecting five categories of children the public may perceive as "missing," sometimes mistakenly. Multiple sets of circumstances under each category are evident. Further research should enable us to develop an array of responses for each type of problem.

The National Center for Missing and Exploited Children (NCMEC) carries out, through Federal grants from OJJDP and private corporate contributions, a number

of the responsibilities mandated by the Missing Children's Assistance Act of 1984 (Title IV of the JJDP Act). It maintains a national clearinghouse, provides technical assistance, operates a toll-free telephone line, and coordinates efforts among State clearinghouses and nonprofit organizations dedicated to assisting missing children and their families.

In Fiscal Year 1990, OJJDP continued support of its Missing and Exploited Children Comprehensive Action Plan (M-CAP) program. M-CAP serves communities by helping them develop coordinated, cooperative procedures among the various institutions dealing with youth. School personnel, police officers, court officials, social services staff, prosecutors, and other officials are taught ways of working together to prevent exploitation of children and to effectively handle cases of missing children.

Other programs seek to minimize the effects of abduction on children and families and to prosecute abductors. Three separate research projects are underway to explore the best approaches for treating recovered children and reuniting them with their families. Another project is designed to diminish the trauma experienced by children who are required to testify in court. OJJDP continues to work with prosecutors, providing training to help secure convictions. We also train law enforcement officers in the use of advanced techniques for investigating child abuse cases.

OJJDP will remain actively involved in all facets of the problems of missing children. It is my hope that the efforts outlined in this annual report will serve to galvanize those who defend the welfare of our children. We must work diligently to assure every American child the right to grow up in a safe and secure family environment.

Robert W. Sweet, Jr.  
Administrator

# Introduction

---

Federal, State, and local levels of government as well as numerous public groups have responded to the national dilemma of missing and exploited children.

By law, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice, is the central coordinating agency in all matters pertaining to missing and exploited children.

To understand the progress and current activities related to this issue it is helpful to view its historical development.

## **Brief history of missing children efforts**

The following events detail the history of the Federal response to the problem of missing children in the United States:

- Congress passed the Juvenile Justice and Delinquency Prevention Act (JJDP Act) of 1974, establishing OJJDP as the lead Federal agency responsible for all matters of juvenile justice. The juvenile justice system attends to the needs of neglected and abused children as well as juvenile delinquents. The mission of OJJDP is to provide direction, coordination, leadership, and resources to State and local juvenile justice systems and the related youth services delivery system.
- The murders of 29 Atlanta children from 1979 to 1981 shocked the Nation. The abduction of 7-year-old Etan Patz from a New York City neighborhood in May 1979 attracted intense professional and media attention (his alleged abductor was identified during the year through OJJDP-funded efforts). In July 1981, 6-year-old Adam Walsh was abducted from a Hollywood, Florida, shopping mall and murdered. Millions of viewers

watched the 1983 NBC television movie, "Adam," depicting the experiences of the Walsh family. It brought national attention to the issue of missing children.

- Parents of missing children and representatives of a small number of missing children nonprofit organizations worked to focus congressional attention on the issue. This resulted in passage of Title IV of the JJDP Act—the Missing Children's Assistance Act of 1984. The law recognized that "Federal assistance is urgently needed to coordinate and assist in this interstate problem," and designated the Administrator of OJJDP to direct the Federal effort.
- Founded in 1984, the National Center for Missing and Exploited Children (NCMEC) is a nonprofit organization funded principally through Federal grants awarded by OJJDP. With OJJDP's support, NCMEC carries out a number of statutorily mandated responsibilities: providing technical assistance, coordinating national programs, and operating a clearinghouse and 24-hour toll-free telephone line. The work of NCMEC is detailed in chapter 3.
- As mandated by Congress in the Missing Children's Assistance Act of 1984, OJJDP is required to conduct national incidence studies to determine estimates of the numbers of missing children and the numbers of children abducted under various circumstances. The National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMAART) began in 1985 and published the First Report of its findings in May 1990.

National awareness of the problems of missing children continues only slightly abated in the 1990's. OJJDP continues to lead national efforts to assist missing children and their families. Authority for implementing national juvenile justice policy relating to missing children rests with the Administrator of OJJDP. The Administrator is appointed by the President and confirmed by the United States Senate. The Administrator reports to the Attorney General through the Assistant Attorney General

for the Office of Justice Programs. Robert W. Sweet, Jr., has served as Administrator since April 1990, the midpoint of Fiscal Year 1990.

Actions to address missing children problems have taken many more forms since they first captured the attention of America. Besides the work of OJJDP, many encouraging efforts are taking place. Scores of nonprofit organizations; clearinghouses in 44 States and the District of Columbia; initiatives in 18 agencies within 7 Federal departments; a national resource center, hotline, and clearinghouse; continued Federal and State legislative action; and the use of advanced technologies have contributed to substantive progress.

Work remains to be done, however, to fashion a cooperative, comprehensive response to the problems faced by missing and exploited children throughout the United States.

## **Definition of a missing child**

The Missing Children's Assistance Act of 1984 (see appendix B) 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.

Nevertheless the term had become a "catchall" in the public mind. NISMART (as discussed in chapter 5) addressed five categories of children the public might perceive as "missing," not always accurately: family abductions; non-family abductions; runaways; throwaways; and lost, injured, or otherwise missing. Each category poses distinct problems. As knowledge of the special circumstances of each situation advances, effective responses can be designed for each problem.



## The annual report

The Administrator of OJJDP is required by law to report annually the following information to the President, the Speaker of the House of Representatives, and the President pro tempore of the Senate:

- A comprehensive plan to facilitate coordination and cooperation among 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 of programs that provide treatment, counseling, or other assistance to parents of missing children or to children who have been abducted.
- A description of staff and resources provided by OJJDP to carry out the mandates of Title IV.
- A description of the calls received on the national, toll-free telephone line and of 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 the State clearinghouses that received funding from OJJDP.

This *OJJDP Annual Report on Missing Children 1990* fulfills the reporting requirements for Fiscal Year 1990. Chapters provide descriptions of (1) the coordinating role of OJJDP; (2) effective action taken at Federal, State, and local levels; (3) activities of the National Center for Missing and Exploited Children; (4) projects funded by OJJDP; (5) recent research efforts; and (6) State clearinghouses. Appendix A provides a list of OJJDP publications on the subject of missing and exploited children. Appendix B supplies the text of three Federal laws pertaining to missing children.

This report is submitted in the interest of improving America's response to the plight of missing children and their families.

# Chapter 1

---

## A Comprehensive Response

The crime of child abduction demands a prompt, efficient response at all levels—local, State, and Federal. Americans expect the Nation to respond with unified action to the plight of missing and exploited children. National leadership is essential to make this happen and has been mandated by the Juvenile Justice and Delinquency Prevention (JJDP) Act.

The Federal Government has consistently committed resources to enhance the Nation's response to the problems relating to missing and exploited children. Responsibility for providing the necessary Federal assistance and leadership in these efforts rests with the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

Architects of Title IV of the JJDP Act, the Missing Children's Assistance Act of 1984, envisioned a coordinated national effort composed of a vast array of Federal, State, and local resources. By law, the Administrator of OJJDP must provide an annual plan outlining how those working with missing children issues can coordinate their efforts during the succeeding fiscal year.

### Title IV mandates

By requiring a comprehensive plan, Title IV seeks to ensure an ongoing, coordinated, cooperative network of activity that should result in the recovery of missing children and the prevention of abductions and exploitation. Responding to this mandate, OJJDP seeks to use appropriated funds most effectively.

Title IV provides a detailed outline of the components required for a unified national effort (see appendix B for the full text). As drawn from the mandates of Title IV, the

responsibilities of OJJDP to coordinate the national effort on behalf of missing children are the following:

- Provide an annual comprehensive plan for coordination among Federal programs.
- Provide a plan for effective cooperation among all agencies and organizations.
- Identify and summarize effective models for recovery.
- Identify and summarize effective models of treatment and aid.
- Provide a 24-hour toll-free telephone line.
- Operate a national clearinghouse and resource center.
- Fund research.
- Fund and assist clearinghouses.
- Provide technical assistance.
- Conduct national incidence studies periodically.
- Make grants to public and private agencies.

This chapter addresses the first two responsibilities by describing plans underway at OJJDP to respond to the other areas of responsibility. OJJDP has implemented efforts in all of the above areas each year since responding to the mandates of Title IV.

Examples of OJJDP's responsiveness to Title IV mandates include conducting the landmark National Incidence Studies of Missing, Abducted, Runaway, and Thrown-away Children (NISMAART); funding the National Center for Missing and Exploited Children; funding research projects related to missing children; and providing programs which address the problem at the local level, such as the Missing and Exploited Children Comprehensive Action Plan (M-CAP).

Though substantial progress has been made, more can and will be done. Fiscal Year 1991 activities will build on earlier efforts and result in more effective work.

## **OJJDP: Agenda for missing children**

Progress on the problem of missing children is possible when all concerned groups work together. Current needs are many and varied. Continuing activities must focus on building national awareness, training service professionals, increasing our knowledge base, and developing more effective case-handling procedures. In addition, efforts should be made to propose new State legislation, improve treatment strategies, promote technological advances, improve case investigation techniques, prosecute abductors, and create and test new programs.

OJJDP's current priority is to assess the current state of missing and exploited children efforts. Following this, OJJDP will propose and begin implementing new strategies to confront the problem in the 1990's in light of recent research. The following internal OJJDP activities are underway:

- The first "program options" session has taken place and a second has been scheduled. These sessions provide an opportunity to share the ideas and practical expertise of juvenile justice professionals who work with missing children and their families.
- OJJDP staff serving as program managers for missing children projects are meeting regularly to assess the direction of the missing children's program.
- An assistant director for the missing children's program has been appointed by the Administrator of OJJDP, pending the appointment of a missing children's program director.
- The Administrator of OJJDP is reviewing the activities of all active missing children programs.
- A 1991 program planning process is taking place for missing children programs. The resulting program priorities will be published in the *Federal Register* in Fiscal Year 1991.

In response to current needs, OJJDP has outlined the following six actions which, when implemented together, comprehensively address the needs of missing and exploited children.

## **Assess and evaluate current efforts**

OJJDP will conduct a review of its grantee, the National Center for Missing and Exploited Children (NCMEC). The Office of Justice Programs has emphasized evaluations as a primary component of discretionary grant programs for Fiscal Year 1991. This study will provide insight into the effectiveness of the work OJJDP carries out on its Title IV mandates, many of which are carried out by NCMEC.

OJJDP will conduct an assessment of nationwide efforts of State clearinghouses and nonprofit organizations involved with missing children issues. An overview of the methods used by organizations to locate, recover, and treat missing children will enable OJJDP to coordinate more effectively a national network of efforts. Information obtained through this analysis will be thoroughly documented and disseminated for use by professionals in the field.

## **Provide training for juvenile justice professionals and organizations**

Individuals and local organizations frequently need guidance in developing effective responses in case assistance, information sharing, and treatment. The training needs of nonprofit organizations working with missing children will be thoroughly reviewed. Officials who work with State clearinghouses often need initial and ongoing training. OJJDP will explore the establishment of a national training center to respond to these needs.

Local police investigators, prosecutors, social service workers, and others could benefit from instruction to gain new insights and updated skills. OJJDP seeks to expand its offerings to address the training needs identified through a survey of field professionals. Existing training efforts, such as the Child Abuse and Exploitation Investigative Techniques training program, will be reviewed, updated, and made available to additional professionals.

## **Expand technical assistance to State clearinghouses and nonprofit organizations**

Information sharing among organizations concerned with missing children is often difficult due to variations in intake and case management procedures, computer programs, and organizational goals and methods. OJJDP will explore ways to use available data more effectively.

Local nonprofit organizations formed the initial impetus for the national movement to assist missing children. These groups face varied needs and require assistance to function effectively. While the difficulty of identifying such groups precludes their listing in this report, OJJDP will identify organizational needs and provide for training and technical assistance.

OJJDP will explore further its mandated responsibility to "facilitate the lawful use of school records and birth certificates to identify and locate missing children." All possible efforts will be made to utilize school records and birth certificates in the resolution of missing children cases.

## **Extend and expand research efforts**

An examination of continuing and proposed OJJDP missing children research projects is in progress. Current research projects, such as those described in chapters 4 and 5, will be examined to determine if they should move forward to the demonstration phase. Projects addressing new research areas will also begin in Fiscal Year 1991.

Further analysis of existing data on missing children will be conducted. Data available from NISMART, for example, will be subject to a new phase of inquiry. Planning will begin in Fiscal Year 1991 for NISMART II. Just as extensive planning took place prior to beginning NISMART, researchers will carefully develop objectives for further incidence studies.

A survey of research findings on child exploitation will be implemented and followed by a national incidence study on victims of child exploitation, the circumstances involved, and a survey of existing responses to the problem. This incidence study will

increase the understanding of child exploitation just as NISMART increased the understanding of missing children. The study will provide more detailed information about various issues relating to the missing and exploited children problem as well as examine the possible causes of the problem. The links between child exploitation and drugs and pornography will be investigated.

## **Enhance cooperation among Federal agencies**

OJJDP will seek a greater participation from other Federal agencies in shaping missing children initiatives during Fiscal Year 1991. The Coordinating Council on Juvenile Justice and Delinquency Prevention meets quarterly to provide an opportunity for Federal agencies with responsibility for youth to work together cooperatively. Coordinating Council activities lead to increased interagency projects, communication, and awareness. The Coordinating Council is composed of representatives from 17 statutory member agencies. Additionally, 11 agencies participate as voluntary members. (A list of member agencies is on the following page.)

In the past, the Coordinating Council has maintained a subcommittee on missing children composed of representatives from Federal agencies that fund projects related to missing children. This committee will reconvene in Fiscal Year 1991 and will include wider representation of agencies. This will facilitate coordination of programs, eliminate duplication of initiatives, and promote sharing of resources at the Federal level.

## **Develop an array of special projects, including prevention initiatives**

OJJDP has responded to a number of specific Title IV mandates. However, new initiatives are required as knowledge of missing children problems continues to increase rapidly. Progress can be made in developing programs in the following directions:

- OJJDP will seek the most advanced technology available to assist in investigations, make identifications, track sightings, share data, access data, and ultimately locate and find treatment for missing children. "Age progression" of photos is but one example of a recent technological

advancement that shows promise for improving our recovery efforts. Computer professionals will be contacted to assist OJJDP in using advanced techniques.

- Confronting the problems of missing and exploited children at the local level by helping communities develop a programmatic, cooperative community response will continue through M-CAP. A current M-CAP strategy is to expand the program to as many as 90 jurisdictions, including host, satellite, and affiliate sites, over the next 3 years.
- OJJDP is responsible for funding promising initiatives that reduce the likelihood of abductions and increase public awareness of prevention strategies. The special circumstances of parental abductions, which represent the vast majority of child abduction cases, deserve further examination. This will lead to a review of divergent State custody laws, a study of psychological profiles of parental abductors, an assessment of intervention methods, the development of juvenile justice training workshops, a study of case recoveries, and the enhancement of victim services.
- OJJDP seeks to involve more researchers and juvenile justice professionals in its efforts to help missing children through a program of field-initiated projects. The program provides funds for graduate research fellowships for doctoral students and more extensive visiting fellowships for experienced researchers. This will enable OJJDP to assess innovative ideas and take timely and effective action on new projects.
- Incidents of child exploitation can be reduced if sex offenders are denied access to children through effective screening of salaried and volunteer applicants in youth-related organizations. A project will be developed to create a model screening protocol. Information on screening procedures and on the habits of child sex offenders will be gathered and disseminated.

OJJDP will begin implementing the above action items during Fiscal Year 1991. Through bold leadership on this issue, OJJDP hopes to help the Nation recover more missing children and prevent more children from becoming missing in the coming year.



## **Coordinating Council on Juvenile Justice and Delinquency Prevention Member Agencies**

### ***Statutory Members***

Attorney General of the United States,  
Chairman

Administrator, Office of Juvenile Justice and Delinquency Prevention,  
Vice Chairman

Secretary, Department of Health and Human Services

Secretary, Department of Labor

Secretary, Department of Education

Secretary, Department of Housing and Urban Development

Director, ACTION

Director, Bureau of Prisons

Commissioner, Bureau of Indian Affairs

Director, Office of Special Education and Rehabilitative Services

Commissioner, Administration for Children, Youth, and Families

Director, Family and Youth Service Bureau (formerly called the Youth Development Bureau)

Assistant Attorney General, Office of Justice Programs

Director, Bureau of Justice Assistance

Director, Office of Community Services

Director, National Institute of Justice

Director, Office of National Drug Control Policy (formerly called the Office of Drug Abuse Policy)

### ***Nonstatutory Voluntary Participants***

Drug Enforcement Administration

National Highway Traffic Safety Administration

Alcohol, Drug Abuse, and Mental Health Administration

Office for Substance Abuse Prevention

Department of Commerce

Community Relations Service

Department of Agriculture

Administration for Native Americans

Office for Victims of Crime

National Institute on Drug Abuse

Environmental Protection Agency

# Chapter 2

---

## Federal, State, and Local Cooperation

Congress observed in the Missing Children's Assistance Act of 1984 (Title IV of the JJDP Act) that:

Abducted children are frequently moved from one locality to another, requiring the cooperation and coordination of local, State, and Federal law enforcement efforts.

The recovery of a missing child often comes about as a result of a complex interaction among concerned citizens and Federal, State, and local organizations. Components of the process include media exposure, sharing reports of sightings, phone contacts, searches of records and crime files, collaboration between agencies during investigations, and the exchange of electronic data. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is responsible for enhancing the cooperation of the groups assisting in this process.

This chapter reports on effective models of Federal, State, and local cooperation in locating, recovering, and treating missing children. The missing children initiatives currently conducted in seven Federal agencies are detailed. Effective efforts taking place within three State clearinghouses are highlighted. Finally, the assistance of local nonprofit organizations is reported through two case summaries. The procedures described in these summaries should serve as an impetus for more effective cooperative action at all levels.

By providing leadership, funding, data bases, toll-free telephone networks, training, and research, the Federal Government strongly supports missing children initiatives at the Federal, State, and local levels.

These efforts have been instrumental in producing measurable results in locating missing children, apprehending and prosecuting abductors, and providing on-going services throughout each crisis phase from initial reporting to aftercare and counseling.

Missing children legislation at the Federal level includes the 1984 Missing Children's Assistance Act, Title IV, of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended; the Runaway and Homeless Youth Act, Title III; and the new National Child Search Assistance Act of 1990. (See appendix B for the full text of these acts.)

OJJDP has the primary responsibility for addressing missing and exploited children's issues. As such, this Office has a duty to help Federal, State, and local organizations coordinate and concentrate their resources.

## **Federal initiatives**

---

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

The Department of Justice supports research, develops and delivers training, and maintains several data bases that law enforcement officers can access when investigating missing or exploited children cases.

#### ***Federal Bureau of Investigation, Fugitive/ Government Reservation Crimes Unit***

The Federal Bureau of Investigation (FBI) assists State and local law enforcement agencies that are seeking felons who cross State boundaries to avoid arrest, prosecution, or confinement. In most States, parental child abduction or custodial interference is a felony. After issuing felony charges, the State prosecutor can seek FBI assistance in locating the abducting parent by requesting the U.S. Attorney to authorize the issuance of a Federal Unlawful Flight to Avoid Prosecution (UFAP) warrant. The State prosecutor must show some evidence of flight from the State, as well as agree to pay extradition costs and to prosecute the alleged offender when located.

Once the UFAP warrant has been issued, FBI agents can begin an investigation to locate and apprehend the abducting parent anywhere in the United States. Additionally, the FBI, through its legal attachés in many embassies throughout the world, works in cooperation with the U.S. Department of Justice, Office of International Affairs, the U.S. Department of State, and foreign law enforcement agencies, to obtain the arrest and return of the abducting parent to the United States.

Abducted children located during the course of these FBI UFAP investigations are turned over to the appropriate governmental agency in order to reunite the children with the custodial parents.

When Fiscal Year 1990 began on October 1, 1989, there were 298 pending UFAP cases relating to parental kidnapping. During Fiscal Year 1990, the FBI initiated investigations of 265 new parental kidnapping cases, bringing the total number of parental kidnapping cases addressed by the FBI during the year to 563. This program is managed at FBI Headquarters by the Fugitive/Government Reservation Crimes Unit.

During 1990, the FBI arrested or located 132 abductors and located 107 children. To increase the likelihood that parental kidnapping cases will be resolved successfully, the FBI continued its collaborative effort with the National Center for Missing and Exploited Children to disseminate posters containing photographs of both the abducting parents and the missing children.

Federal Bureau of Investigation  
Fugitive/Government Reservation Crimes Unit  
J. Edgar Hoover Building, Room 5064  
10th and Pennsylvania Avenue NW.  
Washington, DC 20535  
202-324-4245

### ***FBI National Crime Information Center***

The National Crime Information Center (NCIC) is a national law enforcement computer system 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, and (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. An example is people 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.

Federal Bureau of Investigation, National Crime Information Center  
J. Edgar Hoover Building, Room 7230  
10th and Pennsylvania Avenue NW.  
Washington, DC 20535  
202-324-2606

### ***National Center for the Analysis of Violent Crime***

The National Center for the Analysis of Violent Crime (NCAVC) is a law-enforcement-oriented resource center that consolidates research, training, investigative, and operational support functions to provide assistance to law enforcement agencies confronted with unusual, high-risk, vicious, or repetitive crimes. The NCAVC consists of eight programs: Training, Research and Development, Criminal Investigative Analysis,

Violent Criminal Apprehension Program (ViCAP), Arson and Bombing Investigative Services, Crisis Management, Crisis Negotiation, and Tactical Coordination.

Located at the FBI Academy in Quantico, Virginia, NCAVC is presently studying child abductors/molesters, child abductors/killers, and infant abductors. The goals of the research projects are to learn more about how and why offenders commit crimes, and then to use that information to develop investigative techniques for identifying and arresting such individuals.

Topics relating to child molestation, abduction, and sexual exploitation are taught to approximately 800 law enforcement officers annually through the FBI's National Academy program as well as through specialized courses taught around the country and at the FBI Academy.

Many services are available through NCAVC's Criminal Investigative Analysis Program to assist in missing child investigations, including preparation of profiles of unknown offenders, suggestions for interviewing and investigative techniques and search warrant affidavit information, and expert witness testimony.

The Violent Criminal Apprehension Program (ViCAP) can also assist in missing child investigations. It makes computerized comparisons of homicide, attempted homicide, and missing person cases where homicide is suspected, to determine if one offender has committed two or more crimes. ViCAP links law enforcement agencies nationwide to enable them to investigate such cases more effectively.

National Center for the Analysis of Violent Crime  
FBI Academy  
Quantico, VA 22135  
703-640-6131 or 800-634-4097

### ***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 a prosecutive section devoted to enforcement of Federal obscenity and child sexual exploitation statutes. The Child Exploitation and Obscenity Section (formerly the National Obscenity Enforcement Unit) is staffed by

senior attorneys who pursue and prosecute major national producers and distributors of illegal pornography and those who violate Federal child sexual exploitation statutes.

The Child Exploitation and Obscenity Section disseminates information on recent developments in obscenity and child sexual exploitation laws. The section also assists U.S. Attorneys in Federal prosecutions of these crimes and coordinates investigative efforts with State and local prosecutors, the U.S. Customs Service, U.S. Postal Service, FBI, and Internal Revenue Service. Staff provide training to Federal, State, and local prosecutors and law enforcement investigators and contribute to the National Center for Missing and Exploited Children's publications about child pornography and Federal efforts to stop child sexual exploitation. Section staff are also consulted in all child sexual exploitation issues in which the Department has an interest.

U.S. Department of Justice  
Child Exploitation and Obscenity Section  
10th and Constitution Avenue NW., Room 2216  
Washington, DC 20530  
202-514-5780

### ***Office of International Affairs***

The United States has signed treaties with many countries that require cooperation in extraditing criminals who have fled the country to avoid arrest and prosecution, including offenders who have been accused of abducting or sexually exploiting children. The U.S. Department of Justice and the Legal Adviser's Office of the Department of State handle such extraditions. 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 extradition of parents who abduct their children—even though they may provide for extradition of kidnapers. The Department of State has taken the position that if both countries agree to include parental kidnapping within the meaning of the term "kidnapping," the United States may have authority to initiate extradition proceedings.

U.S. Department of Justice  
Office of International Affairs; Criminal Division  
The Bond Building, Room 5100  
1400 New York Avenue NW.  
Washington, DC 20005  
202-514-0080

### ***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.

U.S. Department of Justice  
Immigration and Naturalization Service  
425 I Street NW., Room 7100  
Washington, DC 20536  
202-633-2829

### ***Office for Victims of Crime***

The Office for Victims of Crime (OVC) serves as the Federal focal point for addressing the needs and improving the treatment of crime victims. This includes carrying out the activities mandated by the Victims of Crime Act (VOCA) of 1984, as amended, monitoring compliance with the provisions regarding assistance for Federal crime victims of the Victim and Witness Protection Act of 1982, and implementing the recommendations of the President's Task Force on Victims of Crime, the Attorney General's Task Force on Family Violence, and the President's Child Safety Partnership.



VOCA created a Crime Victims Fund in the U.S. Treasury to provide Federal financial assistance to compensate and assist victims of crime. Moneys in the fund come from fines and penalties assessed on convicted Federal defendants. In Fiscal Year 1990, \$125 million was available in the fund from moneys collected in 1989. By the end of 1990, a total of nearly \$424 million had been awarded to States and territories to aid crime victims across the Nation.

OVC awarded grants totaling more than \$1.4 million to 15 States to support victim assistance services on Indian reservations. OVC initiated the Children's Justice Act Grant Program for Native Americans (CJA) in 1990. The purpose of the CJA grant program is to enable federally recognized Indian tribes to improve the investigation, prosecution, and handling of child abuse cases in a way that lessens trauma to the child victim.

OJJDP, OVC, and the Bureau of Justice Assistance (BJA) jointly funded a cooperative agreement with Paul and Lisa, Inc., a nonprofit organization, to help youth and runaways involved in child prostitution or child pornography. Counseling, referrals to social and medical services, emergency housing, rehabilitation, and family reunification are offered. OVC also supports the National Victims Resource Center, a national clearinghouse for victim information. Books and articles about child physical and sexual abuse, victim services, domestic violence, victim-witness programs, and violent crime are included in the clearinghouse data base, which may be called toll-free at 800-627-6872, or 301-251-5500 in Metropolitan Washington, D.C.

U.S. Department of Justice  
Office of Justice Programs  
Office for Victims of Crime  
633 Indiana Avenue NW., Room 1342  
Washington, DC 20531  
202-307-5983

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

The Department of Agriculture operates a national education network that links research, science, and technology to create and disseminate prevention messages to at-risk populations.

## ***Home Economics and Human Nutrition Extension Service***

The U.S. Department of Agriculture, Cooperative Extension System, is a nationwide network that links research, science, and technology to the needs of people where they live and work. A partnership between the Department, land-grant universities throughout the United States and its territories, and local professionals in the Nation's 3,150 counties enables the Cooperative Extension System to offer diverse courses in a variety of settings.

Children and at-risk youth are a primary focus of Cooperative Extension programs. Afterschool programs teach children personal safety skills and show them how to respond to strangers who may approach them. Many county extension staff work with community coalitions to provide educational programs in nutrition, independent living skills, career and employment skills, and self-esteem. The Extension System also provides programs to strengthen parenting and family life skills.

U.S. Department of Agriculture  
Home Economics and Human Nutrition Extension Service  
Room 3444, S Building  
Washington, DC 20250  
202-447-2018

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

The Department of Defense provides direct services to military families to keep them intact and promulgates policies to ensure that men and women in the services comply with court child support orders.

### ***Office of Family Policy, Support and Services***

The Office of Family Policy, Support and Services (OFPSS) is located within the Office of the Assistant Secretary of Defense for Force Management and Personnel. OFPSS issues policies and program guidelines about child support for youth in military families, family advocacy services, and child care. One such policy, DOD Directive 5525.9, requires any service member stationed overseas who has unlawfully

removed a child from the jurisdiction of his or her custodial parent to show cause for noncompliance. If the matter concerns a felony or contempt, and cannot be resolved without the return of the subject, it is normal practice to return the service member, upon the request of an authorized official of a Federal, State, or local court.

The Family Advocacy Program works with families to resolve conflict, conducts child abuse prevention classes, and promotes healthy family functioning. By making health and welfare checks on children and referring families to social service and family advocacy programs, staff are also indirectly involved in locating and returning missing children.

U.S. Department of Defense  
Office of Family Policy, Support and Services  
4015 Wilson Blvd., Suite 903  
Arlington, VA 22203  
202-696-4555

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

The Department of Health and Human Services supports a national network that helps parents contact their runaway children and refers runaways to shelters and other services.

### ***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 can provide information about parents' whereabouts. The FPLS obtains address and employment information from six Federal agencies—the Department of Defense, Internal Revenue Service, National Personnel Records Center, Selective Service System, Social Security Administration, and Veterans Administration. In addition, the FPLS accesses wage and unemployment data maintained by State Employment Security Agencies (SESA's).

Prior to 1980, Federal law restricted the ways in which child support enforcement agencies could use the system. However, in 1980, the Parental Kidnapping Act au-

thorized the use of FPLS in child custody, parental kidnapping, and visitation cases. In Fiscal Year 1990, OCSE relied on FPLS to respond to 137 requests for assistance in parental kidnapping or interstate custody cases.

OCSE 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*. Staff provide technical assistance to States that want to learn how to access and use the system.

U.S. Department of Health and Human Services  
Office of Child Support Enforcement  
370 L'Enfant Promenade SW.  
Washington, DC 20447  
202-401-9267

### ***Family and Youth Services Bureau***

The Family and Youth Services Bureau (FYSB) of the Administration for Children, Youth, and Families administers the Runaway and Homeless Youth Act, Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. Runaway and homeless youth agencies supported with FYSB grants provide crisis intervention services to meet the immediate needs of runaway and homeless youth and work to unite youth with their families. These services are provided outside of the juvenile justice and law enforcement systems.

In Fiscal Year 1990, the Runaway and Homeless Youth Program awarded approximately \$26 million to 338 centers located across the country. FYSB also supports a national communications system, the National Runaway Switchboard, that links runaway and homeless youth with their families. This system provides referral and crisis intervention services through a toll-free telephone system. The switchboard handles approximately 10,000 calls a month and can be called toll free at 1-800-631-4000.

In addition, FYSB administers three programs that were first authorized in 1988: the Transitional Living Program for Homeless Youth; the Youth Gang Drug Prevention Program; and the Drug Abuse Prevention Program for Runaway and Homeless

Youth. Each of these programs provides competitively awarded discretionary grants for service, research, and training projects.

Finally, FYSB supports research and demonstration activities in areas related to at-risk youth and provides training and technical assistance to youth service providers. Among activities initiated in Fiscal Year 1990 were a national incidence study of run-away and homeless youth and their involvement in alcohol and other drug use; a national impact assessment of the Youth Gang Drug Prevention Program; and a multiagency collaborative demonstration and research project addressing juvenile prostitution. Training and technical assistance is available through a system of regional coordinated networks, as well as from national contractors.

U.S. Department of Health and Human Services  
Office of Human Development Services  
Administration for Children, Youth, and Families  
330 C Street SW.  
Washington, DC 20201  
202-245-0102

### ***National Center on Child Abuse and Neglect***

Established by the Child Abuse Prevention and Treatment Act of 1974, the National Center on Child Abuse and Neglect (NCCAN) administers the Federal Government's preventive activities in child abuse and neglect. NCCAN assists Federal, State, and local agencies and organizations in preventing, identifying, and treating child abuse and neglect. NCCAN also coordinates a National Advisory Board and an Interagency Task Force on Child Abuse and Neglect to support Federal efforts to combat child maltreatment.

NCCAN awards State grants for child abuse and neglect prevention and treatment programs, discretionary grants for research and demonstration projects, challenge grants, and Children's Justice and Assistance Act grants to eligible States. It also supports the operation of the Clearinghouse on Child Abuse and Neglect Information, a major resource for materials and referrals on child maltreatment issues. The clearinghouse designs and maintains bibliographic data bases that include reports and monographs, research reviews, directories, catalogs, and NCCAN grant profiles. Staff

prepare publications and respond to requests for information and materials. To obtain a free copy of the clearinghouse catalog or additional information, call 703-821-2086.

U.S. Department of Health and Human Services  
Administration for Children, Youth, and Families  
National Center on Child Abuse and Neglect  
P.O. Box 1182  
Washington, DC 20013  
202-245-0586

## **The U.S. Postal Service**

The Postal Service works to eradicate the shipping of child pornography in the mail and to arrest traffickers who use the mail for such purposes.

U.S. Postal Inspectors give priority attention to investigating violations of the Child Protection Act (18 USC 2251-2255), particularly cases that involve sending child pornography through the mail. Inspectors work closely with agents of the Federal Bureau of Investigation, the U.S. Customs Service, State and local police, and social service departments to combat this problem. In Fiscal Year 1990, postal inspectors reported 203 arrests and 198 convictions. At the close of the fiscal year, postal inspectors had 564 cases under investigation.

U.S. Postal Service  
475 L'Enfant Plaza West SW.  
Washington, DC 20260  
202-268-2000

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

The State Department assists parents and children who are victims of international abductions.

### ***Office of Citizens Consular Services***

The Office of Citizens Consular Services (CCS) in the Bureau of Consular Affairs assists American parents whose children have been taken overseas by an estranged spouse in violation of their right to custody. Since 1978, the State Department has received reports of more than 3,000 such American children. Currently, CCS is handling in excess of 700 active cases.

CCS, through U.S. embassies and consulates abroad, provides information about foreign and domestic laws and procedures that might help secure a child's return. U.S. consular officers abroad can undertake to locate and visit American children and report to their parents in the United States. Additionally, the Bureau of Consular Affairs publishes CCS's comprehensive booklet, *International Parental Child Abduction*, to acquaint American parents with the services available to them in locating and recovering their children. CCS also provides lists of foreign attorneys to American citizens whose children have been taken abroad.

In July 1988, the United States became a party to the Hague Convention on the Civil Aspects of International Child Abduction. As the U.S. central authority for implementing the convention, CCS works both with foreign parents whose kidnapped children are in the United States and with American parents whose children have been taken to one of the other 15 countries that are parties to the Hague Convention. Numerous children have been returned to their homes under the provisions of CCS.

The State Department  
Bureau of Consular Affairs  
CA/OCS/CCS, Room 4817  
Washington, DC 20520  
202-647-3666

## ***U.S. Embassies***

When an international child abduction occurs, U.S. embassy or consulate staff in the country to which the child has been taken conduct a "welfare and whereabouts check" to determine the child's location and assess his or her 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 a 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 assist the parent in obtaining exit documents. Under some circumstances, U.S. embassies and consulates will also make repatriation loans so that Americans stranded abroad can travel home.

The State Department  
Bureau of Consular Affairs  
CA/OCS/CCS, Room 4817  
Washington, DC 20520  
202-647-3445

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

The Department of the Treasury trains law enforcement officers in proven investigative strategies for child exploitation cases and supports a hotline to receive information about international child pornography.

## ***U.S. Customs Service***

The U.S. Customs Service, Office of Enforcement, is the Nation's center for the investigation and prosecution of international producers and purveyors of, and traffickers in, child pornography. The Office participates in a task force of Federal, State, and local law enforcement agencies. It offers task force members expert investigative



advice and training seminars that emphasize the role of the Customs Service in the investigation of child pornography.

Within the Office, the Child Pornography and Protection Unit coordinates and supports all domestic and foreign child pornography investigations and serves as liaison to other Federal law enforcement agencies that investigate the sexual exploitation of children. Seized and forfeited materials are indexed in the National Child Pornography Library to assist all law enforcement agencies in their investigations of child pornography.

Under a cooperative agreement with the Customs Service, the National Center for Missing and Exploited Children (NCMEC) operates the NCMEC TIPLINE and disseminates the information it receives about possible child pornography cases. The Customs Service provides training to NCMEC TIPLINE operators to assist them in obtaining information appropriate to law enforcement use.

The U.S. Customs Service, Office of Inspection and Control, works with the Federal Bureau of Investigation, the Immigration and Naturalization Service, and State and local agencies to recover missing children reported to be entering or leaving the United States via international ports.

U.S. Department of the Treasury  
U.S. Customs Service  
1301 Constitution Avenue NW., Room 3136  
Washington, DC 20229  
202-566-2101  
NCMEC TIPLINE: 1-800-843-5678

### ***The National Center for State and Local Law Enforcement Training***

The National Center for State and Local Law Enforcement Training is an Office of the Federal Law Enforcement Training Center (FLETC). It provides advanced training to State and local law enforcement officers to help them develop specialized law enforcement skills.

This training center, with funding from OJJDP, presents six juvenile justice training programs. A 4-hour curriculum on missing children is offered in the Child Abuse and

Exploitation Investigative Techniques training program, and a similar 2-hour presentation is part of the Police Operations Leading to Improved Children and Youth Services course. This training focuses on the categories of missing children and details departmental procedures for initiating and coordinating investigations of missing child reports. Publications from the National Center for Missing and Exploited Children are provided to the students.

In Fiscal Year 1990, approximately 1,200 law enforcement officers and 300 protective services workers attended FLETC training on missing children.

U.S. Department of the Treasury  
Federal Law Enforcement Training Center  
National Center for State and Local Law Enforcement Training  
Glynco, GA 31524  
912-267-2727  
800-74FLETC (toll-free nationwide)

### ***State Initiatives***

By 1990, 44 States plus the District of Columbia and Canada had established missing children clearinghouses. (See chapter 6 for a complete list.)

State clearinghouses provide invaluable assistance to law enforcement as well as to other Federal, State, and local initiatives relating to missing children. Three States—Texas, Illinois, and New York—each have developed an effective component to their programs that provides a special service worthy of highlighting in this section. A description of a notable component of each State's program follows:

### **Texas Clearinghouse and Texas Education Agency**

Legislation establishing the Missing Children and Missing Person Information Clearinghouse in the State of Texas was passed in January 1986. A key provision of this law mandates that Texas schools and the clearinghouse work together to find missing children through sharing of records, and outlines a process for carrying this out. In Fiscal Year 1990, the Texas Clearinghouse and the Texas Education Agency (TEA) made significant strides in improving this cooperative arrangement:

By law, enrollment records of all Texas public schools may be searched and compared with information about missing children. Texas now maintains Public Education Information Management System (PEIMS), a centralized computerized file of all children in Texas public schools. PEIMS was created primarily for the purpose of efficiently sharing school data, such as grade and attendance records, between school districts. Cross-searching data lists can now be done through computer searches, rather than through a manual survey of individual schools throughout the State.

Procedures to locate missing children in the schools are carried out quarterly. The clearinghouse receives data from NCIC on missing persons in the State of Texas. The names and birthdates of school-age missing children are extracted from this list. The missing children list is compared with the PEIMS records of all enrolled children. TEA contacts the clearinghouse with names of missing children and the schools they are thought to be in, and an investigation takes place. In Fiscal Year 1990, four children were recovered through this method.

The Texas initiative is notable in that it directly implements a concern stated in Title IV of the JJDP Act that school records be effectively and lawfully used to help locate missing children. Texas is thought to be the only State with such a provision in its law.

## **The Illinois Clearinghouse and I SEARCH**

From its inception in 1984, I SEARCH (Illinois State Enforcement Agencies to Recover Children) has maintained a multifaceted methodology for dealing with the problem of missing children. I SEARCH was designed to approach the problem through education, research, community groups, investigation, training, and other functions. Illinois has had a notable effect through its continuing efforts to provide training for professionals working with problems of missing children. Illinois counties involved in I SEARCH units in Fiscal Year 1990 totaled 68. However, the influence of Illinois training reaches far beyond the State level.

I SEARCH training activities in 1990 included instruction on:

- Investigating missing children cases.
- Investigating child exploitation.

- Handling disclosures of abuse.
- Victims of homicidal parents.
- First responder protocols.
- International child abduction.
- Issues of new legislation.
- Suicide prevention.

I SEARCH personnel serve on a number of State task forces, providing maximum influence on interagency efforts assisting youth.

Cooperation in the sharing of expertise regionally is greatly enhanced by the Interstate Advisory Council on Missing and Exploited Children involving Illinois and six other Midwestern States. An I SEARCH regional seminar held in December 1990 involved over 200 participants from eight surrounding States. I SEARCH personnel provided the first National Conference on Missing Children in 1988.

## **New York Clearinghouse**

New York's Missing and Exploited Children Clearinghouse (MECC) provides a notable example of a State achieving cooperation beyond the State level. MECC has worked to bring about supportive relationships regionally and internationally.

The Northeast Coalition of Missing Person/Children Units was formed to address the mutual interests of member States: Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, Rhode Island, Vermont, and New York, with the District of Columbia joining as an associate member. Representatives from each State clearinghouse meet at a central location for three all-day meetings per year. Sessions give a general strategic direction to their separate efforts and allow staff to share technical expertise. Each clearinghouse has an easily identifiable point of contact in each neighboring State. Members have worked together to produce a regional recovery manual detailing the laws, procedures, and policies of member States. New York, with several others, was instrumental in beginning the coalition.

A beneficial partnership has developed between MECC and Canadian officials working with missing children. The Royal Canadian Mounted Police (RCMP) Missing Children Registry often contacts MECC for assistance with various Federal, State and local agencies in the United States. MECC assists Canada by entering Canadian missing children cases into the FBI's National Crime Information Center (NCIC) files. Canada, at MECC's request, will enter an American missing child case in their registry. MECC and Canadian officials in RCMP, the Solicitor General of Canada, and Child Find Canada have worked together on a number of cases.

MECC has worked to assist and resolve several cases of international abduction, and is named by the Governor of New York as the contact agency for New York State on Hague Treaty matters. The Hague Treaty, signed by over a dozen nations, sets international policy and procedures to help nations resolve complex issues of international abduction.

### ***Local initiatives***

At the grassroots level are local initiatives. Private nonprofit organizations (NPO's) work directly with missing and exploited children and their families, providing such services as counseling, education, photo distribution, case investigation, legal and financial assistance, and networking with Federal and State data bases.

The following case studies are presented as examples of how a missing child can be located, and the amount of time and work involved.

#### **Case 1**

In September 1980, 3-year-old Melissa was abducted from Maryland by her noncustodial mother. After an unsuccessful investigation by local police, Melissa's father (the custodial parent) continued to make informal inquiries as the case remained open.

In February 1984, the father contacted Children's Rights of America (CRA), Largo, Florida, a nonprofit child advocacy organization, for assistance. CRA advised him to submit the required documentation of custody and the police re-

port. Then CRA contacted the original Maryland police jurisdiction and advised them of CRA's involvement in the case.

CRA elected to feature Melissa on the third showing of the movie "Adam," shown on network television in 1985. This resulted in many calls but no positive results. The National Center for Missing and Exploited Children (NCMEC) was contacted by CRA in February, releasing Melissa's picture and case information. Other inconclusive leads developed through the involvement of NCMEC.

In October 1986, Melissa's picture was featured in *Woman's World Magazine*. Again many sightings resulted, but all were inconclusive. At the suggestion of CRA, Melissa's father offered a \$10,000 reward for information leading to the child's return. The case was featured on the nationally televised program, "Missing/Reward." Despite the extensive publicity, Melissa remained missing.

In March 1990, Maryland State police received a lead and contacted CRA. A caller stated that the abductor and child were living in Salisbury, Vermont. A case manager at NCMEC supplied CRA with a contact person near Salisbury. While the contact made an investigation, CRA advised the father of the difficulties he would experience in reuniting with a daughter, now 13 years old, who would not know him.

Ultimately, the investigation led to the State of Vermont where it resulted in the arrest of the abductor in April 1990. Almost 10 years after the abduction, father and daughter were reunited.

## Case 2

A recovery in this case was made possible by a sketch drawn by an 11-year-old Connecticut girl abducted by her mother. The child was located by Child Find of America, headquartered in New Paltz, New York. Besides specializing in case investigation, Child Find provides mediation to help parents resolve custody disputes.

The girl, named Rebecca, was abducted by her noncustodial mother from Connecticut in December 1989 and kept in hiding with a changed name. She was permitted to write to her father, with her letters forwarded from her

grandmother's address. Though she could not tell her father where she was, Rebecca sent him her own drawing of a city skyline, depicting buildings showing the signs; "B & B Bank" and "Becca's Bakery."

The girl, nicknamed "Becca," was believed to be somewhere in New England or Florida. A Child Find investigator checked with Boston, Massachusetts, telephone information to identify the location of a street in Boston with a Rebecca's Cafe that might be located near a Bank of Boston. With the location confirmed, Child Find and Rebecca's father focused their search on that region of Boston. Missing child posters of Rebecca were sent to schools and synagogues in nearby areas of Massachusetts, Maine, and New Hampshire.

In June 1990, a school principal in Salem, New Hampshire, saw a poster of Rebecca and provided a lead. He had received a call from a woman wanting to enroll her daughter, named Rebecca. The principal supplied an address.

The searching father drove to New Hampshire and verified the information by waiting in a car at the address for 20 hours until he sighted the boyfriend of the noncustodial mother. He then informed local police, who picked up the girl at school and reunited the father with his missing daughter.

These cases represent the role NPO's play in locating missing children, and illustrate the level of cooperation necessary across State and national programs in solving complex and often multijurisdictional cases.

# Chapter 3

---

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

The National Center for Missing and Exploited Children (NCMEC) is funded by a grant from the Office of Juvenile Justice and Delinquency Prevention and by individual and corporate support.

The Center was founded in 1984 when a group of more than 200 people, outraged by the growing exploitation and victimization of American children, met to seek unity and to awaken the Nation. The participants included parents of missing and murdered children, government leaders, scholars, law enforcement officials, religious leaders, representatives of children's organizations, social services and mental health professionals, and many more.

These concerned citizens became united in their dedication to end the victimization of children and build a strong, active child protection movement. Resulting from this movement, Congress passed the Missing Children's Assistance Act of 1984 (Title IV of the JJDP Act) that required OJJDP to provide, among other services, a national resource center, clearinghouse, and toll-free telephone line.

The lessons of the 1980's have contributed knowledge, understanding, and a new awareness of the true extent of child victimization. Whether child victimization is through abduction by unknown individuals, abduction by noncustodial parents, molestation, sexual abuse and exploitation, pornography, or other acts, it is clear that children are being victimized in unacceptable numbers and that we must do more.



The challenges and opportunities of the 1990's are many. Today, NCMEC serves as the national resource center and clearinghouse for information on missing and exploited children. The Center provides technical assistance to citizens and law enforcement agencies, trains law enforcement officers, distributes photographs and descriptions of missing children nationwide, coordinates child protection efforts with the private sector, assists the network of nonprofit service providers and State missing persons clearinghouses, and provides information and advice on effective State legislation to ensure the safety and protection of children.

The Center operates a 24-hour toll-free telephone line through which individuals can report information on missing and exploited children: 1-800-843-5678. This number is also used as the Child Pornography "TIPLINE," privately funded and coordinated with the U.S. Customs Service, to receive reports of child sexual exploitation. NCMEC's TDD hotline for the hearing impaired is 1-800-826-7653. Its business number is 703-235-3900.

Single copies of many publications (some of which are listed on page 36) are available free of charge by writing to the National Center for Missing and Exploited Children, Publications Department, 2101 Wilson Boulevard, Suite 550, Arlington, VA 22201.

## **The national toll-free telephone line**

The National Center's hotline operates every day of the year, 24 hours a day, answering an average of 470 calls each weekday. This number represents a 136 percent increase over Fiscal Year 1989. The increase reflects heightened awareness of the Center by the public as well as the juvenile justice community. Calls are tape-recorded for use by law enforcement. In 1990, NCMEC secured the services of the AT&T Language Line, enabling hotline operators to talk with callers in more than 100 different languages.

## **The hotline: A growing resource**

Following are the totals of hotline calls received during Fiscal Year 1990, and the cumulative totals of hotline calls received between October 1984 and September 1990:

	<b>Fiscal Year 1990</b>	<b>Cumulative 6-Year Totals</b>
<b>Total Hotline Calls-for-Service:</b>	75,396	450,129
<b>Missing Children Cases:</b>	2,330	25,754
<i>Non-Family Abductions:</i> (Includes strangers, acquaintances, babysitters, unknown-cause/suspicious circumstances)	224	1,035
<i>Family Abductions:</i> (Includes parents, grandparents, aunts/uncles, older siblings)	808	9,956
<i>Runaways:</i> (Includes only runaways missing over 30 days or endangered/at-risk)	1,295	13,298
<i>Throwaways:</i> (Includes children away from home at least overnight, and directly told to leave the household; or abandoned or deserted)	Unknown	Unknown
<i>Lost, Injured, Otherwise Missing:</i>	3	1,465
<b>Citizens' Leads:</b> ("Sightings" of missing children)	10,738	64,849
<b>Child Sexual Exploitation Cases:</b> (Includes child pornography, child prostitution, child sex-ring cases)	174	2,047

	Fiscal Year 1990	Cumulative 6-Year Totals
<b>Child Pornography Tipline:</b> (For U.S. Customs Service since 6/19/87 using private sector funds)	115	305
<b>Information Requests:</b> (Case assistance and technical assistance/publications)	62,039	357,174

Since 1984, hotline operators have answered more than 450,129 calls regarding sightings and leads and requesting information. More than 64,849 of these calls were from citizens reporting sightings of missing children. More than 10,000 hotline calls were received during the 4 days that followed the airing of the television film "Unspeakable Acts," detailing the first successful prosecution of a daycare operator for sexual abuse of more than one child.

By restructuring and reconfiguring the computer network, NCMEC has updated and improved the hotline's management information system. Additionally, the Center participates in the YOUTHNET computer bulletin board network to facilitate the exchange of information with other youth-serving organizations. The University of California at San Francisco, Center for the Study of Trauma, is using data from the hotline to support its research on the reunification of missing children with their families.

In order to determine more accurately the extent of danger to runaways, hotline staff regularly make callbacks to parents who have made reports. This followup program also allows NCMEC to determine the status of cases and offer additional assistance. All hotline calls about runaways are referred to the National Runaway Switchboard, operated by the U.S. Department of Health and Human Services (HHS). During 1990, 1,308 such calls were referred.

## ***Technical assistance and training***

NCMEC case managers perform the following functions:

- Supply leads on missing children to law enforcement agencies.
- Provide analytic and technical assistance to law enforcement officers on proper case-handling methods.
- Instruct parents on filing a missing person report and working with police, State clearinghouses, and nonprofit service providers to recover missing children.
- Coordinate with Federal agencies handling cases of international abduction and import and export of child pornography.
- Collaborate with Federal agencies to sponsor professional training programs.
- Provide technical assistance to parents' attorneys on legal issues related to missing children.

During 1990, case managers provided technical assistance in 3,170 cases of missing children and 617 cases of child sexual exploitation. Since the Center's inception in 1984, case managers have assisted in the recovery of 17,334 children.

To date, more than 73,766 professionals nationwide and in Canada have received NCMEC training in detecting, identifying, and investigating child sexual exploitation and missing children cases. NCMEC trainers taught 23,612 neonatal nurses and hospital security managers in 17 States prevention and response techniques to abduction of infants from hospitals.

The National Center's Legal Technical Assistance (LTA) staff have provided assistance to attorneys, parents, congressional staff, State legislative staff, court staff, law enforcement officers, and public and private agencies in more than 560 cases involving missing and exploited children issues during Fiscal Year 1990. LTA maintains a clearinghouse of information on Federal and State missing children and child protection legislation.

LTA continues to provide consultation services to INTERPOL and the Office of Citizens Consular Services in cases of international parental kidnapping. The NCMEC counsel worked with congressional staff implementing the Victims of Child Abuse Act and the National Child Search Assistance Act (see appendix B), and both were included in the Crime Bill passed by Congress. The counsel also worked with congressional staff on legislation to make international parental abduction a Federal crime.

NCMEC counsel presented training on parental kidnapping at several national conferences, including the 1990 Symposium on Child Victimization, the National Conference on Juvenile Justice, and the Annual North American Victim Assistance Conference. The NCMEC counsel participated in an *amicus curiae* brief in the case of *Maryland v. Craig* in the U. S. Supreme Court that addressed the issue of protection of child witnesses in the courtroom. The counsel serves as National Center liaison to the OJJDP study, *Obstacles to the Recovery of Parentally Abducted Children*.

### ***Publications and photo distribution***

More than 4 million NCMEC publications have been distributed to parents and child-serving professionals in the law enforcement, social services, health care, and legal systems since the Center opened. NCMEC publications have received numerous awards.

New 1990 publications available from the Center include:

- *Case in Point*, a series produced cooperatively by the Office of Juvenile Justice and Delinquency Prevention, NCMEC, the Federal Bureau of Investigation, and the University of Pennsylvania School of Nursing. These pamphlets examined the histories of serial child molesters and abductors.
- *My 8 Rules for Safety*, a safety-tip poster for children.
- *Nonprofit Service Provider's Handbook*, created to help nonprofit organizations deal with families of missing and exploited children.
- *Just in Case . . . Finding Professional Help in Case Your Child is Missing or the Victim of Sexual Abuse or Exploitation*, developed in conjunction with the National Resource Center on Child Sexual Abuse.

In its continuing effort to reach Spanish-speaking communities, NCMEC printed two brochures in Spanish, *Just in Case . . . You Are Considering Daycare* and *My 8 Rules for Safety*.

NCMEC's Photo Distribution Program disseminated more than 95,804 photographs and biographies of 1,122 missing children nationwide. This number does not include the millions of photographs distributed voluntarily through ADVO-System, the American Gas Association, and other large-scale photo distribution partners:

PIP Printing prints NCMEC posters free of charge and distributes them to parents, State clearinghouses, and local nonprofit service providers. More than 100 PIP stores participate in this program nationwide.

Currently, more than 356 private-sector organizations print photographs of missing children and 30 Federal agencies and many U.S. Senators and Congressmen place photographs of missing children on their mail. To date, more than 151 children nationally have been recovered as a direct result of the photo distribution program. A ratio of 1:7 of the children featured are recovered.

In April 1990, NCMEC opened the SONY/QMA Video Imaging Laboratory. Through the sponsorship of these two corporate partners, NCMEC is now able to effectively use the computer in age-progressing the faces of the more than 4,200 children in its active case files who have been missing longer than 2 years. At no cost to the parent, the missing child's face is aged using a mix of science and art. Facial growth data and a maturing of facial features is considered. Heredity and facial shape are taken into account when merging, imaging, and stretching the image of the child. Photographs of parents and siblings may be combined with the child's photograph to compile the final image of how the child may currently look.

From April 15 through September 30, 1990, the cases of 32 missing children were studied using this technology of age progression.

### ***The national network***

NCMEC Nonprofit Relations staff provided technical assistance to organizations nationwide wishing to commemorate Missing Children's Day on May 25, 1990. Presi-

dent Bush honored Missing Children's Day by issuing a Presidential proclamation and declaring a special observance in Washington, D.C., on May 25.

The Nonprofit Organization Liaison Committee offers a forum for nonprofit service providers to exchange information and join in cooperative efforts to respond to missing and exploited children cases. The Director of Nonprofit Relations helps families obtain free or low-cost lodging, food, and transportation while traveling to recover a missing child. Since 1984, 320 families of missing children have received these services. A number of private-sector partners contribute to the program, including American Airlines, Continental Airlines, Greyhound/Trailways, Quality Inns International, and Avis.

In June 1990, NCMEC sponsored a State Clearinghouse Training Workshop in Washington, D.C. Training focused on handling parental kidnapping cases, using computer technology in a missing persons clearinghouse, and the Missing and Exploited Children Comprehensive Action Plan (M-CAP) program funded by OJJDP.

### ***Prevention and education***

NCMEC, the Adam Walsh Child Resource Center, and Digital Equipment Corporation joined together to develop and produce *KIDS AND COMPANY: Together for Safety* to meet the schools' needs for an effective and appropriate child protection and safety curriculum. The American Association of School Administrators, the National Association of Chiefs of Police, the National Children's Advocacy Center, the National Committee for the Prevention of Child Abuse, and the National Education Association all support *KIDS AND COMPANY: Together for Safety*.

Materials compiled for the Atlanta Children Memorial Resource Room and Training Center are another education source that will be housed at NCMEC. Parents, professionals handling missing and exploited child cases, and students and researchers examining child victimization issues can access the materials.

### ***The National Center's agenda for the 1990's***

NCMEC has established an agenda for the 1990's to actively address the issues it believes are most critical. The following points are taken from that plan.

1. Too often, the same justice system that locks up offenders is unable to provide assistance for traumatized child victims in need of counseling and treatment. The National Center will work with nonprofit service providers, prosecutors, and legislators to develop programs and seek creative solutions to this dilemma. Included in this arena is the National Center's support of the Children's Bill of Rights passed by the United States Congress and our commitment to assist individual States in their efforts to address all of the topics covered in this document—in order to afford our children the best protection possible.
2. The National Center refers runaways to the HHS National Runaway Switchboard. Because many runaways may not make a second call after they have contacted the National Center, we have developed an agenda to explore information sharing capabilities with the National Runaway Switchboard and other youth-serving organizations.
3. Disadvantaged children are disproportionately victimized in a number of ways—a fact made clear during the tragedy of the children abducted and murdered in Atlanta between 1979 and 1981. To commemorate the 10-year anniversary of the Atlanta murders, the National Center is working with the U.S. Department of Justice and a coalition of organizations to explore collaborative approaches to address the victimization of minority, refugee, homeless, and needy children.
4. Serial child molesters and killers often move from State to State to escape detection and commit crimes again. The National Center is developing a campaign that will focus on the problems caused by child sexual molestation and the child sex offender, and advocate comprehensive screening of individuals working with children, stiffer sentencing and subsequent tracking for these molesters, and registration of multiple child sex offenders.
5. The National Center will fully utilize recent technological advances, including computerized age-progression and video imaging of missing children's photographs, along with the crime link analysis capabilities



offered through the National Center's Case Analysis Unit to enhance assistance to professionals searching for missing children.

6. The National Center will create a training center to facilitate the instruction of professionals dealing with missing and exploited child cases and provide programs for hospital personnel, daycare operators, and other child-serving professionals to better combat child victimization.
7. Few schools have appropriate curriculums for teaching children how to protect themselves against abduction and exploitation. The National Center is working to place *KIDS AND COMPANY: Together for Safety* in elementary schools throughout the country.
8. More than 4,000 missing children cases are long-term (i.e., the children have been missing more than 2 years). The National Center has launched an aggressive campaign to ensure that the names, faces, and age-progressed images of how the children may currently look are provided to both law enforcement officers, who are obligated to continue their investigations, and the public.
9. To stay in the forefront of the Nation's agenda for children, child protection issues depend on a strong network of dedicated grassroots supporters. The National Center will assist local organizations to help reduce child abduction and victimization in their own communities.

The National Center for Missing and Exploited Children is a nonprofit 501(c)(3) organization. The Center is a leader in the growing coalition concerned about protecting our most precious national resource, our children.

# Chapter 4

---

## **OJJDP-Funded Projects**

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is authorized by the Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, to award grants for research, demonstration projects, and service programs in the areas of missing and exploited children. The Administrator of OJJDP must annually describe the funded programs and report on how agency staff and resources were provided during the year to carry out Title IV responsibilities.

More than \$4 million was awarded to programs related to missing and exploited children during Fiscal Year 1990. Six different program managers in three OJJDP divisions, Special Emphasis, Research and Program Development, and Training and Technical Assistance, each dedicates activities to these projects. In addition, the Information Dissemination Unit provides support. OJJDP has since appointed an assistant director of the missing children's program to help in coordinating activities related to missing and exploited children.

In Fiscal Year 1990, OJJDP authorized funding for 10 projects and an additional 4 programs operated with the previous year's funds. This chapter describes each program.

### **Funded projects**

---

#### ***Families of Missing Children: Psychological Consequences***

The abduction and/or sexual exploitation of any child is devastating. Families of Missing Children: Psychological Consequences is a research program that identifies

and documents effective treatment strategies for ameliorating the adverse psychological consequences of abduction and sexual exploitation. It is designed for the missing child, parents, and siblings and encompasses the periods of disappearance and post-recovery.

All types of missing children cases, including family abductions, non-family abductions, runaways, and throwaways are included in the ongoing research study. Collaborative relationships continue with the following missing children organizations: Lost Child Network, Kansas/Missouri; I SEARCH, Northern Illinois; I SEARCH, Southern Illinois; and Adam Walsh Foundation, Southern California.

Throughout the grant period, data collection has included first contacts made by parents or guardians with a missing children's organization, and data collection continues throughout the period the child is missing, during the recovery period, and/or during the time of nonrecovery. Researchers continue to collect retrospective data from the period preceding disappearance. The researchers document the level and the nature of psychological services provided to both parents and children and the manner in which services are provided. During the past year, preliminary analyses of the data were completed and initial feedback provided to the sites.

University of California  
Langley Porter Psychiatric Institute  
San Francisco, CA 94143-0962  
415-476-7344

Eric Peterson, OJJDP Program Manager  
Research and Program Development Division

### ***Juvenile Justice Resource Center***

Technical assistance is vital to OJJDP's Missing Children's Program. The Juvenile Justice Resource Center (JJRC) is the technical assistance and support contractor to the Office of Juvenile Justice and Delinquency Prevention. JJRC provides technical assistance and support to OJJDP, its grantees, the Coordinating Council on Juvenile Justice and Delinquency Prevention, and the Missing Children's Program. This support includes research, program development, evaluation, training, information dissemination, and research utilization activities.

Fiscal Year 1990 missing children activities included writing the *OJJDP Annual Report on Missing Children 1989*; coordinating a report on the progress made on the recommendations of the Attorney General's Advisory Board on Missing Children; providing onsite support for the National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMART) meeting that briefed OJJDP and its grantees on the NISMART results; and beginning development of an administrative program manual for nonprofit organizations that work with missing, exploited, abused, and victimized youth. Data for the manual are being collected from Paul and Lisa, Inc., a nonprofit organization that works with sexually exploited and victimized youth. The manual is being developed to assist interested organizations in developing and replicating the program.

Juvenile Justice Resource Center  
1600 Research Boulevard  
Rockville, MD 20850  
301-251-5370

Bonnie Halford, OJJDP Program Manager  
Office of the Administrator

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

The Missing and Exploited Children Comprehensive Action Program (M-CAP) addresses multiagency community organization issues in recognizing missing and exploited children problems and services needs. M-CAP's purpose is to provide a comprehensive, coordinated, community-based system approach for:

- Training juvenile and youth-service professionals to manage child sexual abuse and exploitation cases.
- Developing policies and procedures to guide background checks on prospective youth service employees and volunteers.
- Developing training policies and practical techniques on how to handle child victims in court.
- Developing school training and awareness programs on recognizing child abuse and flagging the school records of transfer students.

- Developing community awareness programs on missing, abused, and exploited children incidents and issues.
- Developing acceptable court and youth-service agency policies for handling child abuse and exploitation cases.
- Developing law enforcement policies and practices for preliminary and followup investigations of missing and exploited child cases.
- Developing cooperative information sharing, coordinated services, professional training, and case management expertise among multiple community youth-service agencies.

During Fiscal Year 1990, the grantee conducted an assessment of technical assistance, training, and program approaches that would provide information on existing community-oriented or community-based programs in regard to missing and exploited children issues. A training package was compiled to initiate replication of the M-CAP process to jurisdictions through onsite training. During Fiscal Year 1991 the project will provide directed and supportive training with technical assistance to jurisdictions in responding to their missing and exploited children issues.

Public Administration Service  
8301 Greensboro Drive, Suite 420  
McLean, VA 22102  
703-734-8970

Robert O. Heck, OJJDP Program Manager  
Special Emphasis Division

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

Public concern about missing children issues was the impetus for Congress to mandate the creation of a national resource center and clearinghouse on missing children as part of the Missing Children's Assistance Act of 1984.

The National Center for Missing and Exploited Children (NCMEC) serves as the national resource center and clearinghouse on Title IV matters. These activities include

providing technical assistance to State and local governments, individuals, parents, and other agencies in locating and recovering missing and exploited children; coordinating programs in the field oriented to reuniting missing and exploited children with their lawful custodians; and developing, publishing, and disseminating information about programs, techniques, and services responsive to missing and exploited children's issues in relation to prevention, investigation, reunification, and treatment in missing and exploited children's cases.

Further activities, products, and services of the National Center for Missing and Exploited Children are described in chapter 3 of this report.

National Center for Missing and Exploited Children  
2101 Wilson Boulevard  
Arlington, Virginia 22201  
703-235-3900  
800-843-5678

Robert O. Heck, OJJDP Program Manager  
Special Emphasis Division

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

Until the completion of the National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMART), estimates used to represent the number of "missing" children have not been reliable. NISMART has identified five distinct problem categories affecting children the public might perceive as "missing."

The categories are: Family Abducted; Non-Family Abducted; Runaways; Thrownaways; and Lost, Injured, and Otherwise Missing. The studies, which provided the first scientific, comprehensive national estimates of these categories, consisted of six research components and the use of different data sources and collection methods. A telephone survey of 30,000 households was undertaken, along with the analysis of Federal Bureau of Investigation homicide data on the number of children who have been abducted by strangers in the course of the murder. Also included are a study of police records of non-family abductions, interviews of runaways who have returned home, a survey of residential facilities and institutions to determine how many residents run away, and a study of community and professional service

agencies to determine the number of children who have been abandoned or forced from their homes.

During May 1990, the *First Report of the National Incidence Studies* was released, along with an *Executive Summary*. The report revealed that many of the children in at least four of the five categories were not "missing" under the definition of the Missing Children's Assistance Act, that the number of family abductions appeared to be substantially larger than previously thought, and that the number of children abducted by strangers was smaller than previously estimated.

The *OJJDP Annual Report on Missing Children 1989* provided an overview of the *Executive Summary* of this study. Chapter 5 of this report provides a more indepth look at this program and its related activities.

University of New Hampshire  
Office of Sponsored Programs  
111 Service Building  
Durham, NH 03824  
603-862-1888

Barbara Allen-Hagen, OJJDP Program Manager  
Research and Program Development Division

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

OJJDP seeks to understand how all types of cases of missing children are handled by law enforcement agencies in order to promote effective local responses. The methods local jurisdictions use in responding to reports of missing children and the investigative techniques they use in pursuing cases significantly affect case outcomes.

The National Study of Police Handling of Missing Children involved three types of inquiries. Beginning in 1986, researchers conducted a national survey of police agencies to ascertain their priorities and procedures in handling missing children cases. This was followed by site visits to 30 local jurisdictions. Police and workers at homeless shelters were interviewed to identify methods of police response and problems of

missing children cases. Finally, interviews with parents and guardians of missing children and the children themselves yielded data from their perspective.

Data collection was completed prior to Fiscal Year 1990. During Fiscal Year 1990, the data analysis and the resulting project report were completed. This report is currently under review by OJJDP, and it is expected to be released in 1991. Chapter 5 of this report provides a summary of the study.

It is expected that local police policies and practices in handling missing children cases will be greatly improved as a result of this project.

Research Triangle Institute  
P.O. Box 12194  
Research Triangle Park, NC 27709

The URSA Institute  
China Basin, Suite 6600  
185 Berry Street  
San Francisco, CA 94107

Barbara Allen-Hagen, OJJDP Program Manager  
Research and Program Development Division

### ***Obstacles to Recovery and Return of Parentally Abducted Children***

The American Bar Association is responsible for this congressionally mandated study to identify the significant obstacles, including legal, policy, procedural, and practical, to the recovery and return of parent-abducted children. Recommendations for eliminating these obstacles will be developed.

The ongoing study includes reviews of the legal and social science literature; a survey of family lawyers and domestic relations judges to obtain their perceptions of the obstacles and how to overcome them; a survey of family abduction cases to identify the obstacles faced by the searching parent, the police contact, the lawyer, and the parent's primary support person for each case; and an onsite systems evaluation study to examine the interaction among the schools, courts, and social service systems at four different sites in responding to parental abductions.



The legal and social science literature reviews have been completed for the study. Research designs for the survey of lawyers and judges and the survey of family abduction cases have also been completed.

American Bar Association  
Comptroller Department  
750 North Lake Shore Drive  
Chicago, IL 60611  
312-988-5829

Eric Peterson, OJJDP Program Manager  
Research and Program Development Division

### ***Reunification of Missing Children***

This initiative identifies and develops effective strategies to assist families in adjusting to the return of a missing child. The program incorporates four stages: identification and assessment of existing information on child/family relationships in stressful situations and programmatic approaches; model development based on this assessment; development of training and technical assistance materials to transfer the model design; and testing the models.

Stage one of the project, identification and assessment of existing information on child/family relationships and programmatic approaches, has been completed and submitted to OJJDP. It provides the first known data gathered on reunited children and forms the basis for the development of model. Chapter 5 of this report provides a summary of the study.

The *Reunification Programmatic Prototype Manual* has been completed and instructional support materials are being produced. Reunification field training began in December 1990, and field tests of reunification program prototypes are beginning in early 1991.

University of California  
San Francisco Regents  
Langley Porter Institute  
San Francisco, CA 94143  
415-388-0665

Eric Peterson, OJJDP Program Manager  
Research and Program Development Division

### ***State Clearinghouse Technical Assistance Program***

This cooperative agreement between OJJDP and the National Center for Missing and Exploited Children (NCMEC) gives funding to provide technical assistance to and for missing children's State agencies. Technical assistance includes contracts and training workshops designed to assist State clearinghouses to service and coordinate their missing children's operations with NCMEC and other State and private nonprofit missing children's agencies. Technical assistance workshop topics are determined through needs assessments conducted by NCMEC. Topics include legal aids, legislative issues, management information systems, and improvements and enhancements to clearinghouse operations.

National Center for Missing and Exploited Children  
2101 Wilson Boulevard  
Arlington, VA 22201  
703-235-3900  
800-843-5678

Robert O. Heck, OJJDP Program Manager  
Special Emphasis Division

### ***Strategic Planning Approach to the Investigation and Prosecution of Parental Abductions***

This OJJDP-funded project will assist local prosecutors through training and technical assistance to prosecute more effectively noncustodial parents who abduct their children. This project will:

- Identify the legal and social science issues surrounding these cases.
- Analyze and summarize existing research in this area.
- Identify experts handling these cases.
- Produce and disseminate legal analyses and guidelines concerning these cases for local prosecutors and law enforcement agencies.

In addition, the grantee organizations serve as the resource center for jurisdictions that need assistance with the prosecution of parental abduction cases. Project accomplishments to date include development of a list of prosecutors with experience in the prosecution of parental abduction cases, establishment of a core advisory group of these prosecutors to assist with the development of materials, development of an outline for the trial manual, and provision of numerous training workshops and technical assistance to local prosecutors on parental abduction cases.

Staff attorneys also attended the National District Attorneys Association Annual Summer Conference, July 14–18, 1990, to coordinate and assist with a presentation addressing issues and legal concerns faced by prosecutors in parental kidnapping or interference with child custody cases. Staff also continued to collect and review all new legislation passed in 1990 relative to parental abduction in all 50 States and the District of Columbia.

American Prosecutors Research Institute  
1033 North Fairfax Street, Suite 200  
Alexandria, VA 22314  
703-549-4253

Douglas Dodge, OJJDP Program Manager  
Special Emphasis Division

## **Other funded projects**

---

### ***Access to the National Crime Information Center by the National Center for Missing and Exploited Children***

Through an interagency agreement with the Federal Bureau of Investigation (FBI), OJJDP funds enable the National Center for Missing and Exploited Children to access, use, and disseminate FBI National Crime Information Center (NCIC) Missing Persons Records. The National Center uses the NCIC data to verify investigative leads, check whether law enforcement agencies have entered specific names into the system, and follow up on information it receives about missing children cases regarding unidentified living persons as well as unidentified bodies. The National Center makes approximately 2,000 inquiries per month.

U.S. Department of Justice  
Office of Justice Programs  
633 Indiana Avenue NW.  
Washington, DC 20531  
202-307-5914

Douglas Dodge, OJJDP Program Manager  
Special Emphasis Division

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

A child victim used as a witness can be traumatized by the legal system. The Child Victim as Witness Research and Development Program expands and improves the understanding of the effects of court policies and procedures on child witnesses by systematically testing different techniques.

To reduce the risk of children being traumatized by the legal process, procedural and evidentiary techniques have been implemented in four jurisdictions. Study sites are Polk County, Des Moines, Iowa; Ramsey County, St. Paul, Minnesota; Erie County, Buffalo, New York; and San Diego County, San Diego, California. Local courts, prosecutors, judges, law enforcement personnel, and protective service employees work together in a collaborative relationship.

Test strategies were outlined in the *OJJDP Annual Report on Missing Children 1989* and include avoiding direct confrontation between the witness and the defendant in sexual abuse cases; permitting special exceptions to the hearsay rule; modifying or eliminating competency criteria for child victims; prohibiting spectators in the courtrooms; and using expert witnesses.

The research report for this project will be completed early in 1991. This report, as well as a variety of other publications and materials, will be available for professional, academic, policymaker, and practitioner audiences in the future. Chapter 5 of this report provides a summary of the study.

Education Development Center  
55 Chapel Street  
Newton, MA 02160  
617-969-7100

Eric Peterson, OJJDP Program Manager  
Research and Program Development Division

### ***Metropolitan Court Judges Missing Children Project***

The importance of comprehensive recommendations and judicial responses among large urban court systems to the problems of missing, runaway, and exploited children continues. The Metropolitan Court Judges Committee serves as a significant resource for providing judicial leadership on critical issues, such as missing children. This project was designed to bring the collective efforts of the committee representatives to the issue of missing children.

Three meetings of the Metropolitan Court Judges (MCJ) Steering Committee were conducted during 1990. Preliminary recommendations, developed during 1989, including expansion and enhancement of missing children information systems, improved networking among agencies involved with missing children, greater uniformity in State statutes, and increased cooperation among judges and missing children nonprofit organizations were reviewed by the MCJ Steering Committee at its February 1990 meeting.

National Council of Juvenile and Family Court Judges  
Metropolitan Court Judges Committee  
P.O. Box 8970  
Reno, NV 89507  
702-784-6012

James E. Gould, OJJDP Program Manager  
Training, Dissemination, and Technical Assistance Division

### ***Project Rescue: The Paul and Lisa Program***

Paul and Lisa, Inc., based in Westbrook, Connecticut, aims to eliminate child prostitution, pornography, exploitation, and abuse in the target area. Its program has five components: intervention/education; streetwork outreach; counseling/referral; rehabilitation; and reunification of children with their families, when possible, or facilitation of alternate placements. Its two major components, intervention/education and streetwork outreach, provide age-appropriate intervention/education programs to schools, religious and civic organizations, childcare professionals, law enforcement personnel, and concerned citizens. The education programs emphasize the dangers of street life, drugs, disease, sexual exploitation, pornography, and the empowerment of individuals to make healthy lifestyle choices. The street outreach program establishes rapport with victimized and sexually exploited children so that a trusting relationship can be built. This relationship enables Paul and Lisa staff to help youth understand that they have the potential to redirect their lives. The education program has been presented to more than 50,000 individuals since its inception in 1980. These efforts were continued and expanded during Fiscal Year 1990.

Paul and Lisa, Inc.  
P.O. Box 348  
Westbrook, CT 06498  
203-399-5338

Robert O. Heck, OJJDP Program Manager  
Special Emphasis Division

# Chapter 5

---

## Research Update

OJJDP must annually provide a summary of the results of all research funded under Title IV completed in the preceding year. This chapter includes brief reports on the findings of four projects: National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMART); Reunification of Missing Children; Law Enforcement Responses to Runaway and Abducted Children and Youth; and Child Victims as Witnesses.

These initiatives represent only a portion of the OJJDP research programs on missing children. They demonstrate the ongoing and comprehensive efforts being made to advance our knowledge of missing children issues. The findings will significantly affect the methods used to respond to missing children cases in the future.

### ***NISMART***

The *First Report* from NISMART was published in May 1990. The report represents the cumulative findings of six studies and includes data which provide a better understanding of the extent and nature of diverse problems affecting children. An overview of the report's *Executive Summary* was presented in the *OJJDP Annual Report on Missing Children 1989*. The *First Report* and its *Executive Summary* are available from the Juvenile Justice Clearinghouse (as detailed on page 59).

This general overview of the *First Report's* findings and conclusions identifies and defines five distinct categories of children: abducted by family members; abducted by non-family members; runaways; throwaways; and lost, injured, or otherwise missing. In addition, the report provides two definitions within each category of children—a "broad scope" definition (the problem the way affected families might define

it) and a "policy focal" definition (the problem from the point of view of the police or other social agencies).

<b>Category</b>	<b>Estimated Number Children in 1988</b>
<b>Family Abductions</b>	
Broad Scope	354,100
Policy Focal	163,200
<b>Non-Family Abductions</b>	
Legal Definition Abductions	3,200-4,600
Stereotypical Kidnappings	200-300
<b>Runaways</b>	
Broad Scope	450,700
Policy Focal	133,500
<b>Throwaways</b>	
Broad Scope	127,100
Policy Focal	59,200
<b>Lost, Injured, and Otherwise Missing</b>	
Broad Scope	438,200
Policy Focal	139,100

(Note: These estimates should not be added or aggregated, as they represent five very distinct problems. Each problem needs to be researched, analyzed, and treated separately.)



## ***Major conclusions***

- Many of the children in at least four of these categories were not literally missing. Caretakers did know where they were; the problem was in recovering them.
- Because of controversy over definitions and confusion about the concept of missing children, public policy needs to clarify the domain of the problem. That is, which children and what situations are to be included, what do they have in common, and what are they to be called?
- Family abductions appear to constitute a substantially larger problem than previously thought.
- There was no significant growth in the runaway problem in 1988 compared to 1975.
- More than one-fifth of children previously termed runaways should actually be considered throwaways.
- There was a large group of literally missing children who have not been adequately recognized by previous research and policy on missing children. These children were missing because they became lost or injured, or because there was a misunderstanding about where they would be or when they would return home.

NISMART's goal is to provide the most accurate, scientific national estimates and information concerning problems affecting children who may be perceived as "missing." NISMART represents a significant advancement in the knowledge of many distinct and separate problems besetting our Nation's children.

The *First Report's* studies comprise a massive amount of information and represent an initial assessment of the data. A detailed analysis of the data will bring greater definition and clarity to issues addressed by the *First Report*.

NISMART provides a more comprehensive and systematic look at many of these problems than was previously available. It also provides an important foundation for future research.

## ***Next steps with NISMART***

While OJJDP is the coordinating point for all Federal initiatives regarding missing children, the task of implementing these initiatives cannot be done in Washington alone but must take place in communities and involve citizens and local resources. To date, the successes and advances in dealing with missing children issues have been tied to a strong commitment at all levels—local, State, and national. NISMART findings help focus citizen and community efforts.

As noted earlier, NISMART dispels many misconceptions about missing and exploited children. The release of the *First Report* and its *Executive Summary* in May 1990 was the first step of a dissemination plan designed to educate policymakers, professionals, and the general public about the report's findings. A press release announcing the availability of the report was developed and distributed.

To further inform the public of NISMART's research, OJJDP is producing an audio-visual slide presentation that highlights the findings. The slide program will present the study's findings to the citizens and members of organizations that play an important role in championing the cause of children. The slide show and accompanying audiocassette will educate key audiences about the five distinct categories of problems affecting children and the numbers and characteristics of each category. The slide presentation will also be available in videotape format for smaller audiences. Currently in final agency review, the presentation will be available in spring 1991 through the Juvenile Justice Clearinghouse.

NISMART has advanced research and increased the understanding of a set of several very different and separate problems affecting American children. While the NISMART studies entail a vast amount of data, the *First Report* analyzes only about 5 percent of the data. OJJDP intends to make the NISMART data available to researchers through the University of Michigan's National Criminal Justice Data Archive. The Office also plans on supporting further data analysis activities of NISMART.

### **For more information**

The NISMART report, *Missing, Abducted, Runaway, and Thrownaway Children in America—First Report: Numbers and Characteristics, National Incidence Studies* may be obtained in two forms:

- The full report, containing 227 pages (NCJ 123668), \$14.40.
- The *Executive Summary* (NCJ 123667), free.

Contact the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850 (800-638-8736 or 301-251-5500).

### ***Reunification of missing children***

Whether a missing child is a victim of a non-family abduction, a family abduction, or is a runaway, a child's disappearance presents several highly stressful experiences for the family. When the child is recovered, other events ensue that though positive are also stressful. The reunification process needs to be fully understood by the law enforcement officers and mental health professionals who will assist the child and family.

In 1988, a team of researchers at the Center for the Study of Trauma, University of California, San Francisco, funded by a grant from OJJDP, began the Reunification of Missing Children project. The ultimate purpose of the project is to improve the methods for reuniting missing children with their families. Phases of the project include (1) assessing the way reunification currently takes place, (2) developing a model program, (3) field testing and evaluating the model program, and (4) developing a model reunification program. Researchers completed the first phase, a survey of existing reunification practices, in December 1990. Results have been submitted to OJJDP for review.

## ***Survey findings***

A national study was conducted of 4,020 missing children who were recovered and reunited with their families during 1987. Researchers also studied the investigation and prosecution aspects of specific cases.

Project staff conducted interviews on the missing child recovery experiences of police officers, FBI agents, district attorney investigators, and prosecutors at representative sites across the country. Law enforcement professionals expressed interest in improving their effectiveness with reunification but were most interested in the investigation and prosecution aspects of the cases.

Interestingly, mental health professionals were shown to have little involvement with cases of missing children and their families. Law enforcement typically assumes the primary responsibility not only for conducting investigations and searching for missing children, but also for returning children to their families.

This project provides the first known data on reunified children and their families. Along with a wealth of information, this study revealed such details as the following:

- Fifty percent of the stranger abduction reunification meetings occurred at police stations.
- Sixty percent of the stranger abduction reunification meetings were less than 30 minutes in length.
- Sixty-six percent of the parental abduction reunification meetings occurred at a transportation depot such as a bus station, or at sites such as a school or the home of the abducting spouse from which the child was physically taken by the custodial parent.
- Eighty percent of the parental abduction reunification meetings were less than 30 minutes in length.
- Fifty percent of the runaway reunification meetings occurred at juvenile detention centers or transportation depots.
- Sixty-three percent of the runaway reunification meetings were less than 30 minutes in length.

In assessing the overall information gained about missing child reunification meetings, the study noted the following conclusions:

- Missing child reunification meetings are extremely brief with no evident set of goals or plans.
- Mental health professionals have virtually no involvement in missing-child reunification meetings.
- Police officers are the most common non-family members present at missing-child reunification meetings.
- Police officers are required to manage missing-child reunification meetings without technical support training or technical support personnel.
- Future missing-child reunification programs need to increase the training provided to police officers and increase the availability of mental health and social service personnel with specific reunification training.

Currently, there are no training programs for professionals involved in reunification or literature to guide families when the previously missing child is recovered. This project, to be completed in 1991, directly addresses this need.

Researchers are moving to phase 2 in 1991 with plans for training at six test sites in metropolitan areas with populations of approximately one-half million. The initial test site training, funded through the OJJDP grant, will include an intensive 3 1/2-day program, provide a 200-page training manual and video on child reunification, and an 8-month followup evaluation.

## **Summary of findings: Law enforcement responses to runaway and abducted children and youth**

In funding the National Study of Law Enforcement Agencies Policies and Practices for Handling Missing Children and Homeless Youth, OJJDP recognized the important role of police agencies in responding to the problems of missing children. Faced

with a number of decisions after receiving a report of a missing child or youth, police officers:

- Judge the type of case and the risks involved (classification and risk assessment).
- Determine the level and kind of resources to be committed to the case (investigative response).
- Use a social service approach to respond appropriately to cases (case referrals).

In addition, these decisions, many on matters that police are not formally mandated to handle, are frequently made with insufficient information and inadequate or inappropriate resources. This project's goal is to develop information that assists police in handling missing child cases, resulting in the quick and safe recovery of the child.

### ***Study objectives***

The report, *Law Enforcement Responses to Runaway and Abducted Children and Youth*, presents the findings from phase 3 of this study and contains several tasks:

- Describe the missing children, incidents, and outcomes; compare the findings to the NISMART study.
- Examine police handling of cases from both parent and police perspectives; compare parent and police reports of investigative actions, and analyze the degree of parental satisfaction with police handling of cases.
- Examine the correlation between police action on case outcome, such as length of time a child is missing, victimization and exploitation while missing, and child involvement in illegal activities during this time.
- Conduct a risk analysis to identify the correlates of victimization, exploitation, and illegal activity during the incident; compare these correlates

to case characteristics the police identified as giving cases a high investigative priority.

- Develop policy and practice recommendations for the police and others involved in dealing with missing children.
- Identify questions and issues that require further study.

### ***Study methods***

The study focused on each type of reported missing child cases: runaway; thrown-away; family abduction; non-family abduction; and lost, injured, or otherwise missing. The study's methodology relied on three sources of information:

- A total of 960 interviews with parents or caretakers who reported a child missing to the police in six major metropolitan areas during March to July 1989, and an additional 378 interviews with children (phase 3).
- Interviews with members of 30 police departments conducted during site visits in 1988 (phase 2).
- Responses from a mail survey of a national sample of police departments conducted in 1987 (phase 1).

### ***Study findings***

#### **Runaways**

Some findings suggest the positive effect of police actions. For example:

- If police made an in-person visit to take a report and issued an All Points Bulletin, the incident was significantly less likely to last more than 7 days than if these actions were not taken.
- Departments with detailed written policy specifications for runaway cases were associated with more vigorous investigations, and the intensity of the investigation was associated with quicker recovery of runaways.

- When an officer paid an in-person visit (8 out of 10 cases), parents were 5 1/2 times more likely to report satisfaction with the time it took police to respond than if no visit was made. When police requested a photo, parents were twice as likely to report being satisfied with the overall handling of the cases.

### **Throwaways**

- Few police departments have formal procedures to identify throwaways or children who cannot or should not return home. Recent legislation and social service practice have recognized the need to assess the desirability of returning a child to the home.
- The limited capacity of the police to refer juveniles or children in need of social or mental health services to appropriate resources is a problem for troubled runaways as well as for throwaways. Youth who have repeatedly run away from home, or runaways with other serious problems, should be referred for evaluation or services.

### **Family abductions**

- Family abduction cases were viewed as a unique missing child category by police. Legal factors were important, and police officers were often uncertain that their involvement was appropriate.
- The actions police took in response to family abduction cases were fairly consistent with those taken in response to a runaway call. An officer made an in-person visit and filed a report 9 out of 10 times.

### **Non-family abductions**

- The study sample revealed a small number of reported non-family abductions.
- Most of the cases were more similar to family abductions or sexual assaults than to stereotypical stranger kidnapping cases. In nearly half the cases, the perpetrator was a boyfriend of the child's mother.



- Because most of the reported victims of non-family abduction were missing for less than 2 hours, many of the police investigative actions were not relevant.

## **The child victim as witness**

Children who must testify in court in cases involving sexual exploitation are subjected to severe trauma. It is vital for the judicial system to find appropriate and considerate ways of treating the child. At the same time, prosecutors must balance the needs of child victims with effective prosecution. Their testimony is often crucial in getting convictions.

OJJDP began funding the Child Victim as Witness research project in 1988 to address this delicate issue. Three research teams from the Education Development Center, Inc., of Newton, Massachusetts; the University of North Carolina; and the National District Attorneys Association of Alexandria, Virginia, have participated in the 3-year project. The outcome of the research should provide carefully tested approaches for modifying prosecution policies and practices.

### ***Goals and procedures of the study***

The project is designed to answer a number of research questions:

- What characteristics of a child—family, incident, community, legal, and environment—influence the decision to prosecute child sexual abuse cases?
- How do these characteristics influence the decision to use certain evidentiary or procedural techniques in court?
- How does the availability of innovative techniques influence the decision to prosecute child sexual abuse cases?
- What is the impact of innovative techniques on the outcome of case prosecution and on the child's emotional trauma?

At each of the four sites participating in the project, the researchers formed a multidisciplinary team including prosecutors, law enforcement officers, social ser-

vices staff, medical and mental health professionals, and victim advocacy groups members. Initial activities involved surveying policies and practices used in each jurisdiction, identifying areas that need improvement, and selecting prosecutorial strategies to study. At the same time, data on child sexual abuse cases were collected.

## **Preliminary findings**

Data from a sample of 291 single perpetrator/single victim cases of sexual abuse of children and adolescents (ages 4 to 18) have been collected and analyzed. These cases were referred to a prosecutor's office over a 1-year period during 1986-1987 in the four jurisdictions.

A primary purpose of the study was to establish what factors contribute to the decision to accept or decline a case for prosecution. In general, the abuse suffered by victims was severe. Several indexes of severity predicted acceptance for prosecution, including severity of the abusive acts, multiple incidence, and duration of abuse. Preliminary findings include:

- When perpetrators had an alcohol or substance abuse problem or used alcohol during incidents, this fact was significantly associated with acceptance for prosecution. This may mean that substance abuse may lead to more severe victimization, that perpetrators claim substance abuse as a defense, or both.
- Of all types of evidence, only medical evidence and perpetrator confessions were associated with increased probability of acceptance for prosecution.
- Cases that relied on victim interviews as evidence were much more likely to be declined for prosecution, suggesting that prosecutors consider a child victim's testimony problematic for winning a case.

Prosecutors face continuing difficulties in bringing child sexual abuse offenders to justice. The study will help by highlighting these obstacles. A final report of the findings will be published in 1991. It is expected that the Child Victim as Witness project will improve not only the skills of prosecutors in pursuing these cases but promote a modification of courtroom procedures for child witnesses to prevent their being twice victimized.

# Chapter 6

---

## State Clearinghouses

State clearinghouses are a vital link in the process of information sharing that may lead to the recovery of a missing child. State clearinghouses are often the primary contact point for missing children cases within the State. Missing person or missing children clearinghouses currently operate in 44 States, the District of Columbia, and Canada. This 44-State figure represents an exponential growth since the first State clearinghouse was established in Florida in 1982.

Several additional States are now taking steps to pass legislation establishing clearinghouses in their States. Most existing State clearinghouses function under and through law enforcement agencies. The Nation's 19,000 police jurisdictions depend on these programs for cooperation, and local nonprofit organizations also work with them. Some operate with one worker, most have a staff carrying out a broad array of functions.

Services of the State clearinghouses often include several of the following functions:

- Maintain an information repository and collect data about missing children cases.
- Train law enforcement officers.
- Provide technical assistance for case investigations.
- Assist with access to State records and to the FBI's National Crime Information Center (NCIC) file.
- Coordinate with other State clearinghouses.

- Promote awareness of the problem of missing children and provide prevention and education materials.
- Assist in transporting children.

Since 1986, OJJDP has worked with State clearinghouses through a program of grants distributed through the National Center for Missing and Exploited Children. These funds were initially awarded to assist the startup of clearinghouses and ensure the compatibility of data systems. Funds were provided for the purchase of computer hardware and software, computer system support, and training.

In recent years, OJJDP distributed technical assistance funds to 24 States involved as contract participants. This money paid for travel and training costs, allowing State personnel to attend OJJDP-approved training programs on missing children. No funds under this plan were distributed in Fiscal Year 1990.

In June 1990, the National Center held a State Clearinghouse Training Workshop in Washington, D.C., with training on handling parental kidnapping cases, use of computer technology in the missing persons clearinghouse, and OJJDP's Missing and Exploited Children Comprehensive Action Plan.

The following are the State clearinghouses in operation at the end of Fiscal Year 1990, including one in Canada.

## Clearinghouses

### **ALABAMA**

Alabama Department of Public Safety  
Missing Children Bureau  
P.O. Box 1511  
Montgomery, AL 36102-1511  
205-242-4207  
800-228-7688 (in State)  
Contact: Capt. Fred Sides (Manager)

### **ARIZONA**

Arizona Department of Public Safety  
Intelligence Division  
P.O. Box 6638  
Phoenix, AZ 85005-6638  
602-223-2158  
Contact: Annette Barnard (Manager)

## **ARKANSAS**

Arkansas Office of the Attorney  
General  
Missing Children Services Program  
Tower Building, Suite 400  
323 Center Street  
Little Rock, AR 72201  
501-682-5028  
800-482-8982 (in State)  
Contact: Lori Del Buono (Manager)

## **CALIFORNIA**

California State Department of Justice  
Missing/Unidentified Persons  
P.O. Box 903417  
Sacramento, CA 94203-4170  
916-739-5114  
800-222-3463 (in State)  
Contact: Ivan Azevedo (Manager)

## **COLORADO**

Colorado Bureau of Investigation  
Crime Information Center  
690 Kipling  
Suite 3000  
Denver, CO 80215  
303-239-4251  
Contact: Carol Clark (Manager)

## **CONNECTICUT**

Connecticut State Police  
Missing Persons Unit  
Building 9, Third floor  
294 Colony Street  
Meriden, CT 06450  
203-238-6688  
800-367-5678 (in State)  
Contact: Sgt. Danny Stebbins  
(Manager)

## **DELAWARE**

Delaware State Police  
State Bureau of Identification  
P.O. Box 430  
Dover, DE 19903  
302-739-5883  
Contact: Rodney B. Hegman (Manager)

## **DISTRICT OF COLUMBIA**

Metropolitan Police Department  
D.C. Missing Persons/Youth Division  
1700 Rhode Island Avenue NE.  
Washington, DC 20018  
202-576-6771  
Contact: Lt. James Quigley (Manager)

## **FLORIDA**

Florida Department of Law  
Enforcement  
Missing Children Information  
Clearinghouse  
P.O. Box 1489  
Tallahassee, FL 32302  
904-488-5224  
800-342-0821 (in State)  
Contact: Kimberly Ellis (Manager)

## **GEORGIA**

Georgia Bureau of Investigation  
Intelligence Unit  
P.O. Box 370808  
Decatur, GA 30037-0808  
404-244-2554  
800-282-6564 (in State)  
Contact: Special Agent Jim Duff  
(Manager)

## **ILLINOIS**

Illinois State Police  
I SEARCH  
500 Iles Park Place  
Springfield, IL 62718-1002  
217-524-6596  
800-843-5763 (in State)  
Contact: Ronald Ellis (Manager)

## **INDIANA**

Indiana State Police  
309 State Office Building  
100 North Senate Avenue  
Indianapolis, IN 46220  
317-232-8310  
800-831-8953 (in State)  
Contact: Mary Ann Hurrle (Manager)

## **IOWA**

Iowa Division of Criminal Investigation  
Wallace State Office Building  
Des Moines, IA 50319  
515-281-7963  
800-346-5507 (in State)  
Contact: Steven Conlon (Manager)

## **KANSAS**

Kansas Bureau of Investigation  
Special Services Division  
1620 SW. Tyler Street  
Topeka, KS 66612  
913-232-6000  
800-572-7463 (in State)  
Contact: Special Agent Charles Sexson  
(Manager)

## **KENTUCKY**

Kentucky State Police  
Missing Child Information Center  
1240 Airport Road  
Frankfort, KY 40601  
502-227-8799  
800-222-5555 (in State)  
Contact: Capt. Stanley Farler  
(Manager)

## **LOUISIANA**

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

## **MAINE**

Maine State Police  
Criminal Investigation Division  
36 Hospital Street  
Augusta, ME 04333  
207-621-1297  
800-452-4664 (in State)  
Contact: Lt. Gerard Therrien (Manager)

## **MARYLAND**

Maryland Center for Missing Children  
Maryland State Police  
1201 Reisterstown Road  
Pikesville, MD 21208-3899  
301-799-0190  
800-637-5437 (toll-free nationwide)  
Contact: Dorothy Brown (Manager)

## **MASSACHUSETTS**

Massachusetts State Police  
Missing Persons Unit  
West Grove Street  
Middleboro, MA 02346  
800-447-5269 (toll-free nationwide)  
800-622-5999 (in State)  
Contact: Sgt. John Murphy (Manager)

## **MICHIGAN**

Michigan State Police  
Investigative Resource Unit  
714 South Harrison Road  
East Lansing, MI 48823  
517-336-6680  
Contact: Sgt. Sandra K. Thompson  
(Manager)

## **MINNESOTA**

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

## **MISSISSIPPI**

Mississippi State Highway Patrol  
P.O. Box 958  
Jackson, MS 39205  
601-987-1599  
Contact: Lt. Jimmy T. Simmons  
(Manager)

## **MISSOURI**

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

## **MONTANA**

Missing/Unidentified Persons  
Clearinghouse  
Montana Department of Justice  
303 North Roberts Street  
Helena, MT 59620  
406-444-3817  
800-332-6617 (in State)  
Contact: Bill Erwin (Manager)

## **NEBRASKA**

Nebraska State Patrol  
Criminal Identification  
Box 94907  
Lincoln, NE 68509-4907  
402-479-4002  
Contact: Sgt. Dan Scott (Manager)

## **NEVADA**

Nevada Office of the Attorney General  
Crime Prevention Coordinator  
401 South 3rd Street  
Suite 500  
Las Vegas, NV 89101  
702-486-3420  
Contact: Judith Allen (Manager)



## **NEW HAMPSHIRE**

New Hampshire State Police  
Troop E  
P.O. Box 235  
West Ossipee, NH 03890  
603-271-1166  
800-852-3411 (in State)  
Contact: Detective Kim Bossey  
(Manager)

## **NEW JERSEY**

New Jersey State Police  
Missing Persons Unit  
P.O. Box 7068  
West Trenton, NJ 08628  
609-882-2000, ext. 2895  
Contact: Lt. Robert Maholland  
(Manager)

## **NEW MEXICO**

New Mexico Department of Public  
Safety  
Communications Bureau/NCIC Section  
P.O. Box 1628  
Santa Fe, NM 87504-1628  
505-827-9187  
Contact: Jeffery Wilkerson (Manager)

## **NEW YORK**

New York Division of Criminal Justice  
Services  
Missing and Exploited Children  
Clearinghouse  
Executive Park Tower, Stuyvesant  
Plaza  
Albany, NY 12203  
518-457-6326  
800-346-3543 (in State)  
Contact: James Stanco (Manager)

## **NORTH CAROLINA**

North Carolina Division  
of Victim and Justice Services  
Crime Control and Public Safety  
116 West Jones Street  
Raleigh, NC 27603-1335  
919-733-3718  
800-522-5437 (in State)  
Contact: J. Mark Munden (Manager)

## **NORTH DAKOTA**

North Dakota Clearinghouse for  
Missing Children  
North Dakota Radio Communications  
P.O. Box 5511  
Bismarck, ND 58502-5511  
701-224-2121  
800-472-2121 (in State)  
Contact: Rick Hessinger (Manager)

## **OHIO**

Ohio Department of Education  
Missing Child Education Program  
65 South Front Street  
Room 719  
Columbus, OH 43266-0308  
614-466-6830  
800-325-5604 (in State)  
Contact: Dr. Jerry Klenke (Manager)

## **OKLAHOMA**

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

## **OREGON**

Oregon State Police  
Missing Children Clearinghouse  
107 Public Service Building  
Salem, OR 97310  
503-378-5775  
800-282-7155 (in State)  
Contact: Detective Steven Sasser  
(Manager)

## **PENNSYLVANIA**

Pennsylvania State Police  
Missing Persons Unit  
Bureau of Criminal Investigation  
1800 Elmerton Avenue  
Harrisburg, PA 17110  
717-783-5524  
Contact: Capt. Roger Peacock  
(Manager)

## **RHODE ISLAND**

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 (in State)  
Contact: Lt. Louis B. Clark (Manager)

## **SOUTH CAROLINA**

South Carolina Law Enforcement  
Division  
Missing Persons Information Center  
P.O. Box 21398  
Columbia, SC 29221-1398  
803-737-9000  
800-322-4453 (in State)  
Contact: Dottie Cronise (Manager)

## **SOUTH DAKOTA**

Division of Criminal Investigation  
Attorney General's Office  
500 East Capitol  
Pierre, SD 57501  
605-773-3331  
Contact: Doug Lake (Manager)

## **TENNESSEE**

Tennessee Bureau of Investigation  
Special Investigation Unit  
P.O. Box 100940  
Nashville, TN 37210-0940  
615-741-0430  
Contact: Special Agent Donna Pence  
(Manager)

## **TEXAS**

Texas Department of Public Safety  
Crime Records Division  
P.O. Box 4143  
Austin, TX 78765-4143  
512-465-2814  
800-346-3243 (in State)  
Contact: Ben Kyser (Manager)

## **VERMONT**

Vermont Department of Public Safety  
Vermont State Police  
103 South Main Street  
Waterbury, VT 05676  
802-244-7357  
Contact: Sgt. Gloria Danforth  
(Manager)

## **VIRGINIA**

Virginia State Police Department  
Missing Children's Clearinghouse  
P.O. Box 27472  
Richmond, VA 23261-7472  
804-674-2026  
800-822-4453 (in State)  
Contact: Lt. J.R. Quinley (Manager)

## **WASHINGTON**

Missing Children Clearinghouse  
Washington State Highway Patrol  
P.O. Box 2527  
Olympia, WA 98504  
206-753-3960  
800-543-5678 (in State)  
Contact: Bill Figueroa (Manager)

## **WYOMING**

Wyoming Office of the Attorney General  
Division of Criminal Investigation  
316 West 22nd Street  
Cheyenne, WY 82002  
307-777-7537  
Contact: James Wilson (Manager)

## **CANADA**

Royal Canadian Mounted Police  
Missing Children's Registry  
P.O. Box 8885  
Ottawa, Ontario  
Canada K1A-OR2  
613-993-1525  
Contact: Sgt. John Oliver (Manager)

# Appendix A

---

## OJJDP Publications About Missing Children Issues

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has publications produced in 1990 that include information relating to missing and exploited children and programs described in this report. These publications may be ordered by writing to the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850, or by calling the Clearinghouse at 800-638-8376 or 301-241-5500 in Metropolitan Washington, D.C.

- *OJJDP Annual Report on Missing Children 1989*, published 1990 (NCJ 125164).
- *National Incidence Studies: Missing, Abducted, Runaway, and Thrownaway Children in America: Executive Summary*, 1990 (NCJ 123667).
- *National Incidence Studies: Missing, Abducted, Runaway, and Thrownaway Children in America, First Report: Numbers and Characteristics*, 1990 (NCJ 123668).
- Robert W. Sweet, Jr., "Missing Children, Found Facts," *NIJ Reports*, Number 222, November/December 1990, pp. 15-18.
- *Fact Sheet on Missing Children*, National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children, May 1990.

## **Additional missing children reports published prior to 1990**

- *Annual Report on Missing Children: 1988* (NCJ 118219).
- *Preliminary Estimates Developed on Stranger Abduction Homicides of Children* (NCJ 115213).
- *First Comprehensive Study of Missing Children in Progress* (NCJ 110809).
- *Police and Missing Children—Findings From a National Survey* (NCJ 109979).
- *Sexual Exploitation of Missing Children: A Research Review* (NCJ 114273).
- *Missing and Exploited Children: The Challenge Continues* (NCJ 118218).
- *Report on Missing and Exploited Children: Progress in the 80's* (NCJ 113586).
- *America's Missing and Exploited Children: Their Safety and Their Future* (NCJ100581).

# Appendix B

---

## Missing Children Legislation

### Title III—Runaway and Homeless Youth

[This is Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended (through December 31, 1989). The Runaway and Homeless Youth Act is administered by the Administration for Children, Youth, and Families—U.S. Department of Health and Human Services.]

#### **Short Title**

Sec. 301. This title may be cited as the “Runaway and Homeless Youth Act.”  
(42 U.S.C. 5701 note)

#### **Findings**

Sec. 302. The Congress hereby finds that—

- (1) the number of juveniles who leave and remain away from home without parental permission has increased to alarming proportions, creating a substantial law enforcement problem for the communities inundated, and significantly endangering the young people who are without resources and live on the street;
- (2) the exact nature of the problem is not well defined because national statistics on the size and profile of the runaway youth population are not tabulated;
- (3) many such young people, because of their age and situation are urgently in need of temporary shelter and counseling services;

(4) the problem of locating, detaining, and returning runaway children should not be the responsibility of already overburdened police departments and juvenile justice authorities; and

(5) in view of the interstate nature of the problem, it is the responsibility of the Federal Government to develop accurate reporting of the problem nationally and to develop an effective system of temporary care outside the law enforcement structure. (42 U.S.C. 5701)

### **Rules**

Sec. 303. The Secretary of Health and Human Services (hereinafter in this title referred to as the "Secretary") may issue such rules as the Secretary considers necessary or appropriate to carry out the purposes of this title.

(42 U.S.C. 5702)

## **Part A—Runaway and Homeless Youth Grant Program**

### **Authority To Make Grants**

Sec. 311. (a) The Secretary shall make grants to public and private entities (and combinations of such entities) to establish and operate (including renovation) local runaway and homeless youth centers to provide services to deal primarily with the immediate needs of runaway or otherwise homeless youth and their families, in a manner which is outside the law enforcement structure and the juvenile justice system.

(b)(1) Subject to paragraph (2) and in accordance with regulations promulgated under this title, funds for grants under subsection (a) shall be allotted annually with respect to the States on the basis of their relative population of individuals who are less than 18 years of age.



(2) Subject to paragraph (3), the amount allotted under paragraph (1) with respect to each State for a Fiscal Year shall be not less than \$75,000, except that the amount allotted to the Virgin Islands of the United States, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Commonwealth of the Northern Mariana Islands shall be not less than \$30,000 each.

(3) If, as a result of paragraph (2), the amount allotted under paragraph (1) with respect to a State for a Fiscal Year would be less than the aggregate amount of grants made under this part to recipients in such State for Fiscal Year 1988, then the amounts allotted to satisfy the requirements of such paragraph shall be reduced *pro rata* to the extent necessary to allot under paragraph (1) with respect to such State for the Fiscal Year an amount equal to the aggregate amount of grants made under this part to recipients in such State for Fiscal Year 1988.

(4) In selecting among applicants for grants under subsection (a), the Secretary shall give priority to private entities that have experience in providing the services described in such subsection.

(c) The Secretary is authorized to provide on-the-job training to local runaway and homeless youth center personnel and coordinated networks of local law enforcement, social service, and welfare personnel to assist such personnel in recognizing and providing for learning disabled and other handicapped juveniles.

(42 U.S.C. 5711)

### **Eligibility**

Sec. 312. (a) To be eligible for assistance under section 311(a), an applicant shall propose to establish, strengthen, or fund an existing or proposed runaway and homeless youth center, a locally controlled facility providing temporary shelter, and counseling services to juveniles who have left home without permission of their parents or guardians or to other homeless juveniles.

(b) In order to qualify for assistance under section 311(a), an applicant shall submit a plan to the Secretary including assurances that the applicant—

(1) shall operate a runaway and homeless youth center located in an area which is demonstrably frequented by or easily reachable by runaway and homeless youth;

(2) shall have a maximum capacity of no more than twenty children, with a ratio of staff to children of sufficient proportion to assure adequate supervision and treatment;

(3) shall develop adequate plans for contacting the child's parents or relatives and assuring the safe return of the child according to the best interests of the child, for contacting local government officials pursuant to informal arrangements established with such officials by the runaway and homeless youth center, and for providing for other appropriate alternative living arrangements;

(4) shall develop an adequate plan for assuring proper relations with law enforcement personnel, social service personnel, school system personnel, and welfare personnel, and the return of runaway and homeless youth from correctional institutions;

(5) shall develop an adequate plan for aftercare counseling involving runaway and homeless youth and their families within the State in which the runaway and homeless youth center is located and for assuring, as possible, that aftercare services will be provided to those children who are returned beyond the State in which the runaway and homeless youth center is located;

(6) shall keep adequate statistical records profiling the children and family members which it serves, except that records maintained on individual runaway and homeless youth shall not be disclosed without the consent of the individual youth and parent or legal guardian to anyone other than another agency compiling statistical records or a government agency involved in the disposition of criminal charges against an individual runaway and homeless youth, and reports or other documents based on such statistical records shall not disclose the identity of individual runaway and homeless youth;

(7) shall submit annual reports to the Secretary detailing how the center has been able to meet the goals of its plans and reporting the statistical summaries required by paragraph (6);

(8) shall demonstrate its ability to operate under accounting procedures and fiscal control devices as required by the Secretary;

(9) shall submit a budget estimate with respect to the plan submitted by such center under this subsection; and

(10) shall supply such other information as the Secretary reasonably deems necessary.

*(42 U.S.C. 5712)*

### ***Grants for a National Communication System***

Sec. 313. (a) With funds reserved under subsection (b), the Secretary shall make grants for a national communication system to assist runaway and homeless youth in communicating with their families and with service providers.

(b) From funds appropriated to carry out this part and after making the allocation required by section 366(a)(2), the Secretary shall reserve—

(1) for Fiscal Year 1989 not less than \$500,000;

(2) for Fiscal Year 1990 not less than \$600,000; and

(3) for each of the Fiscal Years 1991 and 1992 not less than 750,000; to carry out subsection (a).

*(42 U.S.C. 5712a)*

### ***Grants for Technical Assistance and Training***

Sec. 314. The Secretary may make grants to statewide and regional nonprofit organizations (and combinations of such organizations) to provide technical assistance and training to public and private entities (and combinations of such entities) that are eligible to receive grants under section 311(a), for the purpose of assisting such entities to establish and operate runaway and homeless youth centers.

*(42 U.S.C. 5712b)*

## ***Authority To Make Grants for Research, Demonstration, and Service Projects***

Sec. 315(a) The Secretary may make grants to States, localities and private entities (and combinations of such entities) to carry out research, demonstration, and service projects designed to increase knowledge concerning, and to improve services for, runaway and homeless youth.

(b) In selecting among applications for grants under subsection (a), the Secretary shall give special consideration to proposed projects relating to—

- (1) juveniles who repeatedly leave and remain away from their homes;
- (2) outreach to runaway and homeless youth;
- (3) transportation of runaway and homeless youth in connection with services authorized to be provided under this part;
- (4) the special needs of runaway and homeless youth programs in rural areas;
- (5) the special needs of foster care home programs for runaway and homeless youth;
- (6) transitional living programs for runaway and homeless youth; and
- (7) innovative methods of developing resources that enhance the establishment or operation of runaway and homeless youth centers.

(c) In selecting among applicants for grants under subsection (a), the Secretary shall give priority to applicants who provide services directly to runaway and homeless youth.

*(42 U.S.C. 5712c)*

## ***Approval by Secretary***

Sec. 316. An application by a State, locality, or private entity for a grant under section 311(a) may be approved by the Secretary only if it is consistent with the applicable provisions of section 311(a) and meets the requirements set forth in section 312. Priority shall be given to grants smaller than \$150,000. In considering grant applica-

tions under Section 311(a), priority shall be given to organizations which have a demonstrated experience in the provision of service to runaway and homeless youth and their families.

*(42 U.S.C. 5713)*

### ***Grants to Private Entities; Staffing***

Sec. 317. Nothing in this part shall be construed to deny grants to private entities which are fully controlled by private boards or persons but which in other respects meet the requirements of this part and agree to be legally responsible for the operation of the runaway and homeless youth center. Nothing in this part shall give the Federal Government control over the staffing and personnel decisions of facilities receiving Federal funds.

*(42 U.S.C. 5714)*

## **Part B—Transitional Living Grant Program**

### ***Purpose and Authority for Program***

Sec. 321. (a) The Secretary is authorized to make grants and to provide technical assistance to public and nonprofit private entities to establish and operate transitional living youth projects for homeless youth.

(b) For purposes of this part—

(1) the term “homeless youth” means any individual—

(A) who is not less than 16 years of age and not more than 21 years of age;

(B) for whom it is not possible to live in a safe environment with a relative;  
and

(C) who has no other safe alternative living arrangement; and

(2) the term “transitional living youth project” means a project that provides shelter and services designated to promote a transition to self-sufficient living and to prevent long-term dependency on social services.

*(42 U.S.C. 5714-1)*

## **Eligibility**

**Sec. 322. (a) To be eligible for assistance under this part, an applicant shall propose to establish, strengthen, or fund a transitional living youth project for homeless youth and shall submit to the Secretary a plan in which such applicant agrees, as part of such project—**

- (1) to provide, directly or indirectly, shelter (such as group homes, host family homes, and supervised apartments) and services (including information and counseling services in basic life skills, interpersonal skill building, educational advancement, job attainment skills, and mental and physical health care) to homeless youth;**
- (2) to provide such shelter and such services to individual homeless youth throughout a continuous period not to exceed 540 days;**
- (3) to provide, directly or indirectly, onsite supervision at each shelter facility that is not a family home;**
- (4) that such shelter facility used to carry out such project shall have the capacity to accommodate not more than 20 individuals (excluding staff);**
- (5) to provide a number of staff sufficient to ensure that all homeless youth participating in such project receive adequate supervision and services;**
- (6) to provide a written transitional living plan to each youth based on an assessment of such youth's needs, designed to help the transition from supervised participation in such project to independent living or another appropriate living arrangement;**
- (7) to develop an adequate plan to ensure proper referral of homeless youth to social service, law enforcement, educational, vocational, training, welfare, legal service, and health care programs and to help integrate and coordinate such services for youths;**
- (8) to provide for the establishment of outreach programs designed to attract individuals who are eligible to participate in the project;**

(9) to submit to the Secretary an annual report that includes information regarding the activities carried out with funds under this part, the achievements of the project under this part carried out by the applicant, and statistical summaries describing the number and the characteristics of the homeless youth who participate in such project in the year for which the report is submitted;

(10) to implement such accounting procedures and fiscal control devices as the Secretary may require;

(11) to submit to the Secretary an annual budget that estimates the itemized costs to be incurred in the year for which the applicant requests a grant under this part;

(12) to keep adequate statistical records profiling homeless youth which it serves and not to disclose the identity of individual homeless youth in reports or other documents based on such statistical records;

(13) to not disclose records maintained on individual homeless youth without the consent of the individual youth and parent or legal guardian to anyone other than an agency compiling statistical records or a government agency involved in the disposition of criminal charges against youth; and

(14) to provide to the Secretary such other information as the Secretary may reasonably require.

(b) In selecting eligible applicants to receive grants under this part, the Secretary shall give priority to entities that have experience in providing to homeless youth shelter and services of the types described in subsection (a)(1).

(42 U.S.C. 5714-2)

## **Part C—General Provisions**

### ***Assistance to Potential Grantees***

Sec. 341. The Secretary shall provide informational assistance to potential grantees interested in establishing runaway and homeless youth centers and transitional living youth projects. Such assistance shall consist of information on—

(1) steps necessary to establish a runaway and homeless youth center or transitional living youth project including information on securing space for such center or such project, obtaining insurance, staffing, and establishing operating procedures;

(2) securing local private or public financial support for the operation of such center or such project, including information on procedures utilized by grantees under this title; and

(3) the need for the establishment of additional runaway and homeless youth centers in the geographical area identified by the potential grantee involved.  
(42 U.S.C. 5714a)

### ***Lease of Surplus Federal Facilities for Use as Runaway and Homeless Youth Center or as Transitional Living Youth Shelter Facilities***

Sec. 342. (a) The Secretary may enter into cooperative lease arrangements with States, localities, and nonprofit private agencies to provide for the use of appropriate surplus Federal facilities transferred by the General Services Administration to the Department of Health and Human Services for use as runaway and homeless youth centers or as transitional living youth shelter facilities if the Secretary determines that—

(1) the applicant involved has suitable financial support necessary to operate a runaway and homeless youth center or transitional living youth project, as the case may be, under this title;

(2) the applicant is able to demonstrate the program expertise required to operate such center in compliance with this title; whether or not the applicant is receiving a grant under this part; and

(3) the applicant has consulted with and obtained the approval of the chief executive officer of the unit of general local government in which the facility is located.



(b)(1) Each facility made available under this section shall be made available for a period of not less than 2 years, and no rent or fee shall be charged to the applicant in connection with use of such facility.

(2) Any structural modifications or additions to facilities made available under this section shall become the property of the United States. All such modifications or additions may be made only after receiving the prior written consent of the Secretary or other appropriate officer of the Department of Health and Human Services.

*(42 U.S.C. 5714b)*

## **Part D—Administrative Provisions**

### ***Reports***

Sec. 361. (a) Not later than 180 days after the end of each Fiscal Year, the Secretary shall submit a report to the Committee on Education and Labor of the House of Representatives and the Committee on the Judiciary of the Senate on the status and accomplishments of the runaway and homeless youth centers which are funded under part A, with particular attention to—

(1) their effectiveness in alleviating the problems of runaway and homeless youth;

(2) their ability to reunite children with their families and to encourage the resolution of intrafamily problems through counseling and other services;

(3) their effectiveness in strengthening family relationships and encouraging stable living conditions for children; and

(4) their effectiveness in helping youth decide upon a future course of action.

(b) Not later than 180 days after the end of each Fiscal Year, the Secretary shall submit a report to the Committee on Education and Labor of the House of Representatives and the Committee on the Judiciary of the Senate on the status and accom-

plishments of the transitional living youth projects which are funded under part B, with particular attention to—

- (1) the number and characteristics of homeless youth served by such projects;
- (2) describing the types of activities carried out under such projects;
- (3) the effectiveness of such projects in alleviating the immediate problems of homeless youth;
- (4) the effectiveness of such projects in preparing homeless youth for self-sufficiency;
- (5) the effectiveness of such projects in helping youth decide upon future education, employment, and independent living; and
- (6) the ability of such projects to strengthen family relationships, and encourage the resolution of intrafamily problems through counseling and the development of self-sufficient living skills.

*(42 U.S.C. 5715)*

### ***Federal Share***

Sec. 362. (a) The Federal share for the renovation of existing structures, the provision of counseling services, staff training, and the general costs of operations of such facility's budget for any Fiscal Year shall be 90 percent. The non-Federal share may be in cash or in kind, fairly evaluated by the Secretary including plant, equipment, or services.

(b) Payments under this section may be made in installments; in advance, or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

*(42 U.S.C. 5716)*

## ***Records***

Sec. 363. Records containing the identity of individual youth pursuant to this Act may under no circumstances be disclosed or transferred to any individual or to any public or private agency.  
(42 U.S.C. 5731)

## ***Annual Program Priorities***

Sec. 364. (a) The Secretary shall develop for each Fiscal Year, and publish annually in the Federal Register for public comment, a proposed plan specifying the subject priorities the Secretary will follow in making grants under this title for such Fiscal Year.

(b) Taking into consideration comments received in the 45-day period beginning on the date the proposed plan is published, the Secretary shall develop and publish, before December 31 of such Fiscal Year, a final plan specifying the priorities referred to in subsection (a).  
(42 U.S.C. 5732)

## ***Coordination With Activities***

Sec. 365. With respect to matters relating to communicable diseases, the Secretary shall coordinate the activities of health agencies in the Department of Health and Human Services with the activities of the entities that are eligible to receive grants under this title.  
(42 U.S.C. 5733)

## ***Authorization of Appropriations***

Sec. 366. (a)(1) To carry out the purposes of part A of this title there are authorized to be appropriated such sums as may be necessary for Fiscal Years 1989, 1990, 1991, and 1992.

(2) Not less than 90 percent of the funds appropriated under paragraph (1) for a Fiscal Year shall be available to carry out section 311(a) in such Fiscal Year.

(b)(1) Subject to paragraph (2), to carry out the purposes of part B of this title, there are authorized to be appropriated \$5,000,000 for Fiscal Year 1989 and such sums as may be necessary for each of the Fiscal Years 1990, 1991, and 1992.

(2) No funds may be appropriated to carry out part B of this title for a fiscal year unless the aggregate amount appropriated for such fiscal year to carry out part A of this title exceeds \$26,900,000.

(c) The Secretary (through the Office of Youth Development which shall administer this title) shall consult with the Attorney General (through the Administrator of the Office of Juvenile Justice and Delinquency Prevention) for the purpose of coordinating the development and implementation of programs and activities funded under this title with those related programs and activities funded under title II of this Act and under the Omnibus Crime Control and Safe Streets Act of 1968,<sup>1</sup> as amended. (42 U.S.C. 3701 et seq.).

(d) No funds appropriated to carry out the purposes of this title—

(1) may be used for any program or activity which is not specifically authorized by this title; or

(2) may be combined with funds appropriated under any other Act if the purpose of combining such funds is to make a single discretionary grant or a single discretionary payment unless such funds are separately identified in all grants and contracts and are used for the purposes specified in this title.

(42 U.S.C. 5751)

## **Title IV—Missing Children**

[Title IV—Missing Children's Assistance Act is administered by the Office of Juvenile Justice and Delinquency Prevention—U.S. Department of Justice.]

## **Short Title**

Sec. 401. This title may be cited as the "Missing Children's Assistance Act."

## **Findings**

Sec. 402. The Congress hereby finds that—

- (1) each year thousands of children are abducted or removed from the control of a parent having legal custody without such parent's consent, under circumstances which immediately place them in grave danger;
  - (2) many of these children are never reunited with their families;
  - (3) often there are no clues to the whereabouts of these children;
  - (4) many missing children are at a great risk of both physical harm and sexual exploitation;
  - (5) in many cases, parents and local law enforcement officials have neither the resources nor the expertise to mount expanded search efforts;
  - (6) abducted children are frequently moved from one locality to another, requiring the cooperation and coordination of local, State, and Federal law enforcement efforts;
  - (7) on frequent occasions, law enforcement authorities quickly exhaust all leads in missing children cases, and require assistance from distant communities where the child may be located; and
  - (8) Federal assistance is urgently needed to coordinate and assist in this interstate problem.
- (42 U.S.C. 5771)

## **Definitions**

Sec. 403. For the purpose of this title—

(1) the term “missing child” means any individual less than 18 years of age whose whereabouts are unknown to such individual’s legal custodian if—

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

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

(2) the term “Administrator” means the Administrator of the Office of Juvenile Justice and Delinquency Prevention.

*(42 U.S.C. 5772)*

## **Duties and Functions of the Administrator**

Sec. 404. (a) The Administrator shall—

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

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

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

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

(5) not later than 180 days after the end of each Fiscal Year, submit a report to the President, Speaker of the House of Representatives, and the President pro tempore of the Senate—

(A) containing a comprehensive plan for facilitating cooperation and coordination in the succeeding Fiscal Year among all agencies and organizations with responsibilities related to missing children;

(B) identifying and summarizing effective models of Federal, State, and local coordination and cooperation in locating and recovering missing children;

(C) identifying and summarizing effective program models that provide treatment, counseling, or other aid to parents of missing children or to children who have been the victims of abduction;

(D) describing how the Administrator satisfied the requirements of paragraph (4) in the preceding Fiscal Year;

(E) describing in detail the number and types of telephone calls received in the preceding Fiscal Year over the national toll-free telephone line established under subsection (b)(1)(A) and the number and types of communications referred to the national communications system established under section 313;

(F) describing in detail the activities in the preceding Fiscal Year of the national resource center and clearinghouse established under subsection (b)(2);

(G) describing all the programs for which assistance was provided under section 405 in the preceding Fiscal Year;

(H) summarizing the results of all research completed in the preceding year for which assistance was provided at any time under this title; and

(I)(i) identifying each clearinghouse with respect to which assistance is provided under section 405(a)(9) in the preceding Fiscal Year;

(ii) describing the activities carried out by such clearinghouse in such Fiscal Year;

(iii) specifying the types and amounts of assistance (other than assistance under section 405(1)(9) received by such clearinghouse in such Fiscal Year; and

(iv) specifying the number and types of missing children cases handled (and the number of such cases resolved) by such clearinghouse in such Fiscal Year and summarizing the circumstances of each such case.

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

(1)(A) establish and operate a national 24-hour toll-free telephone line by which individuals may report information regarding the location of any missing child, or other child 13 years of age or younger whose whereabouts are unknown to such child's legal custodian, and request information pertaining to procedures necessary to reunite such child with such child's legal custodial; and

(B) coordinate the operation of such telephone line with the operation of the national communications system established under section 313;

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

(A) to provide to State and local governments, public and private nonprofit agencies, and individuals information regarding—

(i) free or low-cost legal, restaurant, lodging, and transportation services that are available for the benefit of missing children and their families; and

(ii) the existence and nature of programs being carried out by Federal agencies to assist missing children and their families;

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

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

(D) to provide technical assistance and training to law enforcement agencies, State and local governments, elements of the criminal justice system, public



and private nonprofit agencies, and individuals in the prevention, investigation, prosecution, and treatment of the missing and exploited child case in locating and recovering missing children; and

(3) periodically conduct national incidence studies to determine for a given year the actual number of children reported missing each year, the number of children who are victims of abduction by strangers, the number of children who are the victims of parental kidnappings, and the number of children who are recovered each year; and

(4) provide to State and local governments, public and private nonprofit agencies, and individuals information to facilitate the lawful use of school records and birth certificates to identify and locate missing children.

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

(42 U.S.C. 5773)

## **Grants**

Sec. 405. (a) The Administrator is authorized to make grants to and enter into contracts with public agencies or nonprofit private organizations, or combinations thereof, for research, demonstration projects, or service programs designed—

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

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

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

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

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

(B) the sexual exploitation of a missing child;

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

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

(7) to address the needs of missing children [as defined in section 403(1)(A)] and their families following the recovery of such children;

(8) to reduce the likelihood that individuals under 18 years of age will be removed from the control of such individuals' legal custodians without such custodians' consent; and

(9) to establish or operate statewide clearinghouses to assist in locating and recovering missing children.

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

(1) have demonstrated or demonstrate ability in—

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

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

(C) conducting research relating to missing children; and

(2) with respect to subparagraphs (A) and (B) of paragraph (1), substantially utilize volunteer assistance.

The Administrator shall give first priority to applicants qualifying under subparagraphs (A) and (B) of paragraph (1).

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

(42 U.S.C. 5775)

### **Criteria for Grants**

Sec. 406. (a) In carrying out the programs authorized by this title, the Administrator shall establish—

(1) annual research, demonstration, and service program priorities for making grants and contracts pursuant to section 405; and

(2) criteria based on merit for making such grants and contracts.

Not less than 60 days before establishing such priorities and criteria, the Administrator shall publish in the *Federal Register* for public comment a statement of such proposed priorities and criteria.

(b) No grant or contract exceeding \$50,000 shall be made under this title unless the grantee or contractor has been selected by a competitive process which includes public announcement of the availability of funds for such grant or contract, general criteria for the selection of recipients or contractors, and a description of the application process and application review process.

(c) Multiple grants or contracts to the same grantee or contractor within any 1 year to support activities having the same general purpose shall be deemed to be a single grant for the purpose of this subsection, but multiple grants or contracts to the same grantee or contractor to support clearly distinct activities shall be considered separate grants or contractors.

(42 U.S.C. 5776)

## ***Authorization of Appropriations***

Sec. 407. To carry out the provisions of this title, there are authorized to be appropriated such sums as may be necessary for Fiscal Years 1989, 1990, 1991, and 1992.  
(42 U.S.C. 5777)

## ***Special Study and Report***

Sec. 408. (a) Not later than 1 year after the date of the enactment of the Juvenile Justice and Delinquency Prevention Amendments of 1988, the Administrator shall begin to conduct a study to determine the obstacles that prevent or impede individuals who have legal custody of children from recovering such children from parents who have removed such children from such individuals in violation of law.

(b) Not later than 3 years after the date of the enactment of the Juvenile Justice and Delinquency Prevention Amendments of 1988, the Secretary shall submit a report to the chairman of the Committee on Education and Labor of the House of Representatives and the chairman of the Committee on the Judiciary of the Senate containing a description, and a summary of the results, of the study conducted under subsection (a).

(42 U.S.C. 5778)

## **Title XXXVII—National Child Search**

### **Title XXXVII—National Child Search Assistance Act of 1990**

[This is Title XXXVII of the Crime Control Act of 1990 (Public Law 101-647). The National Child Search Assistance Act is administered by the National Crime Information Center—U.S. Department of Justice.]

### **Sec. 3701. Reporting Requirement.**

(a) In General. — Each Federal, State, and local law enforcement agency shall report each case of a missing child under the age of 18 reported to such agency to the National Crime Information Center of the Department of Justice.

(b) Guidelines. — The Attorney General may establish guidelines for the collection of such reports including procedures for carrying out the purposes of this Act.

(c) Annual Summary. — The Attorney General shall publish an annual statistics summary of the reports received under this Act.

### **Sec. 3702. State Requirements.**

Each State reporting under the provisions of this Act shall—

(1) ensure that no law enforcement agency within the State establishes or maintains any policy that requires the observance of any waiting period before accepting a missing child or unidentified person report;

(2) provide that each such report and all necessary and available information, which with respect to each missing child report, shall include—

(A) the name, date of birth, sex, race, height, weight, and eye and hair color of the child;

(B) the date and location of the last known contact with the child; and

(C) the category under which the child is reported missing;

is entered immediately into the State law enforcement system and the National Crime Information Center computer networks and made available to the Missing Children Information Clearinghouse within the State or other agency designated within the State to receive such reports; and

(3) provide that after receiving reports as provided in paragraph (2), the law enforcement agency that entered the report into the National Crime Information Center shall—

(A) no later than 60 days after the original entry of the record into the State law enforcement system and National Crime Information Center computer networks, verify and update such record with any additional information, including, where available, medical and dental records;

(B) institute or assist with appropriate search and investigate procedures;  
and

(C) maintain close liaison with the National Center for Missing and Exploited Children for the exchange of information and technical assistance in the missing children cases.